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# **Challenges of Urban Plan Implementation in Oromia Region: The case of Sebeta town**

## **Three Kebeles in Focus**

**By**

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**The Regional and Local Development Studies**

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This is to certify that the thesis prepared by Benti Fura Kitie, entitled: Challenges of Urban Plan Implementations in Oromia region, the Case of Sebeta Town: thesis submitted in partial fulfillment of the requirements for the degree of Degree of Master of Arts (Urban Development and Management) complies with the regulations of the university and meets the accepted standards with respect to originality and quality.

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## **Abstract**

Sebeta town has got a structure plan in 2007. The prepared plan was intended to guide and fasten the economic development of the town for 10 years, 2017. However, the prepared structure plan has a multifaceted problem. There are complaints from various stakeholders that there is poor structure plan implementation in the town. As a result, the land resource of the town was extravagantly utilized and exposed for wastage by the technical staff, administrators and brokers. Furthermore, the plan was subjected to modification before its planning period. Hence, the above mentioned problems have prompted the researcher to make research on this topic.

The general objective of this study is therefore to examine the major problems associated with the implementation of the Sebeta structure plan and to identify the factors that affect the proper implementation of the plan with particular emphasis to its technical aspects. Accordingly, to look into the issue deeply, the study used descriptive and exploratory research design and qualitative research approach.

The finding of the study revealed that the structure plan was not properly implemented and lacked plan evaluation, monitoring. Hence, one can easily see irregular and irrational development as well as incompatible land uses in the town. The cause for the poor plan implementation was emanated from both the plan preparation and its implementation. Therefore, although the municipality has taken some measures to alleviate the poor plan implementation, it could not consider as enough action.

Up on the findings the researcher has forwarded the following recommendations: preparing implementation guidelines, providing capacity building and performing periodic monitoring and evaluation, preparing action area plan, and implementation phase and etc.

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## **Acronyms**

ADLI: Agriculture Development Led Industrialization  
BPR: Business processing re-engineering  
BSC: Business Scored Card  
BWUDO: Bureau of Works and Urban Development of Oromia  
CSA: Central Statistical Authority  
EMA: Ethiopia Mapping Agency  
ENSA: Ethiopia National Security Agency  
FGDs: Focus Group Discussions  
FUPco: Federal Urban planning coordinating office  
FUPI: Federal Urban Planning Institute  
GIS: Geographic Information System  
GPS: Global Position System  
GTZ: German Technical cooperation  
IDP: Integrated Development Plan  
KII: Key informant interview  
LDP: Local Development Plan  
LEPO: Land and environmental protection office  
MUDC: Ministry of urban Development and Construction  
MWUD: Ministry of Works and Urban Development  
NGOs: Non Governmental Organizations  
NUPI: National Urban Planning Institute  
ORAAMP: Office of the Revision of Addis Ababa Master Plan  
OUPI: Oromia Urban Planning Institute  
RGC: Rural Gross Center  
RUPI: Regional Urban Planning Institute

## **Definition of Key Terms Used**

**Kebele** Urban dwellers association the smallest local administration unit

**Norm** is an accepted standard in the urban plan preparation and implementation.

**Plan Evaluation** A method of assessing the financial, social and environmental implication of plans and the level of achievement of the goals established during the preparation of the plan.

**Plan implementation** The systematic method of transforming plans into practical actions

**Plan Violation** Implementing the urban plan without considering the proposed land use

**Planning Process** A step by step activities undertaken in the preparation of urban plan by plan making body.

**Principles** A set of spatial rules, planning law or regulations etc which should be applied in the settlement making process.

**Standard** The required or agreed level of quality and quantity for usually when thinking of as being correct and written into law.

**Structure Plan** A long-term regional, physical, environmental, socioeconomic, spatial and urban management vision and statutory tool for urban development.

**Urban Plan** All plan types used to guide the development of an urban area.

**Urban planning** is the art of shaping the physical environment of urban areas to meet various needs of the dwellers.

## CHAPTER ONE

### 1. Introduction

#### 1.1 Background of the Study

Urban planning is a mechanism of shaping and guiding the physical growth of the town by creating building environment to meet the various needs. Urban planning plays a vital role to ensure the growth and development of urban centers to make cities and towns competitive centers of integrated and sustainable development that are sufficiently responsive to the needs of their inhabitants.

It was previously named as city planning and an important epoch in the history of city planning was the growth of towns and cities owing to industrial revolution. The growth had brought so many constraints to towns and cities, which has produced all sorts of evils such as overcrowding, congestion, environmental pollution and so forth. This has resulted in the paradigm shift of the urban planning called comprehensive planning (Desta, 2011).

Moreover, under the influence of colonial powers, master planning approach was exported to the developing countries. However, since it is often excessively rigid, it has some challenges and brought innovative strategic planning to respond to the problem of urban areas. The master planning approach has introduced new elements, which was the increasing role of civic society and the private sector in plan preparation and implementation (NUPI, 2003).

As far as the history of urban planning in Ethiopia /Oromia is concerned, although the urbanization process has a very longer history, urban planning practice in the country is at low stage of development. The first urban planning practice which was traditional in nature is known to be started in Addis Ababa by Empress Taitu, around the present palace to guide the early urban settlement. This plan was named as organic planning (Habtamu L, 2010).

Concerning the modern type of urban planning, it was done for Addis Ababa during the Italian period. From the beginning, urban planning in Ethiopia has its own problems. The Italians used the plan as a means of segregation of settlement area for the white and indigenous people. Accordingly, the Italians shifted the city centre from *Piassa* to National theatre. Meanwhile, introduction and application of urban planning service in Ethiopia has a record of relatively brief history in the 1960s and since then the service has been provided in a fragmented and uncontrolled manner.

On the other hand, in Ethiopia, urban planning got little attention from the government and was not supported by legal background until the establishment of National Urban Planning Institute (NUPI) in 1987 by proc No. 315/1987. Following this proclamation, other proclamations were published. Despite the different proclamations, urban plan preparation and implementation process has been affected by the frequent change of the government of the country.

Studies in urban planning and implementation practices in Ethiopia indicated that most of the urban centers have faced difficulty in implementing what is proposed on the spatial plan.

## **1.2 Statement of the Problem and Research Questions**

Urban plan is the key development means and is an indispensable for better urban life. It promotes planned development through allocation of plots for various land uses functions in an orderly and rational manner. This helps to ensure efficient utilization of scarce land resource. Because allocation of plots for various land use function is one of the ultimate goals of urban plan preparation and implementation.

Studies in the challenges of urban plan implementation indicated that the process of plan implementation effort in Ethiopia is observed to be at its infancy (Belachewu, 2002). However, a study conducted by Habtamu (2011) and Desta (2010) indicated that though urban plan can be viewed as positive it lacks proper implementation. The major cause of poor plan implementation in the country include lack of skills, commitment, technical and material capacity of the municipalities.

Concerning implementation efforts of urban plans in the Oromia region, most urban centers have faced difficulty in implementing the proposed land use plan. According to the implementation report of the OUPI, most of the prepared structure plan for urban centers are failed to transfer graphics into the ground. As a result, most urban plans are left aside or outdated before their implementation.

The above mentioned problems of plan implementation are also true in Sebeta town. As the main development corridor of Oromia, Sebeta is now entertaining rapid urbanization, commercial and industrial development, and population pressure while the overall town's development lacks proper guidance of urban plan in the presence of plan. Thus, there are complaints from various stakeholders that there is poor plan implementation in the town.

Moreover, the revised structure plan is currently subjected to modification and other changes before its planning period. Still there are planning activities in the town to revise the structure plan. Although the municipality of the Sebeta town has been tried taking several measures to alleviate the main obstacle for proper urban plan implementation, the problem has been continuing in the town.

Finally, all the problems mentioned above inspire the researcher to execute this study in Sebeta town to find the critical cause of the problem and its consequence on the development of the town. Therefore, the problem statement in the above paragraphs leads to quest the following research questions. These are:

- What is the current status of the structure plan implementation in the Sebeta town of Oromia region?
- What are the major problems related to the implementation of the structure plan in Sebeta town of Oromia region?
- What are the measures taken to improve the improper implementation of the structure plan in Sebeta town of Oromia region?

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

The general objective of this study is to assess the challenges of urban plan implementation in the Sebeta town of Oromia region. The specific objectives of the study are to:

- Analyze the current status of the structure plan implementation in the Sebeta town of Oromia region;
- Examine the major problems related to implementation of the structure plan in the Sebeta town of Oromia region;
- Investigate measures taken to the improper implementation of the structure plan in the Sebeta town of Oromia region.

### **1.4 Significance of the Study**

The findings of this study is hoped to fill the knowledge gap on urban plan implementation on one hand and to clearly indicate the challenges in the urban plan implementation in the Sebeta town on the other. Moreover, it can generate policy information as it is used to identify the implementation bottlenecks and as it is one of the critical problems in urban centers of the Oromia region. On top of this, the findings of the study will help the Sebeta municipality to improve the implementation of the structure plan by identifying the weakness and area of inefficiencies.

### **1.5 Scope of the Study**

The scope of the study has been geared to analyzing the major challenges responsible for the improper plan implementation of structure plan of the Sebeta town by giving much emphasis on the technical aspect of the plan.

## **1.6 Limitations of the Study**

One of the intentions of this study was to examine the challenges of the Structure Plan Implementation of the Sebeta town and the proposed land use category. However, the absence of data from the town administration on how much percent of the proposed land was implemented could be one limitation. Similarly, absence of implementation standard and guidelines also affect the study. Finally, some respondent farmers and other governmental institutions may hesitate to answer questions related to the structure plan implementation.

## **1.7 Structure of the Study**

This thesis is divided into five chapters. The first chapter is introduction which includes the background of the study, statement of the problem, objectives, research questions, delimitation, limitations and organization of the study.

The second chapter examines review of related literature that focuses on the development of urban planning, approaches of urban planning and implementation, evolution of the urban planning and implementation in Ethiopia, Oromia and the Sebeta town, legal framework of urban planning, actors involved in urban planning and implementation, and so forth.

The third chapter briefly presents description of the study area including geographical attributes demography, climate and other land features of the town. This chapter also discusses the methodology used in the study.

The fourth chapter indicates analysis and findings of the study and the final chapter explores summary, conclusion and recommendations.

## **CHAPTER TWO**

### **2. Review of Related Literatures**

#### **2.1 Introduction**

This chapter tries to give an insight review about the theoretical frameworks on those issues related to urban planning and implementation processes. To a large extent the chapter gives attention to the evolution and approaches followed in the past and the situation in the contemporary world and relate this to Ethiopia in that regard. The sub-sections of the chapter, the need for urban planning, defining urban planning and plan implementation, the evolutions as well as approaches followed in the urban planning concepts of urban plan and plan implementations Ethiopia's local practices, Oromia – as a region and Sebeta town as a case study, the legal background and institutional frameworks in the respective levels are revised and thoroughly reviewed. Finally, the study sum up by stating concluding remarks.

#### **2.2 Theoretical Framework**

Urban planning is believed to have been evolved and considered to be as old as the history of human civilization. However, the standard, development and quality of planning show a discrepancy from time to time and from place to place.

The concept of traditional urban planning originated principally from architectural and public health engineering. It was previously named as town planning and concerned with the physical development (Gallion, 1986 cited in Bekele, 2010). This means that urban planning in its traditional concept was primarily dealt with physical arrangement of city structure and land use regulations.

Concerning the evolution of modern urban planning, it is traced back to industrial revolution to respond to social, economic and environmental problems aroused due to the growth of many industrial cities in a dispersed manner. The growth of industrial cities has brought invention and development of transport which later contributed a lot for further growth of urbanization. To this end, the modern urban planning practices became popular in Europe and North America. Accordingly, a comprehensive urban planning, the general welfare of the citizens in respect to health, convenience and comfort began to apply until the 1950's (Hall, 1992).

Based on the above idea, therefore, urban planning approach is in a continuous change. As time path, many adjustments were made in the planning field as usual to the other disciplines. Some of the changes were: developing a theoretical underpinning to the study of urban physical structure, changing in the involvement of professionals involved in urban<sup>i</sup> planning, planning method, the way urban plan has respond to the rapid change. So that, we could not shy away from these changes and our approach on the extent of planning should be in line with the global situation. That is why different planning approaches have been exercising in the world (Minas H, 2002).

### **2.3 Defining Urban Planning and Plan Implementation**

Although the term urban planning and implementation have a long year of existence, there is no consensus on common definition. Many scholars have been giving various definitions for the meaning of urban planning and implementation from their perceptions and background of research areas to suit their own aims and objectives.

In this regard, G.K Hiraskar (2007 P.1), indicates

*...that town planning / urban planning is considered as an art of shaping and guiding the physical growth of the town creating building and the environments to meet the various needs and to produce healthy condition for both rich and poor to live, to work, and to play or relax, thus bringing about the social and economic well-being for the majority of mankind. It aimed to improve the physical condition of urban areas for decent habitation from the fact that a beautiful city produces a better society.*

On the other hand, Hall (1993) states

*“Planning with spatial or geographical component in which the general objective is to provide for spatial structure of activities”.*

Plan implementation is carrying out a plan through action (Bekele, 2010). It is applied after the accomplishment of urban plan and hence it is a mechanism to measure whether the prepared plan for a given urban center is exactly applied and achieved the intended goal or not. For Birke (1996), *plan implementation is the systematic method of transforming development plans into practical actions. It is the most difficult part of the planning process in both developed and developing countries.*

#### **2.4 The Need for Urban Planning**

The goal of urban planning and its effective implementation is to create urban areas which is economically vibrant, environmentally sustainable, socially viable and livable and spatially integrated and linked. In this regard, the ways government may use urban planning vary from country to country, but for achieving certain goals (Desta, 2010).

The need for urban planning varies in different time periods. For instance, in the ruins of ancient cities orderly street system and conduits for water and sewage were used to apply as major activity of urban planning. During the renaissance, cities were consciously planned to achieve circulation of the public and provide fortification for invasion. <sup>1</sup>

During the industrial revolution, urban planning was considered as a vital issue and took as an important mechanism for the negative effects of urbanization and industrialization. In recent years, urban planning was used to guide urban development activities and as a mechanism to alleviate problems in the urban areas. Hence, the main theme of the planner at that time was improving the physical condition of the towns for decent habitation for the fact that beautiful and well planned city produces productive society (Akale, 1996).

On top of this, the current planning approach has its own core values and key development principles. The key development principles of structure plan are; strategic, comprehensive and the needs for urban-rural harmony; dynamic, flexible and sustainable; participatory and equitable. This vividly shows that urban planning has been existed to serve human being long years ago.

## **2.5 Global experiences on Urban Planning and Implementation Approaches**

### **2.5.1 Experiences on Urban Planning Approaches**

Urban planning approaches that are practiced at different times in the urban centers of several countries in the world attested that, it has undergone tremendous paradigm

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<sup>1</sup>[www.answers.com/topic-city-planning](http://www.answers.com/topic-city-planning)

change in response to urbanization and related problems in the urban areas. The change occurred in the planning approach due to the technological advancement and improvement in the way of living style, the cyclical process of urban planning and the recent global trends of decentralization (Akale, 1996). Thus, the newly invented planning approach would replace the former one. However, all were invented and borrowed from developed countries and adopted in developing countries.

In the contemporary world, three major top-down planning approaches or hierarchies that are widely practiced are city-wide long term urban plan (master plan, development plan, structure plan, etc), city-wide medium term strategic/integrated development plan, and local development plan (FUPI, 2006). Therefore, urban planning is passed through several stages and complex processes from the traditional planning approach to the current structure planning and integrated development planning approach. These approaches are elaborated in the Ethiopian experience of urban planning practices.

### **2.5.2 Experience on the Challenges of Urban Plan Implementation**

Especially in the developing countries, implementation of urban plan is the toughest and more problematic stage of the urban planning process. At this stage many challenges and resistances from the community and institutions likely to emerge which greatly affect the outcome of the plan and eventually the living condition of the whole urban inhabitants. Rizwan H. and Obaidullah N. (2006) indicate the challenges of poor urban plan implementation resulted in wastage of money, time and human resources on the plan making bodies hence, really poses a challenge on the government. Therefore, although, a plan is a tool to guide and manage the growth of urban center, plan preparation by itself is nothing for urban development if there is improper implementation. Effective and full

implementation of the plan, however, would bring and support developmental activities. Besides it would create sustainable urban development which is safe for its residents.

Abdal-Majid I (1993) in his part elaborated that, there are two important difficulties in implementing master plan proposals. The first one is that the plan has not been used as a positive planning tool to try to influence private sector activity. The second one is that the municipality has limited power to carry out development or acquire land to facilitate development.

According to the data obtained from<sup>2</sup>, in many developing countries, implementation of urban development plan faces serious hindrances ranging from political to economical; from financial to institutional; and from physical to socio - cultural factors.

## **2.6 Urban Planning and Plan Implementation in Ethiopia**

### **2.6.1 Urban Planning in Ethiopia**

Concerning urban planning practice in Ethiopia, it is in infant stage but, has a very interesting background (MWUD, 2007). Urban planning is practiced for more than sixty years with different emphasis given to it by different government (Belachew, 2002). Although urban planning has been practiced for the past 60 years, its service provision is in a fragmented and uncoordinated manner; and less attention given by the government (Teka, 2004). Despite its short history, it has undergone interesting transformation from foreign dominated urban planning to that of localized but centralized practices.

The first modern urban planning practice was started during the Italian occupation of Ethiopia. A known architect and planner like La Corbusier, Patric Abercrombie, C.

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<sup>2</sup> [www.kfump.edu.sa](http://www.kfump.edu.sa)

Polony and other expatriate urban planners were participated in the preparation of urban plan for Addis Ababa until 1974. A lesson learnt from these expatriate planners is that they have prepared the plan based on the colonial context; they did without considering the local context, prepared based on their need. Consequently, there was a great disparity between the prepared and the existing situation.

The change of the government and political system in 1974 brought an immediate halt to the growth of Addis Ababa and other urban center due to the enormous policy measures taken by the new regime (which prohibited private investment and participation in urban development). Besides, due to the travel ban of rural population to their compound resulted to the slow urban growth rate and urban planning practice (ORAAMP, 2000).

Eventually, after a long period of neglect, in 1987, the establishment of NUPI (National Urban Planning Institute) has changed the statuesque of lesser attitude given for urban planning and development; and promote urban plan as a key urban development instrument and contributed a lot in managing, and regulating development activities. As a result, NUPI later renamed as (FUPI) Federal Urban Planning Institute and now (FUPCo) Federal Urban Planning Coordination Office considered as a sole urban planning institute in the country. It was the first institution that dealt exclusively with urban planning and gets recognition through government proclamation No 317/87. Its responsibilities were vested on preparing urban plan for urban centers; giving training to the main actor involved the preparation of plans and giving consultancy services in the preparation of plan.

Until the establishment of regional urban planning institute in four regions, FUPI has prepared master and development plan for more than 120 urban areas (MWUD, 2006). Of course the progress is continuing throughout the country and there is a notable increase of interest in urban plan and its use in recent years.

### **2.6.2 Urban Planning in Oromia Region**

Before the establishment of the current government, urban planning practice in Oromia is similar with the national experience and performed by NUPI. In the region NUPI has prepared master plan for four towns; namely, Asella, Adama, Negele Borena and Ziway; and development plan for 15 towns including Woliso, Fitcha, Nekemte, Jimma, Ambo, Chiro, Robe, Bishoftu, Shashemenne, Gimbi, Metu, Goba, Agaro, Dembidolo and Modjo towns (NUPI, 2002).

In the current government, urban planning issue was carried out by Bureau of Works and Urban Development of Oromia (BWUDO) in collaboration with NUPI. The office had participated in urban plan and base map preparation for towns and cities with insignificant number of professionals and surveying instruments. Later on NUPI has shifted its emphasis from preparation to the establishment of urban planning institute in four regions and capacitates them to prepare urban plan for towns and cities in their respective region.

As one of the four regions, the Regional Government of Oromia has established specialized urban planning institute called Oromia Urban Planning Institute (OUPI) under the Bureau of Works and Urban Development of Oromia (BWUDO) in 2006. The main aim to establish OUPI was to support and promote planned development of urban areas

of the region and to advise the government on urban issues. The institute was established by regulation no 67/2006 (Megeleta Oromia, 2006).

It also aimed to facilitate capacity building support to zonal and urban centers on matter pertaining to urban plan preparation and implementation. Furthermore, it aimed to facilitate a balanced urban system by way of preparing urban plans that ensure plan-led development of urban centers and make strong linkage with their rural hinterlands that serve as centre of rapid development in the region”<sup>3</sup>.

**Achievement of Urban Planning Efforts in Oromia Region:** Following the establishment of OUPI in the region, several towns have got development and structure plan. Therefore over the past few years the institute has prepared 42 structure plan and 236 development plan as well as 20 Rural Gross Center (RGC) (OUPI, 2011). These plans served as key urban development instruments and contributed a lot in managing, and regulating development activities. However, during preparation and implementation process of urban plan for urban center, significant problems identified. The problems are almost similar with the other regional states.

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<sup>3</sup> Megeleta Oromia (2006), *ibid*.

### **2.6.3 Urban planning in Sebeta Town**

Urban plan prepared for several major cities and towns of Oromia could not be fully implemented due to host of reasons and Sebeta has no exception. Being one of the fast growing town of Oromia, with population of more than 50,000 and attract huge investment, the first partial plan for the then Sebeta town, (at present kebele 01) was prepared in 1967 by the Ministry of interior. At the same time, Bureau of Works and urban Development of Oromia has prepared development plan for Wolete and Furi in 1998 EC, but not functional due to the need of the regional government to combine all satellite towns in the surrounding for administrative purpose.

Due to this reason, in 2007 the existing structure plan was prepared by OUPI expected to guide the development of this town for ten years planning period (2017). However, although, millions of budget, time and human resources have been wasted on it, the plan has been implemented without considering the structure plan.

### **2.7 Urban Planning Approaches in Ethiopia**

Different types of urban planning approaches have been practicing in Ethiopia, intended to guide developmental endeavors of the urban center. In fact all planning approaches were imported from developed countries experience and are the same in principle, but different in practice. This is because, urban planning practice in developing countries and in Ethiopia are affected by political situations. All urban planning approach be it master plan, development plan, Structure Plan, Local Development Plan (LDP), Integrated Development Plan (IDP) and so forth emphasized much on land use aspects. There are a wide variety of plans made by various planning approaches. However, the approach

differ in contexts, contents, formats, time horizons, legal status and the spatial levels that a plan intends to serve.

**Master Plan:** It is a physical/spatial planning with accompanying maps (land use and road network with 1:2000 and 1:5000 scale) and explanatory text of studies (environmental, spatial, demographic, economic and social as well as physical infrastructures) for a long term time dimension (as long as 20 years). Most urban plans in Ethiopia which was prepared for many urban centers were through the master planning approach. Therefore, most of these plans were not functional as expected and left on shelves due to the rigid nature of the plan (FUPI, 2006). The general global reality of master planning approach is also similar in Ethiopia and Oromia too.

**Development Plan:** It is a medium term plan, in which the prepared proposals are assumed to be implemented in the planning period. This type of planning approach is relatively the most efficient one, which consider each and every proposal clearly depict on the spatial plan. These plans are normally prescriptive in nature that is their contents are specified in advance. The main objective of this approach is to provide great detail to the main considerations that are embodied in the plan (Belachew, 2002).

This type of plan is prepared for towns whose population size is small and intended to guide temporary town's development until the wider plan is prepared. It used few numbers of professionals and cover a minimum scope of urban land hence; the town administration or any urban governing body can easily handled the plan and changed into implementation. The preparation has considering two things; one is land use map at a

scale of 1:2000 and the other is socio-economic report consisting of physical analysis, demographic studies, urban and hinterland economy, social and infrastructure service etc.

**Structure Plan:** Based on the document reviewed by FUPI (2006 P. 12),

*“structure plan is strongly linked with global and national plans, strategies and policies, sub-regional and regional plans on the one hand and Sectoral Development Plans, Local Development Plans and Integrated Infrastructure Plan, on the other hand. It consists of Spatial Development Plan defining the general locations and spatial frames for the physical use of major urban function. It links the urban proper with its hinterland and the region (defined study regions). It is also the spatial expression of assumed and expected economic and social developments which are results of procedures and steps defined in this paper”.*

As stated in the proclamation of 2008, structure plan is a legally binding plan widely applied in the urban center of Ethiopia. It is conceived as a long term (10 years) urban plan that frames the major development issues. However, surprisingly, the country has no uniform standards for the preparation of structure plan and the standards of the components that appear on structure plans are not uniform throughout the country. Consequently, the components that come into view on the structure plans are not uniform<sup>4</sup>.

As mention above, structure plan required other detail plans, which make ease the implementation process. These include; drainage map, constraint map, utility map, density map (building regulation map), road network map and etc. According to FUPI

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<sup>4</sup> FUPI(2006), ibid

(2006), implementation of structure plan is undertaken through detail plans for areas under intensive pressure. Its implementation approach highly needs participation of the public at large and political commitment of the local government too. This is because; public participation is the main characteristics and requirements of structure plan.

**Action Planning:** Action planning is the participatory process of development of a relatively short term plan, less detailed and problem solving approach to use available resources to meet few objectives in a defined area. It urges community participation at all levels as a key to success and using local adaptations of experiences from other contexts. In the process of implementation, action planning approach has some constraints. The first one is urban land which protected and well serve beyond the planning period may be compromised. Secondly, the level of financial capacity and managerial commitment to implement the plan proposal is another problem of this approach (Belachew, 2002).

In Ethiopia's context, action plans are mainly used as guidance for urban development until the master or development plans are prepared for the urban area. Despite its importance, it has many criticisms for its inability to respond to non spatial urban problems, lacks local inter-sector development linkage<sup>5</sup>.

**Integrated Development Planning (IDP):** It is originated from South Africa. The type of urban development planning classified under the category of performance oriented planning. On the other hand, IDP is a process through which municipalities prepare a strategic development plan for a five or ten year period. It guides and informs all

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<sup>5</sup> Belachew (2002). Ibid.

planning, budgeting, management and decision making in a municipality. During the preparation of IDP, the capacity of the municipality has taken in to consideration.

This approach is also considered as implementation oriented approach for the fact that active participation of the stakeholders during various phases of the process would eliminate the problem arises during implementation of the plan. It has five phase namely, analysis phase, strategy phase, project phase, integration phase and monitoring and evaluation phase (MWUD, 2006).

**Local Development Plan (LDP):** It is a mechanism to implement general plan in a detail proposal based on the structure plan. According to Dejene (2005), “the purpose of LDP is to indicate the details of selected areas for development based on the conditions of land use models and other relevant criteria”. Likewise NUPI (2004) indicate that “LDP is applied in selected areas based on their distinctive contribution to the towns and cities development along with the provision of regulations and urban design proposals. On top of this, FUPI (2006) further signifies that LDP is the lower level urban plan, which is prepared within the framework of structure plan used mainly on specific locality of an urban center for immediate implementation. That means LDP is an important tool for the implementation of the structure plan proposals.

The preparation of LDP in Ethiopia is therefore has a very short history and shows its minimal role in the development of urban center. At the same time, the application of LDP is limited to few urban centers. Nevertheless, as the same as that of structure plan, it also lacks systematic approach as well as standardized guidelines throughout the country. This in turn resulted in dissimilarity in the implementation process and affects the quality

of LDP. As a result most of the LDP prepared for various urban centers are either left on shelves or wrongly implemented (FUPI, 2006).

## **2.8 Challenges of Urban Plan Implementation in Ethiopia**

Before the establishment of Regional Urban Planning Institute (RUPIs) in the country, NUPI is a pioneer carried out urban plan preparation and implementation based on the request from regions. However, the major area of assist was minimal, only opening roads (NUPI, 2002). Based on the interim evaluation made by NUPI (implementing body) for 11 towns in 1997 and 1998, categorized those multifarious problems of urban plan implementation into three. These include;

**1. Plan preparation problem:** These include; problems in base map preparation, existence of physical features that are not incorporated on base map, problem of graphic representation and coding, mismatch on coding between plans prepared at different scales (1:5000, 1:2000), allocation of incompatible land use reserves adjacently, mismatch between the plan and legend, land request for unforeseen activities, land use and road proposed which do not fit to the topographic condition, expansion area oriented planning approach, producing unrealistic plans, lack of integration of institutions during urban plan preparation, lack of coordinate data attached with urban plan documents and mismatch between graphical and written dimension.

**2. Limited technical and managerial capacity:** the problem of technical and managerial capacity can be cited as the main cause for improper plan implementation in many towns and cities. These includes: lack of competent surveyors to put graphic reality on to the ground, unable to handle rural-urban conflict, implementing plans without co-ordinate

data, use of local instruments for plan implementation, excited only for a temporary land development, unable to control illegal occupation of open spaces, lack of strong managerial strength for controlling urban plans, are few to mention. The idea raised by NUPI is supported by Habtamu (2011). He vividly stressed out on the negligence of plan implementation bodies and the role of invisible hand in influencing plan implementation process. This part of society needs to implement the old plan instead of using the new one which could possibly left the new one as desk type of plan without implementation.

**3. Problems related land use change:** land use change is one of the challenges of urban plan implementation in Ethiopia. The study conducted on challenges of plan implementation in Gelan town by Habtamu (2011), clearly pointed out that the major implementation challenge is land use change. It results in land use violations as opposed to the structure plan. In principle any land uses should not be changed without the consent of the plan preparing body. Besides any land use change should be controlled by plan implementation body timely through supervision and monitoring.

### **2.9 Legal Framework of Urban Planning and Plan Implementation in Ethiopia**

Insufficient legal provisions and institutional frameworks of urban plan would be one of the problems of urban plan preparation and implementation. There was no clear legal framework before 1987, but in 1942 and 1947 under public health, one proclamation was publicized. The principal objective of this proclamation was implicitly for the issue of land use control (Demissew, 1996). The source further explained that, urban planning legislation did not exist until the promulgation of the establishment of the National Urban Planning Institute in 1987 by Proc No 317/1987.

proclamation decentralizes the power preparing their respective structure and local development plans and also for certified private consultants which is determined by law (Federal Negarit Gazeta No 16<sup>th</sup> May 2008).

In comparison with the previous government, the current government has launched a comprehensive urban development policy as one pillar of ADLI, which help urban center to be guided by urban plan and so as to fasten the development of urban areas as well as to create better linkage with rural areas. Moreover, the comprehensive policy helps urban area to realize the idea that cities and towns are engine of economic growth and offer socio-economic opportunities.

To put in a nut shell, despite the different proclamations announced, urban planning preparation and implementation process has been affected by the change of the government. This could be evident by the fact that policy change by the government based on the political view might affect the planning process of the country.

### **2.10 Legal Framework of Urban Planning and Implementation in Oromia Region**

Although the role to derive legal proclamation is vested to the federal government, the regional government can have its own proclamation within the framework of the federal government. In this regard, Bekele (2010) pointed out that in Oromia region, since 2003, urban planning and management has received better attention than ever; hence, the following legal frameworks were derived and applied;

- Urban local government, proclamation No. 65/2003
- Establishment of Oromia urban planning institution, reg. no 67/ 2006

- A proclamation to provide for the establishment of Bureaus of Oromia land and environmental protection, proc. No 147/2009.

In Oromia the role to implement urban plan was vested to the regional BWUD office. However based on the current work procedure or Business Processing Re-engineering (BPR), the power to evaluate and monitor urban plan implementation is given to OUPI. Then and onwards, although it is not sufficient the OUPI has been performing monitoring and evaluation weather the prepared urban plan is effectively implemented or violated.

### **2.11 Concluding Remarks**

In general, the reviews shed some light that traditional approach of urban planning has registered failures due to its inability to match plan objectives with resources and with the resultant failure of addressing critical needs. Regarding modern urban planning, although the science originated from developed countries, it is similar in principle in the developing countries but different in practice; because, it is threatened by political decisions than its norms and standards.

Although Ethiopia has a long history of urbanization, urban planning in the country is renowned to have few years. In the short history of urbanization, urban planning in the country has passed through several paradigms changes. However, proper urban planning in the country has not been supported by proper implementation.

In the country, town administrations have provided land for many purposes without considering of some land use matter and have given much emphasis on short-term pragmatic problem solving than long-term problem solving. In effect, effective implementation of urban plan for guiding development is minimal.

Currently, participatory planning and implementation approach has widely get acceptance. Besides, the consolidation of partnership with the private sector with relevant government institutions in urban planning and implementation is vital. Therefore, if urban planning is to offer solution to the woes of urban center in Ethiopia, it has to extend its services to ensure healthy urban development. In view of the expected urban growth in Ethiopia and concomitant problems that would primarily affect the urban poor, the role of urban planning should be geared at addressing the critical needs of the urban majority.

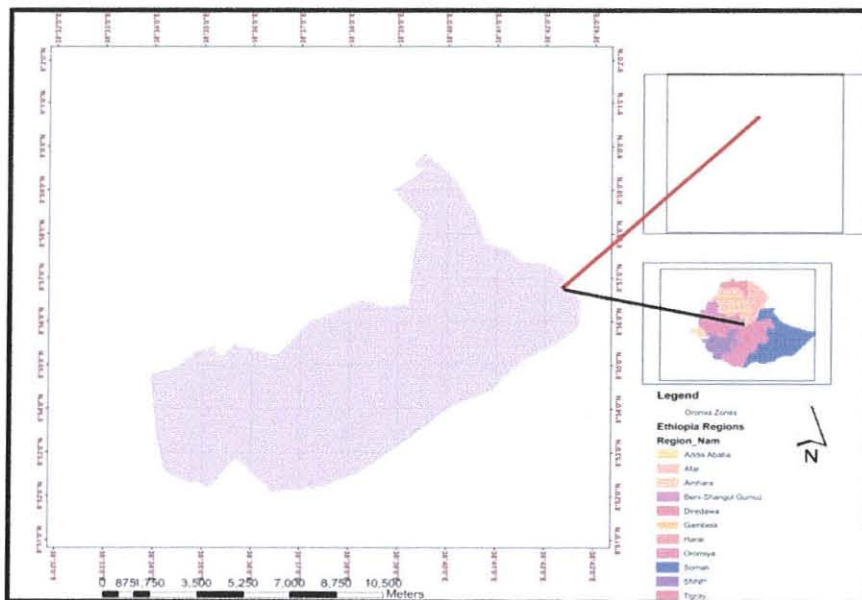
## CHAPTER THREE

### 3. Description of the Study Area and Methodology

#### 3.1 Description of the Study Area

Sebeta is the capital town of Sebeta Hawas district of Oromia Special Zone Surrounding Finfinne. The town is situated at about 24 km to the south west of Addis Ababa on the way to Jimma. The town is located within an approximate geographical coordinates of  $8^{\circ}53'38.50''\text{N}$   $8^{\circ}59'58.17''\text{N}$  latitude and  $38^{\circ}35'11.91''\text{E}$   $38^{\circ}39'33.75''\text{E}$  longitude. With regard to relative location, it shares common boundaries with Addis Ababa in the north, northeast and east, Burayu town in the north, and rural villages of Sebeta Hawas district to the north and west (OUPI, 2007). See the next figure

**Figure 1- Location Map of Sebeta Town**



Source: Own work based on Ethio-GIS, 2007

The present Sabata town consists of five major neighborhoods (Ganda) including Sabata (01) Alemgena (02) Wolete (03), Furi (04) and Dima (05). These neighborhoods were previously developed as separate towns, though the remaining four kebeles except Sebata do not have municipality of their own. However, they were highly interconnected in so many ways including Physical, administration structure and socio - economic activities.

Currently, Sebata has registered remarkable improvement in terms of industry, population, service, housing and so forth than before. This development has been achieved by using preferable government policy given for urban areas. Currently, based on the standard set for the urban areas by the region, Sebata has got the status of 1<sup>st</sup> level urban center.

The word Sebata in Afan Oromo language is a piece of cloth that women tie round their waist to keep their body titer, strong and firm. According to some oral traditions it is believed that Abba Jifar II of Jimma, on his journey to Finfinne observed the rounded path of the area and called it Sebata (OUPI, 2007).

Based on the population and housing census conducted in 1994 by Central Statistics Authority (CSA), the total population size of the town was 14,076. The population size of the town was without considering the surrounding satellite towns. However, according to the census made by CSA 2007, the total population resides in Sebata town including the satellite town and the surrounding rural villages were 49,331 of which 24,356 were male and the remaining 24,975 were female. The source further indicates that there were 12,436 households and 11,554 housing units found in the town.

### **3.2 Physical Characteristics**

Sebeta town is found in a rugged topography and full of ups and downs are characterizing the land feature of the town. Due to the nature of landscape so many streams and rivers are flowing from the hills found in the jurisdiction of the town like Wochecha, Tullu Roge and Mogle. Sebeta area has an altitudinal range of 2060 and 2670 meters above sea level. The northern part of the town is characterized by mountain ranges landform having an altitude lying between 2600-2670 m.a.s.l. However, the southern part of the town lies between 2060-2120 m.a.s.l showing that it is the lowest elevated part. The following slope analysis map also attests this fact (OUPI, 2007).

Climatically, the Sebeta town is found in the same climatic characteristics with that of Addis Ababa. Globally it is a part of tropical humid climatic region, which is characterized by warm temperature and high rainfall. The annual rainfall of the Sebeta town area lies between the Isohyets graphs of 500 and 1500 whereas; the amount of temperature recorded in the town area lay in the temperate climatic zone with a temperature range of 12.7<sup>0</sup>C to 24.4<sup>0</sup>C<sup>7</sup>.

### **3.3 Economic Activities**

Based on the data obtained from the municipality, manufacturing with the highest percentage of employment 15.00%, wholesale and retail trades, repair of vehicles which formed nearly 14.00 % and Hotels and restaurants which contribute 10.20% were the 2<sup>nd</sup> and 3<sup>rd</sup> major economic activities. On the other hand; extra-territorial organizations, real

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<sup>7</sup> OUPI(2007), Ibid

estate, renting and business activities, mining and quarrying were the main economic base of the town<sup>8</sup>.

## **3.2 Research Methodology**

### **3.2.1 Research Design**

The study employed descriptive and exploratory research design. Based on this research design, the implementation status of the structure plan of the study area was described and challenges and prospects were explored.

### **3.2.2 Research Approach**

To capture the in- depth and wider information of the challenges of urban plan implementation, the study employed qualitative approaches. Qualitative approach was used to collect the required and reliable information of the study since it uses multiple sources of data such as, interview, observation and documents as well as audio visual (Creswell, 2009).

### **3.2.3 Sampling Technique**

The research techniques were selected on the basis of the objectives and research questions. The sampling technique of this study was purposive and snow ball sampling as a key non- probability sampling.

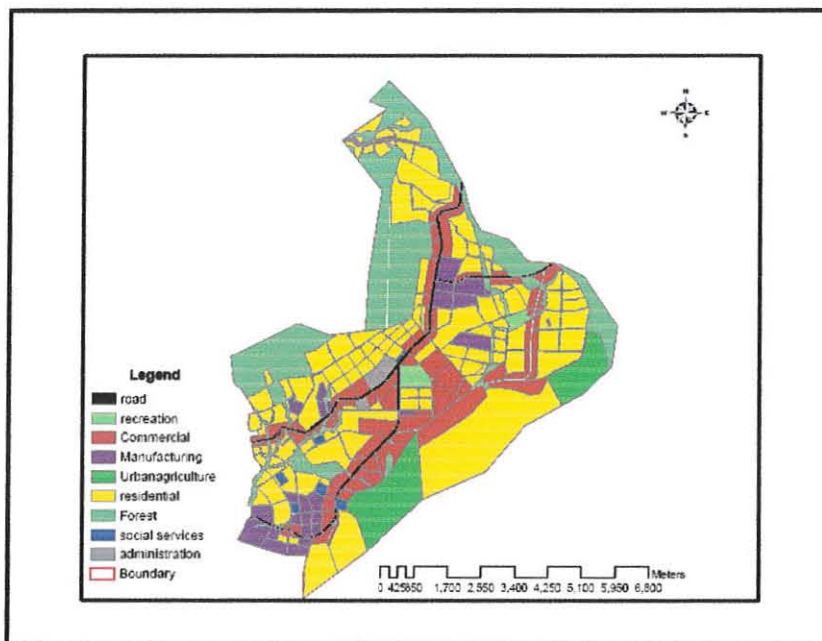
**Criteria for Selecting the Study Area:** the study town was selected purposefully for different reasons: first, researcher's background about the area which would serve the researcher to accessible to the necessary data. The second reason is lack of research work specific to the study area in relation to urban plan implementation.

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<sup>8</sup> OUPI (2007), *ibid.*

Concerning the criteria of selecting study kebeles (case areas); the study mainly focuses on three kebeles. The kebeles were selected purposefully for two main reasons. Firstly, the prepared structure plan is implemented in these kebeles. Secondly, they are the largest newly and expansion areas of the town. It is therefore, the hope of the researcher that, the analysis based on these kebeles would help to explore several issues related to the challenges of plan implementation in Sebeta town in general and on the selected kebeles in particular. These are Alemgena, Furi and Wolete kebeles.

Fig 2 Map of the target study area



Source: OUPI, 2007

### **3.2.4 Method of Data Collection**

#### **3.2.4.1 Source and Types of Data**

Both primary and secondary data sources were used for this study. It helps to triangulate, harmonize and supplement the diverse data. Qualitative method was used to collect the necessary data and also to describe and analyzed the collected data. The tool that were used to collect under the qualitative method include; check list, interview, observation, and digital camera, from primary sources and relevant published and unpublished documents such as official report, minutes of meetings, journals, policy documents, proceedings and books from secondary data sources were used.

**1. Checklist:** To get reliable information related to the level of structure plan implementation, checklist was given to Sebeta town municipality and LEPO of the town. This helps to identify the current status of structure plan implementation, causes for the improper implementation and land use against the proposed land use category.

**2. Interview:** It consists of face to face, FGD and KIIs.

**Face to face interview:** it was administered to a total of six farmers' respondents. Semi-structured interview questions were prepared on similar topics to quickly reveal a wide range of ideas.

**Key informant Interview:** It was used to collect in-depth information about the preparation and implementation of the structure plan of the town. A total of three key informants were used in this study. Individuals with better knowledge and experience on urban plan implementation and preparation process were selected and contacted to obtain the relevant data. The information gathered through KII was used to triangulate and supplement the data collected from Sebeta town municipality and LEPO. Open-ended discussion was undertaken to gather the required information from the informants.

**Focus Group Discussion (FGDs):** The data were collected from two types of focus groups. The first one was FGD performed with six individuals from the Alemgena, Furi and Wolete kebele administrations and the second was with nine professionals who were participated in the structure plan preparation.

**3. Observation:** It was carried out through systematic observation on major land use category to evaluate and compare the proposed and the implemented structure plan.

**4. Digital Camera:** Digital camera was used to collect information related to land use violation in the structure plan.

**5. Desk Review:** Desk review is the only source of secondary data for this study. It includes published documents such as plans, proposals, minutes and official annual reports and un-published documents such as policy documents, scholarly works, manuals, proceedings and so forth.

### **3.2.5 Method of Data Analysis**

Qualitative data obtained through face to face interview, key informant interview and FGD were analyzed by interpreting and describing. Observations on major planning issues and all secondary data sources were analyzed by using description; whereas to comparison of the proposed and implement land is analyzed by GIS analysis tools.

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## **CHAPTER FOUR**

### **4. Discussion and Findings**

#### **4.1 Discussions**

##### **4.1.1 Background of the Respondents**

As far as the participants of FGDs are concerned, six participants two from each kebele were participated. These include kebeles chairperson and technical staff from each kebeles mainly Alemgena (02), Furi (04) and Wolete (03). Moreover, the structure plan preparation team that consists of nine professional were participated in FGDs. Of those involved in the structure plan preparation three females took part in the FGDs.

The key informants include two senior experts who have been working in the Oromia urban planning institute; one technical staff in the Sebeta town municipality who knows so many things from the structure plan preparation to its implementation period. In addition, face to face interview was performed with four evicted farmers, two sample investors who involved in plan violation. At the same time, a professional in LEPO office and Sebeta town municipality were participated.

##### **4.1.2 The Former Plan**

Sebeta, which is the capital city of Sebeta Hawas district and Sebeta town administration, is established in 1894 by emperor Minilik without a preconceived plan. The city's early development was characterized by spontaneously grown traditional neighborhoods comprised of the palace, commercial & religious centers and the residences of the king's noble men.

However after a long period of existence, but, to formalize this spontaneous development and to give the town the right growth direction different town level urban plans were prepared and implemented. For instance, the former Sebeta town (at the present kebele 01) got its first plan in 1967 EC prepared by the Ministry of Interior. This plan served the town for more than 32 years and guided its developmental activities. It was a development plan approach and was part of long term plan which served the town for a long period of time. As usual, the planning approach of the time, it was mainly concerned with and focused on physical aspects; opening up roads and housing issues. In addition, its scope was limited to elements which can only be mapped. It did not give attention to socio-economic problems.

Furthermore, a partial plan was also prepared for Furi and Wolete kebeles in 2006 by Bureau of Works and Urban Development of Oromia (BWUDO). Despite all these efforts, currently the town is experiencing multiple problems related with its spatial and physical development.

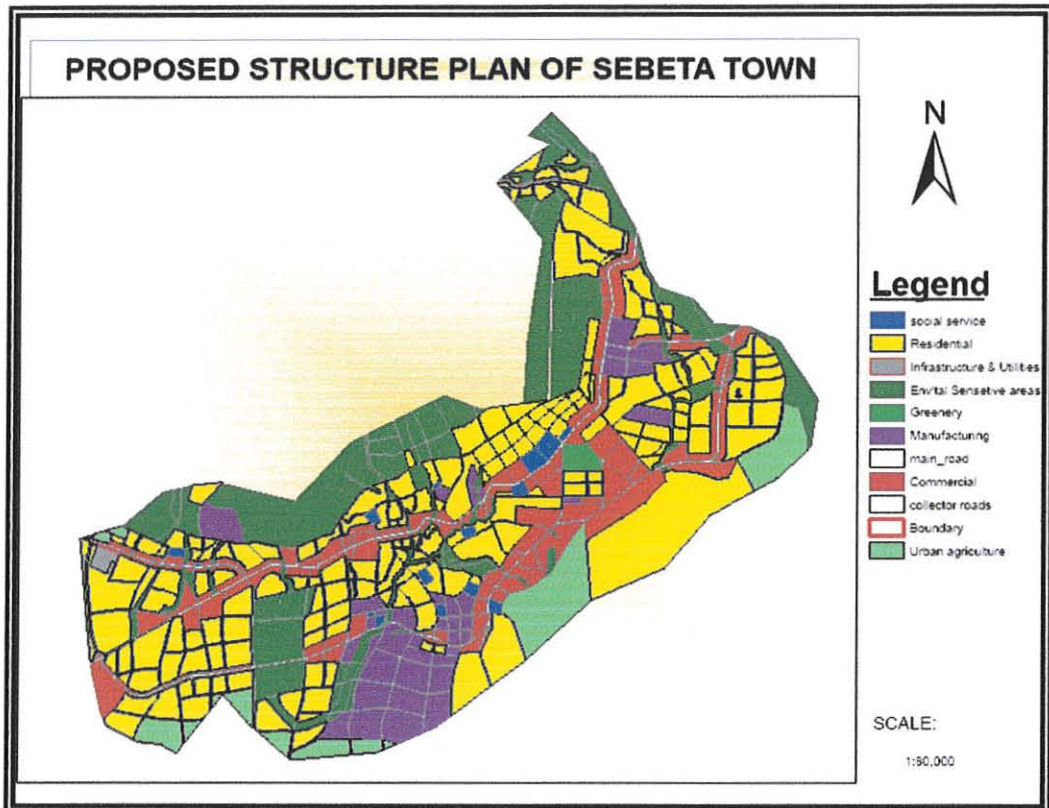
#### **4.1.3 The Existing Structure Plan**

##### **4.1.3.1 The Rationale for the Revision of the Plan**

The need for the revision of the previous development plan was for many reasons. The department head of the Construction and Design of the Sebeta Municipal Office noticeably indicated the following reasons;

- ✚ Its major shortfalls including, the incapability of the plan to guide the development of the town and its main focus on physical aspect,
- ✚ The plan is outdated which served for more than 30 years,

Fig 3 Proposed Land use plan of Sebeta Town



Source: OUPI, 2007

#### 4.1.4 Procedures for Revision of the Structure Plan

Urban planning has a clear and logical procedure which needs to be followed in the plan preparation and implementation. Any under estimation or ignoring of the planning steps to be followed will adversely affect the implementation of a plan. In fact, since urban planning is a process, it should pass through certain steps: best alternatives are selected for the public, and conflicting alternatives are minimized.

According to the interview conducted with those of OUPI planners, procedures to be followed during the urban plan preparation include: reconnaissance study, base map preparation, updating and physical data collection, perform public meetings at kebele

level, data analysis, in house presentation<sup>9</sup>, public presentations and submitting deliverables to the municipality. The procedures stated above are the most important guidelines in which each and every professional in the OUPI should be governed. The reason is that missing one of the procedural steps would affect the planning process and reduce the planning principles like accountability and transparency. Therefore, in order to make the plan more participatory, the need to follow the procedure is important.

In line with the above argument, professionals involved in the preparation of the structure plan of Sebeta town have confirmed that the structure plan preparation process of Sebeta town has missed necessary procedures that should be needed for the preparation of the structure plan. This vividly shows that the preparation of the structure plan has not followed the full – fledged planning principles, guidelines and procedures. In effect, it might contribute its part for the poor plan implementation in the town.

#### **4.1.5 Level of Stakeholders' Participation in the Structure Plan**

In urban plan preparation process, the first thing to be done is ensuring stakeholders'<sup>10</sup> participation. Structure plan needs active stakeholders' participation from the initial planning stage all through implementations, monitoring and evaluations. The idea forwarded from the stakeholders has a significant input for the plan.

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<sup>9</sup> Is a type of presentation in which the draft proposal is presented to the professionals in the OUPI for comment

<sup>10</sup> A person or a group with direct interest on urban plan preparation and implementation. It includes; the public, religious institutions, businessmen, farmers, sector offices and all other public sects.

According to the structure plan manual used by OUPI (2009), structure plan preparation and implementation should be consultative and participatory where sector organization and institutions have concerned and play a role. Sectors physical and socio-economic development programs should be integrated both at planning and implementation stages. At implementation stage structure plan proposals should be scaled down and detailed out in LDP's. This again should be prioritized and incorporated in fiscal plans and sector institutions and municipalities together with the required annual budget.

Therefore, any plan making body who engaged in the plan preparation and implementation should need to ensure necessary participation level of the community and institutions to arrive at the intended planning outputs. This is for the fact that inadequate plan participation in the structure plan preparation is pointed out as the main obstacle in the implementation process.

In line with the above concept, stakeholders' participation in the structure plan preparation and implementation of Sebeta town is seen less and the municipality of the town could not do what was expected from it. The department head of the Design and Construction Department in the municipality signify the inadequate stakeholders' participation which has created various kinds of problems on the implementation of the plan. This is because, all activities in which urban plan is going to achieve is what the stakeholders need. Therefore, efficient plan implementation should include them. Substantial evidence in this case is that if educational institutions are proposed in a given plan, and if the municipality wants to construct school, it is the role of the public at large to implement because everybody is beneficial from it. Accordingly, inadequate stakeholders' participation could set back the achievement of the intended objectives

Similarly, farmers who were interviewed<sup>11</sup> on the issue of the level of participation on the preparation of the structure plan explicitly indicated that they did not participate in any of the meeting held on the structure plan preparation activities of the Sebeta town. Besides, they did not know anything about their inclusion in the jurisdiction of the town's boundary. That means the prepared urban plan has failed to reflect the needs and priorities of the rural residents who are found at the outskirts of the town.

As to the farmers, after informed of to be included in the town's boundary, the municipality of the town allowed them a plot (200 m<sup>2</sup>) of land for the household heads and a plot for those children who aged more than 18 years. The remaining farmers land was changed to the municipality's property and paid insignificant compensation based on the amount of production they produced and fertility of the land. In consequence, the farmers used to sell 200m<sup>2</sup> for 100,000 birr in the illegal tenure transfer. The other thing is that even if they got any amount of compensation, it will not support for their quality of life since the payment is less. As a result, the farmers were participated in an informal land selling (transfer) business, which mushrooms slum settlement in the area. This in turn contributed and considered as a major cause for improper plan implementation in the town.

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<sup>11</sup>Somebody who owns or operates a farm and now incorporated as part of town's residents and who are considered as affected group.

#### **4.1.6 The Extent of Stakeholders Integration**

Integration of the stakeholders in the urban planning activities is the other most important inputs and in the preparation and implementation of urban plan. For proper urban plan implementation, there should be necessary stakeholder integration. The extent of integration can be vertical or horizontal. Horizontal integration is with sector office of the town whereas vertical integration is with offices at zonal or regional levels.

In this regard, different issues were raised for informants especially for those government officials at the town and regional level. At the town levels the informants have already aware on the need of stakeholders' integration on the plan implementation issues of their town especially with the plan making body. Hence, based on the information obtained from the municipal office of the Sebeta town, the horizontal and vertical integration of the Sebeta Municipality on the structure plan implementation issues is quite less. As a result, the municipality of the town has implemented the prepared plan without any integration with sector offices of the town and the plan making body.

In case of integration of the municipality with the kebele administration the chairpersons of the three kebeles confirmed that their integration is limited in controlling the land from illegal occupation by using the land enforcement team.

#### **4.1.7 Plan Implementation Efforts and Strategies**

##### **1. Implementation Efforts**

The implementation effort<sup>12</sup> of the municipality to put the prepared plan into practice in order to achieve a desirable result brought many issues which were forwarded by the respondents. The participant in the FGDs indicated that the prepared plan needs effort and commitment from all actors involved in the plan. If the plan is supported by the necessary effort, it could be easily implementable. Otherwise, if there is less commitment and efforts from the main plan implementing body, the probability of the plan to be left as a shelf decoration is very high.

Correspondingly, an interviewee with the LEPO department head confirmed that it is difficult to implement the prepared plan in some parts of the town due to less efforts made by all local government officials such as controlling land wastage, tenure security and corruption on land. The head of Monitoring and Evaluation department of OUPI confirmed that efforts of the town administration must start from mobilizing the local government as well as residents of the town to maximize efficiency the optimum uses of land in the town and to envisioned sustainable socio-economic development of the town. Despite the fact that, the overall efforts of the municipality to use the structure plan as its guidance for development is less than expected. Dare of support from the concerned bodies; involving the sectoral offices of the town administration would ease the implementation process.

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<sup>12</sup> Mental or physical activity that is exerted to achieve a particular goal or to overcome a particular problem. It is the attempt of the municipality of Sebeta town to properly implement the structure plan

Interview with the officials of LEPO and the municipality revealed that currently some progress has been achieved regarding implementation of the plan. For instance, a Plan Implementation Committee headed by the manager of the municipality has been engaged in building road and opened up the new one. However, it is to be noted that some of the plan implementation effort was without considering the proposed plan.

## **2 Implementation Strategies**

According to the structure plan manual used by (OUPI, 2009), structure plan strategic implementation is one of the key principles in the urban plan implementation process. Structure plan implementation strategy<sup>13</sup> should systematically serve to identify, prioritize, and address socio-economic and urban development issues and to outline intervention approaches and implementation programs to be undertaken to achieve the intended goal. In this regard, one of the key informants from the Design and Construction Department of the municipality attests that the absence of implementation strategy clearly affects the developmental endeavors of the town. It also opens the way for the customary way<sup>14</sup> of plan implementation and thereby ineffective utilization of the scarce urban land. In the absence of implementation strategy, the municipality has continued providing plots of land for various purposes. In this regard, Sebeta town has no any clear cut implementation strategy for the realization of effective structure plan implementation.

The absence of implementation strategy criticizes the municipal office especially in what way they provide land for different activities. In a place where the municipal office does

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<sup>13</sup> Is a plan of action to achieve a goal

<sup>14</sup> Based on tradition rather than any guiding principle or clear cut strategy

not have any strategy and implementation periods, it is difficult to achieve the intended goal. For instance, the municipality should have its own strategic intervention area on selected plot lands to exercise planned development.

However, professionals involved in the structure plan preparation stated that, the municipality of the town has followed no implementation strategy. What the municipality did was actively participating in parcelation work without consulting LDP, which led to extreme plan violation. The situation resulted in the improper implementation of the structure plan. Accordingly, if the condition is tolerable in such a fashion, the prospect of the structure plan's future prospect is bleak.

#### **4.1.8 Monitoring and Evaluation Practices**

Previously, monitoring and evaluation of urban plan was performed by Bureau of Works and Urban Development Office of Oromia (BWUDO). However, after the civil service provision reform made by all the governmental institutions called Business Processing Reengineering (BPR), Business Scored Card (BSC); some activities previously carried out by the BWUDO given to Oromia Urban Planning Institute (OUPI). This is for two main reasons: First, the plan preparation is carried out by OUPI and second, plan preparation process is not an end process and has its own stages. Therefore, all these stages should be performed by similar institutions, the plan preparing body.

Even though, the power of monitoring and evaluation has given to OUPI the institution is not really been exercising its responsibility of performing monitoring and evaluation. However, after a year, the institute has established one department and executes its role by using the existing professional who used to assign on urban plan preparation. In fact,

establishing independent department which is concerned with monitoring and evaluation of plan can be taken as encouraging initiatives made by the OUPI. However, still now the department has not giving function by its own capacity due to various reasons. Therefore, much more is expected from OUPI to control land wastage and plan violation.

Above all, the initiation made by the institute alone has nothing to do with controlling land violations, but putting into practice is what should be expected so as to protect the scarce land resource in the urban areas. In fact, reluctance and absence of the implementation manual, inadequate budget as well as unscheduled work is observed in the department and are remained the critical problems that should need to be addressed.

Thus, the monitoring and evaluation system for the proper implementation of the urban plan in the town has been poor, inconsistent and failed to provide corrective measures by the concerned body. The failure of timely evaluation and monitoring has resulted in a loss of obtaining technical gaps reflected on the plan. This shows although the responsible plan making body has established the Monitoring and Evaluation department to perform tangible activity and to alleviate the problem.

## 4.2 Major Findings

### 4.2.1 The Current Status of Structure Plan Implementation

One of the ultimate goals of urban planning preparation and implementation is allocation of plots for various land use functions in a rational manner in order to ensure efficient utilization of the scarce resource of land and leading to an improved quality of urban life. However, the current level of plan implementation in the study area is poor and it cannot guide the fast urban growth of the town. As a result, the town in general and the study site in particular is experiencing multiple problems related with its spatial and physical development. Parcelation of land was performed without considering the structure plan. The settlement area in the town lacks basic services which are important for the wellbeing of the society. Some of the missed land use categories include: open space and play lots, playground which are the most important aspect for positive life in the urban areas.

Likewise, roads are closed and narrower from the proposed size in many parts of the town and nobody has intervened in the situation to take corrective measures to match with the proposed standard. Rather, they accused each other on the improper implementation of the plan. At the same time, industries are not established according to the norms and standards set for it. Environmental sensitive areas of the town could not get attention and hence subjected for violation. In accessible part of the land or steep slope areas of the town are used for residential purpose

Schools were constructed outside the proposed areas. Some are compatible and others are not. Most of the municipal services are established uncoordinatedly in a dispersed manner and lacks centrality.

These problems of poor urban plan implementation in the town are well manifested in the town which was designed in a manner to be utilized for various needs. In effect, it prohibits the town not to follow the right growth direction.

#### **4.2.2 Cause of Challenges of Urban Plan Implementation in Sebeta Town**

The root cause for the poor implementation of structure plan process in the town can be broadly divided into two. These are: problem related to the plan preparation and the plan implementation processes

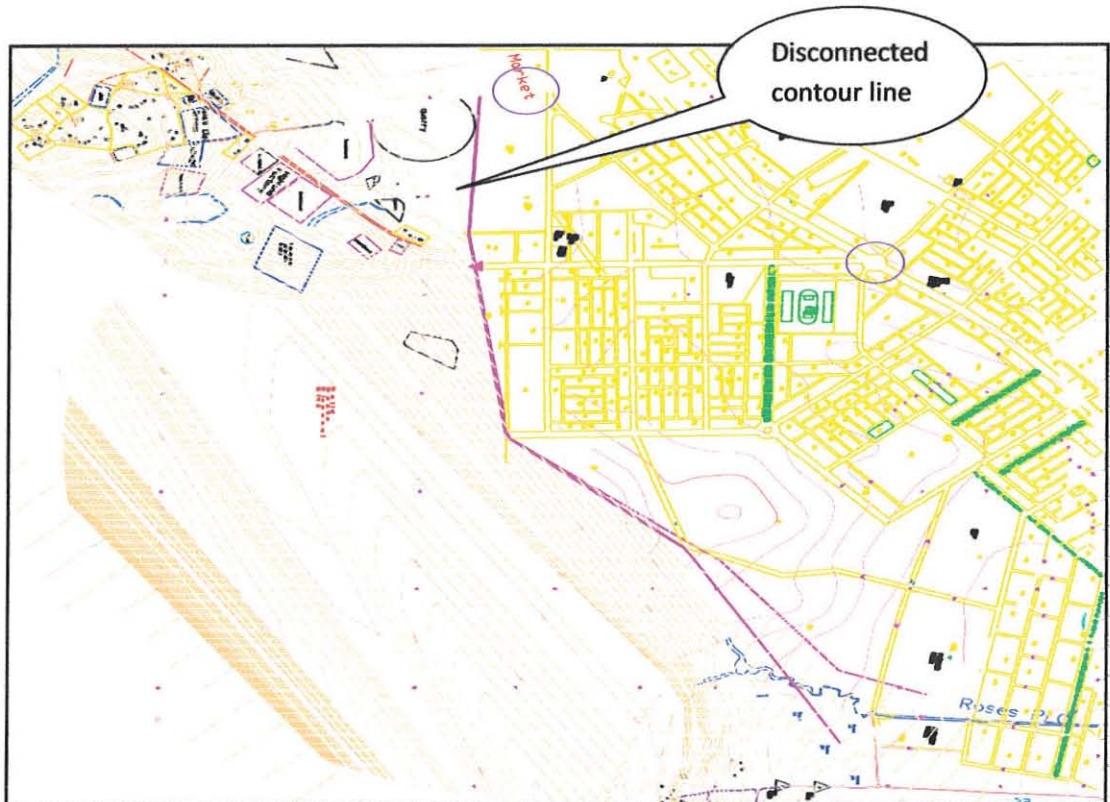
##### **4.2.2.1 Problems Related to the Plan Preparation Process**

###### **1. Poor Base Map and Lack of Updating**

Wolete and Furi kebeles have got isolated development plan a year before the structure plan preparation. During the base map preparation, the proposed land uses of these localities were not resurveyed rather they merged without appropriate geo-reference points. This has brought a total land use shift from its original geographical setting. Even if such problem can be corrected during updating process (first phase of data collection process), the planners of OUPI have carelessly ignored and used the base map for proposing the structure plan as it is. The situation later has created potential problems during implementation of the plan. This is because, if misinformation occurs at data collection period, putting land use in a proper site will also be mistakenly stated and thereby implementation problem would occur (Belachewu, 2002). The problem indicated

above is one of the major causes for the improper implementation of the structure plan of the study site. The next map conveys sample poor data collection and updating during base map preparation.

Figure 4 Poor data collection and disjointed contour lines



Source: Clipped from OUPI, 2007

As can be seen from the figure above, the base map clipped from the base map of the town assure the idea mentioned above. Hence, it is difficult to know the land feature of an area. If the land feature is unable to identify, it may be an opportunity to propose the area for certain kind of land use purposes. Thus, the challenge of the plan implementation process of the Sebeta town in general and study area in particular originated here. For instance the road network that crosses Everest International School in Kebele 02

(Alemgena) intended to pass in the back of the school. Nevertheless, while implementing the land use plan on the ground, the road network divides the school into two parts; causing property wastage and other constraints. See the next plate

Figure 5 Plate showing poor data collection and its resultant effect on Everest International School



Source: Taken from site visit, 2012

As observed on the sample plate stated above, such problem is so wide throughout the town because of the shift of coordinates. To get more information, the researcher has interviewed selected investors who are considered as an affected group and also as actors of the problem.

The first informant is the owner Everest International Academy revealed that during the preparation of the structure plan the building was under construction and we told them for

what purpose we built. They told us as the road passes them from behind. However, currently a 30m road divided the school into two equal parts.

The other informant is the owner of the building situated on the roundabout and replied that he has got the area by fulfilling necessary criteria that is need for an investment. However, the building is placed of the land use proposed for roundabout at the junction of Butajira and Jimma road.

## **2. Non implementable Land Use Proposals:**

The land use plan proposal on the structure plan lack consideration of the existing trend and reality of the land use on the ground. For instance, a 40 m arterial road was proposed across a hilly area of slope above 25 percent of slope.

However, according to the standard set out by NUPI, 2005, areas above 25% are excessive slope for general development. Hence, based on the classification of relief and critical slope steepness for certain activities, areas below 9% of slope are conducive for road development (ERA, 2000). This vividly shows that the proposed plan did not consider the topography and land use pattern.

## **3. Disparity between the Existing and Proposed Land use**

The urban planning process of Sebeta town and target study area was not based on all relevant information needed for the purpose. That means the land use proposal of the study area was not based on relevant data as a result the proposed and existing land uses are not taking into consideration. Some of the example in this regard are the monastery, which was proposed for commerce and housing. Yet, in principle, since monastery is

religious institutions, nobody can interfere and change its land use. Because Public values should be respected of any interference since it may cause public mobs.

Similarly, the land use plan proposed on the AIKA Addis textile industry shows the disparity between the existing and proposed land use. The area occupied by the industry was not well delineated and a part of it was proposed for special function.

#### **4. Issues relating to planning outputs**

An interview made with the LEPO indicates that the structure plan preparation lacks clear planning outputs. For instance: the difference between the three residences (pure, mixed and special) land uses is not clearly defined which makes the plan more difficult for implementation. This holds true for the other land uses described in the plan. Besides, information obtained from the KII described that mismatching of land use code and color, drainage and safety zone which are not well addressed, poor graphic presentation and allocating land for development outside the boundary etc are the major pitfalls of the planning output. All the above described points have clearly showed that the problems mentioned above affect the quality of the plan which hinders implementation.

##### **4.2.2.2 Problems Related to Plan Implementation**

Implementation of the revised structure plan of Sebeta town in general and target study area in particular was haphazard and uncoordinated and lacks any controlling mechanism from the municipality and other concerned regional offices. The municipality ignored the advantages obtained from effective plan implementation and could not attain the responsibility vested on it by the government when unlawful acts made by its own technical staff.

Issues related to plan implementation problem in the study site include: plan violation, inadequate capacity of the municipality, poor land data management, Lack of Local Development Plan (LDP), adverse impact of town's expansion, informal settlement, boundary disagreement with Addis Ababa City Administration are few to be mentioned. These are explained in detail in the following pages.

### **1. Plan Violation**

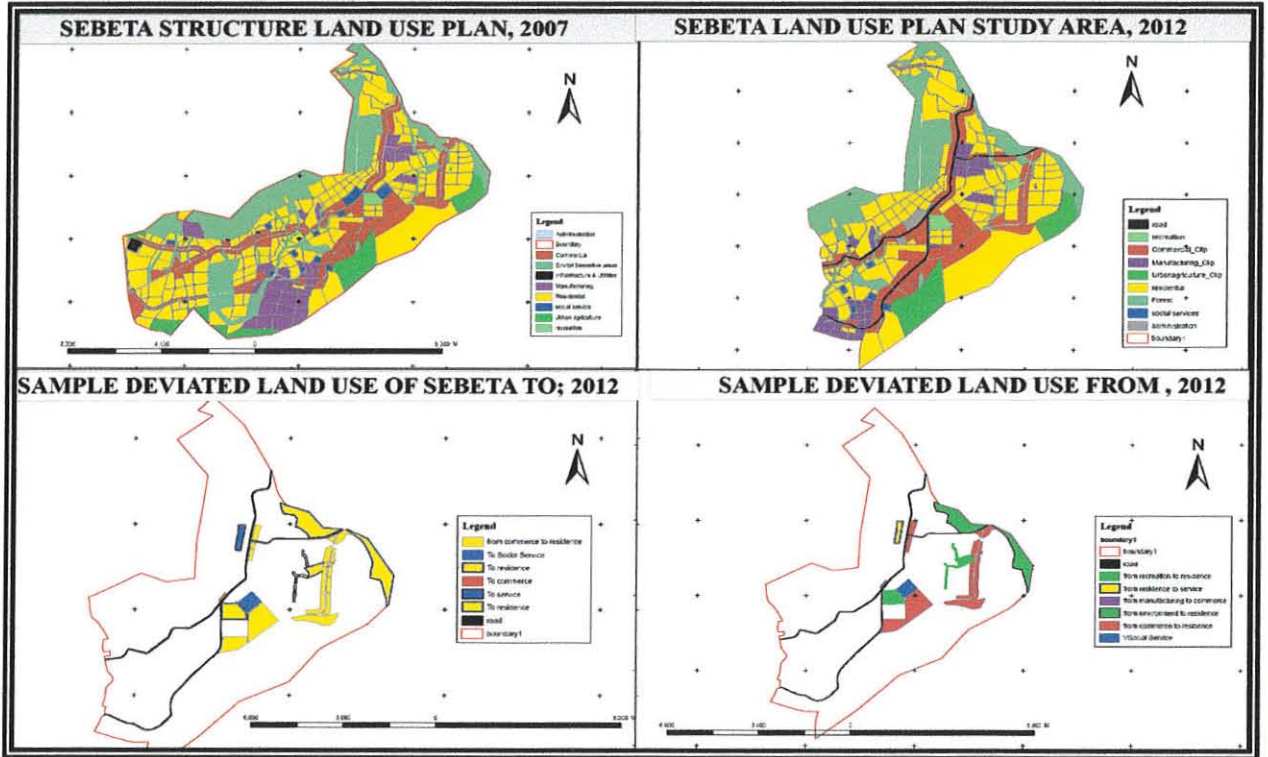
A structure plan violation is largely observed at different localities without any legal background. The violations were made based on the needs of individuals or collective decisions. In this case, residential site has been changed into commerce and commercial site is changed into industrial and industrial sites to residence. This case study research has proved the presence of plan violation in the town and hence no corrective measures taken to prevent the land use plan from illegal activities. In fact, the problem seems to be the refusal to implement the provisions found on proclamation No. 574/2008 of the federal government.

As to the information obtained from the FGD made with the kebele chairpersons, plan violation was the day to day activities executed by the residents, local government officials, brokers who are involved in illegal land business and so forth. The major land use category repeatedly exposed to plan violation include: roads, green areas, commerce and other environmental sensitive part of the town. These land use have been deviated mainly to residential purposes.

Among the violated areas: changing land use from residence to commerce and vice versa, from commerce to industry, from green area to residence, from industry to housing are worth mentioning. For instance, areas mentioned to be violated include, Wato area, from

02 kebele, boundary areas with Addis Ababa from 03 kebele and Karibu Hurbu and Tracon area from kebele 04. Other examples include the roundabout at Butajira junction; and the referral hospital under construction on the main high way asphalt road are few to mention. Thus, all informants assured the presence of plan violation in their respective boundaries (kebeles). See the next sample plan violation in certain parts of the study area.

Fig 6 proposed land use of Sebeta town and sample violated land use in the study site



Source: field observation, 2012 and OUPI, 2007

The above plate clearly shows the extent of plan violation and careless implementation of the structure plan. Furthermore, the site proposed for transport service (size and weight control station) deviated to the hospital service. However, the place used currently for hospital service is not compatible and hence the construction is against the standard of the country's health policy. According to the standard used by the OUPI, areas suitable for hospital site should be near and within walking distance of secondary centers and mass transport service and along collector roads. It should be at a distance of 200m from market areas, noisy industries and other premises including garages (Mathewos Consult, 2006). In line with the above standard, the ongoing Sebeta Hospital is situated on the main asphalt road that crosses the town towards Jimma and Butajira which is highly exposed for extreme noise.

Besides, there are so many plan violations in the study site. A few examples are housing construction without considering the buffer line set for the high tension line around Wolete area. But, based on the norms and standards of urban planning, high tension line should be buffered and protected from any construction. The other example is riparian settlement very close to river against the standard. But, the standard set for urban planning obliged to buffer any water body from any sort of construction on its both sides. This is aimed at protecting the natural environment from destruction and pollution. Thus, the situation observed in Wolete locality is out of the norms, since the settlement is very close to the river.

## **2. Inadequate Capacity and Lack of Commitment to Respect Urban Plan:**

Institutional capacity building is another important strategy to implement the prepared plan. Capacitating an institution may be in manpower that the town has and materials used for implementing the proposed land use. The inadequacy of these may result in failure to achieve the intended goal.

In Sebeta town there is inadequate manpower with relevant educational background. As to the department head of the Construction and Design, out of the required number of employees, almost half professional gaps found. It has its own impact on service delivery for the residents. At the same time, the LEPO of the municipality indicates that from the needed 11 professionals only five of them are serving the town dwellers which create work burden and inefficiently serving their customers

Regarding institutional gaps to implement the plan, all the kebele representatives replied as they have inadequate technical staffs affected the performing of their daily tasks.

Since the current government is using decentralized means of administration there should be sufficient and efficient staff. However, the situation in all the kebeles is far from the reality. Each kebele representative added that there is only one technical staff that performs duties related to building roads, giving permission on construction issue, and other technical problems. Likewise the study kebeles have no enough surveying instruments to implement the prepared plan. At the present time the type of equipment that the town uses for technical purposes include only one Total Station, four GPS and Tapings.

On the other hand, lack of commitment of those administrators could be taken as basic cause for poor plan implementation in the town. Any illegal activities that affect the development of the town should be controlled by the effective managerial activities of the town. But instead of respect the plan proposal for its successful accomplishment, the higher officials in all kebeles were participated in improper plan implementation. Therefore the implementation process was failed which lead to the failure of the urban plan. The effective the managerial strength the effective will be the implementation.

**3. Poor land data management system:** The poor land management system in the town includes; lack of cadastre map and land banking system, poor coding system to identify one plot from the other and lack of check and balance on land provision system for the beneficiaries and more. In fact cadastre has significant contribution for the municipality of the town. It gives more efficiency in the distribution of information, and for better decision making with a large information base, without cadastre it is impossible to plan and implement development projects, and control squatter settlement or illegal construction.

**4. Lack of Detail Plans:** urban plan implementation problem may possibly happen due to the lack of detail plans. Belachew (2002) vividly indicated that preparation of a detail plan is essential for every kind of implementation work. Any work of plan implementation has to be supported with detail plans otherwise it will be problematic to implement plans.

The structure plan is guided by the Local Development Plan (LDP) since the structure plan shows only the major land uses. The major land use should be interpreted by the

LDP and LDP by parcelation work. In this case, LDP was not executed in the structure plan implementation of Sebeta town in general. However, LDP was prepared for Furi, and Wolete localities one year before the structure plan preparation. Thus, the spatial planners who were participated in the structure plan preparation used to superimpose the LDP of the two localities mentioned above on the structure plan.

In fact the prepared LDP by itself had the problem of coordinate data which later resulted in the shift of contour lines. Therefore, since the coordinate data is the basic tool for implementation of urban plans, data attached with the structure plan lacks accuracy and this later lead to produce a shift on implementation effort. This is because; the smallest error that was created in the process adds up itself and gets magnified at town level. Thus it is of paramount importance to secure coordinate data from error that facilitates the detail operational activities to be taken during implementation.

In principle, LDP has its own work procedures and prepared after adequate socio-economic study conducted on it. To the case in point, nothing was done for Sebeta town's structure plan implementation as a whole, but simply parcelation work was done used to provide plots of land for the residents. Hence, the absence of LDP is therefore, the potential problem for the improper implementation of the plan.

**5. Illegal Occupation of Land:** informal settlement as its name implies is occupying plots of land illegally without considering the formal procedures. It may happen due to the excessive bureaucracy of the local government. It is needless to mention that an illegal settlement is executed on the farmers land in the outskirts of the town. As the information obtained from the interviewed farmers revealed that an informal settlement in the study site was started before the preparation of the structure plan.

The main problematic areas in this regard are the boundary line with Addis Ababa city Administration. The kebele chairperson confirmed that the reason for the informal settlements in their respective kebele might be associated with the absence of land delivery in Addis Ababa and the imbalance between land supply and demand. The other source of the problem for the informal settlements was done by those who are engaged in land selling business.

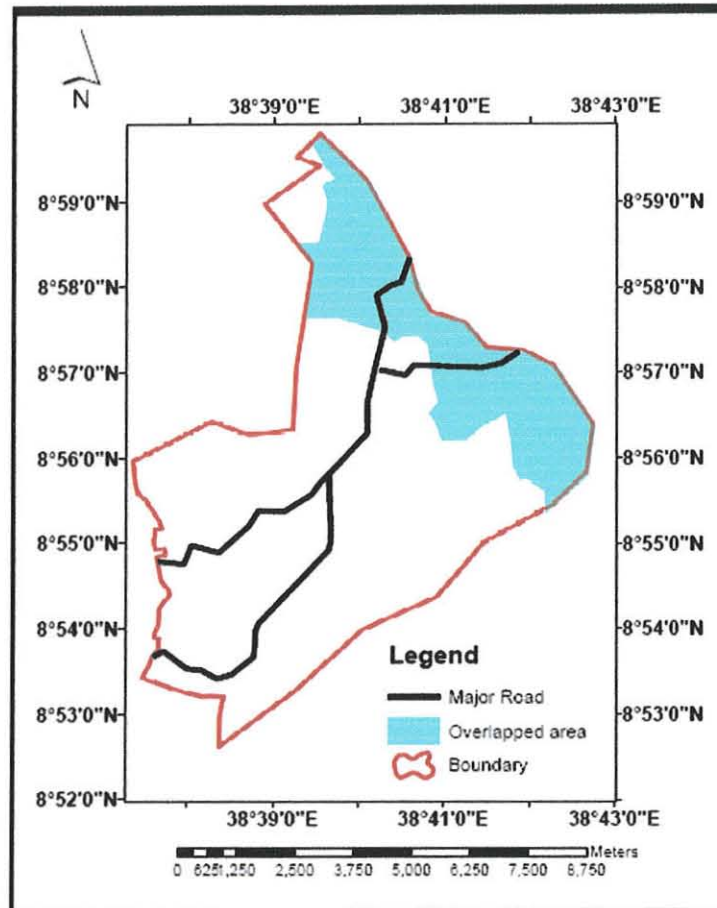
Almost all open spaces that could have been used for some urban activity is observed to be illegally occupied by individuals. The occupation of open space would reduce the proportion of land that can be used as infill and will increase the proportion of area to be reserved on expansion areas. This resulted in the increasing of the number of farmers to be displaced from their land and the cost of infrastructure to develop the town. Therefore due control by the municipality over these kind of land occupation should be made and these spaces should be considered as vacant.

## **6. Boundary Discrepancy with the Addis Ababa City Administration**

The department head of the Design and Construction department stated that there is a boundary conflict with the Addis Ababa City Administration, and this is owing to the lack of clear boundary demarcation and the interest of the City Administration to encompass the surrounding areas. See fig 7 below.

During plan preparation, stakeholders were not participated in the delineation of the adjacent boundary of Sebeta town with the Addis Ababa city. For this purpose, the overlapping shown the no man's land, which gives a chance for informal land occupation (land scrambles) and was exposed to informal and squatter settlements as well as land speculation. With regard to boundary conflict, the case of Furi area is a good example on how the land was grabbed by the informal settlements. The problem has been solved by the management body and a technical staff assigned by both parties to handle such matters. Hence, it is by agreement that the problem has been handled.

Figure 7 Boundary overlap with Addis Ababa City Administration



Source: Clipped from land use map of Sebeta Town

As shown at the above figure, both municipalities have claimed each other on the ownership of the overlapped area. However, the problem could be an important source of conflict between them and thereby open road on the conflict areas.

Similarly, representatives of the two kebeles (Wolete and Furi kebeles) were confirmed the correctness of the boundary dispute with Addis Ababa. This is because these localities are found bordering the Addis Ababa city land the interest of the people is very high in these areas. Besides, the interest of the two parties is also high and most of the time there

has been a conflict of interest due to the absence of clear cut boundary. Therefore, the value given for these areas by the people resulted in illegal occupation of the land.

Based on the figure above, it is safe to say that the structure plan prepared for the town has a source of conflict between the two town administrations. Instead of creating a conflict, the prepared plan should serve as a mechanism to solve the problem aroused; by giving planning solutions. The area of overlapping is found around Jamo site of Addis Ababa where special interest of the people as well as the government found.

### **7. Lack of Strategic Focus and Prioritization**

According to the principle of urban planning, a town should have its own plan implementation strategy. Among the plan implementation strategy, selecting strategic focus point by the municipality is the one and the most important. The municipality chooses certain area based on priority setting. The KII stated that lack of prioritizing strategic focus area characterizes the Sebeta Town Structure Plan Implementation. The informants further maintained that the municipality of the town literally tried to attempt all problems of the town and plot provision without any strategy. Consequently, it resulted in the unsuccessful and improper plan implementation and posed a serious obstacle during the implementation of the plan.

#### **4.2.3 Measures Taken by the Municipality for Proper Plan Implementation**

For effective structure plan implementation in the town, the municipality took several measures in order to alleviate the problems related to implementation efforts.

##### **1. Appearing those Participated in the Structure Plan Violation in Front of Justice**

The Sebeta Municipality clearly indicated that the technical staff of the municipality took part in plan violations. As a result, most of them were jailed due to corruption charges related to illegal land business and plan violation. Recently, any information regarding Sebeta town's land was hidden somewhere, so the current employees hardly know information related to plots of land.

On top of this, the municipality has now established its principle that any land provision in the town should be performed through management staff.

**2. Demolition of the Informal Settlement:** Another measure taken by the municipality to prevent poor plan implementation is demolition of those informal settlement in order to reshape the wrongly implemented plans. In this regard, the LEPO of Sebeta town stated that the municipality begun to verify the documents, area codes, block as well as plot number in areas where informal settlements are highly pronounced. If the plot of the land is found to be wrong, the municipality takes various measures including demolition of the constructed unit. Demolition of housing units used by the municipality is not really a controlling mechanism in some cases, rather strengthening monitoring system is crucial. This means the municipality needs to work more on prevention rather than cure.

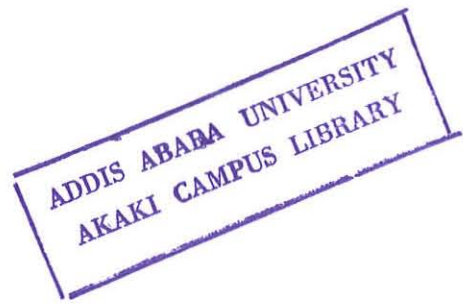
**3. Enhancing Monitoring and Evaluation at Kebele Level:** The municipality of Sebeta town further stated that of the five regular work days, two days are allocated for monitoring and evaluation. This mechanism is now fruitful to control problems related to informal occupation of land. It show how much the current municipal officials are committed to exercise their duties and responsibilities

**4. Establishing Legal Enforcement Body at Kebele Level:** In each kebele, there are groups named as “legal enforcement body” who control any construction without the permission of kebele administration. The legal enforcement body has contributed a lot in controlling any illegal construction without the building permit from the municipality. Furthermore, this group has also responsible to check whether the document of the individual plot of land is legal or not.

**5. Repeated Discussion with Addis Ababa City Administration on Boarder Conflict:** The information obtained from unpublished report indicates that Addis Ababa City Administration has entered into the jurisdiction of Sebeta town account for 512 hectare of land without any agreement made with the town and the regional government. Accordingly, without any communication linkage with Sebeta town, the Addis Ababa city has adopted policy frameworks as these areas are under its jurisdiction. The conflict on land still continues and difficult to forecast the coming situations, but interference of the third party would be an important strategy.

## CHAPTER FIVE

### 5. Conclusion and Recommendations



#### 5.1 Conclusions

As it is clearly stated in the main body of the study, the plan implementation problems of Sebeta town were emanated first from the plan preparation process. The problems related to plan preparation body among others include: lack of considering the existing land use, shift of contour lines, proposing incompatible land for many purposes, modification of land use change without paying appropriate attention to the procedures to be followed, absence of necessary land use deliverables to the municipality, extravagant use of urban land, inadequate attention given for the environmental sensitive issues and so on.

On top of this, there were weak integration between the plan making and plan implementing body. Besides, the plan implementing body, therefore, lacks necessary capacity in terms of enough qualified personnel and working materials coupled with problems related to poor plan implementation.

In terms of public participation, although the structure plan preparation needs wide participation of the community, Sebeta structure plan inadequately include stakeholders and sector offices found in the town. Hence, the plan making body was unable to obtain necessary information during data collection which is valuable for the plan preparation and implementation.

On the other hand, there is lack of commitment of the management committee of the municipality to comment to the proposed plan that costs too much. This has resulted in land speculation on the pretext of investment and other purposes. This in turn has brought

about the emergence of brokers/speculators in illegal land business. For that matter, it can be said that the brokers are the managers of the land by de facto.

Meanwhile, since the OUPI has got the responsibility to undertake urban planning monitoring and evaluation, the institute has given less attention to these than the other daily work duties. This vividly shows that the institute is unable to exercise the responsibility bestowed on it from the government. Unable to execute the power vested on it which implies that the institute has no mechanism to gather feedback from the municipality on the cause of poor implementation which later serves as a lesson to improve its activities on the other urban centers.

The problems that were indicated in the foregoing imply that structure plan of Sebeta town is embarrassed by lack of skills and inadequate operational detail plans that could serve as implementation tool. The problems have resulted in weakening to bring about the desired level of urban plan implementation. As a result it is mandatory to incorporate those operational details in the plan preparation process would facilitate and ease the implementation processes of the town. To realize desirable structure plan implementation that really guide the fast development of the town, there should at least be a municipal engineer at every kebeles of the town who will be working on detail plan preparation and subsequently implementing it on to the ground. The number and qualification of the professionals in the town determine the level of efficiency to transfer the graphic reality accurately on to ground. If the prepared plan is not directly transferred on to ground the town structure will be affected.

To sum up, the structure plan that was prepared for Sebeta town has lacks necessary principles set as guidance for urban planning. Based on the major findings of the study, it is possible to conclude that from the widespread and complex structure plan preparation and implementation problems of the Sebeta town, the plan could not guide the fast urban growth and its tremendous population increment and industrial development.

## **5.2 Recommendations**

Based on the above stated conclusions and findings of the study, the following recommendations are forwarded for the plan making body (OUPI) and the Sebeta Town Municipality.

The Oromia Urban Planning Institute (plan making body) is recommended to:

### **1. Officially Handover the Necessary Plan Deliverables:**

Provide the remaining urban plan deliverables which are not submitted to the town such as constraint map, drainage map, utility map, height regulation map and the like. Or else, the plan making body should search other alternatives on how to minimize implementation constraints. This is because the proper plan implementation of the structure plan should be realized by using these plan deliverables.

### **2. Undertake Regular Monitoring and Evaluation:**

After the accomplishment of the prepared plan for the town, realistic implementation of the plans has not been performed as would have been expected. In such a situation, appropriate monitoring and evaluation could minimize the problem that might happen. Monitoring and Evaluation is therefore an important stage in the structure plan preparation and implementation to correct any distorted plan. Therefore, OUPI should have appropriate timing and program to perform plan monitoring and evaluation. It will also contribute a lot to assess the problems and give remedial solutions before the matter get out of hand.

### **3. React on the Structure Plan Violations:**

Plan violation in the Sebeta town is the day to day events. So as to properly and legally implement the structure plan the duty to control plan violation should be the major task of the municipal office and the OUPI. Since land is a scarce resource, timely interference on controlling plan violation would save wastage of land. Therefore, the OUPI should exercise its responsibility vested on it to control urban plan violations.

### **4. Provide Regular Capacity Building Activities**

Periodic provision of capacity building to the Sebeta municipality on technical aspects for effective urban plan implementation should have an ultimate value. For instance, training on relevant urban planning concept and implementation procedures to be followed are very crucial to alert the professional and their administrators. It has a multiple advantages for professionals to update their knowledge and for administrators too.

### **5. Give Due attention for Environmental Sensitive Issues**

Environmental sensitive areas such as green area, play ground, protected area (buffer zone), and forest land and so on are sites frequently violated. Environmental sensitive areas are one of the major land use categories kept in the structure plan. However, no places are reserved during the implementation, implying the poor plan implementation. Since protecting environmental sensitive areas is the global agenda in the contemporary world, Sebeta municipality should have to take sound action in order to protect those proposed areas. By doing so, the municipality and other responsible organ contribute their part to create sustainable town and sustainable resident as well. To bring the desired result the role of OUPI should boldly interfere and reflect on those environmental sensitive areas which are violated in the town.

## **6. Prepare Implementation Guidelines**

Lack of Implementation guidelines highly affects the municipality for proper implementation of the structure plan. However, the absence of implementation guidelines forced the municipality to implement the plan in customary ways which facilitate to conduct the implementation of the plan in a haphazard manner. Hence, OUPI should have to prepare implementation guidelines to simplify the implementation processes of the plan.

## **7. Additional legal framework Provisions and Amendments**

The existing proclamation lacks any clear measure to be taken on urban plan violations. On the other hand, although, the plan making body have the right to evaluate and monitor the prepared plan which was given to it by local government internal circulation. However, since it is not a legal framework, so it should be supported by the legal documents.

Even the existing proclamation is too general which needs other policy documents for its implementation. Most of the regulations in the proclamation and standards have been considered to be too static and inflexible. For this reason, the concerned body should prepare additional legal framework which clearly shows the roles and responsibilities of institutions and individuals as well in urban planning and implementation.

## **8. Improve Planning Output**

One of the problems for improper implementation of the structure plan in the Sebeta town is the quality of planning output. Therefore, problems related to coding system, legend, color standards, conventional symbols, identification of land use category and the like should need to improve.

**Sebeta Town Municipality is recommended to:**

**1. Strengthen and Ensure Public and Sectoral Participation on Planning Issues**

The residents of the town are the ultimate beneficiaries of the prepared plan. However, resistance may emerge during plan implementation, because plan implementation stage is the toughest stage in the urban planning process. Inadequate public participation could be taken as the cause for improper plan implementation of the Sebeta town.

Due to the above fact, the municipality of the Sebeta town should focus on mobilizing the town dwellers to take part and support the implementation of the structure plan. What was experienced in the last two or three years planning period in the Sebeta town was that few officials were considered themselves as a sole implementer, the makers and breakers of the plan. Hence, the municipality of the town should integrate the sector offices and the residents of the town to act together in urban implementation issues.

**2. Improve the Commitment of the Local Government on Planning Issues**

Since Sebeta is situated very close to Addis Ababa city and one of the fast growing towns of Oromia, it has an immense development opportunity. To utilize these resources, the municipality should improve its level of commitment on planning issues. By doing this it will help the municipality to make the town competent, industrialized and sustainable to live in.

The problem of the Sebeta town municipality is lack of commitment to fully implementing the plan. However, actions still need to be taken to enforce the proposals change into practice.

### **3. Use cadastre map as part of plan implementation and urban land management:**

In Sebeta town, many land information records are often stored manually in files; however, the use of digital data on land information has been proven to be; more applicable to a variety of subsequent uses, easier to modify and update, cheaper to maintain and achieve, and easier to distribute. Accordingly, the municipality of Sebeta town should prepare and compile land information both in text and map by using cadastre map. Furthermore, cadastre map preparation would show information on the existing situation of the town and would facilitate the implementation process. It records location, physical description, any improvement on the parcel right of the residents, it is indispensable for a town like Sebeta where there is a complex land related problem is immense. Hence, Sebeta should consider cadastre as a vital tool in their strategy to improve the quality and control of urban planning and management.

### **4. Strength the institutional capacity of the municipality**

It is better to strengthen the institutional capacity of the municipality to minimize the wide spread problems happened before. Strengthening institutional capacity is through providing necessary skill for the implementers (technical staff) by way of adapting update technologies related to GIS. This helps to control those problems related to skill gap of the professionals for proper structure plan implementation. Institutional Capacity building for the municipality and the LEPO as well as other local government organ which are responsible for implementing the plan is fundamental. Likewise, both responsible institutions (the LEPO and the municipality) in the town should recruit additional technical staff, and providing periodic training for them is also crucial.

## **5. Prepare Action Area Plans, Implementation Phase and LDP**

To improve the effectiveness of structure plan implementation, the municipality should have to use some localities as the action area plans for promotional site to exercise for better implementation. Action area plan needs prioritizing the proposal that is best to implement. The prioritization of proposals should be done keeping in view the real needs of the people of Sebeta town in general and focus kebeles in particular and capacity to implement. Therefore, adoption of strategy to first prioritize the proposals contained in the plan and then implement them accordingly is a good strategy to be followed by the municipality.

Even though, implementation phasing is promoted by LDP, the municipality of the town must set out implementation phase by clearly stating the rationale for prioritizing the area. It should be done in accordance with the ease of implementation and it should be reasoned out properly.

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10. Is there any plan violation in the town? A) Yes B) No
11. If yes, which types of land uses are frequently violated? \_\_\_\_\_
12. What do you think the cause for plan violation? \_\_\_\_\_
13. In case of plan violation, what kind of corrective measures have been taken? \_\_\_\_\_
14. How did the surrounding peasant land included as part of town's administration? \_\_\_\_\_
15. Is there any boundary conflict with the surrounding town or city on land? A) Yes B) No  
If "Yes" what is/was the cause? \_\_\_\_\_
16. How do you solve the problem? \_\_\_\_\_

**Checklist related to plan implementation**

17. Which department in the municipality is responsible to implement the plan? \_\_\_\_\_
18. Are there any guiding principles in regard to urban plan implementation given to the office; as standards and norms? A) Yes B) No  
If "No", what is the resulting effect on implementing urban plan? \_\_\_\_\_
19. Do you think that the Sebeta town municipality has enough municipal manpower / capacity to implement, monitor and evaluate the prepared structure plan? A) Yes B) No If "No" why? \_\_\_\_\_
20. Is the prepared plan easily implementable by the technical staff of the office? A) Yes B) No
21. If no please list downs the technical challenges in plan implementation? \_\_\_\_\_
22. Does the office have enough manpower with relevant educational background? A)Yes B) No
23. If yes, could you please indicate their number and profession below?

No	Profession	No of employees	Professional gap

24. Does the organization allocate enough budgets to run the task? A) Yes B) No
25. What is the role of the mayor's office in plan implementation? \_\_\_\_\_
26. Has the municipality enough surveying instruments to implement the prepared plan? A) Yes B)No
27. Has the town municipality any strategy for effective implementation process of the structure plan in line with the planning period? A) Yes B) No
28. If Yes, what kind of strategy? \_\_\_\_\_
29. If "No" how can it be possible to assess and control the progress of plan implementation? \_\_\_\_\_
30. If there is an integration (vertical and horizontal) in implementing the envisaged plan with sector offices, plan preparing institute and utility providers, A) Yes B) No
31. If yes, with which of these?
- a. Federal government
  - b. Regional government

- c. Regional Bureau of Works and Urban Development
- d. Regional Urban Planning Institutes/Units
- e. District/ Zonal Administration
- f. Respective sectoral institutions
- g. Federal Ministry of Works and Urban
- h. Sister city (which)
- i. Communities
- j. Others (specify)

32. Which institution, office or bureau is responsible for monitoring and evaluation of the prepared plan? \_\_\_\_\_

33. Was there any monitoring and evaluation performed in the town? A) Yes B) No

34. In what time schedule that monitoring and evaluation of the plan implementation process of the town is carried out? A. every four months B. Every six month C. Every nine months D. Every year E. Undefined

35. What problems were identified during monitoring and evaluation?

36. What kind of corrective measure taken?

37. Please, list if land use change or plan modification in the town

No	Land use change				Compatibility with neighbour land use
	From	Area(m <sup>2</sup> )	To	Area(m <sup>2</sup> )	
1					

38. What are the major deliverables of the structure plan? \_\_\_\_\_

39. Have you ever faced any problem during implementation due to the absence of one or more deliverables? Yes \_\_\_; No \_\_\_  
If yes please state the problems. \_\_\_\_\_

40. Are socio economic reports for structure plan preparation conform with the spatial plan submitted to the town? A) Yes B) No

41. What problems are encountered due to the absence of conformity of socio economic reports to the base map? \_\_\_\_\_

42. Please specify Proportion of implementation of different land uses in the town.

\_\_\_\_\_

No	Land use	Proposed	Implemented	Remarks
1	Administrative			
2	Commercial			
3	Industrial & storage			
4	Tourism/historical			
5	Recreation			
6	Social service			
7	Infrastructure			
8	Open space/greenery			
9	Others (specify)			

43. What are the major problems during the plan implementation in your town? \_\_\_\_\_
44. What measures have been taken by your office to address these problems? \_\_\_\_\_
45. Are there illegal settlements in your town A) Yes B) No
46. If yes, which part of the town is highly exposed? \_\_\_\_\_
47. Do you think that the expansion of the town towards the neighboring Peasant Administration affect plan implementation? A) Yes B) No;
48. If yes what kind of solution has been taken by the town administration and what do you think is a possible solution to minimize the problem? \_\_\_\_\_
49. Does land provision for investment in line with the urban land use system presented on the structure plan? A) Yes B) No
50. If "No" why? \_\_\_\_\_

#### Points of Discussion with *Kebele* Administrations of the Sebeta Town

1. Were you the chairperson of the village/*kebele* during the structure plan preparation?  
\_\_\_\_\_
  2. After the accomplishment of the plan for how long time did you serve the *kebele* as a chair person? \_\_\_\_\_
  3. Did you participate in the plan preparation and surveying team?  
\_\_\_\_\_
  4. Was there a part of the structure plan copy posted for the public even at *kebele* level to assure transparency during preparation of the plan? A) Yes B) No
  5. If "No" why?
- 
6. How do you mention your work relation with the municipality in the process of implementation of the structure plan at your *kebele* jurisdiction?

7. How many technical staff does your *kebele* \_\_\_\_\_
8. How did you control the technique department in question related to land provision?  
\_\_\_\_\_
9. Is there any plan violation in your *kebele*? A) yes B) No  
If yes can you describe the site? \_\_\_\_\_
10. What is the effect of plan violation on developmental activities?  
\_\_\_\_\_
11. What corrective measure have you taken to alleviate the problems?  
\_\_\_\_\_

**Points of Discussion with professionals in Oromia urban Planning Institute who took part in Sebeta town Structure plan preparation**

1. What is the number of professionals involved in structure plan preparation of Sebeta town? \_\_\_\_\_
2. In what fields are you involved during the plan preparation? \_\_\_\_\_
3. Do you think the prepared structure plan guides the fast development of the town?  
A) yes B) No  
If “not” why do you think? \_\_\_\_\_
4. What was your role in plan preparation? \_\_\_\_\_
5. Did you present you feedback for the planner on areas which need planning interventions? A) yes B) No
6. If “no” why? \_\_\_\_\_
7. If “yes” are you sure that your feedback was included in the spatial plan? \_\_\_\_\_
8. Please indicate any problem you faced during the structure plan preparation? \_\_\_\_\_
9. If you are an urban planner what were the procedures you followed in Sebeta Town Plan Preparation? \_\_\_\_\_
10. What were the challenges you faced in preparing Sebeta Structure Plan? \_\_\_\_\_
11. How would you address the problem of the above challenges? \_\_\_\_\_
12. Was there enough stakeholder participation in the plan preparation? A) Yes B) No
13. If “yes” please list the stakeholders involved in the plan preparation? \_\_\_\_\_
14. What are the major land use plan related deliverables that you submit to the town? \_\_\_\_\_
15. Do you think that the prepared structure plan have the capacity to guide the fast development of Sebeta town? A) Yes B) No  
If “Yes” in what way \_\_\_\_\_  
If “No” why? \_\_\_\_\_
16. Could you mention any problem you faced during the preparation of structure plan of the town? \_\_\_\_\_
17. Do you think that the plan is implementable in all aspects?  
\_\_\_\_\_

### Interview Questions with evicted farmers

18. What do you think for your being included in the town?
19. Had the municipality of the town made discussion on your inclusion to the town
20. Have you satisfied on the amount of compensation paid for you? A) yes B)no
21. If no why?
22. Have you participated in illegal land selling of your own?

### Interview questions for Monitoring and Evaluation Department in Oromia urban Planning Institute

1. Have you been performing the monitoring and evaluation of Sebeta town plan?  
A. Yes B. No
2. If \_\_\_\_\_ no \_\_\_\_\_ why \_\_\_\_\_
3. At what time interval do you undertake the monitoring and evaluation for Sebeta town?  
\_\_\_\_\_
4. What were the major problems observed in plan implementation during monitoring and \_\_\_\_\_ evaluation \_\_\_\_\_ in \_\_\_\_\_ Sebeta \_\_\_\_\_ town?  
\_\_\_\_\_
5. What corrective measures were recommended for the concerned body on plan implementation?
6. What lessons learnt from Sebeta town plan implementation?
7. Do you think that the prepared plan can guide the fast development of the town?  
Comment on that. \_\_\_\_\_

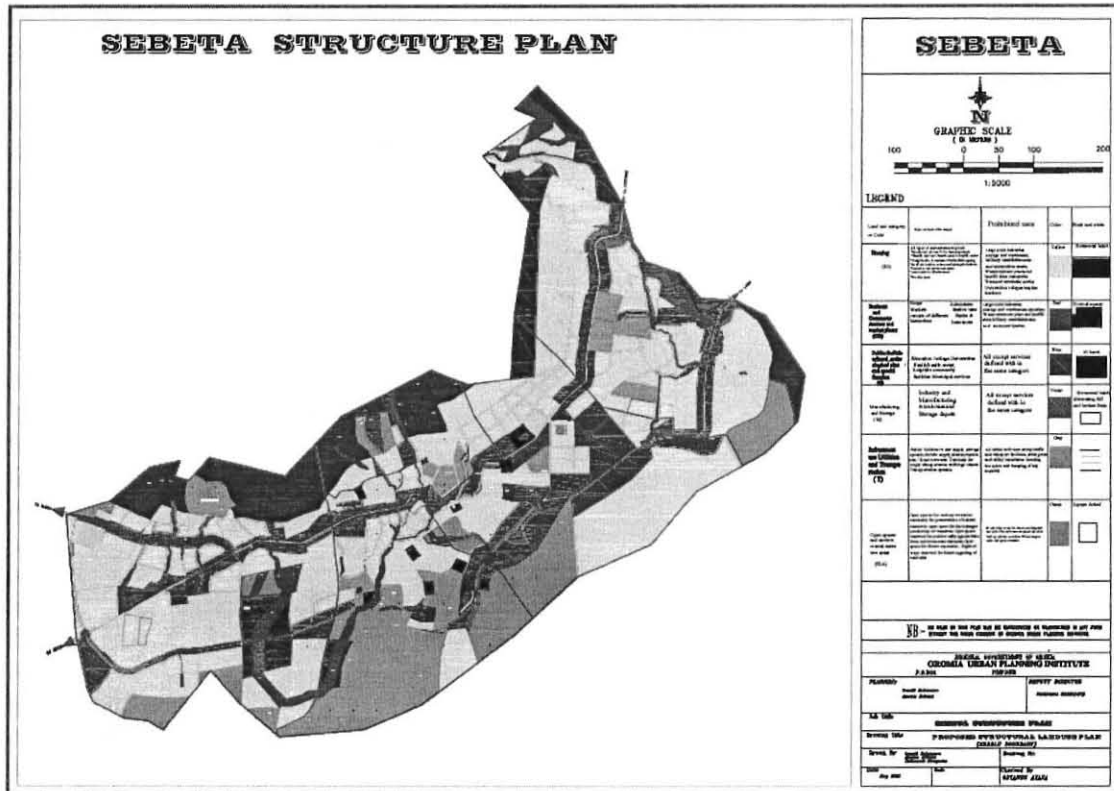
### Interview Questions for Land and Environmental Protection Office of Sebeta Town

1. What year was your office established in Sebeta town?  
\_\_\_\_\_
2. Do you have land use policy guidelines for urban areas at regional or local level that helps to enforce urban land? \_\_\_\_\_  
A) Yes B) No
3. If no how does your office control urban land use plan of the Sebeta town \_\_\_\_\_
4. What kind of major activities does the office engaged in after the establishment of the office at town level? \_\_\_\_\_
5. What are the institutional capacities of the office in terms of manpower?  
Professionals' \_\_\_\_\_ Supportive stuff \_\_\_\_\_
6. Is there enough manpower to perform the above indicated activities? A. Yes B) No
7. What kind of coordination do you have with Sebeta town Municipality during plan implementation and provision of land for different activities? \_\_\_\_\_
8. What is the role of your office during the plan implementation in the Sebeta town?  
\_\_\_\_\_

## Annex 2 Name of Informants

S.N	Name	Occupation
1	Amenu Ketema	Urban Planner, OUPI
2	Getaneh Ayana	Urban Planner, OUPI
3	Temesgen Gudina	Historian, OUPI
4	Meles Firdisa	Environmental Planner
5	Meaza Bekele	Urban Planner, OUPI
6	Legesse Tadesse	Surveyor, OUPI
7.	Tariku Wako	Surveyor, OUPI
8	Dinknesh Mengesha	Surveyor, OUPI
9	Senait Mekonin	Urban Planner
10	Endalkachew Ayele	Manager at Everest International Academy
11	Tsegaye Mamo	Owner of building on the roundabout
12	Abera Fayera	02 kebele chairperson
13	Bahiru Chala	02 kebele technical staff
14	Tesfaye Legesse	03 kebele manager
15	Getachew Abdisa	03 kebele technical staff
16	Desse Tefera	04 kebele management staff
17	Bekele Regassa	04 kebele chairperson
18	Zeihun Mekonin	Senior urban planner in OUPI central branch head
19	Abel Gezehagn	Regional planner, OUPI
20	Mesfin Negewo	Head of Monitoring and evaluation department, OUPI
21	Isayas Mekonnin	Department head of LEPO in the, Sebeta Municipality
22	Melesse Belay	Construction and design department head of Sebeta municipality
23	Ob. Tufa Kelbesa	Farmer, 02 kebele
24	Ob. Damana Fulasa	Farmer, 02 kebele
25	Girma Sambala	Farmer, 03 kebele
26	Dereje Lema	Farmer, 04 kebele

Annex 3 Land Use Plan of Sebeta Town



## Declaration

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I, the undersigned, affirm here with my own words that this thesis is my original work, and has not been presented in any other University. All sources of materials that are used for the thesis have been duly acknowledged.

Benti Fura Kitie

Signature: \_\_\_\_\_

September, 2012