

Addis Ababa

University

(Since 1950)



**Urban Land Policy and Access to Land for Low Income
People in Nifas Silk Lafto Sub-city Administration:
Problems and Way Forward**

**A Thesis Submitted to the School of Graduate Studies, Addis Ababa
University, Center for Urban Development and Management in
Partial Fulfillment for the Degree of Masters of Arts in Urban
Development and Management**

By: Obsa Bedaso

June, 2011

Addis Ababa
University
(Since 1950)



Urban Land Policy and Access to Land for Low Income People in Nifas Silk Lafto Sibility Administration: Problems and Way Forward

By
Obsa Bedaso

Approved by



Signature

1. Woldeab Teshome (Dr.)
Chairman
2. Tegege G/Egziabher (Prof.)
Academic Advisor
3. Yirgalem Mahiteme (Dr.)
Examiner

Obsa Bedaso

Yirgalem

June, 2011
Addis Ababa, Ethiopia

Acknowledgement

Working on research needs the support of individuals, organizations and above all it is with the help of university scholars to come up with valuable research results. This research was conducted with the support of many contributors among which the following are to be accredited.

My first thank goes to my advisor professor Tegengne G/Egizabher, for his special support in my first academic year. I have no word to thank him for his kindness and thoughtful action he has taken to support me in deeply understanding my effort for success and later on in issuing valuable input in shaping my research work. I wish him another extra success in his academic work and long happy life with his family.

My thank is also to my wife, W/o Makeda Oumer, for her continual encouragement and constructive ideas to my research work and taking care of our family alone, particularly around during her delivery time, in my busiest time on the academic works.

I would like also to thank Addis Ababa City Land Administration and Construction Permit Authority higher officials and staff members; Nifas Silk Lafto Sub-city Administration staff; Lebu/Woreda 01 Administration and Addis Ababa Housing Development Project Office staff for sparing their precious time for discussion and their relentless support in providing information.

My thank is also for my organization, Oromia Housing Development Project Office, for sponsoring my study and handling my assignments at office level.

Lastly, but not least, I am pleased to deliver my thanks to Ato Muluye Mahari and the community at Dertu and Lebu for their contribution for the research work in focus group discussion and in responding to the questionnaire.

Abstract

The operation of the urban land market has been identified as a significant obstacle preventing the urban poor from accessing affordable land. Even successful market developments could not distribute land to the poor and intervention in the land market is, therefore, required to promote more equitable land distribution. Governments design land policies to indicate how land and the resources available from land is distributed to their population. The study on urban land policy and access to land for low income people in Nifas Silk Lafto Sub-city Administration was designed identify the land lease policy problems and indicate way forward to enable the poor to access land along with the fierce competition for land. The current land lease regulation of Addis Ababa has mainly focused on land delivery system of auction while the 48.5% population that can be categorized under the low income population could not participate in the competition for land, due to low economic capacity. The study depicted that given the existing low economic standard of the target population, there is a need to introduce protection mechanisms to create conducive conditions in access to land for the poor. This necessitates a wide regional dialogue on the current land lease policy to improve land delivery systems without significantly affecting the land policy at national level. The survey made at Dertu area indicated that about 50.9% of the informal settlers purchased land in black market. Unless alternative land delivery modalities are introduced, the poor never stops purchasing land in black market as shelter is a basic necessity. The city government has to work on reshaping this market and bring it to light in such a way that income is accrued through channeling it in to formal land lease system.

Since there is discrepancies between the need of the population and the land delivery modalities, comprehensive discussions and policy dialogues of the public is recommended to provide land at separate area free of competition for the poor at the bench mark price set by the City Administration Land Lease Board. Increasing land supply to stabilize land market, which is satisfying only 10.2% of the demand, was indicated as a solution to improve the land access problem of the population. Minimizing the eviction of the poor and adapting plans to local needs and capacity were taken as an alternative. Introducing pro-poor land management system and protection mechanisms to the level conducive to the poor without significantly affecting the policy at national level is recommended as a solution to improve land access problems currently prevailing in the city.

ii.



Table of Contents	Pages
Chapter One	
1. Introduction	1
1.1. Background of the Study	1
1.2. Statement of the Problem	3
1.3 Justification of the Study	5
1.4 Objective of the Study	6
1.4.1 Major Objective	6
1.4.2 Specific Objective.....	6
1.4.3. Research Question	6
1.4.4. Scope of the Study	7
1.4.5. Limitation of the Research	7
1.5 Research Design and Methodology	8
1.5.1 Data Collection	9
1.5.2 Method of Data Collection	9
1.5.3 Sampling Method	9
1.5.4 Sample Size	11
1.5.5 Data Analysis Techniques and Statistical Tools.....	11
1.5.6 Organization of the Paper.....	11
Chapter Two	
2. Literature Review	33
2.1 Basic Concepts	13
2.1.1 Land Policy.....	13
2.1.2 Land Lease Policy	14
2.1.2.1 The Context of Land Lease Policy in Ethiopia.....	15
2.1.3 Land Use Policy.....	16
2.1.4 Low Income Population.....	16
2.1.5 Slums, Informal Settlements and Informal Subdivisions	18
2.2 Conceptual Framework Development	18
2.2.1 Factors that Determine the Effectiveness of Land Policy	18

2.2.1.1 Land Administration and Management	19
2.2.1.2 Land Tenure.....	19
2.2.1.3 Land Supply System.....	21
2.2.1.4 Land Market	22
2.2.1.5 Land Regulation and Taxation	23
2.2.1.6 Land Registration	24
2.2.1.7 Land Use Planning.....	24
2.2.1.8 Land Speculation	25
2.2.1.9 Land Information System	25
2.2.2 Factors Improve Access to Urban Land for the Poor	26
2.2.2.1 Increasing supply of land for the poor.....	26
2.2.2.2 Increasing effective demand for land for the poor	27
2.2.2.3 Approaches to the Provision of Low Cost Housing.....	28
2.2.3 Factors Affect Improved Access to Urban Land for the Poor	30
2.2.3.1 Conceptual Framework of the Factors Affect Access to Land by the Poor	31
2.3 Assessing Empirical Evidences	33
2.3.1 The Nature of Urban Land Policy in Addis Ababa.....	33
2.3.1.1 Highlight on the Historical Development of Land Policy.....	33
2.3.1.2 The Current Land Lease Policy.....	34
2.3.1.2.1 Land Delivery and Administration System.....	37
2.3.1.2.2 Formal Land Delivery System.....	38
2.3.1.2.3 Land Administration.....	40
2.3.2 Informal Land Holding System.....	43
Chapter Three	
3. Description of the Study Area	48
3.1 Introduction.....	48
3.2. Brief Review of Addis Ababa city	48
3.3. The Land Lease Policy and the Low Income Population.....	51

3.4. The Target Population	53
----------------------------------	----

Chapter Four

4. Data Analysis and Presentation.....	59
4.1. Population Characteristics of the Study Area	59
4.1.1. Gender Composition and Marital Status of the Respondents	59
4.1.2. Family Size, Origin, and Type of Previous Residence.....	60
4.1.3. Employment Status of the Respondents	61
4.2 Assessment on the Land Lease Policy Implementation.....	61
4.2.1. Awareness and Participation of the Public in Land Policy Formulation	63
4.2.2 Land Delivery System.....	63
4.2.3 Land Administration and Management Issues	65
4.2.3.1 Land Tenure Status.....	65
4.2.3.2 Efficiency in Service Delivery and the Challenge to Get Land	67
4.2.3.3 Lack of Land Information System.....	72
4.2.3.4 General Observations on Institutional Arrangements for Land Management.....	73
4.2.4 The Land Market.....	74
4.2.4.1 Land Price	74
4.2.4.2. The Land Supply and Demand	75
4.2.4.3 How Land the Acquired in Informal Settlement.....	77
4.2.4.4. The Income Status of the Respondents and the Question of Affordability	78
4.3 Access to Land for the Poor.....	80
4.4 Eviction Due to Redevelopment.....	83
4.5 Housing as a Means of Minimizing Derived Demand for land.....	85
4.6 Enabling Mechanisms.....	88
4.6.1 Housing Finance and Credit	88
4.7 Urban Governance and Access to Land for the Poor.....	89
4.8. Strategies to Improve Land Access of the Poor: Way Forward.....	92
4.8.1 Land Supply Issues.....	93
4.8.1.1 Provision of Land with Affordable Price.....	93
4.8.1.2 Improve Security of Tenure and Regularize Informal Settlements.....	98

4.8.1.3 Land-sharing	99
4.8.1.4 Sites without services	99
4.8.2 On Strengthening the Poor Capacity for Land Access.....	100
4.8.2.1 Increasing Effective Demand for Land for the Poor.....	100
4.8.2.2. Increasing Savings and Providing Access to Finance.....	101
4.8.2.3 Promote Capacity to Construct Shelter in Employment Generation.....	102
4.8.3 Increasing Housing Supply and Reduce Derived Demand for Land.....	102
4.8.4 Institutional and Organizational Capacity Building.....	103
4.8.4 Improving Plan Requirements and Adapting to Local Needs.....	104
4.9 Recognizing and Legitimizing the Diversity of Land Delivery Mechanisms.....	104
4.9.1 Possible Options in Access to Land (Innovative Directions).....	105

Chapter Five

5. Conclusions and Recommendations.....	110
5.1 Conclusions.....	110
5.1.1 The Challenge in Affordable Land Access Options for the Low Income Population..	110
5.1.2 The Prevalence of Land Market Imperfections.....	111
5.1.3 The Challenge in the Efficiency in Service Delivery.....	112
5.1.4 The Challenge in Government Focused Land Supply.....	113
5.1.5 The Challenge in Participatory Land Policy Formulation.....	113
5.1.6 The Challenge in Plan Requirements.....	113
5.1.7 Informal Settlements Proliferation.....	114
5.1.8 Lack of Enabling Mechanisms to the Poor in Land Access	114
5.2. Recommendations.....	116
5.2.1 Revise Land Delivery Modalities and Introduce Pro-poor Land Management System.	116
5.2.1.1 Introduce Protection Mechanisms for the Poor in Access to Land.....	116
5.2.2 Increase Land Supply and Stabilize Land Market.....	116
5.2.3 Avoid Activity Bottleneck	117
5.2.4 The Need to Formalize Private Land Sources to Avoid Land Transfer in Black Market and Focusing on Private Housing Supply.....	118
5.2.5 Open Regional Dialogue on the Land Lease Policy.....	120

5.2.6 Minimize Eviction of the Low Income Population.....120
5.2.7 Promote the Low Income People Capacity for Land Access.....121
5.2.8 The Need for Regulation Instruments to Address the Low Income Population
without Significantly Affecting the Land Policy at National Level.....121

References

Attachments

List of Acronyms

ARH	Agency for Rental Houses
AACA	Addis Ababa City Administration
LIP	Low Income Population
LACPA	Land Administration and Construction Permit Authority
NSLSA	Nifas Silk Lafto Subcity Administration
UN	United Nations
HC	Housing Cooperatives
PADCO	Planning and Development Collaborative International Organization
M2	Meter square
NGO	Non Governmental Organizations
ORAAMP	Office for the Revision of Addis Ababa Master Plan
CSA	Central Statistical Authority
UN ESCAP	United Nations Economic and Social Commission for Asia and the Pacific
AAHDPO	Addis Ababa Housing Development Project Office
HCB	Hollow Concrete Block
BLDG	Building

List of Tables

Table 1: Gender Composition and Marital Status of the Respondents

Table 2: Family Size, Origin, and Type of Previous Residence

Table 3: Employment Status of the Respondents

Table 4: Knowledge on Land Lease Policy

Table 5: Opportunity to get land in the future for Informal Settlers and Rental House Residents

Table 6: The problem in Land Lease Policy

Table 7: Land Holding by Type of Ownership in Nifas Silk Lafto Sub-city Administration

Table 8: Duration to Get Land in Housing Cooperatives

Table 9: The Challenge to Housing Cooperatives

Table 10: Rental House Residents Application for Land and the Related Justifications

Table 11: Why the Rental House and Informal Settlement Respondents Unable to Get
Condominium Houses

Table 12: Why the Informal Settlers unable to get land in Housing Cooperatives

Table 13: Land Lease Price Summary of NSLSA (Nov/2009 to Dec/2011)

Table 14: The No. of People Competed and Won Land Lease Auction

Table 15: How the Land was acquired in Informal Settlement and the Land Price

Table 16: Income Status of the Respondents

Table 17: The Reason for Choosing Rental House Residence

Table 18: House Rental Price

Table 19: Informal Settlements in Nifas Silk Lafto Sub-city Administration

Table 20: The Reason for Informal Settlement

Table 21: Informal Settlers Concern

Table 22: Eviction due to Development Projects at Woreda 01 of NSLSA

Table 23: Condominium Houses Price Comparison (Previous and Current Price)

Table 24: Comments on the Land Lease Policy of the Region

Table 25: Expectation from the Government to Construct Own House

Table 26: How to Improve Access Land to the Low Income Population

Table 27: The Expectation of the Informal Settlers

List of Maps

Map 1: Map of Addis Ababa City Administration

Map 2: Administrative Classification of Nifas Silk Lafto Subcity Administration

Map 3: Administrative Classification of Woreda 01, Nifas Silk Lafto Sub-city Administration

List of Photographs

Photograph 1: View of the Study Area,(Woreda 01)

Photograph 2: Constructions in the Study Area

Photograph 3: Informal Settlements at Dertu Area

List of Diagrams

Diagram 1: Conceptual Framework of the Factors that Affect Access to Land for the Poor

Diagram 2: Diagrammatic Presentation of the Summary of the Research Conclusions

Chapter One

1. Introduction

1.1 Background of the Study

It has always been a difficult task for many governments to create an opportunity for urban poor to have easy access to urban land. Many studies indicate that there is deterioration in the tenure status and access to land for the poor in the developing countries. Public and private formal land delivery systems have failed to cope with the needs of the urban poor.

Growing informality and poverty in urban areas, driven to a large extent by urbanization, necessitates greater concerted action around land use management in urban areas to ensure more equitable, environmentally and socially sustainable use of finite land resources. The operation of the urban land market has been identified as a significant obstacle preventing the urban poor from accessing affordable land. Even successful market development will not distribute land to the poor and intervention in the land market is therefore required to promote more equitable land distribution patterns.

Land policy, land rights and land reform have a critical bearing on economic development and poverty reduction in both rural and urban areas of the developing world. But land issues are often complex and politically difficult to handle. For this reason they may be neglected. When there is dominance of state ownership in land management, it is always important to look in to appropriate land policy options to address both the need for investment and housing provisions in the urban areas, particularly for the poor and the marginalized segment of population.

In 1994 new Ethiopian Constitution was promulgated. The Constitution retains state ownership of the land. The land tenure system for urban areas is comprehensively dealt with by the Urban Lands Lease Holding Proclamation No. 172/2002. Land is allocated through the leasing system (Tenday Gondo, 2008, p.50).

Achieving efficient land use, encouraging investors and investment and realizing the cost of urban land and make an efficient use of it are some of the major national and regional goals in Ethiopia. To achieve these goals, the government of Ethiopia has accepted urban land lease

policy as the alternative land tenure system so as to provide a room for individuals and investors to use land through transferring from the state to land users.

On the other hand, in Ethiopia, since the introduction of land lease policy, in which access to land is determined by auction, direct allocation, lottery for housing cooperatives and award, it seems that the low income populations are facing difficulty in getting access to land for investment, particularly for housing in the urban centers. The legal lease land market for variety of reasons tends not to accommodate the low income sections resulting in "inequitable" distribution of land and shelter opportunities. Thus on account of both efficiency and equity goals of urban development, it is imperative to intervene in the land market by adopting appropriate policy framework. Despite the existing policies that are aimed at eradicating poverty through improved access to land, most towns and cities in Ethiopia are still in a number of challenges. The challenges range from land governance and administration to poverty issues.

The problem is particularly high in Addis Ababa, the primate city of the country, where its population is tenfold to the second largest city of the country, Dire Dawa. Addis Ababa is one of the fastest growing African cities where provision of housing, infrastructure and services is no more in pace with the growth of the city. Even though there have been various interventions to harmonize the growth of the city with the overall qualities of life, inadequate housing and infrastructure in the city have been major problems since its foundation. The inadequacy of the formal urban management and infrastructure provision forced most of the residents of the city to involve in informal activities to access urban land and basic services (Yirgalem Mahiteme, 2009, p.929)

Almost 80% of the city residents are living in distressed condition of different infrastructural supplies. The City Government of Addis Ababa has been striving to ameliorate the condition, particularly in the last ten years by implementing successive policy options. There has been a clear recognition of the importance of improving urban land management to alleviate poverty. Access to land and security of tenure have been identified as two strategic prerequisites for the provision of adequate shelter and for the development of sustainable human settlements affecting urban areas. Though there were successive land policy improvements to ensure equity in access

to urban land, it seems that the current land lease policy of the region has a number of challenges in addressing the land access problem of the poor population. It is clearly seen that the land claim issue of the poor is not properly addressed by the policy options put in place. Furthermore, the deficiencies of the public land management system (especially the land allocation process) have led to the evolution of informal land markets, in which the low income population cannot compete.

This study seeks to evaluate the policy responses to land access for the poor, the problems and to indicate the way forward, with particular reference to Nifas Silk Lafto Sub-city Administration (NSLSA). The study area is one of the 10 sub-cities of Addis Ababa and it is located at southern part of the city with a total area of 58.51 sq.km and population size of 316, 283 (CSA, 2007). It is divided in to 12 Woredas (local name for district) after the merging of the Kebeles (the smallest unit of local governing body) as per the recent reclassification of the Sub-city.

In the study, an effort was made to pinpoint a policy bottlenecks which impede the low income population (LIP) of the sub-city to access land to construct residential houses. Moreover, the study is initiated to look in to how the city administration is striving to ensure equitable access to land and the policy challenges observed in the implementation process.

1.2 Statement of the Problem

Addressing the problems of LIP is becoming a major challenge for many developing countries. Different governments across the globe have shown some commitment to promoting the provision of an adequate supply of land in the context of sustainable land-use policies with varying degrees of success. For most of the poor in developing countries, land is the primary means for generating a livelihood and a main vehicle for investing, accumulating wealth, and transferring it between generations. Land is also a key element of household wealth. Because land comprises a large share of the wealth of the poor, giving secure property rights to land they already possess can greatly increase the wealth of poor people who are not able to afford the (official and unofficial) fees needed to deal with the formal system.

Ethiopia's urban development policy was enacted to:

- Allocate land in a sustainable way through tender, negotiation and permit system
- Stabilize the price of land and marketing of real property.
- Ensure the equitable distribution of land to both the rich and the poor
- Facilitate mechanisms by which low income groups are allocated adequate land at reasonable cost
- Facilitate efficient and sustainable delivery of land to investors engaged in the construction of residential and commercial buildings for sale or rent.
- Create a system for registration and marketing of real property as well as issuance of title deeds.
- Ensure that land is delivered for construction of residential houses and that commercial uses have adequate provision of infrastructures.
- Bring economical uses of land for intended development works
- To prioritize land allocation (in order of priority) to saving houses, social services, industry, micro and small business institutions, residential houses, commercial organizations and recreational centers (Tenday Gondo, 2008).

As a part of this attempt, the City Government of Addis Ababa has implemented land lease policy aiming at addressing the shelter and other investment needs of its population. Though the policy is said to be one of the best policies implemented so far in Ethiopia, the increasing land price, particularly in Addis Ababa and the surrounding towns, is frustrating to the LIP as they cannot compete for land due to low economic capacity. It has not been possible for City Administration to provide land at affordable prices to the low income beneficiaries. It is also acknowledged that the urban poor in developing countries (Ethiopia inclusive) have resorted to informal means of accessing urban land due to the difficulty to access land in a formal way.

Not undermining the positive contributions played by land lease policy option, the researcher hypothesizes that the low income populations are marginalized to land access because they are unable to pay high land price mainly determined by auction as land access free of charge option is already terminated due to escalated corruption in housing cooperatives. This condition and

other associated problems have resulted in the proliferation of informal settlements to satisfy shelter needs by illegal means.

The current problem in the land policy is that the policy gaps that have constrained the access of land to the poor were sufficiently identified and addressed. There is a need to indicate the challenges in designing pro-poor land management system to protect the low income population in fierce competition for land. It is evident that no single regulation is indicated in the policy to improve access of land for the poor in particular. It was not clear whether the difficulty in access to land for the low income population is due to policy reason or implementation problem. Moreover, there was no enough evidence whether the poor has been marginalized or not under the current land lease policy in having an opportunity in access to land. No synchronized data is available from the residents as related to the need to improve land access for the poor.

The underlying assumption is that there is marginalization of the urban poor as a result of the increasing land price in land lease auction which only favors those who are economically well to do and have the potential to compete. It is hypothesized that the land lease price is unreachable for LIP and the poor in general, sometimes the middle and the upper class as well. But this was not proved with practical evidences at hand and this study was designed to this end.

1.3 Justification of the Study

The land policy options considered are helpful to improve the life of the LIP and land supply has to be more responsive to demand. The existing urban land development and management practices need improvement to use land as a resource for social and economical development programs. The intention of the research is to link the policy with the provision of serviced land for housing development at affordable price for LIP and to make suggestions on how to reduce the trends of land speculation which has created artificial land price. Identifying policy bottlenecks and providing different policy options based on better experience would be the aim of this research.

The finding from this research would provoke further studies in the area of land policy especially identifying the obstacles that have occurred during the implementation process. So it is essential to critically and comprehensively review the existing pitfalls of the policy and directing towards

the requirements of the free market economy within the framework of the constitution of the public ownership of urban land, where the poor is safeguarded to access land with affordable price. The study has both academic and practical relevance. It is helpful in improving access to land and changing the life of LIP by understanding and articulating the problem. The outcome of the study can be used by academicians, researchers, practitioners and urban policy makers. The study provides them with valuable information and enriches their knowledge in formulating policy framework and strategy directions. In general, the research has intended to review where the real problem for improving the delivery of serviced urban land lies and set out clear recommendations on how fair and equitable distribution of urban land resource will be achieved for the LIP.

1.4 Objective of the Study

1.4.1 Major Objective

The major objective of the study is to identify the urban land policy problems and indicate the way forward for better implementation of land policy, to satisfactorily address the housing problem of the LIP in improved access to land. Indicating the ways in which better access of land for LIP can exist in the city in fostering housing development programs will be the ultimate goal of the research.

1.4.2 Specific Objectives

- To examine the land lease policy of the city
- To look in to how the poor access land in the city
- To find out the problems associated with land access by the LIP and
- To indicate an appropriate policy response options that will work for Addis Ababa in addressing the challenges the poor face in accessing land in the city.

1.4.3 Research Question

This research focuses to answer the questions related to land policy mainly focusing on the problem of LIP. The research looks in to the views of the LIP on land policy of the region and tries to answer the following questions:

1. What are the challenges faced by the land policy of the region in addressing the shelter problem of the LIP?

2. How do the LIPs satisfy their shelter needs in the middle of fierce competition for land; how the land policy can address the shelter problems of LIP?
3. What are policy gaps in land policy of the Region in line with the views from policy implementing officials, particularly in addressing the marginalized population of the city?
4. Is public / government land managed effectively in the public interest? Is there an open public debate to improve the effectiveness of land policy within the wider governance framework?

All these questions were seen in the consecutive chapters of the research to answer whether urban land policy of the City Administration is responsive to the claims of the poor.

1.4.4 Scope of the Study

In this research, there is proposal to enhance the desired aim of the land lease policy to address the problem of the urban poor. The research emphasized on the effect of land lease policy implementation pertaining to the poor. Different land allocation methods have been practiced after the leasehold system was introduced. Above all, housing has been emphasized by the government and consequently the people not could acquire land on lottery basis by organizing themselves in housing cooperatives. The provision of serviced land free of competition and affordability has been the issue for the poor. This research focuses on analyzing the challenges in addressing the problems of LIP in access to land and pointing out policy areas to be improved for equitable distribution of land for the urban poor. The policy gaps that existed in addressing the question of the poor in access to land was the focus area of the research. The study assesses the policy loopholes for marginalization of the poor in access to land in Addis Ababa, with specific reference to NSLSA.

1.4.5 Limitation of the Research

Since the land lease policy has come to practice, different problems have been occurred especially during the implementation process. The city has been facing difficulties to attract private investment and along with these troubles unable to develop and provide serviced land for the urban poor. No specific policy framework set aside to address the problem of LIP to improve their access to land. This has challenged the study process as commenting and evaluating the policy against its objectives was difficult. An effort was made to evaluate the land policy pertaining to the poor from the practical experiences seen on the ground: regularization of

informal settlements and the housing. The research focused on the response of the population from housing cooperatives (HCs), informal settlements and rental house residents. To analyze the short comings, getting the informants and collecting reliable data from the target group was a difficult task as informal settlements live in disguised condition in fear of bulldozing. Above all getting reliable data and key informants working at different level was a time consuming activity due to the busiest nature of government officials. Delimiting the administrative boundary of the woreda was time consuming. Finally it was possible to come up with better map of the target population by consulting different experts working at city and woreda level offices. To avoid underrepresentation, increasing sample size was used as a strategy to avoid shortcomings in the study.

1.5 Research Design and Methodology

In Ethiopia, different land policy options have been tried to create conducive conditions for the access of the citizens to land. But the access of the LIP to land is in question and it seems still unresolved. The land policy, recently introduced in Ethiopia, has the objective of availing land to the LIP by minimizing bureaucratic bottlenecks in access to land and solving housing problems of the urban population.

In this research an attempt was made to look in to the relationship between land lease policy and the improvements in the access to land for the LIP. The problems observed in the implementation process were assessed by measuring the data obtained from the sampled population, policy makers and implementers and the existing research findings. The effect of land policy on access to land was measured by the survey conducted on the residents, sampled from the population living in HCs houses, rental houses and informal settlements.

The views from governmental officials and documentary reviews were included to strengthen the findings from the survey. The relationship between the income level of the population and the price of land lease and the problems observed in land speculation was assessed in influencing the access to land by the poor. Whether or not the land policy has played a significant role in minimizing land speculation was measured by practical situations on the ground and data analysis.

1.5.1 Data Collection

The study was conducted to understand the relevance of the land policy to the LIP in facilitating access to land. The rental house residents, HCs and informal settlements, at the periphery of the sub-city, were interviewed to look in to the challenges they have passed through and why they were unable to own their house. Along with this, they were also asked to forward their felt solution to get access to land. The residents at the periphery were selected because informal settlements are mostly located at outskirts areas where open land is available. The concerned officials working on the implementation of urban land policy were contacted to explain the challenges faced during the policy implementation in addressing the problem of the LIP.

1.5.2 Method of Data Collection

The research used mixed method in which both quantitative and qualitative data was employed. In the survey interviews with selected officials and residents and the review of government and municipal documents to generate empirical data were used. In order to arrive at reliable findings, field and desk surveying method was employed to collect various types of data related to the study under consideration. Relevant documents on land policy i.e. review of available literature and documents, collection and analysis of both primary and secondary data (journals, reports, books, newspapers, project reports, etc) was used as a source of information. Interviews and discussions were conducted with sampled residents from HCs; rental house residents and informal settlements. The idea from policy makers and implementers was used as a source of valuable information. Focus group discussion was also arranged with informal settlers based on their stay in the settlement area.

1.5.3 Sampling Method

For the survey at field level, purposive representative sample was taken from the population of Woreda 01 of NSLSA, based on the recent reclassification. The woreda was selected due to its traits to the topic of the study in the availability of rental houses; informal settlements and housing cooperatives provided land under the new land policy. Almost all the constructions available, in one way or the other, are the products of the current land lease policy. Therefore, in discussing with the residents of this area, one can easily come across of the problems and the life the residents are leading after they have constructed their houses under the new land lease policy.

Pertaining to the land policy makers and implementers, questionnaire was prepared and distributed to the concerned officials and interview was arranged with purposely selected experts and higher officials from Land Administration and Construction Permit Authority (LACPA); Nifas Silk Lafto Subcity Administration (NSLSA); Woreda 01 Administration and Addis Ababa Housing Development Project Office. The discussions made and the data collected from officials includes policy making officials at the regional level and the implementing body at the sub-city and Woreda level. The focus was on the higher officials and sub-process owners due to their relevance in initiating policy ideas.

In this study, the three segments of populations were interviewed by selecting some of the residents using purposive sampling method. The sub-city is divided in to 12 woredas in its administrative hierarchy and Woreda 01 was selected for this study as a representative sample of the sub-city by taking 5% from all the entire woredas. The woreda has the population of 31, 627 from which 15, 323, and 16, 304 were male and female respectively with 7915 households and 7, 638 housing units (CSA, 2007, p. 165). According to the previous classification of the sub-city, woreda 01 had only one kebele. Now the study includes woreda 01 and there are 45 sub-woredas in the district.

The rental house residents were selected to indicate why they prefer to live as renters instead of building their houses. It was to see whether it is for land policy reason or not. The existing data indicates that there were about 7638 housing units in the woreda and it was estimated that 45% (3437) of the houses were for rental and the sample was taken from this population.

In HCs survey, the housing cooperatives experience indicates the nature of the land lease bureaucracy and it is relevant in indicating the efficiency of the service delivery as well. It helps to visualize the challenges the citizens have gone through to get land for house construction. The majority of the cooperatives sites for the sub-city are located at Woreda 01 and it has 289 housing cooperatives (HCs) with 6936 members. Since the other housing units have been included in the rental housing units, 55% (3815) of the housing cooperative members were included in the sample.

The third survey included informal settlements in the woreda. The current data gathered by the researcher from the 12 different woreda offices in the Sub-city indicates that there were 11,804 informal settlement units in the NSLSA from which 3426 of them were located at woreda 01 of the study area.

1.5.4 Sample Size

A minimum of 5 % and above was selected from the target population to ensure the significance of the sample size. Accordingly, roughly about 5 % (177) persons from 3437 rental house residents; 5.7 % (219) from 3815 HCs members and 5% (175) from 3426 informal settlement residents were selected for the study. The sample size for HCs was increased purposely to increase the level of confidence in the analysis of the effects of land policy of the region. The income of the respondents has been used to categorize the population in to stratum and explain each, taken the earning below Birr 651.00 as low income category.

1.5.5 Data Analysis Techniques and Statistical Tools

In method of data analysis and presentation, the collected data coded, organized and edited. The data was presented in table form and analyzed using ratios, percentages and arithmetic mean using SPSS (Statistical Package for Social Scientists) soft ware. The average income of the population has been taken as a criterion to look in to the population in to category (low income, middle income and high income) and the analysis focused on the population from the lowest stratum. The figures and percentages of the proportion of the population which has responded on a given issue were taken to reflect the nature and the views of the respondents. To see the category of the population as to where they fall in economic status, the income status of the respondents was and analyzed to know the proportion of the LIP. For the convenience of this study, the respondents has been assessed economically and classified in to three categories as low, middle and high income population and the analysis focused on the low income part of the category.

1.6 Organization of the Paper

The research paper is divided in to five chapters. The first chapter contains the introduction and background up on which sufficient information is given to the reader to allow the reader to have the clear picture of the study. The chapter states the research area where it strives to indicate the focus on policy bottlenecks and the practices of land lease policy to facilitate the land access for

the LIP. The chapter also deals with the methodology that describes how to go through the issues that are raised in the objective and research question. Here preparation of questionnaires and distributing for the key persons was one of the approaches, which the research has followed and also desk study compares different practices with respect to existing situation of the city.

The second chapter was supported by different theories and practices of the world, which assisted the research to produce different arguments on the selected topic. The theoretical framework focuses on how urban land policy is designed to shelter and improve housing of the LIP. The factors that influence land access by the poor have been identified in this chapter. Here different land policy practices were included to indicate the direction for policy improvement.

The third chapter started with description of the study area and clarification of the nature of land lease policy in Addis Ababa. It includes the land supply system to look in to the implementation challenges in addressing the shelter problem of the poor.

The fourth part puts description of the collected data. The opinions gathered by the help of the questionnaires at field survey and desk were described and elaborated. The finding of the study was quantified and figures described the realities on the ground. In the qualitative aspect of the research, detailed aspect of the finding was explained. The result of the finding was described by the help of percentages, arithmetic mean and ratios using SPSS. Better experiences on how land access is improved for the LIP and how this can be adapted to the case of Addis was identified and indicated in this chapter.

The conclusion and recommendations of the final chapter presented summary of the findings and the policy areas to be improved and modified, based on the figures indicated in the analysis part. This part includes the suggestions which are relevant to the issues mentioned in the previous chapters. It provides a general overview of the recommendations, which may also contain the scope for future research.

Chapter Two

2. Literature Review

In this chapter an attempt was made to include basic concepts which are frequently used in the study; theoretical backgrounds related to land policy particularly to improve access to land for low income population; conceptual framework to guide the researcher in the consecutive study areas and an assessment of empirical evidences, taking the reader back to the early stages where the historical foundations of land policy was laid. With brief explanations on how we reached the current stage in historical developments of land policy, detail description of the land lease policy was presented. Here both formal and informal land delivery systems have been examined to see the impacts they have on the low income category of the population. The researches made so far have been also assessed to come across of what has been said on the same topic.

2.1 Basic Concepts

For the purpose of clarity in the consequent discussions, it is important to look in to some of the basic concepts to indicate directions for the land policy and the context in which the study was conducted. The concepts included are land policy, land lease policy, land use policy, low income population, slums, illegal settlements and illegal subdivisions.

2.1.1 Land Policy

Land policy consists of a whole complex of socio-economic and legal prescriptions that dictate how the land and benefits from the land are to be allocated (Commission for Europe, 1996, cited by Mesfin, 2008). The goal of urban land policy is to provide a framework for ensuring that a nation's land resources are used to promote equitable social and economic development (Dowall, 1964 cited by Mesfin, 2008).

Land policy is a part of the national policy of countries. Such policies generally relate to economic development, social justice and equity, and political stability. The land policy includes or promote the provision of security of tenure, improve access to credit, land reform, land titling and the resolution of issues relating to traditional or customary tenures, facilitate special attention to provision of land for the poor, ethnic minorities and women, facilitate land use and physical planning, real property taxation, measures to prevent land speculation and land disputes. Why a

state might need policies relating to land? The arguments for this stem from the economic and potential fiscal importance of land and buildings in the economy. Land and buildings comprise a remarkable majority of country's national wealth and governments need this portion of country's wealth managed properly with appropriate policy framework in place.

Normally for land policies to be implementable, the policy formulation process should be based on participatory approach, engaging stakeholders at all levels and taking into account the challenges faced by the poor. Most of the urban poor do not have secure tenure and live in large informal settlements. Therefore securing formally recognized rights to land and housing in urban areas generally gives poor people access to basic services. It may also help them to access legal and financial services to raise capital to invest. It is necessary to alleviate poverty in growing towns and cities and mitigate the problems associated with rapid urbanization through putting in place policies, laws and institutions that are all inclusive, notably facilitating and motivating the efforts of the poor to earn decent living. Thus, good land policies are those that focus on achieving equitable land distribution and fair laws that take into account the interests of the poor (Eugene H. Silayo, 2009, p. 3).

Governments intervene in land issues for equitable distribution of resources as the increasing demand for land increases and land hoarding by the people who have the opportunity to access land creates shortage of land on the market. The poor suffers a lot as a result of denied access to land due to economic limitation and lack of an opportunity to get fair access to land. Some writers argue that let the market supply land for the people including the poor, instead of government intervention to stabilize land market. But this argument does not guaranty access to land for the urban poor and government intervention with appropriate policy mechanisms is inevitable, finally.

2.1.2 Land Lease Policy

A land lease is where the owner of the actual land will rent the space out for someone else to use. The land owner does not own any structures on the property. Commercial properties, hotels and large residential buildings or communities may be developed on a land lease contract. Often land lease contracts are long-term contracts because a developer doesn't want to invest millions or billions into a property that will lose its lease in a short period of time. Anyone can own the land

in a land lease situation, but common owners may be a government entity or the developer who sees the potential in remaining owners.

2.1.2.1 The Context of Land Lease Policy in Ethiopia

Land lease policy of Addis Ababa has its base in 1993's lease policy of the Region. The constitution retains state ownership of the land. The land tenure system for urban areas is comprehensively dealt with by the Urban Lands Lease Holding Proclamation No. 172/2002. Land is allocated through the leasing system. While the leaseholder of urban land is free to dispose off part or all of the interest by sale or other means of exchange, the lessee of public land is prohibited by law to sell the land or enter into any contract that binds the land. The policy allows that the government can retain land needed for public interest and individual holdings for better development activities by paying compensation to owners for the properties located on such pieces of land.

The major formal land delivery system for residential housing and investment in Addis Ababa and other big cities is through the lease mechanism. Land is a public property and an individual can enjoy only the use right of land under his/her possession. Thus, the means to acquire legally (formally) a plot of land for housing development, and investment purpose is dependent on the efficiency of lease policy application. Lease proclamation No 272/2002, indicates different ways on how one can acquire a piece of land. These include auction, allocation, negotiation, lottery system and through an award system (Tenday Gondo, 2008 p.50).

The Ethiopian land ownership is twofold: permit land hold system and land lease hold system. These are the two formal land holding systems in the urban areas of Ethiopia. The other tenureships, such as customary and informal landholding systems are also common characteristics of Ethiopia and other developing countries as well. What makes freehold right different from leasehold right is that the freeholder occupies land for indefinite period of time, whereas the leaseholder for definite period of time, usually from 25 years to 99 years depending up on the type of the investment. There are terms that are stated in the agreement, which the leaseholder has to respect during the lease period. In Ethiopia freehold right is considered as private ownership in which the land owner has a right to use the land according to the regulation issued by the local government. Even under a freehold system, private land owners' ability to develop

land as they desire is always restricted by land use regulation, and government always retains the right to resume ownership of land for some public purposes.

The involvement of the local government on the city development processes is inevitable especially if the land is needed for public interests. This is applicable in both freehold and leasehold rights. Therefore the local government has a decision power in whatever the tenure right exist. In general, the risks of public sector interference in development depend far more on the nature of the public sector and governmental attitudes to private land development than on whether development is based on leasehold or freehold tenure. The substantial argument for freehold tenure is the cultural support, which the people have felt that the free holding is more secure in terms of use right for indefinite period. Whether the freeholder is the state or the private, the matter should be which one would be efficient for both the public and the individual.

2.1.3 Land Use Policy

How communities use land within their boundaries is referred to as land use policy. Land use policy establishes the basic type and intensity of uses permitted by the General Plan for each land use category, including the overall maximum density for residential development and maximum intensity of development for commercial and industrial uses. Effective land use policy adapts to fast-changing environmental, social and economic conditions.

Proper land use planning will allow for a well coordinated development of urban, peri-urban and rural areas in terms of housing, commercial, mining, industrial and infrastructure for development and human well being, as well as for conservation for future generations and for tourism. It is from this perspective that the following policy options are provided: a government should put in place an appropriate strategy for sustainably managing population growth and other human land uses and development activities in urban and rural areas

2.1.4 Low Income Population

Under this study, low income population is used interchangeably with poor households. Defining LIP or poor population is difficult as it is relative term that gives different meanings in different contexts. But the urban poor have been mainly associated with living in “grossly sub-standard, overcrowded conditions without the resources for decent shelter”, particularly in unplanned

(commonly referred to as “squatter”) areas which have been growing rapidly in urban areas. The poor have been associated with the so-called informal sector activities. The majority of the urban poor are employed in a diverse set of informal sector activities, generally the least remunerative among them. The poor, too, have been associated with bad health, malnutrition, and living in a degraded environment (J.M. Lusugga Kironde, 1995, p. 95)

The Capital Asset Framework represents current best practice in the conceptualization of both the causes of poverty and how it may be alleviated. Under this framework poverty is seen as vulnerability to insecurity, impoverishment and reduced self-respect of households which lack assets that they can mobilize and manage in the face of hardship. The Capital Asset Framework focuses attention on what assets poor household have and sees the returns to those assets as key in explaining their poverty. The crucial determinants of households’ ability to achieve increased well-being are access to these capital assets and the effects of external conditioning variables which constrain or encourage the productive use and accumulation of such assets (Manya M. Mooya and Chris E. Cloete, 2008, pp.9-10).

If we link land tenure and poverty, land and housing are of course major capital assets held by the urban poor. The conventional argument is that lack of security of tenure creates ‘an extreme sense of vulnerability’ for poor households. Poverty alleviation strategies centered on housing have therefore tended to emphasize tenure security. Tenure security and legal title give households the incentive to invest in upgrading their homes and the security to use this asset productively. A strategy centered on housing as an asset helps some move out of poverty and prevents others from slipping deeper into poverty. The conventional view is that secure tenure works to reduce poverty by increasing the security of households against eviction and increasing their access to credit markets using their property as collateral (Ibid).

As to the category of the low income population, UN definition for the poor is used to identify low income population from the middle and high income population. Per capita income is used for economic category using their income as a base. For this study, the residents who earn below \$250 (Birr 4125.00) per annum or 350/month are categorized under absolute poverty and those earn below \$474 (Birr 7821.00) as LIP.

2.1.5 Slums, Informal Settlements and Informal Subdivisions

In the situations where inaccessibility of land increases, the coping mechanisms of the poor are slums, squatter settlements and informal subdivisions. While squatter settlements are spontaneous and unorganized, informal subdivisions are planned and organized. These usually occur in cities where the government owns large tracts of vacant land, with low opportunity cost, in the periphery of the city. With the protection of corrupt officials these developers occupy government land, level it and subdivide it, according to government planning regulations, planning space for commercial, residential zones, schools, hospitals, religious institutions, recreation areas, primary, secondary and tertiary roads etc. To bring the poor into the formal land market increasing supply of land for the poor; sites-and-services; informal settlements regularization/upgrading; land-sharing; sites without services and incremental development are implemented in different countries.

2.2 Conceptual Framework Development

This section contains the factors that determine the effectiveness of land policy; factors contribute to improved access to urban land for the poor and the conceptual framework on the factors that influence the access of the poor to land. This is the central issue of the research where the study pays special attention.

2.2.1 Factors that Determine the Effectiveness of Land Policy

In formulating an urban land policy, land administration and management system is designed: the availability of land through the existing tenure, affordability of land at reasonable cost through the property market; accessibility of land by all especially the low –income groups based on the land supply system will be in place; the policy practices as related to informal settlements; the existence of better land information system; land registry system and the planning tools used to control land use to influence the land policy a government intends to use. No single policy component ensures land policy perfection. Rather, the combination and interplay of these land policy components determine the quality of land policy. Stated below is how these factors influence land policy.

2.2.1.1 Land Administration and Management

Land administration includes the functions involved in regulating the development and use of the land, gathering revenue from the land (through sale, lease, or taxation, etc), and resolving conflicts concerning the ownership and use of the land. It is concerned both with private and public lands and involves land settlement, land survey, land registration, land valuation and assessment, land use control and management, infrastructure and utilities management (Tenday Gondo, 2008, p. 47).

This theme has been quite popular among all the policies. Every policy has embraced it. There is a need to decentralize land administration and management system. In most countries, the existing institutional framework for land administration and management are centralized, bureaucratic, corrupt and have not been able to provide efficient services. The majority of people, especially the poor, cannot afford the cost of securing land rights. Therefore, the policies proposed in order to have rapid, efficient, cost effective and equitable services for all participants, institutional frameworks will be created at local levels which are able to resolve all local-level land administration inefficiencies (Eugene H. Silayo, 2009, p. 10).

But decentralization of land administration and management functions to lower levels was seen to demand more human, institutional and organizational capacity than what already existed. Lack or shortage of human capacity and modern technology in land administration is complicated by lack of knowledge on the area. Education is fundamental to the understanding, and implementing of land policies by the stakeholders. Therefore, there is a need to plan capacity building schemes in land management of municipalities.

2.2.1.2 Land Tenure

Under conditions of rapid urbanization, competition for secure, serviced land is increasing in all developing countries. This places greater pressure on existing tenure systems and requires governments to formulate policies which encourage efficient land use and improve accessibility to it, especially for the urban poor. The central issue is, therefore, what forms of land tenure are most likely to achieve these objectives of efficiency and equity in different contexts.

Once individuals or corporate entities acquire either land or land-use rights they acquire tenure. Different land tenure systems exist in countries of the world. This tenure can either be sold or leased by the owner. Tenure is divided into two categories: lease-hold and free-hold. The longer the term of lease the more it resembles freehold. Most leases place restrictions on the lease holder. Free-hold has very few restrictions on it and is considered to be more secure. Lease-hold is considered more equitable as it reserves the right of ownership of land to the society as a whole rather than to an individual. However, most countries put restrictions on the use of both free-hold and lease-hold in the better interest of society. Most countries have a mixture of free-hold and lease hold tenure.

As countries increasingly adopt market led approaches to economic development, so the tendency towards commodification or commercialization of urban land is intensified. Among the diverse approaches towards land tenure, national land ownership proved popular in many countries, especially during the 1970s. However, the increased demands that public ownership place upon the state have invariably proved greater than the ability to develop and allocate lands according to needs, so that a substantial proportion of urban populations were forced into the unauthorized settlements that the policy was intended to prevent. In countries where governments have supported private land ownership systems, high costs, reinforced by inappropriate regulatory frameworks, forced many lower income households into unauthorized settlements (Geoffrey Payne, 2000, p. 5).

The prevalent forms of land tenure in any area have a profound effect on the physical urban patterns and their flexibility in adapting to the pressures of rapid growth. They exert a basic influence on the ability of the poor to find adequate shelter. Tenure system largely determine the ease or difficulty of land acquisition and assembly. They make expansion of the urban area difficult and raise transfer cost to level that poor group cannot afford ((P.S. Ogedengbe, 2004, p. 92)

In the land tenure system, the most affected land use has been residential, followed by commercial, industrial and lastly recreation. The major cause of such informality has been the challenges or flaws associated with the land administration process among other factors that

relate to historical land tenure systems and urbanization. The major cause of informality has been the failure by many to get access to land assets (Tendayi Gondo, 2008).

Therefore, the type of the tenure system a government adopts determines the extent of security of tenure for the poor. It is the responsibility of the government to choose and implement the tenure type which favors the poor and increase accessibility to land. This is materialized with the adoption of appropriate policy framework, which focuses on securing tenure for the urban poor.

2.2.1.3 Land Supply System

In most cases, government's effort to supply land in efficient and equitable way is not successful in developing countries. The involvement of many actors in the land development often gives rise to coordination problems, long delays, time and cost overruns. Because of the wide gap between demand and supply, the land market is prone to irregularities which most governments are unable to control. As a result, administrative articulation of land supply has been, and is likely to remain, insignificant. Under administrative supply, come government projects such as sites and services, which at best have reached only a fraction of the poor. The other one is regulation and laws-such as land ceiling acts, which is limited and counterproductive. The general problem is that the formal-private and public –urban land market is mostly inaccessible for poor households, often majority of the population. Apart from rental (mostly in inner city) slums or extra-legal settlements, many of the poor have to rely on alternative options to house themselves (R.J. Baken & J.J van der Linden, 1992, pp. 21).

There are different land acquisition options exist for the poor, a non commercial articulation of land supply: a) allocation of tribal land, by squatting on public land, c) on abandoned properties or d) on marginal lands. Secondly as forms of commercial articulation of land supply: a) re(sale) of min-plots in squattments, sometimes after splitting of the original plots, b) land rental, and c) substandard subdivision. In most cities, a mix of non-official options is being used by the poor to house themselves. Some authors argue that there is a general trend towards commodification and commercialization of informal land supply systems, a reduction of traditional allocation systems in favor of more formalized modern methods (Ibid).

Urban land is obtained formally or informally, and that the informal sector provides much more land to land seekers (including the majority of the poor) than the formal sector in the third world

countries. Yet, the workings of the informal land sector are usually ignored, and are hardly understood or documented. Experience indicated that the official system of land allocation has been outstripped by the acquisition of land through informal means in the previous times. Today, land is administratively allocated in most countries. Besides allocation by public authorities, land can be obtained informally by way of occupation without permit, allocation by local leaders or land owners, inheritance, and purchase. Sometimes, slow land invasion does take place, particularly on marginal land. More often, land is obtained by way of purchase from recognized owners in unplanned areas, who sub-divide and sell it either as building plots or as agricultural land. The majority of landowners in unplanned areas obtain land in this way and, it can be implied that this is the main strategy for informal settlers to obtain land (J.M. Lusugga Kironde, 1995, pp 78-79).

Governments' effort is to bring the poor to the formal land supply system. But the existing land supply systems with their bureaucratic bottlenecks, corruption, inefficiencies and lengthy procedures and above all land regulations, standard requirements and the increasing land price after the resort of the governments in to commercialization of land are hard to win for the poor. Therefore, the poor is pushed out of the system and obliged to use the easy and informal options available. This happens due to the difficulty to go through the formal means of acquiring land.

2.2.1.4 Land Market

Once land is traded as a commodity a land market is considered to exist. A well-functioning land market is the one which is efficient, equitable, environmentally sound and compatible. The system governing the land markets is integrated with other laws and regulations governing land, such as, planning, taxation and provision of public infrastructure and services. A poorly functioning land market leads to several ills including land speculation, creation of slums and squatter settlements, environmental deterioration, and an inefficient urban development pattern which increases the cost of doing business in the city and adversely affects the urban economy.

Governments have a wide variety of tools available to implement their objectives of regulating land market within its boundaries. These include planning tools, zoning ordinances, building regulations and by-laws, permits, inspections and penalties. However, their implementation has had limited results.

Land market is the market where property rights are sold and bought with the price being determined by the interaction of the forces of demand and supply. Both market failure and the mal-distribution of income are thought to be particularly prevalent with respect to urban land and services because land, being locationally specific, is inherently heterogeneous. Since the optimal conditions do not exist, there is a need for intervention to modify the allocation of land that would arise from market pressures (P.S. Ogedengbe, 2004, p. 93).

The land market failure worsens the life of the poor as artificial land market is unreachable to the poor. Free and fair interplay of supply and demand of land market gives an opportunity for the poor to come closer to land access as land value comes closer to the actual price. But in low land supply, there is a high probability of land market to go beyond the reach of the poor where the poor is pushed to use illegal means of land access. Here the role of government in land market will be to increase land supply to bring the price down to create conducive climate for the poor to access land.

2.2.1.5 Land Regulation and Taxation

Governments can use legislative and fiscal measures to combat land speculation. However, these measures are politically difficult to implement and may in certain cases prove counter-productive. Among the regulations needed are land ceiling acts where the objective is to ensure equitable distribution of urban land; land expropriation and land banking in which governments regulate to purchase or expropriate private land in the overall interest of society either at market prices or below market prices. This legislation often forces landowners to sell their property to the government. In some countries the legislation also stipulates that the government can buy the land at prices lower than the market value of land. Land banks are created by buying rural lands around the city. Governments can use land banks to guide urban development, fight land speculation, and redistribute land to the poor and to finance infrastructure investments. Land banks have proven ineffective because of the long time needed to purchase land, provide infrastructure and to sell land to the public. However, while in principle land banking is a fairly good idea, in practice it may actually restrict the amount of developed land in market.

The other option is capital gains tax on sale of land. A commonly used method of combating speculation is the capital gains tax. The principle is that the net gain from the sale of land should

be taxed as any other income. These taxes often do not work because land registration systems are inefficient and not up to date and the property valuation and taxation systems are corrupt. Landowners often bribe government valuers to lower the assessed value of their lands. In addition sellers often declare lower sale prices to avoid taxation. Taxation of vacant and excess land-holdings is also used as an alternative by increasing property taxation on vacant land. The intent is to discourage land speculation and encourage capital investment on land to utilize it to its full potential. Not to penalize small holders, measures can be taken to ensure that only large landowners are covered by such laws (UN ESCAP, (), pp.26-27)

2.2.1.6 Land Registration

Efficient functioning of land markets requires efficient and updated land registration systems which clearly indicate legal ownership of land. In the title registration system the certificate itself is the proof of ownership. This system was developed in the United Kingdom and exists in countries which had been under British influence. The process of registering deeds is often very time-consuming in developing countries. The market attaches great importance to legal titles to land. This is evident from the fact that land without legal or disputed titles is seldom bought. Land registration is also important for governments for collecting property taxes. An efficient land registration system (juridical cadastre) consists of two parts: The first part is a written record or register with information on each parcel, such as owner and the rights of the land, while the second part includes a detailed description of the parcel in the form of a map or survey measurements. Some of the major benefits of land registration system are: Security of ownership and tenure rights; more efficient land transfers; security of credit; public control of land markets and intervention; support for the land taxation system; improved land use and management and land information systems (Ibid).

2.2.1.7 Land Use Planning

In planning, the most commonly used tools include comprehensive general plans, master plans, strategic plans and structure plans. The broad objective of these plans is to guide the development of the city for a specified time period and to promote the land-use pattern which most efficiently fulfills the objectives of the government. Physical planning in developing countries is most often regarded as essentially static in nature, lacking effective land-use control

mechanisms and investment priorities. Planning is restricted by the lack of feasible means to ensure implementation, anticipate market reactions, as well as, means to consider the cost implications for various government agencies and the economic impact on various income groups.

Planning restrictions pose constraints on the poor by limiting the standards of the houses built (type of houses built and materials used). This is seldom affordable by the poor which pushes the poor to urban peripheries where planning regulations and standards are less controlled.

2.2.1.8 Land Speculation

Land speculation can drive land prices beyond the productive value of the land. Land speculation occurs when the demand for land, at the present time or in the near future, outstrips the supply of land. Governments can use legislative and fiscal measures to combat land speculation. However, these measures are politically difficult to implement and may in certain cases prove counter-productive. These include land ceiling acts; land expropriation and land banking; capital gains tax on sale of land; taxation of vacant and excess land-holdings (UN ESCAP, (), pp.26-27)).

Abnormal land speculation interrupts the normal functioning of land market. The artificial land price created pushes the poor out of the formal market and this is forcing the poor to choose illegal means to get access to land.

2.2.1.9 Land Information System

In an increasingly complex society with an abundance of data and information, there are many reasons for developing a system to attain and combine information on land in a systematic, rational and efficient manner. The needs for efficient land management systems in developing countries are evident. Initial efforts to develop a land information system can be time consuming as some information and data may be nonexistent or different sources may provide conflicting information or data. Land information systems should be developed incrementally to avoid these problems, as well as, to train staff to utilize it to its maximum capacity.

In the cities where land information system is not well developed, title deeds and land marketing cannot be efficiently undertaken. But with an appropriate land information system in place and

sufficient data, there is a possibility to easily implement land policy given that other requirements are fulfilled. With the absence of well developed land information system, title deeds are not well registered and this condition makes the situation difficult for the poor to get title registration and hence security of tenure.

2.2.2 Factors Improve Access to Urban Land for the Poor

The poor segments of population have very little choice as far as housing is concerned and consequently, have to live and work in informal and illegal settlements. Moreover, they also do not have secure tenure in these settlements. Poverty can be the lack of security and choices. The key to sustainable poverty alleviation is to enable the poor to operate in formal markets like other citizens. The key to sustainable poverty alleviation is not to make the poor dependent on governments or non-governmental organizations but to empower them to increase their security and choices. In other words, to enable the poor to operate in formal markets like other citizens. Experience has shown that bringing the poor into the formal land and housing markets needs a two sided strategy: increasing the choices available on the supply side and increasing affordability on the demand side (Ibid, p. 34)

2.2.2.1 Increasing supply of land for the poor

UN ESCAP further indicated that early attempts by governments in developing countries to provide low-income housing focused on the provision of fully serviced public housing units. Urban migrants and squatter settlements were generally considered as illegal settlers slowing down the process of development and their illegal settlements were often eradicated with the help of bulldozers. But later on different schemes (sites and services, illegal settlement regularization/upgrading, land sharing and sites without services or incremental development) have been proposed and implemented with varying degrees of success.

Sites and Services: After the failure of the efforts made to curb rural urban migration during 1960s and 1970s and government housing unable to keep with urban population growth, many experts, like John Turner, advocated that the role of the government should be enabler rather than provider. Then the idea of sites-and-services came in to practice where governments provide a plot of land with basic infrastructural services. The government provides serviced land to house builders as per the standard set.

Informal settlements regularization/upgrading: Although the sites-and-services approach offers many opportunities, it is not a feasible method for providing housing to the majority of urban low-income residents because of the huge shortage in the existing housing stock and high costs. Settlement upgrading is based on investments already made in the existing housing stock and is therefore less costly to implement. Settlement upgrading provides existing settlement dwellers land tenure, as well as, basic infrastructure. Squatter settlement regularization/upgrading is a better option as it provides land to the poor near their work-place, does not disrupt the integrity of the community and takes into account the investments the poor have already made in their settlements.

Land-sharing: The concept behind land sharing is that the landowner and the land occupants (squatters or tenants) reach an agreement whereby the land owner develops the economically most attractive part of the plot and the dwellers build houses on the other part with full or limited land ownership.

Sites without services: incremental development: This is as a sites-and-services scheme but without the services. Here groups of households are encouraged to organize themselves, accumulate funds and to provide infrastructure gradually. Construction begins when the group has collected a certain percentage of the required funds. Through incremental development scheme, the government seeks to establish a planned and legal squatter settlement. Infrastructure and services are provided when the residents are able to pay for these.

2.2.2.2 Increasing Effective Demand for Land for the Poor Using Enabling Mechanisms

While the above techniques discussed ways of providing low-cost land to the poor, this one indicates the ways of increasing the effective demand of the poor. This system avoids subsidies for the poor as governments cannot subsidize all the poor in need of housing. Subsidizing the poor is not sustainable. Subsidies often miss the targeted group and make the poor dependent. Moreover, subsidies are not sustainable and often do not reach the intended target group. Experience of the sites and services has shown that the middle classes and the rich benefit from subsidies rather than the poor and subsidies make the poor dependent on the government. The UN ESCAP indicated that there are two basic elements to increasing the effective demand of the poor; these are organization and access to finance.

Community organization: The poor as individuals are seldom able to afford land and housing. The poor as a group are able to afford not only land but also housing. They are also better able to negotiate with the government or the private sector as a group rather than as individuals. It is a better option to organize the low income population in group and provide support collectively.

Increasing savings and providing access to finance: Here one way of accomplishing this is through community-based savings-and-credit schemes. This scheme not only organizes communities but also increase the effective demand of the poor by increasing their savings and providing access to credit. Moreover, participatory approaches to policy formulation and implementation often result in building consensus for reform and can serve as an important tool for creating political will.

In addition to the above approaches developed by UN ESCAP, the study conducted in Nigeria indicated that in solving the problems of low income or squatter settlements, a number of responses regarding protection of access to land and security of tenure for the urban poor have been implemented. These include urban redevelopment or renewal; site and services scheme; large-scale registration and tenure upgrading and legitimization program; attempts to adapt land law to the situation and needs of the developing cities; tolerance by the public authorities of the existence of a dual, formal/informal, land delivery system (this is the case in most Sub-Saharan African countries), a simplified registration system where tenure can be incrementally upgraded to real rights in accordance with the needs and resources of individual's households and the processing capacity of the administration in charge (Bioye and Abdul-Rasheed, 2006, p. 5).

2.2.2.3 Approaches to the Provision of Low Cost Housing

Acquiring land by itself is not an end goal for the LIP. Land is needed for housing construction and the provision of land using the above mentioned land access models are not adequate by themselves. Combating land access problems the other way round can be one strategy to minimize high land demand by the LIP.

Since housing is the contributor for economic development and social progress, governments have followed different approaches in the provision of housing to their population. One was the provision of standard houses by governments in the third world countries. This involves two

activities of the government: one is legalization of the existing houses in which the citizens reside and the other is provision of infrastructural facilities to support individual efforts to construct their houses. The critic is that governments should stop trying to provide standard housing for the poor and instead the role of government has to be permitting and enabling them to house themselves (Nientied and Linden, ----, P.138).

These approaches have been advocated by the proponents of Liberal and Marxist followers. John Turner, one of the best known promoters of the liberal approach, says the main components of housing should be left to the users since they are the ones who should judge and decide about housing, individually or through decentralized local institutions. According to Turner this does not mean that government should not build houses. Only the government can enable the users become involved in housing activities. The government has to provide, and actively protect access to the elements of housing process for the users. These elements include land, laws, building materials, tools, credit, know how, etc. Moreover, instead of threatening the existing housing stock by the name of informal settlements, the government should support them. John Turner said that there is a better way to deal against informal settlements instead of demolishing them. In this line he attempted to convince the governments to support the squatter settlements. Turner emphasizes the social aspect of housing instead of economic aspect (ibid). This approach was adopted by many agencies later on.

The proponent of Marxist approach, Rod Burgess, argues that the government cannot genuinely plan for the poor to own houses instead of protecting the capitalist form of production by producing cheap labor for the industrialization process. But the proposal of World Bank partially goes with the idea of Turner. The World Bank says, the housing problem is more of economic and it is determined by the interaction between supply and demand and the solution is also working on the supply side. The only visible solution is to bring supply cost down since the housing deficit is explained in market terms. By supporting governments to reorganize institutional set up of supply of land, infrastructure facilities and financial institutions housing supply price can be brought down. The World Bank recognizes that working on housing is one means of dealing against poverty and squatting invasion. In provision of sites, services and finance with better institutional set up, individuals have to be helped to build their own houses. The provision of low cost housing is not priority but cannot be excluded from the solution.

In our country, the supply of housing is multi-dimensional. There is the practice of provision of land by the government. This includes the provision of infrastructural facilities. The government supports individual efforts in the construction of houses by supplying land and infrastructural facilities as proposed by Turner. At the same time, as advocated by World Bank, there is provision of housing finance, though inadequate and not easily accessible due to high interest rate. In any ways, the discussions and the approaches followed in this research are based on post 1991 approaches in which the government has to play enabling roles rather provider of housing. The paid and self help approach instead of subsidy for the poor is more sustainable approach.

2.2.3 Factors Affect Improved Access to Urban Land for the Poor

For most of the poor in developing countries, land is the primary means for generating a livelihood and a main vehicle for investing, accumulating wealth, and transferring it between generations. Land is also a key element of household wealth. Because land comprises such a large share of the asset of the poor, improving access to land for the poor can be used as leverage to fight against poverty. But the access to land for the poor needs the overall reform in the other land policy components. This can greatly increase the wealth of poor people and improve access to land as well. The holistic approach to land reform improves land access for the poor. This is through an appropriate legal basis with good governance serve as a supporting mechanism for appropriate implementation.

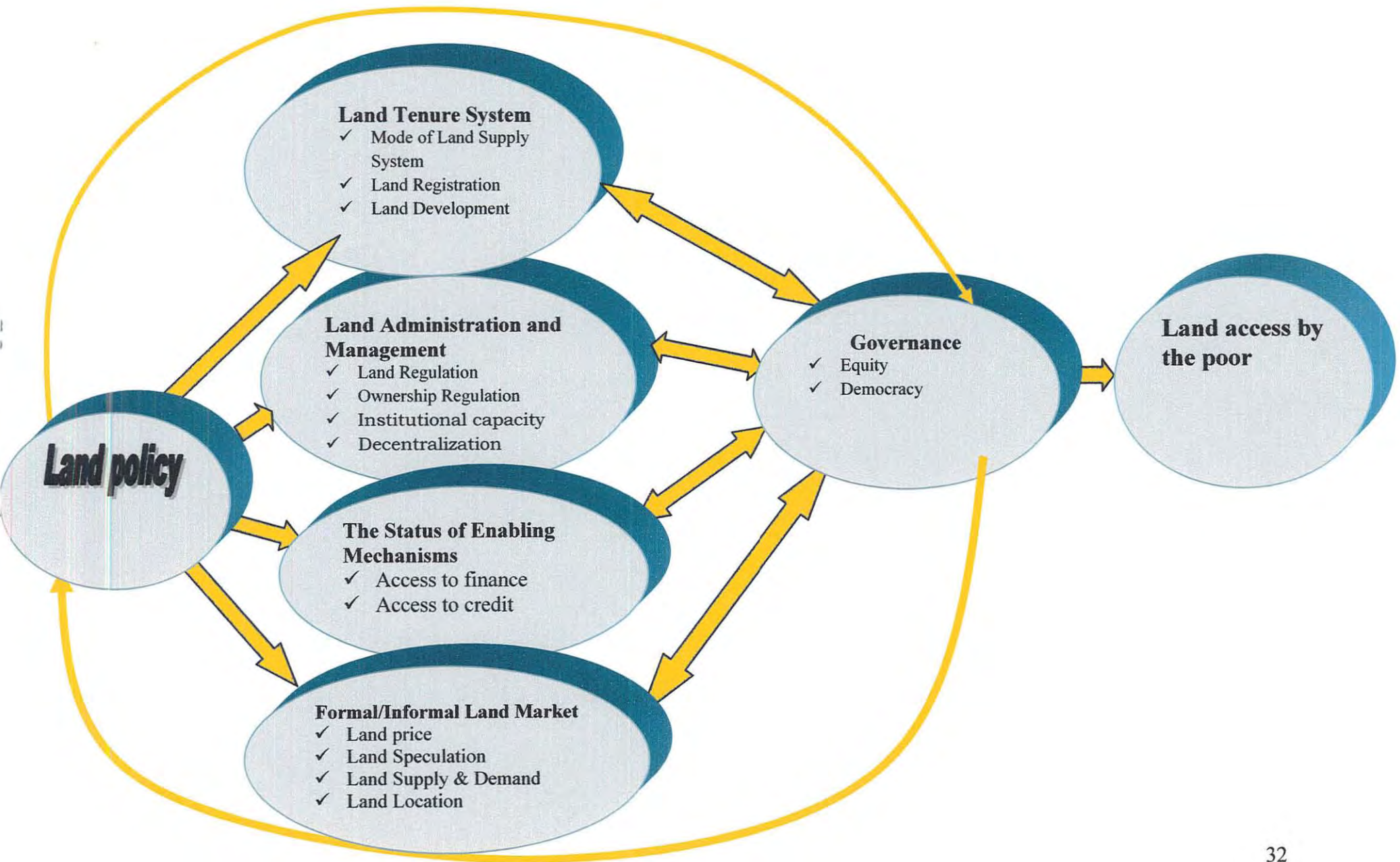
This is why policy makers all over the world are increasingly aware that lack of an appropriate legal and administrative basis for land administration, or gross mal-distribution of land assets which markets are not able to overcome, can provide a serious obstacle to long-term and sustainable economic development. According to Deininger, countries enacted innovative pieces of land legislation and initiated institutional reforms to increase the security of land tenure and the ease of transferring it between users. There is also growing recognition that legal reform by itself will not be sufficient to improve tenure security and transferability of land and that successful reform will require a vision of the overall goal, a country-specific prioritization of issues, and a long-term commitment that is part of a broader consensus (Deininger, 2005, p. 3). The writer indicated the need to change the overall system in land reform. Based on these theoretical underpinnings, the following conceptual framework has been developed to support this research as a pillar.

2.2.3.1 Conceptual Framework of the Factors that Affect Access to Land by the Poor

To illustrate the factors that affect land access of the poor from the following diagram, land policy is at the centre and the other factors either influenced by policy or influence it. Unless pro-poor land policy is in place, the poor is pushed aside from the formal land market interplay. All the components of land policy need to function together to empower the poor to access land. Land administration and management; land tenure and land supply system; the land market; the enabling mechanisms to economically strengthen the poor to help himself and the type of governance employed to materialize the implementation of all the components play pivotal role in improving access to land by the poor. All these factors work against access to land for the poor particularly if appropriate policy framework to empower the poor is not in place. The proper interplay of these factors facilitates the land access. If one factor malfunctions in the system, access to land by the poor is disrupted.

The existence of good urban governance ensures the proper formulation and implementation of land policy framework. Even if appropriate policy framework is designed, the existence of bad governance disrupts the system and the poor is denied access to land since the affluent can corrupt the system.

Diagram 1: Conceptual Framework of the Factors that Affect Access to Land for the Poor



The existing administrative hierarchies are influenced by the policy framework adopted and obliged to implement, either by central government or public imposition. The existence of appropriate land policy is not satisfactory on its own. Rather the balanced improvements or reforms in the other influencing factors as well are crucial for smooth functioning of land access for the poor. There are also other factors which are not included in the system for simplicity reason. In fact achieving full or perfect land access system is difficult particularly in developing countries though there are better performances based on the local realities. The proper functioning of this system is beneficial not only for the poor, but also important to ensure equity in land access for all. The proper functioning of the system is measured against these factors and in fact these are the area of focus in this study.

2.3 Assessing Empirical Evidences

Following the proclamation of land lease policy of 1993 of Ethiopia, the City Government of Addis Ababa has also adopted land lease policy based on the realities of the region. Consecutive improvements have been made to the rules and regulations of the lease policy to create conducive conditions for the access of land for City's population. But as the city government went deeper in to the commercialization of land, access to urban land for the poor is becoming difficult.

2.3.1 The Nature of Urban Land Policy in Addis Ababa

2.3.1.1 Highlight on the Historical Development of Land Policy

Different policy options have been tried to make land delivery system of Ethiopia efficient and address the need of the populations: the free hold land tenure system (pre-1975), public controlled permit system (1975-1992) and public lease hold system (1993 up to date).

In pre-1975 time, there was private land ownership of land where in some cases a bundle of right was practiced. Individuals had the right to sell and transfer the land occupied by entitlement of title deed. The entitlement of land ownership right was commenced during Emperor Menelik time and further strengthened by Haile Sellassie. According to Solomon Gebre, Emperor Menelik granted large tracts of land to noble group, important personalities of the state, churches, clergymen and some foreigners. They were allotted sections of land in the traditional

manner around the royal area, and they started to build their residences (Solomon Gebre in Desalegn Rahemato, 1991. P. 279).

The research report further indicated that Addis Ababa city started developing right after the construction of stone houses assuming that the king may not shift the seat of the state. But there was no land regulation until ten years after the establishment of the city. Later on Menelik introduced land decree of 32 articles in 1907 for the first time. This was followed by title deed and purchase of land from individual and government. After this time, the problem of land insecurity was solved with systematic registration of land. But this was accompanied by occupation of large land by private land holders and this created the scarcity of land. The whole history of this time was private ownership of land which was later on strengthened by Haile Sellassie. Then the king issued a decree of 1931 ensuring that the land owned privately was respected for ordinary citizens as well.

With gradual development of Addis Ababa, this past land administration system reduced the urban low income community to live in substandard houses as they were unable to buy land from the land owners to construct their own houses. Some scholars argue that the poor housing and the general low standard of urban areas started as a result of this land ownership. Later on, there were successive land decrees issued with modifications. But social and economical problems observed during these aristocratic regimes brought the radical land reform of the Military Government.

In the Dergi period, land was nationalized and state ownership of land replaced the old system. This was a radical change practiced in the country for the first time. The current government did not change the system, but implemented lease system where the land allocated after the dergi is purely administered by temporary transfer of use right for a definite period of time. The land allocated before this time is administered by rental system, i.e. land use right for indefinite period of time by paying land rent on yearly bases. In all cases, the government has the right to confiscate the land when needed for public purpose after paying compensation for the property on the land.

2.3.1.2 The Current Land Lease Policy

The present government of Ethiopia is implementing urban land lease holding system, which is one form of land tenure that enables the government to transfer land use rights and benefits from the state to private individuals. All urban land is public property and transfer will only be carried out through the lease system. This lease land holding system was introduced by the 1994 constitution of Ethiopia. Urban land lease holding proclamation no. 80, 1994, states that all urban land is public property and transfer will only be carried out through the lease system. The constitution asserts state ownership of land and there are no private property rights in land.

This is to say that basically the land holding system in Ethiopia is in free hold/permit system and lease hold. In free hold, land is occupied for indefinite period of time while lease hold is for a maximum of 99 years for residence and a minimum of 50 years for business. All plots occupied by private and publicly owned dwelling houses is to be governed under the improved land rent law while all other previous land users in the city should be ruled by the new lease policy.

Land lease policy gives the market value to land. One of the basic goals of the new urban land policy is to turn land from a timeless and costless commodity into land with both cost and time limit. It is to harmonize population growth with land demand; increasing land revenue and to invest on low cost housing. Land lease policy is basically beneficial to governments striving to accrue capital for the expansion of different infrastructural facilities. The land lease policy is also adopted to achieve efficient land use planning; encourage investors and investment. There is also possibility of reclaiming from leaseholders. In the leasehold system, it is certainly less expensive and easier to take land back than when it is in private ownership. There is also the advantage of appropriation of future land price increases by the public and distributing it to society: This is to have the increase in land values to the community at large and make it easier to allocate land to other uses at some time in the future. When a municipality grants the use of land under a leasehold system, it reserves the right to claim substantial proportion of future increments in the capital value of land.

Despite the fact that the government issued the lease holding proclamation to meet these advantages, it has also disadvantages. The market value attached to land is escalating and

becoming beyond the reach of its population, particularly the lower sections of the citizens, the main concern of this research.

Since the adoption of lease holding system in the constitution of the country, the regional governments of the country have proclaimed their own land holding system based on the realities of their respective regions. Addis Ababa City Administration is a leading region in improving and regulating land lease system on regular bases due to the problems observed in implementation. Proc. No 80/1993 was amended by Proclamation No. 272/2002 in 2002 as the previous land lease policy proved to be incomplete and the City Government is authorized to issue regulation regarding urban land lease holding. It is to fill the gaps observed during the implementation of the previous proclamation which have legal and administrative implications.

The region has issued different regulations starting from 1993 after the adoption of the lease policy before this regulation and improvements have been made in mode of land delivery systems. All the regulations have their own benefits based on the purpose which they serve. The question still remains is do they serve the purpose of the low income population?

The previous Land Regulation No.2/1994 states that the land delivery system is mainly in public tender. The regulation puts special consideration to persons who build private dwelling houses in accordance with the master plan and with a view to discourage the expansion of the urban center. The size of the lease minimum holding for construction of private dwelling houses was 73sq.m. while the maximum was 175sq.m. The regulation makes the land below 73sq.m. allocated for residence free of lease payment and this can be taken as a support for the low income population. The persons who demand above 175 sq.m.for residence shall acquire the whole lease hold by public tender. The land for residence below 175 sq. m. is obtained through lottery system in housing cooperatives (Regulation No. 2/1994, p. 10)

The improved land regulation No. 3/1994 issued in the same year also indicates that the land for residence shall be leased out without tender by casting lots and its lease price is Birr 0.50. But beyond the maximum limit of 175 sq. m. indicated in the regulation, the lease price of land for residence was to be determined by tender price (Regulation No. 3/1994, p.3).

Later on, in recent developments, Regulation No.29/2010 was issued amending the land holding system in the city. The regulation properly elaborates the nature of land holding and administration. This was discussed in detail to indicate the current land delivery system in the city.

2.3.1.2.1 Land Delivery and Administration System

Land is basically state owned in Ethiopia. This has its own advantage in facilitating land access to the LIP if appropriate policy framework is in place. According to Regulation No. 29/2010, urban land shall be allowed on lease basis of auction, negotiation, allocation, by drawing lot for building residence house and by award (Land Lease Regulation of Addis Ababa No.29/2010, p.7). The regulation shall be applicable to urban land occupied by no person at the time of issue; an existing possession to be developed based on the master plan; an existing possession requested to be held on lease basis and on the additional request for extension. The regulations includes the authority to allow urban land lease for development activity or social service rendering institution which should be encouraged.

The City Administration has established a separate land administration body to handle the issues related to land. There is an authority which is in charge of land administration and regulation related to land at the center (city level) accountable to the Mayor's Office and it has similar structures at sub city level and woreda as well. The Addis Ababa Land Administration and Construction Permit Authority is in charge of implementing the regulation based on the directives issued by the City Council. It has the responsibility of enacting national land policy and formulating rules and regulations pertinent to land for the region. All the structures at lower levels are responsible to handle implementation of land regulations and come up with policy ideas in case the challenges are there during the implementation process. This is associated with the continual improvement and clarity of land lease policy.

The land administration system of the region can be taken as two fold too. One is the land administered by rental system which is directly related to the land occupied before the current government while the second one is the lease holding system particularly transferred by the current government based on the newly promulgated constitution and successive proclamations issued on land tenure system. On the other hand, land holding system in Addis Ababa can also be

seen in formal and informal land holding systems. This category includes the land occupied in a formal procedure through legal means while the informal way is the land occupied without the consent of the City Administration. An assessment of land transfer system of the Region was made on these systems in consecutive topics ahead.

2.3.1.2.2 Formal Land Delivery System

Formal land holding system may include the land occupied legally through the use of regular procedures and the confirmation of same in issuance of title deed. One can observe both formally and informally (unauthorized) occupation of land in Addis Ababa. This is the issue directly associated with the performance of the land policy in enabling the population through efficient and fair allocation system, where all the citizens can have equal opportunity to access land.

The answer was elaborated in the analysis made on each of the land transfer systems, based on Regulation No. 29/2010 of Addis Ababa City Administration.

a. Auction

Auction is open bid of land directly announced by the City Administration in which residents compete to get land by offering their desire after the notice of auction disclosed to the public. It is a type of leasehold permit through setting minimum price for the urban land to be permitted. Any person, to whom lease-hold of urban land is permitted through auction, shall be entitled to obtain lease-hold title deed after he has signed a contract of lease with the body permitted the land or the appropriate body. Land auctions create the opportunity to establish and learn market values of land parcels, thus providing crucial information for buyers and sellers. "Land auctions remove the speculations surrounding many land allocation decisions and place such decisions in an open and transparent form, eliminating to a substantial degree the possibility of improper considerations.

The authority to float the auction is entrusted to sub-cities while land allocation by negotiation is held at center at city level until now and recently preparation was underway to decentralize this activity to sub-cities. In order to identify a winner, in addition to finance, there are other requirements specified in the bid, among which building height, construction period, payment schedule and bid security are included. The better the offer in these additional requirements, the better points acquired to win the auction. All these requirements revolve around more financial

input to win the bid and this favors the people with the capacity to pay, as the auction price shall be the highest price the winner offers and it disproportionately privileges the highest bidder.

b. Negotiation

The directive indicates that urban land is transferred on negotiation where allowing the specific land by auction is not possible or auction is found to be disadvantageous because of the character of the development area or service of land or technical condition of the land. The negotiation is undertaken when request is submitted with correct address of the land; total area and specific description of the land; a project plan and performance capacity indicating the development activity or service of the land. It is considered that this is with the view to implement the development plan of the city. When more than one person applies for the land, the development advantage of the proposed negotiation; concrete implementation tactics specified in the negotiation and the lease price the negotiator offers will be taken in to consideration to decide the winner. The request for negotiation shall be evaluated by the negotiation executing team established from different professionals with close supervision of Land Administration and Development Authority Head and the proposal is submitted for City Board for decision.

c. Allocation

Direct land allocation is given to those persons or development sectors that cannot be catered through other ways of allowing urban land. These are government institutions dependent on government budget; religious institutions for worship purpose; infrastructure providing institutions (Telecommunication, Electric and Power, Water and Sewerage, etc.); NGOs concluded contract to perform activities within the City or nationwide mission; social service institutions or condominium built based on the plan of the City and a person specially permitted land by allocation due to the decision of the City Government and when all these approved by the City Board.

The lease price permitted by allocation may be decided by the Board up to lease free hold, as the case may be. But this is subject to annual lease payment of not less than 3 Birr per m².

d. Award

The award of land is given to persons or organizations that have higher and exemplary contribution in their respective field by the decision of Cabinet of the City Government. This land delivery system is not as such significant in the number of people it serves.

e. Drawing Lot

This is drawing lot to persons willing to build condominium house by being organized under residence house construction cooperative society. The housing cooperatives legally organized under the supervision of the office established for this purpose, shall deposit Birr 10,000 advance payment in closed account to get ticket for drawing lot. This advance payment is a guaranty for construction capacity in case they get land through lottery. The cooperative has the right to take back the deposit immediately if unable to win the lottery.

The land acquired by lottery system for cooperative house construction is free from lease payment up to 40% of the total area allotted for a single cooperative society. The remaining 60% payment is based on lease price set for the area. The housing cooperative can get land also by auction.

2.3.1.2.3 Land Administration

Unlike the previous times, all the sub city organizational structures have land administration and construction licensing bodies in their structures which is directed by Land Administration and Construction Licensing Authority. As stipulated in the Regulation No.29/2002, Land Development, Bank and City Renewal Project Office is established under this authority. Its functions include preparing strategy and plan to develop land; clearing and taking over the required urban land by paying compensation; taking complaints upon clearing the required land; formulating policy and strategy related to land development; preparing compensation; ensuring and transferring the specific land to be ready for auction, negotiation, allocation, reward and lot.

The Land Administration and Construction Licensing Authority is responsible for preparing and submitting land lease price to the City Board; disclose the system by which land will be transferred to the beneficiaries; nominate land lease negotiating team at city and sub-city level; facilitate land lease auction to take place timely and conclude lease contract with the person

allowed land. The authority shared part of its duties and responsibilities to the project offices established under each sub-city. The sub-cities managers closely execute these activities as per the authorities delegated from the center.

In line with this, the offices established under the sub-city Manager run the activities related to land administration. They collect revenues from land; run land lease auctions; give title deed for land lease auction winners; approve lease title transfer and perform other activities as well. There was an effort to make the land administration system efficient under the new working procedures in implementation. The objective is to decentralize all the activities down closer to the people. The decentralization process also includes woredas with a portion of authority delegated to them from the sub-cities. But the efficiency of the new system of land administration is still under question. The system still blamed for inefficiency. What is the most attractive and acceptable at this point is the decision to decentralize almost all activities to sub-city level. The new structure empowers the sub cities to exercise power within their jurisdiction and it is effective in getting closer to the people to be served. The detail procedures on how the land related issues are handled are presented below.

a. Lease Payment

As stipulated in Regulation No. 29/2010, a person permitted a plot of land on lease bases shall:

- a) pay down payment not less than 20% of the lease price
- b) have the right to pay whole of the price of land at once
- c) be given a maximum of 20 years within which to accomplish lease payment
- d) pay annual lease payment of the lease price
- e) pay interest at bank loan price rate for unpaid lease price
- f) pay penalty at bank loan upon the unpaid annual lease payment

But these shall not apply to plot of land permitted for the construction of private residential house and condominium.

b. Lease Contract and Certificate

A person permitted lease land shall sign contract within 10 days from the date he is notified winning lease auction. All the duties and responsibilities of the lease holder are specified in the

contract. These include terms of payment, grace period for payment; use of land; commencement of construction; land use right, period of lease, and termination of lease. According to the Regulation No. 29/2020, there is grace period ranging from 2 to 5 years depending on the type of development activity. But there is no grace period given for a person holding a plot of land by drawing lot for building private residence or condominium building. A person granted lease right shall be provided certificate of lease ownership with detailed description on it.

c. Commencement of Construction and Penalty

According to the regulation, a person granted lease right has to commence construction within 6 months time from the date contract is signed for private residence house or condominium and this can be extended up to 3-6 months by written approval. For the purposes other than residence, construction shall commence within 9 months period and may be extended up to 24 based on the complexity of the development activity. If a person fails to commence construction within this period, he may be granted additional time not exceeding 6 months period with justification.

The failure to commence construction within these periods may be followed by 5% penalty of the total price for specific plot of land and the City Administration shall take back the plot. In general the maximum period to accomplish construction shall by no means exceed two and half years for small construction, four years for medium construction and six years for higher construction. But if the person fails to commence construction due to forced majeure, the government shall only take back the plot of land without fully executing the penalty.

d. Transfer and Attachment of Lease Right

Proclamation 272/2002 of the Federal State explains that any lease holder can transfer his lease right and may also use it as a capital equal to the amount of lease payment he made. If the land right of lease is transferred, all the building on the land and the right to use land is transferred together. Here the lessee can transfer his lease right for the period the lease is valid and he can collect income from transfer of lease right without maximum limit with the purpose of encouraging investment (Proclamation No. 272/2002)

e. Termination of Lease Holding and Payment of Compensation

The failure to abide by the rules and regulations stipulated in the contract document may be followed by termination of contract. But lease contract may be terminated also if the land occupied by an individual is needed for public purpose. Proclamation No. 272/2002, article 15 stipulates that the government can confiscate the land occupied by lease hold or rental by paying compensation of assets on the land. The compensation only applies to values of the asset as land is public property in Ethiopian constitution.

2.3.2 Informal Land Holding System

Informal land occupation occurs as a result of the structural incapacity of urban land holding system to provide a sufficient serviced land at affordable price. The lower stratum of the urban population is pushed to informality due to low earnings. This is the difficulty associated with land acquisition in formal market and the lack of formal low income land market. Land developers have neither incentives nor interests to develop this part of the market. Land seekers search for land market that is suitable to LIP both in economic terms and the social conditions needed to ease the difficulty in the life of the poor. When the conditions are beyond their control, the informal settlers are likely to join the informal market.

As it is common in many countries of the world and Africa as well, many residents occupy land informally due to the difficulty to get access land for shelter construction in a formal way. The proliferation of informal settlement in the city is an indication of the level of performance of the land policy in a country. The failure of land policy is expressed in the size of informal settlements observed in the cities of a country.

The 2002 study for master plan revision indicated that about 20% of the housing stock in the periphery of the city was informal/squatter housing accommodating 300,000 people in 60,000 units. The current data gathered from the 12 different woreda offices in the Sub-city indicates that there were 11,804 informal settlement units in the sub-city from which 3426 of them are located at woreda 01 of the study area. The problem is still continued as there is no satisfactory solution for the problem until now. The recent developments seen in the regularization of the informal settlements before 1995 in Addis Ababa, is encouraging to give lasting solution at least to the past informal settlements.

The Region has established Informal Settlement Regularization Office in each sub-city and striving to regularize the informal settlements in the City by dividing the regularization program in to three phases (Informal Settlements before 1995; Informal Settlements from 1996 to 2001 and Informal Settlements from 2002-2005) for the purpose of regularization. Until this data was organized, the program for regularization was allowed for the years before 1995. All the 12 woredas in NSLSA have collected data on the settlements before 1995 and transferred to the Sub-city for consideration and files were on investigation to formalize the settlements.

According to the Regulation No. 3/2011 recently modified and issued, informal settlements before 1995 shall be regularized based on the following conditions:

- a) The existence of the house before 1995 is confirmed using the areal photographic map or Geographic Information System (GIS).
- b) Confirmation from respective government office that the house was not nationalized as per the proclamation No. 47/1974 of extra houses and
- c) Presentation of utility and land rent payment bill (if any) to cross check the owner of the house (Land Administration Guideline No 3/2011, p. 12)

If there is discrepancy among the documents presented, it is sent back to woreda office for additional investigation and clearing up. Until this time, a total of 4,401 informal settlement regularization requests submitted to the Sub-city office from the woredas and they have only regularized 276 settlement units during the time the data was collected, with a plan to regularize 7,703 informal settlements until June, 2011(Interview with Ato Mulugeta , April, 2011)

The launching of the regularization program is a hope for the informal settlers even though the performance of the office seems low as significant progress has not been made so far. The detail of the data collected on this topic was presented in the data analysis and discussion part of this research.

The above clarifications contain how the formal and informal land holding systems are treated in Addis Ababa. This indicates how the lease policy has to be implemented and also briefing was made on how the city is handling informal settlements. It is how Addis Ababa City Administration is willing to implement the policy based on the mandate given from the Federal Government.

If we see the researches made so far on land access issue of the poor, Gondo indicated that, despite the major gains made over the last years, a number of challenges exist which are continuously constraining the allocation of land to the poor in Addis Ababa. These were bad governance and corruption; shortage of land; high land values which are only accessible to investors and real estate developers; increasing levels of poverty; poor land administration procedures; most land allocation procedure based on the bidding system which favors the most affluent; too much emphasis on investment rather than low cost housing; existing standards requirements are still too high for the chronically poor; the role of co-operatives has been rolled back; absence of an adequate data bank system; weak monitoring and evaluation mechanisms; poor revenue collection and generation mechanisms; slow computerization process and weak law enforcement mechanisms (Tenday Gondo, 2008, p.52).

Nega Woldegebreal also cited that, Addis Ababa city has been making use of the proclamation for acquisition of land but the land market remains only through one side distribution and allocation of land not through buying and selling process. It is unhappy that the conditions led to severe price distortions and profound disequilibrium in the supply of land available on the market (Farvacque and McAuslan 1992, cited by Nega Woldegebreal, 2005).

Another point indicated by Balechewu also strengthens this idea. The reasons for the escalation of land price would be the growth of land speculation. The price of land has grown unexpectedly high (Belachew Yirsaw, 2010, p.2). Here the land price escalation halts the supply of land and construction of residential houses which in turn also reduced housing supply and escalated price for private rental houses.

When we see the overall condition of land supply, the study made by Tenday Gondo indicated that a significant proportion of respondents (50% of the officials interviewed) felt that the improvements have not been adequate enough to improve access to land by the poor. The challenges cited range from land governance and administration to poverty issues. This refers to the regulatory framework, institutional arrangements, systems and processes that the determination and conditions of approved uses of land, the adjudication of rights and their registration via titling, recording of land transactions and the estimation of value and taxes based on land and property (Tenday Gondo, 2007, p.51).

Limited public participation in planning and urban services has been one of the most crucial constraints in the effectiveness of policies and programs relating to land delivery. The poor have not been taking an active role in the land delivery process. Urban local governments lack an adequate capacity to suggest timely corrective actions to ensure access to land by the chronically poor. Land is beyond the financial reach of the urban poor, and is thus monopolized by the relatively better off groups.

In general, there are multiplicities of constraints to address the claims of the poor to access land for construction of residential houses. These range from land supply constraints, rising levels of urban poverty, a rise in prices and demand for urban land, bureaucratic tendencies, corruption, weak monitoring and evaluation mechanisms, weak law enforcement mechanisms, inadequate databank systems, shortage of financial resources through to lack of participation by the poor in the decision making process.

But the policy gaps that have constrained the access of land to the poor were not indicated. It is evident that urban land policy and land access for the poor were not adequately assessed in parallel. It seems that the policy has a gap in improving access to land for the poor in particular. It was not clear whether the difficulty in access to land for the low income population is due to policy reason or implementation problem. Moreover, there was not enough evidence whether the poor has been marginalized or the land policy is inclusive for the poor in creating an opportunity in access to land. The extent of the problem faced by the poor in access to land at lower was not properly appreciated and addressed adequately at policy making officials level. Singling out this problem and making available to policy makers with possible way forward were crucial to begin the study. To answer these questions and design the study, an attempt was made to know where about of the policy to improve access to land for the poor from the concerned authority in NSLSA Land Administration and Construction Permit Office Representative, Ato Tesfawayi Dessie. He responded that "I personally feel the importance of addressing this issue and the alternative put for the poor is to be organized in housing cooperatives by depositing only Birr 10,000.00 in advance payment". The question followed was can the poor deposit this amount? He had no answer for this and commented that "it is advisable to talk to the policy making officials working at the center, Land Administration and Building Construction Permit Authority (LACPA) for Addis Ababa City Administration"(Informal Discussion with Land Administration

and Construction Permit Office Representative of NSLSA, Dec. 2010). Therefore it was convincing to start the study from the survey of the beneficiaries where the policy is implemented and go to policy making officials for further clarification.

On the other hand, the research results which have included the views from the residents on land policy issues were not common to see in Addis Ababa. It was not clear whether the policy was participatory or not to reflect the interests and need of the people concerned. This research is intended to look in to why the poor was unable to access land and construct own house with the help of the policy since the policy has the intention of ensuring equity in land access. The land policy directions; the way the poor access land and the constraints in the land lease policy to construct own house for the poor was assessed on the ground with the people residing in the informal settlements, rental house residents and HCs with particular focus on policy elements promulgated by the Regional Council.

Chapter 3

3. Description of the Study Area

3.1 Introduction

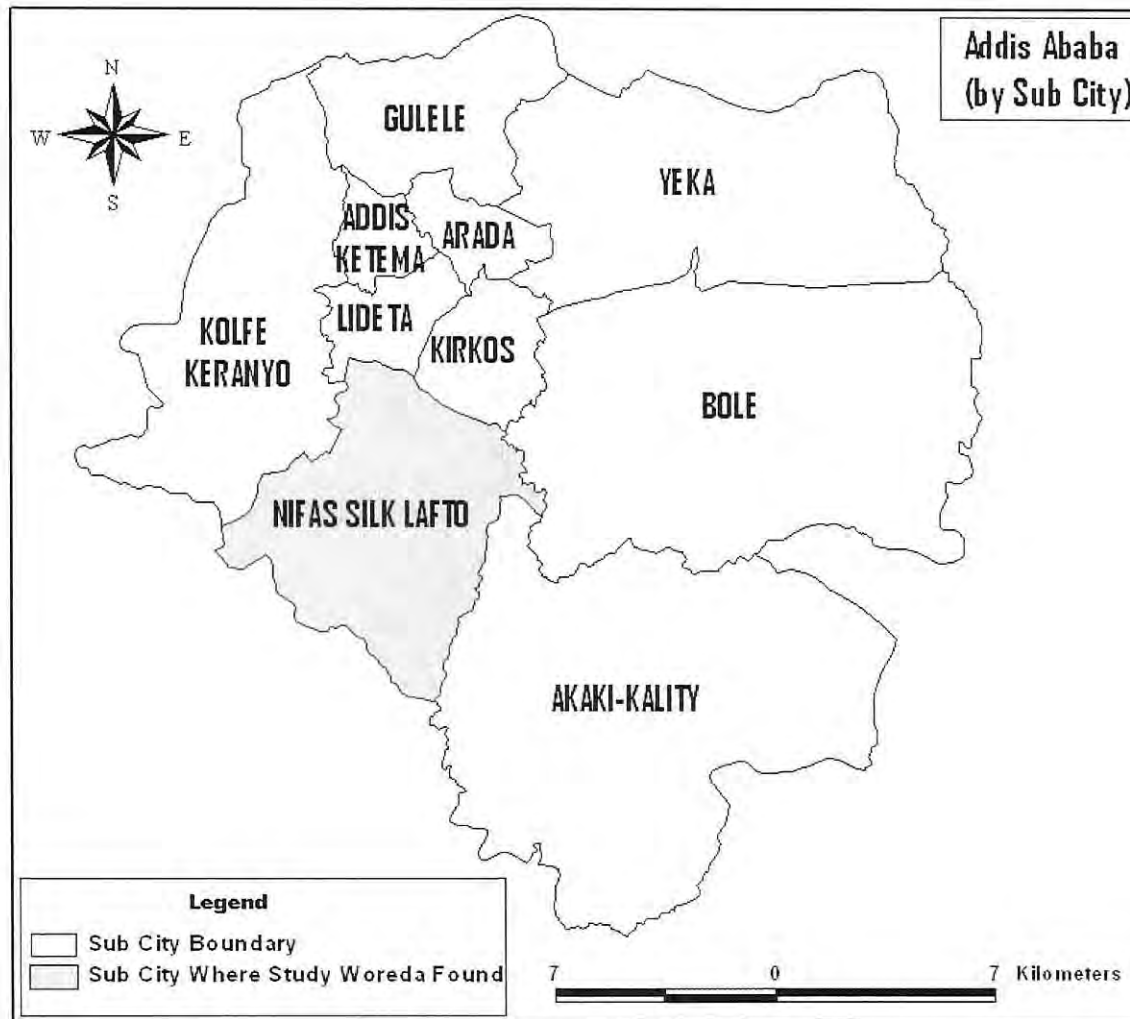
This chapter introduces the nature of the study area to the reader with particular emphasis on the existing issues related to the nature of Addis Ababa to give highlight on the location; why and how the target population was selected for this particular study. Comparative analysis has been made to see the land policy and the situation of low income population in the city.

3.2 Brief Review of Addis Ababa City

The foundation of Addis Ababa goes back to the end of 19th century when Emperor Menelik and his wife, Taitu, established the city in 1887. The city is located at the geographical centre of Ethiopia at 8°55'–9°05'N and 38°40'–38°50'E (Yirgalem, 2009, p.929) at an altitude of 2,400 meters above sea level and it has moderate climate favorable for life. The municipal boundary is estimated to enclose a total area of 540 km². Addis Ababa took 90 years to reach a population of 1 million but only 30 years to triple itself. In 2007, the population of the city was 2,739,551 out of which 1,305,387 were male and 1,434,164 were female (CSA, 2007, p.7). Addis is a primate city and this is better explained when seen from the national point of view. From the total urban population of 9 million, Addis Ababa's share was about 30% whereas the national level of urbanization is about 16%.

Currently, the city is established upon the basis of political and administrative decentralization. The city was organized on three layers of administration in the previous time and now reduced to two layers: Sub-City Administration and Woreda Administration. The woreda administration is again divided in to subworedas and "sefers" and the Kebele structure no longer exists in the city administration tier. The city has ten sub-city administrations and 116 woredas. The study area, Nifas Silk Lafto Sub-city, is one of the sub-cities and it was divided in to 12 woredas.

Map 1: Map of Addis Ababa City Administration



Source: Addis Ababa Urban Planning Institute Documentation Center

NSLSA was inhabited by total population of 316,283, from which 148,984 male and 167,299 were female. Locationally, the sub-city is bordered with Lideta and Kirkos in the North; Kolfe Keranio in the South West; Bole Subcity in the East and Sebeta Woreda in the South.

There were 655,118 households and 628,984 housing units while households per housing unit were 1.042 in Addis Ababa city in the conventional households. Similarly 77,441 households and 75,079 housing units and households per unit of house is 1.031 for NSLSA. About 7,610 unconventional housings inhabited by 51,958 persons for the whole city while this is 751 and 4,060 for NSLSA respectively (CSA for AA Region, 2007, pp, 7-11).

The administrative bottleneck to run the municipal services for the residents was one of the difficulties the city is facing. The rapid growth in population and the corresponding demand for shelter has resulted in fast physical expansion of the city. Migration accounts for a significant portion of the city's population growth. In 2007, 47.6% of the population was migrants (CSA, 2007). The city, compared with other parts of the country, enjoys relatively higher concentration of facilities; infrastructure and industries. This attracts a large population to the city putting pressure on the existing facilities.

In the past there was no clear urbanization policy, manifested by un-balanced urban development, weak national urban system. Weak transport and communication network and the poor linkages and interactions have resulted in limited integration of the city with other secondary and tertiary towns of Ethiopia.

The city is also characterized by rapid growth and subsequent planning difficulties that have arisen from the past urban planning and management practices. This growth is beyond the city's bearing capacity within its current socioeconomic, physical and administrative situation. Although the capital takes a dominant position in the national urban hierarchy, it still faces problems. The city has been unable to discharge its national and international duties sufficiently, and is not able to provide its residents with their basic needs; such as shelter, employment, health, education, and other services (ORAAMP, 2002, pp. 10).

The rapid increase of population caused huge backlog of residential houses in the city. As a solution to the alarming problem, the city had launched a program for increasing the housing stock by introducing new housing typology and construction technology, through the construction of condominiums. But the low income and the poor are not occupying the condo housing, (except allocation by lottery). But it is assumed that the LIP is economically benefiting from the jobs created and the rent of the houses they received through lottery (Addis Ababa Master Plan Evaluation, 2011, p. 38)

But what is the nature of the LIP in line with the implementation of the improved land lease policy? What are the challenges ahead of the policy in targeting the low income population (LIP)? We will briefly look at the land policy and the LIP in parallel below.

3.3 The Land Lease Policy and the Low Income Population

Land lease policy has contributed to revenue generation of the city for the expansion of infrastructural facilities like road; land servicing and environmental protection. According to the master plan study of the city, these benefits have been overshadowed by increasing lease rates which have discouraged investors and made housing unaffordable. This condition has affected the majority of Addis Ababa city population categorized under the LIP. Wide gaps in living standards are prevalent in the city when we use income status of the population. The same study puts more than 60% of the residents under poverty line. It states that the city's labor force was growing at the rate of about 6.2% per annum while the economy could absorb only 4% of this growth. As a result, the rate of unemployment in Addis Ababa at 40% was one of the highest in the world in 2002 (ORAAMP, 2002, pp. 10) and currently it is decreasing as a result of the efforts being made to create job opportunities and the growth of the economy.

Another study on the area also indicated that the shortage of housing is among the most visible problems of poverty in Addis Ababa. It could be understood in terms of its qualitative and quantitative dimensions. The availability of housing is still at lowest level. The provision is limited in number, is substandard and deteriorating. About 80% of the city was slum and informal settlements account for 60% of the housing stock (Woyinshet, 2007, p.4).

To ameliorate the situation, several upgrading and urban renewal interventions were undertaken at specific neighborhoods both by the government and NGOs. However these were ineffective to change the general picture of the area. State owned houses comprise 46% of the total housing stock. Out of this huge number, 24.8% of households are in a very poor condition requiring high maintenance or replacement and about 9% of these households do not have any toilet facilities while 51% share communal toilets (Evaluation of the Master Plan, Addis Ababa, 2011, p. 42). These households are living in an overcrowded manner, 2.4 persons per room, below the UN-Habitat minimum standard (UN Habitat 2007, p.30).

It must be noted here that government-owned rental units are, for the most part, in poor condition due to decades of disrepair and neglect – the major factor being extremely low, fixed rents. Addis Ababa is a city where probably up to two thirds of households live at or below subsistence levels, with the rest living below the poverty line. Therefore, it comes as no surprise that the overwhelming majority of households are simply incapable of building or buying the smallest, officially acceptable dwelling unit. In fact, in a city where most households spend nearly 50 percent of income on food, there would not be much money left for housing construction, purchase or improvement. According to PADCO, cited by UN Habitat, in 1996 the median income of households in the city was ETB391, with median expenditure as much as ETB382, a clear demonstration that most households were simply incapable of saving even a minute fraction of their incomes (Ibid, p.31)

In line with this, the city planned to improve the existing housing stock through housing maintenance and upgrading projects in appropriate development and privatization of public houses, manage existing informal settlements and control future developments to avoid creation of new slums and maintain appropriate density level. Above all, the city aspires to ensure large supply of land (land in-fill and expansion areas) with minimum basic infrastructure for all income groups, particularly low income. This is through delivering developed plots to low-income population at subsidized rates and supporting the construction of low-income private rental housing. All are planned to be implemented in self help and cooperative housing; minimum building standards and local material by maintaining mixed use and social diversity as one characteristic of Addis Ababa. The mixed real-estate, cooperative housing, and housing for

low-income in expansion areas were the main features in the mode of implementation. Moreover, the development of condominium housing was another option of the housing program. The construction of condos has been undertaken with the allocation of millions of Birr, to this effect (Evaluation of the Master Plan, Addis Ababa, 2011, p. 43).

The evaluation report puts that no major intervention observed on the two issues concerning the upgrading of the Kebele/districts houses and the intervention in informal settlements. But recently redevelopment project has been launched in Lideta. Since the low income self-help, the minimum building standard, and support for private rental schemes have not been implemented, the problem still persists.

All attempts have been made by the city administration with minimum successes to address the shelter need of the population. Here the playing ground is relatively comfortable for middle and high income populations. The difficulty is to make the LIP to have a stake from the fruits of the land lease policy. The two options kept to address the poor (lottery system and self help schemes) have not been appropriately implemented. With all these backlogs, the question is which land delivery system is to bring appropriate change for LIP to satisfy their shelter needs? On the other side, there is also an argument which says why the government is expected to issue the policy which favors the LIP except giving equal opportunity for all citizens to have access to land. The main point here is that the government has the responsibility to allocate resources fairly, particularly natural resources like land, as it is the main asset which determines the fate of a poor family. The state has an obligation to protect the low income categories of the residents by adopting appropriate policy, which in particular favors the LIP.

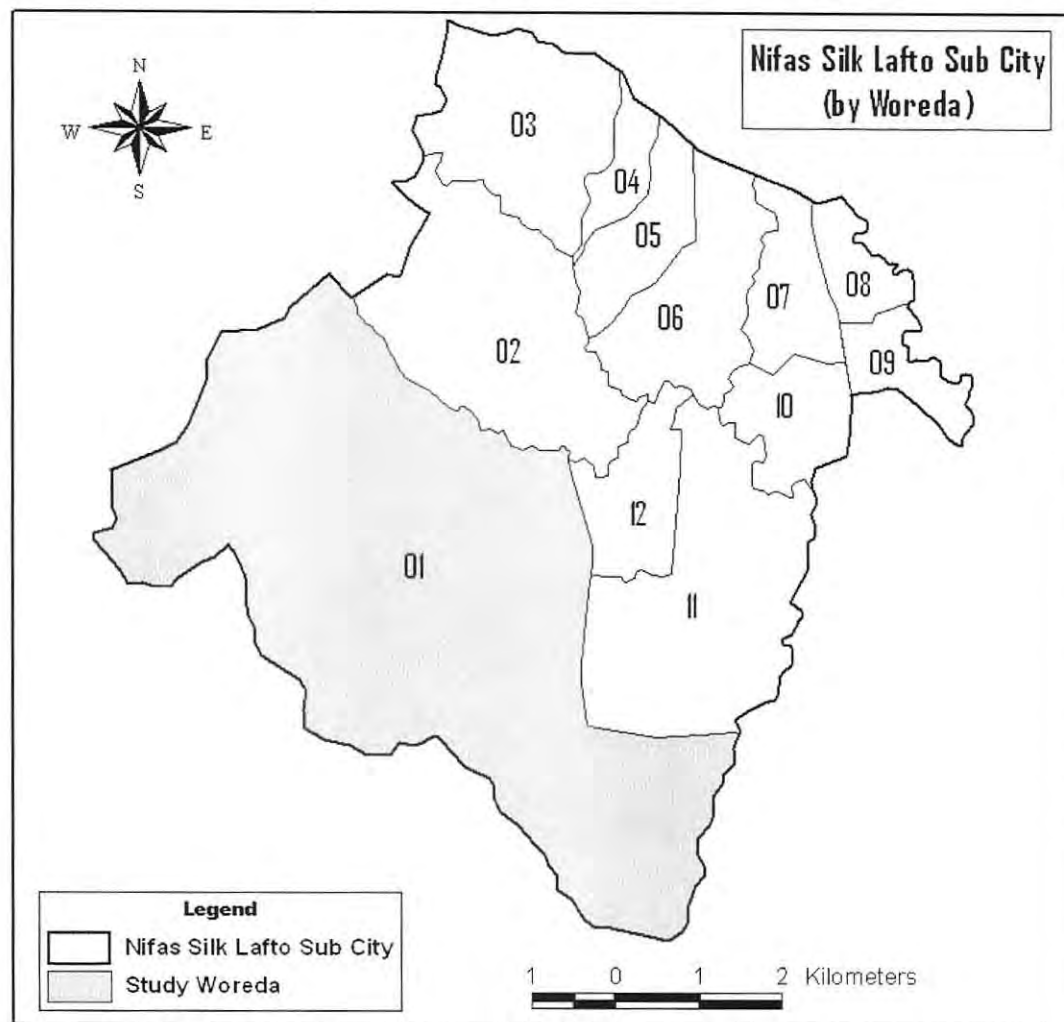
3.4 The Target Population

The land lease policy is facing challenges in its implementation and these problems are reflected at land access at grass root level. The issues can be viewed in two ways: issues related to the policy framework and the implementation problems. To see the challenges and point out the possible solutions to the problems, the focus was made on collecting information from three areas of population based on their type of residence. These residents are the one touched by the outcome of the land lease policy implementation. To this end, the selected sub-city

Administration was taken as the area of focus due to its relevance in reflecting the footprints of the previous and the current land lease policy as well. The sub-city has both old constructions and new development areas that can reflect the efficiency of the new land policy. All sorts of residences are available in the sub-city where rich information can be gathered on the land policy issues of the Region.

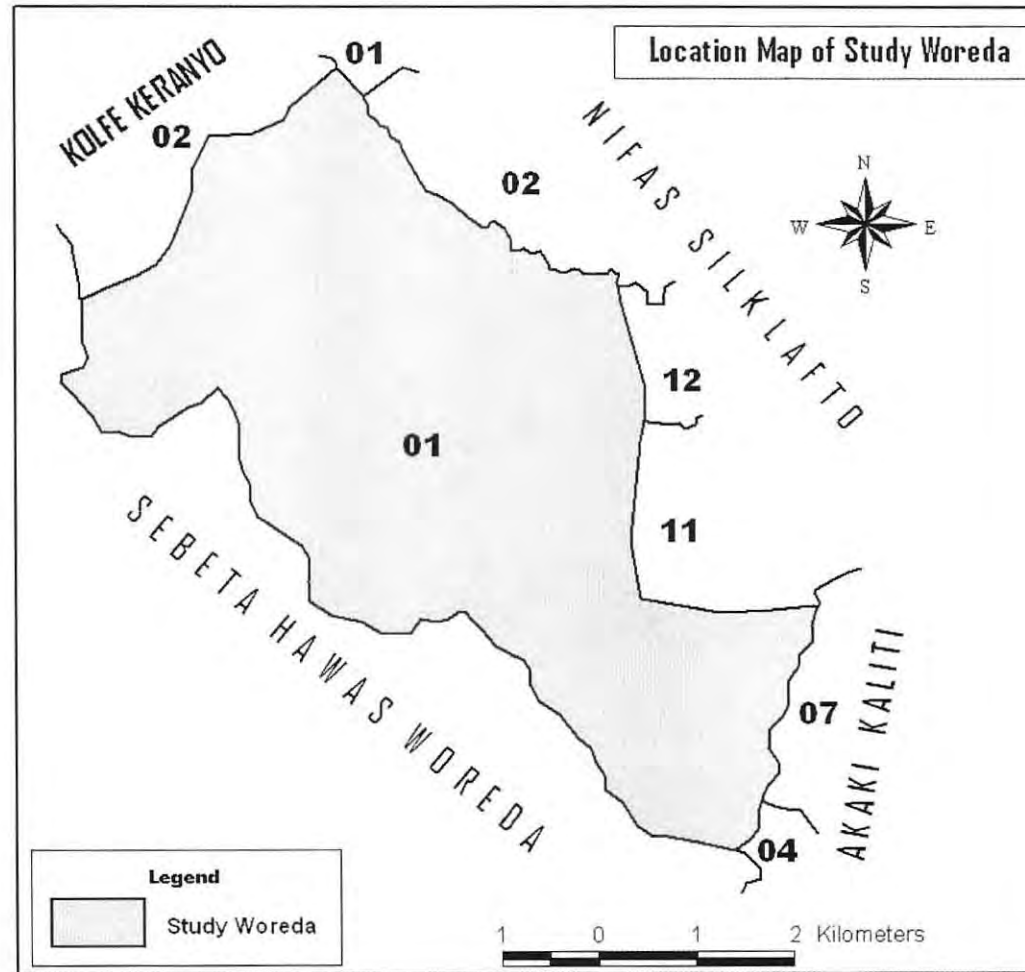
NLSLA was divided in to 12 woredas, as per the recent reclassification of the City, on lower structure by cutting out Kebele as a government tier. The sub-city has new development areas around Lebu of Woreda 01, where wide land lease policy has been implemented recently. The woreda was selected due to its traits to the topic of the study in the availability of rental houses; informal settlements and housing cooperatives provided land under the new land policy. Almost all the constructions available, in one way or the other, are the products of the current land lease policy. Therefore, in discussing with the residents of this area, one can easily come across of the problems and the life the residents are leading after they have constructed their houses under the new land lease policy. The following map indicates the recent administrative classification of Nifas Silk Lafto Subcity and woreda 01 Administration of the study area.

Map 2: Administrative Classification of Nifas Silk Lafto Sub-city Administration



Source: Addis Ababa City Administration Urban Information and Plan Institute

Map 3: Administrative Classification of Woreda 01, Nifas Silk Lafto Sub-city Administration



Source: Addis Ababa City Administration Urban Information and Plan Institute

Photograph 1: View of the Study Area (Woreda 01)



Source: From Survey of Field Research

Photograph 2: Constructions in the Study Area



Source: From Survey of Field Research

As mentioned above the study focused on rental house residents, HCs and informal settlements. The rental house residents and HCs are located at the specific area of Lebu in the woreda while the informal settlers are located at different areas from which Dertu is selected for this study. Dertu is hilly area found at the outskirts of the sub city next to Lebu, where major expansion area of the sub-city is located. The informal settlers' residents were selected to see why they prefer to live in illegal settlement areas and thereby to analyze the reason behind the informal settlement in the Region. The following photograph was taken from the informal housing units included in the survey.

Photograph 3: Informal Settlements at Dertu Area



Source: Survey of Field Research

With the objective to critically see the land policy and how the LIP access land, it was possible to reach all the 571 respondents from the three populations by employing four enumerators for one week after training of one day. Using the data collectors administered questionnaire, each respondents were contacted and asked to explain their views and relevant information was gathered and analyzed using SPSS soft ware. The detail of the data analysis and discussions was presented in the following chapter.

Chapter 4

4. Data Analysis and Presentation

This chapter elaborates the findings of the study and discussions based on the data gathered from the field. The analysis is in line with the previously set framework in the literature part of this study. The discussions focused on assessing land administration and management of the study area. Here land tenure, land regulation, the land market situation and the impact of land speculation were analyzed. The analysis is based on indicating the land access situations and the problems encountered during policy implementation.

To see the changes relevant to the land lease policy, the prospects of the lease policy was also included, to indicate the direction for the future, in a need to change the regulations pertain to land, to improve access to land for the low income population.

As mentioned above, a total of 571 respondents were included in the study to see in to the nature, the challenges and the prospects of the land lease policy of NSLSA with an emphasis on Woreda 01, at the selected specific area of Lebu. About 177 rental house residents; 175 informal settlers and 219 Housing Cooperative (HC) members were included in the study. In this analysis, the data central to the three segments of the respondents was analyzed together while the distinct condition of each was assessed separately, as the overall aim is to see the challenges in land lease policy implementation in access to land for the low income population.

4.1 Population Characteristics of the Study Area

4.1.1 Gender Composition and Marital Status of the Respondents

The collected data indicates that, from the 571 respondents included in the study, 62.4% are male and 37.4% are female. Less female population was participated in the study. Three age categories used to see the respondents at younger, middle and older ages. Accordingly, the majority of the respondents were at middle age. Moreover, their marital status data indicated that 79.9% were married indicating that the majority of the interviewed people were residents with established homes who are not only responsible for themselves but also for their families as well. The detail is presented in table 1.

Table 1: Gender Composition and Marital Status of the Respondents

Sex			Age			Marital Status					
M	F	Total	18-29	30-45	>45	Total	Married	Single	Divorced	Widow	Total
357	214	571	121	328	122	177	456	75	32	8	571
% 62.4	37.6	100	22.3	57.1	20.6	100	79.9	13.1	5.6	1.4	100

Source: From Survey of Field Work

4.1.2 Family Size, Origin, and Type of Previous Residence

The sampled population's family size indicates that the majority of the respondents, 59.4%, have family sizes 3-5. This indicates the critical need for shelter not only for household heads but also other dependent family members as well. It is known that as the number of family size increases the need for shelter also increases indicating the critical need for shelter.

The majority of the respondents, 68.2%, are from rural areas that indicates rural urban migration as a cause for the growth of the city population. As to their previous residence, 62.5% were living in private rental houses.

Table2: Family Size, Origin, and Type of Previous Residence

Family size			Origin		Total	Type of Previous Residence					Total
1-2	3-5	> 5	Rural	Urban		KRH	PRH	ARH	Homeless	Others	
109	339	123	240	112	352	68	357	14	15	117	571
% 19.1	59.4	21.5	68.2	31.8	100	11.9	62.5	2.5	2.6	20.5	100

KRH=Kebele Rental House; PRH= Private Rental House; ARH=Agency for Rental Houses

Source: From Survey of Field Work

This data indicates that private rental house is the major provider of residence in the target area while kebele rental house was the second largest provider. Therefore, the government can focus on the provision and development of private rental housing supplies to reduce the problem of

shelter in Addis Ababa. This is realized when there is increase in the supply of land for individual and real estate home builders as well.

4.1.3 Employment Status of the Respondents

Out of the contacted respondents, 20.5% were day laborers while 22.9% of them were government employees. The other respondents work on different types of activities. Less number of street vendors and farmers participated in the study. The unspecified jobs categorized under others include house wives and different types of jobs which indicate the existence of a variety of jobs in the study area representing all types of jobs making category difficult. But among the variety of jobs, government employees have relative majority.

Table 3: Employment Status of the Respondents

	Occupation						Total	
	Day Laborer	Government Employee	Street Vendors	Unemployed	Business Men	Farmers		Others
	117	131	7	49	100	32	135	571
%	20.5	22.9	1.3	8.6	17.5	5.6	23.6	100

Source: From Survey of Field Work

Except the 219 HC members, about 352 respondents were not living in secured type of residences, as 175 were informal settlers and 177 still living in private or kebele rental houses. They were unable to construct legal residences due to different challenges in the implementation of the land policy of the region. But what were the nature and the implementation problems of the land lease policy of the region? Is it pro or against the low income population? The effectiveness of the land policy to the LIP was assessed based on the land administration and management system adopted; the land tenure system enacted; the type of enabling mechanisms used; the situation in the land market and the status of urban governance at present. The detail was assessed based on the field survey at the target population.

4.2 Assessment on the Land Lease Policy Implementation

The urban development program of the country indicates that the intention of the land administration and development program is to improve the efficiency & effectiveness of the

service delivery by establishing more transparent & accountable system and sustain the provision & access to land. This was designed to ensure the supply of developed land efficiently, effectively and in an equitable manner through developing laws and by-laws, model regulations for compensation during expropriation. Under this program, introducing land banking system; devising private partnership modules on land development & supply; establishing regularizing programs for the informal settlements; improving land & property registration system and institutional & human resource development were planned. With these outlined directions and consecutive activities undertaken within the boundary of land policy framework, different challenges have been faced at the implementation level.

The urban land regulation stipulates that land is mainly delivered in auction and the price of land is determined by the interplay of supply and demand. The land that cannot be delivered by auction due to various reasons is transferred in negotiation while government and NGOs acquire land in allocation. The lottery plot allocation system is for HCs which is relatively accessible to LIP to a certain extent. The problem is that land access to the poor is difficult in the land delivery systems mentioned in the regulation.

As mentioned in the literature review of this study, the land lease policy has been facing many challenges in ensuring the residents needs of shelter construction. The lack of appropriate land administration and management system, where security of tenure is not properly ensured; inefficient land delivery system; escalating land market due to artificial land price and the proliferation of informal settlement, as a result of limited opportunity to get land in a formal way, were the challenges mentioned.

The difficulty the LIP is facing in accessing to land as a result of policy directions stipulated in the land lease policy was discussed consecutively below. This has its root in the awareness of the public on the policy and the enabling and protection mechanisms explained in the regulations to improve land access to the poor. All the options in the land delivery systems have been analyzed in this topic to see how land is delivered to the poor.

4.2.1 Awareness and Participation of the Public in Land Policy Formulation

One method of evaluating the effectiveness of the land lease policy is to see the resident's knowledge and participation in the policy, as the citizen's participation in any policy helps in designing appropriate policy framework, in line with the need and expectation of the peoples concerned.

To this end, the target population was asked whether they know about the land lease policy or not and the majority, 62.3%, responded they are not aware of the land lease policy while 35.7% of them confirmed that they know about the land lease policy.

Table 4: Knowledge on Land Lease Policy

	Do you know about Land Lease Policy?		Have you ever been invited by your respective kebele to discuss on the concept of land Lease Policy?		Total
	Yes	No	Yes	No	
	204	367	40	531	571
%	35.7	62.3	7.0	93.0	100

Source: Survey of Field Work

To confirm the response, they were asked whether there was an invitation or not from their respective kebele or any other body to discuss on the concept of land lease policy. About 93.0% of them responded no invitation was made on this matter from their kebele while 7.0% answered they know about the concept of land lease policy. This indicates less awareness of the target population on the land policy. Here one cannot be sure if there was public dialogue or not on the policy during its formulation, at least to get consensus on it.

The General Manager of LACPA of Addis Ababa City Administration confirmed that there was lack of public awareness on the land lease policy of the region and stated that some of the residents do not even want to hear about land lease policy since the new land policy has avoided the past land tenure system.

4.2.2 Land Delivery System

As mentioned in the previous chapter, the current formal land delivery systems are land lease auction, negotiation, allocation, lottery and award. All have policy implications and the challenge to land access for LIP is directly associated with these land delivery mechanisms. All have been

examined as to their contribution to the challenge in addressing the shelter problem of the poor. If we see the nature of the target population as related to the current land lease policy, 83.2% of the rental house residents and informal settlers have no confidence to get land in this land lease policy.

Table 5: Opportunity to get Land in the Future for Informal Settlers and Rental House Residents

Do you think you will get land in the future through the current land lease policy?	Frequency	%
Yes	57	16.2
No	293	83.2
Missing System	2	0.6
Total	352	100

Source: Survey of Field Work

The question is why they have lost hope to get land? The respondents referred back to the criteria to get land and competition in land lease auction. Their concern is the need for high financial input to get land. The criterion of offering land for the highest bidder automatically dismisses the LIP from the competition. This is why they were not hopeful to get land.

The other point seen in the survey was identifying the problem in the land lease policy. From the list of the problems presented to the respondents, 49.6% of them complained about lack of opportunity to the poor to compete in the land lease auction, HC organization, and negotiation due to the difficulty to fulfill the criteria.

Table 6: The problem in Land Lease Policy

The Problem in Land Lease Policy	Frequency	Percent
Competition for land is unbeatable	197	34.5
Land supply for lease is low	20	3.5
No opportunity is there for the Poor to compete	283	49.6
House construction standard in lease is high	48	8.4
Others	21	3.7
Total		99.6
Missing System	2	.4
Total	571	100.0

Source: From the Survey of Field Work

About 34.5% said competition for land is unbeatable in land lease auction. Few of them, 8.4%, have chosen house construction standard is high for the LIP. Here we can see that every outlet is not open to the poor to access land and the problem is getting worse as the land price increases.

In the above analysis, we have seen that the respondents complained about the inaccessibility of the criteria put in place for land delivery. The major challenge identified by the target population was the criteria of offering land for the highest bidder. The lack of opportunity for the poor to compete in land lease auction was mentioned as a threat to the LIP.

4.2.3 Land Administration and Management Issues

Land administration refers to the processes of recording tenure, disseminating information about ownership, value use of land and its associated resources. Almost all activities such as land survey, description, registration, recording of rights and disseminating relevant information in support of land markets; current demand in the market public opinion about this resource and other similar issues are the concern of land administration. Land management; on the other hand, tries to answer all issues related to the sustainable land use. It is the process by which the land and its resources are put into better use. It addresses all the issues related with the management of land as a resource by itself.

In the field survey conducted, an assessment was made to see policy implications and implementation difficulties encountered.

4.2.3.1 Land Tenure Status

Security of tenure is important for the LIP as land plays pivotal role in poverty alleviation. Security of tenure is titling land ownership and thereby easier access to official credit, security for land markets and, reduced conflict over land issues and it is useful in the creation of basis for the collection of land taxes; basis for upgrading and development initiatives; monitoring of land markets; basis for land use planning and its implementation. Security of tenure is a base for efficient land information systems and public management too. Basically the land tenure systems adopted in Addis Ababa are permit system and leasehold. There is also informal land ownership

which was widely expanding at the peripheries of Addis Ababa, despite regular demolishing programs.

The current data indicates that there are 76,223 overall housing units in NSLSA while housing units without title deed were about 10,264 units, when compared with 2007 CSA statistics of 75,079 overall housing units. The newly collected data of 12 woredas of the sub-city indicates that currently about 11, 408 informal settlements have been registered and it was estimated to be 15% of the total housing units in the sub-city.

Table 7: Home Ownership by Type of Ownership in Nifas Silk Lafto Sub-city Administration

	KHs	ARH	New Leasehold	Previous Freehold	HCs	Condo. Houses	Real Estate	MSEs titles	Informal Settlements	Total
Tot	9543	815	2008	14237	16349	21763	87	13	11, 408	76, 223
%	12.6	1.1	2.6	18.7	21.5	28.5	0.1	0.02	15	100

Source: Nifas Silk Lafto Sub-city Land Administration and Documentation Sub-process and Agency for Rental House Administration, 2011.

When we see the type of home ownership and their proportions, different titles were given by the Sub-city Administration as indicated in the table. There were 12.6% titles for kebele houses; 1.1% titles for Agency for Rental Houses Administration; 2.6% leasehold titles with new allocations; 18.7% previous permit system titles; 21.5% titles for HCs members; 28.5% titles for condominium house owners; 0.1% titles from real estate developers; 0.02% titles for Micro and Small Scale Enterprises and 15% untitled informal settlements.

From the titles given above, excluding informal settlements under regularization since they have no title, the construction of condominium houses has benefited many residents as much as 33.6% of the total formal titles. The second largest contributor (25.2% of the formal title) was the terminated HCs program. HCs program was praised by the residents with its success and relative simplicity to the LIP. Most of the houses constructed in the study area are with the help of HCs. The performance of lease is low contributing only 3.1 % of the titles. The titles for MSE are the least of all contributing only 0.2% of the total title. The General Manager of LACPA of Addis Ababa City Administration said that they have started providing land to MSEs free of charge

(Interview with Ato Kasim, April, 2011). But its contribution in improving land access to the poor is insignificant as this figure is quite low.

An assessment was also made to know the proportion of the land holding systems at the target population. From the housing cooperatives residents, 36.5% responded that they have acquired the land on rental bases while 62.6 % responded on lease bases. The data depicted that the current land tenure system in place is leasehold focused and the permit system is diminishing in size. In an interview with the General Manager of LACPA of Addis Ababa City Administration, he said that they have a plan to revise the permit land holding system, possibly to change it to lease hold. Since the free hold is close to customary land holding ('rist') system, it is preferred by the residents.

The challenge is titling the settlements in the sub-city, which have counted many years without proper title deed, as a result of inefficient service delivery; lack of regulatory mechanisms and the resulting proliferation of informal settlements.

4.2.3.2 Efficiency in Service Delivery and the Challenge to get Land

The land administration system in Addis Ababa was blamed for inefficiency in many cases in the past. This is mostly expressed in the lengthy land delivery systems and the bureaucratic bottlenecks. There was centralized decision making system in handling land issues in the past and this has created long queue to get land.

In the survey made, the duration of the stay to get land after HC organization was taken as an indicator of the challenge in service delivery. From the respondents interviewed, about 32.0% answered the process takes 1-2 years while 29.2% said that the process of acquiring land has taken below one year. The totals of 61.2% of the respondents have been served within the time range of less than 2 years in HCs. It seems that since the end result was rewarding, the respondents had no complaint about the duration of the stay to get land. In fact the time taken to deliver land was not appropriate enough and it should have been much shorter than this one.

Table 8: **Duration to Get Land in Housing Cooperatives**

	Frequency	Percent
below one year	64	29.2
1-2 year	70	32.0
2 - 3 year	28	12.8
3 - 4 year	19	8.7
4 -5 year	13	5.9
Above 5 year	24	11.0
Total	218	99.5
Missing System	1	.5
Total	219	100.0

Source: From Survey of Field Work

The HCs respondents were also asked about the existence of a challenge to get land. More than half of the population, 55.7%, responded there was no problem in organizing and supplying land to the HC members while 44.3% of them confirmed the existence of problem. The majority of the respondents were happy about the performance of the regional government in organizing and supplying land to the cooperative members, at least to the past land seekers.

Among the respondents replied the existence of a problem, 19.6% of them indicated that the problem was getting land due to inefficient service delivery; 10.5% said organizing HCs was a challenge and 8.2% complained corruption. Here organizing housing cooperatives takes time due to coordination problem and the failure to fulfill the requirements to qualify for HCs membership. This has two challenges: On one hand the organizing office itself sometimes fails to properly guide the land seekers due to capacity limitation and corruption while on the other side, the HC members themselves become reluctant to get organized by timely fulfilling the requirements for legal personality. The other difficulty is in land surveying, preparing and delivering timely (Interview with NSLSA Land Delivery Sub-process Coordinator, April, 2011). There is also the danger of corruption in between on both sides. The difficulty to identify actual land seekers from land speculators has also halted the function of organizing HCs program for the last six years.

Table 9: The Challenge to Housing Cooperatives

The Challenge to Housing Cooperatives	Frequency	Percent
Organizing housing cooperative	23	10.5
Scarcity of land	11	5.0
Problem of getting land due to inefficient service delivery	43	19.6
Corruption	18	8.2
Others	1	.5
Total	96	43.8

Source: From Survey of Field Work

Less numbers of the residents were unhappy in the land delivery system in HCs and this indicates the appropriateness of the program to the population even though it is hardly possible to say it is appropriate to the LIP, given the current criteria. The continuity of the HCs organization is, however, the challenge ahead to the government.

To see the effectiveness of the land regulation to the respondents, an assessment was made to know if the rental house residents have applied to get land or not. The majority of the respondents, 83%, answered they did not apply; while 17% answered they have applied to get land. The reason why they were not willing to apply was mentioned as economic reason to construct house which was supported by 36.2% of the respondents and lack of confidence to get land was favored by 33.3% of them.

The data gathered from rental house residents indicated that most of them were not encouraged to apply to get land due to the fear that economic capacity would be a challenge to them to construct their houses as per the plan requirements. The second largest group fears that probably

Table 10: Rental House Residents Application for Land and the Related Justifications

Did you apply to get land?		Reasons for not applying for land	Frequency	%
Yes	No			
30	147	I have no confidence to get land	59	33.3
17.0	83.0	I have no money to build house	64	36.2
		Termination of registration	11	6.2
		I prefer to live in rental house	1	.6
		Others	12	6.8
		Total	147	83.1

Source: Survey of Field Research

it would be a waste of time to apply for land since they have no confidence to get land within the existing narrow opportunity. The missing system is for those answered they have applied to get land.

In the survey, why the rental house residents and informal settlers are unable to get condominium houses was also assessed. The majority of the respondents, 69%, were not registered to get

Table 11: Why the Rental House and Informal Settlement Respondents Unable to Get Condominium Houses

Reasons	Frequency	Percent
Not registered	243	69.0
I have no information	31	8.8
Expecting the lottery after registration	43	12.2
Unable to deposit 20% advance payment	21	6.0
Others	14	4.00
Total	352	100.0

Source: Survey of Field Research

condominium houses while 12.2% expect the draw of lottery after registration. But only 6% responded they were unable to deposit 20% advance payment.

When we see the situation in informal settlers, the majority of them, 89.7%, answered they made no attempt to be organized under HCs. The majority of the informal settlers, 45.1%, indicated that there was no opportunity to be organized under housing cooperatives as the program was terminated in 2006 due to the failure to run the activity as per the policy directives.

Table 12: Why the Informal Settlers unable to get land in Housing Cooperatives

Why you are unable to get land in Housing Cooperatives	Frequency	Percent
Unable to deposit 20% advance payment in closed account	40	22.9
The difficulty to go through bureaucratic procedures	20	11.4
Unable to get land after HC organization	5	2.9
There was no opportunity to be organized in housing cooperatives	79	45.1
Others	13	7.4
Total	157	89.7
Missing System	18	10.3
Total	175	100.0

Source: Survey of Field Research

About 22.9% of the respondents said they are unable to join HCs due to the difficulty to deposit 20% of construction cost in closed account. The others, 11.4%, indicated unable to go through bureaucratic procedures to be organized.

If we see the statistics, the option of organizing HCs to deliver land has benefitted about 6384 residents in the two years under 532 HCs for the Sub-city, in the years 2005/2006 alone (NSLSA HCs Organization Team, 2011). In the target woreda, about 637 HCs and communal building associations were organized by 11, 111 individuals (Woreda 01 Land Administration and Construction Permit Sub-process, 2011). This figure indicates the possibility of serving many people if there was continuity of the program.

On the other hand, the data from HCs Organization Office indicates that about 368 HCs organized by 4416 members have been expecting land for the last 6 years since 2005, after depositing 20% (Birr 32,000,000) down payment for construction in closed account (Addis Ababa City Administration Housing Cooperatives Organization Sub-process, 2011). The question of the residents could not get appropriate response until this study was finalized, due to the termination of the land delivery program for HCs.

It seems that due to the failure to implement the regulation with appropriate mechanisms, many residents were facing challenge in getting land after fulfilling the necessary requirements. According to my key informant from Land Delivery Sub-process Coordinator at LACPA of Addis Ababa City Administration, "there were public complaints in the efficiency of service delivery". He said that after the improved service delivery, "there is decentralization of activities to lower levels to make the service accessible to the community". As an example, he said, "the land direct allocation delivery activity has been under the center, now it is handled at sub-cities; construction permit for G+0 is now under woreda mandate" (Interview in April, 2011).

Organizing and supplying land for HCs was terminated after the year 2006 due to the irregularities observed among the government staff and the land seekers themselves. The City Administration was obliged to terminate the whole process until another system is designed to control the problem. The HCs organized before this time, based on the new land lease policy, were effective in successfully constructing their houses, except few open spaces observed.

Though it was far from satisfying the existing demand, the option of organizing HCs was successful in minimizing the shelter problem in the city. Among the land delivery systems exist in the Regulation 29/2010; drawing lot is better in the simplicity to access land even though depositing 20% of the construction cost is not affordable by the LIP. This issue was presented to Land Delivery Sub-process Coordinator of LACPA. He stated that, “in cooperative housing development, 20% advance payment is required to make sure that land is requested based on the actual demand; the municipality has to make sure that the land seekers are the actual house builders, not speculators. This advance payment is released upon the completion of construction foundation and it ranges from Birr 4,000.00-10,000.00 depending up on the size of the plot. To draw lottery for lot, land seeker is expected to pay only Birr 250.00. This is affordable for the majority of the LIP”(Ibid). The program was terminated due to the challenge faced in selecting the actual land seekers from land speculators.

4.2.3.3 Lack of Land Information System

The lack of well organized land information system is basic for efficient service delivery. In an increasingly complex society with an abundance of data and information, there are many reasons for developing a system to attain and combine information on land in a systematic, rational and efficient manner. The need for efficient land management systems in developing countries is evident. Initial efforts to develop a land information system can be vary, time consuming as some information and data may be nonexistent or different sources may provide conflicting information or data. Land information systems should be developed step by step to minimize these problems, as well as, to train staff to utilize it to its maximum capacity.

In Addis Ababa, land information system is not well developed to the required standard and it is hardly possible to get reliable land information. It is fairly evident that the city itself had no enough records on land ownership status, despite the recent efforts to establish cadastre system down to the Woreda level as well. The city administration has tried to put land parcel in accordance with house numbers and the shape of the location, based on aerial photograph with digital map available at every woreda.

But the challenge is to keep the records of the activities performed and access of updated land information. In this regard, the situation at sub-city level is relatively better in the effort to use

computerized data registration system. There is a start to establish data base management system and placement of appropriate staff, though they were not in a position to provide reliable and up-to-date data. The woreda 01 situation in this regard was not satisfactory. The data related to land ownership status and title deed; vacant land; informal settlements; occupied and unoccupied areas still need scrutiny as to their accuracy and timeliness.

To ameliorate the situation, the city Administration of Addis Ababa is looking forward to establish Land and Land Related Information Agency to facilitate Land Information System, in the five year Growth and Transformation Plan. After registering all the land already occupied, they will put the entire land in the land bank already established as a separate entity, in association with Land Development and Urban Renewal Project Office. The city wants to make sure that there is no land without proper ownership. There is a plan to narrow the gap between land supply and demand and reduce land price by establishing efficient land information system in the city (Interview with Ato Bekele, April, 2011).

4.2.3.4 General Observations on Institutional Arrangements for Land Management

As mentioned above, the City Administration has established a separate land administration body to handle the issues related to land. This structure has its own hierarchies down to woreda level as well. The authorities at the city level have been significantly devolved to the sub-cities in the wide reforms undertaken within the past years. All the structures at lower levels are responsible to handle implementation of the land policy as per the regulations. Each echelon has its own staffing and authority level. Land lease auction; land ownership titling and transferring; construction permit for G+1 and above are handled at sub-city level with three sub processes organized under one office which work on Land Administration and Construction Permit. The Office is headed by one person and each sub process is also coordinated by a personnel assigned to it with the required staff under him. The woreda office has also similar organization with limited authority vested to it. The office for Informal Settlement Regularization was established as a separate office parallel to Land Administration and Construction Permit Office.

The way the office and different sub-processes are organized and job placements put in place are appropriate to the work. It is believed that the workflow in place and activity organization; assignment of duties and responsibilities are feasible at current level. But the difficulty is the

activity bottle neck created at the Head of the office and at the sub-process coordinators level, which has its own problem in retarding timely service to the people. There are always long queues to talk to these authorities and one can hear so many complaints from the land related service seekers. Simple observation around the office indicates the problem in the distribution of the work to the officers under each sub-process. One can see idle staff while the service seekers wait for their turn at sub-process coordinators. The Head of the office and sub-process coordinators need to distribute some of the activities to the officers under them to change the current situation.

The situation at woreda level is better in handling the individual cases timely except the capacity limitation unlike at the case at sub-city level. The key activities are still at sub-city level while implementation activities like preparing supporting documents for land titling; surveying and delivering land to new titles; land delivery and dislocation for new projects; controlling and demolishing informal settlements; construction permit for G+0 buildings and other duties are at woreda level.

It is important to reallocate a portion of the activities to the officers under each sub-process at sub-city level to minimize work load at the sub-process coordinators' level to timely serve the people. There is a need to decentralize some of the activities at sub-city level, particularly informal settlement regularization activity, to minimize the work load and improve the accessibility of service to the residents.

4.2.4 The Land Market

4.2.4.1 Land Price

Focusing on the new regulation No.29/2010, NSLSA has floated auctions in 7 rounds since Nov. 2009. Descriptive data from the auctions of these rounds were organized to see in to the land price for the year Nov/2009 to Dec/2011. An average of the seven rounds was taken to see the impact of land price on land access for the poor in the sub-city. This data was compiled by carefully enumerating all the bidders who have offererred lease auction price and ranked first, in dividing the price offered by the land amount floated in the bids. Table 13 indicates the level of current land price for residence and business.

Table 13: Land Lease Price Summary of NSLSA (Nov/2009 to Dec/2011)

No	Lease Rounds	Average Land Lease Price in Birr/m2		
		Residence	Business	Remark
1	3 rd	2,334.22	2,608.04	
2	4 th	1,848.92	1,941.53	
3	5 th	2,710.96	2,259.00	
4	7 th	2,322.37	2,007.43	
5	8 th	1,864.88	1,145.13	
6	11 th	2,532.38	3,792.93	
7	14 th	3055.60	2627.96	
	Average of 7 rounds	2381.33	2340.29	

Source: Nifas Silk Lafto Sub-city Land Administration and Construction Permit Office

In the seven rounds of the lease auctions, there was inconsistent change in the land price. At one time the price goes up while in the other time it reduces, which indicates unpredictable land price for land seekers. If we take the 3rd lease period, the price was relatively high while it was low in the 4th round. The 5th round was one of the second highest for residential land and this is moderate for business while the period for 11th round was one of the lowest for business land (Birr 1, 145.13/sq.m.). When we see the overall trend, the lease land price is on the rise costing Birr 2381.33 and 2340.29 for residence and business respectively for a single sq. m. of land. The price for land lease is higher for residence than business indicating the acute shelter need of the population.

Both auction and negotiation in allocating land depend on the financial capacity and development relevance of the projects proposed. Here we can be sure that the LIPs have no way to compete in the two land delivery systems, earning an income of below birr 651.00 per month.

4.2.4.2 The Land Supply and Demand

On the other hand, there is a wide gap in the land supply and the demand even for those land seekers who have the capacity to pay. It seems that land is not available also for those segments of the population who are at middle and higher income category. Table No. 14 indicates the difference between the existing land demand and the land floated for auction.

Table 14: The No. of People Competed and Won Land Lease Auction

No	Lease Round	Land Seekers Competed	Land Seekers Who Won Auction	%
1	4 rd	969	133	13.73
2	8 th	1140	177	15.53
3	11 th	859	45	5.24
4	14 th	803	31	3.86
	Total	3771	386	10.24

Source: Nifas Silk Lafto Sub-city Land Administration and Construction Permit Office, 2011

The data depicts that 89.76% of the competents could not get land for residence and business. Among the 3771 land seekers who have purchased bid document, only 10.24% had the opportunity to get land in paying the highest price. This data indicates that, leaving aside the poor population who cannot compete in land lease auction; there was no land for the affluent ones too.

To see the land price offered through negotiation, it is possible to refer back to the data available at Addis Ababa LACPA. According to the negotiations made to deliver land for residence, real estate development, industry and other purposes for 42 individuals in the period from Nov/2009 to Dec/2011, the average land price/m² was Birr 1, 304.08. The City Administration accrued a total of Birr 223, 010,085.3 from the sale of 171, 009.11 m² of land (LACPA, 2011). This data is for the whole city and the amount of land availed for negotiation and the number of people benefited was not significant.

The fluctuation of land price and fast price increase is as a result of the wide gap observed between land supply and demand. This was also confirmed by Land Delivery Sub-process Coordinator by stating that “supply in land is low and price escalation is artificial. There is high discrepancy between land supply and demand” (Interview with Land Delivery Sub-process coordinator, April, 2011). The NSLSA Land Delivery Sub-process Coordinator justifies this as a capacity limitation in land preparation and parallel servicing (Interview with Land Delivery Sub-process Coordinator of NSLSA, April, 2011).

4.2.4.3 How Land the Acquired in Informal Settlement

To know how the informal settlers access land on their own, an assessment was made on how they acquired the current land. About half of them, 50.9%, responded purchased from farmers while 38.9% said inherited from relatives. There were also respondents categorized under others (8%) who explained the land was provided from relatives as a gift; own the land as a farm land; family land and purchased house.

Table 15: **How the Land was Acquired in Informal Settlement and the Land Price**

How did you get the land?	Frequency	%	If purchase, How much did you pay for the land/m2?	Frequency	%
Inherited from informally settled relatives	68	38.9	Below 50 birr	70	40.0
Purchased from farmers	89	50.9	Birr 51-100	15	8.6
I own it (the land is mine)	3	1.7	Birr 101-200	4	2.3
I occupied it(Settled on Public land)	1	.6	Missing System	86	49.1
Others	14	8.0			
Total	175	100.0	Total	175	100.0

Source: Survey of Field Research

Since the majority responded the land was acquired through purchase, an attempt was made to know about the land price there in the black market. About 40% of the informal settlers answered below Birr 50/m² while 8.6% said from Birr 50.00 to 100.00/m².

The majority of the respondents purchased land below Birr 50/m². Here comparison can be made to look in to the difference between land lease auction price and the price at the periphery of the sub-city by taking simple calculation as an example. We mentioned that the land lease auction price was birr 2381.33/m² on average and it costs a total of Birr 250,039.65 for 105m² of land while the informal land market costs Birr 5250.00 for the same size of land. The difference is high; only 2.09 % of the price for lease is paid by the informal settlers at the peripheries and this is why the LIP prefers to settle informally.

4.2.4.4 Income Status of the Respondents and the Question of Affordability

Irrespective of positive developments, it appears that the incidence of poverty has been rising in Addis Ababa in the recent past. Poverty has been deepening in the major cities of the country while it was slightly declining in its rural areas. The incidence of poverty has increased by about 11 percent in urban Ethiopia as a whole between the mid-1990s and 2000. Some authors claim that about two-thirds of Addis Ababa populations were living at or below subsistence level. Research generally finds that on the most conservative estimate, at least one out of every three persons walking in the streets of Addis Ababa lives below the poverty line. More precisely, about 36.2 percent of the population was living below poverty line in the year 2000. This figure was one of the highest in the country (UN Habitat, 2007, p. 26).

In the field survey, it was confirmed that nearly half of the respondents were in low income category and need some sort of protection from the government to withstand the economic pressures caused by escalating land price. From the interviewed 571 respondents, 48.6% earn less than 651 Birr per month while the rest, 51.4% earn above this. Taking in to account the present inflation in the cost of life, one can conclude that the residents were facing difficulty to earn their daily subsistence leaving aside shelter construction. About 23.1% of them were earning below Birr 345.00 in absolute poverty line taking USD 250.00 per year as a benchmark.

Table 16: Income Status of the Respondents

	Income in Birr/month			Total
	Below 345	346-651	>651	
	132	146	293	571
%	23.1	25.4	51.4	100

Source: Survey of Field Research

If we compare the income of the respondents and the current land lease price in auction, taking the above land price of Bir 2381.33/sq.m. on average, the price for a parcel of 105 sq.m. land will cost a person Birr 250,039.65. The initial payment (30%) is Birr 75,011.9 while the rest is paid within 20 years period including 9.5% interest rate. The remaining amount to be paid without interest rate will be Birr 175,027.75 while the yearly payment is Birr 8751.40. The monthly payment closes to Birr 729.30 excluding the interest rate and the construction cost

needed. If we take the low income family which earns Birr 651.00, they need extra income of Birr78.30 to pay the cost each month. This cost is only for open space excluding construction cost and interest and hence, land lease auction cannot be an option for LIP, as we have seen from this simple example. Similar examples can be used for other options of land delivery mechanisms in the land regulation of the region. If we increase the low income category to Birr 1,000.00 income per month, the family will be left with birr 270.00 only, for daily subsistence and still the land is not affordable.

To see the detail situation of the target populations, an attempt was made to know why the rental house residents have chosen to live in rental house instead of building their own house. Most of them, 70.6%, responded unable to construct house due to economic reason while 23.2% expressed the problem of accessing land. Here the whole problem revolves around the economic problem and the absence of compatible land regulation that has taken the economic status of the residents in to consideration to avoid the marginality of the LIP to access land.

Table 17: The Reason for Choosing Rental House Residence

Why did you prefer to live as a renter?	Frequency	Percent
Unable to construct own house due to economic reason	125	70.6
Unable to access land due to land scarcity	41	23.2
I found rental house cheaper than constructing house	2	1.1
Others	9	5.1
Total	177	100.0

Source: From Survey of Field Work

When we analyze the capacity of the rental house residents in paying house rent, the largest group, 58.2%, pay Birr 101. 00 to 400.00 and the rest pay above Birr 400.00. About 75.1% of the residents pay Birr 550.00 and below and the house rental price is sharply increasing. When it is compared with their monthly income, one can imagine in which stressful economic condition this population is living, as we said that nearly half of the respondents earn below Birr 651.00 per month.

Table 18: **House Rental Price**

What is the rental price of your current residential house?	Frequency	Percent
Below Birr 50	13	7.3
Birr 51-100	7	4.0
Birr 101-250	58	32.8
Birr 251-400	45	25.4
Birr 401-550	10	5.6
Above Birr 551	44	24.9
Total	177	100.0

Source: From Survey of Field Work

This indicates the majority of the residents can not afford to pay high house rental price as their income is minimum. This implies the need to support the residents in access to land and housing.

4.3 Access to Land for the Poor

The question here is that if the land price is skyrocketing, how the poor is to access land in the absence of other opportunities? Baken and Linden argue that government allocation land for the low income population is limited. Governments mostly have to acquire land against market prices and through long and cumbersome procedures. Moreover, infrastructure has to be provided at a level that can not embarrass the government. The involvement of many different agencies in the development of urban land often gives rise to coordination problems, long delays and concomitant time and cost overruns. Finally because of the wide gap between supply and demand, the land market prone to irregularities which most governments are unable to control. As a result administrative articulation of land supply has been, and is likely to remain 'insignificant' (Baken and Linden, 1992, p.22).

Thus, the formal private and public urban land market is mostly inaccessible for poor households, often a majority of the population. These poor have taken a number of recourse to other options in order to house themselves. Apart from rental in (mostly inner city) slums or extra -legal settlements, many of the poor have had to rely on non commercial articulation of land supply (allocation of tribal land; squatting on public land, abandoned properties and marginal lands). As forms of commercial articulation of land supply, sale or resale of mini-plots

in squattments sometimes after splitting of the original plots; land rental and substandard subdivisions are mentioned (Ibid).

In the study area, the major land access option for the poor and sometimes for other income categories is informal settlement usually on public land. This is life in unauthorized settlement. In Addis Ababa, the condition is alarming as the formal means of land allocation and land market is narrow for the LIP of the city. In 1999 alone, about 50,000 housing units (chereka bet') actually built on illegal land. This was estimated to have grown to as many as 150,000-250,000 units later on (Birke Yami, as quoted by Curran, 2007, p.49).

The data recently collected from 12 Woredas of NSLSA indicates that about 11, 408 informal settlements exist, without proper title deed and decision for formal land ownership, in a single sub-city. The following table indicates the distribution of the informal settlements in the woredas of the sub-city.

Table 19: Informal Settlements in Nifas Silk Lafto Sub-city Administration

Woreda	Informal Settlements	To be Regularized	Regularized	Demolished	Remark
1	3426	3176		250	
2	203	128		10	before 1996
3	403	370		11	
4	203	128		10	
5	773	502		271	
6	139	139		16	
7	406	94		18	
8	187	121		66	
9	255	255		8	
10	949	657		36	
11	4045	1237		690	
12	419	419			before 1996
Total	11, 408	7, 226	276	1386	

Source: Nifas Silk Lafto Sub-city Administration 12 Woredas Managers' Office

This constitutes 15% of the housing units in the sub-city indicating informal settlement as the major alternative to house the desperate poor in the sub-city. The proportion of the LIP among the squatters goes as high as 84.6% of the informal settlers.

Why the informal settlers prefer to settle informally was another area of concern for the study. From the informal settlers interviewed, the majority, 63.4%, responded that their reason for informal settlement is mostly economic capacity to compete in the land lease auction and negotiation while the others, 12.0%, said that there was no opportunity to access land for their shelter problem.

Table 20: The Reason for Informal Settlement

Why did you prefer to live as an informal settler?	Frequency	Percent
Due to economic reason to construct house	111	63.4
Due to the difficulty to access land in the land scarcity	21	12.0
I found land price cheaper here	8	4.6
To get closer to family/relatives	18	10.3
Other	16	9.1
Total	174	99.4
Missing System	1	.6
Total	175	100.0

Source: From Survey of Field Work

The General Manager of LACPA of Addis Ababa indicated the alternative for land access for the poor. He noted that “the LIP is accessing land in many ways: the city is supplying temporary land for MSEs for business free of charge; they can be also organized in HCs and participate in land lease auction and the city Government is constructing condominium houses and supplying land at the lowest price possible for the poor” (Interview with the General Manager of LACPA, April, 2011).

But the assessment indicated that since the majority of the informal settlement residents were from the low income category, they have no capacity to compete in a formal land market. The study indicates that the lack of an opportunity to access land in the existing land scarcity and the low economic capacity of the respondents forced them to choose the informal means to access land. The options mentioned above could not sufficiently answer the question of shelter for the poor.

On the other hand, it was also important to get the concern of the informal settlers at their location. From the interviewed informal settlers, 46.3% of them responded that ensuring security of tenure and regularization is their concern and 37.1% said fear of bulldozing. This indicates that the informal settlers live in the insecure condition of life which has social, economical and psychological effects in eliminating their asset base.

Table 21: **Informal Settlers Concern**

What makes you worry in this informal settlement now?	Frequency	Percent
Absence of tenure security and regularization	81	46.3
Fear of bulldozing	65	37.1
Lack of Infrastructure services	20	11.4
Employment and income generation	2	1.1
Others	7	4.0
Total	175	100.0

Source: From Survey of Field Work

Among the options for the LIP to access land, illegal subdivision is also available in the city. It is well known that among the informal settlers mentioned above, there are individuals who have acquired land on illegal subdivisions even though the data is hardly available to split it.

The study indicates that the major land access option for the LIP is informal settlement as the formal way of acquiring land is unaffordable for the poor. The findings imply that governments have a role to play in providing secure tenure to owners and users of land. Even though formal title increases tenure security in many situations, experience indicates that it is not always necessary, and often not a sufficient condition for optimum use of the land resources. The case of informal settlers has to be seen parallel to the formal land delivery systems, as the failure of government policies in many countries of the world is pushing the population to informality.

4.4 Eviction due to Redevelopment

The eviction of the poor may take two forms: one is at CBD while the other is at periphery particularly around farming areas and informal settlement sites. As mentioned above, there is eviction due to the requirements in plan standards in case of limited capacity to upgrade residential houses to the new master planning demands. This is the requirement put in place in

the master plan of the city, particularly in business areas that were residential sites. In Addis Ababa, most of the city centers master plan requirement was upgraded to G+4 and above construction standards and the previous settlements were to be upgraded to the current requirements. The fate of the old settlements will be displacement, in this wide program for urban renewal. This entails forced eviction to the LIP of old settlers, as they have no capacity to upgrade their houses to the current standards. This is another frustrating story for the LIP in the city. The study made on the building height shares this concern by stating the following phrase and recommending a solution to the problem:

“A city is a place for all, rich and poor, healthy and sick. Increasing height all over the city means the disappearance of the poor and their institutions due to a possible takeover of such places by the rich. An equity oriented BH (building height) proposal should reflect the realities of the poor in Residential places, open market areas, and other working places of this group”. (EiABC, 2010, p.4).

The proclamation No.272/2002 allows the replacement of a settlement if the land is needed for development purpose, after paying compensation. This is followed by wide urban renewal programs currently displacing many low income families settled at city centers like Arat Kilo and Lideta, for example.

When we come to the study area, the data collected from Woreda 01 indicates that about 787 persons are to be evicted due to the newly planned projects for different activities at Lebu area.

Table 22: Eviction due to Development Projects at Woreda 01 of NSLSA

Type of Project	Number of People Evicted
Addis Ababa University Graduate Program Project Construction	102
Gulele Housing Development Project	244
Block Development for Lease Auction	68
120 m Road Construction	210
Africa Village Project Construction	32
Africa Commissioners Residence	31
Total	787

Source: NSLSA, Woreda 01 City Manager's Office

These are ongoing projects to evict many residents at the periphery of Woreda 01. The evictees are farmers, informal settlers, and other residents with legal title deed from the city administration. There are economical and social consequences as a result of the relocation of the settlements, despite the City Administration's efforts to minimize the problem. The evicted people are provided with land and financial compensation in replacement at a cost of Birr 11.89 for farm land and 6.25 for grazing land for a single sq. m. of land (Interview with Mahamadkiyar Kasim, May, 2011). The problem with such compensation is that the payment is low and the displaced people face difficulties to lead their future life as this is completely different from the current land market. In any ways efforts are underway to resettle the evictees and compensate them based on the legal documents they have from the city administration and farmers association.

4.5 Housing Supply as a Means of Minimizing Derived Demand for Land

The need for land is actually for investment and the main investment for the LIP is housing. Governments use housing as a means of minimizing land demand by increasing supply of housing either by constructing and transferring it to the users or by supporting the construction of

houses through the provision of housing credit facilities in linking to banks. Supplying land is also taken as a means of combating land shortage. If housing problem is solved, there is no need for land particularly for the LIP.

The Addis Ababa city administration has taken the construction of condominium houses as one reason for not delivering land as per the existing demand. The challenge is the disparity between the need for condominium house and the actual number of the houses constructed, and the cost of the houses. About 453,827 (38, 630 for NSLSA) residents were on the waiting list to get condominium houses since 2005. From this figure, we can see that 102, 287 registered for studio; 201, 969 for one bed room; 118, 241 for two bed room and 30, 790 for three bed rooms. If we analyze its proportion, 67% of the respondents registered for studio and one bed room which indicates the choice of the population for less cost houses due to economic capacity limitation. The actual house constructed was not more than 83,000 (Addis Ababa Housing Development Project Office, AAHDPO, 2011). Given the present pace, the need is far from being satisfied; only 18.3% of the housing demand was under construction. Moreover, the escalating construction cost is making this option difficult for the LIP. It has been increased by 134.7% and made the option difficult to the LIP to use condominium as an alternative for shelter.

This problem is also confirmed by Addis Ababa Master Plan Evaluation Report in stating that “the lottery system has created opportunities for the low income residents to access the condos. But most of the condo housing flats are not occupied by poor/low income households because of low affordability and a continued increase of cost of the flats compared to the initial targets”. The role of private developers and real estate is limited in size and targeted only the high and higher-middle income categories. Housing the poor is still a daunting challenge for the city. Supply so far seems to have addressed only 50-60 % of the demand (A.A. Master Plan Evaluation Report, 2011, p.43)

The city administration has been using cross subsidy from the sale of three bed rooms; two bed rooms and business houses to studio and one bed room lottery winners, as an alternative to minimize the problem.

Table 23: Condominium Houses Price Comparison (Previous and Current Price)

Housing Typology	Previous Price			New Price			Advance Payment and Difference with previous price		
	Average Size/m2	Selling price	Total Price	Size/m2	Selling price/m2	Total Price	Advance Payment 20%	Difference/m2	Price Escalation in %
Studio	21	685.00	13,965.00	30.58	1450.00	44341.00	8868.2	765.00	111.7
1 bed room	30	685.00	19950.00	42.57	1865.00	79393.05	15878.61	1180.00	172.3
2 bedroom	40	950.00	38000.00	66.68	2280.00	152030.4	30406.08	1330.00	140.0
3 bedroom	60	1110.00	66,600.00	78.04	2385.00	186125.4	37225.08	1275.00	114.9
Total									134.7

Source: Addis Ababa Housing Development Project Office

The project office constructed about 76, 596 (16.7% of the demand) houses of different typology and made ready for lottery within the past 6th rounds. But only 49, 936(75%) of the houses has been transferred until 5th round from the 66, 596 houses made available for the lottery. The rest of the houses, 16,660(25%), transferred on replacement for the individuals displaced due to urban renewal in Central Business District (CBD).

If we see the trend in transferring the houses, on average, 28.4% of the houses could not be transferred in the five rounds as per the schedule and the lottery. Though different constraints mentioned as a reason for less transfer, lack of the purchasing capacity of the house seekers was taken as major reason particularly to the LIP. The supply of houses below the existing demand is another constraint in condominium house.

In the overall evaluation, the project office believes that the construction of condominium house addresses the shelter problem of the LIP since they use cross-subsidy for LIP from two bed rooms, three bed rooms and business house sales. Both studio house winners and one bedroom lottery winners are subsidized by Birr 415 in one sq.m. in the revised new house prices. But in the interview and the questionnaire filled by the three AAHDPO officers, it was mentioned that one of the challenges encountered in the project to address the problem of LIP is the price escalation after the 1st and 2nd round construction. During these phases, the price was affordable to the residents while currently it is becoming beyond their capacity to pay. Beyond this, there was also lack of finance, construction materials; scarcity of free land in the inner city and infrastructure problems to construct houses in line with the required demand.

Constructing and delivering housing is taken as an alternative to minimize the problem of population in access to land. The Land Delivery Sub-process coordinator of LACPA also stated that “it is important to construct modern houses and deliver on rental bases and it is essential to subsidize housing” (Interview with LACPA Land Delivery Sub-process Coordinator, April, 2011).

Constructing and supplying housing is not a sustainable option as the government has always capacity limitation in terms of finance and efficiency in quickly responding to the problem. The housing supply from the private sector can be an option in terms of efficiency and sustainability. This is practical when the private sector is kept within the adequate competition to focus on the low income housing supplies as well unlike the current situation observed in Addis Ababa which is totally focused on the housing supply for the middle and higher income residents.

In general, if we see the overall objective of the land policy it has the aim of ensuring equitable distribution of the resources obtained from land (Interview with Deputy General Manager of LACPA, April, 2011). The limited and better to do families have access to land while the others have no way to get land in the criteria of the highest bidder in land lease auction. The criterion put at different levels prohibit the poor from accessing land and it seems that the LIPs have no option except living in rental houses provided by private house builders as well.

4.6 Enabling Mechanisms

4.6.1 Housing Finance and Credit

The constraining factor on expansion of rental accommodation in Addis Ababa is scarcity of credit facilities for potential homebuilders. Not only such facilities are in short supply, but also mortgage interest rates are high. Overall proportion of households in Addis Ababa that can access bank credit under existing housing and loan regulations are not more than four percent of the total (UN Habitat, 2004, p. 15). The UN Habitat study further states that this Micro Finance Institution (MFI) lends to households seeking to pay the high down-payments required to access the condominium flats that the City Administration is building. Although the program seems to be well thought out, the overwhelming majority of the needy households cannot access these loans because interest rates are even higher than the mortgages available from the Construction

and Business Bank. As an example, the Addis Micro Finance Institution collects 13.5% interest rate on condominium house credit disbursement.

Generally speaking, the challenge in addressing the problem of the LIP is associated with the policy mechanisms in protecting these segments of the population, who have no coping capacity. There was lack of policy instruments to protect the low income category of the population by introducing appropriate and affordable land delivery modalities in line with the current social and economic situations of the residents. But can't we come up with alternative land delivery options convenient to the poor under good urban governance?

4.7 Urban Governance and Access to Land for the Poor

The existence of good urban governance has a role in the equitable distribution of land for the community. Good urban governance is associated with more inclusive, open, transparent and accountable system for decision making. It is participatory, sustainable, legitimate and acceptable to the people and promotes equity and equality. There is an opportunity to improve access to land for LIP under good urban governance.

The City Government of Addis Ababa has been working on the package for good urban governance for the last couple of years. There were attempts to make the population to participate in the master planning of the city. With the recent developments, the effort made to allocate temporary land to the MSEs free of charge is a good start even though it is insignificant in terms of its contribution (only 0.2% of the total title deeds in NSLSA). The regulation on regularization of the informal settlements before 1996 is a positive direction in assisting the poor to access land. In fact this regularization program was designed to correct the past backlogs in land supply and it is not a lasting and sustainable solution to solve the problem of land access for the LIP. The introduction of condominium house is also taken as a good move to minimize potential demand for land and in terms of increasing housing stock in the city; but becoming beyond the affordability level of the poor.

Though all these activities have been performed to make the city inclusive and ensure good urban governance, the issue of access to land for the LIP is not yet appropriately solved until now. The strategy adopted focuses on commercialization of land in which the LIP was not

benefited. No separate program to address the land access problem of the poor. Pro-poor land management system has not been adopted as it is advocated by UN Habitat. The data at the study area indicated that there was less awareness and participation of the population in the land policy formulation. The informal settlers have confirmed that the Woreda administration was not interested in talking to them to find solution on their multifaceted problems and regularization.

It is undeniable that proper land administration and management ensures the involvement of the citizens in the planning and decision making activities and this was not properly executed in the study area as less number of people confirmed they are aware of the new land lease policy while the majority responded they are not aware of the land lease policy. This was confirmed by the General Manager of LACPA, in stating that “many people do not want to hear about land lease policy as it has avoided past land tenure system”(Interview with the General Manager of LACPA, April, 2011). Since good urban governance is inclusive, the views and opinions of the LIP need to be heard in designing and implementing the policy so that the solution to their problems and felt interest is reflected in the policy. Participatory land administration and management method helps in designing pro-poor land management system in improving the land access problems of the LIP.

In general, from the discussions and data presentations made above, the problems observed at the grass root level have been discussed where inefficiency in service delivery hampered the land access for the poor and the lack of opportunity to be organized in HCs. Consequently, the needy land seekers are facing problem in private rental houses with high rental price and in informal settlement areas, frustrated due to insecurity of tenure. Organizing HC is the last option left for the poor as an opportunity for housing need in formal land delivery system. But the termination of the program; the narrow opportunity there in the low supply and the criterion to deposit advanced construction cost in closed account has worsen the problem of the LIP.

In the land regulation, the requirement set to transfer the land for the highest bidder in land auction and negotiation has pushed the LIP aside. The land policy failed to put protection mechanisms for the poor in particular, fair government policies are expected to favor the people at lowest stratum to enable them compete in the land market.

In the other challenges, we have seen the income of the respondents in parallel with the escalating land lease price where the poor has no resource to win the auctions floated once in a month in Addis Ababa with lowest supply satisfying only 10.2% of the demand.

From the five land delivery systems stipulated in the regulation of the region, almost all of the land delivery modalities are not attractive to the LIP and as a result the poor has resorted to self-initiated coping mechanisms such as squatting and informal settlements. The administrative structures were busy in attempting to regularize these informal settlements and at the same time demolishing the proliferating illegal settlements by establishing bulldozing force under the City Managers' Office of each woredas. This activity was taken as a regular work performed once or twice a week in each woredas controlled and directed from the center of city administration organ.

An attempt was made to know if there is improvement in the policy pertinent to improve land delivery mechanisms for the poor under the present policy revision. Urban Land Development and Management Policy” was enacted by the Ministry of Urban Development and Construction. There was nothing new as related to the LIP in the current land policy. The policy is designed to improve the land management system and effectiveness through the use of improved land information system and more articulation of the land lease policy itself. It focuses on improvement of service delivery in land development and management, instead of making basic changes, by outlining major challenges encountered during the previous land policy implementation (Draft Proposal of Urban Land Development and Management Policy, 2011, p. 2).

It is evident that the current land regulation is insensitive to the shelter problem of the LIP due to a variety of reasons. All the land delivery systems were difficult to the poor to get use of it. On one hand, the land auction price is too high for the poor to compete while on the other hand, the requirement to deposit advance payment is unaffordable, if the opportunity is there of course. The low income status of the residents and the general economic condition in global economy caused inflation and makes the housing dream of the poor unreachable. The poor saving culture of the LIP and the unavailability of the institution to support the program have aggravated the situation. The existing land policy designed without protection for the LIP has resulted in the

complete loss of hope for this stratum of the population, to construct their own shelter. The situation is not still without a solution; it is possible to regain hope with some modifications in the land delivery modalities. Hence, after the detail description of the challenges observed in the land policy, now let us turn our attention to the strategies and way forward to improve the land access problems of the LIP.

4.8 Strategies to Improve Land Access of the Poor: Way Forward

Legal access to land is a strategic prerequisite for the provision of adequate shelter for all and for the development of sustainable human settlement affecting urban and rural areas. According to Habitat Agenda 1997, the failure to adopt at all levels, appropriate rural and urban land policies and land management practices remains a primary cause of inequity and poverty. It is also the cause of increased living costs, the occupation of hazard-prone land, environmental degradation and the increased vulnerability of urban and rural habitats, affecting all people, especially disadvantaged and vulnerable groups, people living in poverty and low income people (UN Habitat, 2003, p.7). Therefore, it is decisive for the governments to adopt a policy and a regulatory framework that will assist the poor to access land.

In the case of Addis, given the current disparity between land supply and demand, the opportunity to compete in land auction is narrow to the LIP. But increasing land supply using different mechanisms may narrow the gap between the income of the LIP and the land price. The reality is that the Region is far from meeting the existing needs due to the financial need to pay compensation to the nearby farmers and the capacity limitation to prepare and supply serviced land.

The data gathered from the target population and the discussions made with key informants, at different government posts, have indicated the direction as to how the challenges should be handled and solved. In this section, the comments on how to improve access to land for the LIP; the need to increase land supply using different mechanisms like sites and services; informal settlement regularization; sites without services; increasing effective demand for the poor; community organization and increasing savings and providing access to finance were discussed in part based on the data gathered from the field. The most interesting part of this section is that the target population itself has a solution for the problems encountered. Moreover, an attempt

was made to include some international experiences on how land delivery systems should be improved to the benefits of the poor.

4.8.1 Land Supply Issues

4.8.1.1 Provision of Land with Affordable Price

Following the complaint on the land lease policy and regulation due to the different challenges encountered during implementation, the target population was asked to comment on how to improve access to land for the LIP. From the contacted 571 target population, the majority of them, 79.9%, commented that it is better to introduce land supply system at particular area with affordable price to the poor. This is special program that is designed to support the economic problems of the LIP as protection mechanisms against the ever increasing land price. The other minority group, 10.5%, expressed that increasing land supply in auction to reduce land price is preferable.

Table 24: Comments on Land Lease Policy of the Region

What is your comment on the land lease policy of the Region?	Frequency	Percent
Avoid land lease auction	21	3.7
Introduce land supply system for the poor in particular area with affordable price	456	79.9
Increase land supply to reduce land lease price	60	10.5
Avoid advance deposit of 20% in closed account	18	3.2
Others	15	2.6
Missing system	1	0.1
Total	571	100

Source: From Survey of Field Work

This is the idea similar to the sites and services scheme advocated by the writers like John Turner to improve land access for the poor. The focus group discussion made with 9 informal settlers also confirmed that since the construction cost is escalating and becoming beyond their capacity, it is impossible to construct house with the expected building standards. Therefore, they strongly urge the government to supply land with security of tenure in which they can build their own shelter using whatever material available at their individual capacity. Their wish is not to get large tract of land, but a small plot of land of their own to construct shelter. They are not also interested in the standardized house in line with modern facilities, but at secured land of their

own with title deed where shelter can be built using the local materials available at lowest cost possible. The LACPA Land Delivery Sub-process Coordinator also supports this idea. He commented that “there is a need to allocate land for the LIP according to their need and capacity” (Interview with LACPA Land Delivery Sub-process Coordinator, April, 2011).

In their expectation to construct their own house, most of rental house residents, 52.0%, wish supplying land at separate place with affordable price for LIP; 21.5% said getting housing credit and constructing own house in HCs is preferable while 16.4% expressed that organizing HCs and supplying land timely is their choice. The least of all the choices in the study, 7.3%, like the government to construct and supply condominium houses.

Table 25: Expectation from the Government to Construct own House
What do you like the government to do for you to construct your own house?

	Frequency	Percent
Organize in housing cooperative and supply land timely	29	16.4
Getting housing credit and construct own house in cooperatives	38	21.5
Supply condominium house	13	7.3
Compete in land lease auction	1	.6
Supply land at separate place with affordable price for low income population	92	52.0
Others	4	2.3
Total	177	100.0

Source: From Survey of Field Work

The HC residents and informal settlers were also asked to comment on how to improve access to land for the LIP. About 42.1% replied that the government has to supply serviced land with affordable price at separate area, enclosed for low income population and allow the use of available material without construction standard limitation, while 21.3% responded that they prefer constructing condominium house and transferring it at affordable price; 16.5% prefer regularizing informal settlement and 14.7% of them have chosen low cost housing on rental bases.

Table 26: How to Improve Access Land to the Low Income Population

What do you think the government has to do to improve land access for the low income population?	Frequency	%
Supply serviced land at affordable price at separate area enclosed for low income population and allow the use of available local material without construction standard obligation	166	42.1
Construct condominium house and transfer it at low price	84	21.3
Construct low cost house and provide on rental bases	58	14.7
Regularize informal settlement	65	16.5
Others	20	5.1
Missing System	1	0.3
Total	394	100.0

Source: Survey of Field Work

The majority of the informal settlers and HC residents prefer the supply of land at separate area to improve access to land for the LIP. But the challenge is the problem of social segregation if enclosure is created separately. To minimize the social cost that might be created, it is possible to mix the block for the LIP and the middle income families since they are economically close to one another, to avoid the building standard differences. For example, if the building standard for the LIP requires the construction of the house by hollow concrete block (HCB), the standard for LIP can be with wood and mud wall, of course all of them with G+0 building standards. The location could be at the periphery of the city which is currently occupied by the informal settlers without the will of the government. If this option is open to the residents at a wider level, no one will have a tendency towards informality. Here the challenge is the government is not fast enough to timely respond to the question of shelter due to inefficiency in land preparation and the delay in decision.

This strategy has been criticized by UN Habitat, indicating that supply of serviceable land is ineffective and inefficient due to the centralized decision making and top-down delivery procedures, inefficient use of urban space, impractical land readjustment mechanisms and public sector dominated approaches, rather than the involvement of all stakeholders. The lack of land inventories of public land and information in general also slows down the supply of serviceable land. Inefficient land markets cause delays in the delivery of formal land, which in turn encourages informal settlement development and environmental degradation. This inefficiency

can be traced to rigid and costly regulatory frameworks, poor land record systems, and centralized systems with an emphasis on public sector responsibility excluding the private sector (UN Habitat, 2003, p.38).

However, since land is publicly owned in Ethiopia, it is impossible to avoid the involvement of the government in provision of land. Therefore, it is better to implement the scheme in provision of land at separate area for the LIP, with certain modifications. This is possible in increasing the efficiency in land delivery system in timely responding to land demand by decentralizing the entire decision making at Woreda level with parallel capacity building schemes. In fact this scheme needs careful working procedures and tight regulations to ensure transparency and the introduction of community controlling mechanisms. The commercial value of land should not be forgotten at the same time too. This program is an option specifically designed for the poor and it does not replace the whole operation of land delivery mechanisms in auction and negotiation.

But in an interview with the General Manager of LACPA of Addis Ababa City Administration, he said that “it is impossible to satisfy housing need by only supplying land as land is one of the inputs for housing development. Our direction is increasing land and housing supply, not distributing land for the poor. The government was constructing houses on its expenses and transferring it at minimum price possible. There is also an opportunity to be organized in HCs to get land as an alternative”. He emphasized “it is impossible to supply land for all; there is poor culture of saving and this should be changed to access land. In general, the strategy is to increase housing production instead of supplying land. If there is enough housing production in the country, the LIP can get rental houses; regularization of informal settlements is one option even though it is sour for us and halting horizontal growth and encouraging vertical growth is another option. The question is, he said, if we supply land for the poor, does it work? Since the land price is attractive, the poor directly resorts to selling the land allotted for residential construction. They were also selling condominium houses. Therefore supplying land does not make a difference in housing development”, he concluded (Interview with the General Manager of LACPA of Addis Ababa, April, 2011).

Furthermore, the Deputy General Manager also said that “the ultimate objective of the land lease policy is to distribute wealth obtained from land and is not to distribute land for all population. The LIP has the right to compete in all the land delivery options; but due to capacity limitation,

they cannot participate in the most of the land transferring systems as the requirement mostly revolves around financial input. The LIP can be organized in HCs and get land through this system, but organizing HCs itself was terminated years ago and this opportunity was narrow. In any way the LIPs can be benefited from the infrastructures in education; water services; health services; road net work, etc. The government has no intention of distributing land by categorizing the population in to stratum, the policy gives equal opportunity for all to compete and get land. We know that the poor is out of the game, but the expectation is that they use other opportunities like condominium houses. The wealth obtained from land is being utilized on the affairs of the poor indirectly. It is impossible to benefit the poor by allocating land. Above all, we have the obligation to work as per the Federal Government Proclamation No.272/2002 and the region cannot go beyond the limit in the proclamation. The intention of the government is to make the LIP more beneficial from the land lease income. The land lease policy is a source of income for the city development for infrastructural supply of the poor” (Interview with Deputy General Manager of LACPA, April, 2011).

At the current situation, however, the policy elements in the regulation No. 29/2010 lack protection mechanisms for the poor as it was designed with equal opportunity for every citizen. There is a need to leave land lease auction for the middle and the higher income population. It is important to create a mechanism of identifying actual land seekers from land speculators for fair distribution of land resources. The residents at lower stratum expect land access for the poor at a price they can afford in self help scheme and cooperative housing without advance payment for construction.

As we can see there are two extremes between the need of the community and the land policy making and implementing officials as related to the modality of land delivery for the poor. The community needs land delivery at separate area at affordable price free of competition while the officials need to implement the land policy with equal opportunity to every citizen. The officials did not see the importance of protecting the poor in fierce competition for land since they are benefiting from the income obtained from land auction in infrastructural supplies. Here making reconciliation between the two actors is important in which policy dialogue is needed to introduce pro-poor land development and management system. The city officials are expected to

reopen discussions with the people at the bottom to come up with the policy that is designed and reflect the need and interests of the residents, based on the existing problem.

4.8.1.2 Improve Security of Tenure and Regularize Informal Settlements

The regularization of informal settlements involves a range of different components, which have to be managed over time. Some of these are legalization (tenure), planning, services and infrastructure, information, land administration, dispute resolution, community participation, community capacity building, funding and cost recovery, and housing. Some countries undertaking legalization and servicing at the same time, while other countries provide service without legalization (UN Habitat, 2003, p. 42).

It was also important to come across of what the informal settlers expect from the government in their life in unsecured settlement area.

Table 27: **The Expectation of the Informal Settlers**

What do you like the government to do for you in this informal settlement?	Frequency	Percent
Partially bulldoze the informal settlement and include the others in the local plan for the area	15	8.6
Supply land in other area	7	4.0
Regularize and upgrade the existing informal settlement as it was	149	85.1
Others	4	2.3
Total	175	100.0

Source: From Survey of Field Work

The majority of the settlers, 85.1%, expect the government to regularize and upgrade the existing informal settlement; 8.6% prefer partial bulldozing and 4.0% like supply of land in other area.

The survey result indicates that most of the settlers need security of tenure for the informally occupied land. The question is ‘does the haphazard existing settlement fit the master plan requirements of the city?’ The answer is, if the city administration is to protect the master plan of the city, prior and timely response to the shelter needs of the populations is preferable, instead of demolishing the scarce resources of the community, as this is unavoidable basic human necessity.

Therefore, it is important to rework on the system of regularization and look in to improving efficiency in timely serving the residents as per the regulation, at least to correct the past backlogs.

But improving land tenure for the existing urban populations will not be enough unless measures are also taken to reduce the need for new slums and informal settlements. This requires a parallel activity in increasing the supply of planned, legal and affordable land on a scale equal to present and future demand. It should be accepted that land issues are complex and a single solution cannot give full and appropriate solution for land access for the poor.

4.8.1.3 Land-sharing

The city administration has issued directives as to how land is shared and legalized. The land owner can divide and get title deed to transfer land to a third party if the size of the land is not less than 75m² and the front line is a minimum of 6 meters for residence. The directive puts detail descriptions on land sharing for business as well. This has its own significance in parceling a plot of land to improve land access to the landless part of the population, as there are many previous large landholders in the city. There were many cases of similar requests presented to the sub-city administration which were expecting decisions. A total of 110 land sharing and mixing activities have been performed in the sub-city, from July/2010 to March/2011 in 9 months time (NSLSA Land Administration and Documentation Sub-process, 2005). Land sharing is taken as one option in increasing the supply of land in the city even though some residents complained the delay in timely response to the approval of land sharing and titling. But again its price is unaffordable to the poor at CBDs and it has no significant contribution as such at this area. But the land sharing at the periphery still remains the source of land supply for the poor as well when it is the area lacking basic infrastructures and informally transferred under illegal subdivision.

4.8.1.4 Sites without services

This is as a sites-and-services scheme where individuals are provided with land not necessarily with infrastructural supplies. It is up to the land seekers to get organized and build the necessary infrastructures and is similar to the program of self help in housing development of the previous time in Ethiopia. The program on self help scheme was successful in Addis Ababa, though it was

in short supply. It can be strengthened and made functional with different supports from the woreda administration in organizing the community to work on the construction of infrastructural facilities in partnership with government or on community efforts alone. The scheme may be implemented for those segments of the community who can pay for the construction of infrastructural facilities as well, as an alternative using the lottery system in HCs.

4.8.2 On Strengthening the Poor Capacity for Land Access

4.8.2.1 Increasing Effective Demand for Land for the Poor

Traditional government approaches have concentrated on subsidizing the poor. However, in most instances this policy has not worked. The key problem with subsidies is that with scarce resources, most governments have been unable to subsidize all the poor who need housing. Subsidizing the poor is not sustainable. Subsidies often miss the targeted group and make the poor dependent. Moreover, subsidies are not sustainable and often do not reach the intended target group. Subsidies in general, make the poor dependent on the subsidizer (UNSCAP, ____, p. 36).

The experience of UDPO project at Lafto during 2001 in Addis Ababa has shown that instead of immediate benefits achieved from the project, it was not possible to reach the target population as per the initial plan of the project with subsidized housing loan. There was a shift of the size of beneficiaries from 80% initial plan to 27% after implementation in targeting the LIP (income earnings of Birr 250.00/month at that time). But the Lafto UDPO project was significant in increasing the volume of housing in the sub-city by 1500 housing units and the development of different infrastructural facilities like road, electric power, water, telephone and others and now Lafto has grown to sub-city center due to the initiation of the project (The Lafto Low Income Housing Improvement Program, Final Evaluation Report, 2001, p.1).

The performance of the project has indicated that there is a need to develop the effective demand of the LIP which is actually paid for. There are two basic elements to increasing the effective demand of the poor: organization and access to finance. The poor as individuals are rarely able to afford land and housing. Experience has shown that the poor as a group are able to afford not only land but also housing. They are also better able to negotiate with the government or the

private sector as a group rather than as individuals. Here the role of the government has to be enabler rather than provider. It is to organize the house seekers and assist them to save money until they develop the capacity to construct house. The enabling mechanism combined with supply of land at separate area with affordable price can significantly improve access for the poor.

4.8.2.2 Increasing Savings and Providing Access to Finance

The main problem raised by many LIPs is lack of financial capacity to construct shelter. The community-based savings-and-credit schemes increase the community financial capacity and create cohesive organization which is sustainable. The community shelter construction scheme has to be planned and lead by successive saving schemes. This creates sustainable financial base for the LIP and encourages the population to support itself. This system not only organizes communities but also increases the effective demand for the poor by supplementing their savings and providing access to credit.

Bank loans are expensive and need collateral to lend money which the poor cannot afford. Banks may not be interested in lending small finance as they consider it unprofitable. But with continual and increased saving, it is possible to link them with the Micro Finance institutions. Addis Micro Finance can be strengthened to work actively on financing housing as well in Addis Ababa by supporting individual initiatives to save. The Government has to support this process by creating a finance facility which provides capital to community-based savings-and-credit schemes.

Subsidized housing credit was not sustainable, as government capacity to support subsidy is always limited. Paid credit is effective for the poor. Therefore, gradual channeling of the low income population to saving and enabling them to build shelter within the limit of their capacity is more acceptable even though saving is a challenge for the poor. The city has to provide housing credit facilities which can promote saving culture of the people and provide housing credit at the same time.

4.8.2.3 Promote Capacity to Construct Shelter in Employment Generation

The majority of the rental house residents and informal settlers complain about economic challenge to construct own shelter as land market is escalated beyond their capacity. Apart from stabilizing land market and provision of land at affordable price using land price bench mark (lowest price set by the city council), there is a need to promote resident's capacity to enable them compete in the free land market through job creation and employment generation. The improvement of the overall citizens' income status increases the purchasing capacity not only in land market but also the residents will have the capacity to construct their own houses. The case of MSEs in current Ethiopia is a good example, where thousand jobs created and the lives of many individuals have been improved.

4.8.3 Increasing Housing Supply and Reduce Derived Demand for Land

Land demand is a derived demand and not an ultimate goal by itself. Providing land cannot be the sole solution to minimize the shelter need of a population. Parallel with modifying land delivery modalities, to improve land access for the poor, increasing housing supply is recommended so that the LIP uses this option if unable to construct own house. This has two important advantages: it enables the poor to get house rent at low price and helps in minimizing the transaction cost in the better supply of housing.

The current use of condominium houses as an alternative for land supply is encouraging. But since the condo house price is escalating due to the increase in the price of construction materials and lack of capital for construction, it seems that this alternative will not last longer or there is a doubt for its sustainability. About 28.4% of the condo houses could not be transferred in the five rounds as per the schedule and the drawn lottery for condominium houses. The lack of purchasing capacity of the house seekers was taken as major reason for the constraint in the housing transfer particularly to the LIP. The supply of houses below the existing demand (only 18.3%) is another constraint in condominium house, in low financial base for construction. The cross-subsidy (Birr 415.00/m²) scheme for studio and one bed room condominium users could not significantly reduce the cost to the poor at the required level.

Hence constructing and supplying housing is not a sustainable option as the government has always capacity limitation in terms of finance and efficiency in quickly responding to the

problem. The housing supply of the private sector can be an option in terms of efficiency and sustainability. This is practical when the private sector or the real estate developers are channeled in to free market competition by focusing on the low income housing supplies as well, unlike the current situation totally focused on the housing supply for the middle and higher income residents.

There is also a need for adequate pockets or colonies on serviced land spread across the cities especially near employment centers where people can live at affordable costs rather than squatting on vacant lands. Such housing pockets could be developed by private developers and co-operative societies organized on self help bases. They should be encouraged further with tax benefits and other incentives to make housing available to the economically poor at affordable rates. The government has to supply land at adequate level for the middle and high income families in self help schemes to enable them build houses sufficiently so that adequate house will be availed on the market from individuals sources as well. The field data indicated that about 62.5% of the respondents were living in private rental houses before coming to the study area. This indicates that the private sector is a major supplier of rental houses. Therefore, focusing on enabling individual residents in self help scheme to construct their own shelter, significantly reduces the demand for land.

4.8.4 Institutional and Organizational Capacity Building

Apart from revising the existing land related regulations to the level accessible to the poor/low income population, land related activities need institutional and organizational capacities. The implementation of land reform need parallel capacities both for institutional and organizational competence. These include defining responsibilities, setting intergovernmental coordination, and promoting decentralization. While changes under implementation are encouraging, the lack of human capacity is still remains a major problem and there is a need for knowledge and technical capacity building at each level with particular emphasis on the newly established woredas, though the study was not focused on this area. In spot check observation, it seems that the newly assigned employees are facing challenges in delivering the required activities to the standard needed. Proper job placement to avoid bottlenecks and delegation of duties and responsibilities to down levels are important, particularly at the Head of the Land Administration and Construction Permit Office and Sub-process Coordinators of the sub-city. On job training in

particular job title and exchange of experiences in intra-sub cities is recommended, specifically on handling and organizing land related data.

4.8.4 Improving Plan Requirements and Adapting to Local Needs

Proclamation No.272/2002 allows the replacement of a settlement if the land is needed for development purpose through paying compensation. Following this proclamation, many residents at CBD and urban peripheries of Addis Ababa are to be evicted. The eviction due to the requirements in plan standards, in case of limited capacity to upgrade residential houses to the new master planning standards, has to be with fair compensation and better alternatives for the displaced people. This is compensation in line with the current housing and land market to enable them get easy access to land in other areas.

For the people at the periphery, displacing the community by paying low compensation cost (Birr 11.89/sq.m.), while transferring land at a highest price (Birr 2381.33/sq.m./) is not a fair business. The region has to revise compensation cost to fairly compensate the displaced people due to different projects.

On the other hand, the challenge that arises as a result of plan requirement can be handled by keeping pace with the master plan through guiding the settlers before construction. But for the informal settlers already settled at the periphery, it is advisable to use participatory planning approach where the community has a say and decide on the plan of its neighborhoods. This is setting aside the master plan for an area and using the existing local layout as the basic plan. This displaces less number of informal settlers by retaining existing sites/houses, when informal local layout is a key planning instrument. Service affordability by the community and local authority ability to recover costs should shape designs, rather than top down planning rules and standards. Imposing the plan standards which cannot be implemented by neighborhood residents is not feasible for implementation. This indicates the need for compatibility of planning with local needs and capacity.

4.9 Recognizing and Legitimizing the Diversity of Land Delivery Mechanisms

The experience from other countries indicate that the provision of land from the private sector is the best option to adopt as the government monopoly of land and delivery is not responsive

enough in terms of cost and time factors. Recognizing and legitimizing the diversity of land delivery mechanisms can dilute the problem. This is a diversity of land delivery systems and land development actors, including those that are informal. The informal settlements should be recognized as an asset, not as a dangerous venture.

UN Habitat indicated that India illustrates how this is done. In India since 1998, there has been a major shift in government policy. Government now accepts the contribution of private builders in supplying land and housing in Delhi. The public sector monopoly of the supply of land has come to an end and guidelines have been issued for involving the private sector in the assembly and development of land and the construction of houses. The informal settlements have been recognized and policies of regularization adopted. Regularizing unauthorized construction in informal development and extending infrastructure to squatter settlements was practiced. The recognition of informal settlements has required changes in planning standards to those which are more responsive to the needs of the poor. Reduction of plot size from 67 sq.m. to 15 sq.m. is a case in point. That is, the whole range of land delivery mechanisms should be recognized and facilitated by government through the creation of appropriate regulatory frameworks (UN Habitat, 2003, P.38).

Regarding access to land and security of tenure for low-income urban groups, a number of lessons have been learned in various areas: governments should not focus on public housing and land delivery. They should instead facilitate land and housing delivery by the private sector. A number of countries have adopted public-private sector approaches in relation to land delivery, and with a fair amount of success. Regulatory frameworks designed for the middle class and the commercial sector are excluding the majority of urban dwellers. These regulations should be revised in such a way that they can address the shelter problem of the LIP (Ibid, p.90).

4.9.1 Possible Options in Access to Land (Innovative Directions)

It is impossible to avoid government involvement in land supply in Addis Ababa as land is not privately owned in Ethiopian Constitution. But it may be possible to legalize the provision of the land supply from nearby farmers and limit the role of the government to titling and collection of taxes and controlling the house constructions as per the master plan of the city. Parallel to this, the government can also supply land under it in combination with other sources of land supply.

But this needs policy dialogue and consensus among all the stakeholders as to its practicality since it needs the amendment of the existing regulations.

The provision of land by the individual farmer has served many informal settlers and this need to be shaped by regulatory frameworks through reducing eviction of farmers. It seems that most of the informally occupied land is leased from the nearby farmers in black market at lowest affordable price for the new settlers. The question is can we bring this informal land market to formal, instead of paying compensation to the farmers? This needs further study and detail analysis as to its pros and cons before implementation. If we see the reality, however, the current informal settlement under regularization is the land leased from the farmers adjacent to Addis Ababa, and this is proved to be a huge source for land supply.

Therefore, why the government not works on some modifications to legally endorse this source of land supply as a formal land lease? It is possible to lay legal foundation for the land lease transfer among land owner farmers and land seekers in urban expansion areas under the city Administration after public dialogue made on it. This needs discussion and consensus among the policy makers and the residents as to its legality and feasibility. There is also difficulty in the issues related to keeping pace with master plan requirements and protecting the creation of slums as the case in India, where the above stated experience resulted in the creation of slums. If the city government properly works on this source of land supply, there will be smooth expansion of the city without conflicting interests on the border as the farmers lease their land to land seekers willingly and this will not be forced eviction as well. The government can collect a significant amount of income from titling the land lease contract based on group or individual agreements.

As related to the private supply of housing, the real estate development mainly focused on construction of houses for high and middle income group in particular was not good experience in Addis Ababa when we see this in terms of benefiting mass of the population.

It was mentioned that regularization of informal settlements is one source of land supply to LIP. With the regularization of informal settlement, there is a need for decentralization of land related activities since central land management policies have not met expectations. Decentralization entails devolution of powers, functions and administrative programs from central government to

regional/local authorities and even to lower tiers at community level, in our case at woreda level. It should permit the use of procedures that are more sensitive to local conditions, more accountable, and more transparent because they are more open to public attention and amendment.

The decentralization of land related activities also facilitate land access to the poor. There is no as such basic problem concerning decentralization in Addis Ababa. But the problem is the type and level of decentralization. Actually there are few key activities needed to be handled at grass root level which are currently kept with sub-cities. The community is not getting timely service due to the need to serve many individuals and the creation of bottlenecks. For example, there is a need to decentralize informal settlement regularization decisions to woreda level due to the delay in decision making at sub-city level, with parallel capacity building schemes.

Centralized planning has failed to deliver adequate access to land and security of tenure. A number of countries have adopted participatory planning approaches and these have proved successful. Public land delivery systems often do without involvement from the community. Now more and more countries are involving the community in order to make development more sustainable, affordable and beneficial to low-income groups (Ibid, p.90).

This experience is in conformity with what the informal settlers have raised at Lebu, Dertu area during the focus group discussion. The participants complained about the lack of discussion on their problems with woreda administration. They said that it is not appropriate to come to our site only for bulldozing purpose, rather they have to discuss with us and understand our problems, why we were obliged to settle informally. The settlers believe that they can find solution with the local authorities if they are willing to discuss with them.

In fact there is a constructive progress in the actions of Addis Ababa City Administration in regularizing informal settlement, at sub-city level far from the community, based on individual regularization programs. The problem is that the individual titling is costly, time-consuming and often not sustainable for low-income groups, as the procedure involves full surveying and registration. The solution is to use group registration, blocks and some form of individualized lease rights managed by groups in conjunction with local authorities. This can be performed at

woreda level in Addis Ababa. To facilitate this activity, locally administered group based leases are a much more useful tool, linked to innovative land readjustment mechanisms.

According to UN Habitat organized best experiences, the legalization of informal settlements can take many forms, but it has generally been done by giving individual freehold titles and been accompanied by individual servicing of the sites. This has led to problems of middle class down raiding, lack of affordability (especially when legalization is accompanied by service provision) and slow centralized delivery approaches. The move now is away from individual titles towards a form of group title, with individual rights administered by the group themselves, sometime in partnership with the local authority. This approach can be used both when settling vacant land and for regularizing informal settlements. Leases become the instrument of choice for publicly owned land and especially local authority land, rather than permit system. That is, in urban and peri-urban areas the state should preferably not transfer the land in freehold to occupants (Fourie, 2001, p.2)

To conclude, there is a need to develop land delivery mechanisms appropriate for the LIP. The government focused land delivery system is not effective and efficient in terms of timely addressing the problem of shelter particularly for the LIP. The experience indicates that government has to use multiple sources of land supply system. In Addis case:

1. Regularization of informal settlements and
2. Policy dialogue among all the stakeholders on endorsing land lease from the surrounding farmers as a main source of land supply in expansion areas of the land already included in the master plan of the city

This needs regulatory framework at regional level without involving major policy changes at national level. The diagnosis explained above are policy extensions to particularly address the problem of the LIP, given the current economic challenges facing the population, after the policy dialogue among the residents and policy making officials. In fact the multiple identity of Addis Ababa also makes this option difficult. The Addis Ababa City Administration has to closely work with the adjacent Oromia Regional State concerning the border issues and smooth expansion of the city.

To summarize, the land access for the poor in the study area is in difficult condition due to the economic capacity of the respondents even though this was not accepted by the city authorities.

The Land Delivery Sub-process Coordinator stated that “the justification for addressing the LIP starts from the land tenure system itself. Under this system, land is not sold, exchanged or privately owned in Ethiopia. It is public property; one can say the land lease policy marginalized the LIP, if it was owned by private ownership. Land is not used by the few like the previous regimes. The LIP is benefiting from the sale of land in infrastructural development; if land is provided free of charge, the municipality will not have an income for infrastructural development expenses. Land for condominium house construction is allocated free of charge”, as an example he concluded. But the data collected from the study area clearly demonstrated that the poor has been facing difficulties in accessing land and condominium house as well amid all these positive directions explained by the officials. The solution is to work on the improvement of the regulations to introduce pro-poor land management system, instead of giving equal opportunity for all to compete, after through discussions of all the stakeholders of the land policy.

Chapter 5

5. Conclusions and Recommendations

5.1 Conclusions

The land policy was evaluated based on the frameworks put in place for land delivery and the challenges encountered during implementation at the regional levels. It was mentioned that the gaps in the land delivery mechanisms and affordability; land marketing system in the interplay of supply and demand; efficiency in service delivery related to land; the awareness and the policy formulation process; efficiency in government focused land supply; standard plan requirements and consequent evictions; proliferation of informal settlements and lack of enabling mechanisms have been identified as the major constraints in the access of land for the low income population.

The study indicates that the commercialized land delivery modalities stipulated in the Land Regulation No. 29/2010 and the inefficiency in service delivery constrained the land access for the poor. Organizing HCs was the last option left for the poor as an opportunity for housing need in formal land delivery system. But the termination of the program; the narrow opportunity and the criterion to deposit advanced construction cost in closed account has made the dream for own house construction unreachable. The land policy failed to put protection mechanisms for the poor in particular to enable the people at lowest stratum to access land. The income of the respondents and the escalating land lease price could not go hand in hand with the low resources of the poor to win the auctions floated with lowest land supply. The current land regulation is insensitive to the shelter problem of the LIP. With these general assessments, each constraint has been outlined and summarized as follows.

5.1.1 The Challenge in Affordable Land Access Options for the Low Income Population

The policy which dictates the public ownership of land is basically beneficial to the low income population, to ensure the equitable distribution of land and the resources available from land. Though the poor benefits from the infrastructural facilities constructed from the lease of land, the policy does not provide protections for the LIP to get access to land for shelter construction. The expectation is that the poor needs particular attention not to squat or settle informally in providing alternative opportunities/options. The land access options put in place in Land Lease Regulation No. 29/2020 of Addis Ababa City Administration are difficult to achieve for the LIP due to capacity limitation, given the current economic status of the population. The financial

capacity to compete in auction and negotiation; the requirements to organize HCs which demands depositing Birr 10, 000 down payment and the absence of opportunity even if they fulfilled these requirements are the few challenges to be mentioned. Therefore, it is difficult to site where about of the actual option for the poor to get land and build shelter.

In fact the arguments forwarded from the higher officials from Land Administration and Construction Permit Authority (LACPA) of the Region can be seen in another angle of the policy where equal opportunity is there for every citizen to access land. The point is that equal opportunity cannot give guaranty for the LIP to ease the difficulties facing in escalating land market where the highest bidder is the winner; advance payment is needed to get land and land lease negotiation is for the projects to be encouraged. Equal opportunity cannot ensure equitable distribution of land resources as long as the criteria for the highest bidder is there in land lease auction, since a poor has no capacity to pay better price. The land being supplied to Micro and Small Scale Enterprises is insignificant in its relevance in satisfying the majority needs. The supply of condominium house was in short supply while its price was also unaffordable to the LIP after the price escalation in inflation. Only 16.7% of the demand has been constructed and transferred until April, 2011 and the price has increased by 134.7 percent. The land supplied to the middle and higher income population is also limited in increasing housing supply to minimize house rent. The real estate developers were not focusing on the LIP and rather focused on luxurious buildings targeting partially middle income and higher income families.

5.1.2 The Prevalence of Land Market Imperfections

The low supply of land coupled with escalating price as a result of land speculation, has made land access beyond the reach of LIP and the better to do citizens as well. Only 10.2% of land demand is satisfied in the target sub-city and there was 89.8% unmet need in land supply during the assessment. Land supply, for variety of reasons, was minimum almost in all sub-cities. With the increased land supply, the city can bring the land market to normal. The land price was birr 2381.33/m² for residence in the Sub-city, even though the land price bench mark set by the Region was minimal (Birr 299.00 and 217.00 for II/III and III/III classes of land respectively for residence depending on the proximity to infrastructural facilities). It was concluded that the land lease auction price was unbeatable for LIP and there was no way to compete. The situation in land lease negotiation is not different from this one. The average land price for negotiation land

delivery modality is Birr 1, 304.08/sq.m., which is unaffordable too to LIP. Regulatory frameworks designed for the middle class and the commercial sector are excluding the majority of urban dwellers from access to land. The land lease auction is marginalizing the low income population due to the escalating artificial land price created in low supply of land and absence of pro-poor land regulation mechanisms to ease the difficulty in access to land.

5.1.3 The Challenge in the Efficiency in Service Delivery

The problem with land policy emanates from lack of participation in policy formulation and the appropriate awareness creation. The region has failed to supply land for development purposes in the required quantity. The capacity limitation in terms of finance and logistics has its own contribution in this regard and hence land demand was not appropriately served. The land regulation mechanisms were not also designed in line with the need and affordability standard of the LIP. When we see the criteria set for land delivery, it seems that the land lease regulations targeted the middle and high income classes and were not convenient to the LIP. The land delivery system was exposed to land speculators disregarding the problem of needy population in which the actual land seekers were denied the opportunity and land speculators kept fencing land for high profit. Weak follow up and controlling mechanisms, after land delivery, hampered efficient and effective use of the scarce land resource in Addis Ababa. There is no mechanism to differentiate the actual land seekers from land speculators and this aggravated the problem of the poor population in access to land for shelter.

The activities associated with land in Addis Ababa are practically encircled with different problems like inefficient land delivery and marketing system; inappropriate land administration and management practices and lack of uniformity and transparency in land related services. Moreover, the problem was intensified in the lack of land and land related information system. This has resulted in the delay in decision making and hence inefficient service delivery for the residents. The appropriate qualified personnel is also lacking in land information system.

The problem in land administration system is mostly expressed in centralized decision making system in handling land issues in the past at city level and this has created long queue to get land. The current decentralization and improvement in service delivery has opened a way to better directions; but far from being satisfactory. In simple observation one can come across of long

queues to talk to officials in land administration both at city and sub-city level. The city officials have also confirmed the existence of public complaint in efficiency in service delivery.

5.1.4 The Challenge in Government Focused Land Supply

The lessons from different countries indicate that governments should not focus on public housing and land delivery to improve access to land for LIP. There is a need to focus on land and housing delivery by the private sector. The inefficient supply of land based on unaffordable land price is pushing the LIP to informal settlement and the regional government is currently busy to correct it. Government focused housing and land supply is inefficient in timely responding to the needs of the LIP. This problem is twofold: one is the supply process is inefficient, since it has to pass through different bureaucratic procedures and the other is the land price is unaffordable to LIP. The survey indicated that the majority of informally occupied land was purchased in black market from farmers at lowest affordable price for the new settlers.

5.1.5 The Challenge in Participatory Land Policy Formulation

Public participation in policy formulation shapes the policy in line with the needs and the interests of the population and normally a policy is expected to protect the need and interest of the people designed to serve. This is ensured through the participation and involvement of the concerned people. About 62.3 % of the target residents have no knowledge on the lease policy while only 35.7% answered they have some sort of knowledge on the policy. This indicated less public awareness among the residents on the land lease policy.

5.1.6 The Challenge in Plan Requirements

The change in plan requirements to upgrade city centers for development purpose is causing the eviction of many LIPs. In the study area, different government and private projects under implementation have caused eviction of many residents with lowest compensation rate. It is undeniable that urban renewal and renovation is important in the development of a city. But the urban renewal program has to be with less social and economic cost, particularly for the poor. The displacement of old settlements as a result of the need to renovate should not be in forced eviction. Less compensation costs make the future life of the evictees difficult.

5.1.7 Informal Settlements Proliferation

The informality and proliferation of informal settlement has also significantly hampered the activities of the city as formal land delivery system is far from being satisfactory. Until the present time of establishing informal settlement regularization project, no significant action has been taken to solve the problem of informality.

The LIP has narrow opportunities to participate in a formal supply of land in Addis Ababa. The requirements put in place to access land are difficult for the LIP to fulfill. Therefore, the easy way-out from the acute shelter problem is squatting or informal settlement. The needy population is purchasing land at lowest price and affordable to the poor from the farmers at the periphery. This has sheltered many individuals and it became a preferable source of acquiring land, at times, for the better off families as well. The survey indicates that among the interviewed 175 informal settlers, only 15.4% earn above Birr 651.00 per month while 86.4% earn below this figure. This demonstrated that the majority of squatting people is from the LIP.

The city administration has been responding in bulldozing to the problem; but unable to stop informal settlement due to the acute shelter problem in the city. The study indicates that the problem is the result of many interacting factors among which the disparity between the economic capacity of the residents and the escalating land price is the major one. The land regulation mechanism that is expected to respond to the problem accordingly could not do a lot in alleviating the problem and consequently the city has to take demolishing the informal settlements as a regular activity under the City Managers' Office of each Woreda. The informal settlements have continued squatting while the woreda administration has also intensified bulldozing, at the expense of the wealth of the nation. Therefore, unless alternative in land access and shelter construction method is put in place to the residents, the proliferation of informal settlement never stops. This is possible in the revision of land delivery mechanisms and the introduction of pro-poor land management system.

5.1.8 Lack of Enabling Mechanisms to the Poor in Access to Land

The problem of shelter construction in Addis Ababa is multifaceted. On one hand, there is difficulty in land access for the LIP, as a result of high financial input requirements in land regulations of the region while on the other hand the absence of affordable housing finance. The existing Micro Finance Institutions, like Addis Micro Finance, interest rate is high (13.5%) and

the LIP cannot afford to pay. There is insufficient financial institution which can support housing saving to enable the residents to save money and construct shelter. The recent launch in job creation under the organization of Micro and Small Scale Enterprises is a good beginning, if supported with parallel encouragement to save money for house construction. But its contribution is not significant (only 0.2% of the total formal title) when seen in terms of the existing huge housing backlog.

To summarize the challenges in the land lease policy, the evidences available at hand indicate that the poor has been marginalized due to lack of wider opportunities and protection mechanisms compatible to its economic capacity. On the overall evaluation, the land policy has the aim of ensuring equitable distribution of the resources obtained from land and not land. The limited and better to do families have access to land while the others have no way to get land in the criteria of the highest bidder in land lease auction. No opportunity was there in the last six years to be organized in HCs due to the termination of the program to get land for shelter construction and it requires also an advance payment amid the high construction standard requirements. In general, the criterion put at different levels on land delivery modalities prohibit the poor from accessing land given the current economic standard of the residents and it seems that the low income populations have no option except living in the rental houses. There is lack of appropriate land regulations mechanisms which promotes pro-poor land management system in the city and the study demonstrated that the case of the poor is overlooked in creating appropriate and conducive environment for better access to land.

5.2 Recommendations

5.2.1 Revise Land Delivery Modalities and Introduce Pro-poor Land Management System

5.2.1.1 Introduce Protection Mechanisms for the Poor in Access to Land

The poor has no power to influence policy development as the affluent and elite parts of the population decide on policy matters. They are voiceless segment of the population as the process of policy development itself is biased against the poor. A policy is dominated by elites, politicians, commercial interests, land owners and developers, and technical specialists unless good governance stabilizes the situation. The poor have little political influence, and they lack the technical background and resources to contribute to the policy discussion as well. This makes land policies, laws and procedures to be biased against the poor.

The city government of Addis Ababa has been striving to design policies with the participation of the public with the discussions held at each level though it is far from being satisfactory and address the problem of LIP. The policy elements in the regulation No. 29/2010 lack protection mechanisms for the poor as it was designed with equal opportunity for every citizen. Therefore,

- the city government has to reopen public policy dialogue among all the stakeholders to decide on the need to revise land delivery modalities to enable the poor to access land at the price set by the City Council without competition with the affluent ones
- it is important to create a mechanism of identifying actual land seekers from land speculators for fair distribution of land resources in designing proper pro-poor land regulations and land management.
- there is a need to be provide land with basic services, in self help scheme and cooperative housing without advance payment for construction, by modifying the existing regulation after public dialogue
- the minimum building standards convenient to the low income population is needed to be set and allowing the use of local materials available for construction is crucial.

5.2.2 Increase Land Supply and Stabilize Land Market

There is a general trend of increasing land price in Addis Ababa costing Birr 2381.33; 2340.29 and 1, 304.08 for residence; business and negotiation respectively for a single sq. m. of land in the seven rounds taken as an example for this study. The land supply for auction is not more than

10.2% of the need. In realizing the current need for land in the city, the Regional City Administration needs to respond accordingly by supplying appropriate quantity of land. The land supply is deteriorating from time to time, as the data for auction indicates, despite the regular auctions floated per month. Therefore,

- It is highly recommended that the city government work with its maximum capacity to supply land in line with the existing need, at least to avoid downward raid of the affluent ones on the land for low income population.

This avoids land speculation and land hoarding and consequently stabilizes the land market.

In general, the criterion in land lease auction of the highest bidder in land delivery is not in favor of the poor in terms of easy land access. About 63.4% of the informal settlers interviewed complained economic reason to live as illegal settlers and the lack of opportunity to access land as per their affordability level. The disparity between the income of the respondents and the current land price is high and it is unaffordable to them. In comparing the average land lease price of Birr 2381.33/m² and the land price at black market at periphery for 105 sq.m. acre of land, it costs an individual a total of Birr 250,039.65 in land lease auction while in the informal land market costs Birr 5250.00 for the same size of land, even though there are differences in the infrastructural supplies and standards of the land. The difference is high; and this is why the LIP prefers to settle informally. Therefore,

- The region has to increase land supply to stabilize the land market by establishing strong and efficient surveying team and preparing enough land for lease market and housing cooperatives

5.2.3 Avoid Activity Bottleneck

The centralization of informal settlement regularization program at sub-city level needs to be decentralized to woreda level to avoid the current delay in working on the program in which only 2.4% of the request has been performed until March/2011. The activity bottlenecks observed at the Head of Land Administration and Construction Permit office of NSLSA and sub-process coordinators under him need to be distributed to the officers under each department. There is an overall capacity building needs to the employees working on land information system in particular in intra sub-city experience sharing and on job training.

5.2.4 The Need to Formalize Private Land Sources to Avoid Land Transfer in Black Market and Focusing on Private Housing Supply

The local farmers have been widely practicing land transaction activities in the study area. The majority of the land currently occupied by informal settlers is, in one way or the other, was purchased from the area farmers in a disguised condition, in black market. The study indicates they are as much as 50.9% of the respondents while 38.9% inherited from relatives. Unless there is improvement in the land delivery systems of the city, this process continues without interruption as the population needs shelter in the absence of other satisfactory options.

To formalize this disguised land market,

- The city government has to work on reshaping this market and bring it to light in such a way that income is accrued through channeling it in to formal land lease system.

Introducing land use right transfer from the farmers will minimize the problem of black market (disguised informal land transfer). This needs wide public dialogue among the local residents, government officials at Addis Ababa City Administration and Oromia Regional State as to its benefits and problems. In any way, the system brings smooth expansion of the city by avoiding conflicting interests if properly implemented.

The current regularization of informal settlement is in conformity with the endorsement of private sector provision of land. This should be temporary transfer of land use rights based on individual sources and it is highly recommended that permanent land transfer as in the case of permit system should be avoided here. Basically public ownership of land in any case is respected and individuals have only temporary transfer of use rights as land is neither sold nor exchanged in Ethiopian Constitution. This is transferring the farmers temporary use rights with a fixed time limit for the customer. In doing this, it is believed that the disguised land transaction is eliminated and at the same time the LIP of the city can get land at affordable price (less than Birr 50/sq.m in the study), due to the wide source of land supply at the periphery in expansion areas under the City Administration. But this needs policy debate among all the concerned at regional level to introduce temporary land use right transfer as a regulation with consensus. The position of the researcher here is to indicate the direction as to the solution for the land in black market and it is up to the stakeholders to see the pros and cons of the solution and decide.

This minimizes conflicting interests on the border since it is based on individual preference of the location of residence; it minimizes government's time and resource for processing bid; it is affordable for the community and based on individual initiatives. Using government as a sole source for land supply is proved to be ineffective due to inefficiency in service delivery, short supply in land and high standard plan requirements, in which all are not responsive to the problem of the poor.

Land demand is a derived demand and not an ultimate goal by itself. Providing land cannot be the sole solution to minimize the shelter need of a population. Therefore,

- Parallel with modifying land delivery modalities, to improve land access for the poor, increasing housing supply is recommended so that the LIP uses this option if unable to construct own house. This has two important advantages: it enables the poor to get house rent at low price and helps in minimizing the transaction cost in the better supply of housing.

The current use of condominium houses as an alternative for land supply is encouraging. But since the condo house price is escalating due to the increase in the price of construction materials and lack of capital for construction, it seems that this alternative will not last longer or there is a doubt for its sustainability.

Hence constructing and supplying housing is not a sustainable option as the government has always capacity limitation in terms of finance and efficiency in quickly responding to the problem. For this reason,

- the housing supply of the private sector can be an option in terms of efficiency and sustainability. Land supply for the private sector and construction of houses by individual residents can improve the situation.
- the private sector or the real estate developers should be also channeled in to free market competition by focusing on the low income housing supplies as well, unlike the current situation totally focused on the housing supply for the middle and higher income residents.

The field data indicated that about 62.5% of the respondents were living in private rental houses before coming to the study area. This indicates that the private sector is a major supplier of rental houses. Therefore,

- focusing on enabling individual residents in self help scheme to construct their own shelter significantly reduces the demand for land.

5.2.5 Open Regional Dialogue on the Land Lease Policy

A policy has to be designed with the knowledge and participation of the peoples concerned. The relevance of the public ownership of land to the LIP is unquestionable and this was properly promulgated in the Constitution of the country. The field survey data reveals that the relevance of the land lease policy to the population was not properly internalized by the people at the lowest strata. This was reflected in the responses obtained from target population. Only 35.7% of the target population confirmed they know the details of land lease policy. The LACPA officials have also accepted the existence of less public awareness on land lease policy. Therefore,

- there is a need to reo-open regional public dialogue on land lease policy to create awareness and discuss on the challenges observed on the ground in addressing the problem of the LIP so that policies and regulations are internalized and shaped as per the need and interests of the population.
- It is also necessary to shape customary influences by internalizing the use of land lease policy, as some people even do not want to hear about the land lease policy, as stated by the General Manager of LACPA, since it has avoided the past land tenure system.

5.2.6 Minimize Eviction of the Low Income Population

The need for shelter is basic necessity and hence security of tenure should be a basic human right. Denying access to land is like denying shelter for a person. Anti eviction law states that a person has a right to get security of tenure on the land he lives. Therefore,

- Systematic introduction of anti-eviction law is important to minimize the eviction of the low income population, if not avoidable
- it is important to rework on the system of regularization and look in to improving efficiency in timely serving the residents as 85.5% of the informal settlers expect timely regularization from the government
- this requires a parallel activity in increasing the supply of planned, legal and affordable land on a scale equal to present and future demand for land.

- revising planning regulations, standards and administrative procedures to reduce entry costs to land for the LIP and accelerating the supply of new legal developments is important
- if eviction is unavoidable due to development reason, fair compensation based on the latest market value is important to minimize the social and economic costs to the evictees.
- it is also necessary to adapt standard plans to local needs and capacity to minimize eviction of the LIP due to plan requirements.

5.2.7 Promote the Low Income People Capacity for Land Access

The majority of the rental house residents and informal settlers complain about economic challenge to construct own shelter as land market is escalated beyond their capacity.

Therefore,

- there is a need to promote resident's capacity to enable them compete in the free land market through job creation and employment generation, in promoting their individual saving and access to credit facilities

The improvement of the overall citizens' income status increases the purchasing capacity not only in land market but also the residents will have the capacity to construct their own houses. The case of MSEs in current Ethiopia is a good example, where thousand jobs created and the lives of many individuals have been improved.

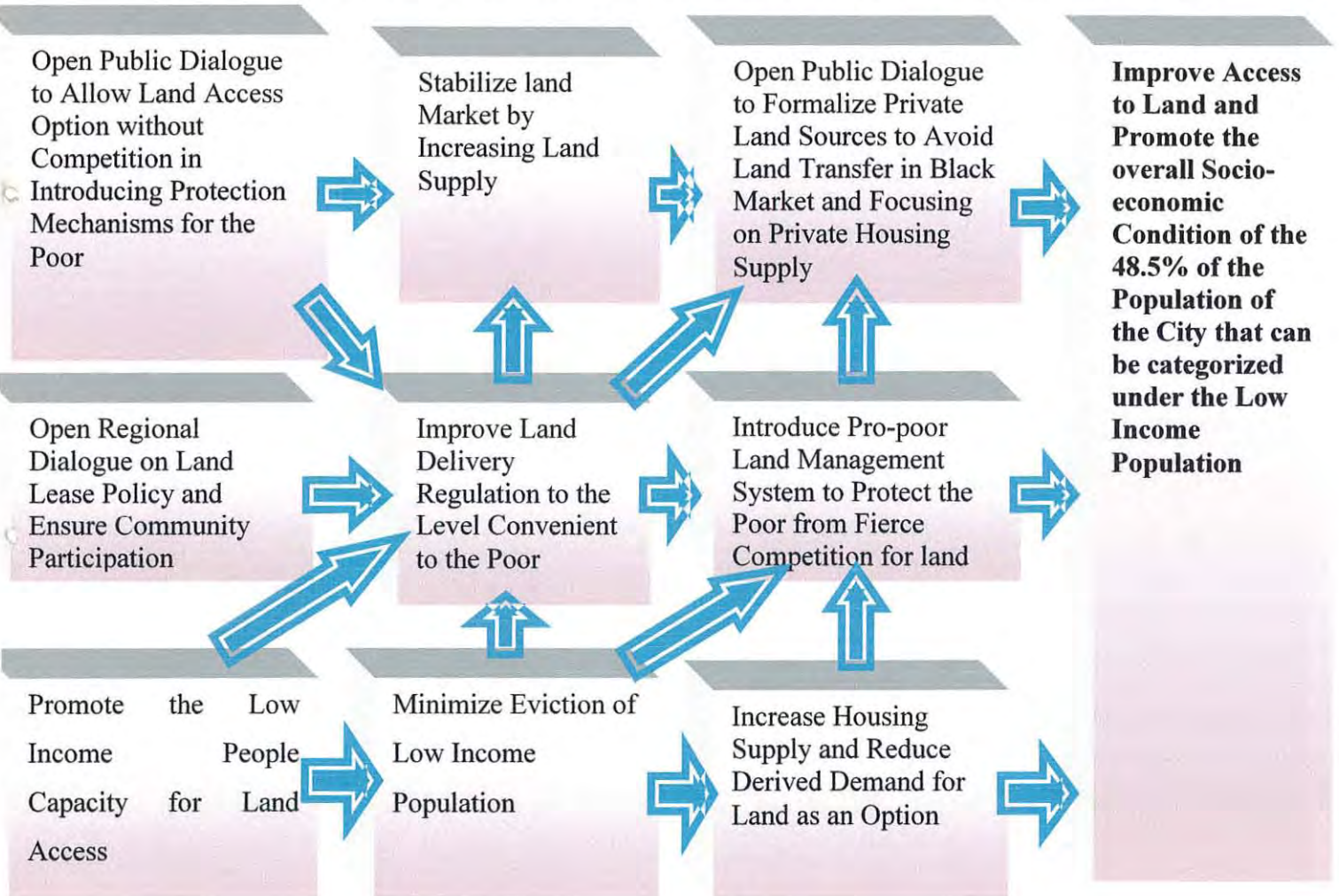
5.2.8 The Need for Regulation Instruments to Address the Low Income Population without Significantly Affecting the Land Policy at National Level

To conclude, the challenge in addressing the problem of the LIP is associated with the policy mechanisms in protecting the poor segments of the population, who have no coping capacity. The study indicated two major problems as pertain to land access for the LIP. One is the problems related to land administration and management while the other is associated with land regulation matters. There was lack of pro-poor land administration and management system and regulation instruments to protect the low income category of the population by introducing appropriate and affordable land delivery modalities in line with the current social and economic situations of the residents. Land regulations designed for the middle and high income population is not feasible to address the problem of the poor. Therefore,

- opening wide public dialogue among the stakeholders to **design land regulation mechanisms and adopting pro-poor land management system to the level convenient to the poor in access to land**, without significantly affecting the land policy at national level is recommended.

The following is diagrammatic presentation of the summary of the recommendations.

Diagram 2: Diagrammatic Presentation of the Summary of the Research Recommendations



References

- Addis Ababa Master Plan Institute, 2011: Map of Addis Ababa, Addis Ababa Master Plan Institute Documentation Center, Addis Ababa, Ethiopia.
- Baken, R.J. & J.J.van der Linden, 1992: Land Delivery for Low Income Groups in Third World Cities, Avebury, Ashgate Publishing Limited, Gower House, England
- Belachew Yirsaw, 2010: Ethiopia, Urban Land Lease Policy of Ethiopia: Case Study on Addis Ababa and Lease Towns of the Amhara National Regional State, Institute of Land Administration, Bahir Dar University, Bahir Dar, Amhara, Ethiopia, Email: Belachew02@yahoo.com
- Bioye Tajudeen Aluko and Abdul – Rasheed Amidu, 2006: Urban Low Income Settlements, Land Deregulation and Sustainable Development in Nigeria, Department of Estate Management, Obafemi Awolowo University, Ile – Ife, Osun State, Nigeria
- City Government of Addis Ababa, Land Administration and Construction Permit Authority, Revised Land Tenure and Administration Guideline No. 3/2011, Addis Ababa, Ethiopia.
- City Government of Addis Ababa: Land Lease Regulation of Addis Ababa No.29/2010, Feb, 2010, Addis Ababa, Ethiopia
- City Government of Addis Ababa and Mathewos Consult, 2010: Evaluation of the Addis Ababa Master Plan (2001-2010), Addis Ababa, Ethiopia
- City Administration of Addis Ababa: Housing Development Project Office, Housing Transfer Sub-process, Addis Ababa, Ethiopia.
- City Administration of Addis Ababa: Housing Cooperatives Organization Office, Addis Ababa, Ethiopia
- Curran, R.T and Sebawit Genet, 2007: Supplying Central City Housing for all Income Groups in Addis Ababa, Addis Ababa: Unpublished Material.
- Desalegn Rahemato, 1991, Land Tenure and Land Policy in Ethiopia: Proceedings of the Second Workshop on the Land Tenure Project, Edited by Desalegn Rahemato, Land Tenure Project, Institute of Development Research, Addis Ababa University, Ethiopia.
- Ethiopian Institute of Architecture, Building Construction and City Development (EiABC), AAU, 2010: Report on Building Height Regulation Updating Study for Addis Ababa, Contextual Survey: Infrastructure and Land Use, Dec. 2010, Addis Ababa, Ethiopia.
- The Federal Democratic Republic of Ethiopia, Central Statistical Agency, 2007: Statistical Table for 2007 Population and Housing Census of Ethiopia, Addis Ababa Region, Central Statistical Agency, Addis Ababa, Ethiopia

- The Federal Democratic Republic of Ethiopia: Proclamation No. 272/2002 of Land Lease Holding, House of Representatives, Addis Ababa Ethiopia
- Gondo, Tenday, 2008: Ethiopia's Urban Land Delivery System and the Poverty Challenge: Issues, Challenges and Prognosis, *Local Governance & Development Journal* Volume 2 Number 2, December 2008, Copyright ©Municipal Development Partnership for Eastern & Southern Africa
- Klaus, Deininger, 2004: Land Policies for Growth and Poverty Reduction: Key Issues and Challenges Ahead, UN, FIG, PC IDEA Inter-regional Special Forum on the Building of Land Information Policies in the Americas, Aguascalientes, Mexico, 26-27 October 2004
- Lafto Low Income Housing Improvement Program, Final Evaluation Report, 2001, Community Habitat Finance, Project No ETH/89/007, Prepared for UN Capital Development Fund and the Government of Ethiopia, May, 2001
- Lusugga, J.M., Kironde, 1995: Access to land by the Urban Poor in Tanzania: some findings from Dar es Salaam, *Environment and Urbanization*, Vol. 7, No. 1, Tanzania, Dar es Salaam.
- Mesfin Yilma, 2008: Residential Land Supply System For Housing Cooperatives in Urban Ethiopia: The Case of Addis Ababa, AAU
- Mooya, Many M. and Chris E. Cloete, 2008: Land Tenure and Urban Poverty Alleviation: Theory, Evidence and New Directions, FIG Working Week, Stockholm, Sweden 14-19 June 2008
- Nega Woldegebreal, 2005: Who Are Benefiting? The Urban Land Lease Policy, Case Study of Addis Ababa, Ethiopia.
- Nifas Silk Lafto Sub-city Administration, City Manager's Offices of 12 Woredas, 2011, Addis Ababa, Ethiopia.
- Nifas Silk Lafto Subcity Land Administration and Construction Permit Office, 2011: Land Lease Data Base, Addis Ababa, Ethiopia
- Nifas Silk Lafto Subcity Administration Housing Cooperatives Organization Office: Addis Ababa, Ethiopia
- Office for Addis Ababa Master Plan Revision, 2002: Addis Ababa Development Plan (2001-2010), The Revised Master Plan of Addis Ababa, Executive Summary Report, First Draft, Office of the Revision of Addis Ababa Master Plan, Addis Ababa, Ethiopia.
- Peter Nientied and Jan Van der Linden, _____, *Housing the Urban Masses*
- Ogedengbe, P.S. 2004: Formulating A Good Urban Land Policy for Nigeria, A.N.I.V.X., RSV, Department of Estate Management, Obafemi Awolowo University, Ile-Ife, Nigeria, *Email: ogepeter@yahoo.com*

Payne, Geoffrey, 2000: Urban Land Tenure Policy Options: Titles or Rights? Paper presented at the World Bank Urban Forum, Westfield Marriott, Virginia, USA, Geoffrey Payne and Associates, Email: gkpayne@compuserve.com

Region 14 Administration Urban Land Lease Holding Regulation No.2/1994, Addis Negarit Gazeta, 2nd year, No.9, 27th April, 1994, Addis Ababa, Ethiopia.

Region 14 Administration Urban Land Lease Holding Regulation No.3/1994, Addis Negarit Gazeta, 2nd year, No.1, 3rd November, 1994, Addis Ababa, Ethiopia.

Tesfaway Dessie: Nifas Silk Lafto Sub-city Land Administration and Construction Permit Office Representative, Informal discussion held on Dec. 14, 2010, to design the Study, Addis Ababa, Ethiopia.

SILAYO, Eugene H., 2009: Urban Land Policies for the Poor in East and Southern Africa, Ardhi University, Tanzania

United Nations Economic and Social Commission for Asia and the Pacific (UN ESCAP), Human Settlements, (): Urban Land Policies for Uninitiated, webmaster@unescap.org

UN Habitat, 2003: Hand Book of Best Practices, Security of Tenure and Access to Land, Implementation of Habitat Agenda, United Nations Human Settlements Program, Shelter and Tenure Section; shelter Branch, Kenya, Nairobi, HS/588/99E.

UN Habitat, 2007, United Nations Human Settlements Programme: Situation Analysis of Informal Settlements In Addis Ababa: Cities without Slums Sub -Regional Programme for Eastern and Southern Africa, Addis Ababa Slum Upgrading Program, Kenya, Nairobi, Web: www.unhabitat.org

UN-Habitat, 2004: Improving Tenure Policy, United Nations Human Settlements Programme, Nairobi, Kenya, Web: www.unhabitat.org

Yewoineshet Meazah Haregewoin, 2007: Integrated Housing Development Programs for Urban Poverty Alleviation and Sustainable Urbanization, The Case of Addis Ababa, Institute for Housing and Urban Development Studies (IHS), Rotterdam, The Netherlands, E-mail: veinillam@yahoo.com

Yirgalem Mahiteme, 2009, Manipulating Ambiguous Rules: Informal Actors in Urban Land Management, a Case Study in Kolfe-Keranio Sub-city Administration, Addis Ababa, Ethiopia

Key Informants

Bekele Gebre, Land Delivery Sub-process Coordinator, Land Administration and Construction Permit Authority, Addis Ababa City Administration, Addis Ababa, Ethiopia.

Kasim Fite, General Manager, Land Administration and Construction Permit Authority of Addis Ababa City Administration, Addis Ababa, Ethiopia.

Yirgalem Berhane, Deputy General Manger, Land Administration and Construction Permit Authority, Addis Ababa City Administration, Addis Ababa, Ethiopia

Yitberek G/Medehin, Construction Permit and Follow up Sub-process Coordinator, Land Administration and Construction Permit Authority, Addis Ababa City Administration, Addis Ababa, Ethiopia

Questionnaire

Abiy Zeleke, Housing Development Study Officer, Addis Ababa Housing Development Project Office, Addis Ababa, Ethiopia

Beniyam Tekele, Housing Development Study Officer, Addis Ababa Housing Development Project Office, Addis Ababa, Ethiopia

Demise Workneh, Land Delivery Officer, Nifas Silk Lafto Sub-city Administration, Addis Ababa, Ethiopia.

Mulugeta Adera, Land Delivery Sub-process Coordinator, Nifas Silk Lafto Sub-city Administration, Addis Ababa, Ethiopia

Tefera Eshetu, Planning and Budgeting Expert, Addis Ababa Housing Development Project Office, Addis Ababa, Ethiopia.

Focus Group Discussion (Informal Settlers at Dertu Area, Lebu)

Aboneh Sermolo, Informal Settler, Lebu Dertu Area, Woreda 01, Nifas Silk Lafto Subcity Administration, Addis Ababa, Ethiopia.

Alemineh Minalu, Informal Settler, Lebu Dertu Area, Woreda 01, Nifas Silk Lafto Subcity Administration, Addis Ababa, Ethiopia.

Damise Maru, Informal Settler, Lebu Dertu Area, Woreda 01, Nifas Silk Lafto Subcity Administration, Addis Ababa, Ethiopia.

Habitamu Chalichisa, Informal Settler, Lebu Dertu Area, Woreda 01, Nifas Silk Lafto Subcity Administration, Addis Ababa, Ethiopia.

Melese Birasew, Informal Settler, Lebu Dertu Area, Woreda 01, Nifas Silk Lafto Subcity Administration, Addis Ababa, Ethiopia.

Muluye Mahari, Informal Settler and Organizer of Informal Settler, Lebu Dertu Area Woreda 01, Nifas Silk Lafto Subcity Administration, Addis Ababa, Ethiopia.

Nuri Mahammed, Informal Settler, Lebu Dertu Area Woreda 01, Nifas Silk Lafto Subcity Administration, Addis Ababa, Ethiopia.

Shiferaw Tadesse, Informal Settler, Lebu Dertu Area, Woreda 01, Nifas Silk Lafto Subcity Administration, Addis Ababa, Ethiopia.

Tesfaye Cheru, Informal Settler, Lebu Dertu Area, Woreda 01, Nifas Silk Lafto Subcity Administration, Addis Ababa, Ethiopia.

Interview

Kene'a Dirirsa, Deputy Manager and Housing Transfer Process Owner, Addis Ababa Housing Development Project Office, April, 2011, Addis Ababa, Ethiopia.

Mahamadkiyar Kasim, Manager, Woreda 01 of Nifas Silk Lafto Subcity Administration, May, 2011, Addis Ababa, Ethiopia.

Teshome Woldeyoannes, Chief Executive Officer, Woreda 01, Nifas Silk Lafto Subcity Administration, March, 2011, Addis Ababa, Ethiopia.

Attachments

Questionnaire for the Study of Urban Land Policy and Access to Land for Low Income People in Nifas Silk Lafto Sub-city Administration: Problems and Way forward

Questionnaire for Rental House Residents

1. Name and Address of the Respondent

Name _____

Woreda

Specific area

House number

2. Sex

a) Male

b) Female

3. Age

a) 18-29

b) 30-45

c) Above 45

4. Marital status

a) Married

b) Single

c) Divorced

d) Widowed

5. If married, family size

a) 2

b) 3

c) 4

d) 5

e) Above 5

6. Occupation

a) day laborer

b) government employee

- c) Street vendor ('gulit')
- d) Unemployed
- e) Farmer
- f) Businessman
- g) Others , specify _____

7. Origin of the respondent

- a) Rural
- b) Urban

8. Type of previous residence

- a) Kebele rental house
- b) Private rental house
- c) Agency for Rental Houses
- d) Homeless
- e) Others, specify

9. Number of years lived as renter, homeless or others

- a) Below one year
- b) 1-2 years
- c) 3-5 years
- d) Above 5 years

10. Do you have urban land?

- a) Yes
- b) No

11. Did you apply to get land?

- a) Yes
- b) No

12. If the answer for question 11 is yes, what was the result?

- a) I am on the waiting list to get land
- b) It is already confirmed that I cannot get land
- c) They offered me land
- d) Others, specify _____

13. If the answer for question number 11 is no, why you didn't apply?

- a) I have no confidence I can get land, it is waste of time
- b) I have no money to build house
- c) They do not accept application
- d) I prefer to live in rental house
- e) Others Specify _____

14. Have you ever tried to be organized in housing cooperatives to construct house in a formal way?

- a) Yes
- b) No

15. If the answer for question no. 14 is yes, what was the reason for your unsuccessful result?

- a) Unable to deposit advance payment of Birr 8,000 in closed account
- b) Unable to go through bureaucratic procedures
- c) Unable to get land after successful housing cooperative organization
- d) I had no opportunity to be organized under housing cooperative
- e) Others, specify _____

16. Income per month in Birr

- a) below 345
- b) 346_450
- c) 451_550
- d) 551_650
- e) Above 651

17. Why did you prefer to live as a renter?

- a) Unable to construct own house due to economic reason
- b) Unable to access land due land scarcity
- c) I found rental house cheaper than construction
- d) Others, specify _____

18. Why you did not get condominium house?

- a) Not registered
- b) I have no information about it
- c) Expecting the lottery after registration

d) Unable to deposit 20% advance payment

e) Others specify _____

19. What is the rental price of your current residential house?

a) Below Birr 50

b) Birr 51-100

c) Birr 101-250

d) Birr 251-400

e) Birr 401-550

f) Above Birr 551

20. Do you know about land lease policy?

a) Yes

b) No

21. If the answer for question no. 20 is yes, have you ever been invited to discuss on the land lease policy by your respective kebele or any other body?

a) Yes

b) No

22. What do you think the problem in land lease policy?

a) Competition for land is unbeatable for the poor

b) Land supply for lease is low

c) No opportunity is there for the poor to compete

d) House construction standard in lease is too high to construct

e) Others specify _____

23. What is your comment on land lease policy of the Region?

a) Avoid auction

b) Introduce land supply system for the poor at separate area with affordable land price

c) Increase land supply to reduce land price in auction

d) Avoid advance deposit in closed account

e) Others, specify _____

24. What do you like the government to do for you to construct your own house?

a) Organize in housing cooperative and supply land timely

b) Getting housing credit and construct own house in cooperatives

c) Supply condominium house

d) Compete in land lease auction

e) Supply land at separate place with affordable price for the low income population

f) Others specify _____

25. Do you think you will have an opportunity to get land in the future through the current land policy?

a) Yes

b) No

Why? _____

Questionnaire for the Study of Urban Land Policy and Access to Land for Low Income People in Nifas Silk Lafto Sub-city Administration: Problems and Ways forward

Questionnaire for Housing Cooperatives Members

2. Address of the Respondent

Woreda

Specific area

House number

2. Sex

a) Male

b) Female

3. Age

a) 18-29

b) 30-39

c) Above 45

4. Marital status

a) Married

b) Single

c) Divorced

d) Widowed

5. If married, family size

a) 2

b) 3

c) 4

d) 5

e) Above 5

6. Occupation

h) day laborer

i) government employee

j) Street vendor ('gulit')

k) Businessman

- l) Unemployed
- m) Farmer
- n) Others specify _____

7. Type of previous residence

- a) Kebele rental house
- b) Private rental house
- c) Agency for Rental Houses
- d) Home less
- e) Others specify _____

8. Is there any challenge to get land through housing cooperative?

- a) Yes
- b) No

9. If the answer for question number 8 is yes, what was the problem?

- a) Organizing housing cooperative
- b) Scarcity of land
- c) Unable to get land due to inefficient service delivery
- d) Corruption
- e) Others, specify _____

10. How long did it you take to get land for housing construction?

- a) below one year
- b) 1-2 year
- c) 2-3 year
- d) 3-4 year
- e) 4-5 year
- f) Above 5 year

11. Income of the housing cooperative member per month in Birr

- f) below 345
- g) 346_500
- h) 501_650
- i) 651_750
- j) 751-900

k) Above 900

12. What was the total expenditure you paid to the Municipality to get land?

a) Below Birr 1000

b) 1001-2000 Birr

c) 2001_3000

d) 3001-4000

e) Above 4001

13. What is your annual land rent paid to the municipality?

a) Below 1000

b) 1001-2000

c) 2001-3000

d) 3001-4000

e) Above 4000

14. Do you afford to pay the initial advance payment and annual land rent?

a) Yes

b) No

15. How did you get the land?

a) On rental base

b) On lease base

16. Do you know about land lease policy?

a) Yes

b) No

17. If the answer for question no. 16 is yes, have you ever been invited to discuss on the concept of land lease policy by your respective kebele or any other administrative body?

a) Yes

b) No

18. What do you understand about the problem in land lease policy?

a) Competition for land is unbeatable for the poor

b) Land supply for lease is low

c) No opportunity is there for the poor to compete

d) House construction standard in lease is too high to construct

e) Others, specify _____

19. What is your comment on land lease policy of the Region?

a) Avoid auction

b) Introduce land supply system for the poor at separate area with affordable land price

c) Increase land supply to reduce land price in auction

d) Avoid advance deposit in closed account

e) Others specify _____

20. What do you think the government has to do to improve land access for the low income population?

a) Supply serviced land free of charge at separate area enclosed for the poor and allow the use of available local material for construction without construction standard obligation

b) Construct condominium house and transfer it at low price

c) Construct low cost house and provide on rental bases

d) Regularize informal settlement

e) Others, specify _____

Questionnaire for the Study of Urban Land Policy and Access to Land for Low Income People in Nifas Silk Lafto Sub-city Administration: Problems and Ways forward

Questionnaire for Informal Settlers

1. Address of the Respondent

Respondent's Code No.

Woreda

Specific area

House number if any

2. Sex

a) Male

b) Female

3. Age

a) 18-29

b) 30-45

c) Above 45

4. Marital status

a) Married

b) Single

c) Divorced

d) Widowed

5. If married, family size

a) 2

b) 3

c) 4

d) 5

e) Above 5

6. Occupation

o) day laborer

p) government employee

q) Street vendor ('gulit')

r) Unemployed

- s) Farmer
- t) Others specify _____

7. Origin of the respondent

- a) Rural
- b) Urban

8. Type of previous residence

- a) Kebele rental house
- b) Private rental house
- c) Agency for Rental Houses
- d) Home less
- e) Others specify _____

9. Number of years lived as squatter/informal settler

- a) Below one year
- b) 1-2 years
- c) 3-5 years
- d) Above 5 years

10. Income per month in Birr

- l) below 345
- m) 346_450
- n) 451_550
- o) 551_650
- p) Above 651

11. Why did you prefer to live as an informal settler?

- a) Unable to build legal house due to economic reason
- b) Unable to construct own house due to the difficulty to access land
- c) I found land price is cheaper here
- d) To get closer to family, relatives, friends, etc
- e) Other reasons, specify _____

12. How did you get this land?

- a) Inherited from relatives
- b) Purchased from farmers

- c) Purchased from informal occupants
- d) I own it
- e) I occupied it
- f) Others, Please specify _____

13. If it is through purchase, how much did you buy the land per m²?

- a) Below 50 birr
- b) Birr 51-100
- c) Birr 101-200
- d) Birr 201-300
- e) Above 300

14. Do you know about land lease policy?

- a) Yes
- b) No

15. If the answer for question no. 14 is yes, have you ever been invited to discuss on land lease policy by your respective kebele or any other administrative body?

- a) Yes
- b) No

16. What do you understand about the problem in land lease policy?

- a) Competition for land is unbeatable for the poor
- b) Land supply for lease is low
- c) No opportunity is there for the poor to compete
- d) House construction standard in lease is too high to construct
- e) Others, specify _____

17. Have you ever tried to be organized in housing cooperatives to construct house in a formal way before coming to this place?

- a) Yes
- b) No

18. If the answer for question no. 17 is no, what was the reason for your unsuccessful result and end up in informal settlement?

- a) The requirement in depositing 20% in closed account
- b) Unable to go through bureaucratic procedures

- c) Unable to get land after successful housing cooperative organization
- d) I had no opportunity to be organized under housing cooperative
- e) Others specify _____

19. What makes you worry in this informal settlement now?

- a) Tenure security and regularization
- b) Fear of bulldozing
- c) Infrastructure services (water, road, electric power, telephone, etc)
- d) Employment and income generation
- e) Others specify _____

20. What is your comment on land policy of the Region?

- a) Avoid auction
- b) Introduce land supply system for the poor at separate area with affordable land price
- c) Increase land supply to reduce land price in auction
- d) Avoid advance deposit in closed account for lottery system of land acquisition
- e) Others specify _____

21. Do you think you will have an opportunity to get land in the future with through the current land lease policy?

- a) Yes
- b) No

22. What do you think the government has to do to improve land access for the poor/low income population?

- a) Supply serviced land free of charge at separate area enclosed for the poor and allow the use of available local material for construction without construction standard obligation
- b) Construct condominium house and transfer it at low price
- c) Construct low cost house and provide on rental bases
- d) Regularize informal settlement
- e) Others, specify _____

23. Why you are unable to get condominium house?

- a) Not registered
- b) I do not know about it
- c) Expecting the lottery after registration

d) Unable to deposit 20% deposit

e) Others, specify _____

24. Why you are unable to get land through lottery in housing cooperatives?

a) Not registered

b) I do not know about it

c) I am on waiting list after being organized in housing cooperatives

d) There was no opportunity to be organized in housing cooperatives

e) Others, specify _____

25. What do you like the government to do for you in this informal settlement?

g) bulldoze the informal settlement

h) Partially bulldoze and regularize as per the plan of the city and supply infrastructure

i) Supply land in other area

j) Regularize and upgrade the existing settlement

k) Others, specify _____

Questionnaire for the Study of Urban Land Policy and Access to Land for Low Income People in Nifas Silk Lafto Sub-city Administration: Problems and Ways forward

Questionnaire for Government Policy Making Officials

Name _____
Organization _____
Position _____

This study is designed to look in to the land lease policy challenges with the objective of coming up with ideas relevant to academic purposes and possible policy outcomes. It is believed that these questions will initiate policy ideas as the researcher has carefully gone through the existing regulation of Addis Ababa City Administration. Please write your opinion on the space provided next to each questions!! It is possible to use Amharic language to answer the questions, if necessary.

Thanks a lot for your time and contribution to this research.

1. What are the policy provisions to address the low income population in shelter construction in land lease policy?

2. What is the policy of Addis Ababa City Administration concerning informal settlements?

3. Do you think Housing Cooperative formation is feasible to address the problem of low income population? If not what improvements do you suggest?

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

16. What is the future plan to improve land lease policy? Is there any new direction in the five year Growth and Transformation Plan (GTP)?

Thanks a lot!

Questionnaire for the Study of Urban Land Policy and Access to Land for Low Income People in Nifas Silk Lafto Sub-city Administration: Problems and Ways forward

Topics for Focus Group Discussion with Residents in Informal Settlements, Kebele and private rental houses

1. The reason why informal settlers, the residents of kebele and private rental house residents are unable to construct their own house
2. What they know about land lease policy in improving access to land for the poor
3. Why the informal settlers tend choose informal settlement instead of legal way of housing construction: Scarcity of land, inconvenience of land lease policy, land supply system inefficiency, economic problems of the residents and others
4. Views of the residents on the efficiency of land delivery system in the sub-city
5. The opportunity to be organized in housing cooperatives and acquire land for house construction
6. The existing opportunity to buy condominium houses
7. The existing hope to access land in the future

Questionnaire for the Study of Urban Land Policy and Access to Land for Low Income People in Nifas Silk Lafto Sub-city Administration: Problems and Ways forward

Topics for Focus Group Discussion with Government Officials

1. The Nature of Land Policy in Addis Ababa
2. Major land lease policy areas in addressing the poor, if there are specific programmes to remedy problems of landlessness and inequitable land access for the poor
3. The policy of the city as related to informal settlements and the regularization process
4. How the land acquisition systems(auction, allocation, lottery and award) work for the poor
5. Eviction of the poor for development reason and the relocation process, the question of tenure security
6. How housing cooperatives and condominium housing construction address the shelter problem of the low income population
7. The problem of targeting the higher and middle income group in real estate development
8. Inefficiencies in land delivery systems and the bureaucratic bottlenecks
9. Accessibility of land administration system to all
10. How land administration is safeguarded against corruption and rent seeking
11. How open public debate to improve the effectiveness of land policy within the wider governance framework takes place
12. The challenges faced in land lease policy implementation and the prospects seen in the process
13. Future direction of land lease policy of the region in Growth and Transformation Plan, particularly to address the problem of low income population

Questionnaire for the Study of Urban Land Policy and Access to Land for Low Income People in Nifas Silk Lafto Sub-city Administration: Problems and Ways forward

Questionnaire for Government Policy Making Officials

Name _____

Organization _____

Position _____

Please write your opinion on the space provided below each questions!! You can use Amharic language to answer the questions, if necessary.

Thanks a lot for your time and contribution to this research.

1. Do you think the construction of condominium houses is addressing the shelter problem of the low income population? How? Please reason out your answer by putting practical figures of the low income population served by condominium houses to the total population served _____

2. The price for condominium housing is increasing from time to time and it is unaffordable for the poor/low income population. What would be the alternative to improve the access to condominium houses for the low income population?

3. What were the challenges in addressing the shelter problem of the low income population using condominium houses? _____

4. The supply and demand for condominium house is highly unbalanced. The demand outstrips supply. Is there any justification for this? Do you have any plan to narrow the gap? _____

5. Is there any improvement planned in the coming five years Growth and Transformation Plan (GTP) to make the condominium house price affordable to the low income population? What are the planned improvements? _____

DECLARATION

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



Obsa Bedaso Beriso
June, 2011
Addis Ababa

This thesis is submitted for examination with my approval as an Advisor of the Candidate.

Prof. Tegegne G/Egziabher
June, 2011
Addis Ababa