



**Addis Ababa University**

**College of Development Studies**

**Center for Regional and Local Development Studies**

**Urban Development and Management Program**

**AN ASSESSMENT OF LAND RELATED SERVICE DELIVERY  
IN ADDIS ABABA: THE CASE OF BOLE SUB CITY**

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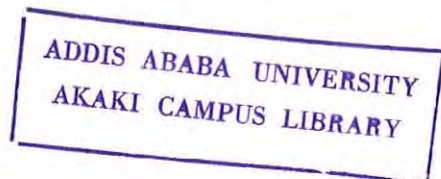
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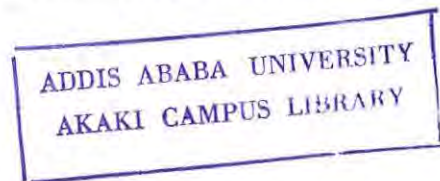
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## ABBREVIATIONS

AA	Addis Ababa
APRM	Africa Peer Review Mechanism
BPR	Business Process Reengineering
BSC	Balanced Scorecard
CIS	Cadastral Information System
CSA	Central Statistical Agency
CSRП	Civil Service Reform Program
EFY	Ethiopian Fiscal Year
EPRDF	Ethiopian Peoples' Revolutionary Democratic Front
FDRE	Federal Democratic Republic of Ethiopia
GDP	Gross Domestic Product
GGP	Good Governance Package
GIS	Geographic Information System
GTP	Growth and Transformation Plan
ICR	Implementation Completion Report
LA	Land Administration
MIS	Management Information System
MoCB	Ministry of Capacity Building
MoCis	Ministry of Civil Service
MoFED	Ministry of Finance and Economic Development
MoUDHC	Ministry of Urban Development, Housing and Construction
PAD	Program Appraisal Document
PASDEP	Plan for Accelerated and Sustained Development to End Poverty
PSCAP	Public Sector Capacity Building Program
SDPRP	Sustainable Development & Poverty Reduction Program
UGGP	Urban Good Governance Package
ULGDP	Urban Local Government Development Program
UNDECA	United Nation, Department of Economic and Social Affairs
UN/FIG	United Nation Federation of International Surveyors
UNECA	United Nation Economic Commission for Africa
WB	World Bank
WCBS	Woreda City Benchmarking Survey

## ABSTRACT

The issue of land has been a critical factor in political and economic development in Ethiopia. Land administration and governance is important for smooth progress of the overall development of the nation. In a country like Ethiopia, the provision of land administration services has always been the responsibility of the public sector. Given that the public sector is the only service provider, the efficiency of land related services has been questionable. With this hypothesis, this research aims to assess the performance of service delivery of land related services at Bole sub-city of Addis Ababa City Administration. Both primary and secondary data were collected and analyzed using quantitative and qualitative methods. Descriptive analysis has also used to get full understanding of the situation, which included tables, percentage and graphs. The primary data were collected from managers, staffs and customers from two offices of land administration at woreda level (Woreda 13 and 14) and the Sub-city office, whereas secondary data were gathered from various literatures and documents.

The paper found out that proclamations and guidelines for land related service delivery of the city administration have some gaps and are not clear for the officers and also not harmonized with other land related laws. The organizational structure and capacity of the offices are weak and require immense improvement in terms of availability of adequate staff with the appropriate technical skills, and institutional infrastructure/resources. Although there are notable achievements as a result of implementation of land related reforms, the reforms have not sustained with some of them back to their pre-reform status. The research has found that only 24% of the customers are "quite satisfied" or "fairly satisfied" with the quality of services provided by the sub city showing that the service delivery of the sub city is inefficient and unsatisfactory. Some of the reasons for such inefficiency might be long waiting time and poor coordination among the offices. This is justified by the respondents as 62% of the customers perceived that there is weak coordination across various land offices. Most of the customers perceived as the services (e.g. building permit service) take longer time than the service standard set by the office (7 days instead of 5 days). On the other hand, "processing time" has substantially improved according to 72% of the respondents.

The paper recommends on the need for strengthening capacity of the city administration to enable it to develop clear and harmonized land policies and guidelines. Intensive capacity building activities should be carried out. The responsibility should also be decentralized to the lowest woreda level. Finally, the study recommends that additional activities must be implemented to promote land related services in a transparent, accountable, sustainable, effective and efficient manner with good land governance.

## CHAPTER ONE

### INTRODUCTION

#### 1.1 Background

Urbanization describes as the growth in population defined as urban areas i.e. population residing in designated urban areas. Increase in the number of urban areas and expansion of existing urban areas are the two ways in which urbanization proceeds (Sharma, 2006). The concentration of economic activities and population in urban areas has continued unabated particularly in the last quarter of the 20<sup>th</sup> century (Tadesse and Shewaye, 2003). Urban areas have proved to be centers of economic growth to national economies. Thus, it is assumed that over 80%<sup>1</sup> of the global GDP comes from urban areas in the current economy. World Urbanization Prospects for 2011 (revised) indicates that the proportion of world population living in urban areas in 1990 was 43% as compared to 52% in 2012. The share of urban population has also accounted for 45%, 46% and 78% of total population in less developed regions, less developed regions and more developed regions respectively (UNDECA, 2012). The 2011 World Urbanization Prospects calculated that 39.6% of the whole of Africa population is living in cities and towns. On the other hand, out of the total population in Sub-Saharan Africa, around 36.7% live in urban areas. Although it is relatively low by international indicators, African towns and cities have been increasing rapidly for some period. For example, the average annual growth of urban areas for over 40 nations is estimated at 3.71% from 2005 to 2010 (UNDECA, 2012). This is assumed one of the highest urban growth in the world if it is compared with the growth rate of other countries cities during the same period like China, Latin America, Europe, and North America which is growing at 2.62%, 1.60%, 0.40%, and 1.31% a year, respectively (UNDECA, 2012).

The expansion of urbanization in Ethiopia is fastest in the recent years, though it is one of the least urbanized countries in the Africa (PAD, 2011). The rate of urbanization in Ethiopia is 4.3 percent per annum (APRM, 2011). The urban economy is emerging as a major driver of growth and the contribution of urban development of Ethiopia as a share of national GDP (approximated as the share of industry and services in GDP, since these are generally located in urban areas) has been increasing over the last decade (Geiger and Goh, 2012). They indicated over 58% of the growth in GDP can be attributed to the urban economy of the country. More importantly, the recent economic growth of the country derives predominantly from industry and service sectors, which are mainly placed in urban centers.

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<sup>1</sup>[www.worldbank.org](http://www.worldbank.org)

As industry and service sectors are contributing significantly to the national economy in general and the urban areas in particular, they may have many demands on resources like labor, capital and land. Land is a basic input for economic production and is directly related to livelihood and security. At the same time, it is the most important factor in the development of urban centers and their impact on overall economic growth. Therefore, its accessibility is one of the primary concerns for various purposes for any citizen, either urban or rural. Administrative aspects of land and how it is allocated affect development and the cost of infrastructure and municipal services, and thereby have a direct impact on the investment and poverty alleviation (World Bank, 2011). As the article 40 of Ethiopia constitution (1995) proclaimed "*all land in Ethiopia is owned by the state and citizen has a right to use the land*". Hence, the land administration services are performed by the government/ the public sector.

In a country like Ethiopia where public sector has a leading role, the efficiency of the service delivery will directly affect the overall performance of the government. Therefore, by offering the delivering the services efficiently and effectively, public sectors can act as agents for growth, thereby playing an important role in economic development. In this regard the government could give a priority to tackle major problem areas in service delivery such as land administration services. Both the 2011 World Bank report and Deininger et al (2010) stated that many of the challenges observed in the land administrations services in urban areas are because of the inefficiency of the public sector to deliver the services. Scholars like Burns et al (2006) strongly argue that it is impossible to strengthen the land administration systems without addressing the shortcomings in public sector governance. Specifically, urban land administration sector is marked by high and growing levels of service demand and relatively poor quality of services (Burns et al, 2006). As one can notice, the level of services delivery in urban land administration is generally inadequate compared to the increasing demand. The situation is expected to be the same for Addis Ababa city which is the main political, administrative, economic, and communication center for the country.

Addis Ababa has a total population of over three million with average growth rate of 2%, which covers 20% of the country's urban population (Geiger and Goh, 2012). It is by far greater than any other cities in the country. In most aspects, Addis Ababa contributes a significant share<sup>2</sup> for the overall development compared to other urban centers in the country. These situations may pull high service demand from the citizens and other actors. But the provision of services in Addis Ababa is either limited or poor in quality<sup>3</sup>. According to the 2013 report of the city administration, customers are expressing their dissatisfaction on the services provided by the

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<sup>2</sup>The research paper prepared by Geiger and Gohon Ethiopia Economic Update (2012) reported that its city economy accounts for 30% and 25% of the Ethiopian services and industrial output, respectively

<sup>3</sup>It is taken from the 2005 EFY (2013) evaluation report of land development and management bureau of the city administration.

city and complaints are heard repeatedly by the users. Land administration services, for instance, being provided by the sub cities are ineffective and inefficient in contrast with the needs of the people, thus it created complains and dissatisfaction among the customers.

The city administration has undertaken reforms in response to address the constraints faced by the sector in providing these services efficiently and effectively. The reform measures were conceived of as a developmental agenda and were a top priority for the city to improve service delivery (Addis Ababa city report, 2013). The reform interventions contributed to build capacities and improve overall governance, accountability, service delivery and empowerment of citizens. But gaps continue to persist in the reform implementation processes. To sum up, while the execution of these reform measures have resulted in certain positive outcomes, there are gaps in service delivery due to which customers remain dissatisfied.

## **1.2 Statement of the Problem**

In every country, land makes more than half of the total wealth of the country. It can be an input for agriculture production and livelihood and economic development as well. It can also serve as source of government revenue through service fees, taxes and leasing (Burns, 2006). All this depends on the land administration system followed by the country. Countries use different methods to administer this resource either as public property or individual property or a mix of the two systems.

Land in Ethiopia has been administered by the government since the 1975 radical land reform which indicates it is a public property in general. The proclamation (No. 47/1975) ensured that the exploitative relationships between tenants and landlords do end, and they have ended. Tenants became own operators with user rights, but with no rights to sell, mortgage or exchange of land. The change in government in 1991 did not help much in bringing change in terms of land administration. The government has decided to maintain all land under public ownership although it introduced a free market economy at the same time (Ethiopia Constitution article- 40, 1995). The constitution has lifted a restriction on long term leasing of land use right which was forbidden earlier.

As a universal truth, land has frequently been the cause of social disorder, and extensive efforts have been made to develop systems to administer and deliver land. Whether it is urban or rural, land administration is one of the basic factors for development. Burns et al (2006) cited UN/ FIG to define land administration as the processes of determining, recording and disseminating information about tenure, value and use of land when implementing land management policies. As a part of land administration process, accessibility to land is among the critical factors for development and growth. According to the 2011 World Bank report the ability of urban governments to pursue land-use planning including for promoting urbanization

and industrialization and to draw on land to generate public revenue are pillars of administrative decentralization that are closely linked to transparency and good governance. It has been expressed in the provision of efficient land related services by the public sector.

The service providers are expected to deliver efficient, cost-effective, and sustainable land related services. But, as indicated in the 2013 Evaluative Training Module of the city, the provision of land administration services is not efficient and satisfactory. The provision of this service is not able to meet the demands of the dwellers. This is because of various problems which may emanate from different sources and are interrelated and complex in their nature.

The current legal framework has certain gaps in the implementation process along with certain discrepancies in harmonization among various laws and regulations (World Bank, 2011). This created lack of clarity in the provision of services due to which governance of the institution has become poor. The 2011 World Bank report has discussed on the lack of capacity and resources led to inefficient service delivery and ineffective land management. Weak capacities of the institutions adversely impact the service delivery. Land related technology in the institution has not been implemented which was expected to benefit the sectors like land use planning and infrastructure service (UGGP, 2006). The central institution does not give clear roles to each institution and may assign responsibilities without considering the capacity of the institutions. As a result, the institutions cannot deliver what they are expected to. Furthermore, the institutions are suffering from lack of human resources coupled with lack of capacity of existing staffs, which aggravates the situation further.

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

Various documents and studies related to this subject were reviewed to identify the knowledge gaps in the sector. For instance, the 2011 World Bank report on options for strengthening land administration was confined to reviewing the existing system of land administration at national level and proposing some alternative options. It didn't cover the satisfaction level of the service delivery from customers' perspective. Similarly, most of the related documents prepared in the

area are by practitioners who focused on normative way of evaluating the performance of the sector. Detailed academic studies still fail to analyze the impact of the implementation of the BPR to provide quality services in land sector. Furthermore, given the flexibility or dynamic nature of the sector and new reform measures introduced at various intervals, it is worthy to conduct scientific research on the sector. In fact the office is periodically reviewing the performance of the service delivery of the land administration but the sector requires detail scientific research to assess the performance of the service delivery. In addition, it is long since Business Process Reengineering (BPR) has been implemented. It is worthwhile to check scientifically the progress achieved in the service delivery of land sector as a result of implementation of reform activities with the objective of assessing customer satisfaction. Specifically, the paper also tries to assess each component of the service delivery system in order to rate the level of customer satisfaction. Therefore this scientific research analyzed the service delivery of the land administration in Bole sub city of Addis Ababa city administration.

### **1.3 Objective of the Study**

The main objective of this research paper is to assess the delivery of land related services in Addis Ababa city administration focusing on Bole sub-city. The paper is also expected to analyze the implementation performance of the reform tool and its effect on the service delivery process of the land sector.

The paper has the following specific objectives:

- Analyze the function or the work flow of land administration process of the office;
- Assess the level of customer satisfaction in the area of land administration services, which is a major step forward to see responsive service delivery; and
- Identify the challenges and suggest the possible recommendations for further improvement.

### **1.4 Research Questions**

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

- How is the performance of the service delivery in the land administration office?
- How is the land administration process of the sub city/ woredas functioning?
- To what extent are the customers satisfied on land administration services delivery of the sub city?
- What lessons can be learnt from the past performance that can be used for delivering better land administration services in the future?

## 1.5 Conceptual Framework

In line with the objectives mentioned above and also the methodology, the research used an analytical framework to analyze the effect of implementing reform tool (e.g. BPR) in improving service delivery to land administration sector. Focused on the perception and opinion of the customers, the center of analysis laid on between delivering quality services and customer satisfaction. Based on this, one of the key indicators for this research paper was customer satisfaction. It assessed the customer perception in the process of land related service delivery. This was a base for analyzing whether implementation of BPR could increase customer satisfaction by providing quality services. As shown in the figure below, the major theories and concepts to be used in this research paper were analysis of land related services, reform tools (BPR), service delivery and customer satisfaction. The implementations of reform tools helped to restructure organizational set up and to improve service delivery. In principle, the customers can be satisfied by receiving quality service.

Figure 1: Effects of reform activities on service delivery and customer satisfaction



One of the major targets to introduce reform tool is to provide quality services to the customers that increase their satisfaction. According to the reformists, the service delivery may not improve without the implementation of reform tools. The customers are also expected to satisfy from the implementation of the reform in obtaining improved services. To find out that, the impact of reform implementation on service delivery analyzed and recipients of the land related services were interviewed to assess their satisfaction in receiving quality services.

## 1.6 Scope of the Study

As mentioned in the objective section, the study conducted within two woredas<sup>4</sup> of Bole sub city administration where the demand of the land is high compared to the other sub cities and

<sup>4</sup> The paper covered two woredas out of 14 woredas of the sub city, which is statistically accepted. It will discuss in detail in sample design section of the methodology i.e. chapter 3.

also the land value is very high due to its prime location. In addition, it has been informed that there is high transaction in Bole sub city regarding land administration services. Therefore, land related services were selected to assess the service delivery performance of the administration as land is a concern for every dweller for its own purposes. For that purpose, land administration offices of the sub city and woredas were assessed to find out the performance of service delivery.

### **1.7 Significance of the Study**

The paper serves as an input for the Addis Ababa city administration, particularly for Bole sub city, in the effort of improving land administration services. The research provides specific information about the performance of the land administration office in Bole sub city of Addis Ababa city. The findings of the paper help the office as an input to improve the service provision to the customers.

The intended users of this paper i.e. land administration office of the sub city can use the research output to draw lessons for future improvements in service delivery. Other practitioners or academicians can also use the research findings for making corrective measure or for triangulation analyses if interested in further research in the subject.

### **1.8 Limitation of the study**

This study focused on Bole sub city; hence its representation for the whole Addis Ababa city administration may be limited. Moreover, not all of the woredas in the sub city was assessed but two woredas were addressed for studying the status of service delivery in land administration office. It would have been more representatives if the study covered more samples. But this is not happened due to resource constraints. In addition, services in land administration and management are somewhat complex and wide, and might not cover comprehensively in this paper.

While collecting the data, respondents might give false information in fearing of different issues or very reluctant to genuinely respond to the questionnaire or the limited time they wanted to devote for interview. However it had been tried to convince them about the objective of the study and to provide their genuine information for this research purpose in order to get realistic findings. Furthermore, the primary data had been gathered by the data collectors and it might affect the truthfulness of the data.

Although with these limitations, the findings of this research are expected to serve as a spring board to undertake other detailed and comprehensive study, and have significant contributions in the process of improving service delivery at the sub city level in particular.

## **1.9 Organization of the thesis**

The research thesis has four chapters including this introductory chapter. The remaining parts of the research are organized as follows. Chapter two reviews the literatures related to the subject including urbanization, service delivery and land administration. Specifically, the chapter discusses about the historical background of the land, reviews the legal and regulatory framework, and describes the institutional structures dealing with land administration services. In the next chapter i.e. chapter three, the paper talks about the methodology that applied to conduct the research thesis. The section includes research design, research approach, sample selection, data sources and analytical methods which used in the paper. The data collected from the field are analyzed and interpreted in the fourth chapter that would help to draw the major findings. The status of the woreda and sub city offices in the subject matter is described in using various variables that was indicated in the questionnaire. The last chapter i.e. chapter five presents the conclusion and recommendations. It highlights the way forwards for improving the service delivery at the land administration sector. This chapter is also provided the possible recommendations for how to address the existing challenges of the service delivery in the land administration office.

## CHAPTER TWO

### LITERATURE REVIEW

#### 2.1 Urbanization

##### 2.1.1 Global Perspective

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

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

In the previous period, the governments of most low income countries were influenced to affect the level of urbanization in fear of the problems associated with the process (Tadesse and Shewaye, 2003). But nowadays, they changed their mind, knowing that it is an inevitable process. They started to focus on how to create appropriate framework and enabling environment to enhance the capacity of urban governments. It brings a change in the government strategy for decentralization and localization of political empowerment.

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

### **2.1.2 Urban Growth in Ethiopia**

According to literatures, urbanization process in Ethiopia has recorded a long history. But the expansion process is not that much appreciated as it is expected. The 2012 Central Statistical Agency (CSA) report revealed that about 17 percent of the total population in the country is living in the urban area. Despite the share of urban population is increasing rapidly, it is very low compared to most African countries including Sub Saharan African Countries (APRM, 2011). This becomes more surprising as one can see the experiences of other countries which have large populations and smaller per capita income. The levels of urbanization in those countries are very high and sometimes double (World Bank, 2007). But the growth rate of urbanization in Ethiopia is 4 percent which is higher than the average of Africa i.e. 3.6 percent (World Bank, 2007). The higher urban population growth rate of the country may result from the higher population growth rate of the country i.e. 2.4 percent per annum<sup>5</sup>.

The growing features of Ethiopia urban area can be expressed by base for economic development but poor infrastructure and service provision. According to Geiger and Goh report on Ethiopia economic update (2012), the economic share of the urban sector is over 58% of the GDP growth as urban sector incorporates industry and service sectors. Another World Bank document (2007) has mentioned, unlike to the rural economy, the important nature of the urban sector as it has stable economy than the rural economy. The same document has found out that welfare losses show a great deal of heterogeneity between urban and rural areas and relatively more heterogeneous in rural than in urban areas.

As urban area, Addis Ababa is a primate city of the country with the population of about 3 million<sup>6</sup>. the city contains about 20 percent of the total urban population, according to the Central Statistical Agency 2012 population projection data<sup>7</sup>. The city is an important center of

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<sup>5</sup> [www.csa.gov.et](http://www.csa.gov.et)

<sup>6</sup> This figure is based on the 2012 projections made by the Ethiopia Central Statistical Agency based on 2007 census. Some other projections have estimated the population over 4 million.

<sup>7</sup> [www.csa.gov.et](http://www.csa.gov.et)

production, technology, and the main market destination for goods and services. Therefore service sector is playing a key role in urban development.

As a good service delivery attracts investors and producers, one of the services demanded by these economic agents is land. Land is a determinant factor for urban development and its allocation affects overall development, investment, infrastructure development and housing development. Access to land is an important issue for most of the people, either it is urban and rural. Therefore, land security issues have political and economic importance, as they have been at several points at time in the history of Ethiopia.

Since the public sector has a key role in the overall economy of the country, its performance in provision of quality service should be viewed critically. Furthermore, the public sectors are the first responsible bodies to provide public services to the customers and the delivery of quality service is also one of the indicators for good governance. According to Urban Good Governance Package (GGP) of MoUDHC (2006), the major source of service related problems in urban areas are emanated from the services being provided by the public sectors which may be unresponsive to the needs of the people, thus create dissatisfaction among customers. Therefore, the efficiency and effectiveness of the country public sector is important to the success of development activities as it has a key role in every aspect. When the current government came to power in 1991, it introduced a decentralized form of government and designed a constitution that established a federal government system. The government structure has four tiers—federal, regional/ city administration, woreda and kebele. The country has made a shift on governance system. In the previous period highly centralized government system, regions and city administration were marginalized and did not function as independent local bodies. After the initiation of new constitution (1995), the decentralization strategies have formed part of a large scale reform of government resulting in introduction of institutional and legal frameworks for lower level of the government. Accordingly, in the decentralization process, the target has been to establish and strengthen the lower tier of the government that will improve people participation, democratization and decentralized service delivery through institutional reforms, systems development, capacity building and training.

### **2.1.3 Urban Policies and Strategies of Ethiopia**

Sustainable Development & Poverty Reduction Program (SDPRP) was the first development and poverty reduction strategy for the country. SDPRP, which was implemented between 2002/03-2004/05, identified urban sector as a potential for economic growth and alleviation of poverty. Therefore it was focused on to build decentralized good governance capacity in urban centers through the introduction of urban oriented policy, legal and institutional frameworks supported by substantial frameworks supported by significant capacity building efforts. Subsequently,

urban areas have implemented the number of reforms in various aspects. For example, Addis Ababa city administration initiated a number of key programs and projects during the SDPRP period. These included: new initiatives to provide city upgrading and renewal, conduct institutional change and operational decentralization and land administration reorganization. Furthermore, services accessibility specifically land related service provision have been restructured.

As the next strategic document of the country, Plan for Accelerated and Sustained Development to End Poverty (PASDEP) indicated that the country's urban strategy has objective of improving access to land and public services, among the others. The document (2005/6-2009/10) has given priority to four areas to enhance urban governance including access to land related services. Similarly the current Growth and Transformation Plan (GTP) has given emphasis on urban areas as to achieve comprehensive economic development in the country. This policy document (2010/11-2014/15) has also indicated strategic issues that strengthen land administration in Ethiopia.

The federal government has prepared the national urban development policy in 2005. The interesting point that the document has mentioned that urban centers are expected to be service provider for both urban and rural areas. The policy has also recognized that urban land is one of the key factors that contribute to the economy (MoUDHC, 2005). Following the policy, different laws and proclamations have been developed for the urban sector. For instance, the urban lease holding proclamation No. 721/2011 is issued to develop optimum conditions in which leasehold ownership will become the exclusive urban land holding mechanism.

## **2.2 Service Delivery in Public Sector**

### **2.2.1 Performance Assessment**

The public sector in Ethiopia was characterized by weak structures, inefficient services provision, corruptions, poor capacity and the routine neglect of the due process of law in matters of public issue. The government has developed the future vision of the public service and is devoted to turn around the challenges of hindering weak institutional arrangement, outdated working process and system, low capacity, unethical behaviors, and fraud (MoCB<sup>8</sup>, 2010).

Therefore, the government has introduced a series of reform initiatives across the public sectors that focus on enhancing efficiency in service delivery and building transparency and

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<sup>8</sup> Ministry of Capacity Building (MoCB) has reshuffled to Ministry of Civil Service (MoCIS) in 2011.

accountability to citizens for meeting service standards. By implementing the reform tools, many results have been achieved to improve the efficiency and effectiveness of service delivery at the national level. Some of the results observed are accessibility, timeliness, cost reduction etc (MoCB, 2010). The BPR reports showed that there are service standard for core services and substantial reduction in processing time of the services has been recorded. Processing time reduction has witnessed the most service delivery improvements (MoCiS- ICR, 2013). Service process time was one of the key dimensions of service delivery improvement targeted by the public offices when they implemented the reform tool (World Bank- ICR, 2013). In addition, the data shown that services accessibility has improved in the reform implementation periods. The number of local offices has increasing to deliver a defined services (MoCiS- WCBS V, 2013).

All reform initiatives should develop overtime in response to the observed gaps and new needs emerging according to the context rather than rolled-out in accordance with a predetermined plan (Brown, 2012). But what happened in Ethiopia is different from this. Government has always been intended to immediate change and the number of new reform tools tried is explained by the government's constant search for a solution. Often preservation has been needed in management fads first tried out at the international experience level. Government has finally understood from this experience is there are no "magic bullets" for reforming the civil service (Brown, 2012). The national service delivery policy was launched in 2001 for the overall policy framework of the civil service. Next to that, Business Process Reengineering (BPR) was introduced in 2006 (Belete et al, 2008) and it soon became popular reform initiative which has now been assumed completed and became regular activities in most offices.

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

As mentioned above, in the implementation process, the government has committed to implement business process reengineering as the means for achieving the fundamental change which was intended (Belete et al, 2008). BPR has extended service standard scheme to all

services which institutions were responsible for providing, rather than applying in some sectors only. BPR has achieved in simplifying service delivery processes by avoiding non value adding steps (MoCB, 2010). Services could be delivered in a far more timely fashion, often in more convenient locations, this improved people confidence on the public sector, in so doing expanding access (MoCiS- WCBS V, 2013). Having appropriately qualified staffs on the front line trained in customer service, another BPR output, will have had a similar effect (Brown, 2012). Although Brown (2012) has mentioned all the above success of the reform in the service delivery, there is a question of sustainability and it couldn't meet full range of outcomes in efficiency, effectiveness, transparency, accountability and responsiveness in the public sector. Some reversal situations are also seen (Brown, 2012). However, it is logical to assume that having qualified staffs on the front line who are capable to meet the needs of their customers will have a substantial impact on levels of customer satisfaction.

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

### **2.2.2 Decentralized Service Delivery**

Ethiopia has developed decentralization strategy for empowering citizens and cascading power to lower levels, following the 1995 national constitution. This, in turn, was planned to establish conducive environment for improving service delivery. According to the Garcia and Rajkumar (2008), the decentralization process was implemented in two phases. The first phase created a four level governance structure, including the federal government, regions/ city administration, woredas and kebeles. The woredas and kebeles are lower levels of the regional governments, with kebeles below the level of woredas<sup>9</sup>. After 1995, the government has cognized the factors that challenged public sector efficiency, lower level empowerment, and accountability. It was understood that woredas/ kebeles had very limited fiscal or administrative autonomy with which to address to the interests of their communities. Accordingly the government mobilized the next phase of decentralization process with a series of legal and administrative reforms since 2002/03. Some power was decentralized to the woreda level, and eventually urban administrations with woreda status and responsibilities were established in urban areas. This phase of decentralization wants to empower citizen to participate in development activities, improve local governance, and enhance the quality of service delivery at the local level.

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<sup>9</sup> The situation may vary in different regions. For instance, according to the recent restructuring of Addis Ababa city administration the very lower tier of the city administration has become woredas. There is no kebele structure in the city. On the other hand, some regions may use zonal structure in their hierarchy.

Some literatures like Birhanu (2008) mentioned that the achievements in the service delivery are come directly from the decentralization strategy of the government to the lower level of the administrations. He has documented that decentralization has substantial contribution for improving the provision of services at regional or city administration levels. As a result of decentralized arrangement and other capacity building initiatives, most public services could perform at local levels. Woredas became the centers and responsible to manage their services since the community found the services at their nearest.

Dom et al (2010) argued that it is a bit difficult to conclude whether only decentralization has directed to demonstrable progress in effectiveness, efficiency or accountability of the public services. This is partly because qualitative dimensions are more challenging to measure, but also because the range of woreda experiences might be anticipated to play more of a role. There is some positive indication due to decentralization but there are very many constraints on woredas that would make it rather surprising to find unambiguous evidence of performance improvement and decentralization is one among many factors influencing performance (Dom et al, 2010). According to them, there are many other factors which could also influence performance of public service provision and decentralization can attribute to service delivery improvement. Their conclusion is supported by Garcia and Rajkumar (2008) argument as the change in service delivery and its coverage accelerated during the period of decentralization, but without further analysis it may be difficult to conclude that decentralization was responsible for all achievements, as decentralization was part of government policies and strategies for the improvement. It is possible to take a note that decentralization has a key role in improving service delivery but cannot be the only factor.

Garcia and Rajkumar (2008) were also mentioned several advantages of decentralization in service provision process. According to them, locally relevant remedies to problems are now found promptly through more democratic and participatory processes. The 2007 World Bank report on enhancing human development outcomes through decentralized service delivery has agreed with this point as plans are locally drafted and approved, budgets are managed locally, and control is more effective. Budget shortfalls are dealt with more fairly under decentralization, and the relationship between tiers of government is characterized more by partnerships than the more remote and bureaucratic structures that prevailed before decentralization. The 2013 Woreda City Benchmarking Survey (WCBS V) which was conducted by the Ministry of Civil Service is justified this premises in figure<sup>10</sup> that the coverage of the service centers is increasing over the period through decentralization strategy, which indicates more and more people is having better access to services. According to Birhanu (2008), the

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<sup>10</sup> The survey revealed that 82% of the local jurisdictions are delivering the basic public services in 2011 as compare to 25% in 2005.

improvement of service delivery before and after decentralization shows that the coverage of service delivery has improved although quality provision still remains a problem. The delegation of power and resources from the federal and regional government to woreda has increased service delivery accessibility though it is difficult to indicate the quality. Improvements took place in a short period during the massive decentralization of fiscal resources, to regional governments in 1995 and then to woredas in 2002/03 (World Bank, 2007). The WCBS V has reported that analysis of increased basic service coverage after decentralization in the country is witnessed by the perception of beneficiaries.

The above documents have also discussed on some of the challenges observed in the implementation process of decentralization strategy. These include; lack of resources at woreda level, lack of information about the woredas, unclear responsibility of woredas, poor capacity, staff shortage, etc. Birhanu (2008) has also stressed that there is an attempt to improve the service delivery functions of woredas through institutional structure and human resource but still requires a lot of capacity building efforts for a fruitful results. Although the discussion made above is at national level, the situation is not different for urban areas including Addis Ababa.

### **2.2.3 Challenges of Urban Service**

Although the achievements in service delivery, key challenges are continue to affect the efficient and effective delivery of services. Unable to address the constraints could affect the improvement made over the implementation period in the areas of service provision.

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

Garcia and Rajkumar (2008) discussed on the challenges as for accountability mechanisms to be effective and service delivery to improve, delegation of responsibilities must be matched by adequate finances especially at the local government level, and expenditure assignments of the different levels of government need to be fully and clearly defined. This does not yet happen to a sufficient degree in Ethiopia civil service. Lack of clear assignments can lead to duplication of effort and lack of coordination. It also makes it difficult to assign roles and budgets in order to

meet functional objectives. Responsibilities in other areas are less clear. The cities are responsible for most of land administration services, with gaps in the legal framework (or fail to harmonize) of exactly what is expected of them, how they are supposed to complement each other, or how much each level is supposed to contribute. Not only are these distinctions weak or not exist, there is no clear linkage to fiscal capacity and responsibility. Functional and fiscal assignments need to be clearly tied and function costed as accurately as possible in order to create clear junction between functional accountability and fiscal arrangements. Within each of the broadly assigned areas of responsibility, the exact roles of each level of government and organization need to be made clearer (Garcia and Rajkumar, 2008).

Many woredas have been limited by the lack of adequate staff to deal with the challenge of improvement in service provision (World Bank, 2011) and the 2014 report of the World Bank on staff turnover noted that there is high vacant position<sup>11</sup> in public sector. Turnover and scarcity of staff are high in professional and technical areas where many staffs are leaving away from public sectors. Strategic personnel management and compensation policies of service providers are key to the success of service delivery reforms as these strategies may help to retain professional staffs in the public sector (Brown, 2012). But personnel management is one of the least developed areas in the public sector (World Bank- ICR, 2013). This challenge has to be addressed urgently to improve the service provision.

To conclude this section, in the process of discharging service delivery responsibilities and enhancing service provision and good governance to meet the demand of the customers, Both the World Bank report and Birhanu findings have summarized the following constraints and challenges as they are prevalent in most public sectors: lack of staff and organizational structure; lack of effectiveness and efficiency of operations of institutions; low quality of service provision; the problem of sustainability and implementation capacities of organizations dealing with capacity building; problems related to attitudinal changes; disparity in the efficiency and implementation of capacity building within organizations and spatial units; poor participation of the citizen on prioritization and decision making; weak accountability and responsiveness to service delivery; and others.

## **2.3 Urban Land administration across the Globe**

### **2.3.1 Land Administration in the World**

Even though every countries of the world have usually planned similar objectives in their land administration system, the mechanism that would be applied to achieve those objectives depends on the existing situation of the countries. According to Burns, the land administration

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<sup>11</sup> According to the report, 28% of approved position in the national public sector is vacant.

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

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

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

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

implementation mechanisms, the modern technologies and the system related to land related service delivery which provide confidence to the citizens on the administration.

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

### **2.3.2 Land administration in Africa**

Like many developing countries of the world, African countries are exercising fast urbanization, with an average urban population of about 39.6% in 2012 (UNDESA, 2012) and with average growth rate of urban population of around 3.6% (World Bank, 2007). Furthermore, the majority of the populations do not have access to land and lives in slum areas of the continent.

According to Burns (2006) most of the urban sectors in most African countries are applying traditional or customary land administration systems. In addition, since the continent is suffering with the complex nature of the cadastral and ownership powers, colonial land administration laws and guidelines remain active in many countries of the continent. In many instances, traditional ownership and informal land administration systems are sufficiently exist in parallel with formal system, which make the formal system ineffective and inefficient. In addition, in most African countries the official land administration system is often not functioning independently, and where some land administration activities are implemented in traditional way which affects customer's interest (Deininger et al, 2010).

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

The same with the other world, the laws and regulations related to land administration in Africa largely lacks clarity and overlaps responsibilities. Knowing all these gaps, many countries have implemented legal reform to solve the problems and to begin new initiatives. Tanzania, for instance, has passed new land laws since 1999 and other countries like Uganda and Mozambique have also issues various land laws and regulations. But the expected result and

the coverage is high and yet could not achieve in full scale for many of the reform initiatives (Burns, 2006).

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

## **2.4 Urban Land administration in Ethiopia**

### **2.4.1 Historical Framework**

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

The pre 1974 imperial government of Ethiopia had a monopoly of political and economic power over land and other substantial properties. The monopoly of land ownership had been continued until the arrival of capitalism around the beginning of the 20<sup>th</sup>C. By then, some foreign business community accessed land through concession from government or made contract agreement with landlords. The monopoly system of land ownership was restraint production from small holder and commercial farms, which enhance urban and agricultural land productivity. Most of urban land was widely idle and malfunctioning. The problem was created by this monopoly system brought the need of land reform (Abuye, 2006).

The Derg government came and declared that all land became the property of the government in 1975 (World Bank, 2011). The demand for land reform was the main economic issue during the government change. Urban land, real estates including extra houses were nationalized and made public properties. The nationalization law totally paralyzed land marketing in urban areas. Land was delivered only by way of government allocation or by inheritance of a building (Abuye, 2006). Another dimension of the "land-to-the-tenure" ideology was that households unable to cultivate their land could not feel tenure secure and risked that the land could be reallocated to other households demanding additional land (Deininger et al, 2010). But the change made couldn't address the prevailing problems in urban and rural areas. Again these challenges and stagnation of urban development called to the urgent need for urban land reform (Abuye, 2006). This is important because it may establish land market transaction,

which encourages market economy and urban development by making a balance between the private and public sectors interest. After the fall down of the Derg regime, EPRDF came to power and maintained land as the government property to which citizen has access right through use rights (Ethiopia Constitution, 1995). While every citizen has the entitlement to own private property (article 40 of the constitution), the constitution does not provide for private ownership of land.

*“The right to ownership of rural and urban land, as well as of all natural resources, is exclusively vested in the state and in the peoples of Ethiopia. Land is a common property of the nations, nationalities and peoples of Ethiopia and shall not be subject to sale or to other means of exchange.”*

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

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

#### **2.4.2 Concept of Land Administration**

It is not an easy task to define land administration as it highly represents the country social, political, economic and cultural in which it functions and relies on many factors from within and outside of the system. The term has been defined in many documents in various ways and varies from country to country. For this research paper, the definition made by UN/FIG is used. Burns et al referred UN/ FIG to define land administration as the processes of determining, recording and disseminating information about tenure, value and use of land when implementing land management policies. It is considered to include land registration, continuum comprising deed recording systems, and land information systems. According to them, land administration system may include processes to manage public land, record and register private rights on land, define land use, transfer, and support the process of

development application and approval, and improve the access to land to the citizen. The system is performed by the public sector to manage land rights.

Furthermore, it includes records that describe title rights and information, and spatial records that label the extent over which these rights and/or information apply. Land administration has progressed from separate systems to manage private rights in land and manage public land (Burns et al, 2006). Similarly, Lyons et al<sup>12</sup> defined it in almost the same way to as the regulatory framework, institutional arrangements, systems and processes that encompass the service delivery determination, allocation, administration and information concerning land. It includes the determination and conditions of approved uses of land, the adjudication of rights and their registration through titling, the recording of land transaction, and the estimation of value and taxes based on land and property.

The following concept adopted from the guideline prepared for introducing land lease administration in urban which was developed by Olga Kaganova in 2005. Based on her analysis, the concept of land administration includes two wide subject areas:

- Management of land owned by government, which is a process of making and implementing decisions on acquisition, holding, and disposition of land. Thus incorporates a wide variety of activities, including: Consolidating land for development; Supplying land for private and public use; and Establishing strategic reserve
- Performing land-related governmental functions applicable to both private and public property, such as: Provision of property rights (inventorying, documenting, and registering public and private real property); Fiscal functions (property taxation and administration of other public revenues from real property); and Regulatory functions (land-use control, land development control, urban planning); Providing efficient services to the users.

Generally, the term 'land administration' can address a much wider range of systems, from formal systems established by the government to register rights on land to informal or illegal socially administered systems. It is a basic instrument that supports land management and functions within the framework designed by land policy and the legal, cultural, and environmental framework of a particular area (Kaganova, 2005).

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<sup>12</sup> Lyons and et al work was referred in Solomon and Mansberger (2003) Paper of Land Policy, Urban-Rural Interaction and Land Administration Differentiation in Ethiopia.

### 2.4.3 Land Policy and Strategy

Due to various land policies of the country under different regimes, land ownership in Ethiopia has undergone different land security system. This includes the free hold land possession system, government owned permit system and lease holding system. In fact, there are also traditional and illegal lands holding systems, which are widely known in Ethiopia.

After the downfall of the Derg government, the new federal government (EPRDF) controlled power and maintained the government ownership of any land in the country. The current constitution comes with a broad framework for land policy in the country and protects the concept of public land ownership and that can't be taken away from the government. The constitution ensures public ownership of land; there are no private ownership rights in land. It can be argued that there are no basic difference between the legal condition of the Dreg and the EPRDF government of Ethiopia on land concerns. In fact, introducing a free economy policy has made important changes on urban land lease holding system. According to the federal government urban land lease holding proclamation No. 721/ 2011, all urban land is state property and allocation will be done only through the lease system. It is believed that lease system has been applied as an important land holding system to transfer land to the right users. Although the state maintains the real ownership right: the right to use, possess, benefit from, and dispose of lands, a transaction can be performed in a form of lease system with the user having the right to use.

According to urban development policy of the 2005, the government has introduced these land laws and policy by thinking the owners (specially the farmers) may be forced to sale the land and engulfs the urban areas only to face the attendant social ills that are feature of such conditions. In other words, it insists that the existing policy is in place just because of the need to defend owners from a possible loss of their asset which would occur if draw a policy like full land ownership rights including the right to sale. Furthermore, land is better to be in the hand of the government that will help to stabilize land and housing process and also to make fair land distribution between the rich and the poor. But it is possible to argue that the current land related policy of Ethiopia has not allowed the title ownership to subsistence life as it requires permanent residence in the area to have a use right over the land. It discourages people movement and confined people in a specific environment and also affected their perception of security. Therefore the government can learn from the experiences of international situations concerning land ownership and allocation. The government should consider both extremes i.e. full control of the government, which may create inefficient and full ownership of the private sectors, which brings negative externalities and inequity. Thus, the optimal solution is to find the appropriate assignment of responsibility or ownership between government and private sector regarding urban land administration. Then both will be benefitted in the economy.

It can be understood that the development of urban land policy has numerous advantages and the policy makers are dependent on a vast range of policy instruments and organizations to achieve them. The policy allows that the state maintains the right to expropriate land required for public interests and requests back citizen holdings needed for development activities by giving compensation to the property built on the land. This in turn will have substantial contribution for rapid development of the economy. By bringing about economical use of land for planned development activities, it secures ownership of land thereby enhances fast, sustainable and equitable of economy development (World Bank, 2007). In general, if a strong implementing body is put in place and appropriate awareness is created with the public on its benefits and implementation modalities, the urban development policy helps not only to accelerate the urban development but also serves as a tool for poverty alleviation. The correlation between land and urban poverty was indicated in Ethiopia's Plan for Accelerated and Sustained Development to End Poverty (PASDEP) document i.e. improved land accessibility and its service facilities was one of the components of PASDEP that was aimed at ending urban poverty.

In fact, having an excellent policy and strategy is not an end by itself rather a means to the efficient administration of land in the country. There are lots of challenges in the implementation process of these policies and strategies. Many of the problems or difficulties of land administration system in the country are because of the poor performance of the civil service (Burns et al, 2006).

There may be a holistic land policy, often with extensive stakeholder participation. However, without strong public sector and strong political interest and guidance, these policies can be complex to implement in practice. This is resulting in losing citizen confidence on the public sector and the policy. Similarly there is also lack of citizen awareness on land policy and the negative implications of informal activities. Due to the poor performance and negligence of the local authorities, the conditions allow the local governments to offer urban land freely or without public auction for investors that the government needs to encourage<sup>13</sup>. This situation creates a space for corruption. There is a lack of adequately skilled staff in land offices to implement the policy effectively, on the one hand affect flexibility and efficiency in implementation and on the other hand put the land office (from the view point of the only provider of land related services) in a difficult position to address the fast increasing customers demand for land services.

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<sup>13</sup> Source: the 2013 evaluative training module of the city administration

#### 2.4.4 Legal Framework

This section will focus on the evolving legal framework for land administration. In line with Ethiopian constitution, laws and proclamations issued by the federal government are reflected in the proclamations of the regional governments, which are responsible to issue their own legislations and to implement these laws. Similarly, the constitution states that ownership of all land is the government and the peoples of Ethiopia. Citizens have perpetual or long term rights to access and use the land. There are also specific laws clarify land security rights, normalize transactions, and develop procedures to take land and compensate for such takings. Although, the constitution mentions the basic rights under various articles concerning land, the 2011 World Bank report identified that there are gaps in the follow up issued regulations and guidelines in their implementation (or not harmonized with regulations) that cause for variations or clarity problem. This is resulted in reducing tenure security and bad governance.

Following the federal land laws, regions have proclaimed various proclamations and regulations on the issue of urban land by applying decentralization policy. There may be some differences in the land laws across regions as long as these did not contradict with the federal land law. The constitution (article 52) has maintained the regions as owner of all land and gives the right to administer land and other natural resources in accordance with the federal laws.

Following the federal land proclamation, Addis Ababa city has proclaimed various land related regulations like urban land lease holding regulation No. 49/ 2012; Tenure administration service delivery guideline No. 12/ 2012; urban land lease implementation manual No. 11/ 2012; and lease price announcement No. 11/ 2012. These regulations and manuals state new land allocation system with the objective of limiting the expansion of the city; lease payment system; compensation; etc. As per the proclamation No. 721/ 2011, urban land is allocated through only leasing holding system; the city administration cannot permit or transfer urban land in contrary to this proclamation.

Issuing of harmonized and comprehensive laws and regulation are done by the public sectors. The performance of these sectors to handle all these roles smoothly will affect the overall land administration. The offices may neither follow a proper framework nor have sufficient capacity for regulatory activities related to land administration and management or both. Specifically, in particular, instead of following a proper cycle of (a) conceptualizing issues and possible solutions, (b) discussing them with the public and non-governmental professionals, and (c) only then codifying these solutions in laws and regulations; the first and the second steps are often insufficient (World Bank, 2011). This leads to weaken the regulations and the implementation.

#### 2.4.5 Urban Land Administration in Ethiopia

In addition to own labor, land is the main asset that could effectively be kept at the disposal of most population. This is true for most third world nations. Solomon and Mansberger (2003) have discussed that the abuse of the country's urban land is attributed to many factors, which have both policy and technical dimensions. Whilst the technical dimension of the problem has to do with public sector systems, data, technology, etc; the policy dimension of the problem is about the relevance, participatory and appropriateness of the prevailing urban land policy.

The important principles of Ethiopia's urban development policy (2005) as it concerns to the land issues are stated in the policy document as follow:

- Allocating land in a sustainable way through tender, negotiation and permit
- Stabilizing the price of land and marketing of real property.
- Ensuring the equitable distribution of land to both the rich and the poor
- Facilitating mechanisms by which low income groups are allocated adequate land at reasonable cost.
- Facilitating efficient and sustainable delivery of land to investors engaged in the construction of residential and commercial buildings for sale or rent.
- Creating a system for registration and marketing of real property as well as issuance of title deeds.
- Ensuring that land is delivered for construction of residential houses and that commercial uses have adequate provision of infrastructures.
- Bringing economical uses of land for intended development works.

The urban land policy gives focus to land transferred to saving houses, social services, industry, micro and small business, residential houses, commercial institutions and recreational centers. It is appreciated that much policy activity has been performed on land, but much remains to be done and there are criticisms on the current urban land policy. For example, The United Nations Economic Commission for Africa's (UNECA) 2002 report revealed that land ownership and good governance in the area were the most addressing areas calling institutional reforms in Ethiopia. The report recommends that urban land policy has not achieved the intended outcomes. Moreover, it has been highly criticized for not consultative. The policy was developed at central government level with top down approach rather than making real participation with all stakeholders. The report further recommended that the problems it need to be addressed immediately since it affects the development of other sectors, though urban land issue is politically difficult.

#### 2.4.6 Land Administration Reform

There is a very strong relationship between land and human in every part of the world. The land administration system to promote that relationship will always need reform and change. Williamson (2001) identified the current drivers for changes which include human needs, sustainable development, urbanization, globalization, economic restructure and technology impacting across all sectors.

In principle, land policy should determine legal reform that in turn cause for institutional reform and then implementation. The reality is that law and institutional reform are very problematic and require a major leadership commitment. As a result these restructuring and reforms should at least implement together. Similarly Williamson recommended that legal reform, institutional reform and implementation with respect to reforming a land administration system, should usually be performed by an organized way. Policies concerning land administration implementation, which are developed away from the routine operations of the institution, has limited ownership and little chance of implementation without pressure and management inefficiencies (Deininger et al, 2010). On the other hand, development of land reform policy is a different matter and obviously will need to be designed with high political commitment and should be prepared separate from the development of the land administration system (Williamson, 2001).

A land administration system should provide the appropriate environment to administer land. The land administration environment will be vital to the implementation of development policies. Based on Burns et al (2006) analysis, the land administration environment is the basis on which such development policies are executed. Therefore country's development policies should clearly express the role of land administration in implementing the policies.

Land administration reform includes the changes in the system of service delivery in the land sector (Tigstu, 2011). One of the initiatives to reform the land administration service delivery is the introduction of decentralization system in the government structure. According to Deininger (2010), decentralization is a key to improve land administration implementation in most countries. In the decentralization process, most of land related services are usually kept at the lower level of the government office i.e. sub city and woredas. The lower land office is responsible for land use planning, title delivery, issuing building permit, land preparation, dispute resolution, cadastral maps, land registration documentation, land tax records etc. However, Williamson (2001) states a key aspect of decentralization that there must be a central body to establish policies, initiate reform tools, ensure quality of services, provide training, etc.

As summarizing the findings of the above scholars, land administrations reform needs a legal framework as foundation, which enforces the rule of law. The 2011 World Bank report mentioned that having good land laws and proclamations with consolidated and updated in periodically, the land administration services can be improve and deliver efficient services to the customers. The legal framework needs not only good laws/ reform tools but also strong organizations, experts and public officials who are qualified in the law and technical skills. They should also design good system which enables to execute the reform effectively and enforces the law. Such a reform is necessary to provide quality service that the users are satisfied. The legal framework is also important to ensure that the services delivered are based on the appropriate law and the users are safe in the service received, and also they can get service and live with confidence and security (Gondo, 2009). On the other hand, Tigstu (2011) states that the service delivery is highly affected by complex legal which is issued by the government body. In that case, environment may not address or forecast the demand of customers who come to land office to receive the services. This is due to the laws that have been issued without proper consultation of the citizen and stakeholders. It will result in inefficient service provision.

#### **2.4.7 Institutional Framework**

Belete et al (2008) has discussed that the weakest link in Ethiopia public sector is the lack of focus on building institutional structures with clear responsibilities, in addition to working process and human resource development. Addressing these problems is not simple due to lack of attention on the long term capacity building initiatives towards designing sustainable institutional reform. Well functioning institutional frameworks important to support and organize services, and considerations of transparency and accountability to decrease unethical functions. The situation within government institutional set ups strongly affect the effectiveness of land administration systems and the services delivered (Brown, 2012). In assuming the appropriate organizational arrangements and administrative capacity, different issues has to be handled on how best to provide land administration services.

According to article 40 and 52 of the constitution, the federal government shall issue laws for the utilization and management of land while the regions shall have the powers and responsibility to manage land with respect to the federal laws. Therefore, land administration offices in the regions/ city administrations must be accountable to their respective governments, while also being responsible for technical matters to the central government agencies in charge of supervising national standards. In Addis Ababa city administration, most of the implementation of the activities of land administration takes place at the sub city and woreda offices.

The 2011 world bank report also documented that the federal government can have a critical role in supporting the regions in land administration functions like formulating lessons and best practices in a way that can easily be adapted in the regions/ city administrations; designing policies and standards that might direct the regions/ city administrations on the issues such as data structures and standards, and publicizing information; developing service standards, working process and other activities that the regions/ city administrations could adopt to their interests; and designing standards for the land administration system and other services. It is noted that this kind of structure is also applicable for any reform initiatives as indicated in the national service delivery policy of 2001. The local offices provide operational responsibility and key technical activities of ownership certificate, building permit, dispute resolution, surveying for land management, and other services. Land officials and experts are assigned to help the offices in the woredas and systems are applied to exchange data among the offices<sup>14</sup>. Since land administration offices at woreda/ sub city level usually exchange information with each other and have a direct relationship with customers, the coordination among the offices should be smooth to deliver efficient services. But this is not the case in most land related service providers. The 2013 report of the city administration has mentioned additional reasons for this weak coordination including lack of modern system; unclear responsibility; unavailability of skilled experts; etc. The existence of weak coordination of these institutions may result in resource wastage, duplication of effort, unethical treatment to the customers, etc.

If the land administration services require to improve its provision, the office should focus on the skill development or build capacity of those responsible for land administration services. Williamson (2001) strongly recommended that the offices must provide specialized trainings to the experts so that they can provide quality services to the customers. Similarly, the 2013 report of the city administration was also support this point as availability of skilled experts in land administration offices will secure for efficient and effective service provision. Therefore the central body takes responsibility to coordinate on job and specialized trainings on the subject matters through various mechanisms. In the existing land management system, most of the staffs are trained in land use-planning rather than land administration (World Bank, 2011). It has its own impact on the service provision. In this regard the government should identify the capacity gaps in the existing staffs in the land offices so that it is possible to design good training schemes. The training will also help to introduce the experts with the latest working and information system. Abuye (2006) has also concluded that the designs of the appropriate land administration working system and having educated and trained staffs to function the system are the two critical factors for efficient provision of land services. Similarly, Tigistu (2011) has found out the same conclusion regarding the coordination of different offices and

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<sup>14</sup> It is taken from the guideline for tenure administration service delivery of Addis Ababa city administration (Manual No. 12/ 2012).

capacity building. It is good to strengthen in human and material resources to harmonize the implementation of all land administration offices and use proclamation by preparing a national level strategic framework, alienating and standardizing land administration procedures and processes, coordinating stakeholder activities and offering technical support (like specialized training) to sub city and woredas.

#### **2.4.8 Good Governance in Land Administration**

When compare to advanced countries, land governance in Ethiopia is still at very early stages of the process of development (World Bank, 2011). Significant efforts and improvements are required in order to make land administration more efficient and effective. Kaganova (2005) has identified three areas that seem to be especially necessary for good land governance: introducing some fundamental principles of good governance; clear distribution of the decision-making power and overall responsibilities the government system; and deploying additional resources. For promoting to an efficient and effective system, she recommended to make some technical and structural reforms on the existing land management system. Within the Ethiopia land management context, it requires to establish and implement a set of basic principles that would underlie all further changes and reforms in land governance. She has called these the principles of good governance in land management and should be established as an official government position.

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

Based on these principles, land administration services are expected to be delivered in efficient and effective way. But the reality is far from this. Deininger et al (2010) have discussed on the issue that land has been recognized to be one of the sectors most affected by bad governance. The bad governance manifests the difficulty of accessing land administration institutions to obtain land ownership information or transfer property or other land related services. It can be follow this issue through standard corruption indicators in the public sector. The 2012 World

Bank report on diagnosing corruption in Ethiopia has identified land sector as one of the potential areas to be corrupted. Different literatures like UNECA economic report on Africa (2002) also ensured that this story is common for most African countries. The reason given for this conclusion is that the inefficiency of the public sector to deliver the services, provided that it is the only service provider of urban land related services. The public sectors that deliver land related services to the customers are not transparent and accountable so that they may not be free from corruption.

#### **2.4.9 Problems in Urban Land Administration**

The 2013 report of the city administration has discussed the major problems faced in the land administration sector. Most of them focused on institutional and human capacity to implement the laws and to provide efficient services. Tigistu (2011) has compressed the challenges faced in implementing urban land administration system as in the areas of policy and regulation gaps; technical problems; weak organizational capacity, inadequate financial resources and poor capacity building activities and participation.

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

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

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

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

*Poor capacity building activities and participation:* the 2011 World Bank report revealed that most of the land administration experts are not trained in land administration, rather on other natural resource subjects of the urban areas. The 2013 evaluative training module of the city

also mentioned that there is lack of public awareness about land policy of the urban and the service delivery reforms so that people are unable to participate in their own issues. According to Burns et al (2006), stakeholder participation through community awareness programs is key implementation factors for the reform approach.

#### **2.4.10 Service Provision in Land Administration**

##### ***a) Function of Land Related Service Delivery***

As land administration is defined under section 2.3.2 that it is the regulatory framework, institutional arrangements, systems and processes that encompass the determination, allocation, administration and information concerning land. It includes the determination and conditions of approved uses of land, the adjudication of rights and their registration through titling, the recording of land transaction, and the estimation of value and taxes based on land and property (Burns et al, 2006). In a country like Ethiopia, this assignment is performed by the public sector and it requires the coordination of various organizations. Like any other public offices, the working process and procedures in land offices has been very cumbersome and time taking and very expensive as well. This result in the public sector lost the user trust (Deininger et al, 2010). Recognizing this fact, the government has introduced new initiatives and tried to enhance land related services by introducing BPR which reorganized and simplified working process and procedures in the front and back offices. Offices including land administration office are developed and publicized service standards to the customers to be transparent to the citizen (MoCiS- ICR, 2013). In doing so, the customers are expected to be aware of the proper procedures, the requirements, the time taken and amount of fees to be paid for the services. All this steps were designed in the implementation of BPR and indicated in the BPR document of the city administration which was redesigned in 2002. Having such type of system is good. But there may be a problem when the system couldn't implement based on the design. As observed, this problem happened in most government offices in Ethiopia.

In addition to that there are other issues that are implemented in the land office to improve the efficiency of the service delivery. The 2011 World Bank report indicated that land related services are being supported by technology to make it more transparent and accountable. People have already started to participate in the development of public policy and strategy documents though the level of participation is very low.

The other important initiative in improving service provision is empowering the lower tiers of the government to deliver land related services. The reason given to decentralize the public services are to make land related services more accessible to the customers and provide the necessary information to citizen on the closest (Birhanu, 2008). On the other hand, some

argues that decentralization can increase costs of service provision and also may enhance inefficiency through lack of similarity across various offices (Garcia and Rajkumar, 2008). In service delivery process, there are both direct costs in delivering services locally and indirect costs for decentralized service delivery (Burns et al, 2006). Service provision costs at the local government level must be balanced with the advantages to be obtained in decentralized land related services. Therefore the issues of cost-efficiency should be considered. In other words, the service delivered at the local level must be cost effective.

As agreed by many researchers and practitioners, services should be accessible to the citizen to their closest. Addis Ababa had decentralized most of urban land administration services to sub city and woreda level. But in 2004 EFY most of the services are re-organized and centralized to sub city levels and the sub city is now responsible to most services including issuing land possession, transfer of ownership, provision of certificate, urban planning services, etc. Currently woreda land administration office is providing only building permit and control related service. According to the city administration, the rationale given for this re centralization is that the woredas have limited facilities and couldn't perform the activities as expected. Furthermore, this change may decrease the level of corruption in land sector and increase its potential to generate more revenue.

The 2013 report of the city administration was found out that delivering quality services by implementing efficient can be taken as a good source of revenue generation. This means that a land administration service can bring significant income for the government than the operational costs needed for the different land sector offices. Similarly, Brown (2012) found out that customers are willing to pay for good land administration service. The capacity to generate income from the customers and the willingness of customers to pay for the services will strengthen the performance of the city that has performed reform tools to enhance improve land administration services. Furthermore, this will make the land administration sector to be self financing which may not concern about budget issue and make the changes more sustainable, though various factors need to be reviewed before the final conclusion.

#### ***b) Work flow of the land administration office in the sub city***

During the initiation of BPR in the country some years back, there were some indication for customer services improvement and the beginning of one stop shopping system. The offices were reviewed their working process and steps that the customer go through to get the service and then modified them. Actually in some offices, it has brought about a fundamental change in the way the offices provide services. The office examined the various steps, and removed those that were not add value. Some of the processes were merged. Most of the services were summarized under one room or few rooms and organized in the order of procedures that the

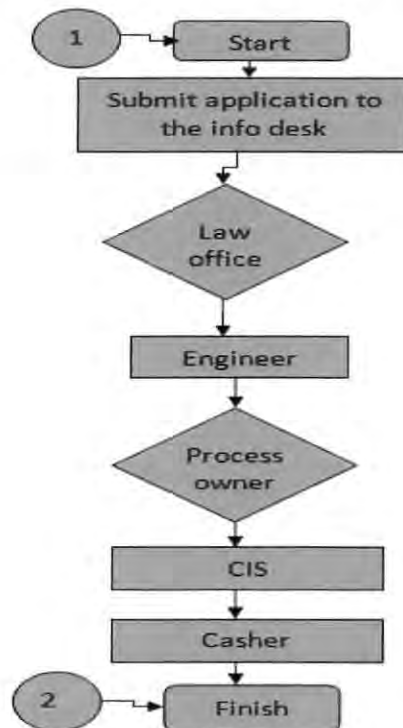
customer wants to take so that the customer want not move from one office to another office (MoCB, 2010).

Like any other government office, the land administration office of Bole sub city has implemented BPR to improve the service delivery through improving workflow procedures and shortening the steps. In the following section, the detail working process of the three services will be discussed.

### *i) Title Transfer*

Registered and fully documented land is easier to transfer and therefore more saleable (World Bank, 2011). This can also be important source of income to the city administration. Once data are registered and owners are given rights or documents, land will be transferred efficiently and contributing to the process of development. This is possible with the system set up to issue documents quickly and efficiently. On the other hand, land providers also will benefit from an efficient land registration system, because it decreases their transaction cost. Therefore the land office should establish efficient working system to provide effective service to the citizens. The work flow for title transfer in the case of sale or other is mapped below.

Figure 2: Workflow for title transfer service<sup>15</sup>



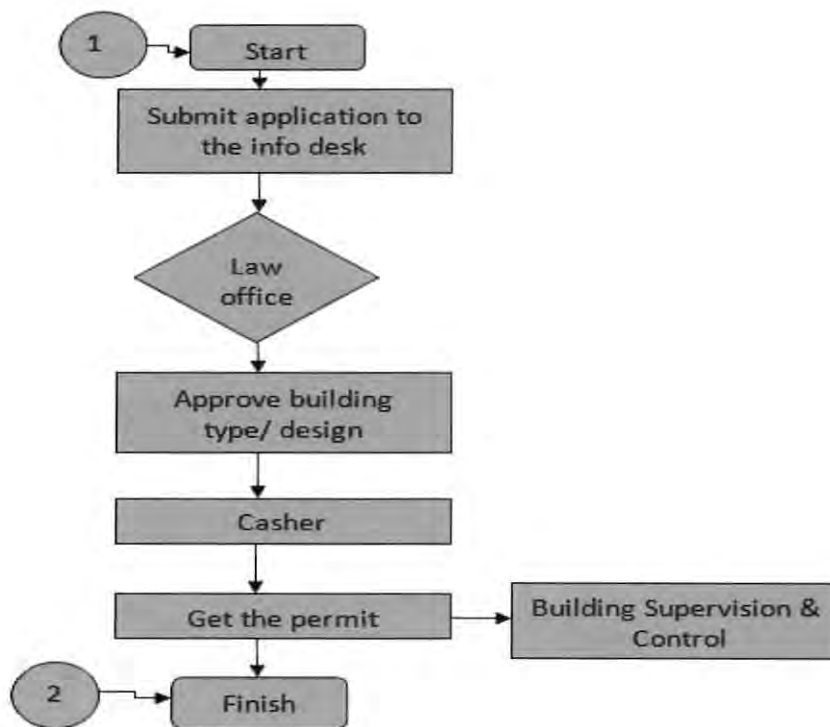
<sup>15</sup> Adopted from Land Administration and Building Permit BPR Implementation Guideline of the city administration, 2013

According to the above figure, the customers are required to go through about six steps and take 13 days. In fact, it had been before the reform, it would have taken more than fifteen steps and about two months (*the service standard will be discussed in detail in the next chapter*). This may show an improvement but it can improve more. According to the customers, the current working process should have not taken all these steps and time. Some officers and managers also agreed on the existing long working process of the service delivery in land office. It indicates there is still bureaucracy in the working process and also it takes long process to receive service.

**ii) Buiding Permit**

Similarly a customer should start from information desk to submit the application for building permit. Its application ractifies by the law experts whether it has any legal cases and then transferred for the approval of building design (archtechural draft). Going through all these steps and paying the necessary service fee, the customer will get the permit. The office will assign inspector for supervision and controlling purpose during the construction period whether the building is done based on the permitted design.

Figure 3: Workflow for building permits service<sup>16</sup>



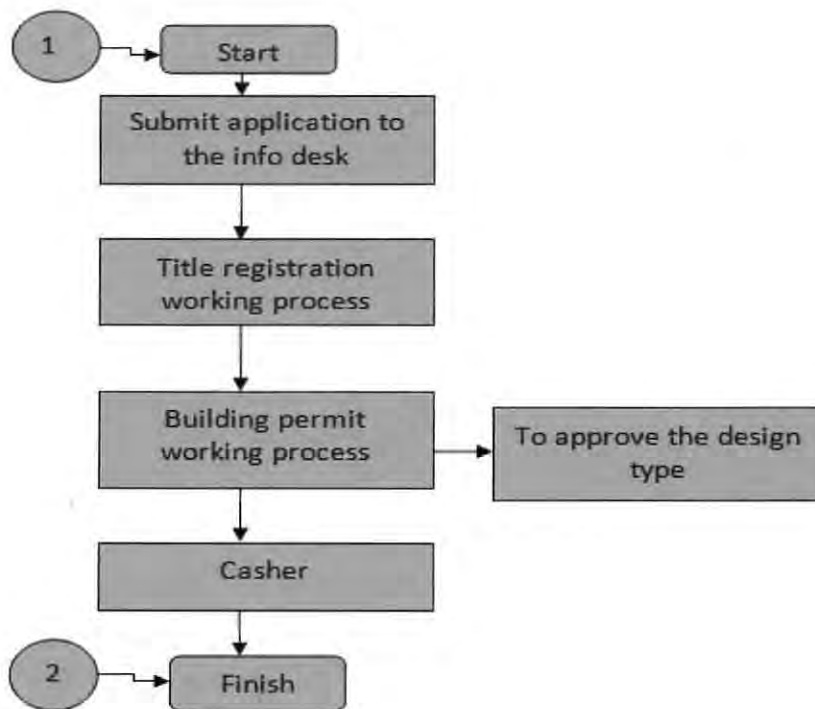
<sup>16</sup> Adopted from Land Administration and Building Permit BPR Implementation Guideline of the city administration, 2013

The BPR document has put a minimum of 5 days to go through these steps and receive the service. But it may not happen during the actual implementation. This indicates the designed service standard may not apply in the actual service delivery process. This situation may take more time and create burden on the officers, which in turn affect the other customers. Since it is the only service provided at the woreda level, considerable effort and commitment is required to develop the necessary human resources and capacity to deliver the service at the woreda level.

**iii) Plan Consent**

The other service that was considered in this research paper is planning consent. The land office could undertake the preparation and implementation as well as monitoring and evaluation of the plan; to undertake regulatory activities; would enable them to implement prepared plans as well as to follow-up and evaluate urban planning- related tasks. The activity includes rectify whether the land has debt and any ban, prepare the land for transfer or leasing, check the legality of the land... The working flow of the service is indicated in the below figure.

Figure 4: Workflow for planning consent service<sup>17</sup>



<sup>17</sup> Adopted from Land Administration and Building Permit BPR Implementation Guideline of the city administration, 2013

As shown in the above figure, the customers are required to submit their application to the desk followed by title transfer working process. Then the building permit unit receives the case to approve the building design and type. After the customer pays the service charge, the process owner/ the manager of the office endorse and deliver to the customers. According to the BPR document, the process will take about 45 minutes. But it is not achieved in the practical situation. Based on the data obtained from the customers, the process is taking more times than the standard mentioned in the BPR document.

## CHAPTER THREE

### METHODOLOGY

#### 3.1 Description of the study area

Addis Ababa, a capital of Ethiopia, is a main administrative, economic, and communication center of the country. According to the 2012 Ethiopia Central Statistical Agency (CSA) population projection, the total population of Addis Ababa city is over 3 million which is 3.6 percent of the total population of the country i.e. 86.6 million. It is also known that the whole area of Addis Ababa is considered as urban and it shares 20 percent<sup>18</sup> of the urban population. The city is becoming important center for every activities of the country development, which requires efficient administration and service delivery. This study is performed to assess the service provision of land administration service delivery. It focused on Bole sub city which is one of the ten sub cities of the city administration. The sub city covers the widest area of the city administration compared with the other sub cities. It consists of 14 woredas and the total population of 350,102 (CSA, 2012), which makes it one of the highest populations among the other sub cities. In the sub city, the value of land is very high due to its prime location. Furthermore, Out of the 14 woredas of the sub city, two woredas (woreda 13- around *Gerji Condominium* and woreda 14- around *Korea Hospital*) have been taken as sample focusing on land related services. Sample selection techniques will be discussed in section 3.4 of this chapter.

#### 3.2 Research Design

To conduct this research paper, it has been prepared research design which helps to plan for data collection and data analysis. The data were collected from two sources such as primary and secondary sources. The analysis has also done using descriptive method to interpret the obtained data from both sources. Furthermore, quantitative instrument complemented with qualitative method to provide full picture on the service delivery performance of the office. The qualitative work was particularly important for exhausting the complex issues not so easily addressed through questionnaire.

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<sup>18</sup> [www.csa.gov.et](http://www.csa.gov.et)

### **3.3 Research Approach**

As a general approach, the process involved interviews and questionnaires to staff and customers at a sub city and woredas offices and analyzed the data collected. The interviews and discussions were guided by a sort of checklist that included structured and semi-structured types of questions while standard questionnaires were designed for further data collection. Both close ended and open ended questions were included in the questionnaire that was responded by the service providers and service recipients. Once the questionnaire designing finalized, thorough discussion was done with advisor on the feasibility of data collection, and questions that should rephrase, include and modify for the ease of data collection from the field. The final questionnaire translated to Amharic language for easily understanding of the respondents and later back to English language for research analysis. Related literatures from various sources were also reviewed to strengthen the ideas got from the field or primary sources.

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

### **3.4 Sample Design and Selection**

Out of the ten sub cities of the city administration, the research has focused on Bole sub city because it located at the prime areas of the city and there is high demand of land. Furthermore, it has been informed that the service transaction in Bole sub city regarding land administration services is very high as compared with the other sub cities. Within the sub city, the study conducted at two woredas i.e. Woreda 13 (around *Gerji Condominium*) and Woreda 14 (around *Korea Hospital*) which were selected purposively as both woredas have already implemented BPR and it has been found that both have almost the same characteristics (like infrastructure, living standard of the dwellers...). The rationale for selecting the woredas who have the same characteristics is the services delivered by the woredas are not affected by any of the external factors. Similarly, being an important issue for the majority of the citizen and one of the complaint areas in service provision process, land administration services selected to scrutinize in this research paper. Among the services delivered by land administration office, giving

building permit, title transfer and planning consent services were selected to assess in the research paper as it has been informed that many customers come to the land office to get these services. Accordingly building permit and control department, title delivery department and planning consent department were contacted as they render those services.

Furthermore, this research covered both service providers and service recipients to meet the basic research objectives. Accordingly, 20 staffs and 6 managers from different departments were asked to fill the questionnaire for their respective activities. They had been interviewed to find out the performance of service delivery in land administration sector. On the other hand, it had been informed that there has been an average of 50 customers per week who receive the selected land related services at woreda level and 1000 customers per week at sub city level and thus the study considered 110 customers<sup>19</sup> of a specific week which are 10% of the sample frame<sup>20</sup>. Unlike to other services, land administration services are not seasonal or customers are not affected by specific period to come to the offices and get services.

Specifically, as indicated in table 1 below, 84 customers was selected from sub city level since most services are providing at sub city level. It had also been informed that woreda land administration office is responsible only for building permit service since 2004 EFY. The other services like title transfer and planning consent services are provided at sub city level. Therefore, more customers were selected from sub city level as the woreda land offices are delivering only building permit service. Only 13 customers from each woredas were interviewed, who come to the land office requiring building permit service.

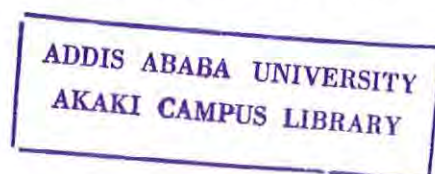
Table 1: Sample customers by types of service they received

Types of services	Number of interviewed customers				Percentage
	Sub city	Woreda 13	Woreda 14	Total	
Title transfer	40	-	-	40	36
Building permits	5	13	13	31	28
Planning consent	39	-	-	39	35
<b>Total</b>	<b>84</b>	<b>13</b>	<b>13</b>	<b>110</b>	<b>100</b>

Source: Own survey, 2014

<sup>19</sup> 110 customers include 10% of each woreda customers (i.e. 10) plus 10% of sub city customers (i.e. 100), which is statistically acceptable. Similarly, more customers were selected from sub city level since most services are providing at sub city level.

<sup>20</sup> This number is including the customers who come to that office requiring those selected services only. In other words, the number of customers is expected to be high if we consider all land related services delivered by the offices.



In order to find the perception of the different customers who come to get different services, customers were interviewed from the selected services proportionally: title registration (36%), building permit (28%) and plan consent (35%). This could help to get the balanced opinion from the customers on various services. Incorporating the views and opinion of the service recipients helped to obtain more comprehensive picture of the issue. The respondents were selected in purposeful sampling method as land related service recipients.

The table below also shows the number of sample from each category and their sex composition.

Table 2: Distribution of sample selected by category and sex

Category	Sex composition		
	Male	Female	Total
Number of Customers	73	37	110
Number of Officers	18	3	21
Number of Managers	5	1	6

Source: Own survey, 2014

Out of the total number of interviewed customers, as indicated in the above table, 66% and 34% are male and female respectively. 21 land officers (of which 14% are female) were asked to fill the questionnaire about their perception and understanding of their respective services. Similarly, six land office managers were interviewed, where there was only a single female manager.

### 3.5 Data Source and Data Collection

The data used for this research paper were collected from both primary and secondary sources. To exhaust the primary sources, data were collected from two dimensions i.e. service providers and service recipients. The objective of the former group (service providers) was to get information from sub city and woredas offices, staffs and managers regarding the service delivery functioning of land administration. The interviews were guided by checklist and questionnaire for land administration experts and officials. On the other hand, the latter group i.e. service recipients captured the views, perception and satisfaction level of customers in getting efficient and quality services. The tool looked at citizens' access to land administration services and their understanding of the capacity of service providers to actually provide the services. The study consists of empirical instruments like questionnaires which were addressed to the customers, officers and managers and also checklist which was addressed to the land office managers. The questionnaire prepared for customers was composed of both quantitative and qualitative types which incorporated 29 questions on the performances of the land administration service delivery and the behavior of the service providers from customers view.

Whereas the questionnaires or checklist prepared for the officers and managers were expected to find out the perspective of the supply side.

Secondary sources were also employed for the research paper. The data were collected from literatures which included reviewing government policies and strategies, documents on land administration, various reform materials, related researches and review reports on the issue. The review helped to understand the status of service delivery at urban land administration sector in general. In addition, several other documents were reviewed that could build and enhance the understanding of the subject matter. These documents were gathered from concerned offices, libraries and internets. Additionally, personal observation also incorporated in the research analysis.

### **3.6 Data Analysis**

Once the data collection process has completed, it followed data compilation and analysis. The advantage of compiling the data was to identify the missing data so that it was possible to fill the gaps before the analysis has begun. Then triangulation of all data obtained from various sources performed. Generally, descriptive analysis has been used to examine the primary and secondary data. Descriptive analysis is one of the important methods to summarize the data collected from the field and to discuss the research findings clearly and concisely. It helps to give a clear image of the type and features of the selected samples. In this research paper, descriptive statistics were applied along with the analytical method to discuss the findings of the primary and secondary data. Descriptive statistics like average, mode, percentage, graphs, frequency of appearance, charts and tables were used to examine and understand the general conditions of the sample respondents. In that case it is possible to compare and contrast different variables and characteristics of sample units with the other in order to draw important conclusion. For proper data analysis and interpretation, excel sheet deployed. This application helped to generate the expected information for research findings.

## CHAPTER FOUR

### ANALYSIS AND INTERPRETATION OF THE FINDINGS

#### 4.1 Standard set for the services

Service delivery policy (2001) of the government has defined service standard as indicators that can be expressed in either time, quantity, quality, cost or one in relation to the other to serve in the measurement of the level of performance in service delivery. Furthermore it is target that explains the standard at which a service is provided. It often shows processes and expected results which customers and other stakeholders can rationally expect (MoCB, 2007). It also foresees standards establishment for the services that the government office delivers. In principle, the government has adopted BPR, an internationally acceptable management tool, as a means for achieving the paradigm shift which was targeted. Its implementation introduced service standards concept to each service of the office which the offices were accountable and responsible to provide (MoCB, 2010).

Based on the implementation strategy, the tool has been implemented in all offices of the city administration, sub city and woreda levels. According to the officials of the land office, the re-design of customer focus processes is established. The office has also introduced service standards as a result of the BPR initiative, which were developed in consultation with clients. But this seems to be questionable if we review the response of the customers. 85% of the sample respondents are not aware about the establishment of the service standards. Even among customers who are aware about the service standard time set by the office, 69% of the customers are not receiving the services based on the standard. It indicates there is a difference between the standard time and the actual performance. This is also confirmed by the officers and managers.

The BPR study of the administration has provided the processing times for the services under land administration offices. In fact the study has put various assumption to the services to be provided within the indicated times. The processing time for the above services can be summarized in the below table.

Table 3: The average service processing time

Service	Before BPR <sup>21</sup>		After BPR <sup>22</sup>		Actual <sup>23</sup>	
	Step	Time taken	Step	Time taken	Step	Time taken
Title transfer	15	55 days	6	7 days	6	13 days
Building permit	11	28 days	5	5 days	5	7 days
Plan Consent	7	15 days	4	45 minutes	4	3 days

Source: Own survey, 2014

As it is clearly indicated in the above table, the service time for title transfer has reduced to 13 days from 55 days before BPR but still deviated from what supposed to be in the BPR document, 7 days. One can observe that the actual performance is deviated from the BPR study, which indicates the offices are not providing the services based on the standard. Similarly the time set to provide building permits is about 5 days. But the data obtained from customers and personal observations have indicated that the service is not delivered in the given time. It takes 7 days, on average. In that case, there is 2 days difference between the actual and the target time set by the BPR document. There is also the same trend for the third service, plan consent as indicated in the above table. But still the actual processing time is much better than 'before BPR' period.

It is possible to understand that there is a gap in the process of developing standards or in the implementation of the standards. According to the officers, the reasons for this variation between the standard time set by the office and the actual time taken to deliver the service are varies. Some officers are not aware about the standard time and the working manual to provide the service. So they don't achieve the service standard as targeted. This is due to the weak commitment and communication of the officers and managers. The other reason is also when there is work burden on the officers to serve many customers at the same period. It is because of the number of staffs does not match with the increasing number of customers. Most of the officers believe that there is shortage of staffs in the land office compare to the demand. They also believe that the designed service standard didn't consider the existing situation of the land sector. Lack of office and working facilities is also the other reason for performance variation with the standard. Some customers may not come with all the requirements required for the specific services.

Although the average processing time takes more time than the targeted time, the officers claim that some services could deliver below the standard set by the office. For example title

<sup>21</sup> Taken from the BPR document ('as is' part).

<sup>22</sup> It is as indicated in the BPR document for targeting ('to be' part).

<sup>23</sup> It is the observation during personal visit and based on the data obtained from respondents.

transfer of condominium house may take less than one day though it is indicated five days in the document. This is because all of the assumptions to transfer the title do not apply for the condominium house. The site visits are not required since the size of the house is similar and standard and already known.

On the other hands, the 2013 evaluative training module of the city administration documented the service standard for each service (including land related services) and shows significant reduction in processing time. Comparing the city administration findings with this research outcome, there is a reversal of some situations in the processing time of the services. It tells the function of the city administration in the land sector is not performing smoothly and consistently.

These standards are publicized through the notice boards of the land office where the service is delivered. Although the service standard reflects the four aspects of cost, time, quantity and quality, the offices are occasionally evaluating their performance through processing time. As understand from the managers and officers response the land office is not regularly evaluating their actual performance taken against the standards set in the document.

Conventionally the processing time measurement dominates the remaining three dimensions. Process time is the main dimension of service standard targeted under the BPR tool though it is debatable whether it is always the most important aspect of the customer's demand (Brown, 2012). For instant, some customers of the land office may be more interested about the quality and effectiveness of the decision than the time it takes to process their case.

#### **4.2 Performance of Land Administration Office**

The 2011 report of the World Bank revealed that the urban land administration offices are highly constrained by low staffs capacity. The situation is exaggerated at the woreda level where more of required position is vacant. Similarly the finding of this research paper indicated that only 60% of the title registration, 53% of the building permit and 66% of the plan consent position are staffed.



Table 4: The number of approved and actual position by service and category

Position	Categories	Title transfer <sup>24</sup>	Building permits <sup>25</sup>	Planning consent <sup>26</sup>
Approved	Sub city	33	11	18
	Woreda 13	-	7	-
	Woreda 14	-	7	-
	<b>Total</b>	<b>33</b>	<b>25</b>	<b>18</b>
Active	Sub city	20	9	12
	Woreda 13	-	3	-
	Woreda 14	-	4	-
	<b>Total</b>	<b>20</b>	<b>16</b>	<b>12</b>
Percentage	Sub city	60	82	66
	Woreda 13	-	43	-
	Woreda 14	-	57	-
	<b>Total</b>	<b>60</b>	<b>64</b>	<b>66</b>

Source: Human resource working process of the sub city

The above table depicted that the offices have significant gaps between actual and required staff numbers both at the sub city and woreda levels. Comparing the number of active staff between the two woredas, Woreda 14 is in better position to have more active staffs i.e. 57% than 43%. It is also possible to understand that the offices are suffering with shortage of staffs, which in turn create burden on the existing staffs in the effort of covering the roles of the vacant position. The reasons for being vacant are staff turnover and unable to assign staffs immediately in the place of already resigned staffs. The sub city managers also put a reason like budget shortage for inability of assigning staffs on the vacant positions.

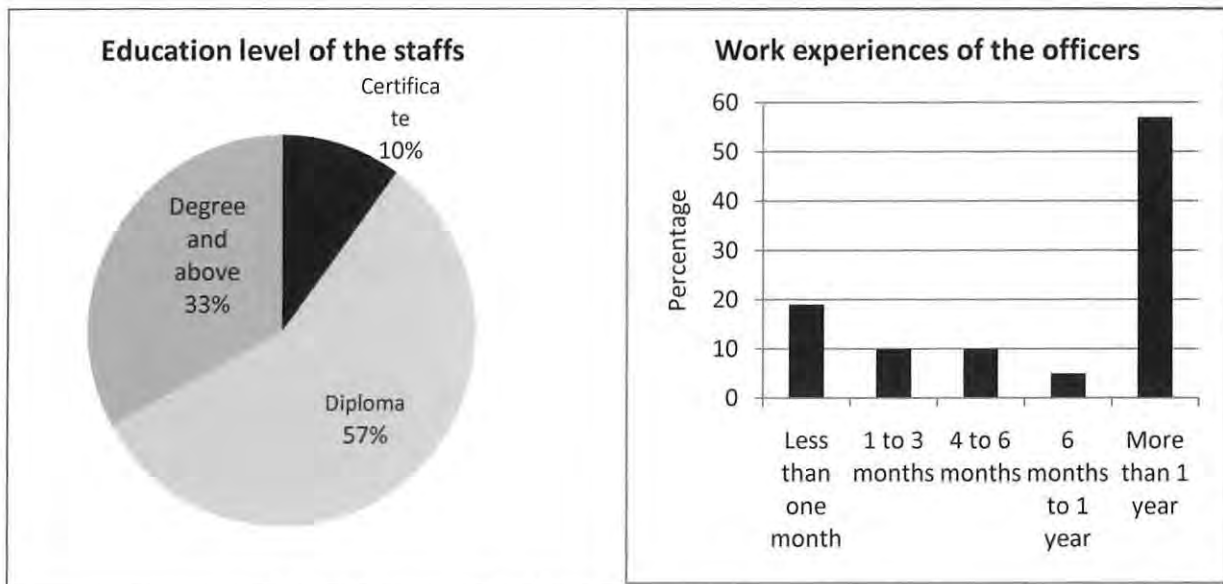
Moreover, staff capacity, land administration skills and variety of professions at the implementation level are substantially inadequate. The 2011 World Bank report revealed that the land administration offices have inadequate human capacity. However, the data collected for this study purpose has found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

<sup>24</sup> At sub city level

<sup>25</sup> Both woreda and sub city level

<sup>26</sup> At sub city level

Figure 5: Education level and work experiences of the interviewed staffs

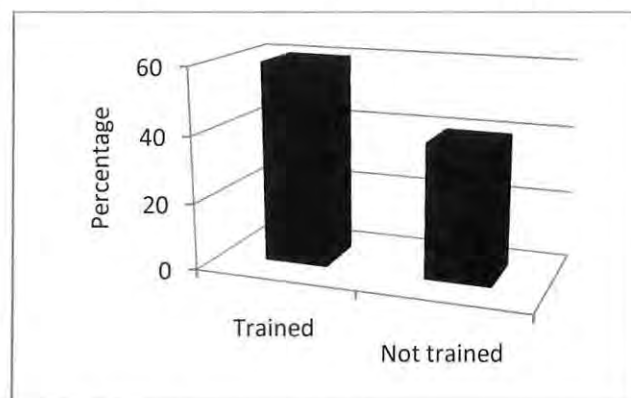


Source: Own survey, 2014

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

According to the data from the officers and managers, most of the staffs didn't receive any skill development training before to improve their capacity. As one could observe from the below figure, 43% of the existing staffs did not get any land administration related skills trainings. The number is not insignificant since the sector is frequently changing and needs frequent upgrading to technical and managerial skills.

Figure 6: Trained staffs through the training opportunities



Source: Own survey, 2014

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

Although a number of trainings for the sub city and woreda level officers have been carried out, it is not possible to say how effective these trainings have been since evaluating the training impact are not experienced. Assessments of behavior change, customer satisfaction or organizational impact do not carry out. However, the officers and managers witnessed the usefulness of attending periodical skill development trainings. For staff to deliver the land administration services effectively, a large training scheme is required for the offices. Strengthening capacity to provide land administration services needs trainings for applying new working systems and modern technology, as well as specialized training opportunities to ensure there is a stream of skilled staffs to establish and maintain the working system. The specialized trainings that directly affect new skills or knowledge in the work area are immediate response to build capacity (MoCiS- ICR, 2013). These should be followed up with refresher training, or training reviews, to check the new knowledge and skills developed are being utilized in the office appropriately, and have enhanced the working processes or implementation performance. This is more important where new skill and modern technology are initiated, such as GIS or CIS<sup>27</sup>, as most officers may not have strong technological and computer skills or a survey or technical skills that enables to solve some minor problems.

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

Surprisingly trainings related to management skill development did not organize for the targeted respondents. Most of the managers have attended evaluative training which mainly focuses on performance evaluation. While managerial training is very important, capacity building on the technical areas should not be neglected to the managers: technical skill upgrading training should provide to the managers, in addition to the officers. 56% of the

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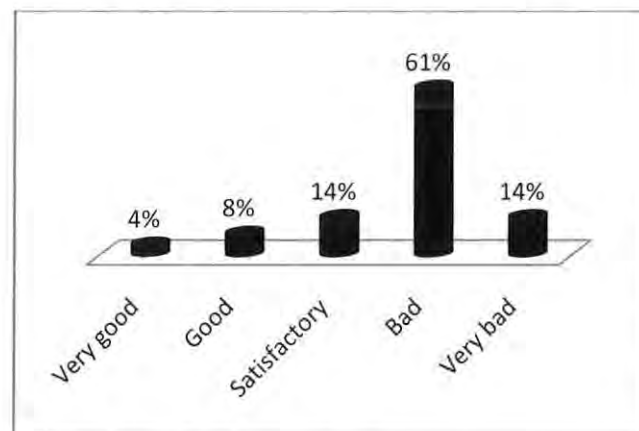
<sup>27</sup> Cadastral map shows the exact boundaries and the ownership of land property.

interviewed officers have complained that the managers that would be assigned for land offices are technically weak and they couldn't understand the technical issues on the implementation of the manuals. The data also showed most of the managers are excluded from such technical trainings.

The ethics of the offices has lots of impact on the delivery of service delivery in the public sector. Knowing this fact, the government has included the ethical component in the service delivery reform to improve the ethics of the civil servants. After the introduction of BPR and other reform tools, reports indicated that ethics of the civil servants is being improved. The 2010 MoCB report has put some justification to show this improvement by mentioning that they are aware about the government policies and strategies and ready to implement them. The staffs have also started to consider themselves as the servant to the customers or citizens. The offices have established and strengthened the discipline committees to prevent unethical behavior of the staffs.

For this research purpose, the customers have asked the capacity and behavior of the officers to deliver the land related service effectively. Although the above reports have documented some outputs are achieved in this regard, there are still problems in reversal of the old situation; not internalizing the attitude of serving the citizens and the staffs could not develop ethical values. The data collected from the customers have supported these facts. 75% of the respondents are extremely considered the behavior of the experts as bad or very bad.

Figure 7: Customer views of the sample toward officer's behavior



Source: Own survey, 2014

The reasons for considering them as bad behavior that the staffs are not available at the working place at the working time. According to the customer responses, 53% of the respondents have faced a difficulty of unavailability of staffs in the working places during their

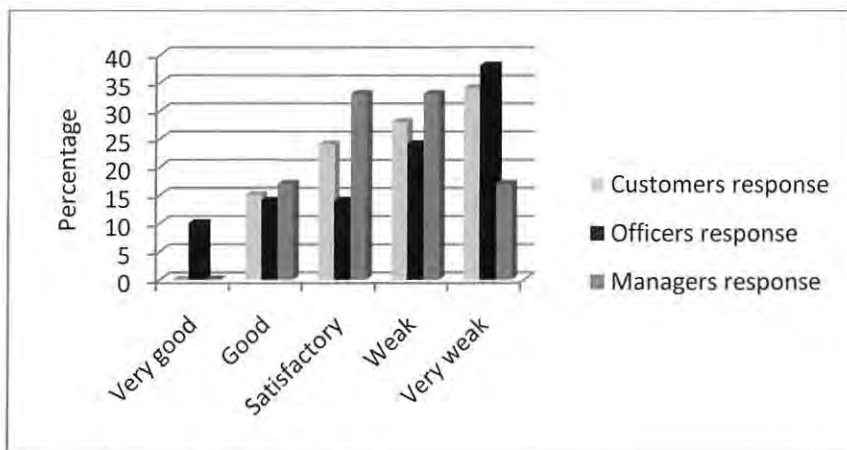
visit to the office. Moreover the experts are not serving the customers politely. It is because of bad attitude of the officers toward the customers or lack of capacity as 72% of the respondent are considered the experts don't have a capacity to satisfy customer needs.

### 4.3 Horizontal and Vertical Coordination

One of the weakest links in the civil service is the lack of focus on building institutional set up with clear role and responsibilities. Addressing to these obstacles is not simple mainly due to lack of focus on the capacity building initiatives towards promoting sustainable institutional capacity (Brown, 2012). It is generally understood that security of land ownership, efficiency and effectiveness of land service delivery are major parts in any land related policy and strategies. The activities depend on some aspect of land administration which allows the complex range of rights and responsibilities to be identified and managed as a basis for policy formulation and implementation. The establishment of the appropriate land administration system itself; and ensuring sustainable long-term capacity of trained staffs to perform the system are the important aspects of capacity building.

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

Figure 8: Coordination among the working processes and offices



Source: Own survey, 2014

As observed from the above figure, the coordination of land offices is found that below weak performance: 62%, 62% and 50% from customers, officers and managers views respectively. Surprisingly, even the supply sides (officers and managers) are not satisfied in the coordination of various land offices. In addition, managers and customers are not even rated a single percentage for very good coordination among the working processes and offices of the land administration. Out of the three categories, only 50% of the managers rated above satisfactory for good coordination.

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

#### **4.4 Harmonization of Land regulations and manuals**

As indicated in the literature review section, Ethiopia's constitution states that ownership of all land is under the state and the peoples of Ethiopia. The people have permanent or long-term rights to access and use land. Specific laws clarify land security rights, regulate transactions, land leasing, regulation for building permit, and design regulation to take land from the owner and compensate for such actions. However, the officers have repeatedly mentioned that there are gaps or conflict in land related regulations and in the guidelines for their implementation or sometimes there is no harmonization between regulations and guidelines. Furthermore, there is some lack of clarity or difficult to understand the guidelines which affect service delivery and reduce good land governance.

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

Based on the data from the field indicates that the share of managers who think the existing land proclamations and guidelines are not harmonized is 83%. Although there are lots of land related laws, regulations and guidelines and working manuals as well, the officers and managers are sometimes confused to understand or alien these legislations and manuals since the documents create confusion to refer one to another and create ambiguity to implement.

These are a cause for poor service delivery and customer dissatisfaction. Most of the documents mentioned by the officials for such cases are building permits proclamation and manual, and also there is a gap in lease proclamation No. 721/ 2011 and urban lease implementation manual No. 11/ 2012. The main reasons given for such non-harmonization are unable to consider the practical situation during the design phase and also unable to participate the citizen and technical people (who implement the regulations) in the document designing process. Most of the officials claimed that there is low level of citizen participation during the designing of legal frameworks. Even among the managers who responded as there was public participation in the development process of documents, all of them are considered the inputs obtained from the citizen didn't incorporate in the final document. It is possible to say that the participation of the citizen was passive or the city administration invited them only for the sake of participation or for propaganda purpose.

It has been informed that the city administration is trying to revise and harmonize all land related laws. To address the existing problem, it is critical to finalize the drafting and ensure the harmonization of land proclamations and regulations. It is expected that the city administration shall respond to the increased demand and the need for an effective and harmonized land administration legal framework. In this year (2006 EFY) the city administration has introduced new initiative i.e. 'agreement document' which is expected to solve the problems observed in the service delivery of land administration. The document is also expected to solve the gap between the lease proclamation and manual. It contains service requirements, the time it takes and the cost. As understand from the discussion made with officials, the document is being implemented in the land office of the administration.

## **4.5 Good Land Governance**

### **4.5.1 Transparency and accountability**

The 2010 report of MoCB has revealed that business process re-engineering has fundamentally simplified the working processes, avoid the number of unnecessary steps and changing the office layout to fasten service delivery and promote transparency. Flatter institutional hierarchies have been established, services are designed around processes rather than functions, and frontline experts have been empowered to satisfy their customers without frequent supervision or support by the management. In principle, participating citizen or its representatives in the process of designing laws, policies, regulations and manuals are expected to strengthen transparency and accountability in the service delivery process, but the customers do not fully exercise their rights to question and challenge the performance of the service providers. Here the main problem is that unable to change the attitude of the civil

servants toward a positive side of participation in the service delivery system and it is also agreed by the managers and officers as it is major challenge to transform the civil service.

Having transparent and strong working system in the public sector, it is performing the activities in the given legal framework, providing the required information to the citizen, delivering efficient service to the citizen, and establishing accessible complaint handling mechanism. It also becomes accountable to the decision made by the office, the fair service and the public property. Similarly the system will make the public offices accountable to the duty and responsibility they are committed or the accomplishment of their mission successfully. They will be accountable if they failed to keep the promise. It helps to monitor the appropriate utilization of public property, equal treatment of the customers, the performance of the managers and officers to implement government policy and strategy. Both transparency and accountability are important to establish efficient service delivery system which would easily accessible by the customers. The customers would also satisfy with the system.

The research found out that the existing system of transparency and accountability of the office is not satisfactory in the views of land office customers.

Table 5: Opinion of customers for transparency and accountability (in percent)

Parameters	Very good	Good	Satisfactory	Poor	Very poor
The performance of the office in terms of providing transparent services	9	10	19	24	38
The performance of the office in terms of accountability	9	15	19	19	38

Source: Own survey, 2014

The customers are rated the land office as below satisfactory level as indicated in the above table. It is easy to understand that the two parameters have scored almost the same, i.e. skewed to the poor direction. Therefore they require special attention from the administration. According to the managers from the same offices mentioned that transparency and accountability is being promoted through the introduction of citizen's charters in the land office. Although there is an improvement in the transparency and accountability of the service delivery system but still there are gaps. The layout of the office is still a problem for some areas. In principle, establishing one stop shops can improve accountability and transparency of the system. Furthermore, the performance evaluation of the staffs is not scientific and the measures taken are not convincing to the majority.

#### 4.5.2 Perception of Corruption

Transparency and accountability have a close relation with corruption. The 2012 report of the World Bank on corruption and the 2013 woreda city benchmarking survey of the Ministry of Civil Service have also mentioned that there is a tendency to corruption in the land sector. This paper has also found some indication that there is corruption in the land sector.

Table 6: Corruption tendency

<b>Did you have to pay something extra to the staff to receive the service—like bribe?</b>	<b>Yes</b>	<b>No</b>	<b>Total</b>
Frequency	27	52	79
%	34	66	100

Source: Own survey, 2014

In general, people are not often confident to talk directly about corruption but can talk in indirect ways about it. As indicated above, 34% of the respondent say YES in response to the question 'Did you have to pay something extra to the staff to receive the service?'. The percentage is not insignificant in such situation where the people are always in fear to talk frankly about corruption and rent seeking. As one can understand from the above table, customers are not interested even to respond to such question, rather they want to keep silent and skip to the next question. Out of the target respondents (i.e. 110), only 79 customers answered to corruption related question. This finding has supported by the managers that some customers give information to indicate the occurrence of corruption and rent seeking behavior among the officers and managers. But the customers are not willing to be a witness for such situation during the trial. It affects the measure to be taken and the solution to be designed and implemented. It is possible to conclude that there is corruption in the land sector as it is indicated by the World Bank as it is one of the sectors that are potentially to be corrupted (World Bank- Diagnoses of corruption, 2012) and government has also identified it as the potential area for rent seeking behavior.

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

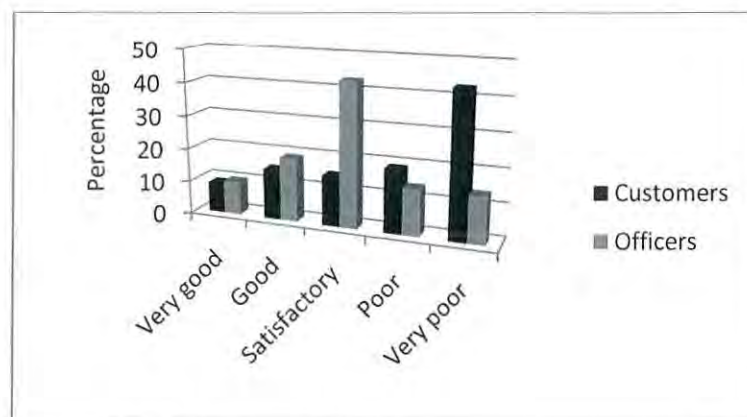
## 4.6 Performance of Service Delivery

Performance improvement in service delivery system would indicated in various ways as legal issues are ironed out; effective organizational set ups are put in place; capacities are enhanced; etc. The indicators for performance improvement may be shown in different ways.

### 4.6.1 The efficiency of service delivery

The offices are expected to provide efficient services with appropriate time and resources to satisfy the interest of the customers. Different documents like Brown (2012) justify that the public offices have achieved significant outcomes over a relatively short time in two aspects of service delivery: timeliness and access. However it should be considered that there is some justification that the efficiency of service delivery has enhanced. This paper has used customer satisfaction as an indicator for efficient service and service responsiveness. It can also be used as to evaluate the quality of service indirectly where there is a difficulty to find out a direct tool to measure the quality of services. In this research, opinion or perceptions on the efficiency of services were measure from the client's and officer's point of view.

Figure 9: Customers and officers views toward the level of efficiency in service delivery



Source: Own survey, 2014

From the above Figure, the majority of customers have mentioned that the efficiency of the services is poor or less, 62%, while only 24% consider that the services efficiency is good or very good. The underlying factor is discussed in the subject; the processing time for getting building permit has changed tremendously from 28 days to 7 days. According to the customers it was even taking below this time during the first years of reform period. They claimed that it is reversing and now taking more days. Despite there is such complaint, they witnessed that the service delivery process of the city administration land office has improved compared to the

previous year especially before the introduction of reform tools like BPR (*This will be discussed in detail under section 3.7.5*).

The perception of efficiency is also assessed from officer view. Unlike to the customer response, officers are insignificantly inclined to the positive side of the efficiency for the service provision. As observed from figure 9, 29% of the interviewed officers are considered the office is delivering efficient services to the customers as compared to 28% of the officers who responded as poor and very poor. Most of the officers (43%) are rated the efficiency level of the service delivery as satisfactory. However, it is clearly seen from the figure that still substantial number of the officers rated the office performance as poor or less.

#### **4.6.2 Service accessibility**

In the service provision process, BPR has definitely achieved shorten processing times and it has also had some result on customer satisfaction and service accessibility by the citizens. The data obtained from the 2013 woreda city benchmarking survey report justifies that service accessibility is generally being improved at national level in the recent periods. There has been a significant increase in the number of local administration providing many services and the central government has devolved roles and responsibilities to the lower tiers of the administration and service providing outlets. Moreover services could be provided in more appropriate places and this makes to deliver the services in closest place to the citizen, in so doing access increased (Brown, 2012).

Until 2004 EFY, the city administration was delivering most land related services at kebele (or woreda) levels. But the restructuring performed at the time has centralized more services to sub city level, which may create burden on the efficiency of the sub city. In that case, the customers may not be served efficiently and may not satisfy. Customers have also mentioned accessibility issue as one of the reason for service dissatisfaction by considering service accessibility as one of the indicators for customer satisfaction. The data collected from the field indicates that 57% of the officers assumed the service provision is not easily accessible to the customers due to centralization of the services to the sub city level.

According to the city administration, it has a reason to centralize most services to sub city and city administration level. The rationale given for this re centralization is that the woredas have limited facilities and couldn't perform the activities as supposed to be. Furthermore, the central administration has planned that the change may contribute to reduce the level of corruption in land sector and increases its potential to generate more revenue. But as found from the field data, the customers are not happy about centralization of most services to sub city level since there is service delivery inefficiency at central level due to work burden and long waiting time.

Based on the customer responses, the city administration should consider the decentralization of services to woreda level. Indeed services should be provided at the local level. However, the advantages of decentralization of land related services should be balanced against the disadvantages of delivering the services at the woreda level. The main reason for such decentralization is easy service accessibility by the customers to land administration services. On the other hand, decentralization can increase service provision expenses and inefficiency through lack of coordination across various offices. There are both the direct expenses in delivering the service at woreda level and the indirect expenses of service provision related to decentralization such as frequent oversight of the woreda offices, having data backup at central level and others. Moreover, the capacity of most woreda office is limited and it requires huge investment to build their capacity.

#### 4.6.3 Customer Satisfaction

As mentioned above the implementation of reform tools like BPR has somewhat succeeded with better processing times for service provision and it has also have some effects on the satisfaction of customers. It may difficult to measure the satisfaction level using direct indicators but the customers were asked to express their overall opinion regarding their satisfaction about the service they received from the land office. As indicated in the below table, 53% of the respondents are dissatisfied with the service provided by the sub city and woreda land administration offices, on average. Unfortunately, no customers have responded as 'strongly satisfied' for the performance of the land office in service provision. Generally, the research finding has shown unpleasant result for the satisfaction level of the customers to land office. It is significantly skewed to the negative side. This will also be another critical area to be examined further.

Table 7: Customer satisfaction level

Offices	Level of Customer Satisfaction (Percentage)				
	Strongly satisfied	Quite satisfied	Fair	Quite dissatisfied	Strongly dissatisfied
Woreda 13	0	8	23	31	38
Woreda 14	0	23	31	15	31
Sub city	0	7	11	24	58
<b>Total average</b>	<b>0</b>	<b>9</b>	<b>15</b>	<b>24</b>	<b>53</b>

Source: Own survey, 2014

Specifically, comparing the satisfaction level of the customers between the woreda offices (i.e. woreda 13 and 14), there is some variation in the result. As the above table indicates, woreda

14 is relatively in better position to satisfy its customer than woreda 13, but it still scores low percentage. In other words, 23% of the customers in woreda 14 are quite satisfied as compared to only 8% of the customers in woreda 13. The above table also shows, the sub city customers are more dissatisfied than the woredas especially woreda 14. This may be because of there are more customers served in the sub city office than woredas offices and also the number of sample respondents taken for this research purpose is more at sub city level.

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

As mentioned earlier, the satisfaction level of the customers of the land office is very low. The customers have provided the reasons for their low rating to service satisfaction level. Most of the customers have put reason as 'long waiting time for the service' in the first order.

Table 8: Reason for perceiving the service delivery as good or bad

Reasons given by the customers	Percentage share
Service waiting times	25
Speed of service	15
Providing consistence service	11
Availability of qualified and ethical staffs	18
Complaint handling procedures	8
Discrimination in terms of gender, wealth/poverty status, etc	8
Extra payments (e.g. bribe)	6
Frequent awareness creation activities among people about the laws and service delivery	8

Source: Own survey, 2014

The second reason given for the low rate of satisfaction is unavailability of qualified and ethical staffs in the land office. It is mentioned by 18% of the target groups. It is reasonable to assume that having skilled and qualified experts in the land office who are empowered to address the demands of their customers will have a substantial impact on customer satisfaction. The customers have mentioned that bribe or extra money requested by the officers does not create significant challenges to receive service from the land offices. This factor may relate with the corruption case that people may not need to disclose this reason in public. Anyways, they put it

in the list of reasons for customer dissatisfaction of the land related service delivery with the score of 6%.

#### 4.6.4 Customers feedback

If the office didn't conduct satisfaction survey to find out the perception of the customers on the land office service delivery performance, they were asked how they get feedback from the customers on their performance. 50% of the officers have mentioned that they get and review customer opinion from the feedback form/ book set in the land office. They put complaint handling desk in the second place with 38%.

Table 9: Ways to find customer feedback

Mechanisms	Percentage
Public consultation	2
Feedback form	50
Complain handling desk	38
Other mechanisms <sup>28</sup>	10

Source: Own survey, 2014

Whatever mechanisms used to obtain the feedback, the offices should have to consider the given feedbacks. The officers have mentioned some of the mechanisms that can apply to address customer opinion. Some of them are mentioned below.

- The office discusses with employees on the feedback obtain from the customers
- They review and evaluate the feedback and incorporate the appropriate inputs
- They discuss and put corrective action to improve the situation
- Face to face discussion with the customer who provides feedback
- Transfer the case to the concerned working process or office
- They may consider the feedback as focus area for the plan preparation or other activities

#### 4.6.5 Service delivery improvement after the implementation of BPR

All the above results indicated that the efficiency and customer satisfaction for the service delivery are poor in the land administration office. However, the customers have witnessed that the service provision is improving in the recent years as compared to the previous years. BPR has achieved remarkable results in simplifying service delivery working processes by

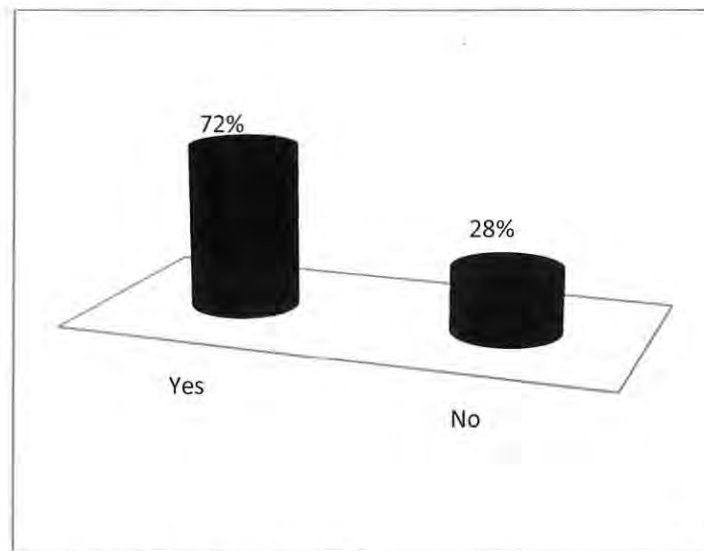
<sup>28</sup> It includes receive feedback in person, suggestion box...

avoiding unnecessary or non value adding steps. This is one justification for a better provision of services achieved after BPR introduction in the land office. But nowadays there is an indication to some reversal situations in the service delivery process of the land office.

*i) Service processing time*

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

Figure 10: Comparison of processing time (before and after BPR)



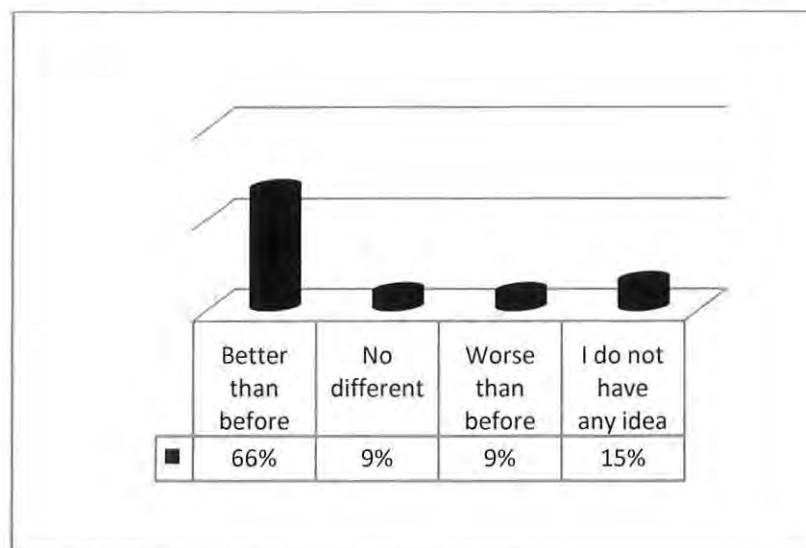
Source: Own survey, 2014

As shown in the above figure, 72% of the customers are considered the processing time for service delivery is better than the previous years. This improvement should not be undermined because customer satisfaction rates tend to be adversely affected by the higher expectations which are often happened when service begins to improve. Although service processing time is being improved compared to the previous periods, according to the customers, there has need to be improved more and achieve more on the sector.

## ii) Service quality

As mentioned above it may be difficult to measure the quality of service delivery directly. But the effectiveness of the public office can be evaluated through the accomplishment of their mission in appropriate way and the achievement of their objectives within the given service standards. Provided that the general framework of the government policy and strategy, it is possible to say the service providers are effective if they identify their roles, design their vision and missions, set goals they are going to achieve and evaluate their accomplishments against the targets (Brown, 2012). Their effective accomplishment can indicate some features of the quality of service they provided to the citizens. For this research purpose, the customers were asked their general perception about the quality of service they received from the land administration office. The below figure shown that 66% of the respondents are witnessed to the quality of service delivery of the land office is better than the previous years.

Figure 11: Comparing the level of service quality (before and after BPR)



Source: Own survey, 2014

The figure also shows there are some customers who consider the quality of service delivery in the land office has not changed or no difference as compare to some years back. They are about 9% of the respondents in the target groups. Similarly, 9% of the customers have also responded as the quality of service delivery is being worsened in these days. According to them, the achievements through the implementation of various reform tools including BPR could not keep for the long period. They raised sustainability and consistency issues for the achieved results. So the city administration still needs to intervene strategically in the improvement of service delivery and its sustainability for the long period in the land sector.

#### **4.6.6 Reasons for improving Service Delivery**

The managers' reflection on what reasons have led to being improved service delivery was found out for this research paper. Many reasons were mentioned by the managers and most of them agreed on the implementation of various reform tools (like BPR) as the main reason for improvement of efficiency in the service delivery. It is discussed that properly addressing customers demand, empowered staffs, eliminating non value adding steps in the working processes and decentralization of decision making power and empowerment to the lower level were some of the reasons for service delivery improvement. The service delivery is being supported by computer or technology is another important factor that has been identified for the improvement. It shows the advantage of using modern technology in the service delivery process of the land office.

#### **4.7 Complaint handling**

In accordance to the BPR document, customers who treated inappropriately or who do not receive services as indicated in the standard have the right to complain. The city administration has developed template for complaint handling mechanism based on the BPR and placed in the sub city and central level. The central administration has a responsibility for the overall management and supervision for the complaint handling mechanism system. According to the data obtain from Randolph and Buli paper (2011); the city has designed structure and approved the required human resources. But in practice most of the posts are vacant and are not filled. The complaint handling office of first instance is situated at woreda level and can complain to the sub city and then a final complaint to the central administration office.

Unlike to other cases of the sub city, land issues can initiate appeal directly to sub city or city administration level without reviewed at woreda level. This shows the city administration has given more focus to the land issues than any other services that the city provides. Customers can use the designed system and forwarding their complaints for service dissatisfaction through the system. The research outcome shows that 43% of the respondents are intended to forward their complaints to the sub city or the city administration complaint handling system. Still 15% of the customers appeals to the woreda discipline committee or the woreda managers if they have a case related to land administration. There are also people who come to the local public meeting to appeal their land related complaints. These people share 24% of the interviewed group.

Table 10: Channel to forward customer complaints

Channels	Percentage
Complain to woreda discipline committee	19
Complain to sub city Administration/ City administration	43
Complain by attending in a local public meeting	24
Take some other action	0
Do nothing; I would not take any action	15

Source: Own survey, 2014

However, there are a number of customers who are not using this complaint handling mechanism by considering non efficient and non responsive means to address their land related complaints. 15% of sample population does not take any action regarding their mistreatment or dissatisfaction in the service provision. The main reason provided by this group is that the customers are not confident about the decision taken by the office and they assumed that it is only wasting time.

Table 11: Reasons for not taking measure for mistreatment or dissatisfaction

Reasons	Percentage
I don't know what to do	25
I don't know who to speak	0
I don't know where to go	25
Others <sup>29</sup>	50

Source: Own survey, 2014

The above table also depicted that there are people who do not know what to do and where to go. It has an implication that people are not aware about complaint handling mechanisms set by the city administration. There is lack of awareness among the public and government officials about the existence and function of the complaint handling system. It calls for intensive awareness creation campaign to introduce to the citizen about the mechanisms and how it functions. Furthermore, there should have experiences in organizing public meetings and discussion between citizens and service providers; monitoring and performance assessment and awareness creation system as well as regular interactions with the woreda and sub city managers.

<sup>29</sup> It includes; there is no decision maker on the issues, it is only wasting time, prefer to wait their decision, etc...

The research also found out that citizens could not take any action for the complaints related to land cases because even the people who complaints previously to the office did not get appropriate response for their appeals. The data shows 52% of the customers who went to appealing system did not receive feedback for their cases. The people who got such kind of response may not be interested to go to appealing for the second time.

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

Since the complaint handling system is not functioning at woreda level rather sub city and city administration level, most woredas can handle such complaints using disciple committees. Sometimes it may address the cases in ad hoc basis rather than in institutionalizing the system. But still there is an office that collects complaints (using *form 01*) and provides response (using *form 02*) for the cases related to building permit. And also sometimes the sub city office handle appeals from the woredas, divides the cases into land cases; and all other public administration issues (all non-land complaints).

#### **4.8 Customer participation in service delivery system**

Citizens can be confident that their demands are addressed by participating directly in the process or through their representatives on issues they concern. With the absence of a mechanism for institutionalizing citizen participation and for the consultation of the appropriate stakeholders is the major source of the existing good governance problems in land administration offices (UGGP, 2006). It has made the services being provided by these land offices inappropriate and unresponsive to the demands of the customers, thus resulting in major dissatisfaction among customers. The data obtained from the demand side has shown that over half of the interviewed customers don't have experience to participate in the public meeting organized by the woreda or sub city regarding land or any related development activities. They are about 57% which do not participate in the public meeting for various reasons, which might be one of the causes for non-improving service delivery. It indicates there is limited public participation in the service delivery system due to weak organizational set ups to involve citizens for consultation. In addition, the capacity of the customers is low to make active participation in their concerned issues using the existing mechanism. Most of the customers are passive in the public meeting organized by the city administration. Although

there are some customers who participated in at least one of the local public meeting, only 21% of them have witnessed to land issues was one of the discussion agendas in the meeting.

On the other hand, the managers claimed that all offices in the city have introduced the good governance package that includes citizens' participation at sub city and woreda levels. Although the 2013 national woreda and city benchmarking citizens report card shown that the number of citizens who know council meetings are open to the public is increasing and also the number of citizens who are individually consulted on the local development issues is increasing, most of the officers interviewed for this research purpose in the land administration office have confirmed that the sub city or the woredas didn't provide such consultation or participatory meeting on the land services. Out of the total respondents, only 24% has said there was land related consultation with the citizens in the last one year.

Similarly, the managers have confirmed that most offices didn't conduct public meeting to participate the citizen particularly in the land administration issues unless the central body has organized general meeting at city level. In other words, there may be general meeting with the public on the local development activities where land issues might be one of the agendas. According to the managers the inputs obtained from such meetings might consider to be the part of their action plan. On the other hand, the managers have argued that there is also a system for participation of the people through local development committee. It is assigned by people and approved by the woreda council are meeting once a quarter. They have formal relations with the woredas/ sub-city managers. They act both as representatives in woreda council meetings and informing responses to their representing people. In that meeting, the representative may raise issues related to land if they need. They usually transfer issues not addressed at the woreda level to the sub city and if not at this level to the central level to get solutions. Therefore, the office managers are concluded that it is possible to say that the citizens are somewhat participating in the service delivery process.

#### **4.9 Challenges faced in land administration service delivery**

As a central body, the city administration has prepared and implemented laws, proclamation and reform tools on land administration sector to deliver efficient service to the citizens. But still there are concerns emerge clearly as the major challenges for the sector as indicated in various studies conducted by different scholars as well as in the city government reports. During the data collection, the entire target groups for this research paper (customers, officers and managers) were asked about specific problems prevailed in the service delivery system of the land administration office. The problems associated with the legal framework, implementation, service provider capacity and customer awareness are numerous. These challenges are discussed below in detail.



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

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

The customers have also raised the problem related to accessibility of the services. They are not satisfied with the service provided at sub city level. According to them it would have been better to provide at woreda level. In fact, most of the services were providing at woreda level until the recent period i.e. EFY 2004. Later the city administration has restructured organizational arrangement and most of the services are providing at sub city level. Nowadays only building permit service is provided at woreda level and all the other services are at sub city level. The customers are raised their concerns on this issue. Centralizing the services to sub city level has created work burden to the staffs and also long waiting time to the customers. This has also effect on the quality of services and accessibility.

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

The coordination between different working processes and offices is very weak. The offices couldn't alien each other though they are following the same working manuals. They may transfer roles to other body which is not responsible to the activity or they may involve in the activities which are not their responsibility. Sometimes the decision made by one office may revoked by the other office. All such cases show weak coordination and unclear definition of responsibility among the offices.

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

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

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

Some of the customers are complaining that the working process is still long and cumbersome. Although the service would be performed in a short time and with a single or a few person, but the existing system has long process, involvement of different people, which consume long time and cost.

The data indicates there is significant shortage of staff in the land office. The staffs available in the land administration of the city administration are substantially fewer than the total number of approved positions. The number of approved positions is based on the BPR study, not on a detailed analysis of the number of experts required to support land administration system efficiently. Furthermore there is a problem of substituting experts immediately in the place of already left.

## CHAPTER FIVE

### CONCLUSION AND RECOMMENDATIONS

#### 5.1 Conclusion

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

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

As mentioned earlier, the activities done to reform land sector have been targeting on efficient and effective service delivery and good land governance. But the data obtained by the sub city administration has revealed that the service delivery is inefficient to satisfy the demand of the customers, provided that the public sector is the only service provider of land related services. Based on the result, the efficiency and effectiveness of land administration are largely influenced by the institutional and human capacity in the service delivery system, and highly depend on the ability of the officers and managers to implement land related policy and working manuals. It has been noted that the offices either not to follow the legal framework properly or have no required capacity to implement regulatory activities related to land administration. The officer has also claimed that the laws and regulations related to land service delivery are not clear and not complement each other which made the service delivery inefficient and ineffective. According to them, the legal framework is inconsistent both practically and conceptually.

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

Decentralization can be a major means to make the accessibility of land administration service provision smooth. But the recent reshuffling of the city has made most services re-centralized to sub city and city administration level from the woreda. Previously the woreda has responsibilities to provide various services to the customers. But now most of the services are delivered at sub city level. Due to the current structure, the customers and officers are reflected their opinion to the inaccessibility of the services provided by the sub city and the city administration. Most of them prefer to receive the services at their closet i.e. woreda level.

According to the data, significant improvements have been achieved in land related service delivery with respect to processing time. Service processing time is better than the previous period. Based on the data, the office is delivering title transferring service within 13 days, though the standard set by the office is only 7 days. However, the customers are not satisfied with the quality of service, using processing time as an indicator for service quality. Comparing customers satisfaction level between the two woreda, the customers interviewed at woreda 14 are better satisfied than woreda 13 customers. In addition, sub city has less satisfied than the woredas. However most of the customers are responded that they have not informed about service standard time to get the services. Some of them perceived as they are not getting the land related services as per the standard indicated in the office board or BPR document.

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

The paper also found out that there is shortage of skilled and qualified experts to perform the technical activities of land administration and management. The data obtained from the offices

has indicated that there is high vacant rate in the land administration office at woreda and sub city levels. Woreda 14 has relatively less vacant position as compared to woreda 13. In fact, the sub city has better human resources as compared to the woredas. The number of experts available for land administration office is significantly less than the number of approved positions in the office structure. It will have its own negative effect in providing quality services to the citizens. Moreover, there is large skill gap in land administration within the existing staffs, though some training has been delivered which is not enough to develop technical skills in the sector. The results of the data analysis reflected a significant demand to skill development schemes including specialized short and long term trainings.

Transparency and accountability are among the important factors for efficient land related service delivery. They have strong relationship with risk of corruption and rent seeking in the service delivery process. The customers indicated that the existing system of land service provision is not accountable and transparent, and some of them have intent to not believe the service delivery system due to its exposure to rent seeking and corruption. Even 34% of the customers are paid some extra money to the officers or managers to get service. This figure is not insignificant to indicate there is a tendency to corruption or rent seeking behavior.

As understood from the discussion held with the offices, woreda information and complaint handling desk and discipline committee at the visited offices to serve as information provider and complaint handling center in line with the manual of urban good governance package. According to the officers and managers, the complaints are usually related to administrative and service delivery issues and not on corruption and rent seeking. It is because of most customers are usually not interested to talk openly about corruption. As mentioned earlier, a very few people are participating and providing views on the transparency and accountability of the service provision system. It is the same for complaint handling system. Therefore public participation experiences in service delivery should be enhanced together with the participation in complaint handling system.

## 5.2 Recommendations

The reform has been undertaken in the government office in order to build the capacity of institution and human resource as well as provide services in an efficient, effective, transparent and accountable manner. During the implementation period, remarkable outcomes and lessons have been recorded. Although there are progresses, there are a number of other activities that the office can take into account to promote the important conditions for service delivery improvement in the land administration sector. To address the issues, the city administration needs to understand what is going on the system and recognize the activities of the land office. The sub city has to collect information, review studies of the land sector and analyze the data so that it can recognize the customer interest and draw strengths and problems that should be promoted. But this calls strong political commitment. For this research purpose, the paper is going to suggest the possible recommendations based on its findings in order to improve the service delivery of the sub city in particular and city administration in general.

The paper found out there is an unclear or non-harmonized legal framework and limited understanding and capability to apply the laws and guidelines. The gaps and limitations undermine good land administration and management, and encourage informality. The shortcomings are reflected especially in the effectiveness dimension of land related service provision. Therefore, in the process of developing the legal framework, a detail analysis of the existing gaps and the officer capacity to understand and implement the laws in a situation that is appropriate to the citizen needs to be conducted. Much effort has to be applied to simplify urban land laws and regulations and align the relation with various laws. The activities of clarifying and aligning urban land regulations and manuals and making amendment on the legal framework would create a way to accomplish effectiveness and efficiency in the service delivery. In fact the city administration has been introducing new initiatives (like agreement document, recording unmovable assets...) in this year that will be expected to solve the some problems in the sector. But it needs close supervision and evaluation of its accomplishment. As the gaps and limitations are addressed, the organizational capacity should be promoted by conducting awareness creation activities to the officers and managers. In this way, it is possible to create the same understanding between the experts and managers about the laws and guidelines. Furthermore, the awareness creation should be reached to the citizen at large to remove their confusion on the laws and make them confident about the service they received.

Services should be accessible to all people by delivering most of them at the closest level. The effort to build the capacity of the office should be much more manageable and would provide services at decentralized level or at much closer to users. The role of the central land office should be evaluating the quality of service delivery periodically and ensuring sustainability.

Smooth coordination among working processes within the same woreda and sub city land administration offices is essential. The coordination mechanism should clarify roles and responsibilities, identify communication channels, develop a clear framework for integration with woreda and sub city offices. Once they developed clear coordination (horizontal and vertical), it helps to remove duplication of efforts and resource wastage.

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

While developing efficient service delivery for the land office, there must take into account the human and technical capacities of the implementing office, in addition to organizational capacity building. Developing system should include capacity building strategies and initiatives including short to long term trainings. Short term training can help to address the immediate problems while long term training help to provide skilled experts that will feed the land offices with trained and qualified officers sustainably in the administrative, technical and managerial positions. The problem is more worsen at woreda level so considerable effort has to be applied there to create the required skills that would help to provide efficient and effective services.

Similarly, almost all land offices reviewed for this research purpose have significant gaps between the numbers of structurally approved and actually assigned staffs at the sub city and woreda levels. The office should assign experts in all the vacant posts as long as the structure has designed based on the real demand of the office. In fact this activity may relate with the budget but it will reduce the existing staff burden and enhance customer satisfaction. If there is mismatch between the number of experts and customers, there may be dependency on some shoulder which also in turn affect the performance of service delivery process and affects the satisfaction of customers. Therefore, the office should match the vacant and filled position so that the number of experts would balance to the customers demand which help to avoid delay in the service processing time and decrease wastage of resources.

If land administration offices are expected to deliver efficient service, they have to have modern, computerized and well organized land administration system. The sub city has still struggling to have an organized and automated land administration data management which has effects on the service delivery process. Land administration services have to be provided in the help of technology which also assist to make the system efficient, transparent and accountable. As observed from personal visit, the initiative to store land related data in computer at central level has already started but there are still gaps in file management. It is possible to say the condition of very important information is risky especially at woreda level. This can be addressed by establishing comprehensive computer based system at all level. In fact, some schemes have been made to introduce computerized system like CIS<sup>30</sup>, GIS, etc. Although it is a good move, it is not enough since the whole system is needed to be modernize and computerized. In addition, the Management Information System (MIS) or automation system wants to be significantly strengthened. There is some progress on this action but not at full scale. An effective MIS for land administration would ease the provision of information to managers and officer to perform their activities more effectively and facilitates efficient services to be provided to users.

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

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

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<sup>30</sup> Data related to land were collected in 1996 to establish CIS and photos were taken for the introduction of GIS.

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## ANNEXES

### QUESTIONNAIRES

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

Dear,

I, Tilahun Wolde, am a student of Urban Development and Management at AAU. As part of MA Program in Urban Development and Management, I have to do a study or thesis as part of partial fulfillment of my MA Degree. The topic of my thesis is *"An Assessment of Land Related Service Delivery in Addis Ababa: the case of Bole Sub City"*.

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

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

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

1. Sex of respondent:

Male

Female

2. You are here to receive which services?

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

Building permits (2)

Planning consent (3)

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

- One times (1)
- Two times (2)
- Three times (3)
- Forth times (4)
- Fifth times or more (5)

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

- Very good    Good    Satisfacto    Very bad

5. How do you rate the attitude/ behavior of staff providing the service? (on a scale of 1-5)

- Very good    Good    Satisfactory    Bad    Very bad

6. Were the experts readily available in the office or in their working place?

- Yes    No

7. Was the staff able to address your question/problem to your satisfaction?

- Yes    No

8. Do you know the service standard time set by the office to get the services? (it may be on notice board, brochure...)

- Yes    No

9. If you replied 'yes' for the above question, have you been served based on the standard time mentioned in the information/ bulletin board?

- Yes    No

10. How long the service you got has taken? (in terms of time).....

11. Do you think the time taken to get services is reasonable?

- Yes    No

12. Do you think the time taken for your service is better than the earlier time when you came for the same services?

Yes  No

13. Was the information available on the procedures for getting land services complete?

Yes  No

14. How do you rate the transparency of the service delivery process of the office? (the rating ranges from 1 to 5 referring 1 as a very bad and 5 as an excellent.)

Very good  Good  Satisfactory  Weak  Very weak

15. How do you rate the accountability of the service provider? (the rating ranges from 1 to 5 referring 1 as a very bad and 5 as an excellent.)

Very good  Good  Satisfactory  Weak  Very weak

16. Did you have to pay something extra to the staff to attain the service—like bribe?

Yes  No

17. How do you rate the efficiency of service that you receive from the land office?

Very good  Good  Fair  Poor  Very poor

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

Very satisfied  
 Quite satisfied  
 Fair  
 Quite dissatisfied  
 Strongly dissatisfied

19. Why do you perceived the land services as of good or poorly satisfied? (you can choose more than one)

- Service waiting times
- Speed of service
- Providing consistence service
- Availability of qualified and ethical staffs
- Customers complaint addressed properly/ good complaint procedures
- No discrimination in terms of gender, wealth/poverty status, ethnicity, etc
- Extra payments are not requested
- Frequent awareness creation activities among people about law and service delivery and aware them regarding new land related issues

20. When you compare the quality of land service that you are currently getting with service you got in the previous years, it is

- Better than before
- No different
- Worse than before
- I do not have any idea

21. If you are not satisfied with services provided by the land administration office, what do you do?

- Complain to woreda complaint handling desk (1)
- Complain to sub city Administration/ City administration (2)
- Complain by attending in a local public meeting (3)
- Take some other action (Please specify) (4)
- Do nothing; I would not take any action (5)

22. If the response to the above question is (5) i.e. 'do nothing', why?

- I don't know what to do (1)
- I don't know who to speak (2)
- I don't know where to go (3)
- Others (4)- please specify

23. If the answer to question 21 is anyone of the (1), (2), (3), then has any action been taken in the past based on your approach?

Yes

No

24. Have you ever attended a public consultation/feedback meeting organized by woreda office in general or land administration office in particular?

Yes

No

25. If 'yes', have you or any participants raised land related issues (including service delivery) and discussed?

Yes

No

26. What challenges did you have to come across while attaining the services? Describe any three?

27. What do you think can be done to improve the services?

## Questionnaire 2: To be filled by the officers

Dear,

I, Tilahun Wolde, am a student of Urban Development and Management at AAU. As part of MA Program in Urban Development and Management, I have to do a study or thesis as part of partial fulfillment of my MA Degree. The topic of my thesis is *"An Assessment of Land Related Service Delivery in Addis Ababa: the case of Bole Sub City"*.

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

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

- Please put a 'X' mark where necessary.

1. Sex

Male

Female

2. Educational level

Certificate  Diploma  Degree and above

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

Title registration (issuance of land tenure certificate) service

Building permit

Planning consent

4. For what time have you been in this position

Less than one month

1 to 3 months

4 to 6 months

6 months to 1 year

More than 1 year

5. Have you received any training for providing the services?

Yes

No

6. If 'yes', please mention the type of the trainings?

7. Are you aware of the time taken and steps required (service standard) for the services you provide?

Yes

No

8. If 'yes', what is the time taken to provide the service?

9. If there is variation between the service standard and the actual deliverable time, please explain why this happen?

10. How will you rate the coordination between various working process, with the sub city and city administration? (the rating ranges from 1 to 5 denoting 1 as a very bad and 5 as an excellent.)

Very good  Good  Satisfactory  weak  Very weak

11. Do you think that the services are easily accessible to the customers?

Yes

No

12. How do you rate the quality/ efficiency of service delivery in your department? (the rating ranges from 1 to 5 denoting 1 as a very bad and 5 as an excellent.)

Very good    Good    Fair    Poor    Very poor

13. Has your department undertaken any service delivery satisfaction or customer satisfaction survey in the past?

Yes    No

14. If your answer for the above question is 'yes', when was it conducted?

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

15. How do you receive feedback on your services?

- Public consultation (1)
- Feedback form (2)
- Woreda Complain handling desk (3)
- Other mechanisms (4)—please specify

16. How do you analyze the feedback obtained from the customers? *Can I look at some sample feedback forms?*

17. Have you organized community consultation meetings/ citizen feedback meetings in the recent past?

Yes    No

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

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

*Can I see the minutes?*

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

- Yes       No

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

- Yes       No

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

22. Is it based on (deviated from) your service delivery study or BPR study? Why if deviated?

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

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

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

Dear,

I, Tilahun Wolde, am a student of Urban Development and Management at AAU. As part of MA Program in Urban Development and Management, I have to do a study or thesis as part of partial fulfillment of my MA Degree. The topic of my thesis is *“An Assessment of Land Related Service Delivery in Addis Ababa: the case of Bole Sub City”*.

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

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

*Please put a 'X' mark where necessary.*

1. Sex

Male

Female

2. Educational level

Certificate

Diploma

Degree and above

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

Title registration (issuance of land tenure certificate) service

Building permit

Planning consent

4. For what time have you been in this position

Less than one month

1 to 3 months

4 to 6 months

6 months to 1 year

More than 1 year

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

Yes  No

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

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

Yes  No  I do not know

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

Yes  No  I am not sure

*Can I see sample public meeting records?*

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

Very good  Good  Fair  Weak  Very weak

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

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

Yes  No

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

Yes       No

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

- Service standard guideline developed but not implemented
- Not yet developed
- Other reasons, please specify

### **Checklist: some discussion points with the managers**

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

## DECLARATION

I, **TILAHUN WOLDE ZENA**, declare that this research paper is a result of my own work. It has not been submitted in a part or whole of this paper for any other academic award or qualification. I referred the work of other authors for my research purpose and they have been dully acknowledged.

Signature:



Place: Addis Ababa University

Date: 24 June 2014

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Approved by

Advisor:

Wondimu Abeje (PhD)

Signature:



Place:

Addis Ababa

Date:

June 24, 2014