



**URBAN LAND POLICY AND PRACTICE IN ETHIOPIA: A CASE STUDY
OF FORMAL RESIDENTIAL LAND SUPPLY PROCEDURES AND
PRACTICES FROM HOSSANA TOWN, SOUTHERN ETHIOPIA**

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Urban Land Policy and Practice in Ethiopia: A Case Study of Formal Residential Land Supply
Procedures and Practices from Hossana Town, Southern Ethiopia

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Declaration

I declare that the work presented in this thesis entitled “Urban Land Policy and Practice in Ethiopia: A Case Study of Formal Residential Land Supply Procedures and Practices from Hossana Town, Southern Ethiopia” has not previously been presented for any degree or similar award at the University of Addis Ababa or any other University or institution; all sources of materials used for the thesis has been duly acknowledged. Thus, this thesis has been submitted in partial fulfillment for the requirements of Doctor of Philosophy in Geography and Environmental Studies with specialization in Socioeconomic Development Planning and Environment at Addis Ababa University.

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TABLE OF CONTENTS

Contents	Pages
Declaration.....	iii
Table of contents.....	iv
List of tables.....	iv
List of figures.....	xiii
Acknowledgments.....	xiv
List of abbreviation.....	xv
Glossary of some terms.....	xvi
Abstract.....	xviii
Chapter One: Introduction and background of the study	
1.1. Introduction.....	1
1.2. Background of the research.....	1
1.3. Problem statement.....	6
1.4. Research objectives.....	13
1.5. Research question.....	14
1.6. Significance of the study.....	14
1.7. Scope of the study.....	16
1.8. Organization of the Dissertation.....	17
Chapter Two: Review of Related Literatures	
2.1. Introduction.....	19
2.2. Concepts and definitions.....	19

2.2.1. The concept of urban land policy.....	19
2.3. Theoretical framework.....	23
2.3.1. The significance of legal framework for the implementation of urban land policy	23
2.3.2. Ways of improving the status and effectiveness of urban land legislation.....	25
2.3.3. Land policy as a legal framework to government intervention in the supply urban land...27	
2.3.4. Theoretical debates on private and public-state land tenure policy approaches	28
2.4. Overview of the currently functioning urban land legal framework in Ethiopia.....	32
2.4.1. Fundamental points of argument by the Government of Ethiopia for the maintenance of State-public land ownership.....	34
i. Tenure security.....	34
ii. Infrastructure and service provision.....	35
iii. The development of industries.....	35
iv. Ensuring public benefits (fairness).....	35
2.5. Key procedural activities guiding the practicality of the supply of serviced residential land in Ethiopia.....	39
2.5.1. Preparation of urban land use plan.....	40
2.5.2. Preparation of annual plan for the preparation and supply of urban residential land	40
2.5.3. Discussion and approval of plan for preparation and supply of urban residential land.....	40
2.5.4. Official agreement with government agencies related to the preparation of land.....	40
2.5.5. Publicizing the approved annual plan for land preparation and supply of land.....	41
2.5.6. Demarcation of area for land preparation.....	41

2.5.7. Identification and planting of durable boundary markers.....	41
2.5.8. Preparation, approval and publicizing of local development plan (LDP).....	41
2.5.9. Conducting discussion with residents whose landholdings will be expropriated.....	42
2.5.10. Compiling data for compensation and substitution.....	42
2.5.11. Valuation and payment for compensation and clearance of the site.....	42
2.5.12. Provision of basic infrastructure, land parceling and land banking.....	44
2.5.13. Supplying serviced urban land via formal modalities.....	45
A. Supplying serviced land through land tender.....	46
B. Supplying serviced land through land allotment.....	47
2.6. Factors affecting the implementation of urban land policy in general and the practicality of procedures of the supply of serviced residential land in particular.....	49
2.6.1. Ineffective urban land legal framework.....	50
2.6.2. Commitment of policy implementers.....	52
2.6.3. Leadership and stakeholder involvement	52
2.6.4. Funding and resources availability.....	53
2.6.5. Political conditions, policy implementing agencies and legal framework dealing with land as factors mediating/confounding access to urban land.....	54
2.7. Factors contributing to shortage of serviced residential land supply.....	56
2.7.1. Land use planning and related regulation.....	56
2.7.2. Land speculation.....	58
2.7.3. Topography (Geographical constraints).....	59

2.8. Socioeconomic consequences of the failure of urban land policy implementing agencies to supply serviced residential land that can respond for demand via formal modalities	60
2.9. Conceptual framework.....	65
2.10. Chapter summary.....	71

Chapter Three: Research methodology and the study setting

3.1. Introduction.....	72
3.2. Foundation and growth of Hossana Town.....	72
3.3. Geographical location and size of Hossana Town.....	73
3.4. Rational for selection of Hossana Town as study setting.....	74
3.5. Research methodology.....	75
3.5.1. Research design.....	76
3.5.2. Research philosophy.....	77
3.5.2.1. Overview of alternative philosophical approaches	78
i. Positivism.....	79
ii. Interpretivism.....	80
3.5.2.2. The philosophical foundation of this research and rational.....	81
3.5.3. Research strategy.....	82
3.5.3.1. Case study.....	83
i. Selecting case study design.....	86
ii. The unit of analysis.....	87
3.5.4. Overview of the research approaches.....	87

3.5.4.1. Quantitative research approach.....	87
3.5.4.2. Qualitative research approach.....	88
3.5.5. Research approach preferred for this research.....	89
3.5.5.1. Triangulation	89
3.5.6. Sampling design.....	91
3.5.6.1. Participant (sample) size and procedures.....	93
3.5.7. Types of data	94
3.5.8. Sources of data.....	94
3.5.9. Techniques of data collection	95
3.5.9.1. Interview.....	95
3.5.9.2. Focus group discussions.....	99
3.5.9.3. Field observation/Site visit/.....	100
3.5.9.4. Documentation.....	101
3.5.10. Data analysis.....	103
3.6. Research quality: validity and reliability.....	107
3.7. Ethical consideration.....	109
3.8. Chapter summary.....	110
 Chapter four: Study findings- Status of legal framework guiding the implementation of the supply of serviced urban land	
4.1. Introduction.....	111
4.2. General background information/profile/ of the respondents.....	111

4.3. Status of present-day legal framework guiding urban land supply in Ethiopia in general and SNNPRS in particular.....	113
4.3.1. It does not exhaustively offer a feasible solution to urban land supply problems.....	114
4.3.2. Weak enforcement of existing legal provisions.....	115
4.3.3. Lack of clearly identified and functionally defined procedural steps.....	116
4.3.4. Limited participation of stakeholders in formulation of legal frameworks.....	117
4.3.5. Lack of contextualized (adopted) and up-to-date regulation (directives).....	119
4.4. Status of the practicality of the procedural activities of the supply of serviced residential land.....	120
4.4.1. Preparation of urban land use plan.....	122
4.4.2. Preparation of annual plan for the preparation and supply of urban residential land	122
4.4.3. Discussion and approval of plan for preparation and supply of urban residential land...	123
4.4.4. Official agreement with government agencies related to the preparation and supply of serviced land.....	124
4.4.5. Publicizing the approved annual plan for residential land preparation	124
4.4.6. Demarcation of area for land preparation.....	125
4.4.7. Identification and planting of durable boundary markers.....	125
4.4.8. Preparation, approval and publicizing of local development plan (LDP).....	125
4.4.9. Conducting discussion with residents whose landholdings expropriated.....	126
4.4.10. Compiling data for compensation and substitution.....	127
4.4.11. Valuation and payment for compensation.....	127

4.4.12. Site clearance and provision of basic infrastructure.....	128
4.4.13. Parceling of land and codification of land parcels	129
4.4.14. Land banking and protection of prepared parcels of lands	129
4.4.15. Supplying serviced land through formal channels.....	130
4.5. Major problems of the formal land supplying procedures.....	133
4.6. Summary of the chapter.....	135

Chapter Five: Study Findings-Factors affecting the implementation of procedures of the supply of serviced residential land

5.1. Introduction.....	137
5.2. Reaction of the respondents concerning factors adversely affecting the practicality of the procedures of the supply of serviced land in the case of Hossana Town.....	137
5.2.1. Lack of legal framework guiding the implementation procedure.....	138
5.2. 2. Absence of urban land development and management agency at <i>Kebele</i> level.....	140
5.2.3. Inadequate coordination/integration/ between land policy implementing stakeholders...	142
5.2.4. Insufficient financial resource.....	145
5.2.5. Lack of leadership commitment	146
5.2.6. Resistance of landholders.....	147
5.2.7. Politics issues.....	150
5.3. Summary of the chapter.....	152

Chapter Six: Study Findings- Socioeconomic consequences of the failure of urban land policy implementing agencies to supply adequate serviced land

6.1. Introduction.....	155
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6.2. Socioeconomic consequences of the failure of urban land policy implementing agencies to supply serviced residential land via formal modalities.....	155
6.2.1. Intensification of inequalities and exclusion.....	158
6.2.2. The growth of informal land supply channels and informal settlements.....	159
6.2.3. Restrained revenue generation by the municipality.....	162
6.2.4. Exclusion of people from investing in residential housing.....	164
6.2.5. Limited income generating opportunities	164
6.2.6. Postponements of the real estate industry development.....	165
6.2.7. Exclusion of people from accessing urban basic infrastructure.....	165
6.2.8. Escalation of land price.....	166
6.2.9. The intensification of land speculation.....	167
6.2.10. Land related disputes and vulnerability to health problems.....	168
6.2.11. Intensified difficulties of governance of land sector and land administration.....	169
6.3. Summary of the chapter.....	171

Chapter seven: Summary of Major Findings, Conclusions and Recommendations

7.1. Introduction.....	173
7.2. Summary of major findings and conclusions.....	174
7.2.1. Urban land policy and residential land supply.....	174
7.2.2. Status of currently functioning legal framework guiding the implementation of the supply of serviced urban land.....	178
7.2.3. Status of practicality of procedural activities of the supply of serviced residential land.....	180

7.2.4. Factors affecting the implementation of urban land policy in general and the practicality of procedural activities of the supply of serviced residential land in particular.....	182
7.2.5. Socioeconomic consequences of the failure of urban land policy implementing agencies to supply serviced residential land via formal modalities.....	184
7.3. The implication of the research findings for the theories that justify the maintenance of land policy that gives the right to own and supply land for various urban uses exclusively for the State and public.....	186
7.4. Recommendations	191
7.4.1. Strengthening urban land policy and other legal frameworks	191
7.4.1.1. Ensuring the involvement of landholders and other stakeholders in the formulation of legal frameworks, substantially, from the grassroots level.....	191
7.4.1.2. Ensuring the existence of all important regulations, directives and manuals guiding the practicality of objectives of urban land policy at the regional and city/town level.....	192
7.4.1.3. Revision of some provisions of urban land legal frameworks.....	193
7.4.2. Sufficient enforcement or implementation.....	195
7.4.3. Strengthening urban land policy implementing institutions.....	195
7.4.3.1. Establishing land development and management agencies at <i>Kebele</i> level.....	195
7.4.3.2. Eliminating inappropriate political interference.	197
7.4.3.3. Motivating leadership commitment in urban land sector.....	198
7.4.3.4. Allocating realistically sufficient financial resource	199
7.4.4. Firming up the application of the demand-oriented approach	200
7.4.5. Enabling the proper functionality of land banking system.....	202
7.4.6. Facilitating Residential Land Supply Loans Program.....	204

7.4.7. Strengthening coordination among urban land policy implementing stakeholders.....	204
7.5. Research contributions.....	206
7.6. Suggestion for further research.....	210
References.....	213
Appendices.....	231

List of tables

Table	Page
3.1: Distribution and description of involved respondents.....	98
4.1: General profile of the respondents.....	112
4.2: Summary of the reactions of respondents concerning the status of practicality /execution/ of the procedural activities of residential land supply.....	120
4.3: Status of the supply of serviced residential land by Hossana Town via tender from 2012-2018 G.C.....	131
4.4: Status of the supply of residential land by Hossana Town through allotment from 2012-2018 G.C.....	132
5.1: Summary of the reflection of the respondents concerning factors adversely affecting the practicality of the supply of land in the case of Hossana Town.....	138
6.1: Summary of the reflection of the respondents concerning the effect of the failure of urban land policy implementing agency	156

List of figures

Figure	Page
2.1. Conceptual framework that demonstrate the components that shape the supply of residential land in urban area.....	66
3.1: Location map of Hossana Town.....	74
3.2: Conceptual structure and pathway of the research design.....	77
4.1: Summary of the reactions of respondents on participation of stakeholders in the formulation of legal frameworks guiding urban land supply.....	118
4.2: Summary of the reactions of respondents on the status of transparency of formal land supply procedure	134
6.1: Summary of the reactions of informants on direct and indirect socioeconomic consequences of failure of urban land policy to supply adequate land via formal channels.....	157

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List of Abbreviation and Acronyms

AfDB:	African Development Bank
AU:	African Union
AUC:	African Union Commission
CNC:	Comision Nacional de la Competencia
CSA:	Central Statistical Agency
DFID:	Department for International Development
E.C. :	Ethiopian Calendar
ECA:	Economic Commission for Africa
ECA:	United Nations Economic Commission for Africa
ELD:	Economics of Land Degradation
EPRDF:	Ethiopian People’s Revolutionary Democratic Front
FAO:	Food and Agricultural Organization
FDRE:	Federal Democratic Republic of Ethiopia
FGD:	Focus Group Discussion
G.C.:	Gregorian Calendar
LDP:	Local Development Plan
No.:	Number
OECD:	Organization for Economic Cooperation and Development
SNNPRS:	Southern Nations Nationalities and Peoples Regional State
UNDP:	United Nations Development Programme
UNESCAP:	United Nations Economic and Social Commission for Asia and the Pacific
UN-HABITAT:	United Nations Human Settlement Programme

Glossary of some terms

Derg:- is the military junta that ruled Ethiopia from 1974 to 1987; is also commonly referred as

“Committee” or “council”

Hadiya Zone:- is one of the government administrative Zones found within the SNNPRS.

Hossana:- Is the capital city of Hadiya Zone.

Kebele:- is part of government administrative structure found at grassroots level or it can be described as the lower level administrative structure.

Parcel of land: is an area of land that is part of the larger area that has been divided based on the parceling plan of the respective locality to be used for proposed urban use. It has similar definition with plots of land which is defined as a small piece of land for ready for building or other thing.

Sech-duna sub-city:- Is the name of one of the sub-cities found in Hossana Town.

Woreda:- Part of government administrative structure similar to the status of district. It is an administrative structure found between Zone and kebele administrative structures.

Zone:- Is part of government administrative structure found between woreda and Regional administrative status.

Abstract

This study examined the implementation of currently functioning urban land policy with particular attention to the practicality of the procedural activities of the supply serviced residential land in the case of Hossana town. In order to obtain insights about the actual realities on the ground, based on a case study approach, it focused on the status of legal framework guiding the implementation of urban land policy; policy and procedures related to serviced urban land supply; practicality of procedural activities of residential land supply; factors affecting the implementation of residential land supply procedures; and socioeconomic consequences of the failure of urban land policy implementing agency to supply serviced residential land. A case study strategy with mixed research approach methods was employed. Primary data was obtained through semi-structured interviews, focus group discussions, and field observation. Secondary data involved reviewing official reports, policy documents, and other relevant literature. Data were analyzed using the thematic analysis approach which involved data reduction, coding of the data, data display, and interpreting the data using words and statements descriptively; and presented using words, statements, tables, percentages, graphs, and charts.

The findings show that urban land policy is not successfully implemented in terms of supplying residential land and associated basic infrastructure that can respond to demand for urban land through formally recognized modalities. Currently functioning legal framework guiding the supply of residential land is characterized by a deficiency of precondition for effective supply of serviced land via formal channels. These preconditions comprise making landholders central to the formulation as well the implementation of legal frameworks; exhaustively offering a feasible solution to the urban land supply problem, availability of contextualized, clear and up-date rules and regulations. The supply of serviced residential land cannot be properly implemented and achieved without the existence of the aforesaid necessities. The absence of urban land development and management agency at *kebele* level, inadequate coordination/integration/ between land policy implementing stakeholders, financial problems, lack of leadership commitment, the resistance of landholders, improper political interference are identified as factors adversely affecting the practicality of the supply of serviced residential land. The growth of land supply channels performing outside the formal legal framework, restrained revenue generation by the municipality, exclusion of people from investing in residential housing, limited

income-generating opportunities of individuals, exclusion of people from accessing urban basic infrastructure, escalation of land price, intensification of land speculation and inequalities, intensification on difficulties of governance of the land sector, land-related disputes, and enabling a conducive condition for the rent-seeking web are investigated as the main consequences of the failure of urban land policy implementing agency to supply serviced urban land via formal channels. On the other hand, sufficient enforcement, establishing and strengthening urban land development and management agency at *kebele* (grassroots administrative level), eliminating inappropriate interference from land policy implementing agencies, motivating leadership commitment in the urban land sector, allocating realistically sufficient financial and other resources for the purpose of residential land supply, firming up the application of the demand-oriented approach to urban residential land supply, enabling the proper functionality of land banking system, facilitating residential land supply loans program, and strengthening coordination among urban land policy implementing stakeholders are suggested by the study for improving the status of the practicality of objectives of urban land policy in general and the procedural activities of supply of residential land with associated infrastructure through formal modalities in particular.

Keywords: Urban land, urban land policy, implementation, serviced land supply, residential land, formal modality, Hossana

Chapter One: Introduction and background of the study

1.1. Introduction

This chapter of the final report of the research provides an overview of the research topic. It involves a brief overview of the research background, research problem, objectives and questions of the research, research significance, and scope of the study. The chapter concludes by outlining the structure of the thesis.

1.2. Background of the Research

As explained by the Economics of Land Degradation (ELD) Initiative (2015), the land is a limited resource carrying great economic, political, environmental, socio-cultural, and symbolic value, and as it is a fundamental resource that provides physical space and materials for the existence of all living beings; without land, nearly all urban development cannot exist. The land is the starting point of all urban development: - shelter, commercial institutions, and other industries, roadways, social infrastructures like schools, health institutions, public services and facilities, and the other institutions of public communication are footing on land. In short, as explained by Kitay (1985), the land is the be-all and end-all of what towns and cities are going to be and where they are going to go. Therefore, the demand by both the public and private users of land for various uses requires that land must be supplied at the right time, in the right quantity and quality, and at the right locations for urban development. Due to the suitability and unsuitability of the land parcels for the proposed function, as with many other resources, the supply of land for specific use is fixed, whereas the demand for land has been gradually increasing over the years. Growth in demand for urban land in a specific location or neighborhood cannot result in the migration of land from another location to meet the higher demand (Yusuf et al., 2009). Land cannot be relocated and can only be used where it is found.

On the other hand, as a result of an increasing proportion of the rapidly growing population is attempting to satisfy its economic and social needs and desires in urban land, cities, and towns of developing countries are facing new challenges as demographic growth intensifies the pressure on the land (Durand-Lasserve et al., 2018). Because, it is found that as a population for a country particularly urban population increases, demand for land for different purposes also increases (Mushinge, 2017). In recent years, such pressing and complex problems have raised the attention

of the entire public, particularly in developing nations. Moreover, Durand-Lasserve et al. (2018) described that rapid urbanization with a more than 70 percent increase of the global urban population and 55 percent of the sub-Saharan total urban population expected by 2050 will continue to fuel demand for urban land. According to Chirisa et al.(2014), stylized facts associated with urban population growth in sub-Saharan Africa over the past decades show a growing imbalance between the supply and demand for land and deterioration of affordability (as more than half of the urban households cannot access housing through formal public and private land delivery channels). Moreover, because of a late demographic transition and because most sub-Saharan African countries are still at the beginning of a process of urbanization, the demand for urban land will massively increase in the coming decades (Chirisa et al.,2014). Nevertheless, the supply of land required to satisfy the demand for urban growth is usually underestimated by public authorities (both national governments as well as by aid and development agencies) (Durand-Lasserve et al., 2018).

Finding effective solutions to these pressing and complex problems will involve ambitious public policies that address a range of interrelated urban land problems. Urban land policy is a key public policy likely to address urban land issues. As one of the major objectives of urban administrators, particularly in third world countries is accelerating the pace of all aspects (social, economic, cultural, environmental, and political) of urban development by ensuring the sufficiency of developed formal land supply, the urban land policy is required to ensure functional efficiency in land supply and harmonious urban development. Thus, government urban land policy is required to ensure the sufficiency of and govern the urban land supply to deal with the conflicting needs for land for various purposes. Borrás and Franco (2010) point out that the term land policy has a variety of connotations, and the diversity of the policy questions required to address diverse land issues is perhaps one of the key reasons why the land policy is the popular phrase used to refer to all policies that have something to do with the land. Ogedengbe (2004) described the urban land policy as a part of the overall urban development policy hence it should be viewed within the framework of general development policies whose goal is to mobilize the resources of a given country towards the achievement of socio-economic development. It is thus, the government-controlled means of harmonizing and regulating the use of land in accordance with the overall interest of the country.

Besides, Deininger (2003) explained that the main purpose of land policies in developing countries is to define legal modes of land occupation, land use, and recognized rights, and authenticate and guarantee rights. Moreover, they need to designate the structures responsible for land administration and define their attributions, intervene on land distribution, arbitrate between actors when conflicts arise over the appropriation and use of land, if possible, find sustainable solutions to disagreements. It is clear that land policy is inherently a political-economic subject, framed by economic, political, social, and environmental dimensions of power so that it has spatial and temporal dimensions and can be impacted by political affiliation. It is concerned with determining who gets what at whose expense, who controls the land, who makes rules and decisions on whose behalf, how is land actually perceived, among others.

In the past years, the governments of Ethiopia have carried a series of urban land policies which had created great impacts on the residential land supply. One of the very significant legal frameworks that have a great impact on the Ethiopian urban land was the Proclamation which was enacted by the Provisional Military Administrative Council (commonly known as the Derg), which replaced the Imperial government of Haile Sellassie in 1974. When the Derg came to power, it nationalized all urban lands and extra houses by enacting Proclamation No. 47/1975 and eliminated private land ownership. As explained in the preamble of the proclamation 47/1975 that nationalized “all urban land and extra houses”, one of the main counts justifies the nationalization of urban land was to abolish the shortage of land and the soaring of prices caused by the concentration of land in the hands of a few feudal lords, aristocrats, high government officials, and capitalists. Moreover, the proclamation 47/1975 under Article 3(1) declares that as of the effective date of the proclamation, all urban lands should be the property of the government; and no person, family, or organization was allowed to hold urban land in private ownership (Article 3.2). It was the introduction of the monopoly of land ownership by the state. Instead of ownership, urban residents were given lifetime use right to the urban land except that holders of the land were obliged to pay urban land rent (Article 9). Landless people were guaranteed to get not more than 500 square meters of land to construct a single dwelling house (Article 5.1).

After the downfall of the Derg, in May 1991, the EPRDF (Ethiopian People’s Revolutionary Democratic Front) came up with a new form of urban land provision policy in Ethiopia.

Although the EPRDF has embarked on a market-oriented economic policy and introduced a new form of urban land provision policy (urban land lease holding policy) in the country, it has, similar to the Derg, retained the policy of public ownership of the land. Unlike the permit system operational during the Derg regime, the EPRDF introduced the urban land lease holding policy as a mode of landholding for the first time in Ethiopia when the new proclamation 80/1993 was adopted in 1993. As indicated in the preamble of proclamation No. 80/1993; transforming the permit system of landholding operationalized by the Derg into a lease system, and creating an equitable distribution of land was one of the objectives of the Proclamation. As indicated in the Urban land Lease Holding Proclamation No.80/1993, urban land should be allocated through public tender only. After few years, this proclamation was repealed and replaced by the Revised Urban Land Lease Proclamation (Proc. 272/2002) in 2002. Unlike its predecessor, Proclamation 272/2002 offers mixed methods to get access to urban land. It identified auction or public tender, negotiation, and, according to the city or regional governments decisions for private residential housing as the possible modalities to acquire urban land (Article 4(1) of the Proclamation No.272/2002.

Later, by reconsidering the revision of the urban land lease proclamation, the Ethiopian government adopted a new Urban Lands Lease Holding Proclamation No.721/2011 in October 2011. Unlike Proclamation No.272/2002, according to the 721/2011 Urban Lands Lease Holding Proclamation, urban land shall be allowed on a lease basis only through tender or allotment. As addressed by Article 4(2) and (3), one of the reasons offered for the revision of the existing lease proclamation is that urban municipalities become corrupt and inefficient in land supply. Corruption, non-transparency, and injustice were reined in the system which created a safe haven for few urban speculators and brokers. Thus, the proclamation is also expected to be instrumental in efficient land transfer (Article 4(4). Moreover, it has been argued that demand for land in urban areas has been much greater than the supply of land made by the land authority. Additionally, the urban land development and management policy and strategy formulated in May, 2012.

The urban land policy functioning at present-day that serves as a directive for urban landholding is the key institutional arrangement that has a direct implication for the supply of formal residential land. In the Ethiopian context, it is clear that urban land is a political arena where the

government is usually expected by the general public to intervene for the benefit of the society; and land policy, at least, includes the intervention of government in regulating urban land resources under the heading: public (state) land, land expropriation for public purposes, land use planning legislation, and the like. Moreover, institutions related to urban land have mechanisms whereby political decisions are channeled from the state to the general public and landowners. In explaining the influence of government on urban land UN-HABITAT (2010) stated that national and local governments in Eastern Africa influence land markets and access to land in urban areas through the allocation of publicly owned parcels, provision of infrastructure and services, and enforcement (planning controls, power of eminent domain and taxation). These policy instruments are often viewed as inequitably curtailing access to land by low-income urban groups. Likewise, UN-HABITAT (2003) described that urban land policy and the role of government on urban land has become one of the subjects which draws considerable attention of most of the developing countries, and the failure to espouse appropriate urban land policies remains a primary cause of inequality, increasing living costs and increased vulnerability of urban habitats. This explanation implies that government urban land policy can influence the quantity of residential land supply directly by government control over land supply and indirectly by the enforcement of regulation.

In the same way, the Urban Land Development and Management Policy and Strategy of the Federal Democratic Republic of Ethiopia point out that government involvement in urban land issues is required for efficient allocation of all land uses in urban setting; to supply adequate serviced land for residential as well as other functions through formal (officially recognized) modalities; to provide infrastructures properly; to control irrational land price-escalation and speculation of land, among others. Consequently, government involvement in urban land issues is required for efficient allocation of all land uses in the urban setting; to supply adequate land formally for residential as well as other functions; to provide proper infrastructure; to control irrational land price-escalation and speculation of land, among others. Thus, the urban land policy is required to ensure functional efficiency in supply of serviced land and harmonious urban development.

For a long time before the Southern Nation Nationalities and Peoples' Regional State of Ethiopia officially declared the prohibition of the supply of urban land for residential purposes, until the

beginning of the operationalization of new Urban Lands Lease Holding Proclamation No.721/2011, by a latter disseminated to the whole region in March 2009 (in the context of Southern Ethiopia including Hossana Town where this study was conducted), the government supplied developed residential land via a demand-oriented model, the application list system. In this system, the Hossana Town Municipality prepares a residential land seeker rolling plan which contains all available sites where land is prepared for residential function; and people who are interested in any site on the list may apply to the municipality. The situation changed in 2011 when the government found that the system was corrupted and inefficient in formal land supply and switched to a supply-oriented residential land supply model which was entirely dependent on the willingness of government (municipalities) to supply and “sell”. In this model, only the government (municipalities) has the initiative to decide when and how much residential land to supply.

In both systems, there is a general expectation in the society that government urban land policy should have a major bearing on the urban land supply, especially in making residential land supply more sufficient and affordable. The rationale behind such general expectation is that land is a national property to which anybody is entitled and that inadequacy in supply and putting a high cost on land would prevent its acquisition by the people seeking residential land. As stated above, one of the areas of particular government concern addressed by the new urban land policy is the supply of developed (serviced) and sufficient residential land by the land authority to meet the ever-increasing demand not let people to informal (haphazard, unplanned, unregulated and un-serviced) urban expansion. Consequently, the broad objective of this research is to examine the execution of urban land policy and procedures functioning at present-day; and how the policy has contributed towards an effective governmental response to problems of raising demand for formal residential land.

1.3. Statement of the research problem

A critical look at the Hossana Town today reveals that the town is confronted with a deficiency of serviced residential land supply. Even though the urban land policy implementers: the municipality and town administration are fully empowered by a formal decree from the government to supply developed residential land for people, a conventional belief among Hossana Town administrators, land development managers, land-use planners and people who

are seeking to obtain serviced land through officially recognized modalities is that there is a deficiency of serviced urban residential land supply via formal channels. Moreover, in the study of the impact of the land delivery system on housing development for low-income groups, Tekalign (2017) revealed that the land supply performance of the municipality is too low and not cope-up with the increasing amount of land demand for housing development in Hossana Town. Clarity and feasibility of urban land policy goals, and related legal frameworks; unenforceability of land use regulation, land speculation; poorly organized public institutions, lack of human and financial resources, lack of coordination and cooperation among urban land policy implementing organizations, among others, are blamed as factors contributing for the deficiency of serviced residential land supply.

At the same time, informal land supply and settlements in the town keep increasing in size and number. The fact that these thousands of people continue to acquire land informally to reside on means that residential land for the people is in fact available in the town. Therefore, the problem is not the availability of urban land but, rather, how the town is failing to supply adequate formal residential land for the people. It implies that though there are fully authorized government agencies and potentially adequate land to be formally supplied for residential use, chronic inadequacy in the supply of formal land is the major problem that the town of Hossana is currently facing.

The main challenge is to supply formal residential land and associated infrastructures and services to meet the ever-increasing demand not to let people to informal (haphazard, unplanned and un-serviced) urban expansion. According to the urban land policy of Ethiopia, the responsibility for supplying adequate formal residential land with the basic infrastructure is assumed to the municipality (the state). Nevertheless, it is evident that the provision of infrastructure is not only insufficient and subject to extensive delays but also different infrastructures that should be supplied with residential land tend to be performed at different times, creating extra work and duplication on every incident. A good example is the supply of clean water is often executed after the road construction, and with extensive delays.

Like many other cities and towns of Ethiopia, Hossana town has experienced high population growth and rapid urban expansion over the last few years. The scale of developed residential land supply problems is intensifying with this rapid urban expansion, and increasing population

(as a result of natural as well as rural-urban and urban-urban migration). Though there are various responsible factors for the rural-urban migration on a national as well as global scale, different kinds of socio-economic factors such as deficiency of rural agricultural land, the anticipation to find a job, in search of better services, better educational opportunities, and to increase one's income welfare are few of the factors that push and pull people to migrate to Hossana town. Specifically, Hadiya Zone in general and the majority of the administrative woredas surrounding Hossana town in which this research will be conducted are among the most densely populated areas in Ethiopia.

The Central Statistical Authority of Ethiopia indicated that the Zone is one of the most densely settled areas of the country with a crude density of 389.3 persons per square kilometer in 2007. Moreover, the average rural agricultural land holding size in the Zone, as reported by the department of the Hadiya Zone Agricultural and Rural Development, at present is approximately 0.5 hectares. Such a concentration of population in small size of rural agricultural land has created a lack of sufficient living space and strong demand for residential land in the Hossana town. As regards this point, a study conducted by Solomon (2008) indicated that heavily populated areas tend to send more people out to other areas than much less densely populated areas. This appears to be particularly true in the case of the Hadiya Zone, which has one of the highest pressures of the population on land in the whole country. Moreover, the area has witnessed a rapid shrinkage of cultivable land per person, especially in recent decades. Due to increased demand, competition for urban land, or pressure on urban land, shows up as declining the size of landholding and productivity of rural land, and degradation of rural land quality. Therefore, rural-urban migration resulted from the rapid shrinkage of rural cultivable land is one of the main contributors to the rapidly increasing residential land demand of the study area.

The deficiency of formal land supply will result in various socio-economic and political problems. The inability of the Municipality of Hossana Town to supply sufficient serviced residential land plots via formal market and the outstrip demand for land leading to the sprouting of shanty town as those who cannot find formal land often resort to informal land providers and squatting, inflated land prices, unhealthy living environment, the occurrence of undeveloped settlements (settlements which have no basic services), congested residential areas and other land-related problems. Likewise, urban expansion areas are likely to be characterized by

haphazard settlements formed without official plans and basic services. If the responsible body is not taking measure to improve the supply of formal residential land that could satisfy the increasing demand, it seems a very real threat that all tomorrows settlements in the Hossana town expansion area continued to be a shanty that may result in different social, economic, environmental and political problems. So, there is an urgent need to fasten the process of formal residential land production (or preparation) and make it efficient and faster in the supply of formal residential land supply to cope with the ever-increasing demand.

There are a number of studies related to the contemporary urban land policy of Ethiopia (Yusuf et al. (2009); Haimanot (2009); Abebe (2012); World Bank (2014); Zelalem (2014); Abaynew (2017); Alebel and Berihu (2017); Tefera (2017) and Tekalign (2017). Apart from Haimanot (2009); Tefera (2017) and Tekalign (2017), all studies are conducted in Addis Ababa. The studies of Haimanot (2009); Tefera (2017) and Tekalign (2017) are conducted in Bahir Dar city, Ambo and Hossana towns respectively.

The study conducted by Yusuf et al. (2009) revealed that the numbers of plots prepared by the urban development authorities are limited. Sometimes, the sites may not be the liking of people expected to settle on them. In addition to the huge demand, the supply is very much limited in Addis Ababa. As stated in the report of the study, the aim of the study was to evaluate the performance of urban land management. Therefore, the main emphasis of the research is not on the supply of residential land. Haimanot (2009) argued that the outcome of implementing lease policy in Bahir Dar city deviates from the targets set. Being the main objective of the study is a general assessment of urban land lease implementation, it does not give attention to specific modes and procedures of residential land supply as well as factors affecting each mode and procedure. By analyzing the public reaction to urban land lease policy, the study conducted by Abebe (2012) revealed that the policy is not taken as the mere averting mechanism of the problems related to urban land. Moreover, it is stated that the government should rather find the system whereby the designed policies, regulations, and directives are implemented properly. Though the study informed the government to find the system whereby the designed urban land policy and regulations are implemented properly, as the focus of the study was not on the supply of formal residential land, the performance of urban land supply for each urban function is negligibly investigated and analyzed.

The study of World Bank (2014) maintained that as the sole supplier of land for formal development, the government has not provided enough urban land to meet the demand for residential purposes. Land management practices, intended to maximize social welfare, indirectly and unintentionally contribute to the problems that cities face in providing sufficient serviced land for people, firms, and public uses and services. Unsatisfied demand from even the wealthiest urban families is well illustrated by land auctions in cities, where the number of bidders at land auctions has been 12 to 24 times higher than the number of plots for residential land. Land management practices are identified as contributing factors for the insufficiency of serviced land supply in Addis Ababa. Issues related to land supply like land preparation, acquisition, compensation, provision of services, and problems related to each procedure were not emphasized, though they play a great role in the urban land supply. The study conducted by Zelalem (2014), by critically analyzing the Ethiopian urban lease policy reform, argued that the lease policies have not been formulated in such a way to meet many of their objectives. The study concluded that a more harmonized and legitimate urban land policy framework is needed. Unlike the study conducted by the World Bank, this study identified the urban land lease policy itself as a single problem to meet the objectives. According to the conclusion made by this study, due to the problem of the lease policy, it is difficult to supply adequate serviced urban land to meet demands for any urban development. Abaynew (2017) concluded that urban land supply was not demand responded. Contrasting to the above studies, this study recognized the cost of urban land development and a cash management problem as factors impeding land supply in the case of Addis Ababa.

In the study of critical assessment of urban land leasehold system in Addis Ababa, Alebel and Berihu (2017) argued that while the trend in land supplied for auction and leased shows similar trends, there is no substantial change in supply of a number of plots of land though the size of land generally decreases in recent rounds. They also argued that the land scarcity in urban Ethiopia, especially in Addis Ababa is triggered by inefficiencies in the land markets, particularly in the lease-hold system Ethiopia is implementing. However, the study has hardly investigated the reasons whether decrease and scarcity of land supply created the capacity of the city to supply insufficient serviced land or due to a decline in land stock for auction is an important issue since it may induce informal development due to high unmet demand. The study mainly focused on land auction performance rather than the processes of land supply for auction

as well as allocation. The study conducted by Tefera (2017) argued that the implementation of the lease policy can lead to the desired result if the main challenges are removed, strengthen means of information dissemination, give prime emphasis to maximize land supply, and continues awareness creation program is conducted. However, the factors affecting the supply of residential land and the practices of land preparation processes in the study area are not adequately indicated in the study report.

As explained above, the majority of the studies were conducted in Addis Ababa. Though there are some legal frameworks common to all regional states and city administrations of Ethiopia, based on the common legal frameworks, each has its own rules and regulations that guide the implementation of the urban land policy with respect to regional and administrative contexts. For instance, Urban Lands Lease Holding Proclamation No. 721/2011 is common to all regional states and city administrations of Ethiopia while Urban Lands Leasehold Permit Regulation No.123/2007 and Urban Lands Leasehold Permit Rule No.8/2007 are specific to the Southern Nation Nationalities and Peoples Regional State of Ethiopia. Due to this reason, any studies related to urban land policy implementation should consider regulations, rules, directives, and procedures set by the respective regions in which the study area is selected.

In the study of the impact of the land delivery system on housing development for low-income groups in the Hossana Town, Tekalign (2017) revealed that the land supply performance of the municipality is too low and not cope-up with the increasing amount of land demand for housing development. The shortage of land supply is identified as one of the main factors for the development of housing development for low-income groups. Is formal and serviced land adequately supplied for other groups in the town and what causes the identified land shortage are some questions to be answered? Nevertheless, the focus of the study is not only on the impact of the land delivery system on housing development but also on low-income groups. Thus, the main objective of the study conducted by Tekalign is not to examine the performance of the supply of residential land with regards to all residential land seekers; is not to explore the implementation of the procedures of urban land supply (identification of land, preparation of land for residential purpose, expropriation of land, payment of compensation for pervious land users, land acquisition, service provision, and land banking), and challenges that hinder the execution of procedures identified in the legal frameworks. Regarding the respondents, low-income

households were the main source of information for the study. Moreover, the study made by Tekalign (2017) in Hossana Town covers only for the period 2000 up to 2004.

The related literature review made by the researcher enabled the identification of the sites of the study, period (time) covered by studies, what is known, what is unknown, and irregularities among findings of the studies. For instance, urban land lease policy itself is identified as a sole problem to meet the objectives like supplying adequate formal land to meet demands for any urban development. Unlike this conclusion, land management practices are identified as contributing factor for the insufficiency of serviced land supply. As already explained, one more study acknowledged the cost of urban land development and a cash management problem as factors impeding land supply. Contrastingly, inaccessibility of information about the application of lease proclamation, lack of clarity on the requirements and process of land allocation, unaffordable land price to the citizen, proliferation of squatter settlements; institutional and organizational capacity limitation, and lack of good social awareness are stated as factors impeding the achievement of the urban land policy.

Though all the reviewed studies were not conducted at a single site, almost all studies agreed with the inadequacy of urban land supply. On the other hand, none of the studies made a comprehensive investigation on residential land supply, the basic procedures accompanied residential land supply i.e. identification of residential land, residential land preparation, land expropriation, paying compensation for pervious land users, land acquisition, service provision, and land banking and protection of prepared land, and challenges that hinder the execution of procedures identified in the legal frameworks. As a result, almost all studies are less comprehensive and thus do not effectively cover the subject matter of formal residential land supply. Even though there are certain inconsistencies among findings and conclusions from some studies, they are very important since they trigger readers to pose important questions that need to be addressed in further studies. Likewise, irregularities of the findings and conclusions of the studies conducted at diverse sites of the study imply that there may be dissimilar factors that obstruct the execution of the urban land policy in the case of Hossana town. In sum, one can, however, hardly find a scholarly work that has directly embarked on developed (serviced) formal residential land supply in Hossana Town, southern Ethiopia. Moreover, urban areas are largely

susceptible to changes, and hence more recently analyzed fresh data are needed for policymakers, practitioners, and others who want to utilize the data for various purposes.

Given the lack of detailed study regarding the urban land policy and practice with particular attention on formal residential land supply in Hossana Town, this research aims to fill gap by examining the practice of the serviced residential land supply and its procedures in detail and comparing it with the defined legal framework of the contemporary urban land policy and procedures of Ethiopia. This being so, the following objectives and research questions are identified as a guide to attain the intended research aim.

1.4. Research objectives

The general objective of this study is to examine the execution of urban land policy and procedures with specific attention to the practices of serviced residential land supply; and whether the policy has contributed towards an effective governmental response to problems of rising demand for serviced residential land. By revealing a better understanding of the policy, procedures, and practices of urban residential land supply, this study aims to offer and improve the quality of information available to policy-makers.

Therefore, the specific objectives are:

- ✚ To review and analyze the currently functioning policy and procedures directly dealing with the supply of urban residential land in Ethiopia;
- ✚ To investigate the status of present-day legal framework guiding the implementation of the supply of serviced residential land via formal mechanisms with particular attention on Southern Nations Nationalities and Peoples Regional State;
- ✚ To explore whether the procedures of serviced residential land supply established in the legal frameworks are strictly practiced in the study area; and
- ✚ To investigate factors affecting the implementation of urban land policy in general and residential land supply procedures established in the legal frameworks in particular; and
- ✚ To assess the socioeconomic consequences of the failure of urban land policy implementing agency to supply serviced residential land via formal modalities; and to forward recommendations that would be useful for concerned parties.

1.5. Research question

- ❖ What is the status of the currently existing legal framework and procedures guiding the implementation of the supply of serviced urban land in Ethiopia (at the national level) in general and at the Southern Nation Nationalities and Peoples Regional State level in particular? To what extent have the objectives of urban land policy in general and procedures of the supply of serviced residential land via officially recognized modalities in particular, in Ethiopia, are successfully practiced and achieved in supplying residential land with the provision of basic urban infrastructure in the case of Hossana Town? If the procedures are not practiced and successfully achieved in supplying serviced residential land through formal channels, why? And what are the factors affecting the execution of procedures and contributing to a shortage of residential land supply? And unintended socioeconomic consequences of the failure of urban land policy implementing agency to supply serviced residential land via formal channels?

1.6. Significance of the study

The result of this research will come up with findings and recommendations from results and discussions about the practices of the urban land policy with particular attention to formal residential land supply. Consequently, this study is anticipated to lead to a significant contribution to knowledge at least in the following major areas:

1.6.1. Theoretical and methodological significance

First of all, the findings of the study are expected to significantly contribute to our understanding of the policy, procedures, challenges, and related issues concerning the supply of formal and serviced residential urban land. Although there are a number of studies related to the urban land policy of Ethiopia, there is a lack of attention from writers about the procedures of serviced formal residential land supply. In order to be supplied for residential purpose, even a single parcel of land passes various processes (identification of appropriate land, preparation of land, land expropriation, paying compensation for pervious land users, land acquisition, provision of basic services, land parceling, codification, land banking and the like). Therefore, studies done in a detailed and comprehensive manner including these procedures, and challenges that hinder the execution of procedures are rarely available. Thus, this research will deepen our understanding

of the practices of urban land supply by digging into researching areas not fully covered, such as the practices of serviced formal residential land supply from beginning to end, by utilizing predominantly qualitative data as well as quantitative data as auxiliary which will be collected through diverse techniques of data collection such as semi-structured interview, focus group discussions, field observation/site visit/ and document analysis within the framework of the case study (explanatory and descriptive case study) design. Thus, this study is not only anticipated to contribute to filling the dearth of comprehensive and detail academic work regarding the practice of supply of formal residential land in the context of towns, specifically, in the case of Southern Ethiopia but also it is anticipated to lead to a significant contribution to knowledge in the theoretical and methodological areas. As expressed by Kothari (2004), it provides the intellectual satisfaction of knowing about the problem under investigation just for the sake of knowledge, and also it is expected to significantly contribute to the practical utility for the researchers to know for the sake of being able to do comparable problems better or in a more efficient manner utilizing theoretical and methodological procedures applied to achieve the objective of this study.

1.6.2. Policy significance

Secondly, it is expected to significantly contribute to public policymakers. Regarding the policy significance, primarily, this research leads to a significant contribution to knowledge is the Southern Nation Nationalities and People Regional State' Urban Land Development and Management Directorate. Most of the research in the area of urban land policy has been conducted within the context of Addis Ababa. Since the context in Addis Ababa and other regional states of Ethiopia are reasonably varies, little research has been found within the urban land policy specifically residential land supply practices in Southern Nation Nationalities and Peoples Regional State. This study will inform about how the formal residential land supply procedures established in the legal framework are practice, factors affecting the implementation of urban land policy in general and residential land supply procedures; factors contributing to a shortage of residential land supply; the achievement of the urban land policy and procedures regarding the supply of formal residential land and provision of basic infrastructure; and the socio-economic impacts of urban land policy failure to supply formal residential land, particularly in the case of Hossana Town, Southern Ethiopia.

Since the Southern Nation Nationalities and Peoples Regional State has its own rules and regulations that guide the implementation of the urban land policy within the regional and administrative contexts like Urban Lands Leasehold Permit Regulation No.123/2007 and Urban Lands Leasehold Permit Rule No.8/2007 which are specific to the Southern Nation Nationalities and Peoples Regional State, this research adds factual knowledge to the effectiveness and ineffectiveness of urban land policy which may help in reshaping rules, regulations and related legal frameworks within the regional context.

Moreover, this research leads to a significant contribution to knowledge is the policy designers and government regulatory bodies at a national scale. Improving the effectiveness of urban land policy in general and the supply of serviced formal land for urban development is one of the major national government objectives. The finding of this research will be very important to urban land policymakers and regulatory bodies of the government since the research will investigate and attempt to indicate the gap between the theory and practices of formal supply of residential urban land. In a nutshell, though, decision-making is not part of this research, it facilitates the decisions of the urban land-related policymakers.

1.6.3. Practical significance

This research is also expected to significantly contribute to public policy practitioners. Specifically, it is expected to significantly contribute to the Hossana Town administration's and municipality's decision-makers. One of the objectives of this research is the identification of factors affecting the implementation of urban land policy in general and the supply of serviced residential land supply in particular. The findings will be essential for decision-makers within the Hossana Town administration and municipality to make quick and timely decisions to overcome the obstacles to the supply of serviced adequate residential land via formal modalities, and to take necessary corrective actions.

1.7. Scope of the study

As this research focused on the detail investigation of the execution of urban land policy and practices with particular attention on formal residential land supply from Hossana Town; Southern Ethiopia, spatially, this study limited itself to Hossana Town. This means that the focuses of this study was not urban land supply in general but limit itself to formal residential

land supply. Private and informal residential land supply was not the focus of this research. With regarding time coverage, since the currently functioning Urban Lands Lease Holding Proclamation No. 721/2011 and consecutive urban land development and management policy, regulations, rules, directives, practical manuals and related legal frameworks guiding the implementation of urban land policy in general and the supply of serviced residential land via formal mechanisms were come in to practice after 2011 G.C., specifically in the study area, the study covered from 2012 up to 2018 G.C.

1.8. Organization of the Dissertation

The dissertation is organized in seven chapters.

Chapter one provides a general overview of the research including general background about the research topic, the problem of the research, objectives, and questions of the research, significance of the research, scope, and the structure of the thesis.

Chapter two reviews the relevant literature, reviews and discusses the substantive land policy implementation frameworks and procedures in question, and develops a conceptual framework on which the study is founded.

Chapter three explains the research methodology. It discusses the research philosophies and their associated approaches, the selection of philosophical approach and rationale, research strategy, types of data collected, data validation, and reliability.

Chapter four analyzes the status of the existing legal framework guiding the implementation of the supply of urban land and the practicality of legislative decree and procedural activities of the supply of serviced residential land in the case of Hossana Town, Southern Ethiopia.

Chapter five explores factors affecting the implementation of urban land policy with particular attention on issues adversely affecting the practicality of procedures of the supply of serviced residential land in the case of Hossana Town, Southern Ethiopia.

Chapter six presents the socioeconomic consequences of the failure of urban land policy implementing agency to supply serviced residential land via formal channels in the case of Hossana Town, Southern Ethiopia.

Chapter seven presents the major findings, conclusions, recommendations, and future research areas.

Chapter Two: Review of related literature

2.1. Introduction

The aim of this chapter is to discuss the theoretical and conceptual frameworks. Imenda (2014) explained a theoretical framework as a logically structured representation of the concepts, variables (or constructs), and relationships involved in a scientific study with the purpose of clearly identifying what will be explored, examined, and described. On the other hand, a conceptual framework is formed of a set of broad concepts and their interconnections, used to put concepts together as in a jigsaw puzzle; and simplify reality by selecting certain phenomena /variables/ and suggesting certain relationships between them (Fisher, 2010). These activities help the researcher clear away all the issues and materials that are not germane to the research topic and research question and they also provide a ‘map’ of the field of study.

So, in this chapter, the researcher discusses main concepts, review related literature and theoretical framework on urban land policy and practice with particular attention to the formal residential land supply, and conceptual framework that demonstrate the components that shape the supply of serviced formal residential land in an urban area.

2.2. Concepts and definitions

2.2.1. The concept of urban land policy

Land: Land has been defined by different disciplines differently in a manner that suits their objectives. From the perspective of physical science, the Food and Agricultural Organization (FAO) (1993) defined land as an area of the earth’s surface, including all elements of the physical and biological environment that influence land use. Thus, land refers not only to the soil but also climate, hydrology, vegetation, and fauna, together with land improvements such as terraces and drainage works. As explained by K’akumu (1996), the definition given by the FAO is limited to the physical properties of land and has no explicit connection with the essential attribute of land that means its value in the economy.

From the perspective of economics Damien (1986) explained land as it is more than the surface of the earth. Rather, it is a natural resource, a commodity, and a primary source of wealth; it is one of the factors of production (the other is being labour and capital) without which there can be

no economic activity. It is regarded as the one economic resource that is provided by nature, as distinguished from the other resources which are provided by man, whereas, from a legal perspective, land has been defined from the ownership of wealth that accrues from land. In line with this Daniel (2013) discussed that according to the French Civil Code ownership of land involves ownership of what is above and below it. Unless restricted by statutes, the owner of a land is considered as owning also the minerals inside the land and the airspace above the land. Nevertheless, the question of air rights or rights to below-ground minerals or similar is not the concern of this study. In a nutshell, Peluso and Lund (2011) conceptualize land as a physical finite resource that links people, resources, and processes of controlling powers within its geographic limits. Moreover, land underlies the relationship of government to its subjects.

Urban land: Urban land has been defined in different ways by different literature sources. The Urban Lands Lease Holding Proclamation No.721/2011 of the Federal Democratic Republic of Ethiopia defined the concept of urban land as the land areas which are needed for urban activities at present and within sight located within an urban boundary. Erkan (2009) defined it as a human settlement with high population density and infrastructure of the built environment. Urban areas are created through urbanization and are categorized by urban morphology as cities, towns, and suburbs. In urbanism, the term contrasts to rural areas such as villages and hamlets. In urban sociology or urban anthropology, it contrasts with the natural environment. For the purpose of this study, the definition given by the Urban Lands Lease Holding Proclamation No.721/2011 of the Federal Democratic Republic of Ethiopia is utilized.

Residential land supply: In this study, residential land supply generally refers to the land supplied by the government for residential use in a given period of time either by direct allocation modality or by way of tendering measured by plots or square-meter. It includes the processes and institutional arrangements for making developable land parcels available and accessible for residential purposes.

Formal residential land supply: For the purpose of this study, formal residential land supply generally refers to the land with urban land use planning permissions and the provisions of basic infrastructure supplied by the government for residential use in a given period either by direct allocation modality or by way of tendering. The amount of supply can be measured in terms of plots of land. It includes the processes and institutional arrangements for making developable

land parcels available and accessible for residential purposes. It encompasses the formal land supply system in which transfer of land obeys with existing legal frameworks such as mandatory registration and certification, planning regulations, building codes, and standards. In a nutshell, it refers to the process of formal land supply that operates within a clear set of urban land policies and laws of the country that are consistent, enforceable, and acceptable to the general public.

Shortage of formal residential land supply: for the purpose of this study, this is defined as a market shortage or a needs-based shortage: a shortage prevails when people are want to acquire residential land via formal modalities and existing legal frameworks but cannot acquire such land.

Serviced urban land: for the purpose of this study, serviced land is defined as urban lands which have access to basic infrastructure like access roads, clean water, electricity, and sewerage system provided by the responsible urban authority in conformity with the urban land-use plan.

Land Policy: The land policy consists of a whole complex of socio-economic and legal prescriptions that dictate how the land and the benefits from the land are to be allocated (UNECF, 1996). Land policy, as a means of implementation of programmes, aimed at planned development and an increased supply to meet the land demand by public land acquisition, curbing speculation, preventing the excessive increase of prices, capturing the unearned increments of land values (Lichfield and Darin-Drabkin, 1980). Lim (1982) explained that any particular land policy contains one or more policy instruments concerning land acquisition, planning measures including use regulation, land preparation procedures, development methods, delivery/disposal mechanisms, ownership rights, and taxation of unearned increments in land values, etc.

Urban land policy: Urban land policy refers to a statement of objectives that provides a framework for actions that are consistent with the priorities of the organization or government implementing it. It outlines any and all methods and principles that the government or any entity, for that matter, will use to achieve its directive. However, for the purpose of this research, urban land policy refers to the land policy of the Federal Democratic Republic of Ethiopia which concerns specifically urban land and which outlines what the public authorities (usually state and municipalities) are going to do and what it can achieve for the society as a whole through

planning, preparing, supplying, using, managing and administrating the urban land. It involves any guidelines (rules and regulations) in the planning, preparation, supply, administration, management, and execution of land matters in urban parts of Ethiopia.

Lease: A lease is a contractual agreement by which an owner of the real property (the lessor) gives the right of possession to another (a lessee) for a specified period of time (term) and for a specified consideration (rent). A lease contract can be signed between the government and the individual users or between the government and the developers. The Urban Lands Lease Holding Proclamation No.721/2011 of the Federal Democratic Republic of Ethiopia defined the concept lease as a system of land tenure by which the right of use of urban land is acquired under a contract of a definite period.

Land tender: it is, in this study case, an official modality of supplying and transferring lease of urban land to a bid winner fulfilling the competition requirements issued based on the rule of market competition of urban land tenure.

Land allocation: this is an officially recognized (legal) modality of supplying and transferring urban lands by lease without tender.

Land tenure: this refers to the bundle of rights and responsibilities with respect to land. It is conceptualized as the legally defined relationship among people, as individuals or groups, with respect to land; as an institution, i.e., rules, principles, procedures and the like institutional arrangements developed by societies to define how access is granted to rights to occupy, to use, to own, to develop, to supply serviced land to various uses, to transfer, to inherit, to control land, for how long and at what conditions, among others, as well as associated responsibilities and restraints.

State-Public land tenure system: is defined as one of the land tenure systems by which full right to ownership of land, as well as of all-natural resources, is exclusively vested in the State and in the peoples of a respective country.

2.3. Theoretical framework

2.3.1. The significance of legal framework dealing with urban land for the implementation of urban land policy

For the purpose of this study, the urban land legal framework is conceptualized as a set of constitutional, legislative, regulatory, managerial rules, and implementation rules that together establish rights and obligations of all bodies in relation to the entire use urban land. It clearly guides the overall procedures of the supply of serviced land via official mechanisms for each urban use. For instance, it defines conditions for land expropriation, preparation of urban land use plan; plenary discussion and approval of an annual plan for preparation and supply of serviced land; official agreement with agencies related to land preparation for identified function; publicizing the approved plan for preparation and supply of serviced land; demarcation of area for preparation of land; identification of land for preparation; preparation, approval and publicizing of detail neighborhood (local) development plan; conducting a discussion with residents who will be displaced due to land expropriation; compiling data for compensation and substitution, checking and approving the compiled data, and making a decision; valuation and payment for compensation; land expropriation and clearance of the site; provision of basic infrastructure; land parceling and land banking; and supplying serviced residential land through officially recognized modalities.

Moreover, as explained by Mousmouti and Crispi (2015) cited in Wouters et al. (2015), it sets the context within which urban authorities and communities are expected to fulfill their mandates, react to emerging challenges, and be accountable; and it provides a framework in which to mediate and balance competing public and private interests, especially in relation to land use and development.

In the absence of a proper legal framework that clearly defines the roles and responsibilities of all stakeholders involved in and related to the implementation of urban land policy, and obliges all the responsible bodies to fulfill respective obligations, the achievement of urban land policy will be under difficulty. So, a good legal framework is essential for the effective implementation of urban land policy in general and the practicality of the supply of serviced residential land via officially recognized formal modalities in particular.

On the contrary, unclear provisions that are complex, overlapping, and poorly enforced, and implemented, outdated laws will have negative impacts on the supply of urban land. Berrisford (2013) described that legislation often suffers from misguided assumptions, unrealistic expectations, and severe gaps between intention and reality, as has been the experience in many African countries. He added that urban land laws that fail to make land available in pace with rapid urbanization results in insufficient land supply, increases in land prices, and the formation of slums; and laws that are not in line with the needs of the people and local socioeconomic realities result in noncompliance and a loss of credibility for land supply system. As stated by Wouters et al. (2015), other common problems include regulatory barriers that limit opportunities in formal land markets, exacerbate inequality; and laws that are not enforced or implemented. A result of failed urban land laws is the predominance of informal structures and the prevalence of the interests of elites over large groups of the population.

Xanthaki (2008) categorized legislation into effective and ineffective. Effective legislation sets rules that address existing problems, take into account the voice of affected people and communities, ensures accountability, and can deliver the results it promises. Mousmouti (2014) stated that effective legislation needs to have a clear purpose; introduce consistent and well-thought-out rules and enforcement mechanisms that realistically address the targeted problems;

introduce clear, precise, and unambiguous rules and obligations. Conversely, if urban land law is poorly articulated; reflects unclear objectives, rules whose impact has not been considered, lacks consideration of enforcement and implementation issues, contradictory drafting choices, among others, it is ineffective.

Regarding the formulation of legal frameworks dealing with land, AU-ADB-ECA (2011) identified low levels of stakeholder involvement, sectorial focus to policy development with little or no co-ordination or harmonization with policies regarding other sectors, and inability to provide for adequate budgetary allocations as challenges that must be overcome before comprehensive land policies/legal framework/ can be developed in Africa. Likewise, AUC-ECA-AfDB LPI (2012) described that the policy development process in many African countries is more like policy prescriptions. These do not answer the needs of individuals and communities who depend on land resources for their livelihood. Fullan (2015) also stated that when formulating a policy, decision-makers face several constraints, among which the necessity to pass the bill, which may encourage them to focus more on what is doable politically than practically.

2.3.2. Ways to improve the status and effectiveness of urban land legislation

Literature suggested different recommendations on how can improve the status of urban land legislation. For instance, Maria and Crispi (2015), Kasmianti et al. (2018), and Salman and Aris (2018) identified the following points:

Address the incongruity between the urban land law and urban realities: urban land laws that are not harmonized with the reality they aim to regulate and are incongruent with existing socioeconomic conditions cannot be successful in setting out the terms of social contracts, and

therefore they have little chance to deliver targeted or appropriate results (Maria and Crispi, 2015).

Use evidence-based lawmaking to link legislation with reality: evidence-based land lawmaking is a way to make legislation responsive to specific social problems. The use of evidence in urban land lawmaking strive to set out realistic terms for development, give affected people and communities a voice, allow for participation, and assess the delivery of results (Maria and Crispi,2015 and Aris and Salman, 2018).

Make legislation simple and easy to comply with: urban land legislation should be simple, understandable, and easy to comply with. Complexity is a common problem with technical legislation. Procedures and requirements for compliance may be burdensome, time-consuming, and costly (Maria and Crispi, 2015 and Kasmiati et al. 2018).

Improve the clarity and accessibility of the law: urban land legislation should be clear, accessible, and understandable to all actors. Understanding what the law prescribes is a fundamental premise of the rule of law; the opposite of this leads to confusion, informality, and lack of accountability (Kasmiati et al. 2018 and Aris and Salman, 2018).

Improve coherence and consistency of legislation: clarity and consistency in the land law mean that the social contract is expressed clearly and transparently in law and actors and stakeholders, including regulators, policymakers, and those implementing or enforcing the law, can be held accountable for their decisions and actions (Kasmiati et al., 2018).

Improve the capacity of legislation to deliver results: institutional and financial capacity, coordination mechanisms, role, and functions need to be considered early in the process of urban land lawmaking. Enforcement and implementation do not come about magically-they do so only

when they have clearly considered in the planning, designing, and drafting of legislation (Maria and Crispi, 2015).

2.3.3. Urban land policy as legal framework to government intervention in supply of land for various urban uses

As stated by Khan (2016), the policy is a framework of governmental intervention that covers a variety of activities and means of attaining them. Thus, governments can intervene in urban land issues using various policy instruments. Declaring the ownership of land as public (state); using the policy of expropriation and land banking; using regulatory measures such as land-use planning legislation, safety regulations, and building codes; and fiscal measures such as rising of revenue, taxes, or levies on land and property are some of the methods of intervention. As a basic instrument for realizing other instruments and facilitating access to land, and of overall development policy, one of the fundamental issues in formulating an urban land policy is the issue of land tenure. Durand-Lasserve and Seld (2009) described land tenure as the rights that individuals and communities have with respect to land—the right to occupy, to use, to develop, to inherit, and to transfer land. Dekker (2006) also explained it as institutional arrangement of rules, principles, procedures, and practices, whereby a society or community defines control over, access to, management of, exploitation of, and use of means of existence and production. Thus, as expressed by UN-Habitat (2010), all land-related issues like how access is granted to rights to own, generate income, use, manage, and transfer land, compensate it as well as associated responsibilities and restraints are expressed through a socially constructed system of land tenure, land tenure can be viewed primarily as a relationship amongst people with respect to land.

Being unlike most other commodities involved in the production process, relatively, the land is an irreplaceable/unique, fixed supply, permanent, and immobile in character; it is therefore greatly valuable; and traditionally, who has the right to own the land has the right to control a potentially profitable asset, as well as the ownership of land, has conferred great economic and political power. So, in matters of land tenure, a basic question arises: who owns the land and decides on the type of land use, who supplies land for various kinds of urban uses – the public (state) or the private (individuals)?

In this section, two broad land tenure approaches: private land tenure and public (state) land tenure approaches are reviewed to understand the analysis of the supply of urban land. Though some of the assumptions utilized by each tenure approach remain open to debate, it will help the choice of an appropriate land tenure approach which may help to explain the situation of the supply of formal urban land in Ethiopia.

2.3.4. Theoretical debates on private and public-state land tenure policy approaches to land supply to various urban uses

The debate centers on the relative significance of two forms of land tenure policy approaches to urban land supply. There are various sides to the debate on the effects of national urban land policies on land supply. As indicated by Borras (2006), neo-liberally inspired land policies formulated by broadly pro-market policymakers, and have been aggressively promoted by the World Bank; and as clarified by DFID (2005), which advocate private land (freehold) tenure approach argue that market if left free from state regulation, operates more efficiently and automatically allocates land to the poor. This outlook is rooted in the belief that the market is the

most efficient mechanism for allocation of resources, and hence the creation of prosperity, and land sales should be promoted.

Harvey (2005) stated that the absence of clear privatization of assets is seen as one of the greatest of all institutional barriers to economic development and the improvement of human welfare, and privatization, commoditization, withdrawal of the state from many areas of social provision, and deregulation combined with competition, it is claimed, increase efficiency and productivity. It is also detailed that if free markets, free trade and private ownership do not exist in areas such as land, they must be created by the state action if necessary. Then, the market will determine both the quantity of goods produced and the price at which these goods will be sold, by matching supply and demand.

In the case of this specific study, the quantity of land that will be prepared and supplied for residential use, the price at which these lands will be sold and the allocation of this land will be determined by the market. Moreover, according to this outlook, in a free market economy, characterized by private ownership and complete commodification of land, it is important to remember that resources including land are not owned collectively by society (public), but rather are owned and supplied privately by individuals.

According to this policy approach (privatization of land tenure), the urban land policy will be successful in supplying sufficient residential land and associated services via formal channel because land acquisition will be based on the permissions of former landholders, entirely cash payment based on hundred percent market value of land, and, as stated by Borrás (2006), so will not be opposed by former land users thereby increasing the chances of success in supply of

adequate land. However, this justification is mainly based on market (monetary) value disregarding various socio-cultural dimensions of the land.

In supporting the above point, Donahue (1980) expressed that the role of the state in economic growth has frequently been challenged in the western world where the tradition of individual property rights has prospered against the state in terms of privacy protection. By the same token, Kivell (2003) explained that in all of the developed western nations, there exist strong legal and social rights for individuals and other private sector bodies to own land. But, these rights are rarely absolute, being constrained by a variety of state legislation. The author argued that, in general, private property rights may be limited by (1) the exclusion of certain social groups from ownership; (2) restrictions on the use and development of land according to planning or zoning laws; (3) taxation on land itself; and (4) expropriation of land by the state.

On the other hand, the assumptions upon which the neo-liberally inspired policy proposal is based have been questioned from many lines of thoughts. For example, it is argued that the proposal to expect private individuals to prepare and supply land for the entire urban uses and to use the free market to allocate these resources depends heavily on the state institutions and enforcement for the functioning of markets. Related to this argument, World Bank (2006) stated that good governments are essential for well-functioning markets. Markets operate within a framework determined by institutions, and they work only as those institutions do. They work best, therefore, when a capable state maintains order within the rule of law, provides effective regulation and other public goods, and correct other market failures. Accordingly, a strong regulation system is expected to be in place to ensure the functioning of the market, since the neo-liberally inspired policies rely heavily on the ability of the state to ensure justice.

Additionally, it is argued, by Kotaka and Callies (2002), that the free market does not always – some would say often – result in a logical and equitable distribution of land uses and attendant public facilities necessary to serve the use of land; and Tian and Ma (2009) also described that it is widely recognized that land markets do not function by themselves, mainly because they are inherently imperfect; this imperfection provides the foundation for state intervention. Thus, urban land market failure is often used to justify the need for government intervention in urban land matters. For instance, the following points are explained by UN-HABITAT (2010) as the causes of urban land market failure.

(i) Monopolistic behavior of land market power

This comprises the economic power of landowners and the extent to which they may use monopoly ownership to withhold land from supply to market, hence driving up land prices and generally controlling the market which is potentially dangerous in both economic and social terms.

(ii) Externalities/side effects/

Externalities occur when the land market does not take into account the impact of economic activity on outsiders. For example, the market may ignore the costs incurred by society as a result of a factory polluting the environment, which leads to a loss of welfare by the general public.

(iii) Provision of public goods and services

These are goods that can be consumed by everybody in society, and where nobody can be excluded from consuming them. For example, streets, parks, open space, policing, the judiciary, etc. are fallen within the category of public goods.

(iv) Asymmetrical/incomplete/ information available in the urban land market place

If not everyone in the urban land market has access to (adequate) information – or the same quality of information – about land, property availability, and price, it can distort the incentives, resulting in the market not functioning in an effective manner.

(v) Income redistribution

It is also justified to effect income redistribution, horizontally between people of the same level and vertically between the rich and the poor. Direct low cost housing strategies are included among the examples of such justification.

Consequently, all governments intervene in the land market through land policy, although to varying degrees among countries. However, government intervention in issues of urban land use comes about for many reasons, generally, the justification for this is twofold, being based upon the belief that it reduces inefficiency (correct the forces that cause imperfections in land market) and improves equity. Accordingly, as stated by Kivell (2003), governments use public(state) ownership of land; the rule of expropriation; land use planning legislation, safety regulations; and fiscal measures such as rising of revenue, taxes, or levies on land and property in order to recoup some of the enhanced value of the developed land which is considered to have been created by the community, and subsidies to promote development or encourage important activities as instruments to intervene in the urban land market in order to overcome these problems.

2.4. Overview of the currently functioning legal framework dealing with urban land in Ethiopia

Though legal works comprise a broad system of rules (set of legal documents) that governs and regulates decision making, and lay general obligations and principles on activities of a given body/bodies/, for the purpose of this study, the term legislation refers to only formal laws directly dealing with the implementation of urban land policy in general and supply of serviced residential land in particular.

These, essentially, comprise the Constitution of the Federal Democratic Republic of Ethiopia, the Urban Development Policy of the Federal Democratic Republic of Ethiopia, the Urban Land Lease Holding Proclamation No.721/2011, Expropriation of Landholdings for Public Purposes and Payment of Compensation Proclamation No.455/2005, Expropriation of Landholdings for Public Purposes and Payment of Compensation Regulation No.135/2007, Urban Land Lease Hold Permit Regulation No.123/2007(in the case of Southern Nations, Nationalities and Peoples Regional State), Urban Land Lease Hold Permit Rule (Directive) No.8/2007(in the case of Southern Nations, Nationalities and Peoples Regional State), Urban Land Development and Management Policy and Strategy, and the Land Preparation and Bank Operational Manual which has been prepared by the Urban Land Development and Management Bureau of the Federal Democratic Republic of Ethiopia, Ministry of Urban Development and Construction.

Under the currently functioning Ethiopian Constitution, the land is a common property of the Nations, Nationalities and Peoples of Ethiopia, owned by the State (public) and shall not be subject to sale or to other means of exchange. In the case of urban, municipalities are de facto owners of urban land. Consequently, the State is the only land supplier for different urban land uses. Individuals who seek urban land for various developments are allowed to purchase the

rights to use the land for a definite period of time. Land transfer is facilitated through land-use rights transfer.

Land rights in Ethiopia are categorized into four: land ownership right, right for supplying land for various urban uses, right to manage land use, and land use right. Land ownership right is stated as the right to ownership of land is exclusively vested in the State and in the peoples of Ethiopia. The right for supplying land for various public and private users gives the state (municipalities) to supply land via two modalities: auction (tender) and allotment at any time, at any quantity, and at any locations for urban development. Consequently, management of land use gives the state rights over the control and administration of land use, while land-use rights give individuals and organizations the right to use the land.

Accordingly, public and private users can occupy land by using the two rights: land auction (tender) and land allotment recognized by the formal/official legal frameworks of the country. However, people also occupy land using different informal mechanisms: mechanisms that lack official recognition and protection, in the case of Ethiopian urban land policy, which include bought from neighboring peasants and land speculators, and inheritance and gift from relatives.

2.4.1. Fundamental points of argument by the Government of Ethiopian for the maintenance of state/public land ownership

The Constitution and Urban Land Development and Management Policy and Strategy of the Federal Democratic Republic of Ethiopia indicated the following points as justifications for the preference of state/public land ownership.

- i. Tenure security

It is stated that as the Constitution of the Federal Democratic Republic of Ethiopia (FDRE) prohibits any sale and means of exchange of land, state/public ownership of land is considered to be the best approach to protect the rights of land users.

ii. Infrastructure and service provision

Laying infrastructure primarily requires land. If the land is privately owned, expanding infrastructure, and provision of public services demands a lot of time and money. Since the cities and towns of Ethiopia lack infrastructure, if the land is privately owned, it should not be difficult to understand that urban development would significantly decrease and become highly delayed.

iii. The development of industries

The government, in the policy document, described that industries ensure economic growth by manufacturing the goods and services needed by the public and the economy and creating job opportunities for the urban population. When these industries produce for export, they face direct and indirect pressure from the international market. Even those sold at the domestic market, as there are similar products imported, and sold at the domestic markets, also face competition from international trade competition. To produce internationally competitive goods, industries of various sizes should get machinery, raw materials, well-trained and committed human resource, and manufacturing space. All these demand expenditures. As for expense decreases, competitiveness increases, and industries would quickly expand. Recognizing this, the government is striving to cut the costs those investors who work in the industry sector might incur, by preparing and giving manufacturing areas (land) to investors at zero or very low prices.

iv. Ensuring public benefits /fairness/

As urban areas develop, land prices increase consequently, the money needed for house construction will increase. Thus, only the rich will be able to build houses. The rich will build standard residences for themselves, and will benefit from building and renting large apartments. Thus, the majority of the population, at best, will be able to rent a well-built house. As argued by the Urban Land Development and Management Policy and Strategy document of Ethiopia, the poor, who cannot rent, will be forced to build illegal corrugated iron and cardboard “houses” and live in a congested manner or live on the streets. Indeed, the prevalence of this situation is supported by Keller and Mukudi-Omwami (2012), which expressed it as the majority of the residents in Addis Ababa are either living in substandard homes or become homeless.

The government argued that as land is owned by the State, this problem is reduced at very significant levels. For instance, in Addis Ababa, hundreds of thousands of low-income households have become home-owners by a system that provides for the allotment of land for public housing and for the building of condominium houses at “affordable” prices. Likewise, Ethiopia realizes the plan to make education and health accessible to all, as land is owned by the public and as land is provided for free for the construction of schools and health institutions.

On the other hand, as aforesaid, the state/public ownership of land has been criticized by some international donor institutions and scholars who favor private ownership of land (freehold tenure policy approach) based on the conventional neo-liberal economic thinking. As regards this point, Borrás (2006) described that neoliberal land policies emerged from a pro-market critique of conventional (generally state-directed) land policies. According to Harvey (2005), the advocates of the neoliberal way occupy positions of considerable influence in those international institutions such as the International Monetary Fund, the World Bank, and the World Trade Organization (WTO) that regulate global finance and trade, among others. Through the

approbation of donor institutions, central governments in developing economies began to strongly promote private property and the development of land markets. According to Otto and Hoekema (2012), the World Bank that assumes a gradual individualization of land tenure rights and increased transferability of land is a perfect illustration.

Some of the central points of argument are the issue of tenure security, private rights, and supply of adequate land and basic infrastructures responsive to the increasing demand. Tesfaye (2006) explained that according to the opponents of the state/public ownership of land, the government may use the land as a political weapon by giving and taking it by default creates tenure insecurity. The argument implies that a complete state/public monopoly over the ownership, as well as control of land by using various regulatory measures such as the granting of planning permission, threatens private property and the workings of a free enterprise. It is also argued that the absence of tenure security caused by state ownership of land, as detailed by Crewett and Korf (2008), discourages land users to invest in land, hinders the development of land markets, and thereby holds down land productivity as well as encourages unsustainable land-use practices.

Regarding the supply of adequate serviced land, for instance, a study conducted by Abaynew (2017) in the case of Addis Ababa, Ethiopia, under State/public ownership of land maintained that as the sole supplier of land for formal development, the government has not provided enough urban land to meet the demand for residential purposes. Moreover, Rajack (2009) asserted that the net effect of public ownership and management of land is purported to be an artificial shortage of land supply on the market, giving rise to prices that are generally out of reach for most. Thus deficiencies in public land management are often blamed in part for the prevalent informality, particularly in shelter solutions. Concerning basic infrastructure and service provisions, despite progress over the last decade, the supply of land is still associated

with numerous problems accompanying the provision of basic infrastructures like inadequacy and delays. In line with this, Assefa (2018) stated that not only most of the urban centers in Ethiopia still lack adequate public utility services, but also the demand and supply gap is large and provision is continuously lagging behind the demand for urban infrastructure.

Conversely, the government of Ethiopia claims that not only as the FRDE Constitution forbids any sale and exchange of land, and the government (municipalities) applies various mechanisms such as land registration and certification which enable land users to have a certificate for their property, state/public ownership of land is the best mechanism to protect land users against market forces and to give tenure security but also it enabled the supply of land for the provision of public infrastructure and services, and for ensuring fairness by supplying land for public housing at affordable prices to enable low-income households to become home-owners.

Whereas, in the current Ethiopian context, on both sides of the debate there is little or no evidence for the supply of adequate residential land responsive to increasing demand through the formal channel, stabilization of land prices, reduction of costs and achieve fairness/social equity/ through land supply under state/public ownership of land as well as private ownership of land/free-market/. So the arguments for and against state/public seem to be centered on theoretical rather than practical. Likewise, Daniel (2013) argued that the state and private ownership of land by itself is not such a decisive factor. What is important is whether or not there are adequate measures and regulations in place to guarantee tenure security, just compensation in the event of expropriation, long duration of rights, good governance, absence of corruption, and easy access to courts.

In sum, in the case of Ethiopia where land is owned by the state/public, it is important to note that there is often a gap between government policy and practice, between what the government ought to do and what it actually does. Because of weakness in the enforcement of the law, weak institutional framework, and limitations of local authority bureaucracies to produce serviced adequate land, among others, the realities differ from their policy and legislative obligations. On the other hand, there defective market conditions and entirely inequitable income distribution in the country; a large number of society members do not possess wealth and power, and need different kinds of land-related supports from the state. So, at current Ethiopian context, specifically in the land policy arena, what needs urgency is ensuring the existence and enforceability of appropriate rules and regulations including funding for land supply that facilitates the production (preparation and supply) of adequate land for urban residential function, strengthening of institutions and legal frameworks related to urban land supply rather than arguing land ownership to be private or state.

2.5. Procedural activities guiding the implementation of urban land policy in general and the supply of serviced residential land via formal modalities in Ethiopia

As indicated in its preamble, Proclamation No.721/2011 of the Federal Democratic Republic of Ethiopia has two main objectives. These are: to satisfy the growing urban land demand which resulted from the fast economic growth of the country; and to ensure good governance in the development of the efficient land market and a transparent and accountable land administration system. Similarly, as detailed in the Urban Land Development and Management Policy and Strategy of Ethiopia, one of the main issues of the policy is preparing and supplying sufficient land with the provision of infrastructure to solve the problem of the housing shortage. Mostly, urban administrators use compensation-based procedures as land preparation and supply methods

which are both expensive and mandatory. The Land Preparation and Bank Operational Manual which has been prepared by Ethiopia, at the national level, to guide the implementation of urban land supply-related policy issues mandates the following procedures to be followed by administrative authorities responsible for the supply of urban residential land through formal mechanisms.

2.5.1. Preparation of urban land use plan

The urban land policy mandates that an urban land shall be permitted to be held by leasehold, if its use is in conformity with the urban plan guidelines, and the appropriate body shall ascertain that the lands are prepared in conformity with the urban land-use plan. Thus, as expressed in the land preparation and bank operational manual, cities and towns are expected to formulate a plan and approve them prior to the start of land expropriation (land acquisition) for the supply of different urban purposes.

2.5.2. Preparation of annual plan for preparation and supply of land for residential use

The operational manual prepared to facilitate these activities clarified that the plan for preparation and supply of residential land has to be prepared according to the general objectives and interests of urban development, and it should consider the overall urban land-use plan, the amount of available developable residential land, the situation of basic urban infrastructure, amount of budget planned for land supply, and time framework.

2.5.3. Discussion and approval of annual plan for preparation and supply of land

The proposed land preparation plan must be approved after the appropriate discussion of appropriate urban administrators and other stakeholders.

2.5.4. Official agreement with agencies related to land preparation

Institutions responsible for the provision of infrastructure, preparation of land use plan, financial institutions, etc. should officially agree by putting signature on contract document and work together to achieve the intended goal.

2.5.5. Publicizing the approved plan for preparation and supply of land: some of the information included in this activity are the amount of land to prepared, type of land use, the time frame when the prepared land will be supplied to the land seekers, sites from where land will be supplied, special notice for the residents living in locations where land will be prepared in order to make appropriate preparation.

2.5.6. Demarcation of area for preparation of land: this activity should consider three basic elements, the structural or basic plan of the town/city, the situation of basic infrastructure provision and, the size of the area to be demarcated.

2.5.7. Identification of land for preparation: this involves the identification and planting of durable boundary markers of areas demarcated for land preparation.

2.5.8. Preparation, approval and publicizing of detail neighborhood (local) development plan: local development plan (LDP) is a lower-level urban land use plan which focuses on specific locality of an urban center for immediate implementation. Though full participation of stakeholders in the preparation process of LDPs paves the way for effective implementation, the policy implementation guidelines do not clearly and sufficiently demonstrate and analyze, for instance, the involvement of other actors in the step of preparation as mandatory and key factors affecting the process of land supply among others. Thus, the legal framework should clearly indicate who will be involved, how they participated in each process beginning from the

aforesaid step, what effects they will have in the overall process of residential land supply, how their inputs affect the supply of urban land.

Therefore, in addition to decentralizing the administrative and fiscal responsibilities to local government, it is the responsibility of the government to clearly indicate in the legal frameworks how all stakeholders involve and follow-up decisions in the procedures of land supply, and how the responsible government agency at the local level have a dual reporting relationship: a vertical relationship to the respective upper (central) bureaus and a horizontal relationship to the peoples' committees at the local level.

2.5.9. Conducting discussion with residents whose landholdings will be expropriated

The land acquisition authorities hold meetings with people who will be affected by the land expropriation. The meetings should be held in such a way that in every such meeting, the land user has an opportunity to ask any question and receive answers in the process of acquisition. However, the strategies how to ensure the actual execution of conducting an appropriate discussion with these residents are thoughtlessly indicated.

2.5.10. Compiling data for compensation and substitution, checking and approving the compiled data, and making decision: this stage involves the measuring of the land area and counting of assets found on the land identified to be expropriated. It is suggested that all people who will be affected by the acquisition of their land (land expropriation) by government agencies have to be informed of the process and time schedule of data gathering for compensation and substitution/replacement of land.

2.5.11. Valuation and payment for compensation and clearance of the site: According to the policy, once vital data about owners, land and other assets on land is compiled and refined, it will

be directed to valuation. The amount of compensation for property situated on the expropriated land shall be determined on the basis of the replacement cost of the property. Where the compensation is payable to an urban dweller it may not, in any way, be less than the current cost of constructing a single room low-cost house in accordance with the standard set by the concerned region.

One of the problems of stated provision of the legal framework is that not only the social and cultural losses and impacts of expropriation have been ignored in the scheme of compensation but also the amount of compensation for property situated on the expropriated land shall be determined on the basis of replacement cost (the value at which a similar quality of property at the site of replacement or nearby can be purchased) of the property, not at the alleged market value. In the Ethiopian context, where usually property prices are escalating up sharply from day to day at all sites, landholders whose holding has been expropriated are not compensated for their property at rates that would enable them to buy or construct property.

Particularly in the case of most Southern parts of Ethiopia, the task of residential land supply is largely applied on land previously hold and used by agriculturalists under rural land use system. In such areas where there is most densely populated settlements are found and almost all life of the people depends upon the land, expropriation of land holdings is often one of the strongest interventions of government.

Based on Proclamation No.455/2005, regions are expected to issue regulations and directives for the proper implementation of the Proclamation in accordance with their respective regional contexts. However, for instance, the Southern Nations Nationalities and Peoples Regional State has not issued regulations and directives for the purpose of expropriation of landholdings for

public purposes and payment of compensation at the regional context until this study has been done whereas the region has issued the urban land lease implementation Directive No.8/2007.

Otherwise, Article 48 of the Directive states that for those residents who will be displaced due to urban development program, the size of land that will be provided as substitution is determined in accordance with the Compensation Regulation which will be prepared by the Region. What is clear from the aforementioned aspects of legal frameworks associated to treatment of residents who will be displaced due to expropriation of landholdings is that, first, they focus on taking land use and other property rights from individuals, and what happens to people from whom land is expropriated or treating those who were dependent on that land for life-supporting activities is not seem its primary concern.

Second, according to Proclamation No.455/2005 issued by The Council of Ministers of Ethiopia, the calculation of the compensation is mainly based on market (monetary) value. But, having rights to use land does not only have a market price, it has also various socio-cultural dimensions. The legal frameworks do not appropriately consider the socio-cultural dimensions of the land and family size through calculation of the compensation; does not properly offer and justified how and from where such budget will be coming from and readily available if the municipality cannot afford it; and it do not clearly define the extent to which the local governments can decide how much of the public money should be spent on compensation. Though there are some recent improvements, at least theoretically, in the provisions of Expropriation of Landholdings for Public Purposes and Payment of Compensation Proclamation, the Proclamation and Regulation primarily deals with compensation, not with the rehabilitation of affected land users. The responsibility of the municipalities towards the affected land users ends with the payment of compensation.

2.5.12. Provision of basic infrastructure, land parceling, and land banking: both the urban development and urban land policy demands that the appropriate body shall ascertain that all urban lands prepared to supply for residential and other developments have access to basic infrastructure. Nevertheless, in most of the towns of Southern Ethiopia, the supply of land is tied up with numerous problems accompanying the provision of basic infrastructures like nonexistence, inadequacy and delays which arise due to different factors.

After the provision of infrastructure, the urban land parceling plan has to be prepared appropriately based on the local development plan that has been prepared earlier. Until the prepared land is supplied and transferred for the anticipated type of developments, it has to be protected properly by the responsible government agency. Therefore, land banking is a typical instrument to support the realization of this objective. In the case of Ethiopia, land banking is one of the strategies where government acquires land by expropriation in advance of needs with the intent of reserving or withholding (securing) sufficient land - to be supplied and allocated for later urban development. However, the success of land banking is still under question.

2.5.13. Supplying serviced residential land through officially recognized modalities

Since land supply plays an important role in promoting urban economic growth in general and residential housing sector in particular, this is one of the critical activities that largely determine the resultant development. To large extent, the operation of land supplying modalities determines the ease with which urban land can be accessed by land seekers of different socio-economic characteristics. The Urban Lands Lease Holding Proclamation 721/2011 of Ethiopia recognized land auction (tender) and land allotment as the only two modalities of urban land supply under the lease system

A. Supplying serviced urban land through land tender

The Urban Lands Lease Holding Proclamation 721/2011 defined tender as one of the modalities of urban land supply under lease system to transfer the lease of urban land to a bid winner fulfilling the competition requirements issued based on the market competition of urban land tenure. As a matter of principle, prior to the supply of and advertising urban lands prepared for tender, every urban land prepared for tender should:

1. Fulfill the following preconditions: a) The lands are free from legal claims of any party; b) The lands are prepared in conformity with the urban plan; c) The lands have access to basic infrastructure; d) The lands are parceled, delineated, assigned with unique parcel identification numbers; and e) the lands have site plans.

2. Publicize urban lands tender plans; the appropriate bodies shall: a) based on the demand for urban land and development priorities, publicize their annual plans indicating the quantity of urban land to be presented for the tender; b) make the information relating to urban lands prepared for tender (like land grade and the lease benchmark price) easily accessible to the public; and c) the appropriate bodies shall be responsible for ensuring the timely supply of urban land in accordance with the plans publicized in the annual plans indicating the quantity of urban land to be supplied for the tender. Accordingly, bidders will use the lease benchmark prepared by the municipality as a base to offer their price, and the highest bidder shall be declared a winner on the basis of his bid price and the amount of advance payment he offers. Lease benchmark is the threshold price determined by taking into account the cost of infrastructural development, demolition cost as well as compensation to be paid to displaced persons in case of built-up areas, and other relevant factors (Article 2(11) of the Proclamation No.721/2011.

Yet, the State prerogatives that bidding is one of the strategies to attain transparency in the process of land supply and to earn the market value of land (to generate more revenue from land lease). On the other hand, the criticism that challengers of this modality may raise is that, despite improving transparency in land supply, the price of the land is set by the market, and people who can participate but cannot afford to pay for land are excluded from the market and the tender benefits higher income groups and favors only the rich. Only those who can afford to pay the highest price and sell the land at profit in the future may purchase it. Thus, the residential land demand of the entire people cannot be addressed through this formal mechanism, and, in turn, this can be one of the causes of land speculation.

B. Supplying serviced urban land through land allotment

Allotment is defined as a modality of supplying urban lands by lease to institutions that could not be accommodated by way of tender (Article 2.10). Accordingly, cities and towns may supply urban lands by allotment based upon the decisions of the cabinet of the concerned region or the city administration for some selected bodies which have paramount importance to society. As identified by Article 12 of Proclamation No.721/2011, public residential housing construction programs, government-approved self-help residential housing constructions; persons displaced due to urban renewal program, among others, are identified as eligible to get urban land via allotment.

Based on the urban land policy functioning at present-day, in Ethiopia, cities and towns are responsible for supplying adequate residential land with all associated basic infrastructure utilizing the two modalities. The allotment is generally the policy response by the government to a failure of the land tender (competitive bidding) modality to accommodate some part of the

society particularly those who cannot afford to pay the highest lease bid price. But, as the current government (municipalities) of Ethiopia is practicing a supply-oriented land supply model which is entirely dependent on the willingness of municipalities to supply land, due to the problems related to shortages in finance to compensate previous land users, weakness in the enforcement of the law, weak institutional framework and bureaucratic inefficiency/limitations of local authority bureaucracies to prepare serviced adequate land through the formal channel, and poor coordination of urban and peri-urban institutions related to land expropriation, among others, the supply of adequate land that can respond to demand via allotment modality is still problematic. Moreover, the process and information of land allocation in this modality are less accessible to the public than tender.

One of the very significant issues in view of the foregoing is the importance of transparency in the processes of land supplying in any modalities. The clarity in decisions taken and their enforcement in a manner that follows rules and regulations, free availability, and direct accessibility of information to those who will be affected by decisions and their enforcement are important issues to lead to more fair land access. In any land supplying modalities, a lack of clearly defined responsibilities can easily result in a de facto open-access situation: only those individuals who have power can access and use the land, claims rights to it, sell or lease it. The result can be misuse or overuse of the land and artificially created shortage in supply and reduced land access to the rest of the people. Related to this, AfDB-OECD-UNDP (2010) stated that the lack of transparency over urban land supplying processes impedes individual and corporate investments, creates opportunities for political power base to flourish outside of legal and democratic structures.

Besides establishing the aforementioned procedures, the existing legal frameworks have various provisions relating to the process of land expropriation and entitlements of the affected residents. Nevertheless, for instance, strategies how to ensure the actual execution of each procedure, accountability and transparency in land-related decision-making processes, and political will to tackle constraints related to supply are insensitively indicated in the legal frameworks.

2.6. Factors affecting the implementation of procedures of the supply of serviced residential land

As stated by Khandaker and Khan (2016), policy implementation can be labeled as translating the goals and objectives of policy into action. Urban land policy implementation can be described as the process by which the policy is put into effect by taking the preferred course of action to convert policy intention into action so as to achieve the objective set forth in prior policy decisions. Though policy implementation, as described by Russell (2015), over the past several years has taken several approaches, scholars never succeeded in setting up one single theory to combine all the different approaches, but separated the implementation process in three different categories to its primary approach: the top-down approach, the bottom-up approach, and combined approaches.

Matland (1995) clarified that proponents of the top-down approach typically see a clear and consistent statement of policy goals as the matrix that should determine success or failure, and centrally located policymakers who are responsible to formulate an efficient statute that suits the kind of existing problem as the main actors in a policy implementation/non-implementation. As stated by Cerna (2013), this model has been subject to extensive critique because of its mere focus on the created statute, and it fades out the discussion process which has taken place before the agreement on one solution and treats the following implementation process as if there is no

other opinion or no political feature concerning the solution of the problem which might lead to resentment among the implementers who have favored another solution, and does not pay much attention to the administrative staff that cries out the legal act: the politicians own the expertise to formulate a good law and the role of the implementers ply-to deliver the legislation to the people-does not receive much appreciation.

The bottom-up approach attaches policy implementation typically from the actual policy implementers. As clarified by Maynard-Moody et al. (1990), it recognizes service delivers as a key factor in successful implementation: implementers on the micro-level think about their work and from their own opinion about the tasks they receive and change the given programs in order to improve them or adapt them better to the real circumstances; and bottom-up theorists are criticized for the overvaluation of the degree of actual local independence from the policy-makers as the implementation could not work without the resources and institutional structure provided by the central planners. The combined approaches recognize the strengths of the top-down and bottom-up approaches (Fullan, 2007), and a major attempt to combine them into a comprehensive explanatory approach.

However, each approach seems to be applicable and feasible for varying types of policy and programs, and factors affecting the implementation of urban land policy cannot be singly studied exhaustively as they are complex and convoluted in nature. But factors identified from the reviewed literature sources are clustered into a few most prosaic categories as follows:

2.6.1. Ineffective urban land legal framework

Zhan et al. (2014) clearly explained that policy goal ambiguity influences policy implementation in many ways, for example, larger variations in how the policy is implemented and the actors

that are involved in different sites. So as argued by Hupe (2011), the more unambiguously formulated goals of a policy or programme are, the clearer the implementation will be, and the more clear what needed to be implemented, the less variation in interpretation will occur. Thus, the existence of clear urban land policy goals, regulations, rules, guidance, and clearly defined operational manuals among others are important factors affecting the implementation of urban land policy.

Crispi and Mousmouti (2014) also detailed that urban laws fail because they do not set a realistic and feasible context for development. Urban land legal frameworks that are not harmonized with the reality they aim to regulate and incongruent with existing socioeconomic conditions cannot be successful, and therefore they have little chance to deliver targeted or appropriate results. Regarding this point, Chege (2013) stated that one of the challenges that face policy implementation includes formulation of policies that are not forward-looking, and policy not taking into consideration local economy and other social factors. This description implies that a policy that is not based on an adequate understanding of a problem to be solved at the local level, its nature, and existing opportunity in the ground is difficult to be implemented.

In general, the explanation above advocates that goals and substantive content, well-thought-out rules, and enforcement mechanisms that realistically address the targeted problems and set out in the legal frameworks is a determinant factor for effective policy implementation; urban land laws whose contents are detached from local reality; do not give the affected people and communities a voice and for a meaningful participation before decisions on legislation are made, and do not devise realistic and clear enforcement strategies that take into account existing capacity and resources cannot be effectively implemented and achieve the intended goal.

2.6.2. Commitment of policy implementers

Commitment is relevant at all administrative levels; the commitment and ability that policy implementers have to make choices and decisions on their own are some of the critical factors affecting the implementation of a policy. Brynard (2009) stated that bureaucrats have a high margin of discretion in their personal interactions with clients, especially with regard to resource allocation decisions. They can re-interpret, reshape policy in unexpected ways, can speed up and slow it. In some instances, implementers may react against efforts to impose policy change on them. According to the description given by Keiser et al. (2004), higher-level governments or managers of implementing agencies might be well aware of their inability to control the complicated implementation process and their lack of local knowledge to guarantee effective implementation. They then let policy implementers make their own decisions as long as the discretionary behaviors are in line with predefined boundaries. In fact, policy formulators normally expect policy implementers to use their own discretion to complete some highly demanding tasks. The support of the implementers is therefore critical to the success of a specific policy, or its lack of success.

2.6.3. Leadership and stakeholder involvement

Bryson and Crosby (2005) explained leadership and stakeholder involvement as one of the essential factors for effective policy implementation. Jarbandhan (2011) describes leadership as the ability to influence others to act towards the attainment of a predetermined goal. So, as explained by Hrebiniak (2008), lack of leadership and specifically strategic leadership by the top management of an organization has been identified as one of the major barriers to effective policy implementation. Thus, top leadership support and commitment need to be regular,

inclusive, and proactive through the implementation of the supply of serviced urban residential land via formal channels.

Regarding stakeholders involvement, Mthethwa (2012) gives details that the level of consensus among leaders and other policy stakeholders, such as groups or individuals responsible for implementation, people who may be positively or negatively affected by the policy's implementation as well as lack of implementation, and officials and professionals accountable for achieving policy goals, on the content of a policy and its need for implementation will affect the degree and timing of its implementation. Irvin and Stansbury (2004) also described that without the involvement of affected stakeholders and trust, development policies or plans might risk a situation of the policy not being implemented and loss of ownership of the project by the community. Therefore, appropriate leadership and active involvement of policy implementers and other stakeholders are key to the success of policy implementation.

2.6.4. Funding and resources availability

According to the explanation given by Durlak and DuPre (2008), access to the availability of funding and resources is a precondition for a successful implementation of a policy. While explaining the influence of funding, Ugwuanyi and Chukwuemeka (2013) explained that one of the critical factors inhibiting effective implementation of policies is that some agencies or institutions saddled with the responsibility of implementing given policies do not possess the requisite financial resources to effectively implement them. Indeed, to effectively implement policies, the implementing agency needs resources in an adequate and timely manner. Because, as to give details by Mathethwa (2012), once strategies are determined, implementation

organizations need to estimate and mobilize the financial, human, and material resources required to implement the policy effectively.

With regard to urban land policy, insufficient funding may bring about a series of problems in relation to supply of residential land. For instance, insufficient funding may cause a lack of ability to pay compensation for previous landholders and to provide preliminary infrastructure in areas where land will be prepared for the supply of residential purposes. Moreover, Makinde (2005) clarified that no matter how the policy and related directives are clear; the absence of adequate resources will result in implementation problems. Without sufficient resources which include physical, technological, financial, human, among others, it means that rules and regulations will not be enforced, services will not be provided. So, as stated by Durlak and DuPre (2008), while financial resource alone will not generate success, without the availability and timely allocation of it, there is often an inability to mobilize other aspects of an implementation strategy of urban land policy in general and the supply of serviced adequate land via a formal channel which can generally be obtained only through strong political support.

2.6.5. Political conditions, policy implementing agencies and legal frameworks dealing with land as factors mediating/confounding access to urban land

Urban land policy and other legal frameworks: As noted by Ogedengbe (2004), the national urban land policy is the most fundamental level of decision-making that guides what a government is going to do and what it can realize for the citizens as regards access to urban land. So, as stated by Deininger et al. (2012), an urban land policy formulated based on the principles of equity, accountability, participation, and transparency can positively affects access to land. Likewise, good legal frameworks guiding the execution of policy, which is clear, feasible, that

contain enforcement mechanisms, that contain strategies how to ensure access to land and address all people found at different economic strata and formulated in a participatory manner, among others, have similar effects on access to land.

Status of policy implementing agencies: as explained by UN-Habitat (2010), these institutions are responsible for implementing entire procedures indicated in the legal frameworks guiding the mechanisms including how access to land can be realized. Thus, properly functioning policy implementing agencies like land supplying agencies have a great role in improving access to land by preparing and supplying land.

Political Conditions: Mabikka (2014) described that political decisions guide the supply and allocation of land rights and strongly influences the nature of institutions in which power is vested over governance of land; and policy implementing agencies require political support in financing and facilitating interventions related to land, for instance, building land administration system to improve access require financial support from the state. So, strong will in addressing land issues is one of the factors affecting access to land.

However, present-day Ethiopia maintained decentralized system of governance which gave power to local governments to supply and facilitate access to land to all citizens, as described by Arjjumend and Seid (2018), weak rule of law- limitation of responsible public organizations in protection of basic human rights, enforcement and ensuring accountability, limited political will to tackle constraints related to supply and access to land and non-transparent decision-making processes, unequal distribution of resources, eviction due to lack of land-related valid legal documents to prove use rights; and by Tekalign, weak implementation of urban land policy and legislation dealing with supply of land, weak co-ordination within and between different public

agencies related to the implementation of urban land policy, inadequate supply of affordable land via formal channels, cumbersome land supplying procedures, over-bureaucratization, increasing land prices, among others are factors confounding access to urban land in Ethiopia.

2.7. Factors contributing to shortage of supply of serviced residential land via formal modalities

One of the most common land-related difficulties facing towns and cities, although there is sufficient land, is the shortage of the serviced formal land to meet increasing demand. A deficiency in land supply creates a significant obstacle to achieving all segments of urban development. Both government regulations on urban land use and natural constraints can cause a shortage of residential land supply in urban areas. So, land has been a concern of government, groups, families, and individuals. This problem has often been linked to various factors. Certain issues are discussed in this section.

2.7.1. Land use planning and related regulation

V-Lall et. al. (2009) explained that the basic constraint on urban land markets is that land use is so highly regulated that it becomes difficult for families and businesses to meet their needs for land. Regulations that artificially limit the boundaries of urban development, or that prescribe generous open space requirements in urban areas, constrain the overall supply of developed land, thereby inflating the price.

One of the most common forms of land use regulation is zoning. It is a form of land use planning used by most urban governments. Davidson and Dolnick (2004) stated that zoning is the process of classifying land into areas and districts, such areas and districts being generally referred to as “zones” and the prescribing and application in each area and district of regulations concerning

building and structure designs, building and structure placement, and uses to which land, buildings, and structures within such designated areas and districts may be put. It is the classification of land by types of uses permitted and prohibited in which certain activities are prohibited and others are permitted. It derives from the practices of designating permitted uses of land based on mapped zones which separate one set of land uses from another. Urban planning is the reference frame used for the application and the use of regulatory instruments like zoning. Therefore, urban planning (i.e. rules regulating the availability of land through zoning and density decisions) is the basic and most critical tool of urban land supply. In this principle, urban land is delineated into types of different land uses, for example, residential, commercial or industrial, and others. If the quantity of land allocated for residential use is insufficient, it may create a temporary shortage until the zoning plan is amended. Under a valid zoning practice, developers do not have the right to erect any structure not conforming to the zoning district. Therefore, zoning can have a considerable impact on residential land supply. As explained by Paulsen (2013), the spatial extent of the residential zones can be reduced, for example, when communities attempt to maintain environmental quality or fiscal improvements by designating land for open-space preservation or agricultural zoning, or commercial and industrial use.

Furthermore, the urban plan limits the supply of residential land by zoning some parts of the sites as “non-developable”. Non-developable land is that to which any of the following circumstances apply. First, land subject to a special protection regime that is incompatible with its transformation according to land use plans by reason of its landscape, historical, archaeological, scientific, environmental, or cultural value; the natural risks evidenced in the planning; its subjection to limitations or easements for protection of the public domain. Second, land included in the general planning because it is considered necessary for preserving the aforementioned

values or for its agricultural, forestry value or because it is not considered suitable for urban development (CNC, 2013). In sum, there are two types of non-developable land: one is non-developable land subject to special protection. In this type of land, the general urban plan must lay down the measures and conditions required to conserve and protect its natural elements. The other is common non-developable land, i.e., that for which no special protection is established, but it has been preserved from the residential land development. Besides, government regulation can influence the supply of formal residential land by allowing the government agents to invest in the extension of primary urban infrastructure such as road and transit in new areas that can shorten the time required to travel from one place to another within the urban setting.

2.7.2. Land speculation

Land speculation is the practice of buying land at a low price with no intent to develop; hoard it, in expectation of a rise of price and sell it at a higher price in the future, without tangibly improving the land. A land speculator could be any one who acquires land more than s/he could expect to develop within a reasonable length of time (Thontteh and Babarinde, 2018). Sivam (2002) explained that land speculation takes a substantial amount of land out of the formal market. This practice creates artificial land scarcity and escalates prices so that land is no more accessible to residential land seekers from the formal market.

Thontteh and Babarinde (2018) described that large-scale land speculation in many urban fringes have caused inflation in the land market, aggravated the inelasticity of supply of developable land and complicated the already chaotic issue of residential land supply and housing affordability for low-income earners, and the engagement of government officials in the business of buying and selling land, without any development, for-profit could intensify the problem of

land speculation. Furthermore, individuals who have been allocated formal land hold them for speculative purposes instead of developing them. This kind of practice has tended to retard the supply of urban land.

Land speculation occurs when the demand for land, at the present time or in the near future, outstrips the supply (UNESCAP, 1997). It is not only shortage of land supply which causes problem and speculation too. According to Molen et al. (2008), speculation might be a manifestation of a badly governed land market. When the market does not properly address the need of citizens for shelter, speculation takes over. Furthermore, Molen et al. addressed that speculation leads to informal settlements and urban sprawl, creates artificial shortages of land in the market. In this case, developers and users heavily engage in land market (start buying in bulk) in an anticipation of a future land price hike. Rampant land speculation always thrust land prices beyond the reasonable value of the land, causing inflated land and property market. In this case, land speculation can be managed or its effect can be minimized by addressing its main sources (unbalanced demand and supply of land). If the source of speculation is discovered to be a shortage of land in the market; the actors can take corrective actions by supplying more land.

2.7.3. Topography (Geographical constraints)

Topography can restrict the supply of residential land severely. For instance, land that is too steep to be used for residential buildings; land that is marshy or subject to flooding; and derelict land such as abandoned quarries are obviously marginal lands that are excluded from the residential land supply first. As stated by Saiz (2010) it is uncontroversial to argue that predetermined geographic features such as oceans, lakes, wetlands, and hazardous areas further induce and limit a relative scarcity in the supply of residential land. So, geographical constraints on land available to residential supply can be important in certain urban areas.

2.8. Socio-economic consequences of the failure of urban government to supply serviced land that can respond for demand land through formal modalities

As indicated in Proclamation No.721/2011 and other policy documents dealing with urban land, supplying serviced urban land that can satisfy the growing demand for urban land which resulted from the fast economic growth of the country is one of the main objectives of urban land policy of Ethiopia. Therefore, for the purpose of this specific study, the failure of urban land policy implementing agency refers to the failure of urban land policy executing agency to carrying out or deliver this objective or the failure of implementing agency to achieve the aforesaid objective set out to achieve: the supply of adequate residential land which can respond the demand for residential land at the appropriate time, location, and with basic urban infrastructure via formal mechanisms.

In also comprise to policy implementing agency fail to be efficient (to encourage a smoothly operating formal land market) and equitable (providing reasonable access to land for all income groups) in the provision of residential land via formal mechanisms. For the purposes of this paper, the term serviced residential land should be understood as land prepared for urban residential use and equipped with basic infrastructures like a road network, a clean water supply, a sewerage and drainage system, electricity and telephone services; and access to land is broadly defined as the processes by which people individually or collectively gain rights and opportunities to occupy and utilize land at a reasonably affordable price through formal mechanisms on a temporary or permanent basis.

As explained by FAO (2007), increased land access for the poor is not only a base for shelter, access to services, and civic and political participation but also provides a valuable source of income for investment, retirement, or security in case of unemployment. They are a source of

financial security, as collateral to raise credit, or as a transferable asset that can be sold, rented out, mortgaged, loaned, or bequeathed. Moreover, it creates incentives for the user to invest labor and other resources in it, so as to maintain or enhance its value and sustain its productivity, and to access social and economic development opportunities. Bello (2007) argued that land is not just the only basis of life but it also supports all necessities for life to exist, and it acts as a tool for attaining social prestige, economic security, and political power.

So, as land is the bedrock of economic and social life, and has multidimensional values, the failure of urban government to supply adequate land for people has various adverse outcomes on the economy as well as the society. For instance, Funmilayo and Ogunlade (2015) explained that the total failure of land supplying agencies to provide adequate land for shelter via formal mechanisms has led to the rapid expansion of illegal settlements where social insecurity and lack of services result in poor living standards. They add that living in informal settlements often poses significant risks to health, education, and well-being. Access to health and other services may be limited; overcrowding can contribute to stress, violence, and increased problems of drugs and other social problems.

UN-Habitat (2015) also explained that lack of access to land is the cause for increased living costs, the proliferation of slums and informal settlements, environmental degradation, and the increased vulnerability of urban poor and women-headed households, and other marginalized and disadvantaged groups. The poor, who lack economic and political power to gain access to urban land, are experiencing severe challenges regarding land and housing accessibility in sub-Saharan Africa. Thus, as stated by Adedeji and Olotuah (2012), most urban residents are forced to live in slums and squatter settlements.

The net effect of insecure tenure caused by informal land occupation and settlement has explained by Durand-Lasserve and Selod (2007) as households with insecure tenure may have devoted much time to look after their homes or their neighbors' homes for fear of losing their asset during an absence. In practice, this automatically reduces the amount of time available for work. It also leads to general social unrest in the area which has threatened production processes through rioting, as well as impeding the reproduction of labor necessary to capital. Likewise, Rajack (2009) elucidated that the net effect of the failure public urban land policy implementing agency is purported to be an artificial shortage of land supply on the market, giving rise to prices that are generally out of reach for most. Thus failure in public land management is often blamed in part for the prevalent informality, particularly in shelter solutions.

Omirin et al. (2004) also described that the predominance of informal and illegal mechanisms of land transactions is the manifestation of the failure of government land policy implementing agencies of the developing countries. They maintain that stringent policies and their implementation mechanism can exclude the poor and indirectly create an opportunity for informal land market expansion. Massively growing informal land supply and transaction prompted by the failure of urban land policy implementing agency, in turn, has massive adverse socioeconomic impacts.

As stated by De Soto (2003), though occupying land informally makes land and housing affordable and reduces transaction costs, it cannot be mortgaged or used as collateral for other business purposes. Moreover, the government loses huge revenue from land obtained from informal market, at least for current expenditure needs, that it would earn from land tax (transfer tax, annual land use fee, and other related taxes) if such land is supplied and transferred by formal market. Because, as stated by Deiniger (2003), administrating a tax on land effectively

and equitably requires having an official record, or cadaster, of the size, value, and ownership status of each parcel of land and its productive capacity along with information on the costs of outputs and inputs. In turn, it causes cities and towns to experience an acute shortage of land by limiting the financial capacity of the government to fund infrastructure development and to acquire land for urban development by paying compensation for previous land users.

In line with this issue, Collier et al. (2018), explicated that the problem for many urban governments is that the necessary public investments that enable urbanization to become a force for sustained economic growth are constrained by limited revenues of local governments tasked with carrying out urban policies, and the problem is deepening by the proliferation of informal land markets. As a result of these financial problems, stated by Collier et al. (2018), in many developing towns/cities fast-paced urbanization has outstripped public investment, resulting in the emergence of widespread slums, congestion, crime, and contagious disease. Artificial shortage of serviced land supply via formal channels stimulated by financial problems of urban government also has led to the occurrence of sprawl, uneconomic urban structure, and in turn, citizens who are residing on such urban sprawl require a costly extension of basic urban infrastructures.

It is clear that access to urban land which is well-located in terms of its proximity to basic urban social services; infrastructures and employment opportunities can meaningfully improve urban household's economic condition. Related to this, Nemasetoni and Royston (2005) described that the livelihoods approach holds that land and housing assets in urban areas can improve livelihoods by providing the poor with access to services and the urban economy. On the other hand, the failure of urban land policy implementing agency to enable the people to access affordable and well-located urban land become a significant obstacle for preventing opportunity

of the people to improve their livelihood. Therefore, often it is common to observe that government agencies are requested to provide basic infrastructure such as electricity and road after the occurrences of sprawl. In relation to this, Barnes et al. (2001) stated that cities/towns have experienced an increase in demand for public services and for the maintenance and improvement of urban infrastructure after the occurrences of sprawl.

Moreover, Narayanan and Chakraborty (2019) explained that urban land has become one of the cornerstones of economic development and asset that can be sold or bequeathed to one's heirs and that can potentially be used as collateral or credit; and as stated by Stebek (2015), it can be used for income generation purposes, for instance, through providing space for home-based micro-enterprises, through the rental of accommodation e.g. rooms or backyard accommodation and for providing space for other services. Nevertheless, the failure of urban land policy implementing agency to enable the people to possess urban land, prohibit people from the use of these economic opportunities. In turn, this may contribute to the increase of poverty and exclusion in the urban areas creating suffering and injustice as well as potential social risks.

Furthermore, Wehrmann (2008) stated that shortcomings of the land supplying institutions/when the institutions regulating the land market do not work properly/ causes and/or intensifies land conflicts: a social fact in which at least two parties are involved, the roots of which are different interests over the property rights to land: the rights to use the land, to manage the land, to generate an income from the land, to transfer it and the right to compensate for it. According to Wehrmann (2000), boundary conflicts caused by unclear demarcation, ownership conflicts/more than one person claim the same property/ caused by lack of land registration, multiple sales of privately owned land by private individuals, informal occupation of state/public/ or private land,

an extension of property on neighboring private or public land, evictions of informal settlers without compensation by the state, and the like are listed as problems resulting from the failure of land supplying institutions, and in turn causes land conflicts.

Additionally, Economic Commission for Africa (2017) stated that the eviction of families that live on land occupied through informal mechanism/outside formal legal framework/ without proper compensation and land-related conflicts have negative effects on individual households as well as on the nation's economy. They increase costs, slow down investment, can result in the loss of property for a conflict party, and reduce tax income (land tax) for the municipality. It also increases social and political instability. Where ever there occur a lot of multiple sales, evictions, land grabbing etc., people lose confidence in the state and start mistrusting each other.

The explanations indicate that the failure of government to supply adequate land via formal channels to urban residential housing development has adverse consequences on the overall socio-economic conditions; and land should be used in the interest of society as a whole, to achieve social goals such as decreasing inequalities in access to land and empowerment of the urban poor.

2.9. Conceptual framework

As clearly indicated in figure 2.1 which is derived from the reviewed related literature, in an urban context, the supply of serviced residential land through formal channel is a sum of interrelated factors. So urban land supply should not be understood as a separate task rather it should be understood as a system comprising the foregoing constituents. In order to supply adequate serviced residential land via formal modalities, the constituents should work properly as a whole. Basic constituents that shape the supply of formal residential land and how one component affects the other component of the system are briefly discussed hereunder.

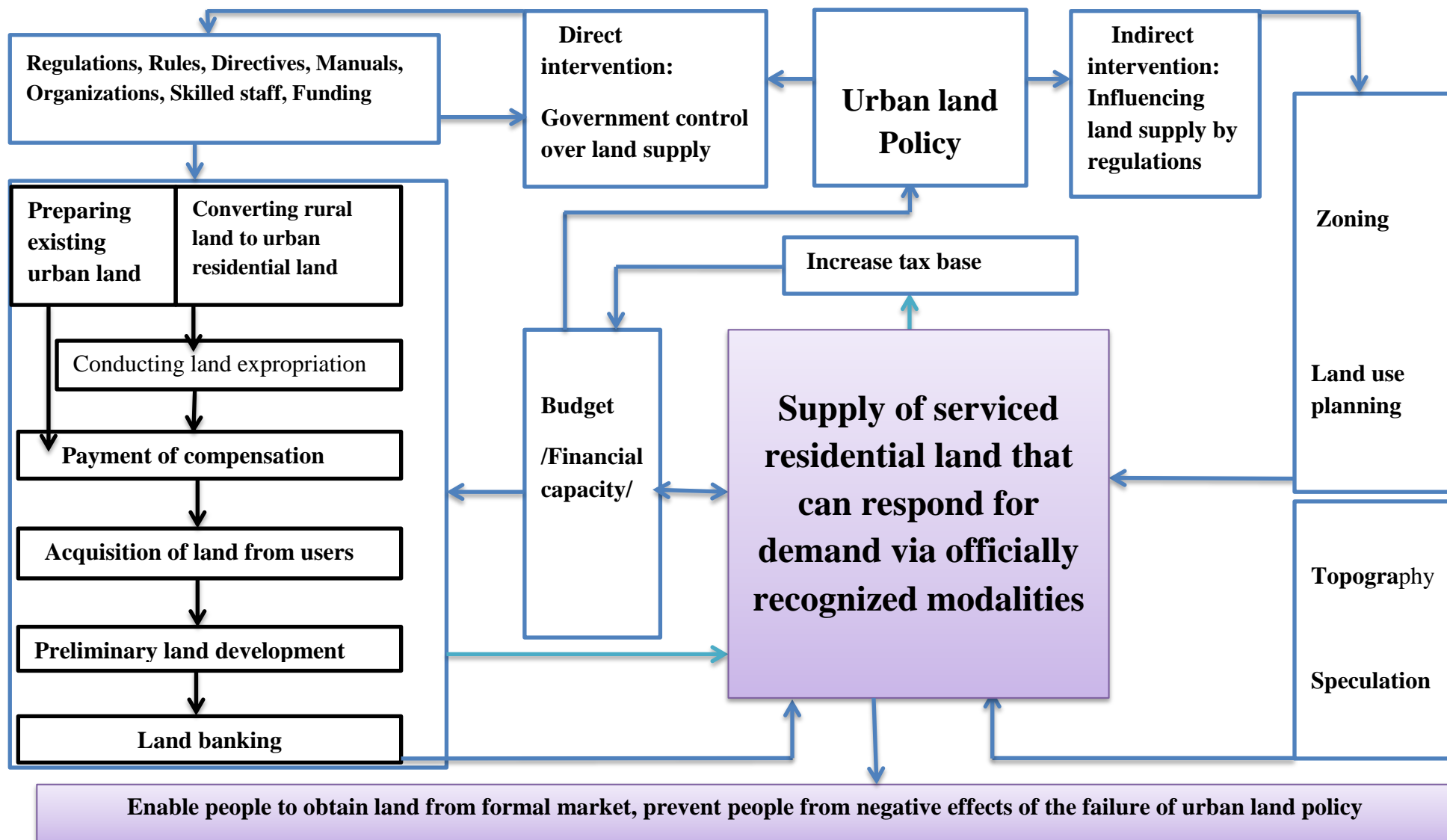


Figure 2.1. Conceptual framework that demonstrate the components that shape the supply of residential land in urban area

(The boxes and the directional arrows represent concepts and the links between concepts respectively)

Source: Developed by the author based on the urban land policy of the Ethiopia and other reviewed literature

Urban land policy: The policy itself is recognized as the starting point for policy implementation. The policy's content, formulation process, and extent of its dissemination influence whether the necessary content is in place to support effective implementation. Formulation of policy is part of the process during which proposed actions are articulated, debated, and drafted into language for a law or other policy statements. The goals and objectives of the policy should articulate the relevant activities and indicators by which they will be achieved and measured (Mathethwa, 2012).

In the case of this study, the urban land policy is the uppermost fundamental level of decision-making with respect to any urban land issues. The urban land policy can influence the quantity of residential land supply directly by government control over land supply and indirectly by land use regulation. It sets a country's goal, principles, and objectives determining the laws and other strategies the government specifically the state and the municipalities as well as other responsible institutions should follow a guide to implement the goals established in the policy. First and foremost, the decisions of urban land policy should be based on consultation and feedback with those who will be affected. In line with this point, Deininger et al. (2010) explained that land policy decisions that affect sections of the community should be based on consultation with those affected, and their feedback on the resulting policy should be sought and incorporated in the resulting policy.

Moreover, as described by Deininger et al. (2010), implementation of the urban land policy should be costed, expected benefits identified and compared to cost, and there should be sufficient budget, resources, and institutional capacity for implementation; and urban land institutions should be reporting on urban land policy implementation in a regular, meaningful, and comprehensive way, with reports being publicly accessible. In sum, successful implementation of urban land policy leads to the supply of adequate formal land supply. This in turn leads to improvement in people's access to acquire residential land through formal (legal) system. On the other hand, the implications of the failure of urban land policy in supplying formal residential land lead people to acquire land from the informal land market (an urban land market that operates outside the official legal framework).

Regulations, rules, directives and operational manuals (directions and guidelines): these are legal frameworks related to the operation of urban land policy in general and the implementation

of residential land procedures. They will emanate after the formulation of urban land policy to enable the policy to achievement. Legal frameworks established to addresses the urban land is key to implement the policy. As described by the Urban Land Development and Management Policy and Strategy of Ethiopia (2013), they allow the municipality to implement urban land policy, and the government to enforce policy to ensure the supply of adequate formal urban land. The legal frameworks related to the supply and development of urban land should be well designed which means clear, feasible, and comprehensive. Regarding the clarity of guidelines or directions that enable the implementation of any policy, Khan (2017) expressed that one of the problems of successful policy implementation is that it lacks proper direction or guidelines on how to implement it. If the urban land policy designs a good legal framework, it improves the supply of formal residential land supply by influencing the whole process of land supply whereas urban land legal frameworks which have ambiguity, contradict with existing reality is an impediment to the supply of adequate formal residential land because it complicates the whole procedures of residential land supply.

Thus, urban land policy influences the supply of residential land either positively or negatively through formulating urban land legal frameworks. In turn, the legal frameworks influence the entire procedures of land supply such as planning and identification of land for preparation, land expropriation, payment of compensation, acquisition of land from previous users, preliminary development or the provision of basic infrastructure, land parceling, and codification, land banking and protection of prepared land.

Factors related to public institutions: in the Ethiopian context, public institutions such as municipalities and other institutions like urban land development and management bureaus are mandated by a formal decree from the government to regulate any formal land-related issues. Particularly, in the Ethiopian context, public institutions are established even at the *kebele* (the lower administrative structure) level with the intention to make public services more accessible. Public institutions are responsible for the execution of the whole urban land supply tasks mentioned above and others. These institutions are generally expected to be managed by experts established by the respective government agencies. Moreover, urban land-related functions are performed by various public institutions. For instance, urban land use planning, urban land preparation, the provision of basic infrastructures (clean water supply, electricity power supply,

road construction, etc.), financing the urban land supply related tasks are performed by different public institutions, and therefore institutional and functional mandates should be clear. However, the Urban Land Development and Management Policy of the Federal Democratic Republic of Ethiopia formulated in 2013 indicated that urban centers are unable to bring order because they lack institutional executive capacity. As a result, through auction or allotment, the land present for residential purposes is limited and land preparation focuses on small-scale plots, retarding the effort to solve the housing problem as quickly as desired.

As explained by Ahmed and Dantata (2016) the absence of coordination and clear definition of responsibility among the various agencies involved led to the failure of policy implementation. Thus, public institutions that have a clear and enforceable mandate to perform functions related to the preparation of urban land facilitate the supply of formal residential land. On the other hand, public institutions that have unclear or overlapping mandates and functions may contribute to the suspension of urban land supply.

Funding: Availability of funding and appropriate resources is considered a prerequisite for the successful implementation of any policy. Durlak and Dupre (2008) explained that while funding alone will not generate success, without it there is often an inability to mobilize other aspects of an implementation strategy. Stable funding and availability of proper resources is an instrumental necessity to the successful implementation of policy. Accordingly, for goals and objectives established in urban land policy and respective legal frameworks to be successfully accomplished the land institutions responsible for the execution should be adequately funded. Without an adequate budget, land institutions may not have adequate skilled staff, updated technology-based equipment, computers, and the like that can support the implementation of urban land policy in general and the procedures of residential land supply. Similarly, funding can influence the performance of residential land supply either positively or negatively.

Skilled staff: skilled managers, administrators, and employees are the most important component in achieving objectives set in the policies of any institution. As explained by V-Lall et al. (2009) lack of managerial and administrative capacity in the government can be a severe obstacle to implementing land policy instruments and managing urban land. Thus, one of the essential requirements of effective implementation of urban land policy is skilled managers and expertise (qualified professionals). In the case of this research, there is very important in

implementing all the procedures set by urban land preparation and banking operational manual as well as other supportive technical tasks that lead to the supply of adequate formal residential land. Therefore efficient and competent skilled staff facilitates the supply of formal residential land whereas inefficient and incompetent staff affects the supply of formal land supply negatively.

Land use regulation: urban land is required by different types of developments and at different institutional and individual levels. However, as explained by V-Lall et al. (2009), the basic constraint on urban land markets is that land use is so highly regulated that it becomes difficult for families and businesses to meet their needs for land. Regulations that artificially limit the boundaries of urban development, or that prescribe generous open space requirements in urban areas, constrain the overall supply of developed land, thereby inflating the price. For instance, Zoning as one of the most common forms of land use regulation influences the quantity of residential land supply by prohibiting the use of land for residential purposes. Therefore, land use regulation can influence the supply of residential zones by designating land for other functions like open space or agricultural use, or commercial and industrial use.

Land speculation: it is a practice of making a substantial amount of land out of the formal market. This practice creates artificial land scarcity and escalates prices so that land is no more accessible to residential land seekers from the formal market (Thontteh and Babarinde, 2018). With regards to geographical constraints, it is clear that topography can restrict the supply of residential land severely.

In general, if the aforementioned components are designed and functioning in a proper way, they can facilitate the supply of adequate and formal residential land that enable people to obtain serviced residential land from the formal market, and prevent people from negative effects of the failure of urban land policy to supply serviced residential land. On the other hand, if they are not well-designed and fail to function properly in supplying formal residential land, they lead people to acquire land from the informal land market (a land market that operates outside the official (legal) framework) which has hostile socioeconomic impacts.

2.10. Chapter Summary

Both the theoretical and conceptual frameworks in the present chapter reveal that urban land policy is the government-controlled means of harmonizing and regulating the use of land in accordance with the overall interest of the country. In the Ethiopian context, as a basic instrument for realizing other instruments of urban land policy and facilitating access to land, and of overall development policy, one of the fundamental issues in formulating an urban land policy is the issue of the tenure system. Whereas, there is little or no evidence for the supply of adequate residential land responsive to increasing demand through formal channels, stabilization of land prices, reduction of costs, ensuring access to land for all, and achieve fairness through land supply under state-public ownership of land, by arguing that urban land policy approach that favors privatization of land tenure will not be successful in supplying sufficient residential land via formal channel because the free market does not always – some would say often – result in a logical and equitable distribution of land uses and attendant public facilities, and widely recognized that land markets do not function by themselves, mainly because they are inherently imperfect; Ethiopia has upheld urban land policy approach that maintains the state-public land ownership: active interventionist land supply policy.

Nevertheless, there are remarkable procedures and legislative provisions set by the government to support the implementation of urban land supply policy issues under the state-public land ownership. The study indicated that because of weakness in enforcement of law, weak institutional framework, and bureaucratic inefficiency/limitations of local authority bureaucracies to produce and supply serviced adequate residential land through the formal channel, among others, the realities differ from their policy and legislative obligations: there is often a gap between government policy and practice, between what government ought to do and what it actually does. So, what the review implies at the level of the supply of serviced residential land through formally (officially) recognized modalities is an urgent need for the responsible government bodies to review their overall residential land and associated service supply strategies.

Chapter Three: Research methodology and the study setting

3.1. Introduction

This chapter outlines the description of the study setting and the main methodological issues underpinning this research. It reviews alternative philosophical approaches and their ontological and epistemological assumptions; the chapter also explains the philosophical basis of the research, the research approach, research methods, research design, and research strategies adopted to achieve the objective of this study; as well as considerations relating to research reliability, research validity, and ethical issues.

3.2. Foundation and growth of Hossana Town

As documented by the Hossana Town Municipality, Hossana Town was established during the regime of Emperor Menelik by *Ras Abata* in 1904. Before that time, the area where the town founded was mainly covered by forest, and the surrounding was predominantly inhabited by the Hadiya pastoral people. *Ras Abate*, the governor of the province of Hadiya and Kenbata at that time made his seat at Angecha (one of the towns of contemporary Kenbata Zone) and he stayed for seven years before moving his seat to *Wachamo* in 1904. During the regime of Menelik, a number of military garrisons (*ketemas*) were established in Ethiopia to facilitate the control and administration of territories. When a garrison was established, military governors were appointed who were supported by soldiers of the imperial army, who in turn were accompanied by their families. Soldiers were rewarded for their services in expropriated land (*rist-gult* or *siso-gult* and *gult*) and according to rank, were assigned a certain number of tenants (*gabbars*) or landless people from among the conquered peoples who were obliged to cultivate the *gult* lands and to provide a range of other services.

Wachamo was chosen by the *Ras* due to its military importance and natural attraction. *Wachamo* is strategically an important site from where one can easily watch the surrounding regions. The specific site where *Ras Abate Buyalew* established his palace was at *Sech-Duna*, in Hadiya language, which literally means “a hill of bee-hives”. The site is a kind of plateau located in the western part of the town from where used to control the surrounding sites. Later on, the earliest name of the site *Sech Duna* is changed into *Wachamo* which is said to be from a Hadiya word ‘*Wachimaa*’ means to swim. With the arrival of *Ras Abate* at *Wachamo*, he changed the name of

the site to Hossana, because he was said to have arrived at the site on the holiday of Hossana, a religious holiday of the Orthodox Church which is celebrated exactly a week before Easter. Subsequently, soon a market that stood every Saturday was established in the area commonly known as *Arada*. The Ras supplied and allocated lands to his vassals to build residence houses, and as a result, various *safars* (quarters) emerged in different corners of the newly emerging town. This supply and allocation of land were suggested to be the beginning of urban land supply and allocation by government agents in the history of Hossana town. With its strategic geographical location and also being the seat of the *Ras* and the political center of Kenbata and Hadiya province, the town grew in size in terms of population because people used the town as a trading post and as a center of exchange of services and communication.

3.3. Geographical location and size of Hossana Town

Hossana Town, the capital of Hadiya Zone, is located in the Southern Nation Nationalities and Peoples Regional State (SNNPRS) in the Southwest central part of Ethiopia at a distance of 230km from the capital city of Ethiopia, Addis Ababa, in the South via Alemgena - Butajira-Sodo main road and 280km via Addis Ababa-Wolkite-Hossana main road, and 168km from the Regional Capital, Hawassa, in the Northeast via Halaba-Angech-Hosaina and 203km via Halaba-Durame-Hossana main road. Geographically, Hossana town is situated at 7^o15' 00" North-latitudes and 37^o50' 30" East-longitude. Hadiya zone in general is one of the most densely populated areas in the country. According to the CSA (2007), the Zone's population density surpasses 388 persons per square kilometer, and out of 1,284,366 total Zone's population, 69,957 populations are living in the Hosanna town.

However, the Hossana Town Administrative Office report indicated that the number of the population residing in Hossana Town by the year 2021 is to be about 151,161. The existing planned boundary of the town covered by the structural plan is 10,414.3 hectares. The town is classified in to three sub cities and eight administrative *kebeles*. Currently, the town has three sub cities: *Gofar-meda* sub-city, *Addis-Ketema* sub-city, and *Sech-duna* sub-city, and is bordered by the suburbs which are expected to be part of the town but, at present, they are under the administrative boundary of *Lemo woreda*. The town's strategic location stems from the fact that it is located within important road transport routes. It has been organized as a reform town in which urban reform is being practiced similar to 22 towns in the region (SNNPRS).

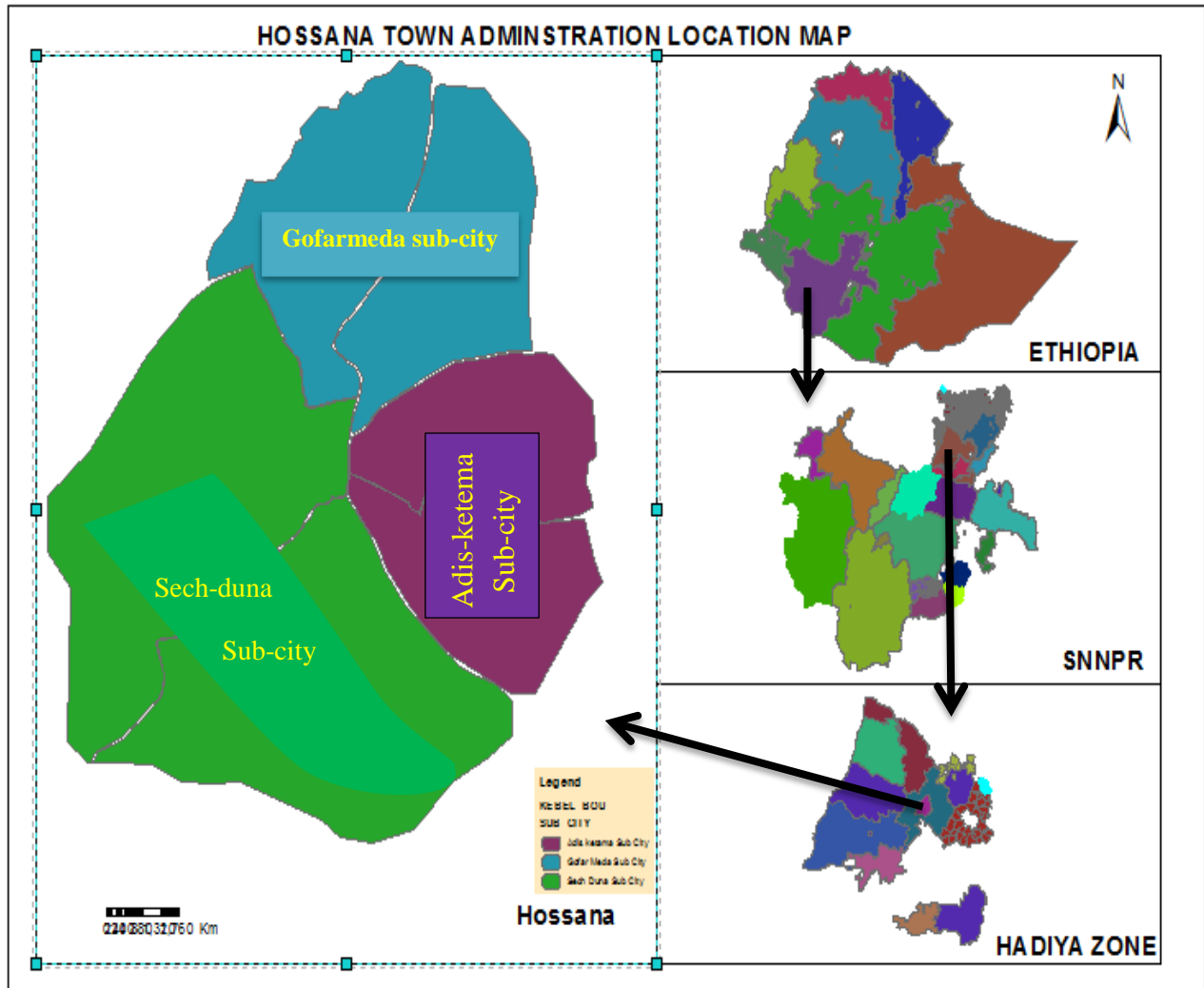


Figure 3.1: Location of Hossana Town

Source: Hossana Town Municipality

3.4. Rational for selection of Hossana Town as study setting

This study was conducted in Hossana town, the capital of Hadiya Zone, and the seat of Lemo “woreda”. Hadiya Zone is one of the zones found in Southern Nations Nationalities and Peoples Regional State of Ethiopia. Lemo *woreda* is one of the *woredas* of Hadiya Zone and the rationale for the selection of Hossana as setting for the study is that, as reported by the municipality of the Hossana town, there is a large gap between formal residential land supply and demand which let a large number of people to obtain land from the market that operates out of established legal frameworks. On the other hand, the data obtained from the municipality indicated that the

average number of land seekers (demand) officially registered to acquire residential land via land tender, for the last 7 years (2012-2018G.C), to supply ratio is 1:30.

As indicated by CSA (2007), Hadiya Zone in general and administrative *woredas* surrounding Hossana Town in which this research will be conducted are among the most densely populated areas in Ethiopia with a crude density of 389.3 persons per square kilometer in 2007. Moreover, the average rural agricultural landholding size in the Zone, as reported by the Department of the Hadiya Zone Agricultural and Rural Development, at present is approximately 0.5 hectares, and the area has witnessed a rapid shrinkage of cultivable land per person especially in recent decades. Such a concentration of population in small size of rural agricultural land has created a lack of sufficient living space and strong demand for residential land in the Hossana Town. Due to increased demand, competition for urban land, or pressure on urban land, shows up as declining the size of landholding and productivity of rural land, and degradation of rural land quality. Since the main intent of this study is to uncover and understand the practice and related problems of residential land supply, this is a good opportunity, from a professional point of view, to learn and studying (get a better understand) about how the urban land policy and procedures of residential land supply are executed in this condition, and how the policy has contributed towards an effective governmental response to problems of raising demand for residential land in this area.

Equally, as the town is one of the four large towns of Southern Ethiopia which have 2nd-grade status, all of the relevant institutional offices, appropriately organized relevant official documents and officials, experts who have better experiences in urban land policy execution that will be utilized as a source of data for this research are found in Hossana Town, which made Hossana town an ideal choice for undertaking the study as this setup is anticipated to provide better data and greater informant diversity to engage with the issues. Personal acquaintance with the area which can help the researcher to get access to valuable data is also seen.

3.5. Research methodology

Research methodology is a way to systematically solve the research problem. In it, we study the various steps that are generally adopted by a researcher in studying his research problem along with the logic behind it (Kothari, 2004). Collis and Hussy (2009) also state that research

methodology is a systemic and orderly approach taken towards the collection and analysis of data. The purpose of the methodology is to describe and examine the logic of research methods and techniques, revealing their powers and limitations, generalizing successes and failures, finding domains of appropriate, and predicting possible contributions to knowledge (Krippendorff, 1980 cited in Masum, 2009). So, the following sections of this chapter outline the main methodological issues underpinning this research. It reviews alternative philosophical approaches and their ontological and epistemological assumptions; it also explains the philosophical basis of the research, the research approach, research methods, research design, and research strategies adopted to achieve the objective of this study; as well as considerations relating to research reliability, research validity, and ethical issues.

3.5.1. Research Design

Research designs are logical blueprints, and the designs serve as “logical” plans, not the “logistics” plans often referenced by others (the logistics plan are still needed but cover the management of your research, such as the scheduling and coordination of the work) (Yin,2011). Kothari (2004) explains research design as a conceptual structure within which research is conducted; it constitutes the blueprint for the collection, measurement, and analysis of data. Thus, in designing a scientific research study, it is necessary to follow a particular path through which will be conducted. More specifically, Yin (2014) described research design as the logical sequence that connects the empirical data to a study’s initial research questions, and ultimately, to its conclusions. Such track includes the identification of research philosophy, research approach, research strategy, method, and techniques of data collection and analysis.

Likewise, Saunders et al. (2012) explained research design as the general plan of how you will go about answering your research question(s). It will contain clear objectives, the research question(s), and specify the sources from which you intended to collect data. Accordingly, the research track that will be followed for this research is demonstrated in the following figure (Figure 3.2)

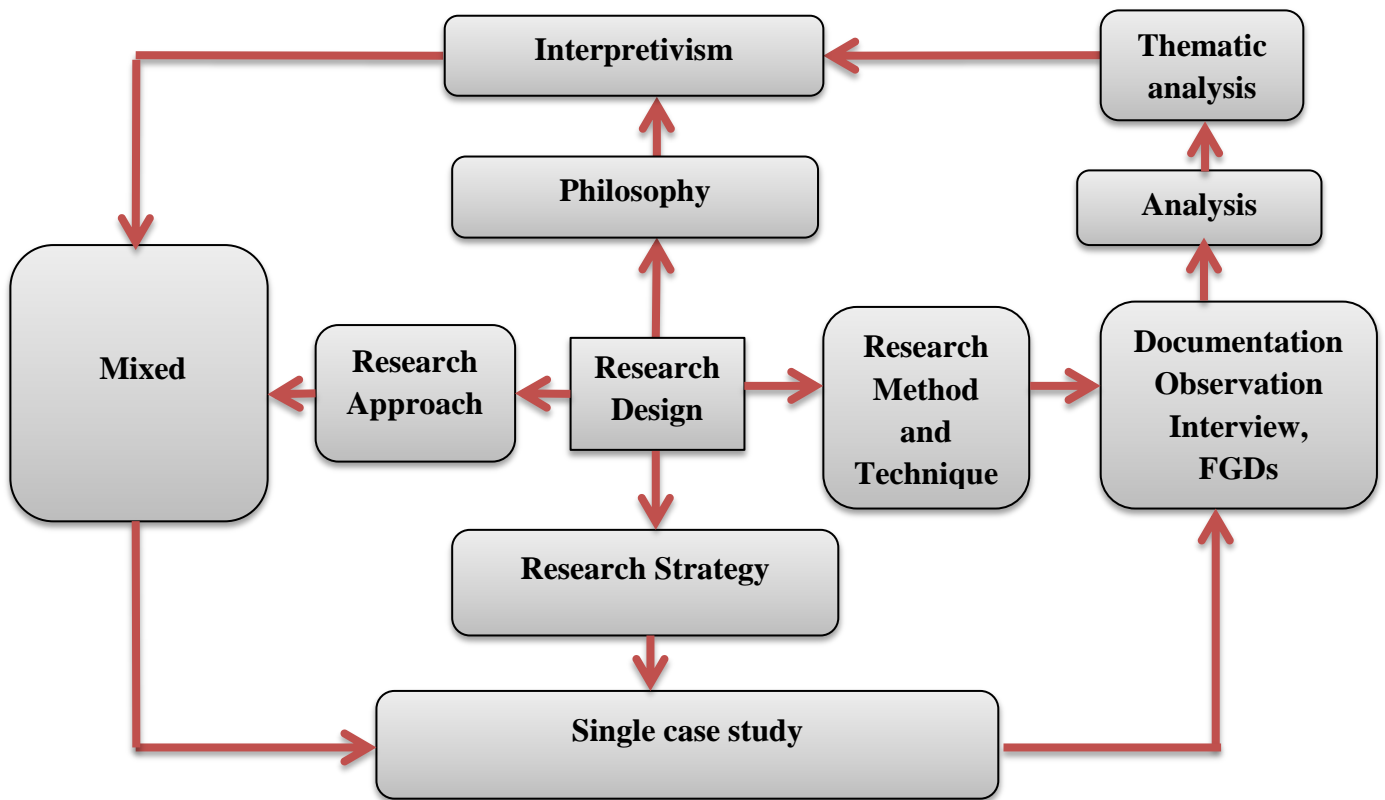


Figure 3.2: Conceptual structure and pathway of the research design

Source: Developed based on the literature review

3.5.2. Research Philosophy

Research philosophy is an over-arching term that relates to the development and the nature of that knowledge. Research philosophy contains important assumptions about the way in which the researcher views the world. These assumptions will underpin the research strategy and the methods you choose as part of that strategy (Saunders et al., 2009). Moreover, Easterby-Smith et al. (1997) identified the following three very vital points that substantiate an understanding of philosophical issues. First of all, philosophy can help the researcher to refine and specify the research methods to be used in a study, that is, to clarify the overall research strategy to be used. This would include the type of evidence gathered and its origin, the way in which such evidence is interpreted, and how it helps to answer the research questions posed. Then, knowledge of research philosophy will enable and assist the researcher to evaluate different methodologies and methods and avoid inappropriate use and unnecessary work by identifying the limitations of particular approaches at an early stage. Lastly, philosophy may help the researcher to be creative and innovative in either selection or adaptation of methods that were previously outside his or

her experience (Easterby-Smith et al., 1997). Therefore, it is very important to understand the research philosophy in order to choose the most appropriate research methodology that will fit the proposed study.

Accordingly, in any academic discipline, the foundation of any scientific research is underpinned by certain philosophical assumptions about the world. The philosophical questions concern the nature of reality (ontology) and how we go about understanding reality (epistemology). Ontology, a philosophical belief system about the nature of social reality, is one of the central elements of philosophy. It is concerned with the theory of being/existence, or of what can be known. It answers questions regarding reality or the nature of being. The second central element in such a philosophy is its epistemology, or its theory of knowledge; it deals with our understanding of knowledge, that is, how we come to know the world, how knowledge can be obtained (Gomez and Jones, 2010). It explores the nature of knowledge-what it is that one believes; type of knowledge-such as knowledge by acquaintance and knowledge by description (i.e. firsthand and secondhand knowledge); objects of the knowledge-the subject matter of the knowledge; and source of the knowledge. Particularly, epistemology concerned with the origins and nature of knowing, the construction of knowledge, and the relationship between the knower and the known (Hesse-Biber, 2017).

Therefore, every disciplinary philosophy contains both an ontology and epistemology- a framework that defines what we can know and how we can come to know about it. Together these are used to define a methodology, a set of rules and procedures which indicates how research and argument are to be conducted within the discipline (Johnston, 1986).

3.5.2.1. Overview of alternative philosophical approaches to form knowledge about the world

There has been an ongoing debate on the appropriateness of different philosophical approaches in social science research. As a matter of fact, many authors point to the heated discussions, sometimes even 'wars' (the so-called 'paradigm war', between the adherents of the two philosophical approaches that dominate the literature: positivism and interpretivism. These are strongly contrasting visions of social reality and they have generated two coherent and highly differentiated blocks of research techniques.

I. Positivism

Positivism is a philosophical approach based on the ontological assumptions that objective reality is present in appearance and that it exists independent of the observer and is, therefore, not a creation of the human mind; and assumes that things could be studied as hard facts. Accordingly, there exists an objective social reality that is external to human beings. The epistemology of positivism is dualistic and objectivist. The assertion that knowledge is attainable is based on two assumptions: (a) that the researcher and the object studied are independent entities (dualism); (b) that the researcher can study the object without influencing it or being influenced by it (objectivity). The investigation is carried out as if through a ‘one-way mirror’. This position, which excludes values in favour of facts, necessarily derives from the vision of social fact as given and un-modifiable (Corbetta, 2003). The positivist approach to understanding realities is experimental and manipulative. The methods and techniques of positivist research – like its basic conception – draw heavily on the classical empiricist approach to the natural sciences.

Two features of the experimental method are taken up: (a) its use of inductive procedures, whereby general formulations are derived from particular observations; and (b) its mathematical formulation which, though not always attainable, is the final goal of the positivist scientist (Corbetta, 2003). Thus, positivism argues that only that which can be directly observed, manipulated, and measured can be accepted as evidence.

Positivism has been criticized for a variety of reasons, and from a number of quarters. First, positivism has been criticized for its empiricism. It is argued that positivists underestimate the complex relationship between theory and observations and in particular the difficulty in separating the effects of phenomena that are interrelated (Kitchin and Tate, 2000). Second positivism is criticized for its exclusivity and the assumption that methods of the natural sciences can be effectively used to explain social phenomena. As such, positivism fails to recognize that spatial patterns and processes are bound up in economic, social, and political structures. Furthermore, it is argued that mathematical language filters out social and ethical questions and fails to recognize that spatial patterns and processes are reflected in, and are reflections of, the perceptions, intentions, and actions of human beings. Third, positivism is criticized for its autonomy. Positivism’s arguments that science should be neutral, value-free, and objective have

been widely rejected and it is argued that positivism creates a false sense of objectivity by artificially separating the observer from the observed (Cloke et al., 1992).

In general, as far as ontology, positivism goes without saying that entities exist outside the mind, but conceptually they are inseparable parts of our consciousness because we attach meaning to them as well; and it is impossible to reach agreement and cast generalizations over a social behavior as humans have different perceptions. Therefore, the reality is an ambiguous and contradictory tent of positivism, especially in the social sciences. Epistemologically, the notion that the researcher is supposed to be detached from the object of research is another major point that positivism has been criticized. This supposition turns a blind eye to the humanistic dimensions of research participants. Positivistic researchers tend to visualize research participants as simply objects. Thus, the distance created between the researcher and what is researched restricts the possibilities of gaining insight into the meaning behind the actions of social actors. Such criticisms gave rise to the interpretivist philosophical approach that will be discussed next.

II. Interpretivism

Interpretivism has come to light after the withering criticisms that have been leveled at positivism in the 1960s (Carr and Kemmis, 1986); mainly its ignorance of the social factors that distinguish human beings. This philosophical approach, which is at the other extreme of positivism, rejects the objective perspective of reality.

The ontology of interpretivism is constructivism and relativism (multiple realities). The constructivist position virtually excludes the existence of an objective world. The relativists argue that a universal social reality valid for all persons, an absolute reality, does not exist; rather, there are multiple realities in that there are multiple and different perspectives from which people perceive and interpret social facts (Neuman, 2014). Consequently, interpretivist researchers believe that reality is subjective and is shaped by the perception and understanding of social actors; and they argue reality is a social construct. In this philosophical tradition, the separation between the researcher and the object of study tends to disappear; and the approach to acquiring knowledge (epistemology) is through close interaction between subjects and researchers. Participants are considered active knowers who understand and reflect on the social

phenomena. Researchers can mutually attain an understanding of the phenomenon under investigation by interpreting the intentions of those involved (Cohen et al, 2000). Moreover, researchers work as part of rather than detached from the research where knowledge is jointly constructed between researchers and their collaborators (Dunne et al, 2005). Studying phenomena in their natural environment is a key to the interpretivist philosophy, together with the acknowledgment that scientists cannot avoid affecting those phenomena they study.

To summarize, two broad philosophical foundations of research (philosophical approaches to research) are briefly reviewed: positivism and interpretivism. Positivism adopts a clear-cut quantitative approach to research phenomena, whilst interpretivism aims to understand and uncover what is going on in the social context. Hence, it is concerned with describing and examining phenomena in-depth, but not exclusively, a qualitative perspective.

3.5.2.2. The philosophical foundation of this study and rational

The brief philosophical issues reviewed above in general provide a basis on which the philosophical orientation of this research can be established. A particularly central issue in this context is the question of whether the social world can and should be studied according to the same principles, procedures, and ethos as the natural sciences. The position that affirms the importance of imitating the natural sciences is invariably associated with an epistemological position known as positivism (Alan, 2012). As outlined in the preceding chapter, this study is concerned fundamentally with urban land policy and the process and practice of formal residential land supply. Therefore, this research deals with human actions, activities, and relevant linkages of actors that influence the implementation of urban land policy and procedures with reference to the supply of residential land.

The study is fundamentally concerned with the nature of reality in the social world. So, a number of issues under discussion are likely to be of intangible (are not easily quantifiable) nature, such as urban land supply policy and procedures, yet obviously significant in the research. The study of such issues requires some imagination and perception which may not be easily comprehended and reduced into hard facts (as positivists thought). By their very complex and mutually interactive nature, issues like the relationship between and analysis of urban land policy and procedures, and residential land supply processes cannot be conclusively studied and verified by

using a positivist quantitative approach. Accordingly from the philosophical point of view, the positivist approach which supposes that things could be researched as hard facts are quite inappropriate in this kind of case, which is not easily quantifiable. Thus, applying the purely positivist approach to study issues that have social and institutional dimensions is found to be inadequate.

Moreover, the nature of the research is to be more descriptive and explanatory. Because of this nature, this research is not approachable from the exterior standpoint demanded by the positivist philosophical approach. Consequently, the interpretivist philosophical approach is chosen as the fitting option to achieve the intended objective of this research, in the sense that the interpretivist research philosophy allows the researcher to understand and describe human actions in real life, helps to gain an in-depth understanding of social context and the complexity of activities of actors in the policy, procedures, and practices of serviced residential land supply. Therefore, interpretivist approach is appropriate for this research since the research under investigation concerns realities and experiences of the social world and involves the interaction between the researcher and respondents which constructs the social phenomenon under investigation.

The overriding concern is that this research should be both relevant to the research question and rigorous in its operationalization. The researcher believes that an interpretivist philosophy is required for this research purpose for the understanding of urban land policy and processes of residential land supply. This thus requires that the researcher, policymakers, and policy practitioners play a part in obtaining knowledge that can answer the research questions, and giving interpretation from the policy documents. To do this thing without being involved will be impossible. However, recognizing the lack of objectivity sometimes associated with interpretivist research methods, the researcher was collected quantitative data which is commonly applied by proponents of positivism to support qualitative data.

3.5.3. Research Strategy

Research strategy is described as a way by which a research question(s) would be answered in order to meet the research objectives (Saunders et al., 2012). It is recommended that the choice of research strategy will be guided by the research question(s) and objectives, the extent of existing knowledge, the amount of time and other available resources, as well as your own

philosophical underpinnings. Finally, it must be remembered that strategies should not be thought of as being mutually exclusive. For example, it is quite possible to use the survey strategy as part of a case study (Saunders et al., 2009). Every scientific research requires a choice of research strategy to answer research questions. Different strategies are stated in the social science literature. For instance, narrative, phenomenology, ethnography, action research, grounded theory, and case study are identified by Creswell (2014) as the possibilities. A case study strategy (specifically a single case study research strategy) is selected to answer the questions addressed in this research. Therefore, the case study strategy is discussed in the following subsection.

3.5.3.1. Case study

Case study research is described as a heterogeneous activity covering a range of research methods and techniques; a range of coverage (from single case study through carefully matched pairs up to multiple cases); varying levels of analysis (individuals, groups, organizational fields or social policies); and differing lengths and levels of involvement in organizational functioning (Hartley, 2004). It is also defined as an empirical inquiry that investigates a contemporary phenomenon in depth and within its real-life context, particularly when the boundaries between the phenomenon under study and the context within which it studies are not clearly evident, and uses multiple sources of evidence (Yin, 2014).

Furthermore, Yin (2003) stated that the distinctive need for case studies arises out of the desire to understand complex social phenomena thus the case study method allows investigators to retain the holistic and meaningful characteristics of real-life events. For instance, the issue of land policy, residential land supply procedures, and practices belong to such complex social phenomena. Yin (2009) identified three conditions that can be used to justify the use of a case study research. These are: (a) the type of research questions addressed: i.e. questions on How and Why; (b) the extent of control an investigator has over actual behavioral events: i.e. no control over behavioral events; (c) The degree of focus on contemporary as opposed to historical events: i.e. focus on contemporary events.

The main characteristics of case study research identified by Yin (2004) that are applicable to this study are: (a) Useful in the study having research questions that are descriptive (“what has

been happening?") or explanatory ("how or why has it been happening?"); (b) Phenomenon is examined in a natural setting (i.e. the scenario is not artificial). Qualitative researchers do not bring individuals into a lab or it is no necessary to replicate the phenomenon in laboratory or experimental setting in order to better understand the phenomena; (c) Data are collected by multiple means such as interviews, focus group discussions, observations, and documents rather than rely on a single data source;(d) One or few entities (person, group, or organization) are examined, which allows for very close examination and scrutiny and the collection of a great deal of detailed data; (e) No experimental controls or manipulation are involved; (f) The focus is on contemporary events; and (g) The researcher makes direct observations and collect data to produce a first-hand and in-depth understanding of people and events. Therefore, it is a valuable way of observing the world around us. What is more is that case studies are used to provide information for decision making or to discover causal links in settings where cause and effect relationships are complicated and not readily known, such as particular government policy (Yin, 1994). Related to this, Mohajan (2018) emphasized that case study has been found to be especially valuable in practice-oriented fields, such as management, public policy and administration, psychology, history, education, and medicine.

Correspondingly, Rose et al. (2015) maintained that the selection and appropriateness of the case study strategy is supported by the fact that case studies are most commonly associated with qualitative research and qualitative data, but quantitative data can readily be incorporated into a case study where appropriate. It is also argued that case studies offer detailed insights into mechanisms, motives of actors, and constraints they face at particular moments which no other method-statistics, experiment, biographies, or even more systematic comparative analysis-can offer (Hancke, 2009). Additionally, Saunders et al. (2009) explained that the data collection techniques employed may be various and are likely to be used in combination. They may include, for example, interviews, observation, documentary analysis, and questionnaires. Consequently, if you are using a case study strategy you are likely to need to use and triangulate multiple sources of data. Triangulation, here, refers to the use of different data collection techniques within one study in order to ensure that the data are telling you what you think they are telling you. For example, qualitative data collected using semi-structured group interviews may be a valuable way of triangulating quantitative data collected by other means such as a questionnaire (Saunders et al., 2009).

Accordingly, the rationale of the selection of case study is based on the nature of the research questions and the type of required data. As previously described, the nature of the research requires gathering information held in the policy and other related official documents as well as from the policy implementers. Thus, this research requires an explanatory and descriptive approach to achieve the intended objective of the research; and in this regard, a case study research strategy was used for explanatory and descriptive data analysis. Besides, the objective of this research does not require a degree of control over the affairs and the researcher's intervention with what was investigated, which is among the main characteristic of the case study research strategy. The issue which was studied in this research is a contemporary phenomenon within its real-life context. Furthermore, the types of the research questions for this study are mainly designed within the frame of "what", "how", and "why" which give direction to the researcher to select case study as an appropriate research strategy for this study. For the aforementioned reason, the case study strategy is applied as the most suitable strategy.

The selection and appropriateness of the case study strategy for this study are also supported by the fact that though this study is qualitative in nature and requires qualitative data; nonetheless some quantitative data were used to supplement the qualitative data. The case study strategy allowed the researcher to employ various data collection techniques in combination, consequently, it enabled to use and triangulation of multiple sources of data. Morris and Wood (1991) also stated that the case study strategy will be of particular interest to you if you wish to gain a rich understanding of the context of the research and the processes being enacted. In view of that, the strategy has offered detailed insights into objectives of the urban land policy, factors affecting the implementation of urban land policy, residential land supply procedures and mechanisms, practical experiences, impacts of the failure of urban land policy implementing agency, motives of related actors and constraints they face at particular moments as the main focus of this research. In line with the opportunity that case study offers to in-depth insight, Amaratunga and Baldry (2001) described that it is characterized as a detailed examination of events, which the analysts believe exhibits the operation of some identified general theoretical principle.

Generally, George and Bennett (2005) cited in Neuman (2014) addressed the following six important strengths of the case study strategy. These include (1) Conceptual validity: case studies

help to “flush out” and identify concepts/variables that are of greatest interest and move toward their core or essential meaning in abstract theory. (2) Heuristic impact: case studies are highly heuristic (i.e., providing further learning, discovery, or problem-solving). They help with constructing new theories, developing or exploring the boundaries among related concepts. (3) Causal mechanisms identification: case studies have ability to make visible the details of social processes and mechanisms by which one factor affects others. (4) Ability to capture complexity and trace processes: case studies can effectively depict highly complex, multiple-factor events/situations and trace processes over time and space. (5) Calibration: case studies enable researchers to adjust measures of abstract concepts to dependable, lived experiences and concrete standards. Thus, the case study strategy was adopted as the appropriate strategy to achieve the objective of this study. Having the selection of the case study as the fitting research strategy, the following stage is selecting the case study design.

i. Selecting case study design

Hancock and Algozzine (2006) stated that case study research designs or approaches can be categorized based on their function, characteristics, or disciplinary perspective, and identified three different types of case study research designs: exploratory, explanatory, and descriptive. Exploratory designs seek to investigate little-understood phenomenon, identify vital variables, and generate hypothesis for further research. These designs are often a prelude to additional research efforts and involve fieldwork and information collection prior to the definition of a research question. As explained by them, explanatory case studies may be used for doing causal investigations. The primary purpose is to determine how events occur and which ones may influence particular outcomes or it is undertaken to explain the forces causing the phenomenon, in order to identify plausible causal networks shaping the phenomenon. Descriptive case study research designs attempt to present a complete description of a phenomenon within its context.

As the general object of this research is to examine the execution of urban land policy with particular attention on procedures of the supply of serviced residential land; and how the policy has contributed towards an effective governmental response to problems of raising demand for residential land, the researcher seeks to study the relationship between the written accounts of urban land policy and formal residential land supply practices in Hossana Town. Obviously, the research requires answers to what is the intended objective of the urban land policy with regards

to residential land supply, how the urban land policy is practiced, and what is happening, and why it happened. Thus, the explanatory and descriptive case study was applied as appropriate design for this research for in-depth analysis.

ii. The Unit of Analysis

In the case study designs, a case is the ‘subject’ of the study. It is the unit of analysis about which we collect information. In the case study designs, it is the unit that we seek to understand as a whole (De Vaus, 2001). So, the unit of analysis is defined as where the researcher obtains the data for the case study. Yin (2014) talked that the case can be about an individual, a group of people or community, an organization, policy, practice, a program implementation process, or other issues. Once the case is defined, the unit of analysis needs to be determined. Collis and Hussey (2009) explain the unit of analysis as the focal point where the variables, phenomena, and the research problem refer to and about which the data is collected. It is also suggested that the unit of analysis can be organization, individual, a group of people, a process, and thus, the case study tends to be selective, focusing on one or two issues that are fundamental to understand the system being examined (Tellis, 1997). The main unit of analysis in this research is the urban land policy implementation, and related procedures, accomplishments, actors, and the like are involved in the process of policy implementation appeared as embedded units of analysis (a unit lesser than the main unit of analysis, from which case study data also are collected).

3.5.4. Overview of the Research Approaches

Research approaches can be categorized as qualitative, quantitative and mixed research approaches (Creswell, 2014).

3.5.4.1. Quantitative Research Approach

Quantitative roughly means in terms of ‘quantities’ implying the extent to which something either does or does not occur in terms of amount, number, frequency, etc. (Berg, 2001). Creswell (2003) described that the quantitative research paradigm is also known as the “traditional” or “positivist” research paradigm, is an enquiry into a social or human problem based on testing a theory made up of variables, measured with numbers and analyzed using statistical procedures in order to determine whether the productive generalizations of the theory hold true. Quantitative

research methodology views reality in the world, which can be objectively and quantitatively measured; in terms of the relationship between the researcher and what is being researched, the quantitative research paradigm holds that the researcher should remain distant and independent of that being researched to ensure an objective assessment of the situation (Creswell, 2003). In the tradition of the quantitative research approach, conducting research is based on the postulation that knowledge about reality can only be obtained 'through the eyes of the researcher'. Furthermore, quantitative research is generally characterized by a methodology of formulating hypotheses that are tested through controlled experiments or statistical analysis (Kaplan and Duchon, 1988).

3.5.4.2. Qualitative research approach

Qualitative researchers stress the socially constructed nature of reality, the intimate relationship between the researcher and what is studied, and the situational constraints that shape inquiry. Such researchers emphasize the value-laden nature of the inquiry. They seek answers to questions that stress how social experience is created and given meaning (Denzin and Lincoln, 1994). Consequently, the qualitative method is concerned with how the world is viewed, constructed, and experienced by social actors. The main feature of the qualitative research is to allow the researcher to gain a holistic overview of the context under study; capture data on the perceptions of local actors from the inside; and understand key relationships and how different aspects of life are interrelated (Miles and Huberman, 1994). Moreover, it is a flexible and repetitive process allowing the researcher to respond to unanticipated opportunities that arise in the route of the research (Miller et al., (2004).

Boeije (2010) highlighted that the purpose of qualitative research is to describe and understand social phenomena in terms of the meaning. The research questions are studied through flexible methods enabling contact with the people involved to an extent that is necessary to grasp what is going on in the field. However, there has been an ongoing debate on the suitability of different approaches and methods in social research. As a matter of fact, many authors point to the heated discussions, sometimes even 'wars' (the so-called 'paradigm war', between the adherents of quantitative and qualitative research designs (Kohbacher, 2006), and it is widely accepted that the paradigm adopted by a researcher shapes the way he perceives the world.

To stop this war various researchers have made theoretical contributions that have strongly influenced the direction of recent methodological developments in social research. This has led to the evolution of a hybrid or mixed approach, the defining characteristic of which is the flexibility it allows the researcher in combining both qualitative and quantitative research approaches (Wickens, 1999 cited in Mushinge, 2017). It has often been observed very accurately that no single research methodology is intrinsically better than any other methodology (Benbasat et al.,1987), many authors calling for a combination of research methods in order to improve the quality of research (Kaplan and Duchon,1988).This seems to be almost in defiance of the fact that, given the richness and complexity of the real world, a methodology best suited to the problem under consideration, as well as the objectives of the researcher, should be chosen (Benbasat,1984). Furthermore, it is usually acknowledged that the selection of a research approach or the combination of both approaches is based on the nature of the research problem or issues being addressed (Creswell, 2003).

3.5.5. Research approach preferred for this research

A case study may involve the collection of both qualitative and quantitative data (Hesse-Biber, 2017). As, both qualitative and quantitative data were applied in this study, by using different data collection techniques, a mixed research approach was applied for this research.

3.5.5.1. Triangulation

Bryman (1988) discussed that social scientists are likely to exhibit greater confidence in their findings when these are derived from more than one method of investigation. Furthermore, Saunders et al. (2009) suggested that if you are using a case study strategy you are likely to need to use and triangulate multiple sources of data. Triangulation refers to the use of different data collection techniques within one study in order to ensure the validity of the research. In line with this, Stake (2005) stated that the need for the application of the triangulation approach arises from the ethical need to confirm the validity of the research findings. Thus, as stated by Yin (2014), data triangulation helps to strengthen the validity of case study. As explained by Yin (2009), in case study research, triangulation could be done by using multiple sources of data, because the problem in case studies is to establish meaning rather than location. The use of different methods in case studies facilitates the validation of data through triangulation, which

enables one to look at things from more than one perspective. The principle behind this is that the researcher can get a better understanding of the phenomena that are being investigated. It also avoids bias and error of data (Daniel, 2013).

Triangulation is a term borrowed from navigation and survey, where a minimum of three reference points are taken to check an object's location (Downward and Mearman, 2005). Thus, triangulation is chosen because it offers the use of various research techniques giving many advantages. Within social and managerial research, four types of triangulation are identified: data source triangulation, theoretical triangulation, investigator triangulation, and methodological triangulation (Ryan et al. 2002 and Collis and Hussey, 2009); and data analysis triangulation is also stated by Sexton (2003) as another type of triangulation.

Data triangulation refers to research where data is collected from different sources or over different time frames. Theoretical triangulation refers to research where the researcher borrows models from a discipline and using them to explain situations in another discipline. The investigator triangulation refers to a research where different researchers independently collect data on the same situation, and then the results are compared. Methodological triangulation refers to research where the researcher uses two methods, both quantitative and qualitative methods of data collection to increase confidence in the interpretation; and data analysis triangulation refers to an approach where the researcher uses more than one technique to analyze collected data. To obtain a comprehensive understanding of the main objective of this research, three types of triangulation: data source triangulation, methodological triangulation, and data analysis triangulation were applied in this study. Concerning, data source triangulation, various sources of data collection, including official documents, interviews, focus group discussion, observation, and other academic literature were utilized in the process of this research to make sure that the collected data remain similar in different contexts. In terms of methodological triangulation, both qualitative and quantitative data were applied in this study. Regarding triangulation of data analysis, the collected data were analyzed both qualitatively by using thematic analysis as well as quantitatively by using numbers and percentages.

Accordingly, the main issue studied by this research is a social phenomenon that can be influenced by political, socio-economic, legal, and institutional frameworks, qualitative approach was utilized as a major and most appropriate to gain an in-depth understanding of the objectives

of urban land policy specifically in relation to residential land supply, procedures of residential land supply, the perception, attitude and experiences of the actors involved in the process of urban land supply, the actual practices of residential land supply, factors affecting urban land supply, and the like in Hossana Town. Moreover, quantitative data like the amount of residential land supplied by Hossana Town Municipality via officially recognized (formal) land supplying modalities and the amount of people registered to acquire land for residential use via officially recognized (formal) land acquiring channels were collected. Choosing to utilize both qualitative and quantitative data, various sources of data, and methods of data collection (triangulation approach), rather than using only qualitative data (a single research method) is not due to an inability to decide between the many advantages and disadvantages of different alternative methods. Instead, the researcher believes that all methods are valuable if used appropriately, that as well as research, can include elements of both the qualitative and quantitative data if managed carefully.

3.5.6. Sampling design

According to Kothari (2004), a sample design is a definite plan for obtaining a sample from a given population. It refers to the technique or the procedure the researcher would adopt in selecting items for the sample. Sample design may as well lay down the number of items to be included in the sample i.e., the size of the sample. Based on the representation basis, sample design can be categorized into two: probability or representative sampling and non-probability or judgmental sampling. Probability sampling (or representative sampling) is most commonly associated with survey-based research strategies where you need inferences from your sample about a population to answer your research question(s) or to meet your objectives. In expressing the situation in which probability sampling design is very important, Ritchie and Lewis (2003) stated that the probability sampling approach is essential so that information generated by the sample can be used to provide statistical estimates of the prevalence or distribution of characteristics that apply to the wider population, and it is also appropriate when the aim of a study is to test hypotheses empirically.

Non-probability sampling is a sampling procedure that does not afford any basis for estimating the probability that each item in the population has of being included in the sample, and items for the sample are selected deliberately by the researcher, in this type of sampling (Saunders et. al.,

2009). In the non-probability sampling approach, the selection of participants, settings, or other sampling units is criterion-based or purposive. The sample units are chosen because they have particular features or characteristics which will enable detailed exploration and understanding of the central themes and puzzles which the researcher wishes to study. These may be relate to specific experiences, behaviors, roles, etc. (Mason, 2002). In criterion-based or purposive sampling, decisions about which criteria are used for selection are often made in the early design stages of the research. They will be informed by a range of factors including the principal aims of the study, existing knowledge or theories about the field of study, or gaps in knowledge about the study population, and this feature makes criterion-based or purposive sampling well suited to small-scale, in-depth studies (Ritchie and Lewis, 2003).

Based on the nature of the research objective, research questions, and required data, a non-probability sampling design, namely purposive sampling was utilized for the purpose of this research. As already stated, the principal aim of this research is to examine the execution of urban land policy and procedures of residential land supply; and how the policy has contributed towards an effective governmental response to problems of raising demand for residential land. Thus, basically, the research needs a better understanding of the urban land policy, procedures, and practices of residential land supply, factors affecting the implementation of urban land policy in general, and residential land supply procedures in particular; factors contributing to shortage of residential land supply in the study area; the achievement of the urban land policy and procedures regarding the supply of formal residential land and provision of basic infrastructure in Hossana Town; and the socio-economic impacts of the failure of urban land policy implementing agency to supply serviced residential land via official modalities. Having this in mind, a non-probability sampling design is utilized for this study.

Thus, non-probability sampling is the appropriate one to applying in this study to allowing the selection of appropriate participants and settings or other sampling units based on criterion or purposively. In this research, it enabled to a selection of respondents based on the stated aims of the study, existing knowledge or theories, experiences, and roles about the aforementioned urban land policy and practices of residential land supply related issues that enabled the researcher to collect a rich and detailed set of data to answer the research questions and to meet the objectives of the study. Moreover, the selection and appropriateness of the nan-probability design,

specifically the criteria-based or purposive sampling technique for this study is also supported by the selected research strategy. Regarding this point, Neuman (2005) explained that purposive sampling is often used when working with very small samples such as in case study research and when you wish to select cases that are particularly informative.

3.5.6.1. Participant (sample) size and procedures

There are no rules for sampling size for all non-probability sampling techniques. Rather the logical relationship between the sample selection technique and the purpose and focus of the research is important, generalizations being made to theory rather than about a population (Saunders et. al., 2009). Patton (2002) explained that sample size dependent on the research question(s) and objectives-in particular, what you need to find out, what will be useful, what will have credibility, and what can be done within your available resources.

Basically, participants were selected from the key urban land policy implementing agency, the Hossana Town Municipality. Additionally, the Office of the Hadiya Zone Urban Land Development and Management is a state actor which is charged with immediate supportive responsibilities for the implementation of the urban land policy at Hossana as well as other towns found within the Hadiya Zone administrative region. Accordingly, the sample was selected from these government organizations charged with the responsibilities for implementation of the urban land policy i.e. from the Hossana Town Municipality, Land Development and Management Office, and Department of the Hadiya Zone Urban Development and Construction. The total participant size was made up of 21 key informants consists of 4 chief executive officers of the agencies working in the implementation of urban land policy and 21 residents who were displaced due to government land acquisition (land expropriation) for public land supply from the year 2012 up to 2018 G.C. i.e. three key informants from each year. Chief executive officers who were used as key informants include the Chief Manager of the Hossana Town Municipality; Head of the Land Development and Management Office of the Hossana Town Municipality; Chief head of the Department of the Hadiya Zone Urban Development and Construction; and Head of the Hadiya Zone Urban Land Development and Management Office.

In addition to these vital informants, owing to the fact that Urban Land Development and Management office of the Hossana Town municipality is a key actors in the implementation of

the urban land policy in general and the supply of serviced residential land via formal channels in particular and the office have limited number of officers, a total of 17 experts, consists of ten experts from the Land Development and Management office of the Hossana Town Municipality, four experts from the Land Development and Management Office of the Hadiya Zone, and three experts from sub-cities of the Hossana Town were selected using a purposive sampling technique. These officers were selected as the major informants of the study due to their central role in the supply of serviced residential land through officially recognized (formal) mechanisms in the study area. A total of 42 respondents were selected purposively, and they were considered as appropriate people to provide the required data to answer the research questions as well as to achieve the objectives of this research. The selection of respondents, from these government organizations, was based on having knowledge about the urban land policy, residential land supply procedures, land expropriation, and related practices. The second criteria for the selection of respondents were based on the level of involvement on the operation (implementation) of urban land policy and procedures of residential land supply; and the third criteria were based on the willingness of the suggested respondent. The proposed respondents and description is indicated in table 3. 1.

3.5.7. Types of Data Collected

In any research work, data collection is the systematic approach to gathering information from different sources to get a complete and accurate picture of an area under investigation. It is one of the key parts of the research process that enable the researcher to answer the research question. For the purpose of this study, both primary and secondary data were collected from both primary and secondary sources of data using various data collection tools.

3.5.8. Sources of data

Data are the facts and figures collected for records or any investigation. Case study always necessitates the use of multiple methods and data sources (Hesse-Biber, 2017). The main sources of data for this research were the government organizations (Hossana Town Municipality, sub-cities of Hossana town, Department of Hadiya Zone Urban Development and Housing, Offices of urban land development management and urban planning, Southern Nation Nationalities, and Peoples Regional State's Urban Development and Construction Bureau, Ministry of Urban

Development and Construction of the Federal Democratic Republic of Ethiopia); the physical environment under study, and related literature.

3.5.9. Types and techniques of data collection

Different social science researchers utilize different methods of data collection based on the intended research objectives and research questions. Since the case study strategy is selected for this research, data collection techniques were within the framework of case study research. Data is categorized into two types: primary and secondary data (Collis and Hussey, 2009). In order to achieve the purpose of this research both primary and secondary data were utilized. The primary data encompasses data collected from the field by the researcher. For the purpose of this research, essentially, primary data was collected through interviews, focus group discussions, and direct observation. Whereas, secondary data is the type of data that has been collected by others and reality available in the form of journals, administrative and public records, and reports as well as non-written documents such as films and television programmes (Saunders et al.,2012). Official documents and reviews of related literatures were used in this study.

3.5.9.1. Interview

The interview is probably the most commonly used qualitative technique (Hesse-Biber, 2017). It is a formal or informal meeting between interviewer and interviewee for the purpose of procurement information and/or evidence in the research. Regarding this technique, Punch (2005) stated that interviews are one of the most common methods of data gathering in qualitative research; and valued as an essential source of evidence, not only in the case study but also within other research approaches. The use of interviews can help the researcher to gather valid and reliable data that are relevant to the research question(s) and objectives (Saunders et al., 2009). There are different forms of interviews: structured, unstructured, and semi-structured. A semi-structured interview was applied for this study. It was utilized by using an interview guide, a list of questions or topics that need to be covered. Kombe and Tromp (2006) explained an interview guide as a written list of questions or topics that need to be covered by the interview. There are many situations in which the use of semi-structured interviews as a method of data collection may be advantageous. Some of these situations are relate to the purpose of the research and the nature of the data collection questions. Regarding the purpose of the research,

Saunders et al., (2009) suggested that researchers who are undertaking a study that includes an explanatory element, it is likely that include semi-structured interviews in order for the researches to be able to infer causal relationships between variables. Semi-structured interviews provide the researcher with the opportunity to ‘probe’ answers, where the researcher wants the interviewees to explain, or build another question on their responses. Thus, semi-structured interviews enable the collection of a rich and detailed set of data. In relation to the nature of the research questions, the semi-structured or in-depth interviews will be most appropriate in the circumstances where the questions are open-ended (Easterby-Smith et al., 2008). Corbetta (2003) also clarified that one of the characteristics of the semi-structured interview is that subjects are selected for interview on the basis of a systematic data-gathering plan, meaning that they are chosen according to their characteristics (e.g. they are belonging to certain social categories or having been through some particular experience).

As clearly explained in the former sections, the research has an explanatory nature and needs open-ended questions, a semi-structured interview was found as more appropriate. It gives the opportunity to freely conduct the conversation as the interviewer thinks fit, to ask the questions that deem appropriate in the words the researcher considers best, to give explanations and ask for clarification if the answer is not clear, to prompt the respondent to elucidate further if necessary and to establish the interviewer’s own style of conversation. Moreover, it gives both the interviewer and the respondent ample freedom, while at the same time ensuring that all the relevant themes are dealt with and all the necessary information collected.

Therefore, semi-structured interview enables the researcher to explore whether the residential land supply procedures are strictly practiced by the study area or not; to investigate factors affecting the implementation of the procedures of the supply of serviced residential land through official mechanisms; and factors that contribute to any shortage of residential land supply in the study area; and to assess the socio-economic consequences of the failure of urban land policy implementing government agency in supplying adequate residential land, among others. For this purpose, interviews were utilized to collect empirical data from specific people who are directly and indirectly involving in the urban land policy implementation process, specifically people who are participating in serviced residential land supply process. The selection of participants has involved the state actors who are charged with the responsibilities for the implementation of

the policy and management of the state function. These people were selected from government organizations i.e. from the Hossana town municipality, urban land development and management office, Department of the Hadiya Zone Urban Development and Housing, urban land planning office) and other related organizations.

The selection of respondents was based on having knowledge about the urban land policy, land expropriation, residential land supply procedures, and practices. The second criteria for the selection of respondents were based on the level of involvement in the operation (implementation) of urban land policy and procedures of residential land supply; and the third criteria were based on the willingness of the suggested respondent. These respondent people include the managers of Hossana town municipality, heads of Hossna town municipality land development and management office, head of the Department of the Hadiya Zone Urban Development and Housing, land managers, planners) and other experts of these organizations having experience in the problem under study.

Concerning the implementation of the interview, first, the interview guidelines questions were developed based on the established research objectives, urban land policy documents review, the researcher's personal experience, and discussions with the researcher's research-based advisor. In order to allow the respondents to freely describe and define the general procedure (conducting land expropriation, paying compensation for previous land users, acquiring land from existing urban land users (if it is applicable, conversion of other types of land uses to residential land use), conducting preliminary land development i.e. provision of preliminary infrastructure in the sites where land is supplied for residential function, urban land banking and the like), and practicality of the procedures of residential land supply; and to enable respondents to describe factors affecting the implementation of urban land policy and any factor that causes a shortage in residential land supply, and the status of infrastructure provision and the like, open-ended questions were applied. Besides, in order to acquire specific information on the type of infrastructure provided with, the amount of plots of land supplied for residential use, and the number of people officially registered to acquire land for residential use via official channels, closed-ended questions were prepared.

Before conducting the interviews with identified appropriate respondents, pilot interviews that allow any potential problems with the interview questions to be identified, refined, and corrected

were carried out with expert reviewers to test and enhance the reliability and validity of the semi-structured interview questions. To realize this intention, discussions were carried out with the researcher’s research-based advisor on the prepared draft of the interview guidelines. After discussions with the research advisor, interview guidelines were revised and drafted again and were reviewed by the researcher's advisor. Then, the modified final form of the interview questions was structured. Moreover, to facilitate the collection of data by translating the interview guidelines into a commonly communicable language in the study area, interview questions were translated from English language into the Amharic language without major change to the original version. After the completion of these activities, conducting the interview was followed.

Therefore, in addition to my own knowledge that has on the participation and experiences of people working in the implementation of urban land policy in general and the supply of serviced residential land in particular in the study area, the interview approach and aim was discussed with head of the officials and some senior experts of the municipality of the Hossana town and department of Hadiya Zone Urban Development and Construction, in order to identify the respondents who, in their opinion, would have sound and reliable experience related to the research problem under investigation. In view of that, a total of 42 respondents were selected purposively, and they are considered as appropriate people to provide the required data to answer the research questions as well as to achieve the objectives of this research. The list of respondents and description is indicated in the following table (table: 3. 1).

Table 3.1.Distribution and description of involved respondents

Description	No. of respondents
Chief manager of the Hossana Town Municipality	1
Head of the Hossana Town Municipality Land Development and Management Office	1
Experts of the Hossana Town Municipality Land Development and Management Office	11
Head of the Hadiya Zone Urban Land Development and Management Office	1
Experts of the Hadiya Zone Urban Land Development and Management Office	4
Three experts from sub-cities of Hossana town	3
Residents who were displaced due to government land acquisition (land expropriation) for the purpose of public land supply	21
Total	42

3.5.9.2. Focus group discussions (FGDs)

Focus group discussion is expressed as the ideal public sphere or an open debate that is accessible to all with common concerns (Bauer et al., 2000 cited in Tesema, 2012). Hesse-Biber (2017) stated that focus groups are used when a program of some kind needs to be evaluated in order to help measure its success, and also to help qualitatively explain the nature of what is and is not working. So, focus group discussion is one of the applicable methods to collect data to assess policy issues like the execution of urban land policy in general and procedures of the supply of serviced residential land in particular, the main subject of this study. A group discussion can sometimes be a useful alternative or supplement to one-to-one interviews. A group discussion generally consists of a set of three to ten individuals discussing a particular topic under the guidance of a moderator who promotes interaction and directs the conversation (Kitchin and Tate, 2000). Data are generated by the interaction between group participants. Participants present their own views and experience, but they also hear from other people. They listen, reflect on what is said, and in the light of this consider their own standpoint further. Additional material is thus triggered in response to what they hear. Participants ask questions of each other, seek clarification, comment on what they have heard, and prompt others to reveal more. As the discussion progresses (backwards and forwards, round and round the group), the individual responses become sharpened and refined; and moves to a deeper and more considered level.

In expressing the benefits of focus group discussion, Gray (2004) maintained that one of the advantages of using focused interviews is the opportunity they give the interviewer to refocus the respondents if they move away from the objectives of the study. The multiplicity of the views, beliefs, and feelings on the same issue is also another benefit of this method. This benefited the researcher to acquire data on views and opinions of the respondents concerning the procedures and practices of residential land supply, factors affecting the implementation of urban land policy, any factor that causes a shortage in residential land supply, and the status of infrastructure provision. The cost-effectiveness of the group interview should not be underestimated, in that three to ten people can be interviewed in approximately one person i.e. focus group discussion allows to collect data from a group of people more quickly than interviewing individuals.

For the purpose of this study the researcher has organized three focus groups in the three distinct administrative scales: at sub-city level, city (municipality) level, and zone level. In relation to the number of participants of the FGDs, as stated by Morgan (1996), the rule of thumb has been 6-10 participants. However, according to the Council of Ministers Regulation No.466/2020 issued to implement the State of Emergency Proclamation No.3/2020 Enacted to Counter Control the Spread of COVID-19 and Mitigate Its Impact, during the data collection period for this study, prohibits any gathering that involve more than four people anywhere. Accordingly, each focus group was consisted of purposefully selected four people from the respective organization. It was realized with the help of predetermined interview guide to direct a discussion towards the intended study objective in a flexible approach.

In order to acquire better information, participants that have better experiences than others within the identified sector were selected. To enable the participants to express their views freely and actively, relatively relaxing places were selected for each discussion. In this regard, the compounds where the offices of respective participants located were used as the comfortable place of discussions. Promoting the interaction, keeping the discussion to be flexible, instigating (probing) participants to contribute an idea which is not mentioned in order to get fuller data, controlling the discussion in general and directing their conversation, taking notes and the like was the roles of the researcher.

3.5.9.3. Field observation/Site visit/

Yin (2014) specified that direct observation of events and processes serve as yet another important source of contextual evidence in doing case study research. A frequent source of information in case study research is observations of the research setting by the researcher. Unlike interviews, which rely on people's sometimes biased perceptions and recollections of events, observations of the setting by a case study researcher may provide more objective information related to the research topic (R.Hancock and Algozzine, 2006). Khotari (2004) identified three advantages of observation as a method of data collection. Above all, it eliminates subjective bias. Secondly, the information obtained under this method relates to what is currently happening; it is not complicated by either the past behavior or future intentions or attitudes. Thirdly, this method is independent of respondents' willingness to respond and as such

is relatively less demanding of active cooperation on the part of respondents as happens to be the case in the interview or the questionnaire method.

Therefore, it is a way of collecting reliable evidence, in particular when a field visit is conducted during the case study investigation. Thus, direct observation was used to provide additional information about the topic under investigation to enhance the research reliability. As indicated in the preceding chapter, one of the specific objectives of this research is to assess the achievement of the urban land policy in relation to the provision of basic infrastructure for plots and sites supplied for residential function. Thus, in this research, direct observation was, mainly, utilized to gather information on the type and status of the infrastructure provision. Due to the researcher's privileged role and position as a staff member of the urban land development and management office, there was an opportunity to participate in a number of meetings and activities. During these interactions, observations of important facts in the site like the status of infrastructure provision that has helped to answer a research question and other issues relevant to the research were collected.

3.5.9.4. Documentation

Documents are written texts that serve as a record or piece of evidence of an event or fact, occupy a prominent position in modern societies. Except for studies of preliterate societies, documentary information is likely to be relevant to every case study topic (Yin, 2014). As regarding sources of documents, Bryman (2012) articulated that the state is the source of a great deal of information of potential significance for social researchers. It provides a great deal of quantitative and textual material of potential interests, such as Acts of Parliament and official reports. Likewise, Tharenou et al. (2007) explained that documentation analysis may be used as primary sources of data. It can be used in any research design, including surveys and experiments. Case studies typically include analysis of documentation as parts of their research design. Documentation usually involves analysis of verbal texts but can include quantitative data in the form of archival records. The documentation gives opportunity to the researcher to examine texts written in the participant's own words and often with substantial care, their unobtrusiveness, and the need for relatively little transcription. It can provide both qualitative and quantitative data.

To achieve the objective of this study a substantial part of the data was derived from the documentation. The major documents that were used as the sources of data for this study include the urban land development and management policy documents of the Federal Democratic Republic of Ethiopia, urban land lease holding proclamation of the Federal Democratic Republic of Ethiopia, urban land lease regulation, and rules of the Southern Nations Nationalities and the Peoples Regional State of Ethiopia, operational manuals of the urban land development and management bureau of the Federal Democratic Republic of Ethiopia, and official reports and records related to the practicality of the supply of residential land from the office of the Hossana town municipality and from the department of Hadiya Zone Urban Development and Construction. Other organizational data related to this research, text books, articles and doctoral dissertations on urban land policy-related issues also were used. Urban land lease holding proclamation, urban land development and management policy, rules and regulations were provided information on the overall theoretical intentions of urban land policy; urban land lease rules, regulations, and operational manuals provided information on the procedures that should be followed by the residential land suppliers; official reports and records provided actual data on the status of the practicality of the procedures of supply of residential land and the amount of supplied serviced residential land via official modalities; and other organizational data related to this research, text books, articles, and doctoral dissertations were used as supplementary.

When the information collected from documents combined with information from interviews, focus group discussions, and observations, it provided important information that was summarized and interpreted in order to address the research questions under investigation. In addition to official documents, other related literature were utilized as the sources of data for this research. According to Beile and Boote (2010), a thorough, sophisticated literature review is the foundation and inspiration for substantial, useful research. Literature review plays a great role in any scientific research. It has a role in delimiting the research problem, avoiding fruitless approaches, gaining methodological insights, identifying recommendations for further research (Gall et al., 1996). It is also very important in distinguishing what has been done from what needs to be done, in discovering important variables relevant to the topic, in identifying relationships between ideas and practices, in establishing the context of the topic or problem, in rationalizing the significance of the problem, and in understanding the structure of the subject

(Hart, 1998). Thus, all scientific research needs a review of important literature related to the research problem under investigation.

In order to enhance the level of understanding and develop the conceptual framework by which the research problem of this study was examined, a critical review of literature on urban land policy, supply of serviced residential land, and other literature appropriate to this study were applied. Books, journal articles, websites, conference publications, and institutional reports related to the research issues were explored. In sum, for the purpose of this research, data were basically collected using interviews, direct observation, and focus groups discussions, official document reviews, and other related literature.

3.5.10. Data Analysis

Data analysis is one of the very important stages of research as it provides a foundation for drawing conclusions of all works done at each stages of the research. As stated by Hesse-Biber (2017), data analysis can be described as how you go about fully summarizing and representing the data you collected. It is also explained as examining, categorizing, tabulating, testing, or otherwise recombining the evidence to draw empirically-based conclusions (Yin, 2014). Data analysis in qualitative research is also can be explained as the process of systematically searching and arranging the notes collected from interview, observation, focus group discussions, document analysis, and other instruments that the researcher assembles to increase the understanding of the research problem under investigation, in a way that enables the researcher to present findings and draw specific conclusions at the end of the research.

Henn et al., (2006) articulated that qualitative data analysis is often characterized by its lack of distinct rules, and related to this, Saunders et al., (2012) also mentioned that there is no standardized approach to the analysis of qualitative data, and researchers can develop their own way of analyzing qualitative data. However, like content analysis, discourse analysis, narrative analysis, and conversation analysis are identified by Easrterby-Smith et al., (2012) and Henn et al., 2006). Additionally, Vaus (2001) expressed that methods for analyzing case study are less systematically developed than are the techniques for analyzing data collected with other types of research designs. But, Yin (2014) suggested the following four strategies: rely on theoretical propositions, set up a framework on rival explanation, develop a case study description, and use

both qualitative and quantitative data as strategies that can be employed to analyze data in case study research.

The narrative analysis focuses on the people's stories and seeks to preserve the integrity of personal biographies or a series of events that cannot adequately be understood in terms of their discrete elements (Riessman, 2002). Conversation analysis is focused on the interpretation of a naturally occurring conversation. Discourse analytic perspective maintains that the window to understanding a particular culture, a particular social group, or a phenomenon is through the detailed analysis of conversations and stories, and it involves looking closely at how people interact with each other. Therefore, narrative analysis, conversation analysis, and discourse analysis mostly tend to an extreme social constructionism view. In accordance with the nature of the research problem, the researcher was not intended to adopt these techniques to analyze the data. In content analysis, the researcher analyses the text with an open mind in order to identify meaningful subjects answering the research question.

Bryman (2004) also makes clear that content analysis is probably the most prevalent approach to the qualitative analysis of documents and that it comprises a searching-out of underlying themes in the materials being analyzed. Similarly, the thematic analysis technique is suggested by Boyatzis (1998) as an appropriate method of qualitative data analysis. Boyatzis explained thematic analysis as a process for encoding qualitative information where a theme is a pattern found in the information that at minimum describes and organizes the possible observations and at maximum interprets aspects of the phenomenon. It is also recommended that the researcher can analyze collected data by using arrays to display the data, creating displays, tabulating the frequency of events, ordering the information, and other methods (Miles and Huberman, 1994).

Since this research focuses on urban land policy issues, objectives and questions of the research are developed by a critical review of associated appropriate literature by concentrating on establishing theoretical and conceptual propositions, as recommended by Yin (2014), this research adopted the strategy of relying on the theoretical propositions and case description (organizing case study according to some descriptive framework). Moreover, though this research relayed largely on qualitative data, some quantitative data was collected as auxiliary. Therefore, data were analyzed using thematic analysis technique both qualitatively as well as quantitatively.

3.5.10.1. Qualitative Data analysis

Thematic analysis was used to analyze qualitative data collected from the aforementioned sources and techniques. As discussed above, thematic analysis is a process for encoding qualitative information where a theme is a pattern found in the information that at minimum describes and organizes the possible observations and at maximum interprets aspects of the phenomenon. The general procedure of the thematic analysis is also described by Guest et al. (2012) as it focuses on identifying and describing both implicit and explicit ideas within the data, that is, themes. Codes are then typically developed to represent the identified themes and applied or linked to raw data as summary markers for later analysis.

In this study thematic analysis was consisted of four stages. The first stage was data reduction. It was involved the process of selecting, focusing, simplifying, abstracting, and transforming the data that was obtained and appeared in written-up notes or transcriptions in order to focus on emergent constructs. The second stage was coding the data that was appeared in written-up notes (texts). The coding of texts were included two steps. First, the researcher has read the interview texts and documents line by line and encodes every theme that was relevant to answer the established research questions. A comprehensive reading of all interview transcripts enabled me to be familiar with the text and to gain general insights about the collected data. Second, I have categorized these themes, issues, and ideas into different groups under one particular heading. This was followed what Strauss and Corbin (1998) stated as the “selective coding” approach. The categorization of themes was based on the research objectives. Accordingly, this research has the following groups of themes:

- Status of legal framework dealing with the implementation of urban land policy in general and the supply of serviced residential land in Ethiopia.
- Existing procedures of the supply of serviced residential land in present-day Ethiopia.
- The practicality of procedures of the supply of serviced urban land in general and the achievement of urban land policy implementing agency in supplying serviced residential land in particular via formal modalities by the study area.
- Factors affecting the implementation of urban land policy in general and the practicality of procedures of supply of serviced residential land via official modalities in the study area.

- Socioeconomic consequences of the failure of the urban land policy implementing agency to supply serviced residential land via official modalities in the case of Hossana Town.

The third stage of the thematic analysis of this research was involved data display. It comprises the process of reorganizing, compressing, and assembling the information that permits conclusion drawing and action. The displays were included many types of matrices, graphs, charts, and figures. So basic qualitative and quantitative data obtained from the aforementioned sources were displayed using data matrix format prepared by tabulating the data. Data such as the number of plots prepared for residential purpose, the size of land plots supplied for residential purpose within the period covered by this study, the number of people registered for residential land, data about the number of land plots (parcels) supplied for residential function with basic infrastructure and without basic infrastructure, types of infrastructure provided with supplied land, types of basic infrastructures which is not provided in the areas where residential land is supplied among others were displayed using data matrix.

The fourth stage was interpreting the data. It was involved the researcher's interpretation of the data, extracting meanings out of the data displayed, identifying patterns and themes that enable addressing the research questions, and conclusion drawing.

3.5.10.2. Quantitative Data Analysis

Despite the study is mainly qualitative in nature, some quantitative data were collected and analyzed with the view of supplementing qualitative findings. Basically, data collected to achieve one of the objectives of this research i.e. the objective stated was to assess the achievements of urban land policy implementing agency in supplying serviced residential land through formal modalities such as the size of parcels (plots of land) supplied for residential purpose within the period covered by this study, the number of plots supplied for residential purpose, the number of people officially registered to acquire land for residential use via official modalities, number of respondents reacted for the respective research question, among others were quantitatively analyzed using descriptive statistics by the help of Statistical Package for Social Sciences (SPSS).The findings were summarized and presented using tables, charts, and graphs. In sum, the statistical techniques that were used include: tabulations, graphs, and pie

charts. Consequently, the analyzed data and information were presented using tables, graphs, and pie charts. Synthesized data derived from statistical and thematic content analysis were explained in the discourse under the thematic topics throughout the study report.

3.6. Research Quality: Validity and reliability

These are among the very vital issues any scientific researchers should concern about while proposing a study, selecting tools of data collection, analyzing the results of the study, and judging the quality of the research. Gorbich (1999) explained validity as the ability with which the results of a study can be verified against the stated objectives, and Kirl and Miller (1986) also defined validity as the degree to which the findings of the study are interpreted in a correct way. According to Kitchin and Tate (2000), validity concerns the soundness, legitimacy, and relevance of a research theory and its investigation or practice. Creswell (2014) also explained that validity is one of the strengths of qualitative research and is based on determining whether the findings are accurate from the standpoint of the researcher, the participant, or the readers of an account. In order to examine the quality and validity of any case study design, and to overcome the criticisms that the case study method has been faced with by the research community, Yin (2014) identified four different measures: construct validity, internal validity, external validity, and reliability.

Construct validity is concerned with establishing correct measures for the concepts being studied; it is basically to ensure that the collected data is relevant to the research (Yin, 2009). It concerns whether data generation techniques are sound, measuring the phenomenon they are supposed to (Kitchin and Tate, 2000). In this study, therefore, the constructed validity was addressed during the data collection stage by using multiple sources of data as well as multiple techniques of data collection. This led to the recommendation stated by Creswell (2014) as the triangulation (the use of multiple research techniques and collecting data from different sources) that should enhance the researcher's ability to assess the accuracy of findings as well as convince readers of that accuracy, and which is considered to be a mechanism to overcome the limitation of individual research techniques. To ensure the construct validity of this research, data source triangulation, methodological triangulation, and data analysis triangulation were applied.

Internal validity involves establishing a causal relationship, whereby certain conditions are believed to lead to other conditions, as distinct from spurious relationships (Yin, 2014). According to this description, it is important to demonstrate that the analytical strategy and the analysis techniques were used appropriately and the theoretical propositions were suitably linked to data during data analysis. Thus, following a thorough reading of the optional research design, a case study was selected as the most appropriate research design for the research problem under investigation. The nature of the study objective led to the selection of appropriate research design; in turn, the choice of case study research design directed to select the proposed research method and data collection techniques that were explained in the preceding sections, and they were applied appropriately. Research questions and conceptual framework were also developed based on the research objectives. Consequently, this was facilitated the correct direction for data collection and later the data were compared with the research questions in order to arrive at conclusions.

External validity refers to the degree to which research results generalize to other conditions, participants, times, and places (Marczyk et al., 2005). Yin (2009) asserted that external validity could be achieved from theoretical relationships and from these generalizations could be made. On the other hand, Merriam (2009) described that the choice of the single case study design comes with many restrictions when the generalization of the results of the study is concerned. Since, external validity concerned with the degree to which research results generalize to other situations, participants, times, and places, and as this research applies a single case study design, it was difficult to attain in this study.

Reliability concerns the consistency, stability, and repeatability of the informant's accounts as well as the investigators' ability to collect and record information accurately (Selltiz et al., 1976). It is also explained as demonstrating that the operations of the study, such as data collection procedures can be repeated with the same results (Yin, 2014). In order to address the reliability of this research, overall procedures and activities of the research were maintained by using a case study guide map. A case study guide map is a detailed explanation about each step to be followed and all materials to be applied during data collection. The philosophical approach of the research was clearly articulated directing to choosing a single case study research design that allowed the researcher to apply for a documents review, semi-structured interviews, focus group

discussion, and direct observation. The technique applied to analyze the collected data was defined and can be replicated by other researchers

3.7. Ethical Consideration

Barnes (1979) defines ethical factors as those which arise when we try to decide between one course of action and another not in terms of expediency or efficiency but by reference to standards of what is morally right or wrong. Ethics in social research addresses those issues that concern the behavior of social researchers and the consequences that their research brings to the people they study (Henn et al., 2006). Ethical consideration arises once a researcher starts to plan his/her research, seeking access to organizations and individuals and collecting, analyzing, and reporting data (Saunders et al., 2009 and Hesse-Biber, 2017). This implies that ethical issues have the potential to impact at every stage of the research process and within any research project. Due to the role that they play at research process, ethical considerations place the research participants, rather than the researcher, at the center of the research design when deciding on what is appropriate and acceptable conduct. Henn et al. (2006) emphasized that central to the case for ethically sound research is the principle that research participants are able to consent freely to their involvement in research.

Therefore, prior to collecting data from the proposed sources, the researcher has explained the research as fully as possible to the government agencies, specifically Hossana town municipality and the department of Hadiya Zone Urban Development and Construction responsible to administer and implement urban land policy in general and the supply of serviced residential land in particular in the study area in a ways that is likely meaningful to them, and to maintain professional integrity. Likewise, in order to realize the principle of informed consent, people who were participated in this research were informed of certain key points in a manner that is intelligible to them. The purpose of the research and its policy implications, the identity of the researcher and the organizational base, how and why they were chosen, the role of the participants in the research were informed prior to conducting the data collection. This has been realized with personal contact to keep a close relationship with research participants in order to develop their acceptance.

Another important element of ethical consideration is the issue of confidentiality and anonymity. Confidentiality concerns the right to control information about oneself or refers to an active attempt to remove from the research records any identifying features of the research participants, and anonymity means that those who participate in the research remain nameless. Both of these terms are connected with separating an individual's identity from her or his responses. Anonymity ensures that a person remains nameless and unidentifiable, and confidentiality means that the researcher holds the data in confidence and keeps it from public consumption (Henn et al., 2006). In this study, the researcher has taken care not to divulge the identity as well as what was learned from the participants to others without the individual's permission. In general, the researcher has maintained the participants' anonymity and confidentiality throughout the entire research process. Moreover, as recommended by Maguire (1987), the researcher not only respects but also is accountable to the people of the community where the research is carried out.

3.8. Chapter Summary

This chapter of the final report of the research has presented and justified the research methodological design of the study in detail. Philosophical approach, research strategy, types and sources of data, types and techniques of data collection were selected and applied in such a way as to address the research problem and achieve the research objectives. Concerning the research philosophy, an interpretivist view was adopted, and a case study was applied as the main research strategy. Based on the research problem and questions, an explanatory and descriptive single case study was selected as appropriate for achieving the research objectives. The study utilized various documentation reviews and literature reviews, semi-structured interviews, and field observation/site visit/ for data collection. They have been applied to achieve data triangulation, to provide a clear explanation of how the data was collected from both primary and secondary sources, and to ensure data reliability and validity. Consequently, the overall data collection technique of this study was based on triangulation. Regarding the data analysis, collected data were analyzed using thematic analysis techniques both qualitatively as well as quantitatively. Tables, charts, graphs, words, numbers, and percentages were utilized to summarize and present the findings of the research. Last but not least, ethical concerns were defined in this chapter, to describe how the participants' anonymity and confidentiality has been maintained.

Chapter four

Status of Contemporary Legal Framework Guiding the Practicality of Procedural Activities of the Supply of Serviced Residential Land

4.1. Introduction

This chapter presents the status of currently functioning legal framework guiding the implementation urban land policy in general and the practicality of procedural activities of the supply of serviced residential land in particular in the case of Hossana Town, Southern Ethiopia. The chapter is based on field study findings obtained from 42 interview respondents nominated from urban land supplying agencies, residents whose landholdings are expropriated by government agencies.

Data has been collected through semi-structured interview, three FGDs, field observation/site visit/ and document review by the researcher. Primary data is supported by evidence gathered from documents and government official reports dealing with the issue under question.

The chapter is structured in to five sections. Section 4.2 presents a general profile of the respondents. The next section (from section 4.3 .1 to 4.3.5 presents and describes one of the research themes: the status of the present-day legal framework guiding the implementation of urban land policy in general and the procedures of urban land supply in particular. From 4.4.1 to 4.4.15 presents the status of the practicality of procedural activities of the supply of serviced residential land in the case of Hossana Town, Southern Ethiopia. It also presents the status of the supply of residential land through auction (tender) and allotment. Section 4.5 describes the major problems of formal land supplying procedures. Finally, section 4.6 provides the summary of the chapter.

4.2. General background information/profile/ of the respondents

In this section, the general profile of the respondents is presented. In a nutshell, respondents recruited for this study are categorized in two groups: urban land policy implementers and residents who were affected by one of the urban land policy instruments: by expropriation of landholding for the “public purpose”. They are selected from policy implementers working at the different organizational levels and residents affected by the expropriation of landholdings to solicit varied perspectives from different actors in the implementation of urban land policy. The respondents designated from policy implementers were analyzed in terms of their position, years of experience in urban land supplying activities, the organizational level at which they were involved in land supplying activities, educational qualifications, and professional background. The results are shown in Table 4.1 below.

Table 4.1: General profile of respondents

Groups of respondents		Officials (urban land policy implementers)		Residents who were affected by expropriation of landholdings	
		Number	%	Number	%
Position	Chief /Head/ of the urban land supplying institution	3	14.3	-	-
	Expert/Specialist of the urban land supplying institution	18	85.7	-	-
Organizational level	Zone	5	23.8	-	-
	Town	13	61.9	-	-
	Sub-city	3	14.3	-	-
Years of work experience	1-3	4	19	-	-
	4-7	10	47.7	-	-
	>7	7	33.3	-	-
Educational	Masters	8	38.1	-	-

qualifications	Bachelors/MA/MSc/	13	61.9	-	-
	Diploma	-	-	-	-
	Certificate	-	-	3	14.3
	1-12	-	-	16	76.2
	No formal education	-	-	2	9.5
Professional background	Urban management	7	33.3	-	-
	Urban planning	11	52.4	-	-
	Property valuation	1	4.8	-	-
	Urban engineering	2	9.5	-	-
	Total	21	100	21	100

Source: Field survey, 2020

4.3. Reaction of respondents on the status of present-day legal framework guiding urban land supply in Ethiopia

The study intended to establish whether or not the legal framework was satisfactory for guiding formal residential land supply, to find out whether or not the legal framework has offered a feasible solution to the urban land supply problem, the legal directives indicated in the framework guiding urban land supply are executed, the procedural steps to be followed by urban land suppliers are given in clearly identified and defined manner, the stakeholders such as people and institutions found at the local level have participated in the formulation of legal frameworks guiding urban land supply and the legal frameworks enacted at the national level are adopted at the SNNPRS context to guide the supply of urban land at the regional context. The research findings show that some legal frameworks directly related to urban land supply which comprise the Urban Land Lease Holding Proclamation No.721/2011, Expropriation of Landholdings for Public Purposes and Payment of Compensation Proclamation No.455/2005, Urban Land Lease Hold Permit Regulation No.123/2007, Urban Land Lease Hold Permit Rule (Directive) No.8/2007 are available. The summary of other points reflected by the interviews respondents about the aforesaid legal framework is discussed as follows.

4.3.1. The framework does not exhaustively offer a feasible solution to urban land supply problem

The findings show that 24(57%) of the interview respondents stated that though urban land supply requires the use of high resources, basically a high amount of money for payment of compensation for expropriation of landholdings and the availability and skill to use of high technology equipment, the legal framework does not properly offer and justified how and from where such budget comes from and readily available if the municipality cannot afford it. Further, the findings show that 11(26%) of the respondents think that the framework does offer all solution to urban land supply problem while 7(17%) of the respondents do not know whether the framework does offer all solution to urban land supply problem or not. Moreover, all (21) respondents participated from urban land supply policy implementing institution commented that:

Although the Proclamation states that the municipality shall have the power, where it is in the public interest, to clear and take over urban land upon payment of commensurate compensation, in advance, for the properties to be removed from the land, the legal framework does not properly offer and justify how and from where such budget allocated for used for compensation is secured. Thus, formulators of the legal framework guiding the implementation of urban land supply should give due attention to the strategy that offers a feasible solution to shortages of resources to make the urban land supply policy more practical. This account is very similar to what has been discussed by the African Economic Commission (2010) which states that the development of land policies in Africa does not take into account full financial and economic cost appraisals hence provide only for inadequate resource commitment and mobilization for policy implementation.

4.3.2. Weak enforcement of legal provisions indicated in urban land supply guiding framework

All interview respondents from government agencies in charge of the preparation and supply of urban land uncovered that though some legal frameworks exist, enforcement of such frameworks is a challenging endeavor. A case in point is the weak enforcement of provisions stated in Proclamation No.721/2011 and Directive No, 8/2007. Proclamation No.721/2011, Article 8; and Directive No, 8/2007, Article 20, issued by the SNNPRS clearly state that *the appropriate bodies shall be responsible for ensuring the preparation of an annual plan for urban residential land supply based on the demand for urban residential land and the timely supply of urban land in accordance with the plans prepared based on demand for land; no person may acquire urban land other than the lease holding system: through the modality of tender or allotment and the appropriate body shall ascertain that all urban lands prepared to supply for residential and other developments have access to basic infrastructure.*

Nevertheless, the respondents participated in both FGDs and individual interview expressed that not only the preparation of a demand-based annual plan for the supply of urban residential land is not properly executed but also annual demand for urban residential land data is not properly collected and analyzed. Concerning -“timely”- supply of urban land, first of all, the legal framework does not give a well-defined minimum time frame for the supply of urban residential land. Second, respondents underlined that the timely supply of urban land is not firmly ensured. In view of the above responses collected from interviews and documents, the town can supply urban residential land at any time it considers appropriate.

Likewise, they stated that a large number of people are acquiring urban residential land through informal channels other than the lease holding system, and the supply of residential land is

characterized by numerous problems such as inadequacy and delays in the provision of basic infrastructure. Additionally, though Proclamation No.721/2011 declares that detail data pertaining to the land needed for preparation should be sent, at least one year before the commencement of the land preparation project, to the organs empowered to expropriate land in accordance with the Proclamation and obtain permission from them, evidences collected from informants and official documents revealed the specified provision is not practiced properly.

4.3.3. Lack of clearly identified and functionally defined procedural steps to be followed by urban land suppliers

Findings indicated that, apart from the activities suggested by the Land Preparation and Bank Operational Manual document which has been prepared by the Federal Urban Land Development and Management Bureau of Ethiopia in December 2012G.C. at national level, before ten years ago, the legal framework prepared at SNNPRS level to guide urban land supply have not given clearly identified procedural steps that should be followed by municipalities in the course for the supply of residential land. Further, Proclamation No.721/2011 and prepared at the national level to guide urban land supply has not given proper attention to how the regional governments carefully prepare action-oriented procedural steps that guides the process to make the implementation of urban land supply policy more successful. For instance, Proclamation No.455/2005 states that the working procedures for the property valuation committees established in accordance with Article 10(4) of the Proclamation shall be determined by directives.

However, evidence indicates that directives that clarify the working procedures for the established property valuation committees did not issued by the SNNPRS. Moreover, the same Proclamation requires the property valuation committee to have “relevant qualification”. But,

“having relevant qualification” is not clearly defined by legal frameworks that guiding urban land supply. Likewise, although Article 40(7) of the Constitution of the Federal Democratic Republic of Ethiopia 40 (7) and other Proclamations like Proclamation No.721/2011 mandates the urban land policy implementing government agency to provide “commensurate compensation” in the case expropriation of landholdings for public purposes, and the “timely supply” of urban land based on demand for land, but there are no directives that functionally define and clarify the concept “commensurate compensation” and “timely supply”.

4.3.4. Limited participation of stakeholders from local (town municipality) level in formulation of legal frameworks

Evidences collected from the interviews and FGDs showed that legal frameworks guiding the supply of urban land are prepared by the participation of few experts only. According to the participants of FGDs and interviews, apart from the participation of few experts from the study area (Hossana Town Municipality) in the discussion of drafted legal frameworks, the issue of public (mainly representatives of landholders at urban and pre-urban areas) participation was not prioritized. Consequently, legal frameworks prepared by experts only, regardless of their soundness, cannot inspire these local people (landholders at urban and pre-urban areas) to participate in their execution. Informants asserted that lack of proper participation of local people in the preparation of urban land use planning is one of the problems observed concerning the legal frameworks guiding land supply, particularly in the case of the study area. The summary of reactions of respondents up on the status of participation of stakeholders from local (town municipality) level in formulation of legal frameworks is presented in Figure 4.1.

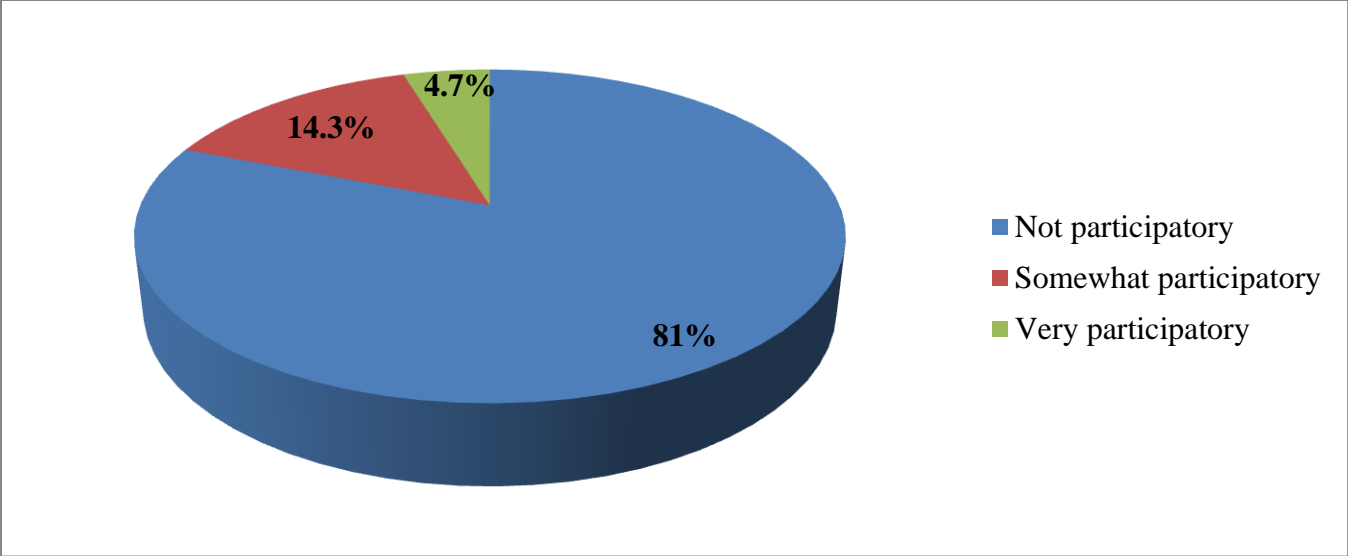


Figure 4.1: Summary of the reactions of respondents on participation of stakeholders in the formulation of legal frameworks guiding urban land supply (n=42)

Source: Interview data, 2020

According to the participants of FGDs and individual interview, urban land policy in general and other related legal frameworks guiding the implementation of urban land supply are prepared according to the elite theory. As stated by Dye (1995), this theory asserts that public policy decisions are not made based on the demands and interests of people, but rather based on the governing elites, whose preferences are carried into effect by bureaucratic agencies. He also stated that elitism views the masses as passive, and mass sentiments are more often manipulated by elites, rather than elite values being influenced by the masses. The result agrees with the African Union Commission’s Framework on Land Policy (2010) in Africa which says that despite evidence of community participation in some countries, the state has generally played the dominance role in driving and shaping land policy formulation, and inputs from stakeholders to land policy development have all too frequently been ignored.

4.3.5. Lack of contextualized (adopted) and up-to-date regulation (directives)

Evidence gathered from interviews and documents show that one of the most important legal frameworks guiding land supply procedure namely regulations and rules (directives) guiding the expropriation of landholdings for public purposes and payment of compensation prepared at the Southern Nations Nationalities and Peoples regional context are absent (not issued until 2019). This implies that until now authorities are applying Proclamation No.455/2005 issued at the national level, though regional circumstances highly necessitate the adoption of the Proclamation.

The same Proclamation indicated that to maintain data of properties removed from expropriated landholdings, particulars and conditions of maintaining such data shall be prescribed by directives; and the Council of Ministers Regulations No. 135/2007, Article (14) stated that the provision of replacement land to an urban dweller whose landholding has been expropriated shall be governed by directives issued by the Regional States. Nevertheless, the required directive that guides the payment of compensation for property situated on landholdings expropriated for a public purpose is not issued at the SNNPRS level.

Furthermore, data indicated that Proclamation 721/2011 Article 14(3) states that “The benchmark lease price shall be updated at least every two years to reflect current conditions”. The rationale behind this provision is that tender shall reflect the currently prevailing transaction value of the land. However, the act of updating the benchmark lease price has an indirect effect on the amount of payment of compensation for expropriation, the legal frameworks have not given provisions that directly explains the minimum time frame when the Proclamation for payment of compensation for landholders whose holding has been expropriated shall be updated

to reflect property prices which are escalating up sharply from day to day, as exhibited in the study area.

4.4. The practicality of the procedural activities of the supply of serviced residential land at Hossana Town

As indicated in Proclamation No.721/2011 and detailed in the Urban Land Development and Management Policy and Strategy of the Federal Democratic Republic of Ethiopia, one of the main objectives of the proclamation is preparing and supplying sufficient residential land with the provision of infrastructure to satisfy the growing urban land demand which resulted from the fast economic growth of the country.

To support the implementation and successful achievement of this objective, the land preparation and bank operational manual which has been prepared by the Federal Urban Land Development and Management Bureau of Ethiopia as well as the Urban Land Lease Holding Regulation/rule/ suggested some fundamental procedural activities, which are indicated in table 4.1, to be followed and executed by urban land suppliers.

Based on this objective of the urban land supply policy and subsequent procedural activities, respondents of this research were asked to provide their reactions to the practical experience of Hossana Town. Because, regarding the land supply procedure, the study intended to establish whether or not the procedures are executed well.

The summary of the reactions of informants concerning the status of practicality/execution/ of the procedural activities of residential land supply is presented in Table 4.1.

Table 4.2: Summary of the reactions of respondents concerning the status of practicality/execution/ of the procedural activities of residential land supply in the case of Hossana Town, Southern Ethiopia

Key procedural activities of residential land supply	Category of reactions in No. and %							
	Fully practical		Somewhat practical		Not practical		Do not know	
	No.	%	No.	%	No.	%	No.	%
Preparation of urban land use plan	31	73.8	5	11.9	-	-	6	14.3
Preparation of annual plan for the supply of urban residential land based on demand	8	19	13	31	5	11.9	16	38.1
Discussion and approval of plan for residential land preparation and supply	4	9.5	17	40.5	5	11.9	16	38.1
Official agreement with government agencies related to the preparation and supply of serviced land	-	-	-	-	21	50	21	50
Publicizing the approved annual plan for urban residential land preparation and supply	-	-	7	16.7	25	59.5	10	23.8
Demarcation of area for land preparation	4	9.5	38	90.5	-	-	-	-
Identification and planting of durable boundary markers	4	9.5	38	90.5	-	-	-	-
Preparation, approval and publicizing of local development plan (LDP)	17	40.5	25	59.5	-	-	-	-
Conducting discussion with residents whose landholdings expropriated	14	33.3	28	66.7	-	-	-	-

Compiling data for compensation: measuring of the land area and counting of assets found on the land identified to be expropriated		25	59.5	17	40.5	-	-	-	-
Valuation and payment for compensation		19	45.2	23	54.8	-	-	-	-
Clearance of the site		33	78.6	9	21.4	-	-	-	-
Provision of basic infrastructure	Provision of clean water	-	-	4	9.5	38	90.5	-	-
	Provision of electricity	-	-	4	9.5	38	90.5	-	-
	Provision of access roads	42	100	-	-	-	-	-	-
	Provision of sewerage system	-	-	-	-	42	100	-	-
Land parceling and codification of plots		42	100	-	-	-	-	-	-
Land banking and protection of prepared plots		6	14.3	15	35.7	-	-	21	50

Source: Interview data, 2020

4.4.1. Preparation of urban land use plan

The urban land policy states that the appropriate body shall ascertain that the lands which will be supplied are prepared in conformity with the urban land-use plan. Accordingly, as indicated in table 4.1, 31(73.8%) respondents and 5(11.9%) respondents asserted that preparation of urban land use planning is a fully and somewhat executed duty respectively while 6(14.3%) respondents uncovered that they did not know about the preparation of land use planning of the town. This reveals that the preparation of a land-use plan which identifies available urban land to various uses such as residential, commercial, open spaces, etc., and others are performed well based on the requirements. On the other hand, as asserted by the respondents, the main problem with the urban land plan is lack of applicability. For instance, it is common to see erected buildings in areas where land is allocated for roads and open spaces.

4.4.2. Preparation of annual plan for residential land preparation and supply

As it can be observed from table 4.1, 8 (19%) and 13(31%) of respondents, principally chiefs and experts from policy implementing government agencies, thought that preparation of an annual

plan for the supply of serviced residential land, based on demand for urban land, is a fully and somewhat executed task respectively. 5 (11.9%) of respondents said that the preparation of an annual plan for the supply of serviced residential land based on demand for urban land is not executed. Further, 16 (38.1%) said they do not know about the preparation of an annual plan for the supply of serviced residential land. This shows that all chiefs and experts from agencies said that the preparation of an annual plan for the supply of urban residential land is executed.

However, the majority of the experts asserted that the task is not properly implemented. According to them, preparation of an annual plan for the supply of urban residential land is not properly considered the demand for residential land: data regarding annual demand for urban residential land is not properly collected and analyzed; it does not consider the amount of available developable residential land, and time framework required for residential land preparation. Moreover, the lack of information about this task by respondents affected by land expropriation revealed that the task is not well-publicized to the entire stakeholders.

4.4.3. Plenary discussion and approval of plan for residential land preparation and supply

The preparation and supply of serviced urban land require the discussion and approval of the main stakeholders. As indicated in table 4.1, 4(9.5%) and 17(40.5%) of the respondents, mainly officials, asserted that plenary discussion and approval of an annual plan for residential land preparation and supply is a fully and somewhat executed duty respectively. Of the 21 respondents selected from those whose landholdings affected by the process of land supply, 5(11.9%) of the respondents thought that the task is not executed. The other 16(38.1%) of the respondents do not know anything about this activity. This shows that chiefs and experts selected from policy implementing government agencies consider that the task is implemented fully and to some extent respectively. However, the majority of the experts admitted that the task goes

with problems like lack of adequate discussion with infrastructure providers and financial institutes. The involvement of key stakeholders in this task is not confirmed by the respondents selected from those whose landholdings expropriated. The lack of knowledge about the preparation of annual plans for residential land preparation and supply by respondents whose landholdings expropriated uncovered that this task is hardly publicized.

4.4.4. Official agreement with government agencies related to land preparation and supply

Urban land supplying government agency should officially agree by putting signature on contract document with institutions responsible for the provision of infrastructure, financial institutions, etc. to work together to achieve the intended goal.

As Table 4.1 depicts, 21(50%) of the respondents, all respondents from urban land supplying policy implementing government agencies, admitted that official agreement with government agencies related to land preparation and supply is not executed while 21(50%) of the respondents, all respondents from those whose landholdings expropriated, uncovered that they do not know whether this task is executed or not. This revealed that the duty is not properly executed. Thus, it is barely possible to officially request, for instance, institutions responsible for the provision of infrastructure, and financial institutions to perform their responsibilities timely in the absence of an officially agreed contract document with them.

4.4.5. Publicizing the approved annual plan for residential land preparation and supply

The municipality should publicize the approved annual plan for urban residential land preparation and supply at the first quarter (1-3 months) of the respective year. However, as table 4.1 indicates, 7(16.7%) of the respondents asserted that publicizing the approved annual plan for urban residential land preparation and supply is somewhat implemented while 25(59.5%) respondents asserted that it is not practical. The other 10 (23.8%) of the respondents said that

they do not know whether this task is executed or not. The results indicate that publicizing the approved annual plan for urban residential land preparation and supply is not properly performed. The informants also underlined that the municipality has failed to publicize key information related to land preparation and supply at the right time.

4.4.6. Demarcation of area for residential land preparation

Land supplying agencies should demarcate the area needed for preparation. Principally, demarcating more than one hectare of land for preparing at a time is recommended as an economical: it is used to supply adequate land at a time; it supports to use of available resources in an organized manner and save the overall costs of land preparation. Table 4.1 depicts that 4(9.5%) and 38(90.5%) of the respondents expressed as fully and somewhat executed tasks respectively. They expressed that the status of the implementation of demarcation of area for residential land preparation is not accurate. Specifically, they affirmed that demarcating and preparing more than one hectare of land at a time is not executed.

4.4.7. Identification and planting of durable boundary markers

Land demarcated for preparation according to the approved plan should be identified by planting durable boundary markers. In connection with this, Table 4.1 indicates that 4(9.5%) and 38 (90.5%) of the respondents expressed that identification and planting of durable boundary markers are fully and somewhat executed respectively. This implies that the duty is not implemented as it should be. For instance, respondents affirmed that the publicizing of the size of land that has to be covered by the preparation and the exact time when the preparation of land begins and ends is not performed properly.

4.4.8. Preparation, approval and publicizing of neighborhood (local) development plan (LDP)

The agency responsible for the preparation has to prepare LDP which allocates urban land uses at block level in a participatory process. As it can be seen from the table 4.1, 17(40.5%) and 25(59.5%) of the respondents expressed that the duty is fully and somewhat executed respectively. This implies that the majority of the respondents acknowledged that the task is performed in relatively better status. However, limitations related to ensuring the involvement of all stakeholders in the identification of problems, developing solutions, and taking responsibility for inputs and decisions in the process of plan preparation, and related to publicizing the legally approved plan by posting in a visible public area are articulated by those who asserted as “somewhat” executed, as problems exhibited in implementation of the task.

4.4.9. Conducting discussion with residents whose landholdings were expropriated

Urban land preparing and supplying government agency should officially agree by putting signature on consensus document with democratically elected representatives of residents whose landholdings will be expropriated. The consensus document essentially contains the time when the task of land preparation begins and ends, duties/responsibilities/ of the representatives, duties/responsibilities/ of the government agency, among others. From table 4.1, results show that 14 (33.3% and 28(66.7%) of the respondents expressed that conducting a discussion with residents whose landholdings expropriated is a fully and somewhat executed task respectively. The result reveals that all of the respondents asserted the execution of the task. From those who expressed as “somewhat executed”, 21 respondents are key informants selected from those whose landholdings expropriated and the remaining 7 respondents are experts. As explained by these informants, there is a limitation in relation to the formulation of consensus documents with the representatives. Likewise, declaring the time when the task of land preparation begins and ends; duties/responsibilities/ of the representatives of the residents; duties/responsibilities/ of the

government agency; and the timeframe when residents leave the required area is not only executed but also is not based on consensus document.

4.4.10. Compiling data for compensation and substitution

Data of properties found on the land identified to be expropriated has to be collected carefully using photo and video records. Results indicated that 25(59.5%) and 17(40.5%) of the respondents uttered that compiling data for compensation: measuring of the land area and counting of assets found on the land identified to be expropriated is fully and somewhat executed respectively. This signifies that majority of the respondents asserted that the task is actually implemented. According to the respondents who were expressed as “somewhat” executed, the collection of data on properties found on the land identified to be expropriated is not supported by photo and video records.

4.4.11. Valuation and payment for compensation

Proclamation No.455/2005 stated that: “the property situated thereon shall be valued by a committee of experts having the relevant qualification and to be designated by the urban administration, and the working procedures for the committees established in accordance with this proclamation shall be determined by directives, and compensation must be paid in advance.”

Accordingly, findings indicated that 19 (45.2%) and 23(54.8%) of the respondents expressed that valuation and payment for compensation is a fully and somewhat executed task respectively.

According to the informants, the task is implemented in the study area with varying status of implementation to various respondents. Most of the respondents selected from urban land policy implementing agencies stated that the task is executed fully. On the other hand, the majority, all of the respondents selected from residents and some respondents from government agencies asserted that the task is “somewhat” executed. Majority of the respondents, mostly, who were

expressed as “somewhat executed” described limitations of valuation and payment of compensation as follows:

Even though there is an adequate size of land that can accommodate them, any household member who are under 18 years old but who are equally benefiting from the expropriated land is not considered in the provision of land (land-to-land) as compensation; and social and cultural losses caused due to expropriation are not considered in the valuation of the compensation. There is no support provided by responsible urban administration as rehabilitation.

Likewise, the amount of compensation for property situated on the expropriated land has been determined on the basis of replacement cost (the value at which a similar quality of property at the site of replacement or nearby can be purchased) of the property, not at the suspected market value. In the current context where usually property prices are escalating up sharply from day to day at all sites, landholders whose holding has been expropriated are not compensated for their property at rates that would enable them to buy or construct property a day after expropriation carried out. Moreover, the collection of data of properties found on the land identified to be expropriated is not properly supported by photo and video records.

4.4.12. Site clearance and provision of basic infrastructure

Concerning the practicality status of the clearance of the site, the majority of the respondents, 33(78.6%) said that cite clearance is fully executed while 9(21.4%) of the respondents expressed that the duty of cite clearance is somewhat implemented. As revealed by the majority of the respondents, the duty of cite clearance is one of the duties executed well in the town. However, some respondents said that due to the complaints and questions related to the amount of compensation, landholders affected by expropriation make the execution of cite clearance to be hindered. Proclamation No.721/2011, Article 8 states that the appropriate body shall ascertain

that all urban lands prepared to supply for residential use have access to basic infrastructure and facilities like paved access roads, pipe-borne clean water supply, electricity (power supply), sewerage facility, and so on. However, in practice, the only provision of the access road is mentioned by all respondents as a duty executed timely (before the supply of residential land). The majority, more than 90% of the respondents disclosed that urban lands are supplied to people for residential development (in most cases) in areas where there are no access to clean water, power (Electricity), and wastewater collection (sewerage system).

Moreover respondents participated in FGDs and individual interview asserted that:

The lack of a sewerage system is a serious problem not only in the newly supplied residential sites but also in the older parts of the town. The access road is the only infrastructure provided by the government with newly supplied residential plots whilst the provision of clean water and electricity (power) can take a long time, not only after the supply of land but also house construction.

These responses are also supported by the observation of the sites where residential land has been supplied. Lack of basic infrastructure, delays in the provision, and the existence of non-functional networks of infrastructure, which arises due to various factors were observed and expressed as the main problems associated with the execution of the provision of infrastructure.

4.4.13. Parceling of land and codification of parcels

Before the carrying out of urban land supply, the urban land parceling plan has to be prepared according to the local development plan that has been prepared earlier. Data indicate that all (42) respondents articulated that parceling of land and codification of parcels are fully executed.

4.4.14. Land banking and protection of prepared parcels

According to Proclamation No.721/2011, basic information about prepared land has to be registered in land bank and protected properly until it will be supplied and transferred to a developer. According to table 4.1, 6(14%) and 15(35%) of the respondents, chiefs, and experts, expressed that land banking and protection of prepared parcels are fully and somewhat executed respectively while 21(50%), all of the respondents from those whose landholdings expropriated do not know anything about land banking. Respondents who have expressed their response as “somewhat” executed explained that due to limitations related to inefficient expropriation procedures, reserving or withholding adequate land in advance of needs, by registering in the land bank system, is not successfully implemented. According to informants, for example, there are situations where supply and transfer of land have been performed without the land is properly registered in land bank system, and then registering in the land bank system is done later. Moreover, there are occasions when the prepared land is occupied illegally by land invaders.

4.4.15. Supplying serviced residential land through formal channels

The Urban Lands Lease Holding Proclamation 721/2011 and the Urban Land Development and Management Policy and Strategy of Ethiopia states that the supply of urban land shall be based on the demand for urban land and shall be responsive to land resources demand. Theoretically, the aforesaid policy documents argues that land policy gives the right to ownership of rural and urban land exclusively to the state and public as well as the right for supplying land for various public and private users for the state (municipalities), to supply land via two modalities: auction (tender) and allotment, is the best policy approach to supply adequate land that can respond demand for urban land via formal channels. Because, it enables the government to limit the power of landowners and the extent to which they may use monopoly ownership to withhold land from the sale, hence driving up land prices and generally controlling the land market; it

enables the government to expropriate landholdings with the payment of compensation and to supply planned land to all land seekers with reasonably affordable price by lowering legal, administrative, operational and financial barriers to entry for marginalized populations. Moreover, solving the problems of the inefficiency of urban municipalities in land supply is stated as one of the reasons offered for the declaration of the currently functioning lease proclamation.

Accordingly, the study intended to establish whether or not the demand-responsive residential land is supplied. Data collected from the Urban Land Development and Management Office of the Hossana Town Municipality implies that there is a gap between government policy and practice, between what the government ought to do and what it actually does. Data collected from the Urban Land Development and Management Office of the Hossana Town Municipality concerning the status of practicality/execution/ of the supply of the residential land via the two officially recognized modalities, auction (tender) and allotment, is presented in table 4.3.

Table 4.3: Status of the supply of residential land by Hossana Town via tender in the past 7 years from 2005-2011 E.C

Year	Round	Amount of land supplied for residential use		Number of land seekers officially applied to acquire residential land via tender	Demand to supply Ratio
		Amount in Parcel	Amount in sq.m.		
2005	1 st	88	17600	2962	1:33
2006	1 st	98	19600	2751	1:28
2007	1 st	195	39000	2652	1:14
2008	1 st	200	40000	2788	1:14
2009	1 st	75	15000	1943	1:26
2010	1 st	41	8200	714	1:17
2011	1 st	40	8000	1854	1:46

Source: Hossana Town Municipality Land Development and Management Office, 2012E.C.

As indicated in table 4.3, the amount of land supplied by the municipality is less in huge amount than demand for urban land. When compared demand and supply of residential land, with respect to the Demand to Supply ratio was 1:133, 1:28, 1:14, 1:14, 1:26, 1:17, and 1:46 for the year 2005, 2006, 2007, 2008, 2009, 2010, and 2011 respectively. This suggests that there was high demand for acquiring urban residential land and the land supplying government agency had limitation on supplying the land via formal channel, land use right lease. So, in the case of Hossana Town, the status of the supply of residential land via tender (auction), one of the official channels, is not promising, is not demand responded.

Table 4.4: Status of the supply of residential land by Hossana Town for those who are organized under Association of Residential House Construction, through allotment in the aforesaid years

Year	Amount of Associations formally applied/registered/ for residential land	Amount of Associations obtained land for residential house construction	
	Number	Number	%
2005-2011E.C.	370	123	33.2

Source: Hossana Town Municipality Land Development and Management Office, 2012E.C.

The allotment is one of the official modalities applied for supplying urban land without tender under the lease system of Ethiopia. It is generally the policy response by the government to a failure of the land tender (competitive bidding) modality to accommodate some part of the society particularly those who cannot afford to pay the highest lease bid price.

However, as revealed in table 4.4, in the past 7 years, the amount of Associations formally applied/registered/ for acquiring residential land via allotment is 370 while the amount of Association of Residential House Construction obtained land for residential house construction via allotment is only 123 (33.2%). This also implies that there was high demand for acquiring

urban residential land via allotment modality and the Hossana Town administration had limitations on supplying the land via this channel. So, in the case of this study area, the status of the supply of residential land via allotment, one of the official channels, is not demand responded.

In general, data collected from the urban land supplying government agency indicated that the supply of residential land which is entirely dependent on the willingness of the municipality to supply land (supply-oriented approach) cannot cop up with the demand for urban residential land. The result contradicts one of the fundamental points of arguments, provided by the Government of Ethiopian for the maintenance of state-public land ownership, which says that land policy that gives the right to ownership of rural and urban land exclusively to the state and public as well as the right for supplying land for various public and private users for the state (municipalities), to supply land via two modalities: auction (tender) and allotment, is the best policy approach to supply adequate land that can respond demand for urban land via formal channels. It also contradicts the promises of the Urban Lands Lease Holding Proclamation 721/2011 and the Urban Land Development and Management Policy and Strategy of Ethiopia which states that the supply of urban land shall be based on the demand for urban land and shall be responsive to land resources demand.

4.5 Major problems of the formal land supplying procedures

4.5.1. Length/cumbersomeness/ of the procedure

Both personal interviews and focus group discussions with officials of urban land supplying government agencies indicated that formal land supply processes are very lengthy and uneconomical. The time spent to accomplish all the activities and making the land ready to supply is a very long process. It requires a large amount of costs in terms of human and material

resources. The lengthy procedure is also asserted as one of the factors that cause delays in the implementation of the supply of urban land. In relation to this, 37(88.1%) of the respondents declared that the land supply procedure is cumbersome.

4.5.2. Deficiency of transparency

As indicated by Proclamation No.721/1011, one of the fundamental principles of the lease is adherence to the principles of transparency and thereby preventing corrupt practices and abuses to ensure impartiality in the process. However, lack of transparency is stated as one of the concerns observed in formal land preparation and supply procedure. The summary of responses of the respondents concerning transparency of formal land supply procedure is indicated in figure 4.2

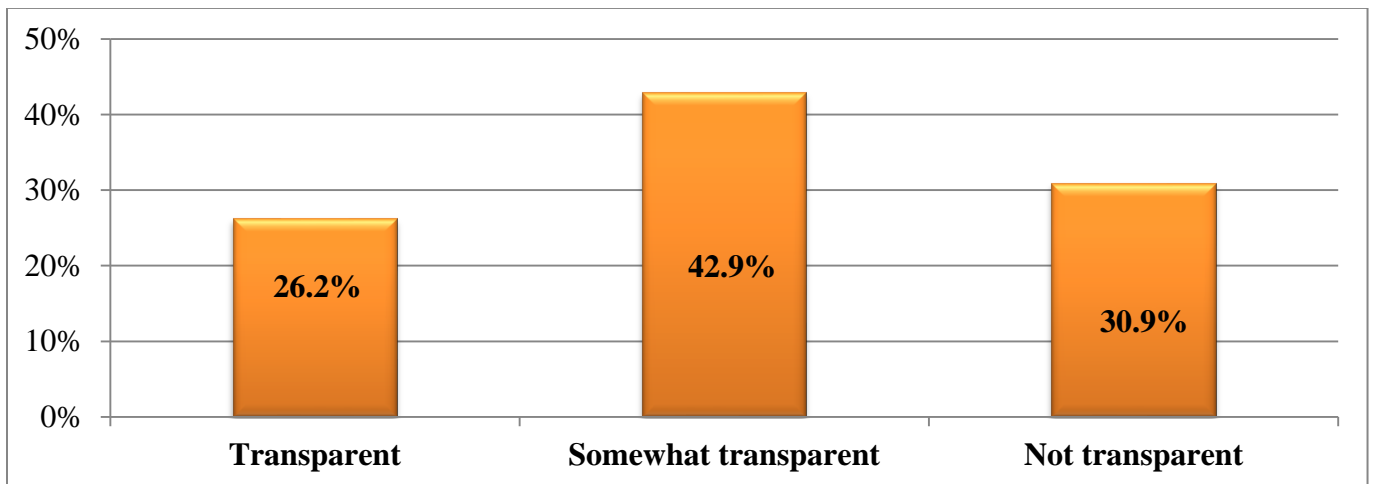


Figure 4.2: Summary of the reactions of respondents on the status of transparency of formal land supply procedure (n=42)

Source: Interview data, 2020

From figure 4.2, 18(42.9%) and 13(30.9%) of the respondents asserted that formal land preparation and supplying institutions and procedures are “somewhat transparent” and “not transparent” respectively. As an example, informants expressed that however land allotment

modality is generally the policy response by the government to a failure of the competitive bidding modality to accommodate those who cannot afford to pay the highest lease bid price, the entire procedure, beginning from land preparation to supply of land through allotment modality lacks transparency.

4.6. Summary of the chapter

The findings of this study show that the precondition for effective supply of urban land necessitates making stakeholders, mainly landholders from the local level, central to the formulation as well as the implementation of legal frameworks dealing with urban land; formulation of framework that can exhaustively offer a feasible solution to urban land supply problem; availability of contextualized (adopted) and up-to-date rules and regulations; availability of clearly identified and functionally defined procedural steps to be followed by urban land suppliers and appropriate enforcement of available legal provisions guiding the supply of urban land, among others. However, in Ethiopia, in the case of the study area, the current legal framework guiding the supply of urban residential land is characterized by a deficiency of these preconditions.

In terms of practicality of required procedural activity (duties) of the formal residential land supply, findings showed that preparation of urban land use plan, land parceling and codification of plots, compiling data for compensation; and preparation, approval, and publicizing of LDP are implemented well than the others. Conversely, duties such as the official agreement with government agencies related to preparation and supply of serviced urban land; publicizing the approved annual plan for urban land supply; provision of basic infrastructures; and land banking are implemented poorly in the case of Hossana Town. Moreover, the cumbersomeness of the procedure and deficiency of transparency are identified as the major problems of the formal land

supplying processes. On the other hand, available legal framework cannot solve the problems related to the practicality of the aforementioned duties in general and the shortage in the supply of serviced residential land in particular. Further, respondents felt that the available legal framework guiding urban land supply is not adequate to solve the problems fundamentally. Therefore, it should be borne in mind that if the aforesaid preconditions, among others, are not improved, the problems of shortage in supply of serviced urban residential land via formal channels will remain unresolved or become worse. Therefore, the study shows that the problem requires not only reviewing the weaknesses of the available legal frameworks but also more legal frameworks that can directly addresses problems related to the supply of formal and serviced urban residential land.

Chapter five

Factors affecting the implementation of procedures of the supply of serviced residential land

5.1. Introduction

This chapter presents factors affecting the implementation of procedural activities of the supply of serviced residential land through official modalities in the case of Hossana Town; Southern Ethiopia. It is based on field findings obtained from participants of the research. It is structured into two sections. Section 5.2 to 5.7 describes findings collected from the interviews respondents about issues adversely affecting the practicality of the procedures of the supply of land in the case of Hossana Town. Section 5.8 provides the summary of the chapter.

5.2. Reaction of the respondents concerning factors adversely affecting the practicality of the procedures of the supply of land in the case of Hossana Town

The summary of findings collected from the interviews respondents about issues adversely affecting the implementation of urban land policy in general and the practicality of the procedures of the supply of residential land in the case of Hossana Town is presented in table 5.1, and each issue is presented in consecutive sections in more detail.

Table 5.1: Summary of the reflection of the respondents concerning factors adversely affecting the practicality of the procedures of the supply of land in the case of Hossana Town (n = 42)

Category of the responses concerning factors adversely affecting the practicality of the procedures of the supply of serviced land in the case of Hossana Town	Number of responses	
	Frequency	Percentage
Lack of legal framework guiding the implementation procedure	24	57
Absence of urban land development and management agency at <i>kebele</i> level	39	92.8
Inadequate coordination/integration/ between land policy implementing stakeholders	27	64.2
Financial problems	39	92.8
Lack of leadership commitment	31	73.8
Resistance of landholders	39	92.8
Improper political interference	24	57

Source: Interview Data, 2020

5.2.1. Lack of legal framework guiding the implementation of the policy

Lack of some significant legal framework guiding the implementation of the procedure is indicated by informants as one of the issues significantly impeding the practicality of procedures of the supply of serviced residential land. The interview results with responsible officials from Hossana Town Municipality and Department of Hadiya Zone Urban Development and Construction revealed that, for instance, there is no proper legal framework for expropriation of landholdings for public purposes and payment of compensation prepared at the Southern Nations Nationalities and Peoples Regional (SNNPR) context, apart from the Proclamation No.455/2005

issued at the national level. However, Proclamation No.455/2005 requires regions to issue directives necessary for the proper implementation of the Proclamation and regulation issued at the national level. The officials narrated that the absence of the aforementioned legal framework prepared in regional context contributed to the impracticality of urban land policy in general and procedures of residential land supply in particular. Both group and individual informants commented that:

However, the Constitution protects citizens' right to use the land and grants them ownership of any permanent property they build on the land, and this confirms the citizens' right to demand for compensation whenever this land is required for a public purpose, the absence of regionalized (contextualized) and up-to-date regulation, principally, regulation for expropriation of landholdings for public purposes and payment of compensation, prepared at the regional context to guides property estimation and price determination system leads to the presentation of different estimates for the same property during compensation estimation. The problem is intensified by the exposure of the system to rent-seeking activities. Moreover, the study finding shows that directives guiding and clarifying the following issues do not exist at the SNNPR State level:

- ✚ The treatment of residents who will be affected by the land acquisition at the SNNPR State context; though Proclamation No.455/2005 states that the provision of replacement land (land-to-land) to an urban dweller whose landholding has been expropriated for the public purpose shall be governed by directives issued by Regional States;
- ✚ The qualifications considered as relevant to be a member of property valuation committee, and working procedures for the property valuation committees established in accordance with the Proclamation No.455/2005;

- ✚ “Timely” supply of urban land: to define the minimum time frame for the supply of urban residential land, i.e. whether the task of residential land supplying is carried out compulsorily every three-monthly, six-monthly, yearly, etc. or there is no written legal directives by which the municipality is enforced to supply urban land according to legally prescribed time frame; and
- ✚ How to properly collect, analyze and identify the amount of demand for urban residential land before the preparation of a yearly plan for the supply of urban residential land and ensured by the appropriate bodies.

This signifies that, as affirmed by the data collected from key informants and reviews of related literature, the absences of the relevant legal framework that can smooth the practicality of the urban land policy is one of the explaining factors for poor implementation of the supply of urban residential land via formal channels; and the extent to which land supply functions effectively depends in part on the availability of all appropriate legal frameworks. The result contradicts one of the key strategies for implementing urban land development and management policy identified by the Urban Land Development and Management Policy and Strategy document prepared by the Government of the Federal Democratic Republic of Ethiopia which states that to enable successful implementation of urban land policy, proclamations, rules, regulations, and implementation manuals will be prepared and implemented fully.

5.2.2. Absence of land development and management government agencies at *Kebele* level

As the Constitution of the Federal Democratic Republic of Ethiopia entails keeping all rural and urban land under public ownership, government agencies at the local level may act as the owner of the land on the behalf of the public; and it is via the proper functions of the land supplying

government agencies that urban land policies are implemented. However, as indicated in table 5.1., the majority (92.8%) of the informants from individual interviewees as well as FGDs asserted the absence of land development and management government agencies at the *Kebele* level as one of the factors contributing an important role in the impracticality of the policy of residential land supply, in the case of Hossna Town.

The key informants articulated that despite the recent improvements, in the case of Hossana town, urban land development and management agency: the primary responsible government institution for the implementation of urban land policy is not established at kebele level where land users reside. At the Kebele level, usually, the responsibility of controlling any urban land-related actions is performed by individuals who are assigned based on political affiliations without considering professional background, educational qualifications, and relevant work experience in urban land development and management and related field.

Likewise, interviewees participated in FGDs reiterated that:

The presence of local authorities whose competency and achievements; regarding preventing and controlling informal subdivisions of land, informal land supply, informal land transactions, land speculative actions, and the like (in any urban land-related actions performing without the authorization of the appropriate body, and outside urban land legal framework); are key ingredients for effective urban land supply via formal channels and the wider success of an urban land policy. However, some of the politically assigned authorities of the Kebele use their standing position to capture inappropriate affluence, by facilitating the supply and transaction of bulk land via the informal channel, accompanied by other actors like landholders and land brokers who spread information on land to be “sold” through the informal channel and use it

for personal gain or patronage due to weak accountability and transparency in decision-making processes of kebele (local) structure. In turn, such illegal practice encourages “landowners” to subdivide, supply, and transfer or “sell” their lands informally to speculators and private developers, before expropriation by the government (municipality), who in turn subdivide and sell to the others. This situation is exacerbated by the fact that the physical boundary of the town plan does not coincide with the administrative boundary, and urban and peri-urban areas fall under separate administrative jurisdictions with different capacities and socio-economic notions.

Clearly, a large part of the peri-urban areas of the study area is inhabited by rural *Kebeles*, and authorities in these areas tend to perform their duties according to rural administration. Of course, the main mission of authorities in urban and peri-urban areas is not similar and the same, it is practically witnessed that authorities in the peri-urban area are not properly carrying out the responsibility of controlling land subdivisions and land transactions practicing outside urban land legal framework and in a manner contrary to urban land-use plan. Ultimately, a combination of individuals working within and outside government structure perform in a manner contrary to urban land legal framework. The result indicates that the extent of effectiveness of practicality of the urban land policy at the local administrative level is mainly dependent on the existence and strength of the structure of land supplying government agencies.

5.2.3. Inadequate coordination among urban land policy implementing stakeholders

In Ethiopia, the responsibilities and authorities of the implantation of urban land policy are dispersed among several government agencies both vertically and horizontally. Organizations directly related to the supply of urban land comprise institutions responsible for formulating legal frameworks, facilitating financial resources, preparation of land use planning, provision of

basic infrastructure, peri-urban administration, urban land development and management agencies found at the national level, regional, zonal, city/town and *kebele* levels, among others. These institutions are expected to collaborate to ensure the collective goal of effective supply of serviced residential land via formal channels.

Actors at national (federal), regional, zonal, city/town level and others will implement urban land policy individually or in collaboration, and each party has different types of responsibilities ranging from making legal frameworks, supervising and evaluating the implementation of policy objectives, providing institutional capacity building support to make urban land supply policy successful, implementing the urban residential land supply policy, doing their part to combat rent-seeking by participating in the fight against it, and carrying out other activities that make the urban land supply deed successful. Likewise, the supply of serviced residential land comprises a collection of activities like financing, preparation of land use planning, conducting a discussion with residents who will be displaced from areas of urban expansion due to government land acquisition, the provision of basic infrastructure, provision of documentary evidence of land use rights, valuation and payment for compensation, and the like. Thus, functionally, both vertical and horizontal collaboration of these agencies responsible for these activities is crucial and expected to ensure the collective goal of effective supply of serviced residential land. However, all the data collected from interviews of responsible agencies admitted that coordination is lacking. For example, a key respondent from office stated that:

The lands in peri-urban areas; areas located between urban built-up areas in town and predominantly rural agricultural areas; that are supposed to be supplied formally for urban use are often wasted and given away to individuals in accordance with supply procedures that are not accompanied by legal frameworks of supply of urban land. One of the causes for the wastage

of resources is the weak coordination between urban and rural administration in general and institutions of land administration in particular. Lack of strong coordination between the two parties creates power vacuum zones in peri-urban areas. This, in turn, creates the prevalence of varied position (outlooks) among them regarding different tasks related to land supply such as land acquisition and informal land transactions. Moreover, though the implementation of the urban land policy requires the coordination and involvement of many actors within the public sector, there are extensive delays in accomplishing their responsibilities and insufficiency of provisions, for instance, in financing and infrastructure provisions; it is common to observe that different infrastructures that should be supplied with residential land tend to be performed at different times, creating extra work and duplication on every incident. A good example is the supply of clean water is often executed after the road construction. As the result of poor coordination, different organizations, often for good political reasons, will implement programs that are directly contradictory. For instance, in peri-urban areas, municipalities want to use the land to increase the achievement of the supply of land for residential house construction while rural administrations want landholders to use the lands to invest and increase agricultural production.

The absence of contextualized legal frameworks guiding the supply of land, like a legal framework for expropriation of landholdings for public purposes and payment of compensation prepared at the SNNPR context is also one of the indications of poor coordination and de-emphasizing the issue. All these have a profound adverse effect upon the practicality of the supply of serviced urban land via formal mechanisms.

This result also corroborates a combination of the bottom-up and top-down approaches to policy implementation explained by Russel (2015) as *a combination of the bottom-up and top-down*

approaches to policy implementation allows for the recognition that policy implementation involves a wide range of stakeholders interacting between different levels and making both central policymakers and local stakeholders contributors to the success of implementation; and AUC-ECA-AfDB's (2012) Framework on Land Policy in Africa which declares that without the effective engagement of primary stakeholders at all stages in the implementation process leadership per-se will not guarantee the delivery of outcomes contemplated in the policy.

5.2.4. Insufficient financial resource

According to the currently functioning legal frameworks guiding urban land supply in Ethiopia, the municipality is responsible for preparing and providing residential land with associated basic infrastructure that requires the availability of sufficient resources (such as human, physical, technological, and financial). However, all of the informants underlined that lack of adequate finance for preparation of land, land supply, and provision of infrastructure constrained the implementation of policy, in the study area. They uncovered that the municipality is facing a growing contradiction between low levels of financial support for adequate land supply and increasing demand for urban land. Interviews with 21 informants responsible for supplying urban land via formal channels revealed that 16(76.2%) show that land preparation and supply has not been given priority in the budgeting processes, and financial resource has not allocated for the preparation and supply of land in time. Key informants narrated as:

Insufficiency of finance has deteriorated the performance of the supply of serviced residential land. Without realistically allocated sufficient financial resources, the supply of adequate residential urban land and associated infrastructure may result in poor performance even if there may be highly qualified personnel. On the other hand, the role of ensuring land supply for

sustained urban development and growth is indisputable. The association between a lack of financial resources and urban land supply policy and procedures can take two contradictory forms. On the one hand, the shortage of financial resources constrains the implementation of urban land policy in general and procedures of residential land supply in particular by limiting the preparation of urban land and thereby negatively affecting the implementation of urban land policy. On the other hand, as supplying and transferring land via land tender and allotment is a basic source of income for the municipality, a lack of financial resources may enhance the process of the supply of urban land to overcome the shortage of financial resources. This result agrees with Pfeffer and Salancik's (2003) resource dependency theory which assumes that dependence on "critical" and important resources influences the actions of the organizations and that those resources literally control the organization's activities.

5.2.5. Lack of leadership commitment

Lack of political commitment by leadership is also asserted by the majority, 31(73.8%) of the informants selected from policy implementing agencies, as one of the key factors in hindering the successful implementation of urban land supply policy and procedures in the study area. They stated that the weakness of leaders of urban land supplying agencies in influencing other individuals and organizations that have a significant role in the execution of urban land policy to accomplish their respective responsibilities has adversely contributed to the achievement of the objective of the supply of serviced urban residential land. They commented as:

land sector leadership exhibit a number of limitations that have an adverse impact on policy implementation: leaders do not focus their organization on a strategic direction in relation to land supply, create an agenda for strategic urban land supply, keep the urban land supplying

government agency progressing towards the accomplishment of land supply objective of urban land policy, overcome resistance come from landholders to the implementation of urban land supply procedures, facilitate entire resource, mainly financial resource, requirements for land supply, and indicate ineffective communication, co-ordination within and between different government agencies and administrative levels related to urban land preparation and supply.

This result corroborates Cater and Pucko (2010) argument which articulates that poor (lack of) leadership commitment and specifically strategic leadership by the top management of an organization has been identified as one of the major barriers to effective policy implementation; and with power theory which states that managers can influence policy execution using their power to influence decision outcomes and bring about the desired behavior through the deployment of key resources on which others depend, such as expertise, political access, access to higher echelon members, the control of money, rewards and sanctions.

5.2.6. Resistance of land users

Resistance of the landholders expressed in various forms is also stated by the informants as another factor deterring the practicality of procedures of the supply residential land in the study area. People who will be affected by the government land acquisition process for public land supply generally dislike the currently functioning urban land policy for various reasons. Comparing the current urban land lease policy with the former urban land policy with respect to type and method of compensation, the equity in determining compensation, and concerns about post-resettlement livelihoods are mentioned as the major causes of resistance of land users in government land acquisition for public supply. They further explained that cash compensation given by the municipality is not sufficient to succeed new lives that continue after the

expropriation of landholdings, particularly for those who are entirely dependent on the land for a living.

Key informants whose landholdings are expropriated also believed that the determination of price for compensation is unfair due to the inconsistency across projects. They stated that various compensation rates have been applied for adjacent parcels of lands located in the same locality, and land required for projects funded by federal governments tends to offer higher cash compensation than lands required for projects funded by local governments. According to them, another source of resistance for land acquisition comes from the fear of post-land acquisition livelihoods. They assert that inadequate compensation and lack of job experience or skills ended up with the livelihoods of various people whose landholdings are expropriated under worse conditions. Proclamation No.455/2005, Article 3(1) states that:

“A woreda or an urban administration shall, upon payment in advance of compensation in accordance with the proclamation of compensation, have the power to expropriate rural or urban landholdings for a public purpose where it believes that it should be used for a better development project.”

Based on this legal provision, urban administrators carried out the expropriation of landholdings as an instrument to acquire land for the supply of various urban developments, including residential house building via tender and allotment.

However, some of the respondents whose landholdings have been expropriated questioned that whether land acquisition for supplying for residential or commercial use via tender or allotment can be justified as serving the public purpose. For them, public purpose refers to the development of basic infrastructure like roads, water supply, electricity, sewer, and the

development of public institutions like schools and health care service giving institutions. Rather, it is one of the causes of resistance for the landholders against government land acquisition for public supply. One of the respondents stated that:

“Terminating land use rights of an individual and giving it to another individual cannot be considered as public interest /purpose. It is not right to expropriate landholdings rather than for the supply of land for projects that serve the entire society irrespective of their ability to pay for it”.

According to the informants, another source of resistance of landholders comprises:

- Non-transparent decision-making processes concerning issues of urban land preparation and residents who are affected by land expropriation for public purposes;
- Weak rule of law: limited state capacity to enforce rules, regulations, provisions, and decisions indicated by legal frameworks related to urban land supply;
- Weak implementation of official regulations and rules associated with urban land preparation and supply; and
- Disregarding the participation of affected people and communities, and fail to take into account their needs and opinions during policy formulation.

This result agrees with the AUC-ECA-AfDB’s (2011) assertion which articulates that urban land policies developed without the meaningful participation of affected people and communities, listening to these people, taking into account their needs and opinions with regard to the functionality of different proposals and solutions have often been resisted or ignored by their intended targets and led to various failures or extreme delays in the implementation of the policy.

5.2.7. Political issues

One of the critical factors influencing whether towns/cities/ are supplying urban land for various urban development purposes adequately and in a sustainable manner is the operation of government agencies at the local level. These agencies are led by politically designated individuals, and political institution plays a role in assigning political leaders. One of the functions of these agencies is creating and facilitating a contented working environment for the supply of land for various urban development purposes; and influencing decision-making over the supply and allocation of land resources.

However, according to the findings of this study, on some occasions, procedures of urban land supplying agencies are constrained by improper political influences. Practically, politicians assigned at different administrative levels – i.e. at *kebele*, sub-city, town, and zone level have exercised inappropriate influence over the operations of urban land supplying agencies. Some informants, specifically from experts, underlined that there is improper political interference in the implementation of procedures of urban land supply. Key informants asserted as:

Though there is a legislative decree on how to prevent and control informal land supply and settlements that highly challenges the practicality of formal urban land supply, enforcement of this regulation has become problematic due to political interference. For instance, Urban Lands Lease Holding Proclamation No.721/2011, Article (5) declared that no person may acquire urban land other than the lease holding system, no region or city administration may permit urban land in a manner contrary to the provisions of the Proclamation, and any person shall have the duty to cooperate for the implementation of this Proclamation. Likewise, Urban Land Lease Holding Directive No.8/2007 clearly declared that a person who occupies vacant land

illegally is accountable to be evicted as well as the responsibility of preventing and controlling informal land occupancy and expansion is the responsibility of authorities assigned at kebele, sub-city, and city administrative level. However, many people have been occupying bulk land illegally and the enforcement of the legal provisions has become problematic due to the political interference. The politicians want things done their way rather than done according to the rules and regulations. For instance, to make strong decisions such as entirely preventing illegal subdivision and occupancy of vacant land, demolitions of any buildings constructed at illegally acquired land, punishment of whosoever in violation of the provisions of the Proclamation No.721/2011 or regulations or directives issued, the politicians are afraid of increasing opponents or losing supporters.

Failure of political institutions to assign political leaders whose competency and performance, regarding urban land-related actions, can keep pace with rapidly growing urban environment in urban land supplying government agencies is also mentioned as another political factor. In a situation where political issues and other governmental tasks are intermingled, the stability of political leaders of urban land supplying government agencies is an important factor that can contribute to the practicality of land supplying procedures. The municipality is one of the most active and sensitive sectors of the public organizations in terms of service provisions, it is a center of attention among all sections of the society, and has excessive pressure and control that come from both the society and other local and central government agencies found at a different administrative level. In the study area, as asserted by respondents, quick alteration of political leaders of the urban administration found at different levels in general and land supplying agencies in particular, by political decisions, is usual. According to informants, this led these leaders not to focus on the organizations' strategic direction, keep the government agency

progressing towards the accomplishment of land supply objective of urban land policy, overcome resistance to the implementation of urban land supply procedures, facilitate entire resource requirements for land supply, etc. Because of this, the vagaries of political leaders (instability of political leaders) of the urban land supply policy implementing agencies is seen as one of the factors adversely affecting the practicality of procedures of the supply of residential land. This result agrees with a study carried out by Hudson et al. (2019), which explains that politicians tend not to be held accountable for the outcomes of their policy initiatives in the event of failure the likelihood is that they will have moved on or moved out; one consequence of this is that they are too easily attracted to the prospect of short-term results; and this can lead to the pushing through of policies as quickly as possible, rather than getting involved in the messy, protracted and frustrating details of how things might work out in practice.

5.3. Summary of the chapter

The findings of this study show that financial problem, the resistance of landholders, absence of urban land development and management agency at *kebele* level, lack of leadership commitment, inadequate coordination/integration/ between land policy implementing stakeholders, improper political interference, and the lack of contextualized and up-to-date legal framework guiding the implementation of urban land policy, specifically, the absence of regulations and directives for expropriation of landholdings for public purposes and payment of compensation prepared at the Southern Nations Nationalities and Peoples Regional (SNNPR) context are expressed as the main factors adversely affecting the implementation of urban land policy in general and the practicality of directives and procedures of the supply of urban residential land, consecutively from more contributing factor to less contributing factor, in Hossana Town; Southern Ethiopia.

The factors hampers the implementation of the supply of residential land via formal channels, in the case of study area, were potentially surmountable through concerted effort by responsible stakeholders, through ensuring the formulation , contextualization and up-to-dating of all the necessary legal frameworks guiding the supply of urban land and their enforcement; properly establishing and empowering urban land development and management government agencies at *kebele* (grassroots) level where landholders are resided and ensuring that the responsibility of controlling any urban land related actions are performed not only by individuals who are assigned based on political support/affiliation/ without considering professional background, educational qualifications, and relevant work experience with competency and achievements in urban land development and management related field; improving both vertical and horizontal coordination/integration/ between government agencies significantly influence the success of land policy, for instance, by officially agreeing on contract document, by putting signature, that contain the responsibilities of each agencies, to work together to achieve the intended goal; allocating reasonably sufficient financial resource timely to facilitate the practicality of the procedures of the supply of land supply and achievement of the goal of supplying adequate serviced urban residential land via formal channels; assigning leaders who have better dedication and, politically, solving problems that causes lack of dedication by leaders' of urban land sector; improving the support of landholders through ensuring their participation at meaningful level, at all stages of the supply of urban land (from urban land policy formulation to policy implementation), listening to the these people, taking into account their needs and opinions with regard to the functionality of different proposals and solutions, by ensuring the rule of law and transparency in decision making processes, concerning issues of urban land preparation and residents who are affected by land taking, by properly implementing the available rules and

regulations that associated with citizens' right to use the land and grants them ownership of any permanent property they build on the land, and confirms the citizens' right to demand for compensation whenever this land is required for public purpose; and avoiding inappropriate political influences. Conversely, if the aforementioned key issues, among others, are not solved, they may continue to adversely affect the implementation of urban land policy in general and the practicality of the procedures of the supply of serviced residential land via formal channels in the case of Hossana Town.

Chapter Six

Socioeconomic consequences of the failure of urban land policy implementing agencies to supply adequate serviced residential land

6.1. Introduction

This chapter presents the socioeconomic consequences of the failure of urban land policy implementing agencies to supply serviced residential land in Hossana Town, Southern Ethiopia. It is based on field findings (empirical data) obtained from primary sources. The chapter is structured into two sections. Section 6.2.1 to 6.2.11 describes the summary of information gained from the subjective viewpoints, beliefs, experience, and knowledge of participants regarding the socioeconomic consequences of the failure of urban land policy implementing agencies to supply serviced residential land in Hossana Town. Section 6.3 provides a summary of the chapter.

6.2. Reaction of the respondents concerning the consequences of the failure of urban land policy implementing agency to supply adequate serviced residential land

Exhaustively studying the socioeconomic consequences resulting from the failure of urban land policy executing agency to supply serviced land via formal channels seems difficult as they are complex and difficult to be measured (quantify) at least from a methodological point of view and timing of consequences (it has long, medium and short term consequences). However, the summary of information gained from the subjective viewpoints, beliefs, experience, and knowledge of participants of the study in the case of Hossana Town, is presented in the following table and cognitive map, and then, each issue is presented in consecutive sections in more detail.

Table 6.1: Summary of the reflection of the respondents concerning the effect of the failure of urban land policy implementing agency to supply adequate serviced residential land via formal modalities in the case of Hossana Town (n = 42)

Category of responses concerning the effect of the failure of urban land policy implementing agency to supply adequate serviced residential land via formal modalities	Number of responses	
	Frequency	%
Exacerbation of inequalities and exclusion in access to serviced residential land via formal channels	42	100
The growth of informal land supply and transaction channels and settlements outside the formal legal framework	42	100
Restrained revenue generation by the municipality	36	85.7
Exclusion of individuals from investing in residential housing	27	64.2
Postponements of the real estate industry development	27	64.2
Limited income generating opportunities or economic improvements of individuals	39	92.8
Exclusion of people from accessing urban basic infrastructure	39	92.8
Amplification of land speculation	42	100
Escalation of land price	42	100
Land related disputes and vulnerability to health problems	28	66.7
Intensified difficulties of governance of land sector and land administration	36	85.7

Source: Interview Data, 2020

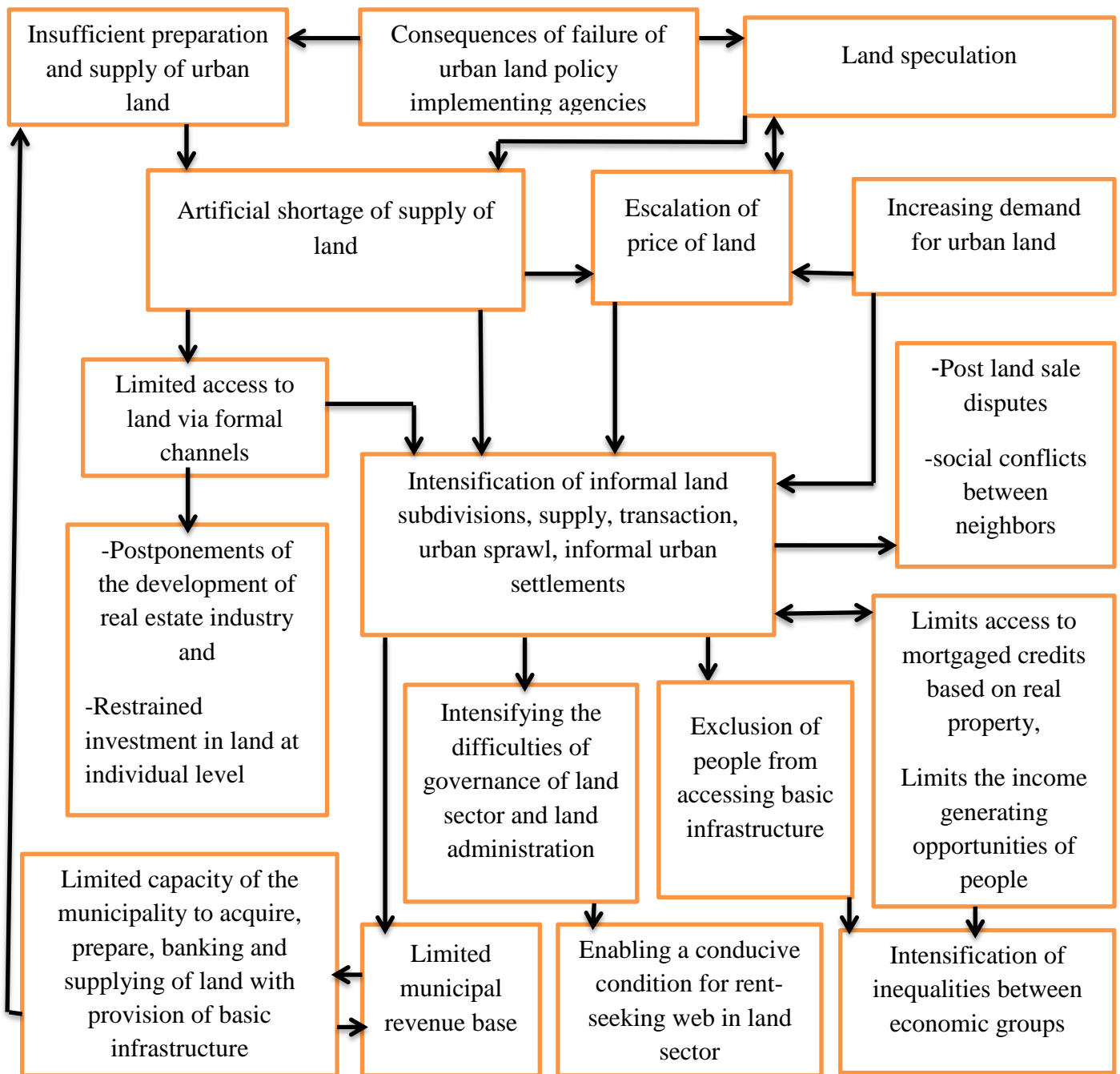


Figure 6.1: Summary of the reactions of informants on direct and indirect socio-economic consequences of failure of urban land policy to supply adequate land via formal channels.

Note: The boxes and directional arrows represent the type of effect and the links between effects

Source: Interview, 2020

6.2.1. Intensification of inequalities and exclusion in access to serviced residential land via formal channels

Currently, under the lease system of Ethiopia, the two modalities recognized by the formal legal framework to provide land are tender (land auction) and land allotment. In the case of an auction, it is the economically rich bodies who can afford to pay the highest lease bid price that will offer a better price and will be identified as winner. A large number of people who cannot afford to pay the highest lease bid price will be excluded from the system. Hypothetically, the municipality (government) argued that the interests of the people excluded from bidding as a result of low income will be accommodated by supplying residential land via allotment (residential land supply without auction). But, Key informants of this study asserted that due to deficiency in supply of residential land that occasioned from various reasons, the system is become ineffective in supplying adequate land and responding the urban residential land questions of the people. As a result, some of the people are also excluded from the system. Some of the excluded people are still waiting for allotment of residential land via a formal system while many opt for informal settlement.

Likewise, in articulating increasing inequality between citizens in the case study area, informants also thought that as the urban area develops, the amount of supply of serviced land become decreasing and demand for land is increasing, prices of land is increasing consequently, the money needed for house construction is also increasing. Thus, only the rich will be able to build houses. The rich will build standard residences for themselves and will benefit from building and renting large apartments. Thus, the majority of the population, at best, will be able to rent a well-built house. People who cannot rent will be forced to build substandard houses outside the permission of legal frameworks, and live in a congested manner which poses significant risks on

health and overall well-being due to overcrowding, stress, violence, social unrest, and increased problems of social problems. If the land is supplied adequately and at a fair price, and land is accessible to all via formal modalities, this problem will be reduced at very significant levels.

The result corroborate Quan's (2006) explanation which articulates that where land is concentrated in few hands, due to the failure of formal land market to supply adequate land that can respond demand land, secure access for the poor will be limited and the consequence is likely to be inequitable patterns of income and wealth distribution.

6.2.2. The growth of informal land supply channels and informal settlements outside the legal framework

As explained by the urban land development and management policy and strategy document of Ethiopia, a plot of land held without the responsible body's permission and knowledge through invasion and corruption is termed as "illegal". Accordingly, any plot of land supplied, transferred, held, and utilized without the responsible body's permission and knowledge can be categorized as "illegal."

Informal land supply channels have emerged to meet the unmet urban serviced land demand due to the failure of urban land supplying agency. Informants articulated their observation as follows:

In Hossana Town, decreasing accessibility to formal land markets, due to the failure of the municipality to supply adequate land that can respond to the growing demand for land through formal channels, lead (push) to informal solutions. A vast number of people are moving towards the informal land market. Many people have occupied or occupying vacant land outside the official legal frameworks of the nation. This is the only best available alternative to the majority of the people to access land at Hossana Town and surrounding. At present day, houses that have been constructed overnight illegally on plots acquired from the informal market have become

very noticeable and dominant phenomena in all sites of the expansion of the town. They extend all around Hossana Town; they stretch all over the predominantly agricultural lands of the surrounding peri-urban areas; if the responsible bodies have carried out any measure, at the existing situation/massive spread/, it will cover the whole geographic area currently located under the surrounding rural administrative woreda and kebeles within a short period of time.

On the other side, the illegal act (a subdivision of land illegally) of landholders at peri-urban areas of the town, resulted from the failure of urban land policy executing agency to properly treat local peri-urban landholders in the process of expropriation of their land is intensifying the proliferation of informal land supply and transaction. Plots which are subdivided and supplied by local landholders outside official legal frameworks dealing with land are relatively accessible to the people mainly to those who cannot compete to pay escalating land bid price, and this can be considered as a pulling factor for the intensification of the informal land market. Before five years ago, based on the rules and regulations issued at Southern Nation Nationalities and Peoples Regional State the government of the Hossana Town began evicting many of them, while others were formalized. Even today, evictions occur and often end up in the violent conflict between the authorities and the individuals who hold and built houses outside formal legal frameworks.

Moreover, group informants argued that the formal land supply system is not only failed to supply adequate residential land via officially recognized legal channels (land tender and land allocation) at reasonable prices whenever needed but also the system is highly inequitable. Limited opportunity to acquire residential urban land via formal channel, inflexibility and lengthy of procedures taken to acquire residential land by formal channel and limited responses of formal land supplying system to demands in terms of location is explained as some of the

factors that force people into informal land supply. On the other hand, informal land supply which is flexible, quicker, and widely available than the formal land supply procedure is intensifying as a result of the failure of formal channels. Consequently, many people especially those in the low-income groups end up occupying residential land illegally, without permission of the responsible bodies.

The above assertion signifies that, in Ethiopia, though purchasing vacant lands is prohibited by formal law, it becomes common to see occupied vacant lands sold through informal mechanisms in the case of the study area. This, in turn, led to the acceleration of squatter settlement formation in and around Hossana town.

The inability of government agencies, responsible for supplying land via formal modalities, to prepare, bank (reserve) and supply adequate land that can meet the demand for land, inability to supply repetitively and quickly, inability to supply at locations where people prefer to reside, inability to moderate inflation in land prices and reduce land speculation, inability to improve access of the lower-income groups to residential land, opportunities to buy and sell plots of land through informally, and lack of legal accountability of landholders are stated as factors led to informality. However, it is asserted that the occupancy of residential urban land through informal land supply channels are persisted as the most viable options for those who cannot obtain residential urban land via formal channels, it is associated with various socio-economic problems.

This result agrees with Kombe and Kreibich's (2001) account which says in most developing countries, increasing competition and number of people aspiring to acquire land for house construction and for other purposes has outgrown the capacity of municipalities to plan and provide land for housing leading to the development of informal urban land market which results

in expansion of urban unplanned settlement; and with Wanjohi's (2007) assertion which states as the failure of the formal sector to meet the demand for land in urban areas to has resulted in big deficits of the same, and in an endeavor, to house themselves the low and middle-income earners are looking for the land elsewhere. The informal sector has promptly responded to this demand and is providing the much-sought properties by the urban poor, and the proliferation of informal settlements is set to continue unabated with the inability of the government to keep pace with the high demand for planned land for residential housing.

6.2.3. Restrained revenue generation by the municipality

The urban land lease holding proclamation mandates that the appropriate body shall have the responsibility to ensure that the annual lease payment and other reasonable fees related to urban land is effected timely to be used by the municipality for the purposes of urban development, and the Municipality itself recognizes that the registration of transactions of lands supplied via formal channels, by means of deed or title, is one of the main sources of revenue (land tax, property tax, registration fees and the like) for the government.

However, individual as well as group respondents recruited from the offices expressed that the supply and transaction of urban land via informal channels which is escalating as a result of the failure of urban land supplying implementing agency to supply adequate land through formal modalities has negatively affected the financial capacity of the municipality, at least for the time being, by hindering appropriate earnings that come from various reasonable sources like property taxes and lease fees if the transaction has been done via formal channels. It is not possible to charge land or real estate tax as long as land ownership or use rights are not defined and established formally. Though the value and rapid appreciation of urban land have evolved into one of the most important sources of income for municipality, it is difficult to collect an effective

tax from urban lands supplied and transferred outside formal (legal) frameworks. However, citizens who reside on lands acquired via informal channels did not contribute to the provision of various urban services, they are part of the consumers of urban socio-economic facilities and services provided by collecting taxes from lands transacted based on the legal framework, by using unfair advantage over the residents who are resided on lands acquired via formal (legal channels).

Similarly, interview respondents expressed that growing supply and transaction of urban land via informal channels resulted from the failure of the urban land policy implementing agency negatively affects the economy of the municipality by creating uneconomic urban structure, by intensifying the formation of urban sprawl characterized by scattered development. In turn, citizens who are residing in such urban sprawl require a costly extension of basic urban infrastructures like electricity, water, and roads. On the other hand, urban sprawl increases the commuting costs of the people residing on the urban sprawl in terms of time and money. Furthermore, citizens who form urban sprawl, which is resulted from informal land supply and transaction ingrained in the failure of urban land policy implementing agency, negatively affects the production and supply of food staffs from peri-urban agricultural producers to demands of the town by invading and constructing unplanned houses on bulky agricultural lands located in all sides of the town. Moreover, the individual and group informants thought that the failure of urban land policy implementing agency to supply adequate residential land via formal channels has contributed to the intensification of rents of residential houses. Clearly, an artificially created shortage of supply in serviced residential land has resulted in limited residential house production, in turn, push up rental fees for residential houses in particular and house prices within the town in general. When the options for residential houses are limited, greedy people

who have residential houses get the opportunity to force people either to add rental fees or to leave the houses that they dwell in.

6.2.4. Exclusion of people from investing in residential housing

As asserted by the key informants, if adequate urban residential land is not supplied formally, many people cannot acquire legalized rights to use urban land. As land is one of the basic prerequisite and driving factors to invest in residential housing, the failure of the government to supply residential urban land excludes people from initiating people to invest in urban residential houses. On the other hand, those who acquire land through outside legal mechanisms are not motivated to properly invest in improving the land because of the vulnerability of land users to eviction.

6.2.5. Limited income generating opportunities or economic improvements of individuals

Key informants stated that as urban land is one of the cornerstones of economic development and asset that can be sold and potentially be used as collateral to get credit and owning legally acquired urban land is one of the factors that encourage lenders to use it as collateral by lowering the risk of collateral loss, and approaches for getting access to loan from official credit, the failure of urban land policy implementing agencies to enable people to possess urban land via formal channels results in the exclusion of accessing credit from financial institutions such as banks. On the other hand, group informants underlined that land can be used for income generation purposes directly, for instance, through the rental of accommodation e.g. rooms and provision of other space for services, and thus failing to enable the people to possess urban land limits the income-generating opportunities or economic improvements of individuals. In turn, limited access or control over income-generating assets contradicts and impedes the need to generate some income to overcome the poverty syndrome.

6.2.6. Postponements of the real estate industry development

Delays in real estate development are asserted by informants as one of the consequences of the failure of land policy implementing agencies to supply appropriate land used for those who need for real estate development.

As described by the key informants, without the supply of sufficient land it is difficult to, specifically, small and medium-sized industries that have positive impacts on the provision of residential houses, and can facilitate and ensure economic growth by constructing and supplying the residential houses and creating job opportunities for the urban population. Developers may not be initiated to invest in real estate industries of various sizes in the absence of the supply of adequate and appropriate land. This led to the postponements of the sector. The supply of areas to investors at proper locations, fair prices, adequately and continuously, instigates developers by reducing the costs which will be incurred.

6.2.7. Exclusion of people from accessing urban basic infrastructure

Both individual as well as group informants declared that urban residents who do not possess urban land in conformity with the urban land legal framework cannot access some basic services such as water and electricity from the public sector. Thus, one of the first pre-requisite for provisions of basic urban infrastructure such as water and electricity is to own land property from legally supplied urban plots based on the urban land use plan of the town. There is direct relationship between formal urban land supply and the provision of urban infrastructure and services.

Thus, it is asserted that failing to supply urban land via formal channels excludes many people from accessing urban basic infrastructure. Furthermore, individuals are not interested to invest in infrastructure without owning land supplied legally.

6.2.8. Escalation of land price

Though the urban land development and management policy and strategy of Ethiopia identified keeping land prices reasonably stable as some of the principles, according to the informants, the failure of land policy implementing agencies to supply adequate residential urban land via formal channel has result in the escalation of land prices. As expressed by them, the escalation of land prices resulted at least in the following ways: the excessive delay/lengthy and cumbersome stages/ in the land preparation procedure delays the supply of serviced land , in turn, leads to an artificial scarcity in supply, and a greater number of land seekers and their capacities to pay have causes prices to escalate.

On the other hand, policy implementing agency can influence the price of a serviced parcel of land by fixing, at least, the bench-mark prices. According to the currently functioning urban land policy, the bench-mark price of a parcel of land supplied for auction is fixed by the government. An arbitrarily fixed auction bench-mark price has a great effect on escalating the prices of parcels of urban land. Likewise, the highest affordable auction price of a parcel of land in the town in general and in a neighborhood, in particular, does tend to raise the overall price of the land which will be supplied in subsequent formal as well as informal markets.

Likewise, as articulated by group informants, urban land price is also amplified by massive land speculation that creates artificial shortage in the supply of urban land and triggered by the failure of the urban administration. Speculative land speculators whose purpose is to gain higher profit by selling to other land seekers at a higher price always push up the price of land without any improvement. This day, large numbers of land speculators increasingly turn their attention to informal land supply and transaction activity considering it as the best and high-profitable job,

especially in the urban fringe. Highly rising demand for urban land and upward pressure on related prices is more amplified by rampant land speculation.

6.2.9. The intensification of land speculation

Theoretically, one of the objectives of the currently functioning urban land policy is to prevent any kind of land speculation. However, as affirmed by the respondents, one of the factors that intensified land speculation, in Hossana Town, is the failure of urban land policy implementing agencies to supply adequate quantities of serviced land/ adequate land that can respond to demand land/ via the formal channel. The practice of buying undeveloped land/ land which is not serviced/ at a relatively low price with no intent to develop; hoard it, in expectation of a rise of price and sell land at a higher price in future, without tangibly improving land is becoming a common phenomenon in Hossana Town. The unmet demands for land due to the failure of the town administration create opportunities for speculators and strengthen their role of informal land supply.

Informants thought that one of the reasons for land speculation is the wide gap between the price of a parcel of land sold by the government (municipality) and the amount of compensation given to the people dispossessed. The act of paying compensation lower than market value for people who are affected by land acquisition has encouraged speculative motives among former land users. This too is one of the reasons why previous land users sell out and/ or opt for informality. Rather than waiting for and taking compensation from municipality, “landowners”/ former land users/ prefer to sell their lands informally to speculators and private developers before occupation who in turn subdivided and sell to the poor.

This result agrees with a result of the study conducted by Thontteh and Babarinde (2018) which declares that when urban land supplying agencies do not properly address the need of citizens for

shelter, speculation takes over in many urban fringes, and it caused inflation in land market, aggravated the inelasticity of supply of developable land and complicated the already chaotic issue of residential land supply.

6.2.10. Land related disputes and vulnerability to health problems

Violation of land use rights which has socio-economic dimensions is also mentioned by the informants as another consequence of land supplied, transacted, and held via outside formal channels. Rising land values and associated opportunities for financial gain may convince either the person who has transferred residential land informally or state authorities to ignore claims of residents who occupy land informally in favor of those willing to pay more for access to land, without compensation. As stated by individual as well as group respondents who acknowledged to be aware of it, post- land sale disputes are also one of the consequences of informal land transaction that emanated from the failure of the government (municipality) to supply land via formal channels.

Respondents from urban land policy implementing agencies declared that post-land sale disputes are frequent in the town. They stated that the disputes erupt when the real person who has the right to use land is not the seller or when land is sold without the approval of the entire family members or following the wrong demarcation at selling time. Social conflicts emanated from boundary conflicts caused by unclear demarcation, ownership conflicts/more than one person claim the same property/, multiple sales of privately owned land by private individuals, informal occupation of state/public/, evictions of informal settlers without compensation by the state, illegal subdivisions of parcels, and the like are also uttered by the informants as problems either exacerbate or resulted from the failure of land supplying institutions. Likewise, they thought that unplanned urban expansion intensified by the failure of urban land policy implementing agency

has resulted in the town becoming more of an environmental and health hazard. The shortages of basic services make the problem acute, leading to more pronounced impacts on health and safety. In sum, the failure of the land supplying agency through formal mechanisms has not only led to a situation in which land is subdivided by informal agents and sold to the people informally but also placed the people in situations where their struggle for acquiring land is constantly in conflict with formal land supplying legal frameworks. Consequently, both the people and public authorities or agencies who are responsible to supply land via formal modalities can be the losers of this situation. The people may be evicted by the public authorities and they have had to pay for the land where they do not have tenure security and adequate infrastructure. Public authorities also lose as they cannot raise revenue from the illegally occupied land, at least for current expenditure.

This result validates Wehrmann's (2008) assertion which is stated as shortcomings of the land supplying institutions/when the institutions regulating the land market do not work properly/causes and/or intensifies land-related conflicts.

6.2.11. Intensified difficulties of governance of land sector and land administration

According to informants, difficulties of the land sector, in the case of Hossana Town, are intensified by the failure of urban land policy implementing agency to supply adequate serviced land, and this, in turn, leads to difficulties to improve people's livelihood by improving tenure security. For example, respondents uncover that authority of lower/ local/ administrative level at Hossana Town wait people have built houses informally and then demolish their properties on allegations that they built on land acquired through the informal mechanism.

One of the concerns associated with the governance of the land sector and, in turn, with people's livelihood is whether any person must be allowed to spend a lot of money and other resources

developing a property that the authorities later comes to demolish is not fair. They expressed that it is common to observe conflicts resulted from the demolition of property and loss of resources leads to conflicts.

Moreover, as asserted by group informants, as a result of the prevalence of informality in supply and transactions of land inspired from the failure of formal land supplying procedures, it is difficult to properly execute the functions of land administration which includes the processes of determining, recording, and disseminating information about the ownership, value, and use of land when implementing land management policies. Growing informal settlements also have an adverse effect on the government's ability to manage and plan land use as the owners illegally occupy land planned for another development purposes.

The resultant effect of all these led to the formation of a conducive condition for rent-seeking: the use of public and government wealth (wealth of a nation) by forces of the bureaucracy in concert with that outside in an organized and intricate way for personal gains improperly.

Supposedly, one of the objectives of the currently functioning urban land policy of Ethiopia is preparing and supplying serviced urban land adequately to all developmental sectors to create a suitable condition for breaking, at least to minimize, the web of rent-seekers in the urban land development sector. However, informants declared that the predominance of supply, "sell" and transaction of land outside legal frameworks, the violence of urban land use planning, absence of proper registration of land-related information, weak transparency in information system, lack of proper and quality land auditing system and resulted in land tenure insecurity caused by tenure informality created a convenient condition for the rent-seeking web.

This result is also agrees with United Nations Economic Commission for Africa's (2017) description which states that most countries in Africa have deficits in good land governance; weak institutions may result in poor governance; where such institutions cannot deliver or engage people, and cannot do other necessary activities to streamline the land administration. This may in turn fuel rent-seeking.

6.3. Summary of the chapter

In Ethiopia, though urban land policy implementing agencies are designed to accomplish ends that are thought to be socio-economically desirable; and supplying land based on the demand for urban land, and giving priority to the interests of the public and equitable benefits of citizens; among others are stated as the major principles of the urban land policy executing agency; the results of the study revealed that inequalities and exclusion in access to serviced residential land via officially recognized (formal) mechanisms; the growth of informal land supply channels and informal settlements outside the legal framework; restrained revenue generation by the municipality for current expenditure, exclusion of people from investing in residential housing, limited income generating opportunities or economic improvements of individuals, postponements of the real estate industry development, exclusion of people from accessing urban basic infrastructure, escalation of land price, the intensification of land speculation, manifestations of land related disputes and vulnerability to health problems, intensification of difficulties of governance of land sector and land administration, and enabling a conducive condition for rent-seeking web, among others, are the main consequences of the failure of urban land policy implementing agencies to supply serviced urban land via formal channels in the study area.

It also indicated the seriousness of the issue; and signified that the problem requires not only to solve existing problems, urgently, that obstruct the supply of serviced urban land that can satisfy the demand for land via formal channels but also more solutions that enable land supplying agency to accommodate backlogs: people who are waiting for residential land as well as lands occupied outside the legal frameworks of the nation.

Chapter Seven

Summary of Major Findings, Conclusions and Recommendations

7.1. Introduction

The main rationale behind this research was the need to examine the execution of urban land policy with a particular focus upon procedures of the supply of serviced residential land. The study also sought to make recommendations on how urban land policy formulators and implementers can address the problem of serviced residential land supply effectively to ensure the supply of serviced residential land that can respond to demand urban land via formal modalities.

This chapter summarizes the major issues and findings of the four stand-alone articles, written based on the objectives of the study, in light of the research objectives and questions outlined in Chapter One. Basically, it includes the role of urban land policy in enabling the supply of serviced residential land that can respond to demand urban land through formal mechanisms; status of contemporary legal frameworks guiding the implementation of the supply of urban land; status of the practicality of legislative decree and procedural activities of formal residential land supply; factors affecting the implementation of urban land policy and procedural activities of the supply of urban land; and socioeconomic effects of the failure of urban land policy implementing agencies to supply serviced residential land, in the case of Hossana Town, Southern Ethiopia. Reflections of findings related to the suppositions of the present-day urban land policy are then examined: it notes the implications of this research on policy and practice. After that, the recommendations of this research are outlined followed by a discussion on the

contribution made by this research to the body of knowledge on urban land policy and practices. The chapter concludes with a brief note about possible areas for further research.

7.2. Summary of Major Findings and Conclusions

This part of the dissertation summarizes the major findings in relation to the research questions outlined in Chapter One. It integrates the research questions with the findings and examines whether these questions are answered or not. It also analyzes to what extent the overall aims of this research have been met.

7.2.1. Urban land policy and residential land supply

One of the research questions posed in this research asks how urban land policy as a fundamental national legal framework, enables the supply of land with basic infrastructure that can respond to demand the same via formal mechanisms.

Chapter Two of this research demonstrates that the entire relationship between urban land seekers and the supply of serviced urban land and related issues is established through land policy. Being urban land policy is inherently a political-economic subject, framed by economic, political, and social dimensions of power and viewed within the framework of general development policies whose goal is to mobilize the resources of a given nation towards the achievement of socio-economic development; it plays an inimitable role in facilitating the supply of land by defining all types of rights related to land such as legal modes of land supply, sale and transfer, ownership, land use rights, and by designing the structures responsible for implementing the policy goals and defining their attributions. It also plays a great role by determining who gets at whose expense, who controls the land, who makes rules and decisions on whose behalf, how is land actually perceived, among others; and enabling the government to

intervene in land issues through various policy instruments like declaring the ownership of land as public (state) or private; using the policy of expropriation; and using regulatory measures.

As a basic instrument for realizing other instruments and facilitating access to land, one of the fundamental issues in formulating an urban land policy is the type of land tenure policy approach which can answer basic questions such as who owns the land and decides on the type of land use, who supplies land for various kinds of the urban use-the public (state) or the private (individuals)? among others. By arguing that urban land policy approach that favors privatization of land tenure will not be successful in supplying sufficient residential land via formal channel because the free market does not always – some would say often – result in a logical and equitable distribution of land uses and attendant public facilities necessary to serve the use of land, Ethiopia has upheld the urban land policy approach that maintains the state/public land ownership: active interventionist land supply policy. Accordingly, based on the currently functioning Ethiopian Constitution (The Constitution of EPRDF) and executive laws, all land is owned by the State (public). In the case of urban, municipalities are de facto owners of urban land. Consequently, the State (public) is the only land supplier for different urban land uses.

According to the findings of this study, fundamental points of argument by the Government of Ethiopia for the maintenance of state/public land ownership includes safeguarding tenure security by prohibiting any sale and means of exchange of land; speeding up the provision of infrastructure and public services by lowering or bringing down compensation costs for the property on the land; stimulating the development of the industry by supplying manufacturing areas (land) to investors at zero or very low prices; and ensuring fairness/public benefits/ by a system which provides for the allotment of land for public housing, for the building of

condominium houses at affordable prices, and for the construction of schools, health institutions, and other public institutions, as land is provided for free.

The findings of this study also showed that timely and continually supplying serviced urban residential land demanded by the rapid urban growth being recorded in Ethiopia, and ensuring accessibility and fairness in the urban land market and provision system was considered in the policy objective list. There are remarkable procedures and legislative provisions set by the government to support the implementation of urban land supply policy goals under state-public land ownership.

Despite the government's efforts to enact urban land policy and other legal frameworks guiding the practicality of objectives of urban land policy in general and the supply of residential land with associated basic infrastructure through formal mechanisms under the public land ownership policy approach, there is often a gap between government policy and practice, between what government ought to do and what it actually does; the procedures of supply of urban land established in the legal framework are not strictly practiced/are not performed properly in the study area.

There is little evidence for the supply of adequate residential land responsive to increasing demand through the formal channel, stabilization of land prices, reduction of costs and achieve fairness/social equity/ through land supply under state-public ownership of land. Weakness in the enforcement of the law, the inadequacy of legal frameworks, weak institutional framework, and bureaucratic inefficiency/limitations of local authority bureaucracies to produce and supply serviced adequate residential land through the formal channel, among others, have contributed to the insufficiency of the serviced residential land supply through formal channels. In turn, this has

contributed to various adverse socio-economic consequences such as the growth of informal land supply channels and informal settlements outside the legal framework, escalation of land price, and the intensification of land speculation.

The aforesaid and related problems hinder the practicality of procedural activities of the supply of serviced urban land, simply advocating and pursuing land tenure policy approach that maintains the state (public) ownership of land by itself is not as such a decisive instrument to achieve the supply of urban land with the provision of basic infrastructure that can satisfy escalating demand for urban land via formal channels. Hence, this calls for good land governance: rules and structures through which decisions regarding access to land and securing rights to that land are made and implemented or proper regulations, procedures, agencies dealing with supply of serviced urban land, access to planned land, land rights, land use, and urban land development and management.

So, what the study implies at the policy level is, though it is theoretically argued that Ethiopia's present-day urban land policy that gives, the right to ownership of rural and urban land and the right to supply land for various urban land uses including residential use, exclusively for State and the public is the best to approach to supply adequate planned land with basic infrastructure that can respond to the growing demand for land, to increase urban land policy implementing agencies' and public authorities' control over urban development, and to supply affordable plots of land, the findings of this research confirm that it has shortcomings in executing the procedural activities of the supply of serviced residential land, in the case of Hossana Town, Southern Ethiopia; and there is an urgent need for the responsible government bodies to review their overall policy and strategies of the supply of residential land and associated basic infrastructure and services.

7.2.2. Status of contemporary legal framework guiding the implementation of the supply of urban land

The second research question was related to the status of contemporary legal frameworks guiding the implementation of the procedural activities of the supply of serviced urban land.

As discussed in Chapter Four, section 4.3, the precondition for effective supply of urban land necessitates making stakeholders mainly landholders from the local level, central to the formulation as well as the implementation of legal frameworks dealing with urban land; formulation of the framework that can exhaustively offer a feasible solution to urban land supply problem; availability of contextualized (adopted) and up-to-date rules and regulations; availability of clearly identified and functionally defined procedural steps to be followed by urban land suppliers and appropriate enforcement of available legal provisions guiding the supply of urban land, among others.

- ❖ The research findings show that some legal frameworks directly related to the supply of urban land which comprises the Urban Land Lease Holding Proclamation, Expropriation of Landholdings for Public Purposes and Payment of Compensation Proclamation, Regulation No.135/2007 (Regulation on the Payment of Compensation for Property Situated on Landholdings Expropriated for Public Purposes), and Land Preparation and Bank Operational Manual which has been prepared at the national level; and Urban Land Lease Holding Permit Regulation No.123/2007 and Urban Land Lease Holding Permit Rule (Directive) No.8/2007 issued at the Southern Nations Nationalities and Peoples Regional State level are available. However, the framework does not exhaustively offer a feasible solution to the urban land supply problem; for instance, the

majority of the respondents stated that though urban land supply requires the use of high resources, basically a high amount of money for payment of compensation for expropriation of landholdings and the availability and skill to use high technology equipment, the legal framework does not properly offer and justify how and from where such budget comes from and readily available if the municipality cannot afford it.

Enforcement of existing legal provisions is a challenging endeavor. Weak enforcement of legal provisions indicated in the existing urban land supply guiding framework has become a common problem. For instance, Proclamation No.721/2011, Article 8; and Directive No, 8/2007, Article 20, issued by the SNNPRS clearly state that *the appropriate bodies shall be responsible for ensuring the preparation of an annual plan for urban residential land supply based on the demand for urban residential land and the timely supply of urban land in accordance with the plans prepared based on demand for land; no person acquires urban land other than through the lease holding system: through the modality of tender or allotment and the appropriate body shall ascertain that all urban lands prepared to supply for residential and other developments have access to basic infrastructure.*

Nevertheless, the respondents expressed that not only the preparation of a demand-based annual plan for the supply of urban residential land is not properly executed but also data about annual demand for urban residential land is not properly collected and analyzed. Concerning -“timely”- supply of urban land, first of all, the legal framework does give a well-defined minimum time frame for the supply of urban residential land. Second, respondents underlined that the timely supply of urban land is not firmly ensured. In view of the responses collected from interviews and documents, the town can supply urban residential land at any time it considers appropriate.

- ❖ Limited participation of stakeholders from the local (town municipality) level in the formulation of legal frameworks is underlined as another problem of the legal frameworks.
- ❖ There is a lack of contextualized (adopted) and up-to-date regulation (directives) guiding the expropriation of landholdings for public purposes and payment of compensation prepared at the Southern Nations Nationalities and Peoples Regional context.
- ❖ There is a lack of clearly identified and functionally defined action-oriented procedural steps to be followed by urban land suppliers, specifically, prepared at the Southern Nations Nationalities and Peoples Regional State level, at the regional context.

Therefore, in Ethiopia in general and in the case of the study area in particular, the current legal framework guiding the supply of urban residential land is characterized by a deficiency of the aforementioned preconditions for effective supply of serviced urban land.

7.2.3. Status of practicality of procedural activities of the supply of serviced urban residential land through formal channels

The third research question is about the status of the practicality of legislative decree and procedural activities of supply of residential land via formal modalities.

As presented in Chapter Four, section 4.4, regarding procedural activities of supply of residential land via formal modalities, the Land Preparation and Bank Operational Manual which has been prepared at the national level by the Federal Urban Land Development and Management Bureau of Ethiopia suggested some fundamental procedural activities. These include:

- ✚ Preparation of urban land use plan;
- ✚ Preparation of annual plan for the supply of urban residential land;

- # Discussion and approval of a plan for residential land preparation and supply;
- # The official agreement with government agencies related to the preparation and supply of serviced land;
- # Publicizing the approved annual plan for urban residential land preparation and supply;
- # Demarcation of area for land preparation;
- # Identification and planting of durable boundary markers;
- # Preparation, approval, and publicizing of local(neighborhood) development plan;
- # Conducting discussion with residents whose landholdings expropriated;
- # Compiling data for compensation: measuring of the land area and counting of assets found on the land identified to be expropriated;
- # Valuation and payment for compensation;
- # Provision of basic infrastructure;
- # Land parceling and codification of plots;
- # Land banking and protection of prepared plots; and
- # Supplying land via tender and allotment.

In terms of practicality of these procedural activities (duties), findings of this study showed that preparation of urban land use plan, land parceling and codification of plots, compiling data for compensation; and preparation, approval, and publicizing of Local (Neighborhood) Development Plan is implemented better than the others. Conversely, duties such as the official agreement with government agencies related to preparation and supply of serviced urban land; publicizing the approved annual plan for the supply of urban residential land; provision of basic infrastructures; and land banking are implemented poorly than the others in the case of Hossana Town. Moreover, the cumbersomeness of the procedure and deficiency of transparency are identified as

the major problems of the formal land supplying processes. On the other hand, the available legal framework cannot solve the problems related to the practicality of the aforementioned duties in general and the shortage in the supply of serviced residential land in particular. Further, respondents felt that the available legal framework guiding urban land supply is not adequate to solve the problems fundamentally.

Therefore, it should be borne in mind that if the aforementioned preconditions, among others, are not improved, the problems of the practicality of the procedures of the supply of serviced urban land and subsequent shortage in supply of serviced urban residential land via formal channels will remain unresolved or become worse. Therefore, the study shows that the problem requires not only reviewing the weaknesses of the available legal frameworks but also more legal frameworks that can directly address problems related to the supply of formal and serviced urban residential land.

7.2.4. Factors affecting the implementation of urban land policy in general and the practicality of procedural activities of the supply of serviced residential land in particular

The fourth research question was about the factors affecting the implementation of urban land policy in general and the practicality of procedural activities of the supply of serviced residential land in particular.

As presented in Chapter Five , the findings of this study show that: the lack of contextualized and up-to-date legal framework guiding the implementation of urban land policy, specifically, the absence of regulations and directives for the expropriation of landholdings for public purposes and payment of compensation, prepared at the Southern Nations Nationalities and Peoples Regional (SNNPR) context; absence of urban land development and management agency at

kebele level; inadequate coordination/integration/ between land policy implementing stakeholders; financial problems; lack of leadership commitment; the resistance of landholders; and improper political interference are the main factors adversely affecting the implementation of urban land policy in general and the practicality of directives and procedures of the supply of urban residential land in Hossana Town; Southern Ethiopia.

The factors hampering the implementation of the supply of residential land via formal channels, in the case of study area, were potentially surmountable through concerted effort by responsible stakeholders, through ensuring the formulation , contextualization and up-to-dating of all the necessary legal frameworks guiding the supply of urban land and their enforcement; properly establishing and empowering urban land development and management government agencies at *kebele* (grassroots) level where landholders are resided and ensuring that the responsibility of controlling any urban land-related actions are performed not only by individuals who are assigned based on political support/affiliation/ without considering professional background, educational qualifications, and relevant work experience with competency and achievements in urban land development and management related field; improving both vertical and horizontal coordination/integration/ between government agencies significantly influence the success of land policy, for instance, by:-

- officially agreeing on contract document, by putting signature, that contain the responsibilities of each agency, to work together to achieve the intended goal;
- allocating reasonably sufficient financial resource timely to facilitate the practicality of the procedures of the supply of land supply and achievement of the goal of supplying adequate serviced urban residential land via formal channels;

- assigning leaders with a better political dedication to solving problems in the urban land sector;
- empowering authorities in urban land policy implementing agency through ensuring their participation at a meaningful level, at all stages of the supply of urban land (from urban land policy formulation to policy implementation), listening to them, taking into account their needs and opinions with regard to the functionality of different proposals and solutions, by ensuring the rule of law and transparency in decision-making processes, concerning issues of urban land preparation and residents who are affected by expropriation, by properly implementing the available rules and regulations associated with citizens' right to use the land and grant them ownership of any permanent property they build on the land, and confirm the citizens' right to demand compensation whenever this land is required for a public purpose; and avoiding inappropriate political influences. Conversely, if the aforementioned key issues, among others, are not solved, they may continue to adversely affect the implementation of urban land policy in general and the practicality of the procedures of the supply of serviced residential land via formal channels in the case of Hossana Town.

7.2.5. Socio-economic effects of the failure of urban land policy implementing agencies to supply serviced residential land that can respond to demand through formal mechanisms

The fifth research question was about the socio-economic effects of the failure of urban land policy implementing agencies to properly execute the procedural activities, and to supply serviced residential land that can respond to demand the same through formal mechanisms.

In Ethiopia, though urban land policy implementing agencies are designed to accomplish ends that are thought to be socio-economically desirable; and supplying land based on the demand for urban land, and giving priority to the interests of the public and equitable benefits of citizens; and the like are stated as the major principles should be followed by the urban land policy executing agency; as detailed in Chapter Six, the results of the study revealed that inequalities and exclusion in access to serviced residential land via officially recognized (formal) mechanisms; the growth of informal land supply channels and informal settlements outside the legal framework; restrained revenue generation by the municipality for current expenditure needed for urban development, exclusion of people from investing in residential housing, limited income generating opportunities or economic improvements of individuals, postponements of the real estate industry development, exclusion of people from accessing urban basic infrastructure, escalation of land price, intensification of land speculation, manifestations of land related disputes and vulnerability to health problems, intensification of difficulties of governance of land sector and land administration, and enabling a conducive condition for rent-seeking web, among others, are the main consequences of the failure of urban land policy implementing agencies to supply serviced urban land via formal channels in the study area.

It also indicated the seriousness of these issues; and signified that the problem requires not only to solve existing problems, urgently, that obstruct the supply of serviced urban land that can satisfy the demand for land via formal channels but also more solutions that enable land supplying agency to accommodate backlogs: people who are waiting for residential land as well as lands occupied outside the legal frameworks of the nation.

7.3. The implications of the research findings for theories that justify the maintenance of land policy that gives the right to own and supply urban land for various uses exclusively for State (public)

The research discussed some points of arguments, indicated by the Government of Ethiopia and other proponents, for the maintenance of state/public land ownership in the earlier section. Some of the theories, that has discussed in the earlier section of this study, that justifies the maintenance of land policy that gives, the right to ownership of land and the right to supply land for various urban land uses, exclusively for State and public, and active involvement of the state argue that:-

➤ **Public/state/ owned land policy is a solution to limit monopolistic behavior of land market power**

Theoretically, formulators and supports of public/state-owned land policy argue that public/state-owned land policy is used to limit the power of landowners and the extent to which they may use monopoly ownership to withhold land from the sale, hence driving up land prices and generally controlling the land market. Excessive concentration of power in the hands of a few individuals or corporations is potentially dangerous in both economic and social terms. It can dominate the weaker groups. So, state intervention through land policy needs to be able to expropriate landholdings with the payment of compensation and to supply planned land to all land seekers with reasonably affordable price, to be able to lower legal, administrative, operational, and financial barriers to entry for marginalized populations.

➤ **Public/state/ owned land policy is a solution for preventing externalities:**

Public/ state/ owned land policy is used to regulate the externalities that occur when the land market does not take into account the impact of economic activity on outsiders. For example, the market may ignore the costs incurred by society as a result of a factory polluting the environment. Thus, government intervention through land policy needs to be able to regulate externalities that lead to a loss of welfare by the general public.

➤ **Public/state/ owned land policy is a solution for provision of public goods and services:**

Public/state/ owned land policy is the best policy approach to ensure just provision of public goods and services: goods that can be consumed by everybody in society, and where nobody can be excluded from consuming them. For example, parks and open spaces.

➤ **Public/state/ owned land policy is a best solution for income redistribution and inter-temporal distortions in the land market:**

Public/state/ owned land policy is used to effect income redistribution, horizontally between people of the same level and vertically between the rich and the poor. Direct low-cost housing strategies and redevelopment schemes of low-income areas are included among the examples of such justification. Moreover, the inter-temporal distortions in the land market that resulting from private investors' lower valuation of future costs or benefits: overconsumption of non-renewable resources at present or underinvestment where benefits are mainly expected in the future.

➤ **Public/state owned land policy is a warrant for every individual not to be driven out from his tenure, a guarantee for ownership security:** The theoretical debates provided

by the proponents of public/state-owned land policy states that as ownership of land is a constitutionally awarded right of the people to secure their possession, it is a guarantee for ownership of land; and if the land is owned privately, land could be concentrated in the hands of certain individuals. But, even though the urban land policy implementing agencies and public authorities are fully empowered by a formal decree from the government to supply affordable plots of land adequately for urban development via formal channels and to control any kinds of informal land developments, apart from preparing urban land use plan of the town and supplying planned land that cannot react demands; this research, in the case of Hossana Town, found little evidence for the accurate and complete practicality of aforesaid hopes/points of arguments/: preventing the dominance of the certain individuals who can afford better price over the weaker groups who cannot compete with them due to escalating price of the land; lowering legal, administrative, operational and financial barriers to entry for low income populations into formal land market; supplying adequate residential land responsive to increasing demand through formal channel; supplying affordable plots of land to land seekers for development, stabilization of land prices; reduction of externalities/side effects/and costs of informal land developments; attainment of fairness/equity/; and income redistribution through direct low cost housing strategies, presented as justifications for the maintenance of public/state/ owned land policy, active involvement of government in land issues.

There is often a gap between government policy and practice, between what the government ought to do and what it actually does. Due to the factors affecting the implementation of the procedural activities of the supply of serviced land, point out in the earlier section of this study, the realities differ from their policy and legislative obligations.

Findings of this study indicated that the currently functioning urban land policy of Ethiopia which aimed to fully prevent informal development by supplying sufficient serviced land through formal channels, by eliminating private free open land market speculation, and by providing access to serviced urban land to everybody who seeks land to the purpose of development at the right time and at reasonable prices has a shortcoming in attaining one of the primary objectives.

In a situation where only the people who can afford to pay the highest lease bid price and sell it at profit in the future; where the municipality cannot supply planned land that can cope with the growing demand for urban land through allotment modality, particularly, for those who cannot compete for the lease bid price; in decreasing accessibility to formal land markets, though purchasing vacant lands is prohibited by a formal law of Ethiopia, the practice of buying land which is not serviced at a relatively low price with no intent to develop; to hoard it, in expectation of a rise of price and sell land at a higher price in future, without tangibly improving land is becoming a common phenomenon. Speculative land speculators whose purpose is to gain higher profit by selling to other land seekers at a higher price always push up the price of land without any improvement. Large numbers of land speculators increasingly turn their attention to informal land supply and transaction activity considering it as the best and high-profitable job, especially in the urban fringe. Therefore, on a practical level, the power of the land market is in the hands of a few individuals who can afford better prices, both in formal and informal markets.

The findings of this research confirm that it has shortcomings in executing the procedural activities of the supply of serviced land, in supplying planned land that can cope with urban demand, in realizing the said socio-economically and environmentally desirable end results, in the case of Hossana Town, Southern Ethiopia, because urban land policy implementing agencies'

inability to supply sufficient serviced land via formal channels, could not provide adequate accesses to serviced residential land for all. The main supply constraints occurred in the execution of procedures of the supply of serviced land, in the process of expropriating landform landholders in time. As a result, it is not only supplied serviced land that cannot respond to demand but it also in an uncertain manner.

The research found that, at a practical level, the failure of the urban land policy implementing agency, caused by various reasons, to realize the theoretically assumed promises and objectives, often generate subsidiary and undesirable effects that are unanticipated by the policy, offsetting the socio-economic benefits that the policy measures were intended to achieve. The result can then leave the urban development in a worse position than where it started.

The growth of land supply channels performing outside the formal legal framework; restrained revenue generation by the municipality; exclusion of people from accessing urban basic infrastructure; the escalation of land price; intensification of land speculation and inequalities; intensification of difficulties of governance of land sector; enabling a conducive condition for rent-seeking web, among others, are the main consequences of the failure of urban land policy implementing agencies to fully execute the procedural activities of the supply of residential land and to supply serviced urban land that can respond demand for urban land via formal channels.

So, in the case of the study area, the findings of this research have implications for the improvement of the procedures of supply of serviced land: a procedure used to achieve the objective of the present-day urban land policy of Ethiopia, by resolving the factors that hamper the practicality of the procedures.

7.4. Recommendations

Evidence from findings and literature show that the practicality of urban land policy objectives in general and the procedures of the supply of serviced residential land through formal mechanisms in the case of Hossana Town have shortcomings. The shortcomings are emanated from the urban land policy and other legal frameworks dealing with urban land, policy implementing agencies, and operational issues. The shortcomings in the practicality of procedures of the supply of serviced residential land lead to various socio-economic problems. Based on the findings of the study, this study recommends the following points.

7.4.1. Strengthening urban land policy and other legal frameworks dealing with supply of urban land: This can be applied by:

7.4.1.1. Ensuring the involvement of landholders and other stakeholders in the formulation of legal frameworks, substantially, from the grassroots level.

Limited participation of landholders and other stakeholders from the local level (mainly landholders at urban and pre-urban areas), apart from the participation of few experts only, in the formulation of legal frameworks governing urban land and related issues is identified as one of the factors affecting the practicality of procedures of supply of serviced urban land. Urban land legal frameworks formulated by experts only, regardless of their soundness, cannot inspire landholders in urban and peri-urban areas to participate in their execution. Urban land policy decisions which are made without the meaningful participation of affected people and communities, listening to these people, taking into account their needs and opinions with regard to the functionality of proposals and solutions, but rather based on the governing elites, whose preferences are carried into

effect by bureaucratic agencies led to silent resistance of landholders against the implementation of objectives of urban land policy which can be expressed by various mechanisms such as by abstaining/not collaborating/ with agencies responsible to accomplish the objectives set out in urban land policy in general and the supply of serviced residential land; by subdividing non- serviced land outside officially recognized legal frameworks; by “selling” and transferring their lands informally to speculators and private developers rather than waiting for and taking compensation from the municipality (government) based on law of land expropriation; among others.

Therefore, the involvement of landholders and other stakeholders is imperative as it will give them a sense of ownership of the urban land policy and other related legal frameworks and hence resulting in the better practicality of the policy without refusal from any of them. It is very difficult to successfully execute the supply of serviced urban land, without convincing and creating landholders a sense of ownership of the policy, by only appointing and assigning individuals or team that controls any informal and/or illegal acts on the entire lands found at urban and peri-urban areas.

7.4.1.2.Ensuring the existence of all important regulations, rules (directives) and manuals guiding the practicality of objectives of urban land policy, at the regional level, which is adopted (contextualized) according to the legal frameworks enacted at the national level.

Evidence gathered from interviews and documents shows that, for instance, one of the most important legal frameworks guiding the procedures of land supply, namely regulations and rules (directives) guiding the expropriation of landholdings for public purposes and payment of compensation prepared at the Southern Nations Nationalities and Peoples Regional context are

absent (not issued until 2019). This implies that until this time authorities are applying Proclamation No.455/2005 issued at the national level, though regional circumstances highly necessitate the adoption of the Proclamation. Furthermore, Proclamation No.455/2005 states that, in the case of land expropriation, the working procedures for the property valuation committees established in accordance with Article 10(4) of the Proclamation shall be determined by directives. However, evidence indicates that directives that clarify the working procedures for the established property valuation committees did not issue by the SNNPR state.

7.4.1.3. Revision of some provisions of urban land legal frameworks

The presence of inadequate and obsolete provisions of urban land legal frameworks is identified as one of the obstacles to the effective practicality of the objectives of urban land policy in general and procedures of the supply of serviced residential land.

According to the Expropriation of Landholdings for Public Purposes and Payment of Compensation Proclamation No.455/2005 and Regulation No.135/2007 issued by The Council of Ministers of Ethiopia, the calculation of the compensation is mainly based on market (monetary) value. But, owning and having rights to use land does not only have a market price, it has also various socio-cultural dimensions (values). So, there should be clear provisions, within the urban land laws, properly considering the socio-cultural dimensions of the land through the calculation of the compensation.

The legal frameworks do not appropriately consider the family size in the case of land-to-land compensation. Even though there is an adequate size of land that can accommodate them, any household member who is under 18 years old but who are equally benefiting from the land expropriated for the “public purpose” as well as continue to benefit from the land given to the

responsible parent as compensation is not considered in the provision of land (land-to-land) as payment of compensation, specifically in the case of (SNNPRS) level. Consequently, the government denies this section of the people the right to use and get compensation for the land that they were using.

Although it seems that if all the household members are considered in the provision of land (land-to-land) as payment for compensation, people who have held and using large size of lands will produce more and more children until there is not enough land for all, using it as an incentive, which, in turn, could lead to overpopulation and resultant over-consumption; there should be clear provisions, within the urban land laws, considering land use rights of household members who are under 18 years old and who are equally benefiting from the land under question, at least via their parents, if and only if the size of land held by their parents is adequately available to accommodate them, land laws should reconsider such types of issue.

Respondents whose landholdings have been expropriated also questioned that whether expropriating land for supplying for residential or commercial use via tender or allotment can be justified as serving the public purpose. For them, public purpose refers to the development of basic infrastructures like roads, water supply, electricity, sewer, and the development of public institutions like schools and health care service giving institutions. They stated that: “Terminating land use rights of an individual and giving it to another individual cannot be considered as public interest /purpose. It is not right to expropriate landholdings rather than for the supply of land for projects that serve the entire society irrespective of their ability to pay for it. Rather, it is one of the causes of resistance for the landholders against government land acquisition for public supply”. Therefore, it is necessary to delimit the state expropriation power

through legislative revision and inclusion of limiting factors which may include listing down and clearly defining the potential activities which are considered as benefiting the society in general.

Additionally, though urban land supply requires the use of high resources, basically a high amount of money for payment of compensation for expropriation of landholdings and the availability and skill to use of high technology equipment, currently functioning urban land policy does not provide or the legal framework does not properly offer and justified how and from where such budget comes from and readily available if the municipality cannot afford it. Moreover, Proclamation No.455/2005 requires the property valuation committee, in the process of land expropriation, to have “relevant qualification”. But, “having relevant qualification” is not clearly defined by legal frameworks that guiding urban land supply in the case of Southern Nation Nationalities and Peoples Regional State (SNNPRS) level.

7.4.2. Sufficient enforcement or implementation

Without enforcement or implementation, urban land policy instruments remain mere plans whose impact on the supply of serviced residential and other defined problems is negligible. Therefore, there is a need to intensify actions towards ensuring that issues specified in legal frameworks guiding the practicality of urban land policy are put into practice, by, for instance, designing feasible and achievable enforcement strategies, building the capacity of urban land policy implementing agencies, and preparing a realistic action plan for preparation and supply of residential land which involves assessment of demand for urban residential land, financial needs, and proper costing.

7.4.3. Strengthening urban land policy implementing institutions

7.4.3.1. Establishing land development and management agencies at *Kebele* level

As the Constitution of the Federal Democratic Republic of Ethiopia entails keeping all rural and urban land under public ownership, government agencies at a local level may act as the owner of the land on the behalf of the public; and it is via the proper functions of the land supplying government agencies that urban land policies are implemented. However, the majority of the informants from both individual and group interviewees asserted the absence of land development and management government agencies at *Kebele* level, where the required land is found and landholders are resided, as one of the factors contributing an important role in the impracticality of the policy of residential land supply, in the case of Hossana Town, despite the recent improvements. The responsibility of controlling any urban land-related actions is performed by individuals who are assigned based on political affiliations without considering the professional background, educational qualifications, and relevant work experience in urban land development and management and related field.

So, strengthening the institution by establishing urban land development and management agency: the primarily responsible government institution for the implementation of urban land policy, at *Kebele* level; leaving the responsibility of controlling any urban land-related actions to be performed by individuals who are assigned based on professional background, educational qualifications, and relevant work experience in urban land development and management and related field; more approaching towards landholders and more decentralizing will positively contribute for the practicality of the objectives of urban land policy. The established institution should be strengthening through the comprehensive capacity building which comprises resource-based capacity such as human resource, funding, and other infrastructure necessary to support the implementation of objectives of urban land policy; and administrative capacity which

comprises proper decision-making processes based on legal frameworks guiding the implementation of objectives of urban land policy; among others.

7.4.3.2. Eliminating inappropriate political interference from urban land policy implementing agencies

According to the findings of this study, on some occasions, politicians assigned at different administrative levels have exercised inappropriate influence over the operations of urban land supplying agencies. For instance, though there is a legislative decree on how to prevent and control informal land supply and settlements that highly challenge the practicality of formal urban land supply, enforcement of this regulation has become problematic due to political interference. Urban Lands Lease Holding Proclamation No.721/2011, declares that no person may acquire urban land other than the lease holding system, no region may permit urban land in a manner contrary to the provisions of the Proclamation, and any person shall have the duty to cooperate for the implementation of this Proclamation.

Likewise, Urban Land Lease Holding Directive No.8/2007 clearly declared that a person who occupies vacant land illegally is accountable to be evicted as well as the responsibility of preventing and controlling informal land occupancy and expansion is the responsibility of authorities assigned at *kebele*, sub-city, and town/city administrative level. However, many people have been occupying bulk land illegally and the enforcement of the legal provisions has become problematic due to political interference.

The politicians want things done their way rather than done according to the rules and regulations. For instance, to make strong decisions such as entirely preventing illegal subdivision and occupancy of vacant land, demolitions of any buildings constructed at illegally

acquired land, the punishment of whosoever in violation of the provisions of the Proclamation or regulations or directives issued, the politicians are afraid of increasing opponents or losing supporters. Where inappropriate political interference over the urban land supplying agencies is high there is a low capacity to successfully achieve the objectives of urban land policy. So, it is recommendable to eliminate inappropriate political interference from urban land policy implementing agencies.

7.4.3.3. Motivating leadership commitment in urban land sector

The result of this study indicated that there is a positive relationship between lack of leadership commitment in urban land policy implementing agency and low level of achievement of urban land policy objectives, and one of the real conundrum impeding the practicality of the supply of serviced land that can respond to demands for serviced land via formal channels in Hossana Town is not lack of land, but rather lack of leadership commitment in the urban land sector.

Therefore, it is imperative to assign leaders who are more witnessed by leadership commitment, and motivating leaders working at urban land policy implementing agencies to exhibit a leadership commitment by directing their organization towards creating an agenda for strategic urban land supply, keeping the urban land supplying agency progressing towards the accomplishment of land supply objective of urban land policy, overcoming resistance come from landholders to the practicality of procedures of urban land supply, facilitating entire resource, mainly financial resource, requirements for the supply of serviced land, and performing effective communication and coordination within and between different government agencies and administrative levels related to the preparation and supply of urban land, influencing other

individuals and organizations that has a significant role in the execution of urban land policy to accomplish their respective responsibilities, among others.

7.4.3.4. Allocating realistically sufficient financial resource for the purpose of residential land supply

In current Ethiopia where the right to ownership of land is exclusively vested in the State (Public), the urban land policy is a political arena where the government is usually expected by the general public to supply sufficient serviced land that can respond to demand, preparation, and provision of residential land with associated basic infrastructure requires the availability of sufficient resources (such as human, physical, technological and financial). Without realistically allocated sufficient financial resources, the supply of adequate residential urban land and associated infrastructure may result in poor performance even if there may be highly qualified personnel. This study showed that the municipality is facing a growing contradiction between low levels of financial support for adequate land supply and increasing demand for urban land. On the other hand, the role of ensuring land supply for sustained urban development and growth is indisputable. This means there is a direct relationship between the allocation of reasonably sufficient resources and the achievement of the objectives of urban land policy.

The shortage of financial resources constrains the implementation of urban land policy in general and procedures of residential land supply in particular by limiting the processes of expropriation and preparation of urban land and thereby negatively affecting the implementation of urban land policy. On the other hand, the supply and transfer of land via land tender and allotment is a basic source of income for the municipality to overcome the shortage in financial resources: supplying and transferring land use rights through lease more frequently can increase municipal finance.

Therefore, it is essential that it is not seen as an optional matter to be addressed in the future, but as an urgent issue that must be treated now as a top priority: land preparation and supply should be given priority in the budgeting processes, and sufficient financial resource should be allocated for the preparation and supply of land timely. Certainly, in the currently existing situation, the town can never have enough of its own financial resource to meet all type of development needs they face daily, and so, besides strengthening revenue enhancement capacity, as the sole supplier of serviced land, the central government should formulate a strategy which follows, support and ensure the sufficient funding is available and directed to the implementation of objectives of urban land policy, specifically, for the supply of serviced residential land. This may be formulated as a part of the urban land policy which ensures the availability of the funding.

Within a decentralized fiscal system, an urban land policy formulated by the central government will not be implemented if local governments are not interested in providing proper financial support for successful achievement of the objectives of the policy, like the supply of serviced residential and associated infrastructure via formal channels. Therefore, the central government should formulate a strategy which follows, support, and ensures the allocation of realistically sufficient financial resource for the purpose of serviced residential land supply via the formal mechanism.

7.4.4. Firming up the application of the demand-oriented approach to urban residential land supply

Although Proclamation No.721/2011 clearly states that the appropriate bodies shall be responsible for ensuring the preparation of an annual plan for the supply of urban land via tender, based on the demand for urban land, and the timely supply of urban land in accordance with the

plans prepared based on demand for land, the finding of this study indicated that not only the preparation of a demand-based annual plan for the supply of urban residential land is not properly executed but also data about annual demand for urban residential land is not properly collected and analyzed. Concerning -“timely”- supply of urban land, first of all, the legal framework does not give a well-defined minimum time frame for the supply of urban residential land. Second, respondents underlined that the timely supply of urban land is not firmly ensured. The town can supply urban residential land at any time as well as any amount it considers appropriate.

As a result, the result of this study indicated that applying only supply-oriented approach to land supply which is entirely dependent on the willingness of municipality/government/ to supply land is not responsive to demand land via formal mechanisms. Therefore, a demand-oriented model to urban residential land supply which is largely dependent on the demands for urban residential land should be strengthened and applied, to minimize the level of currently existing doubt that land will be, in the future, concentrated in the hands of a few, who can afford to offer much. Additionally, applying a demand-oriented approach to supply land can be used as an instrument to fight land speculation by supplying more land through official mechanisms for people who seek land for urban development.

In connection to this, establishing a system that enables a proper investigation of the amount of demand for serviced urban land and money required for the preparation of land annually is very important. Knowing a potentially sufficient amount of money required and connecting that with the budget allocations for each program will provide a clearer picture of the waiting list and the budget allocations needed to meet the demand. As a result, people will know that they will be able to get access to residential land through formal mechanisms. The responsible bodies will

also have a clearer picture of the current and future need for serviced residential urban land and the budget allocation that will be needed to match this need. Therefore, it is recommendable to strengthening the application of a demand-oriented approach to urban residential land supply.

7.4.5. Enabling the proper functionality of land banking system

One of the key objectives of urban land policy is the provision of land needed for urban residential housing development in an appropriate location, at the right time, and reasonable price. To attain this objective, land banking is considered one of the techniques applied by the government. Land banking is a strategy where government acquires land by expropriation in advance of needs with the intent of reserving or withholding (securing) land to be supplied and allocated for later, both short and long-term, urban development. It is one of the instruments in which the government used to intervene in the urban land market. It comprises the act of acquiring raw lands at the periphery of the urban edge for long-term land-use purposes and control of informal subdivisions, supply and transfer, and urban sprawl. It will contribute to the stabilization of the local market for land. If it is implemented, acquiring, preparing, and banking (securing) sufficient land ahead of time is one of the best strategies to enable the achievement of objectives of urban land policy in general and the supply of residential land in particular.

However, the result of this study indicated that due to the problems related to inefficient expropriation procedures, funding, and poor coordination of urban and peri-urban public organizations related to land expropriation, treatment of residents who will be displaced, among others, the success of the land banking is still under question. The shortage of finance for the purpose of payment of compensation and inadequate cooperation among various stakeholders related to the implementation of land expropriation is among the challenges commonly stated by

the informants of this study. Therefore, it is imperative that policymakers should reconsider strengthening through legal frameworks and funding the establishment of the urban land bank as well as enabling the sector to be led by individuals who have better commitment and proper professionals. As clarified by Cleveland State University, the following features were considered to be the most important contributing factors to land bank success. They are:

- a) The objectives of land banks should be narrow and focused and the aims of land banks should be specific and clear to the public.
- b) The coordination of town/city departments is crucial. Unless, town/city departments cooperate and work closely with the land bank, efficiencies will be hindered. The success of a land bank relies on coordination amongst the various players, such as landholders who reside in peri-urban areas as well as urban, peri-urban and rural public administrations, among others. If there are inefficiencies within local authorities, the success of the land bank will be severely undermined.
- c) An accelerated judicial process for obtaining land is necessary;
- d) An independently established land bank is required to manage the distribution of land;
- e) An integrated management information system with detained property information is essential;
- f) The aim of land banking should be incorporated into the strategic planning of municipalities;
- g) Expropriation procedures should be efficient; and
- h) Appropriate funding is required to be efficient and progressive (Cleveland State University, 2005).

In order to strengthen the land banking strategy, the federal government should support the strategy by formulating a feasible legal framework that can guide the establishment, and supporting the realization of the objective of the land banks by funding. Regional, zonal and, town governments, and urban and peri-urban *kebele* administrations also should give due attention. Organizational capacity and public awareness, regarding the importance of land banking, should be properly boosted.

7.4.6. Facilitating Residential Land Supply Loans Program

Without the supply of sufficient planned land, nearly all urban development can miss the right direction, what towns and cities are going to be, and where they are going to go. The government of Ethiopia should facilitate loans to support the practicality and achievement of the supply of urban residential land and associated basic infrastructure via formal channels, one of the main objectives of urban land policy. As the government is the sole supplier of the serviced urban land, by setting some requirements such as the status of the town, amount of demand for urban residential land, need of the concerned town, potential income that will be collected after the supply of land via formal channels and its impact on overall urban development, among others, residential land supply loans without interest should be provided. The loan should be repayable without any interest rate in yearly installments but not exceeding some percent, for instance, 10 percent of the total income of the town (the borrower). The repayment should begin after a predetermined limited grace period. When urban land policy implementers receive the loan, they are also informed of how the funding should be used; and they are forced to spend the money only on the intended purpose.

7.4.7. Strengthening coordination among urban land policy implementing stakeholders

The supply of serviced residential land comprises a collection of activities such as formulation of policies, regulations, directives, and other legal frameworks guiding any decision-making regarding land; financing; preparation of land use planning; conducting a discussion with residents who will be displaced from areas of urban expansion due to government land acquisition; the provision of basic infrastructure; provision of documentary evidence of land use rights; valuation and payment for compensation; and the like. Thus, functionally, both vertical and horizontal collaboration of these agencies responsible for these activities is crucial and expected to ensure the collective goal of effective supply of serviced residential land. However, the result of this study revealed that one of the key problems for the successful practicality of urban land policy is poor coordination among urban land policy implementing stakeholders – urban land supplying agency and other stakeholders.

A participatory approach is the only means for realizing a sustained common agreement between them. Put another way, formulation of policies, regulations, directives and other legal frameworks guiding any decision-making regarding land needs to take into consideration a wide range of stakeholder' opinions if the practicality of objectives of the urban land policy is to maintain high achievement. So, this coordination implies the relation of urban land supplying agency with other stakeholders such as the landholders/users/, professional bodies, other government organizations such as agencies responsible for formulating legal frameworks, facilitating financial resources, preparation of land use planning, provision of basic infrastructure, peri-urban administrations, urban land development, and management agencies found at the national level, regional, zonal, city/town and *kebele* levels, among others, to advance the practicality of objective of urban land policy in general and the supply of serviced residential land via formal channels by enhancing citizens' trust and confidence in urban land policy.

Developing stakeholders' confidence and trust in objectives and practices of urban land policy implementing agency through a participatory approach, strengthening good land governance, awareness creation on the overall benefits of attaining the objectives of urban land, making official agreements by putting a signature on contract document with institutions responsible for each duty, etc. to work together to achieve the intended goal are very important to improve the level of coordination among urban land policy implementing stakeholders.

7.5. Research Contributions

Though one of the most effective ways of gaining better insight into the urban land policy and practice is to focus on the practicality of fundamental procedural activities of the supply of serviced land for various urban functions as demonstrated in this research, the literature review revealed that, although there are a number of literatures related to urban land policy of Ethiopia, there is a lack of attention from writers about, and there is no comprehensive and detailed research/scholarship concerned on with the basic procedures accompanied the supply of residential land which comprise preparation of urban land use plan; preparation of annual plan for the supply of urban residential land; discussion and approval of plan for residential land preparation and supply; official agreement with government agencies related to the preparation and supply of serviced land; publicizing the approved annual plan for urban residential land preparation and supply; demarcation of area for land preparation; identification and planting of durable boundary markers; preparation, approval and publicizing of local (neighborhood) development plan; conducting discussion with residents whose landholdings expropriated; compiling data for compensation: measuring of the land area and counting of assets found on the land identified to be expropriated; valuation and payment for compensation; provision of basic infrastructure; land parceling and codification of plots; land banking and protection of prepared

plots; and supplying the prepared land, and where available, studies are less comprehensive and mainly focused on large urban areas like Addis Ababa.

As a result, available studies do not effectively cover the subject matter under question. In order to be supplied for residential purposes, even a single parcel of land passes various processes; this does not provide insight into the status as well as challenges that face the practicality of procedures, from beginning to end, of the supply of serviced urban residential land. Detailed research concerned with the practicality of urban land policy with particular attention to practicality of procedures of the supply of serviced residential land in the case of Hossana Town, Southern Ethiopia, is useful in providing insight as to how the various procedures have been executed and what are the factors affecting the implementation of each procedural activity. Such a study can be used for improving the practice of each procedural activity, which as discussed in the second article, is often characterized by many weaknesses and is affected by various factors. Improving the status of execution of the objective of the policy in general and procedural activity of the supply of serviced land, in particular, requires dealing with factors obstructing it. It is only through the appropriate practice of procedural activities that objectives of the urban land policy can be implemented, and which in the end would ensure the provision of the necessary services related to urban land for the population.

Hence this research as an academic study to address the practice of procedural activities of the supply of serviced residential urban land in detail, contribute to filling the dearth of comprehensive and detailed academic work regarding the practicality of procedures of supply of formal residential land in the context of towns, specifically, in the case of Southern Ethiopia but also it is anticipated to lead to a significant contribution to knowledge in the theoretical and methodological areas. As expressed by Kothari (2004), it provides the intellectual satisfaction of

knowing about the problem under investigation just for the sake of knowledge, and also it is expected to significantly contribute to the practical utility for the researchers to know for the sake of being able to do comparable problems better or in a more efficient manner.

This will contribute to our understanding and knowledge about how the urban land supplying government agencies operate to achieve the socio-economically desirable objectives of the urban land policy. Such contribution may also help in the development of this area of study in Ethiopian academic institutions including Addis Ababa University that delivers various courses related to urban land, the implications of which could also enable the policy-makers to utilize effectively the available resources to achieve rapid social and economic change.

Regarding the urban land policy-related contribution, primarily, this research leads to a significant contribution to knowledge is the Southern Nation Nationalities and People Regional State' Urban Land Development and Management Directorate. Most of the research in the area of urban land policy has been conducted within the context of Addis Ababa. Since the context in Addis Ababa and other regional states of Ethiopia are reasonably varied, little research has been found within the urban land policy, specifically, residential land supply procedures and practices in Southern Nation Nationalities and Peoples Regional State. This study can inform about how the formal residential land supply procedures established in the legal framework are practice, factors affecting the implementation of urban land policy in general and residential land supply procedures; factors contributing to a shortage of residential land supply; the achievement of the urban land policy and procedures regarding the supply of formal residential land and provision of basic infrastructure; and the socio-economic impacts of urban land policy failure to supply formal residential land, particularly in the case of Hossana Town, Southern Ethiopia.

Since the Southern Nation Nationalities and Peoples Regional State has its own rules and regulations that guide the implementation of the urban land policy within the regional and administrative contexts like Urban Lands Leasehold Permit Regulation No.123/2007 and Urban Lands Leasehold Permit Rule No.8/2007 which are specific to the Southern Nation Nationalities and Peoples Regional State, this research adds factual knowledge to the effectiveness and ineffectiveness of urban land policy which may help in reshaping rules, regulations and related legal frameworks within the regional context.

Moreover, this research leads to a significant contribution to knowledge is the policy designers and government regulatory bodies on a national scale. Improving the effectiveness of urban land policy in general and the supply of serviced formal land for urban development is one of the major national government objectives. The finding of this research will be very important to urban land policymakers and regulatory bodies of the government since the research has investigated and attempted to indicate the gap between the theory and practices of the supply of residential urban land. In a nutshell, though, decision-making is not part of this research, it facilitates the decisions of the urban land-related policymakers.

This research is also expected to significantly contribute to public policy practitioners. Specifically, it is expected to significantly contribute to the Hossana Town administration's and municipality's decision-makers. Since this research has identified factors affecting the implementation of urban land policy in general and the procedures of the supply of serviced residential land supply in particular, the findings are essential for decision-makers within Hossana Town administration and municipality to make quick and timely decisions to overcome the obstacles to the practicality of procedures of the supply of residential land via formal channels and to take necessary corrective actions. On the whole, the research outcomes can be

used by the policy-makers to improve their applicability of the policy objectives and the quality of their delivered legal frameworks dealing with urban land; and this study will make an important contribution to the literature on urban land policy and practice in Ethiopia.

7.6. Suggestions for further research

i. A majority of the findings in this thesis are based on qualitative data collected from informants come from policy implementing agency and landholders whose landholdings expropriated for the “public purpose”, and urban land policy documents. There are both strengths and limitations in the qualitative approach. The qualitative data can provide detailed information on the issue under study and allow the researcher to gain a holistic overview of the context under study; capture data on the perceptions of local actors from the inside, and understand key relationships and how different aspects of life are interrelated. Moreover, it is a flexible and repetitive process allowing the researcher to respond to unanticipated opportunities that arise in the route of the research (Chapter 3). This is particularly useful to understand the procedures of execution of the urban land policy with particular attention to the processes of the supply of urban residential land. However, an intrinsic limitation of qualitative data collected via in-depth interviews lies in its small sample size. As mentioned in other parts of this thesis, some of the findings may not be generalized to other towns/cities in Ethiopia, because it has applied a case study methodology using purposive sampling which theoretically limits the possibilities of generalization of the conclusions, and the nature of urban land policy implementation is context-specific, as discussed in Chapter 3. Perhaps the limitations relating to the generalization of research findings could be overcome by pursuing further research on the same topic but taking different towns with representative sampling.

Likewise, to judge the full status of success of the currently functioning urban land policy of Ethiopia, which maintains public (State) land ownership and supplying approach, and to pinpoint its effect on various components of the town more empirical researches need to be undertaken. For instance, it is recommended that further study in the following research areas could shed some more light on the subject at hand.

ii. Urban land policy and the practicality of allocation of the right proportion of land for public spaces: since the study only focused on the practicality of the policy and procedural activities of residential land supply, further investigations are needed in the practicality of other objectives of existing urban land development and management policy. For example, there would be a need to examine the status of the practicality of allocation of the right proportion of land for public spaces.

iii. Urban land policy and the practicality of urban land and property inventory and registration; and whether good governance in the development of the land market and a transparent and accountable land administration system, one of the main objectives of the urban land policy, is ensured?

iv. Urban land policy and the practices of informal land supply: the study has examined the procedures of urban land supply and associated basic infrastructure only through formal (official) modalities, and omitted the important question of processes of informal land supply and transaction. Settlements are increasing rapidly in lands that are not serviced and supplied via formal channels. These informal actions have an adverse effect on the practicality of formal land supply procedures. A better understanding of the feature of the processes of informal land

supply would create a more complete picture of the needs and demands of the people involving in it, as well as, it would support the formulation of policies that can address the issue.

v. Urban land policy and the protection of rights of land users: evaluation of urban land policy of Ethiopia that maintains the State (public) ownership of land with regards to realization of protection of rights of land users, because, theoretically, it is argued that as the Constitution of the Federal Democratic Republic of Ethiopia (FDRE) prohibits any sale and means of exchange of land, state/public ownership of land is considered to be the best approach to safeguard rights of land users.

vi. Urban land policy and environmental protection: for instance, issues like the effectiveness of currently functioning urban land policy in terms of protecting good agricultural land, land that has forestry value, and other areas expected to be reserved (protected) due to various reasons such as land subject to special protection due to its landscape, historical, archaeological, cultural value; the natural risks evidenced in the planning; its subjection to limitations or easements for protection of the public domain, and the like areas need further research with empirical data.

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Appendixes

Appendix A: Research Instruments (English Version)

Urban Land Policy and Practice in Ethiopia: A Case Study of Formal (Serviced) Residential Land Supply from Hossana Town, Southern Ethiopia

Appendix A1: Interview guidelines

I. Interview questions for chief executive officers of the agencies (Hossana Town Administration, Hossana Town Municipality and the Department of Hadiya Zone Urban Development and Construction) working in implementation of urban land policy

Section A: Concerning the objectives, principles and procedures established in urban land policy of Ethiopia in relation to residential land supply

1. Are you familiar with existing federal and Southern Nations Nationalities and Peoples Regional State urban land legal frameworks related to land supply in Ethiopia? If your answer is yes; what rules, regulations, guidelines, strategies and implementation manuals do you have?

2. How urban land policy in Ethiopia is made and who are the principal actors involved?_____

3. Were you involved or consulted in the formulation of any of the urban lands legal frameworks you mentioned in question 2? If you were involved or consulted, how? Please explain briefly

4. What are the anticipated goals of the currently functioning urban land policy?_____

5. What are the main objectives established in urban land policy of Ethiopia in relation to residential land supply?

6. What are the policy provisions to address the problem of residential land supply in the contemporary urban land lease policy?

7. How is the clarity of rules, regulations, guidelines, strategies, and implementation manuals to implement the anticipated goal? If you observed any ambiguity that influences policy implementation in any-ways, please explain briefly

8. Is there any practically observed problems in the existing rules, regulations, guidelines, strategies and implementation manuals in relation to land supply? If yes; what are they?

9. What are the basic procedures established in urban land legal frameworks (urban land policy) of Ethiopia to be followed by policy implementers in relation to residential land supply?

10. What do you think the fundamental problem in contemporary urban land development and management-related legal framework (rules and regulations) of the Southern Nation Nationalities and Peoples Regional State, particularly, problem-related to the supply of formal residential land?

11. Do you think that the current urban land lease policy is feasible for all income groups of people? If not what improvements do you suggest to make the residential land accessible for all income groups of people via formal channels?

12. Do you think an appropriate formal land supply system is in place to ensure equitable distribution of residential land for the people? Please justify your answer.

13. The land tenure and land supply system itself are blamed for inefficiency among some bodies despite the recent improvements. Do you agree? Why?

14. Do you believe that Hossana Town Municipality mandated to supply land according to the land use plan of the town doing (functioning) an adequate job in supplying adequate land for residential purposes? Please justify your answer

15. How you explain the level of effectiveness and efficiency of the current government's actions in the supply of residential land through the formal channel?

For instance;

✓ The time needed to prepare land for the supply of residential use: the minimum time required to complete all supply related tasks_____

✓ Cost of residential land supply: the amount of residential land supply cost involved

✓ Procedures involved : number of steps and paper works involved from the beginning till the end of residential land supply

✓ Engaging the poor (vulnerable group) in the formal land market : number and / or % of low-income people benefited from and involved in land formal market

✓ Affordability of supplied residential land : perception about price of land

✓ Annual volume of supply of formal residential land in hectare :

✓ Capacity to implement/enforce laws, policies, rules and regulations related to residential land

✓ Coordination among offices at various levels

✓ Barriers and legal obstacles on supply of land

16. How do you explain the transparency of government land institutions in executing the procedures of land supply?

17. Do you think that the public (State) land supply system is based on the principle of equity? Justify your answer....

18. Do you have any other comments you would like to make about the federal urban land policy of Ethiopia in relation to the residential land supply?

19. What is your comment on urban land development and management-related legal framework (rules and regulations) of the Southern Nation Nationalities and Peoples Regional State regarding the supply of formal residential land?

Section B: The practicality of the residential land supply procedures established in the legal frameworks by the study area (Hossana Town)

1. What are the different steps needed to follow in the formal residential land supply starting from beginning to end?

2. How the formal residential land supply procedures established in the legal frameworks are practiced in the context of Hossana Town? That is, does Hossana Town municipality follow the residential land supply procedures? If not, why?

3. What are the legally accepted existing modalities applied to supply residential land in the town?

4. Which one of the modalities is more practical in the town? why?

5. Is there any practically observed challenges in the implementation of each modality to supply residential land via the formal channel? If yes; what are they? Please explain briefly

6. What are the actions which have been taken to solve these implementation problems?

Section C: Factors that affect the execution of urban land policy in general and the procedures of residential land supply in particular?

1. What are the factors that affect the execution of urban land policy in general and the procedures of residential land supply in particular?

2. Do you think the organizational structure that you are currently working with is appropriate for the implementation of the procedures of residential land supply and the entire workload? Please explain briefly.

3. Do you think the current workforce /skilled and experience/ and logistics facilities are appropriate and adequate for the execution of current urban land policy in general and the procedures of residential land supply in particular?

4. Do you think the currently existing logistics facilities allocated for urban land development and management office are appropriate and adequate for the execution of current urban land policy in general and the procedures of residential land supply in particular?

5. How are the financial resources generated and allocated among residential land supply objectives and priorities set to achieve the objective?

6. Do you think that financial resources been allocated adequately for the implementation of formal residential land supply? Please justify your answer

-
-
7. Current urban land policy itself is blamed as one of the factors affecting the execution of urban land policy in general and the procedures of residential land supply in particular.
Do you agree? Why?_____

Section D: Concerning the factors (causes) that contributing to any shortage of residential land supply in the study area?

1. What are the factors (causes) that contributing to any shortage of residential land supply in the study area? And explain how each factor can contribute to the shortage of residential land.

Section E: Concerning the achievement of urban land policy objective and procedures in supplying formal residential land with the provision of basic urban infrastructure from the year 2005-2011E.C

1. Do you think that the urban land policy goal and procedures are successfully achieved in supplying formal residential land with the provision of basic urban infrastructure according to the land use plan of the town? If not why?_____
2. How many people are currently registered to get access to residential land through formal channel in Hossana Town (from registration list)?
 - Maximum and minimum number of people registered for land bid each year from 2005 to 2011E.C._____
 - Maximum and minimum number of residential land plots supplied for bid each year from 2005 to 2011E.C._____
 - Number of people waiting for land allocation by the authority without bidding each year from 2005 to 2011E.C._____
 - Number of residential land plots allocated by the authority without bidding each year from 2005 to 2011E.C._____
3. Currently, how many plots of developed residential land are registered as reserve by the municipality's land banking system to be supplied for later residential use?

4. How do you assess the responsiveness of the urban land preparation and supply for the individual customer?

5. What strategies have you designed to address, in particular, those who are on the waiting list?

6. How are the intended objectives of the policy met? Please explain

7. Do you see a continuing need for the urban residential land in the future? Why do you say this?

8. Do you have any specific plans for the future urban residential land demand (for the upcoming 5 and 10 years)? And how?

9. Do you think that there is a large enough budget allocation from the responsible body (town administration as well as the municipality and/or others) to support the current demand for residential urban land? Please explain.....

10. What are the issues that the urban land policy should be taking into consideration concerning future residential land supply?

11. What do you feel are the main strengths of the legal frameworks designed in Ethiopia (both at the federal and SNNP regional level) to support the implementation of the residential land supply?

12. Do you think there are any weaknesses or problems with the currently functioning urban land policy (legal frameworks) concerning residential land supply? If your answer is yes, please mention them

13. In your opinion, are there ways that the urban land policy can be improved to make the aim of residential land supply more effective?

14. Do you have any other comments you would like to make about the urban land policy in relation to the residential land supply in Ethiopia in general and SNNPR State in particular?

15. How you explain your confidence with the Hossana Town's current residential land supply performance?

16. Do you think that the present urban land supply system is able to meet the demands for the urban residential land? Please explain....

Section F: Concerning provision of basic infrastructures with supplied residential land in the research site

1. Do the municipality have a different strategic plan for the early provision of basic infrastructure in all sites where land is prepared as well as supplied for residential use? Please explain briefly

2. Does the municipality have different standards to follow the provision of infrastructure before the supply of land for residential use? Please explain briefly

3. Do you think that the municipality has provided all the basic infrastructures in all sites where land is prepared for residential use before the land is supplied? Please explain briefly

4. Do you think that the municipality has provided all the basic infrastructures in all sites where land is supplied for residential use? Please explain briefly

5. What are the basic infrastructures provided with the supply of residential land by the municipality?

6. What are the basic infrastructures which are not provided with the supply of residential land by the municipality?

7. What are the major problems the municipality faces in the last seven years, in the process of infrastructure planning and provision?

8. What measures have been taken by the municipality to solve these problems?

9. How the municipality expresses the existing problems and the relation between utility infrastructure (drainage, electric, water supply, and telephone) providers and the municipality?

10. What is the municipality's suggestion to solve these utility infrastructure provision problems particularly in sites where land is supplied currently for residential use?

11. What are the factors affecting the timely provision of basic infrastructure with the residential land supply?

Section G: Concerning the socioeconomic consequences of urban land policy failure to supply formal residential land

1. What are the socio-environmental impacts of urban land policy failure to supply formal residential land?

2. What are the economic impacts of urban land policy failure to supply formal residential land?

II. Interview guide questions for experts (officers) of the agencies (Hossana Town Administration, Hossana Town Municipality and the Department of Hadiya Zone Urban Development and Construction) working in implementation of urban land policy in general and the supply of urban land in particular.

1. Are you familiar with existing federal and Southern Nations Nationalities and Peoples Regional State urban land legal frameworks related with land supply in Ethiopia? If your answer is yes; what rules, regulations, guidelines, strategies and implementation manuals do you have?

2. How urban land policy in Ethiopia is made and who are the principal actors involved?_____

3. Where you involved or consulted in the formulation of any of the urban lands legal frameworks you mentioned in question 2? If you were involved or consulted, how? Please explain briefly

4. What are the anticipated goals of the currently functioning urban land policy?_____

5. What are the main objectives established in urban land policy of Ethiopia in relation to residential land supply?

6. What are the policy provisions to address the problem of residential land supply in the contemporary urban land lease policy?

7. How is the clarity of rules, regulations, guidelines, strategies and implementation manuals to implement the anticipated goal? If you observed any ambiguity that influences policy implementation in any ways, please explain briefly

8. Is there any practically observed problems in the existing rules, regulations, guidelines, strategies and implementation manuals in relation to land supply? If yes; what are them?

9. What are the basic procedures established in urban land legal frameworks (urban land policy) of Ethiopia to be followed by policy implementers in relation to residential land supply?

10. What do you think the fundamental problem in contemporary urban land development and management related legal framework (rules and regulations) of the Southern Nation Nationalities and Peoples Regional State, particularly, problem related to the supply of formal residential land?

11. Do you think that the current urban land lease policy is feasible to all income groups of people? If not what improvements do you suggest to make the residential land accessible for all income groups of people via formal channel?

12. Do you think an appropriate formal land supply system is in place to ensure equitable distribution of residential land for the people? Please justify your answer.

13. The land tenure and land supply system is blamed for inefficiency among the public despite the recent improvements. Do you agree? Why?

14. Do you believe that Hossana Town Municipality mandated to supply land according to the land use plan of the town doing (functioning) an adequate job in supplying land for residential purpose? Please justify your answer

15. How you explain the level of effectiveness and efficiency of the current government's actions in the supply of residential land through formal channel?

For instance;

✓ Time needed to prepare land for the supply of residential use: minimum time required to complete all supply related tasks _____

✓ Cost of residential land supply: amount of residential land supply cost involved

✓ Procedures involved : number of steps and paper works involved from the beginning till the end of residential land supply

✓ Engaging the poor (vulnerable group) in the formal land market : number and / or % of low income people benefited from and involved in land formal market

- ✓ Affordability of supplied residential land : perception about price of land

 - ✓ Annual volume of supply of formal residential land in hectare :

 - ✓ Capacity to implement/enforce laws, policies, rules and regulations related to residential land _____
 - ✓ Coordination among offices at various levels _____
 - ✓ Barriers and legal obstacles on supply of land

16. How you explain the transparency of government land institutions in executing the procedures of land supply?

17. Do you think that public (State) land supply system is based on the principle of equity? Justify your answer....

18. Do you have any other comments you would like to make about the federal urban land policy of Ethiopia in relation to the residential land supply?

19. What is your comment on urban land development and management related legal framework (rules and regulations) of the Southern Nation Nationalities and Peoples Regional State regarding to the supply of formal residential land? _____

Section B: The practicality of the residential land supply procedures established in the legal frameworks by the study area (Hossana Town)

1. What are the different steps needed to follow in formal residential land supply starting from beginning to end?

2. How the formal residential land supply procedures established in the legal frameworks are practiced in the context of Hossana Town? That is, does Hossana Town Municipality follow the residential land supply procedures? If not, why?

3. What are the legally accepted existing modalities applied to supply residential land in the town?

4. Which one of the modalities is more practical in the town; why?

5. Is there any practically observed challenges in the implementation of each modality to supply residential land via formal channel? If yes; what are them? Please briefly explain

6. What are the actions which have been taken to solve these implementation problems?

Section C: Factors that affecting the execution of urban land policy in general and the procedures of residential land supply in particular?

1. What are the factors that affecting the execution of urban land policy in general and the procedures of residential land supply in particular?

2. Do you think the organizational structure that you are currently working with is appropriate for the implementation of the procedures of residential land supply and the entire workload? Please explain briefly.

3. Do you think the current workforce /skilled and experience/ are appropriate and adequate for the execution of current urban land policy in general and the procedures of residential land supply in particular? Please explain briefly

4. Do you think currently existing logistics facilities allocated for urban land development and management office are appropriate and adequate for the execution of current urban land policy in general and the procedures of residential land supply in particular?

5. How are the financial resources generated and allocated among residential land supply objective and priority set on to achieve the objective.

6. Do you think that financial resources been allocated adequately for implementation of formal residential land supply? Please explain briefly

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7. Current urban land policy itself is blamed as one of the factors affecting the execution of urban land policy in general and the procedures of residential land supply in particular. Do you agree? Why?_____

Section D: Concerning the factors (causes) that contributing to any shortage of residential land supply in the study area?

1. What are the factors (causes) that contributing to any shortage of residential land supply in the study area? And explain how each factor can contribute to the shortage of residential land.

2. Speculation is blamed as one of the causes of artificial shortage for formal residential land supply. If you agree, please explain briefly how and what are the mechanisms to control speculators before and after the supply of residential land.

Section E: Concerning the achievement of urban land policy objective and procedures in supplying formal residential land with the provision of basic urban infrastructure from the year 2005-2011E.C

1. How many people are currently registered to get access to residential land through formal channel in Hossana Town (from registration list)?
 - Maximum and minimum number of people registered for land bid each year from 2005 to 2011E.C._____
 - Maximum and minimum number of residential land plots supplied for bid each year from 2005 to 2011E.C._____
 - Number of people waiting for land allocation by the authority without bidding each year from 2005 to 2011E.C._____
 - Number of residential land plots allocated by the authority without bidding each year from 2005 to 2011E.C._____

2. What strategies have you designed to address, in particular, those who are on the waiting list? _____

3. Currently, how many plots of developed residential land are registered as reserve by the municipality's land banking system to be supplied for later residential use?
4. Do you think that the urban land policy goal and procedures are successfully achieved in supplying formal residential land with the provision of basic urban infrastructure according to the land use plan of the town? If not why? _____
5. How do you assess the responsiveness of the urban land preparation and supply for the individual customer?

6. How are the intended objectives of the policy met? Please explain.....

7. Do you see a continuing need for the urban residential land in the future? Why do you say this?

8. Do you have any specific plans for the future urban residential land demand (for the upcoming 5 and 10 years)? And how?

9. Do you think that there is a large enough budget allocation from the responsible body (town administration as well as the municipality and/or others) to support the current demand for residential urban land? Please explain.....

10. What are the issues that the urban land policy should be taking into consideration concerning future residential land supply?

11. What do you feel are the main strengths of the legal frameworks designed in Ethiopia (both at the federal and SNNP regional level) to support the implementation of the residential land supply?

12. Do you think there are any weaknesses or problems with the currently functioning urban land policy (legal frameworks) concerning residential land supply?

13. In your opinion, are there ways that the urban land policy can be improved to make the aim of residential land supply more effective?

14. Do you have any other comments you would like to make about the urban land policy in relation to the residential land supply in Ethiopia in general and SNNPR State in particular?

15. How you explain your confidence with the Hossana town's current residential land supply performance?

16. Do you think that the present urban land supply system is able to meet the demands for the urban residential land? Please explain....

Section F: Concerning provision of basic infrastructures

1. Do the municipality have different strategic plan for the early provision of basic infrastructure in all sites where land is prepared as well as supplied for residential use?

Please explain briefly

2. Does the municipality have different standards to follow the provision of infrastructure before the supply of land for residential use? Please explain briefly

3. Do you think that the municipality has provided all the basic infrastructures in all sites where land is prepared for residential use before the land is supply for? Please explain briefly

4. Do you think that the municipality has provided all the basic infrastructures in all sites where land is supplied for residential use? Please explain briefly

5. What are the basic infrastructures provided with the supply of residential land by the municipality?

6. What are the basic infrastructures which are not provided with the supply of residential land by the municipality?

7. What are the major problems the municipality faces in the last seven years, in the process of infrastructure planning and provision? _____

8. What measures have been taken by the municipality to solve these problems?

9. How the municipality expresses the existing problems and the relation between utility infrastructure (drainage, electric, water supply and telephone) providers and the municipality?

10. What is the municipality's suggestion to solve these utility infrastructure provision problems particularly in sites where land is supplied currently for residential use?

11. What are the factors affecting the timely provision of basic infrastructure with the residential land supply?

Section G: Concerning the socioeconomic impacts of urban land policy failure to supply formal residential land

1. What are the social impacts of urban land policy failure to supply formal residential land?

2. What are the economic impacts of urban land policy failure to supply formal residential land?

III. Interview guideline questions for residents who were displaced due to government land acquisition for public land supply from the year 2012 up to 2018 G.C.

In Ethiopian context, the government has the inherent constitutional or legal rights to compulsorily acquire private property for public uses while paying “just” compensation to those whose property has been taken (Article 40 of the Constitution of the FDRE).

1. Do you know the different steps needed to be followed by the land acquisition authorities when they execute legal rights to acquire private property for public uses? Please explain briefly.....
2. How the land acquisition procedures established in the legal frameworks are practiced in the context of Hossana town? That is, does Hossana town municipality follow the land acquisition procedures? Please explain.....
3. Do you know the rights and responsibilities of the people who will be displaced by land acquisition process?
4. You were one of the residents who were displaced due to land acquisition. How many meetings are held between the land acquisition authorities and residents who were affected by land acquisition process to discuss about the issue?
5. Have you received compensation set according to legal guidelines? What is your comment on payment of compensation?
6. If you have any comments in the following activities of land acquisition authorities in the case of Hossana Town, please explain about each activity briefly.....
 - Regarding compiling data for compensation and substitution/replacement;
 - Regarding checking and approving the compiled data, and making decision;
 - Regarding valuation and analysis of compensation and substitution;
 - Regarding publicizing the valuation of compensation and substitution;
 - Regarding examining any grievances related to the valuation of compensation and substitution;
 - Regarding payment for compensation and substitution with approved certificate;
7. What are the social impacts of urban land policy failure to enforce the implementation of the land acquisition procedures established in the legal frameworks in the context of Hossana Town?

8. What are the economic impacts of urban land policy failure to enforce the implementation of the land acquisition procedures established in the legal frameworks in the context of Hossana Town?
9. Speculation is blamed as one of the causes of artificial shortage for formal residential land supply. If you agree, please explain briefly the causes of speculation; how and what are the mechanisms to control speculators before and after the supply of residential land.
10. Current urban land policy itself is blamed as one of the factors affecting the execution of urban land policy in general and residential land supply in particular by affecting the procedures of land acquisition. Do you agree? Why?_____
11. What do you feel are the main strengths of the legal frameworks designed in Ethiopia (both at the federal and SNNP regional level) to support the implementation of land acquisition for public use in general and for residential land supply in particular?
12. Do you think there are any weaknesses or problems with the currently functioning urban land policy (legal frameworks) concerning land acquisition for the public purposes?
13. In your opinion, are there ways that the urban land policy can be improved to make the aim of residential land supply more effective?
14. Do you have any other comments you would like to make about the urban land policy in relation to the residential land supply in Ethiopia in general and SNNPR State in particular?

Appendix A2: Focus Group Discussion

Interview guideline topics for Focus Group Discussion (FGD) with experts (urban land managers) of the agencies (Hossana town Municipality and Department of Hadiya Zone Urban Development and Construction) working in implementation of urban land policy in general and the supply of urban land in particular.

Concerning:-

1. The clarity, feasibility of objectives, principles and procedures established in urban land policy of Ethiopia in relation to residential land supply;
2. The practicality of the residential land supply procedures established in the legal frameworks by the study area;
3. The factors that affecting the execution of urban land policy in general and the procedures of residential land supply in particular;
4. The factors (causes) that contributing to any shortage of residential land supply in the study area;
5. The achievement of urban land policy objective and procedures in supplying formal residential land with the provision of basic urban infrastructure from the year 2005-2011E.C.;
6. Concerning provision of basic infrastructures with supplied residential land in the research site;
7. Concerning the socio-economic and environmental impacts of urban land policy failure to supply formal residential land;

Appendix A3: Observation

1. Observation Protocol

Observation of the provision of basic urban infrastructure with supplied residential land in the research site

Name of the observer: _____ Date of observation: ____/____/____

Place observed: _____ Time of observation: _____

Checklist and findings

Observation check list	Findings
Supply of clean water	
Provision of power(Electricity)	
Supply of street Lights	
Provision of access and paving (roads)	
Provision of telephone lines(Poles)	
Provision of wastewater collection(sewerage system)	
Provision of solid waste disposal site	

Reflection

Appendix A4: List of the major urban land related legal frameworks (Documents) which were reviewed in this study

- ✓ The Constitution of the Federal Democratic Republic of Ethiopia;
- ✓ Urban land lease holding proclamation of Federal Democratic Republic of Ethiopia;
- ✓ Urban land development and management policy and strategy of the Federal Democratic Republic of Ethiopia;
- ✓ Urban land lease holding regulation of the Southern Nations Nationalities and Peoples Regional State of Ethiopia;
- ✓ Urban land lease holding rules of the Southern Nations Nationalities and Peoples Regional State of Ethiopia;
- ✓ A Proclamation to provide for the Expropriation of Landholdings for Public Purposes and Payment of Compensation;
- ✓ Operational manuals of the urban land development and management bureau of Federal Democratic Republic of Ethiopia;
- ✓ Official reports and records related to residential land supply from Hossana town municipality and from the department of Hadiya Zone Urban Development and Construction.

