



College of Business and Economics

**Department of Public Administration and Development
Management**

Policies and Practices of Urban Land Governance in the Special Zone of Oromia Region Surrounding Addis Ababa, Ethiopia

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Addis Ababa, Ethiopia

Addis Ababa University

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Management**

**Policies and Practices of Urban Land Governance in the
Special Zone of Oromia Region Surrounding Addis Ababa,
Ethiopia**

By: Tewodros Mekonnen Heyi

**A Dissertation Submitted to the Department of Public Administration and
Development Management, College of Business and Economics, Addis Ababa
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Doctor of Philosophy in Public Management and Policy**

Principal Supervisor: Tegegne Teka (Ph.D.)

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Department of Public Administration and Development Management

The dissertation entitled “**Policies and Practices of Urban Land Governance in the Special Zone of Oromia Region Surrounding Addis Ababa, Ethiopia**” is conducted by Tewodros Mekonnen Heyi. It is submitted as a partial fulfillment for the requirement for the degree of Doctor of Philosophy in Public Management and Policy. We testify that the dissertation satisfies the standards of the University and henceforth approved by the Members of the Board of Examiners.

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Declaration

I declare that the dissertation entitled “**Policies and Practices of Urban Land Governance in the Special Zone of Oromia Region Surrounding Addis Ababa, Ethiopia**” is my original work and it is not previously presented in partial or full form for any degree award at any university and/or academic institution. I affirm that all the secondary sources used in the dissertation are duly acknowledged.

Tewodros Mekonnen Heyi

Signature_____

Date_____

Certification of Approval

I attest that the works contained in the dissertation entitled “**Policies and Practices of Urban Land Governance in the Special Zone of Oromia Region Surrounding Addis Ababa, Ethiopia**” are the original works of Tewodros Mekonnen Heyi and conducted under my supervision.

Supervisor's Name _____

Signature _____

Date _____

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Acronyms and Abbreviations

AA-----	Addis Ababa
AAU-----	Addis Ababa University
CSO-----	Civil Society Organizations
EPRDF-----	Ethiopian People Revolutionary Democratic Front
FAO-----	Food and Agriculture Organization
FDRE-----	Federal Democratic Republic of Ethiopia
FGD-----	Focus Group Discussion
GC-----	Gregorian Calendar
HR-----	Human Resource
HRPs-----	House of Peoples Representatives
ICT-----	Information Communication Technology
KM-----	Kilo Meter
MoUDC-----	Ministry of Urban Development and Construction
MoUDHC----	Ministry of Urban Development, Housing, and Construction
NPM-----	New Public Management
NPS-----	New Public Service
SNNP-----	Southern Nations, Nationalities, and Peoples
SPSS-----	Statistical Package for Social Science
UN-----	United Nations
UNDP-----	United Nations Development Organization
USAID-----	United States Agency for International Development
WB-----	World Bank

Table of Contents

	Page
Acknowledgments.....	i
Acronyms and Abbreviations	iii
Table of Contents.....	iv
List of Tables	ix
List of Figures	xi
Abstract	xii
Chapter One: Introduction	1
1.1. Background of the Study	1
1.1.1. Land as an Asset and Its Governance – Defining Land Governance	1
1.1.2. Urban Land Governance in Africa.....	3
1.1.3. Reforms on Urban Land Policy in Ethiopia.....	4
1.2. Statement of the Problem.....	6
1.2.1. Nature of Urban Land Governance.....	6
1.2.2. Land Governance in Sub-Saharan Africa	8
1.2.3. Urban Land Governance in Ethiopia: Setting the Research Problem.....	9
1.3. Research Questions	13
1.4. Research Objectives	13
1.4.1. General Objective	13
1.4.2. Specific Objectives	14
1.5. Significance of the Study	14
1.6. Scope of the Study	16
1.7. Description of the Study Area.....	18
1.8. Limitations of the Study.....	21
1.9. Organization of the Dissertation	22
Chapter Two: Literature Review and Theoretical Framework of the Study	24
2.1. Introduction.....	24
2.2. Review of Theoretical Literature	25
2.2.1. Conceptualizing Governance: Lack of Conventional Definition	25
2.2.2. Public Sector Governance	28

2.2.3. Governance in Public Administration: Lack of a Coherent Theory	29
2.2.3.1. Traditional Public Administration Theories	31
2.2.3.2. New Public Management.....	33
2.2.3.3. New Public Service Approach	34
2.2.3.4. Democratic Governance	36
2.2.4. Land Management and Democratic Governance	38
2.2.5. Models of Public Policy Making.....	39
2.2.5.1. Institutional Model.....	41
2.2.5.2. System Model	42
2.2.5.3. Group theory	42
2.2.5.4. Elite Model	43
2.2.6. Approaches to Public Policy Implementation	45
2.2.6.1. Top-Down Approach	46
2.2.6.2. Bottom-Up Approach.....	48
2.2.6.3. Combined /Synthesized Approach.....	49
2.2.7. Urban Land Management and Principles of Democratic Governance.....	50
2.3.Review of Empirical Literature	55
2.3.1. Urban Land Policies: Scenarios in Developed and Developing Countries	55
2.3.2. Urban Land Policy of Ethiopia.....	56
2.3.2.1.The Pre-1975 Imperial Regimes' Urban Land Policy	57
2.3.2.2.Urban Land Policy under the Reign of Derg: A Total Policy Overhaul Dictated by Radical Socialist Ideology	59
2.3.2.3. Post-1991 EPRDF's Dictum of Urban Land Policy in Ethiopia	61
2.3.3. Review of Empirical Studies on Urban Land Governance in Ethiopia	65
2.4.Conceptual Framework of the Study	70
Chapter Three: Research Methodology of the Study.....	72
3.1. Philosophical Assumptions.....	72
3.2. Research Design.....	75
3.3. Data Source and Type.....	76
3.4. Data Collection Instruments and Methods of Data Analysis.....	76
3.4.1. Quantitative Data Collection Tool and Methods of Data Analysis	77

3.4.1.1. Selection of the Special Zone of Oromia Region.....	78
3.4.1.2. Stratification of Urban Centers in Special Zone of Oromia.....	79
3.4.1.3. Selection of Respondents	80
3.4.1.4. Methods of Quantitative Data Analysis	83
3.4.2. Qualitative Data Collection Tools and Methods of Data Analysis.....	87
3.5. Reliability and Validity of the Quantitative and Qualitative Methods	90
3.5.1. Reliability and Validity of the Quantitative Methods of the Study	91
3.5.2. Credibility of the Qualitative Methods of the Research	92
3.6. Ethical Considerations	93
Chapter Four: Demographic Characteristics and Land Rights of Respondents	
in the Special Zone of Oromia Region Surrounding Addis Ababa	94
4.1. Introduction.....	94
4.2. Demographic Characteristics of Respondents	95
4.3. Land Tenure Status of Respondents	97
4.3.1. Landholding Rights of Respondents.....	97
4.3.2. Purposes and Source of Landholding Right of Respondents	108
4.3.3. The Request of Respondents to Access Urban Land	111
4.3.4. Limitations on the Right to Access to Land.....	114
4.4. Summary of the Chapter	116
Chapter Five: Policies of Urban Land Governance in the Special Zone of	
Oromia Region Surrounding Addis Ababa.....	118
5.1. Introduction.....	118
5.2. Policies of Urban Land Governance.....	119
5.2.1. Stakeholders' Participation in the Land Policy-Making Process.....	119
5.2.2. Transparency of Urban Land Policies.....	126
5.2.3. Accountability Mechanisms Integrated into the Land Policies	130
5.2.4. The Rule of Law and Legitimacy of Land Policies	135
5.2.5. Responsiveness of Urban Land Policies	140
5.2.6. Equity Principles of Urban Land Policies.....	144
5.2.7. Efficiency of Urban Land Policies.....	149
5.2.8. Predictability of Urban Land Policies.....	154

5.3. Statistical Tests of Comparison	158
5.4. Summary of Major Findings.....	160

Chapter Six: Practices of Urban Land Governance in the Special Zone of

Oromia Region Surrounding Addis Ababa.....	163
6.1. Introduction	163
6.2. Practices of Urban Land Governance	163
6.2.1. Stakeholders' Participation in the Land Management Activities	164
6.2.2. Transparency of Land Governance Practices	168
6.2.3. Accountability in the Land Service Delivery.....	173
6.2.4. The Rule of Law in Service Delivery Processes	177
6.2.5. Responsiveness of Land Service Delivery	181
6.2.6. Equity in the Land and Land-Related Services.....	185
6.2.7. Efficiency of Land Service Delivery	190
6.2.8. Predictability of Land Governance Practices.....	194
6.3. Statistical Tests of Comparison	196
6.4. Summary of Major Findings.....	198

Chapter Seven: Human Resource Capacity and Service Standards in the Special

Zone of Oromia Region Surrounding Addis Ababa.....	201
7.1. Introduction	201
7.2. Human Resource Capacity and Standards of Land Service Provision	202
7.2.1. Professional Competency of Human Resource	202
7.2.2. Professional Ethics of Human Resources.....	208
7.2.3. Land Service Delivery Standards	214
7.3. Statistical Tests of Comparison	220
7.4. Summary of Major Findings.....	222

Chapter Eight: Effects of Land Policies, Practices, and HR Capacity in the Special

Zone of Oromia Region Surrounding Addis Ababa.....	225
8.1. Introduction	225
8.2. Effects of Urban Land Governance	226
8.2.1. Effects of Land Governance on Urban Land Development	226
8.2.2. Effects of Land Governance on Tenure Security and, Registration	235

8.2.3. Effects of Land Governance on Sustainable Supply of Housing Land	244
8.2.4. Effects of Land Governance on the Performance of Land Service Delivery	250
8.3. Statistical Tests of Comparison	256
8.4. Summary of Major Findings	259
Chapter Nine: Challenges of Urban Land Governance in the Study Area	262
9.1. Introduction	262
9.2. Major Challenges of Urban Land Governance	262
9.2.1. Institutional Challenges	262
9.2.2. Challenges related to Human Resource and Office Facilities	266
9.2.3. Technological Challenges of Land Governance	270
9.2.4. Political Challenges of Land Governance	274
9.3. Statistical Tests of Comparison	277
9.4. Summary of Major Findings	280
Chapter Ten: Conclusions and Recommendations	282
10.1. Conclusions of the Study	282
10.1.1. Policies of Urban Land Governance	282
10.1.2. Practices of Land Governance	284
10.1.3. Human Resource and Service Standards of Land Governance	285
10.1.4. Effects of Urban Land Governance	285
10.1.5. Challenges of Land Governance	286
10.2. Contributions of the Study to the Body of Knowledge in Democratic Governance	287
10.3. Implications of the Study for Future Research	290
10.4. Recommendations of the Study	291
10.4.1. Policy Recommendations	291
10.4.2. Recommendations Related to Practice of Urban Land Governance	294
References	296
Annex 1: Questionnaire	xv
Annex 2: Interview Guidelines	xxviii
Annex 3: Statistical Test Results from SPSS	xxxvi
1. Results of Principal Component Analysis	xxxvi
2. Multiple Regression Assumption Test Results	xlili

List of Tables

	Page
Table 1.1: Towns in the Special Zone of Oromia Region Surrounding Addis Ababa	19
Table 3.1: Stratification of Towns in the Special Zone of Oromia Region Surrounding Addis Ababa.....	80
Table 3.2: Selection of representative sample households	82
Table 3.3: Sample households proportionally taken from each Kebele	83
Table 3.4: Relationship matrix.....	89
Table 4.1: Demographic characteristics of respondents	96
Table 4.2: Time that the respondents get land from Municipal Administration.....	100
Table 4.3: Landholding and registration	108
Table 4.4: Responses of Municipal Administrations to the requests of respondents regarding access to land	112
Table 4.5: Respondents' reasons for not getting a parcel of land	114
Table 5.1: Stakeholders' participation in urban land policy-making process.....	121
Table 5.2: Transparency of urban land policies	127
Table 5.3: Accountability mechanism in urban land policies	132
Table 5.4: The rule of law in the policies of urban land governance.....	136
Table 5.5: Responsiveness of urban land policies	141
Table 5.6: Equitability of urban land policies.....	145
Table 5.7: Efficiency of urban land policies	150
Table 5.8: Predictability of urban land policies	154
Table 5.9: Mean Rank Comparison of the opinion of respondents in three towns on land policies	158
Table 5.10: Kruskal Wallis Test Statistics	158
Table 5.11 Mann-Whitney test of Pair wise Comparison.....	159
Table 6.1: Stakeholders' participation in the practices of urban land governance	165
Table 6.2: Transparency of urban land service delivery	170
Table 6.3: Accountability of urban land governance.....	174
Table 6.4: The rule of law in urban land service delivery	178

Table 6.5: Respondents opinion regarding the level of responsiveness of urban land service delivery	182
Table 6.6: Respondents opinion on the equitability of land service delivery	186
Table 6.7: Respondents opinion on the efficiency of land service delivery	191
Table 6.8: Respondents opinion on the predictability of land service delivery	194
Table 6.9: Mean Rank Comparison of the opinion of respondents in the three towns.....	197
Table 6.10:Kruskal Wallis Test Statistics	197
Table 6.11 Mann-Whitney test of Pair wise Comparison.....	198
Table 7.1: Professional competency of human resource	204
Table 7.2: Professional ethics of human resource	209
Table 7.3: Land service delivery standards.....	215
Table 7.4: Mean Rank Comparison of the opinion of respondents in the three towns.....	221
Table 7.5: Kruskal Wallis Test Statistics	221
Table 7.6 Mann-Whitney test of pair wise Comparison	222
Table 8.1: Effects of land governance on urban land development.....	227
Table 8.2: Model summary	234
Table 8.3: Adequacy of model.....	234
Table 8.4: Coefficients of regression estimate of urban land development.....	235
Table 8.5: Effects of land governance on tenure security and registration.....	237
Table 8.6: Model summary	242
Table 8.7: Adequacy of model.....	243
Table 8.8: Coefficients of regression estimate of tenure security and registration.....	243
Table 8.9: Effects of land governance on the sustainable supply of housing land	244
Table 8.10: Model summary	249
Table 8.11: Adequacy of model.....	249
Table 8.12: Coefficients of regression estimate of sustainable housing land supply	250
Table 8.13: Land service delivery performance of municipal administration	251
Table 8.14: Model summary	255
Table 8.15: Adequacy of model.....	255
Table 8.16: Coefficients of regression estimate of performance of land service delivery	256
Table 8.17: Mean Rank Comparison of the opinion of respondents in the three towns.....	257

Table 8.18: Kruskal Wallis Test Statistics	257
Table 8.19: Mann-Whitney test of pair wise Comparison	258
Table 9.1: Institutional challenges of land governance in the study area	264
Table 9.2: Human resource challenges of land governance in the study area	267
Table 9.3: Technological challenges of land governance in the study area.....	271
Table 9.4: Political challenges of land governance in the study area	274
Table 9.5: Mean Rank Comparison of the opinion of respondents in the three towns	278
Table 9.6: Kruskal Wallis Test Statistics	278
Table 9.7 Mann-Whitney test of Pair wise Comparison.....	279

List of Figures

Figure 1.1: Map of the Special Zone of Oromia Surrounding Addis Ababa	21
Figure 2.1: Conceptual frameworks of the study developed by the researcher	71
Figure 4.1: Respondents stay period in the town.....	97
Figure 4.2: Accessibility of urban land in the study area	98
Figure 8.1: Squatter settlements in the study towns	230
Figure 8.2: Environmental problems in the study towns	231

Abstract

Land is one of the vital resources required for economic growth and development in developing countries including Ethiopia. Its mechanisms of governance have far-reaching implications for the wider socio-economic, political, and cultural well-being of the society. In Ethiopia, since the coming into effect of the 1995 FDRE Constitution, the government has endorsed a range of urban land reforms based on state-ownership of land. In this context, two of the recently adopted legislations are urban land management policy and urban land lease holding proclamation, both enacted in 2011. These and other subsequent institutional and regulatory frameworks are believed to improve the way urban land is governed. However, the implementation of these policies and laws has been followed by jumbled results whereby the majority of urban residents and farmers in adjacent territories of urban centers are affected. As observed by the researcher, towns in the Special Zone of Oromia Region Surrounding Addis Ababa have one of the highest rates of urbanization both in the region and in the country. However, little is known about the ways urban land is governed in these small hitherto rapidly growing towns. Therefore, the study has examined the policies and practices of urban land governance in the Zone focusing on three major towns: Sebeta, Gelan, and Sendafa-Bake towns.

The study has employed eight principles of democratic governance perspective in analyzing the nature of land governance in the study towns. In doing so, it has used a mixed methods research approach within the frameworks of a pragmatic knowledge claim. Both qualitative and quantitative data are collected, analyzed, and interpreted in line with the assumptions of concurrent triangulation research design. Data is collected through interview schedule, key informant interviews, FGDs, personal observation, and document analysis techniques. Sample households, community key informants, government officials at municipal, regional, and federal levels are the primary sources of information for the study. In the selection of sample households, probabilistic sampling techniques are employed while key informants and FGDs' participants are chosen purposively. Quantitative data is analyzed using descriptive and inferential statistics whereas qualitative data is analyzed using content analysis of interviews & FGDs, text analysis of documents, and narration of facts. Data collection, analysis, and interpretation have given equal weight to both the quantitative and qualitative aspects of the research.

The findings of the study indicate that the urban land policies and legal frameworks of the government are not successful in ensuring democratic land governance in the study area. The government follows a centralized, top-down, and elite dominating approaches in the land policy-making process. It neglects the values and principles of democratic governance in the land policies. This hinders the incorporation of the ideas, values, knowledge, interest, and resources of citizens and other stakeholders in the policy formulation and implementation activities. This, in turn, has resulted in the deterioration of the legitimacy of the institutional frameworks of the government. Additionally, the study found out that the human resource competency and capacity of municipal administrations is limited. Lack of adequate level of academic competency, skills, and professional integrity characterize the nature of human resources in the Land Management and Development Offices. Professional independence of officials is also defective as corruption, political loyalty, and nepotism influence the standard-based performance of employees. The study reveals that the professional ethical codes of conduct are seldom applied in the provision of municipal land and land-related services.

The process of land governance has affected the lives of urban residents and adjacent farmers in the study area. Limitations on the right to access land, expansion of squatter settlements, widespread corruption, & misappropriation, deterioration of the lives of expropriated residents and farmers, distortions of housing markets, farmers resistance to new urban expansions, and poor quality service delivery are the major effects of land governance in the study towns. Besides, the multiple regression results show that land policies and practices significantly affect land development, tenure security, the sustainability of supply of housing land, and performance of municipal land service delivery.

In this regard, several institutional, administrative, technological, political, and human resource challenges affect the land governance system. Appropriate policy as well as legal intervention is thus, required to improve the way urban land is governed. Institutional frameworks including the Constitution are expected to integrate the values of democratic governance to protect the rights of citizens and society as well as ensure inclusive and sustainable land use and development. Administrative, technological, and human resource improvements are also required to pull out the urban land governance system from its drawbacks.

Key Terms: *Land Governance; Urban Land Policies; Democratic Governance, Policymaking Process*

Chapter One

Introduction

The study has examined the policies and practices of urban land governance in Ethiopia focusing on the Special Zone of Oromia Region Surrounding Addis Ababa. It has investigated the extent to which the policies and practices of urban land administration involve principles of democratic governance. It assesses the extent that the rights of people to own, use, and transfer land are protected and citizens secure the benefits associated with urban land in line with democratic principles. Based on this major objective, the study has derived five specific objectives and has attempted to achieve them in the dissertation. In this context, the dissertation is composed of ten chapters.

This chapter introduces the subject matter of the study and it presents the rationales of conducting the study. It provides discussion on the background of the study and articulates the research problems. It also presents basic research questions, objectives of the research, and significances of the study. In the final part of the chapter, the scope of the study, limitations, and organization of the dissertation are discussed.

1.1. Background of the Study

1.1.1. Land as an Asset and Its Governance – Defining Land Governance

Land is an essential resource and a driver of economic growth and development. It is a crucial asset for growth and socio-economic progress in many parts of developing countries including Ethiopia (Belachew, 2010; Mohammed, 2008; Kironde, 2009 and; Takele, Kwame & Melesse, 2014a). The manner it is governed has considerable effects on the fate of any country's future (World Bank, 2012a; Transparency International, 2014; Birner & Okumo, 2012 and; Deininger, Harris & Burns, 2012). Land governance, which involves decisions regarding access to land, land use, land planning, and security of tenure, has immense implications for sustainable development (Transparency International, 2014).

Baltissen & Betsema (2015, p. 1) argue that “...*land governance is essential means for inclusive and sustainable development in developing countries including Africa where various processes, including those related to urbanization ... increase pressure on land*”. Zwan and Kironde similarly state, sustainable growth and inclusive development in urban centers of developing

countries continue to rely largely on the ways that rights over land are secured, used, and protected (Zwan, 2015, and Kironde, 2008). Governance in urban land, therefore, promotes socio-economic development and ensures inclusive urbanization.

In this context, land governance is about determining appropriate policies, strategies, processes, and institutions by which land and land property are managed. In the views of Palmer, Fricska & Wehrmann (2009, p. 11) land governance is concerned with *"....the rules, processes, and structures through which decisions are made about access to land and its use, the manner in which the decisions are implemented and enforced, the way that competing interests in the land are managed"*. Similarly, Deininger, Harris, & Burns defined land governance as

It is the ways property rights to land (for groups or individuals) are defined and can be exchanged and transformed. It is the way in which, public oversight over land use, land management, and taxation are exercised, and the type of land that is state-owned. It is also the way such land is managed, acquired, and disposed of, the nature and quality of land ownership information available to the public and the ease with which it can be accessed or modified; and the way in which disputes; are resolved and conflict is managed (Deininger, Harris, & Burns, 2012, pp. 11-12).

These definitions entail that governance in the land administration is essential to realizing democratic governance in a country (Takele, Kwame & Melesse, 2014a, p. 98). It is further stated by UN-Habitat that;

Urban land governance involves the application of the core principles of governance including public participation, the rule of law, transparency, accountability of government officials and actions, legitimacy of government actions, and equitability in the land policies and practices. This ensures equitable, transparent, inclusive, affordable, sustainable land supply to urban dwellers while protecting the rights of surrounding rural communities (UN-Habitat, 2016, p. 4).

It is clear from the above definitions that urban land governance is about the formulation and execution of democratic and sustainable urban land policies and establishing a strong association between citizens and land. It ensures the rights of people to own, use, and develop land and land-related properties are protected both for the urban inhabitants and farming communities living in the surrounding hinterland areas of urban centers. In addition, it is recognizable that the integration of democratic principles in the management of urban land benefits the government as it lends public legitimacy and increases the trust of citizens in the government. It also provides mechanisms where land and related conflicts are resolved peacefully and sustainably.

1.1.2. Urban Land Governance in Africa

It is affirmed in a publication made by various institutions including the World Bank & the International Federation of Surveyors (2010) and UNDP (2015) that urban land governance in Sub-Saharan Africa is intrinsically linked to the realization of inclusive development. However, most of the Sub-Saharan African countries including Nigeria, South Africa, Kenya, Tanzania, Ethiopia, and others face several complex challenges in urban centers, notably rapid urbanization; climate change; increased demand for resources; water and energy insecurity; and violent resource-based conflicts (Palmer, Fricska & Wehrmann, 2009). Most of these challenges have a clear land dimension: unfair access to land; tenure insecurity; unsustainable land use; weak land governance institutions, corruption in the land market, and fragile land service delivery (Palmer, Fricska & Wehrmann, 2009 and Zwan, 2015). Land governance is thus, becoming an important issue in these countries, as land administration grows increasingly vulnerable to unfair distribution, non-transparent decisions and actions, fragile accountability, and corruption and rent-seeking activities (Takele, Kwame & Melesse, 2014a; Palmer, Fricska & Wehrmann, 2009; and Kironde, 2009).

Urban residents and farmers living in the surrounding areas of urban centers live under the fear of forced evictions or, in these days, more commonly, ‘development based evictions’. Besides, weak governance aggravates social inequality with potentially destabilizing effects as the rich are able to benefit from opportunities to acquire land and the majority of the society loses their rights to land and common property (Dejene, 2011; Palmer, Fricska & Wehrmann, 2009 and Kironde, 2009). Since the 1990 s’, land reform has received the major focus on development policy discourse in Sub-Saharan Africa, including Ethiopia (UN-Habitat, 2007). The majority of these countries have endorsed new urban land policies and launched reform programs to have the appropriate use of land. The necessity of reforming land governance is also reflected in the official agendas of inter-governmental and international development agencies (World Bank, and UN-Habitat), of regional organizations including the African Union (AU), and a large number of conferences, discourses, and academic studies undertaken in recent years, which deal with policy reform programs (UN-Habitat, 2007 and Palmer, Fricska & Wehrmann, 2009).

At the heart of debates over the land policies lie concerns about access, tenure security, control, legitimacy, equity, participation in policies, and regulations (UN-Habitat, 2007). However, the *"framing of these concerns into policies in Sub-Saharan Africa has varied in outcomes and in different epochs, as dominant macro policies change and as policy-makers wrestle with re-contextualizing variants of the same problems within new policy contexts"* (Amanor, 2012, p. 7). In common, the scenario concerning urban land governance in Sub-Saharan Africa shows that there are several challenges that trouble the land governance system despite frequent land policy reforms. Weak urban land governance becomes the defining feature of the urban centers of the region. So far, in the region, public concerns on governments' policies and practices regarding access, control, and fair distribution of lands and land properties remain unrequited. Besides, a low level of public participation and low transparency on land and land-related decisions put the legitimacy of urban land policies and practices into a predicament. This implies that weakly instituted policies on the one hand and malfunctions on the land administration, on the other hand, place both the urban residents and surrounding rural communities living in the region at risk of survival.

1.1.3. Reforms on Urban Land Policy in Ethiopia

Ethiopia is one of the countries in transition that adopted reforms on urban land policy and strategy within the framework of public ownership of land (Constitution of the Federal Democratic Republic of Ethiopia, 1995, Article 40 Sub-Article 3, Ministry of Urban Development, Housing, and Construction, 2013 and Engida, 2013). In the country, the government, similar to other Sub-Saharan African countries, has endorsed new urban land policies and tried to reform the way urban land is to be governed. Since 1993, the government has endorsed various urban land policies and legal frameworks including Urban Land Management Policy of 2011 and Urban Land Lease Holding Law which is reviewed three times since it was first adopted in 1993 (including Proclamation Number 80 of 1993, Proclamation Number 272 of 2002, and Proclamation Number 721 of 2011) (Dinka, Girma & Ermias, 2016).

However, in the eyes of experts, (Transparency International, 2014; Engida, 2013; and Ministry of Urban Development, Housing, and Construction, 2014) land is not put to good use in Ethiopia despite frequent urban land governance reforms. *"Poor access, affordability, inefficiency, bureaucratic bottlenecks, absence of participatory, transparent, and accountable system in the*

land administration continued to be major problems” (Dejene, 2011, p. 45). In the same token, urban land is seen to be rife with petty corruption as well as state capture (Transparency International, 2014). In addition, Engida, (2013) argued that archaic land information management systems, informal land acquisition, land speculation, and land-related conflicts have become the challenges of land administration in the cities and emerging urban centers of the country. In brief, these problems are associated with the top-down planning process, bad governance, and weak institutional frameworks (Takele, Kwame & Melesse, 2014 and Burns & Dalrymple, 2008).

Overall, the establishment of democratic and sustainable land governance systems in the country, in general, and in urban regions, in particular, is inhibited by the fragmented character of the land reforms and weak governance processes (Dinka, Girma & Ermias, 2016 and Ashenafi, 2015). It is recognized that urban land governance remains poorly organized as far as the following issues of land administration are concerned, i.e. land allocation, systematic land legislation, land payments, land use planning, land information system, and development controls (Engida, 2013 and Transparency International, 2014). To this effect, the policies and practices of urban land have aggravated corruption, increased the vulnerability of inhabitants' land tenure security, failed to ensure the right to ownership of the land of the overwhelming number of inhabitants, and place the majority of a rural community in the fear of losing their means of survival.

At present, the majority of the urban dwellers do not own, use, and develop land while rural communities found in the hinterlands are continuously dispossessed from their land. Government decisions to take away the land previously owned by urban inhabitants and neighboring farming communities in the name of investment without adequate compensation have resulted in massive land dispossession of both the urban and rural communities (Murado, 2014). This in turn has developed a sense of alienation and considerable livelihood crisis on the displaced inhabitants. This situation is attributable to many of the urban centers of the country notably of the urban centers found in the Special Zone of Oromia Region Surrounding Addis Ababa.

In light of this, this study has examined the policies and practices of urban land governance in the country taking the Special Zone of Oromia Region Surrounding Addis Ababa as a focus of the study. It has also investigated the effects and challenges of urban land policies and practices in the study areas based on a democratic governance perspective.

1.2. Statement of the Problem

1.2.1. Nature of Urban Land Governance

Emerging in the mid-1980, the conception of governance has expanded into the development research studies and scholarly works across the world (Lange, 2009). It appears that the concept is thought and defined in literature by various international organizations and scholars from different perspectives. The concept of governance is regarded as the manner in which government institutions and employees obtain and exercise the authority to determine the nature of public policies and promote responsive public service delivery (World Bank 2007). As stated in Harpham & Boateng's study, the notion of governance is "*creating more action space between government and people where the issues of transparent processes, accountability, and community participation are taken more seriously*" (Harpham & Boateng, 1997, p. 67). More to the point, the World Bank acknowledged governance as it

Epitomized by predictable; open, and enlightened policymaking (that is, transparent processes); a bureaucracy imbued with a professional ethos; an executive arm of government accountable for its actions, and a strong civil society participating in public affairs; and all behaving under the rule of law (World Bank (1993, p. vii).

Inline, land governance in this perspective is about determining and implementing sustainable land policies and establishing a strong relationship between people and land. Land governance is fundamental in achieving sustainable development (World Bank, 2009 as cited in Dinka, Girma & Ermias, 2016).

Democratic governance in the land administration aims to protect the property rights of individuals and groups as well as of the state by introducing such principles as transparency, accountability, the rule of law, equity, participation, and legitimacy into the land administration system (World Bank, 2006 and Ashenafi, 2015). Democratic land governance is critical for achieving economic growth and development in any country (Ovens, 2011). In light of this, democratic land governance institutions are essential for the sustainable development of Africa in terms of equitable land resource distribution, active stakeholder participation, and engagement, and consistency in reform and policy implementation (Burns & Dalrymple, 2008; Alemie, Zevenbergen & Bennet, 2015 and Takele, Kwame & Melese, 2014).

Increased emphasis on transparency, fairness, equity, accountability, stakeholders' participation, legitimacy, and measurable outputs framework for land governance that can be used both as a diagnostic tool and as a means to monitor change over time would be of great use to policymakers and practitioners (World Bank, 2012). Similarly, Transparency International (2014) argues, improving urban land administration is essential in ensuring equitable and sustainable utilization of land by all parts of the population. As rightly concluded by Alemie (2015), democratic land governance has the ability to transform the broader administration and benefits the governance of society especially of the urban centers.

Governance in the land administration requires the consideration of legal processes and must look ahead to visionary aspirations for sustainability in land use (Soloman, 2013, p. 1). Thus, all members of a society who are impacted by decisions play a role in the decision-making regarding land access, equity and sustainable use, and security of tenure (Wehrmann, 2012 as cited in Soloman, 2013). Land administration processes that adapt democratic governance practices regulate matters of land administration with greater efficiency and apply established standards and technical solutions (Palmer, Fricska & Wehrmann, 2009). Governance in the land administration also plays a vital role to uphold the responsibility and prevent or counter the potential for corruption (Soloman, 2013). In general, it is vividly acknowledged that as the countries become more and more urbanized, sustainable, and democratic urban land development is an issue that has come to the fore of the development debate.

However, Burns and Dalrymple, (2008) stated that at the international level, measures of governance and measures of land administration reforms effectiveness have largely developed in a separate line of thought. In the same vein, Toikka, (2011, p. 15) argues, *"Eclectic and disjointed literature on governance in general and democratic land governance in particular, does not provide a coherent, and systematic theory."* Academicians and development researchers should, therefore work on how to address democratic governance within the land administration and conduct research, as there is a need to have a coherent theory of democratic land governance. World Bank (2006, p. 2) concludes that *"... throughout the world, land-related development activities generally do not give sufficient attention to integrating [democratic] governance principles and safeguards into the design, implementation and impact monitoring of land policy and administration."* This assertion works in developing countries where urban land governance practices overlook the values of democratic governance principles.

The essence is that there is a need to conduct research in order to expand our knowledge on the nexus between democratic governance and land administration systems. Studies conducted on the topic could aid the efforts of developing a coherent theory of democratic urban land governance, which can be useful in improving the knowledge on the subject matter. Empirically, it could also help to improve the way urban land policies in developing countries are enacted, implemented, and monitored both procedurally and substantively in achieving the interests of the majority of the people.

1.2.2. Land Governance in Sub-Saharan Africa

In Africa, land administration suffers from a lack of transparency, fairness, and accountability because of confusing regulatory frameworks and complex administrative processes. In addition, people who work in the land administration offices are exposed to the temptation of corruption. This entails that land in Sub-Saharan Africa is increasingly recognized as an important governance issue (Palmer, Friccka, & Wehrmann, 2009 and Antonio, 2008), and the need to ensure good governance in the land administration is thus crucial (Burns & Dalrymple, 2008). It is also acknowledged in the works of Kironde (2009, p. 3), and Takele, Kwame & Melesse, (2014a, p. 98) that “*weak governance in the land administration*” is a common, chronic, and severe problem that is increasingly recognized as a significant feature in Region.

Hence, lack of clarity on land policies and laws, poorly managed processes of urban expansion and development, and the resulting conflicts over land have long been among the major concerns that justify the essentiality of democratic land governance in the continent. These also shape the policy responses to reinforce tenure security and to create a precondition for sustainable development in the Region. It is identifiable that although land in the Sub-Saharan African countries is a question of survival for the majority of the people, its governance suffer from political, administrative, and bureaucratic bottlenecks. Thus, it is crucial to overcome the muddle observed in the land administration systems and devise alternative policy directions within the framework of democratic governance. This enables countries of the region to promote inclusive development and energize the achievements of sustainable socio-economic and political development goals.

1.2.3. Urban Land Governance in Ethiopia: Setting the Research Problem

Similar to most African countries including Nigeria, South Africa, Kenya, and Ghana, in Ethiopia, the increase in the economic weight of towns is reflected in the increased concentration of people in urban areas (Ministry of Urban Development, Housing, and Construction, 2014). This has resulted in an alarming expansion of cities and towns into the boundaries of adjacent rural areas. In studies conducted by Takele, Kwame & Melese (2014) and Alemie, Zevenbergen & Bennet (2015) it is stated that most of the urban centers in Ethiopia face numerous challenges in land governance. In the country, urban land administration processes have been prone to corruption and misappropriation due to the absence of democratic governance (Takele Kwame & Melesse, 2014). However, the Ethiopian government mentions the importance of applying the principles of democratic governance in urban land as it states,

The prevalence of democratic governance is a foundational institutional requisite for the development of an efficient, effective, equitable, and well-functioning land and land property market, the sustenance of a robust market economy, and for building transparent and accountable land administration system (Federal Democratic Republic of Ethiopia (FDRE), Urban Lands Lease Holding Proclamation No. 721, 2011, p. 1).

In addition, the FDRE-Ministry of Urban Development, Housing, and Construction (2014) state that urban land is based on the establishment of a modern and effective system, which enables the realization of achieving development, growth, and democratic governance of urban centers. In the country, the legal frameworks shaping land governance includes the land management policy and laws at federal and regional levels, including the urban land lease holding proclamations and other regulations and directives. Besides, the Constitution provides regional States the responsibility of land administration and the large regions have all issued several frameworks pertaining to their jurisdiction (Royal Tropical Institute, 2016).

Studies conducted by Ashenafi (2015); Alemie (2015); Takele, Kwame & Melese (2014), and Alemie, Zevenbergen & Bennet (2015), however, specified that the overall system of land administration in the country in general and in the four large regions (Amhara, Oromia, SNNP, and Tigray) have substantial structural shortcomings. These studies found out that the urban land administration system is bounded by various malpractices. In this context, the government has also declared that land administration frameworks over regulates what landholders can and cannot do excessively, makes them top-to-down and rigid. As a result, flexibility in the land use

system, which is desperately needed for socio-economic development, is eliminated with all the adverse implications for sustainable and inclusive land use. On the other hand, the government confirms that the stiff over-regulation established at the federal and regional levels has caused local governments not to have direct control over several parameters of land administration (Ministry of Urban Development, Housing, and Construction, 2014).

In Ethiopia, the research reports by (Ashenafi, 2015; Alemie, Zevenbergen & Bennet, 2015 and Takele, Kwame & Melese, 2014) state the theory and practice of governance in the land administration indicates theoretical and empirical gaps. In light of these, the gaps that this study considers as research problems are identified through the review of literature as well as problems observed in the land governance practices. It regards five major theoretical and empirical gaps as well as practices of urban land governance. These research problems are discussed in the following paragraphs.

Primarily, the literature on land governance indicates that although much has been written about the importance of democratic governance in achieving sustainable development goals, there are comparatively few materials on democratic governance in the land administration. Similarly, the World Bank (2012a) states in recent years, recognition is given to the idea that a modern land administration project should focus on improving governance. It has also stated that there is comparatively little material on democratic governance in the land administration (UN-Habitat, 2007). Despite the assertion that democratic governance improves the way policies are made and implemented to ensure effective service delivery, little focus is given to the development of rigorous theoretical as well as the conceptual framework of democratic governance. In this regards, Jones, Clench & Harris assert that

It is now well known that democratic governance factors are important in constraining or enabling effective public service delivery. There are common assertions that services are likely to be better provided in urban areas because citizens may be more affluent and may feel more able to demand better services. Accountability relationships with politicians and service providers are closer, so will be stronger, and there may be perceptions of higher 'political rewards' in delivering services to urban populations that may be more likely to vote in the election. (2014, p. 1)

Hence, this study aims to contribute to improved knowledge on the importance of democratic governance in public policymaking in the general and urban land policymaking process in particular.

Secondly, previous research studies indicated in the above statements have tried to understand the land administration system from different perspectives. Transparency International (2014) has conducted a study to highlight the prevalence of corruption in the land administration system of the country, while Alemie (2015) carried out an extensive study to show the importance of cadastre in urban land governance systems. Besides, Takele, Kwame & Melese, (2014) engaged in their research to show the ways of strengthening good governance in urban land management in the country taking a case study of Hawassa city. However, most importantly, these researches have captured and measured the practices of urban land governance and did not pay attention to the policy dimensions. In addition, these research works have focused on the assessment of urban land governance practices considering few principles of democratic governance.

As it is stated in the foregoing paragraphs, governance in the context of the urban land administration system should be studied and evaluated from its core democratic principles. These principles include stakeholders' participation, transparency, and accountability, legitimacy of government policies and the rule of law, equitability, responsiveness, efficiency, and predictability (United Nations Development Program, 2008, p. 10; Gill, 2009, pp. 1-5; Antonio, 2008, p. 15 and Palmer, Fricska & Wehrmann, 2009, p. 10, United Nations Development Program, 2009a, p. 5). Hence, this has been one of the focuses of the study. Hence, this study has examined urban land governance of the study area employing all the eight dimensions of democratic governance.

Thirdly, it is clear that urban land governance policies are the regulatory frameworks, which dictate the way land is governed. These policies show the broad framework in which land administration practices are guided. Plainly, both the policies and practices of urban land governance should be in line with democratic principles. This ensures that land governance works in the best interests of the people. This implies research, which aims to examine land governance, are supposed to study urban land policies and then proceed to the examination of the practices. However, it can be seen from existing research that there is a gap in giving adequate attention to the concomitant examination of the policies and practices of urban land governance. Previous research had a primary focus on the study of the practices of urban land governance while overlooking the policy dimensions. Thus, this research addresses this gap through the study of the policies and practices of urban land governance in the study area.

Fourth, existing researches are limited to the study of urban land governance in major urban centers particularly to Addis Ababa, Adama, Hawassa, and Bahirdar (Takele Kwame & Melesse, 2014; Ashenafi, 2015; Haile, 2019; Moges, 2018; Girma, 2018; Achameleh, 2015 and others). However, this study examined the policies and practices of urban land governance of small hitherto highly expanding urban centers found in the Special Zone of Oromia Region Surrounding Addis Ababa. As to the observation of the researcher, there is extensive horizontal growth in these urban centers. Besides, the urban centers face the highest growth in population density and urban population growth in comparison with the rest of the urban centers of the country (see chapter three, section 3.6) which partly contributed to the extensive horizontal expansion of the urban centers. In addition, it is observed that despite such extensive horizontal expansion, the majority of the urban dwellers do not own parcel of land for their survival while rural communities living in the adjacent hinterlands are dispossessed of their farmland due to the inclusion of the land into the urban circles. Moreover, both the urban residents and farmers in the urban fringe are displaced from their land as the government takes away the land for allotting private investors with inadequate compensation. This is an important issue, which needs study. Hence, this study has investigated how urban land policies are implemented in the study area in light of emerging urban land governance challenges.

Finally, there are no empirical studies conducted to examine the policies, practices, human resources, effects, and challenges of land governance in the study area. Subsequently, the researcher has made a personal observation and exploratory investigation into the nature of land governance of the study area. The researcher has known the area for long and observed practices of urban land governance closely to witness its strengths and weaknesses. These preliminary queries proved that there are problems in the process of land management in the urban centers of the Zone. Hence, the researcher has identified empirical problems that need investigation.

In summary, the research fills up both the knowledge and empirical gaps observed in the literature as shown in the above paragraphs. Primarily, the research is conducted to contribute improved assertions to the knowledge of democratic land governance. It is stated in the earlier paragraphs that there is no coherent theory of democratic land governance. This is because the concepts of democratic governance and land administration are developed in a separate path. This research aids the effort of developing a coherent theory of democratic land governance by combining and integrating the two concepts in the study.

Secondly, earlier research efforts failed to examine urban land governance from democratic principles. This research has applied democratic governance principles to examine the policies and practices of urban land governance in the study area. Thirdly, the study has focused on small but emerging urban centers, unlike prior studies. Lastly, it is stated that there are no empirical studies conducted in the Special Zone of Oromia Region Surrounding Addis Ababa. Thus, the study fills the empirical gap through the examination of the policies and practices of urban land governance in the area by collecting, analyzing, and triangulating empirical data from three selected towns: Sebeta, Gelan, and Sendafa-Bake.

1.3. Research Questions

The study has attempted to answer the following research questions:

1. How do existing urban land policies in Ethiopia ensure democratic land governance in the Special Zone of Oromia Region Surrounding Addis Ababa?
2. What are the extents that existing practices of urban land governance in the Special Zone of Oromia Region Surrounding Addis Ababa integrate democratic governance?
3. Do urban land administration offices in the Special Zone of the Oromia Region possess the capacity and competency of human resources and service standards required to implement the institutional frameworks of land governance?
4. What are the effects of the policies and practices urban land governance in the Special Zone of Oromia Region Surrounding Addis Ababa?
5. What are the challenges and problems of urban land governance policies and practices in the study area?

1.4. Research Objectives

1.4.1. General Objective

The general objective of the study is to examine the policies and practices of urban land governance in the Special Zone of Oromia Region Surrounding Addis Ababa.

1.4.2. Specific Objectives

The following are the specific objectives of the study.

1. To examine the existing urban land policies of Ethiopia and find out the extent to which they ensure democratic urban land governance in the Special Zone of Oromia Region Surrounding Addis Ababa;
2. To study the extent that existing practices of urban land governance in the Special Zone of Oromia Region Surrounding Addis Ababa integrate democratic governance;
3. To analyze the human resource capacity and service standards of urban land administration offices in effectively implementing land governance frameworks;
4. To investigate the effects of urban land governance policies and practices in the Special Zone of Oromia Region Surrounding Addis Ababa; and
5. To identify and analyze the problems and challenges of the policies and practices of urban land governance in the case study area.

1.5. Significance of the Study

This study is conducted to examine the policies and practices of urban land governance in Ethiopia taking the case of the Special Zone of Oromia Region Surrounding Addis Ababa city. In doing this, the study has examined the policies and practices of urban land from a democratic governance perspective (this is explained in detail in section two of the dissertation under subtitle -Democratic Governance in the Land Administration). To this end, the findings of the study contribute knowledge to the existing stock of knowledge and help to shape the existing policies and practices of urban land governance in the country in general and in the study area in particular. In this regard, the study has both academic and practical values.

In Ethiopia, scientific research on urban land governance fails to consider the importance of the application of democratic governance principles (stakeholders' participation, transparency, and accountability, legitimacy of government policies & rule of law, equitability, responsiveness, efficiency, and predictability) in the analysis of the policies and practices of urban land. Thus, it is strongly believed that studying the policies, practices, HR, effects, and challenges of urban land governance at the local level from a democratic governance perspective has a contribution to the making of public policy and practices in the land administration. In light of this, the study contributes to the existing body of knowledge and practices in different forms.

In the first place, most research works conducted on land governance focus on national or international levels (Alemie, Zevenbergen, & Bennet, 2015). In other words, in Ethiopia, there are few works done to examine urban land governance practices at the local level from a democratic governance perspective (Ashenafi, 2015). This indicates the reality that there are both knowledge and practical gaps the research would fill. It examined the policies and practices of urban land governance of the country by taking the Special Zone of Oromia Region Surrounding Addis Ababa as a point of reference. In doing this, it examined scarcely explored issues like policies and regulatory frameworks of democratic urban land governance, the institutional capacity of municipal administrations in effecting land governance principles, the extent to which the practices of land governance is democratic, the effects of existing urban land governance and other related issues. Thus, it contributes new knowledge to the existing body of knowledge and on-going discussion by examining land governance policies and practices at the local level.

Secondly, existing literature (Deininger, Harris & Burns, 2012; Carrington, Debus, & Lee, 2008; Tiokka, 2012; Antonio, 2008 and Palmer, Fricke & Wehrmann, 2009) shows that democratic urban land governance benefits the broader national objectives. It also contributes to the democratic governance of society. However, these are possible only in the presence of the application of the right policies, continuous follow-ups, ongoing identification of challenges, and their proper remedies. This research helps to evaluate the policy framework, and practices of land governance and recommends policy inputs to monitor and gain improvement over time.

The empirical evidence and findings of this research, therefore, benefits authorities, and other stakeholders found at national, regional, and local levels to assess, and evaluate policies and practices of land governance and consider appropriate interventions. Government officials who implement regulatory frameworks (policies, laws, and regulations) and who provide land-related services to the citizens at the municipal level might utilize the findings of the study to improve land and land-related service delivery processes. In addition, other researchers can utilize the findings of this study to further expand their theoretical as well as empirical understandings of urban land governance, examine the land, and land-related issues in different contexts and times.

1.6. Scope of the Study

In scientific research work, any research activity should "*define its scope in terms of period, study location, the topic of inquiry and, the methodology of the study*" (Pajares, 2007, p. 7). This is affirmed by Simon & Wolf (2002) as a research plan should delimit its specific time, site of the study, and issues under investigation. It helps the researcher to gain the required focus in addressing the research objectives in a timely, economic, and effective way. In light of these thoughts, the scope of this research is delimited in the following ways.

Firstly, the concept of governance is a wide-ranging concept, and applies at different context in different ways. It is also operational at every level, such as household, village, municipality, nation, region, or globe. This makes the concept a slippery that takes multiple definitions, depending on the agency using the term or the context in which it is used (Institute of Development Studies, 2009). Due to the inherent diversity in government traditions and societal cultures, there exist many definitions of governance in the literature. This concern is also mentioned by Al-Habil (2011, p. 123) as the concept of governance "*has come to be widely used, yet it is not always clear what the term means.*" The concept has existed for a long time, although it was (re)-emerged 1970 s' when it began to be used in the Public Administration literature (United Nations Development Program (UNDP), 2011). Since then, the concept attracts attention and is highly applicable in both academic literature of Public Administration, political science, law, and international relations and in practices of International as well as regional development agencies like the World Bank, United Nations Development Program and African Development Bank, and others.

The concept is a domain to many academic fields of study, however, in this study; the discussion on the concept of governance is made in the context of Public Administration. Further, despite existing controversies in the way the concept of governance is defined in the academic fora, the study has adapted the definition given by Bjerkli (2013). This context, governance is thus defined as the process of exercising authority in the country in a participatory, transparent, accountable, legitimate, predictable, and collaborative manner to ensure that the political, economic, social rights of citizens are protected by the government and societal actors are participating in the decision making process of government.

It is stated in the above paragraph that governance is a broad and slippery policy issue and requires focus from multiple perspectives and disciplines. It involves multiple actors and factors at its policy formulation and implementation and requires investigation from various dimensions. In this view, such broadness makes the inquiry of land governance in the legal, socio-economic, and political and policy dimensions complex and difficult. Hence, the study is limited to the investigation of the policies and practices of urban land governance from a democratic governance perspective. This means the focus of the study is limited to five major areas of urban land governance (policies, practices, HR & service standards, effects, and challenges).

Secondly, in terms of the area the research covers, the scope of the research is limited to the Special Zone of Oromia Region Surrounding Addis Ababa with a reference to three towns (Sebeta, Gelan, and Sendafa-Bake). The Zone is characterized by a high rate of urbanization and the population density is higher as well compared to the other Zones of the region (Oromia Urban Development and Housing Bureau, 2015). It is also a fact that the Zone is located surrounding Addis Ababa and there are significant influences on the urban centers found in the Zone due to their geographical proximity to Addis Ababa. Moreover, there is no clear territorial demarcation between the urban centers and Addis Ababa city administration. There are fears that the horizontal expansion of the capital encroaches to the hinterlands of these territories. This is attested by the proclamation adopted by the Oromia Regional State to establish the Special Zone of Oromia Region Surrounding Addis Ababa in 2008. Besides, the geographical proxy of urban centers to Addis Ababa city made them absorb the inhabitants migrating from Addis Ababa in search of settlement areas with lower costs (Dejene, 2011 and Melkamu, 2016). In addition, the urban centers are very close to Addis Ababa and host a large number of investors and real estate developers coming mainly from the city in search of a large acre of land to build luxuries residential and commercial buildings.

Furthermore, the rapid expansion of the towns in the Special Zone has led to the proliferation of squatter settlements and informal housings, which currently, characterize the situations observed in the Zone (Ifa, 2016). In addition, the horizontal expansion of the urban centers has affected the surrounding farming communities as the towns' administrations expropriate rural land from farmers for various reasons with low compensation. This also results in the dislocation of the surrounding farming community from their neighborhood in search of alternative survival means. In this context, thus, there are empirical problems that the researcher has personally

observed in the land governance system of the study area. Thirdly, the study covers the time from 2008- to date). It is almost twelve years since the Special Zone of Oromia Region Surrounding Addis Ababa is established as one of the Regional Zones found in the Oromia Region. It is founded in the 2008 Gregorian calendar as a distinct Zone and since then it has become fully functional. Finally, in terms of the methodological scope of the research, the study is delimited to the use of mixed methods research approach. The reasons, which call for the application of this approach, are discussed later in chapter three.

1.7. Description of the Study Area

According to the annual report of the Oromia Regional State Special Zone Administration (2015), Oromia National Regional State is one of the largest Regional States in the Federal Democratic Republic of Ethiopia. Geographically, the Region extends from 3o24'20"–10o23'26"N latitudes and 34o07'37"-42o58'51"E longitudes. It shares borderlines with all the Regional States of the Federal Democratic Republic of Ethiopia, except Tigray Region. It also shares international borderlines with the Republic of Sudan (with 66 km borderline) in the west and the Kenyan Republic (with 521km) in the south. The total area of the Region is 363,136 km², accounting for about 34.3 percent of the total area of the country. Administratively, the Region is divided into 22 administrative zones.

As the source from the Special Zone of Oromia Region Surrounding Addis Ababa shows, the study site is one of the twenty-two administrative zones of the Oromia National Regional State. It is established in 2008 as one of the zones of the Region by Regional Proclamation No. 115/2008. The institutionalization of the Zone is made possible by incorporating some of the older districts and towns, which were previously, part of North Shoa Zones of the Oromia Region bordering Addis Ababa in all directions. The following detailed description of the study area is taken from the annual report of the Special Zone of Oromia Region Surrounding Addis Ababa- Bureau of Finance and Economic Development (2015).

1. Establishment of the Zone

Special Zone of Oromia Region Surrounding Addis Ababa is composed of eight towns (Dukem, Lege-Tafo Lege-Dadi, Sendafa–Beke, Sululta, Holota, Burayu, Sebeta, and Gelan) and six rural Woredas (Welmera, Sebeta-Hawas, Akaki, Sululta, Mulo, and Berek). When it was established in 2008, the Regional State realizing the necessity of establishing a special administrative and

development strategies for areas surrounding the capital city restructured these areas as the urban fringe zone of Addis Ababa. Besides, the establishment of the Zone has the objective of managing the horizontal expansion of the capital city towards the adjacent areas of the region (Oromia Regional State Council Office, 2008, p. 1). The description of the name of towns found in the Zone is presented in the following table.

Table 1.1: Towns of the Special Zone of Oromia Region Surrounding Addis Ababa

No.	Name of Town	Status of the Towns		Population Size	Area Coverage in Hectares
		Level of the Town	Rank of the Town		
1	Sebeta Town	Rank 1	-	167,127	828.011
2	Burayu Town	Rank 1	-	92,363	5,253.73
3	Sululta Town	Rank 2	Level A	55,854	2,464.14
4	Lege Tafo- Lege Dadi Town	Rank 2	Level A	27,636	789.76
5	Gelan Town	Rank 2	Level A	59,817	431.11
6	Dukem Town	Rank 2	Level A	40,190	2,725
7	Holeta Town	Rank 2	Level B	57,828	5,550
8	Sendafa-Bake Town	Rank 2	Level B	54,474	4,606.34

Source: Urban Development and Housing Bureau of Oromia Region, 2016

2. Location and Area Coverage of the Zone

Special Zone of Oromia Region Surrounding Addis Ababa is found in the central part of Oromia National Regional State, surrounding the capital city of Addis Ababa. The Zone has an estimated total area of 4,808 km². It consists of six districts and eight major towns. It is found in the north 080 34'30'' to 090 32' 26'' and east 380 25' 05'' to 390 08' 05''. It has geographical proxy to Addis Ababa and it is bordered by other adjacent Zones of Oromia Region. Accordingly, it is delimited on North by the North Shoa Zone, on South by Southwest Shoa Zone, on East by the East Shoa Zone and on West by the West Shoa Zone. The Zone with its area coverage of about 4809 km² accounts for about 1.32% of the total area of the Regional State of Oromia. The administrative offices of the Zone are found in Addis Ababa city. In fact, Addis Ababa city is located at the central part of the zone.

3. Topography and Climate

Round sixty-four percent of the landscape of the Zone is plain, 20% is plateau while the remaining 16% is mountainous. The Zone is divided into three agro-ecological zones mainly due to altitudinal difference. This variation in altitude and temperature provides various economic, social, and environmental opportunities both for urban and rural peoples, as the area is favorable for residential, investment and agricultural production. It is found in the highland areas of Gara Foyata, Chalalaka, and Entoto Mountains. The category of cool temperature is found in the high land of Entoto of Berek district, Gara Foyeta of Sululta district, and Chelelka of Berek district. The mean annual temperature of the Zone is found between 20-25 0c in the low land and 10-15 0c in central high land. However, there is a slight variation in temperature between the months of the year. February to May is the hottest months while October to January is the coldest.

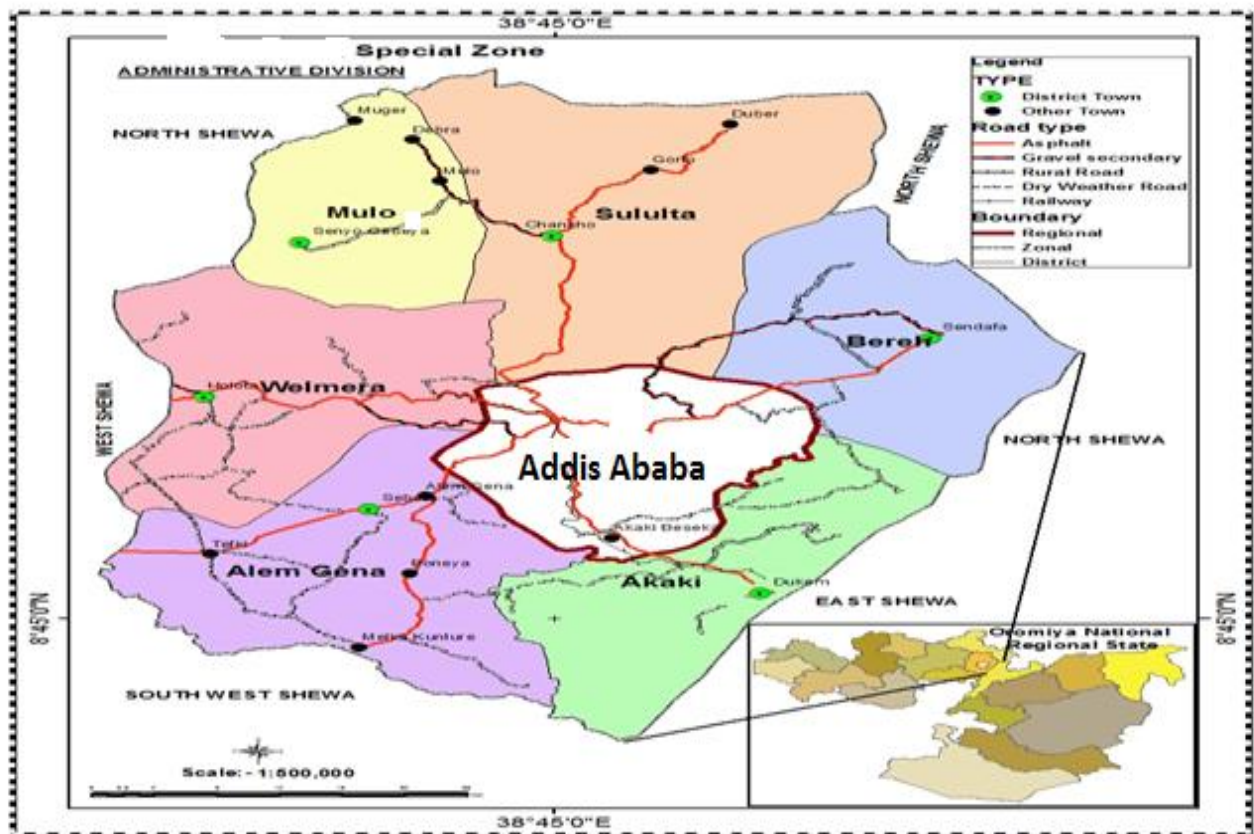
4. Population Size and Composition

According to the reports of the Central Statistic Agency National Population and Housing Census report of 2007, the total population of the Zone was 855,138. The projection of urban population from the census survey showed that 285,235 populations live in the urban centers of the Zone. On the other hand, the census result shows the total figure of the rural population in the Zone was 569, 903. The report gained from Zonal Administration Bureau indicates that the fertility rate of the Zone in 2016 was around 3.55% per annum. Using this population growth rate, the researcher has projected the population of the Zone for the year 2016. Accordingly, it is projected that the total population of the Zone is estimated to be 1,189, 069 in 2016. When the percentage of urban population is considered, it can be regarded as one of the highest following Addis Ababa, Harari, and Gambella, which is 50.05% (595,129) of the total population lives in the eight major towns and other small towns (Special Zone of Oromia Region Surrounding Addis Ababa- Finance and Economic Development Bureau, 2015, pp. 18-23). In terms of population density, the Zone is characterized as densely populated, which is 163.39 persons per/km²). The national (federal) population density is 59.07 p/ km², whereas the regional population density is 76.78 p/ km².

Religious and ethnic compositions are the major components of the demographic characteristics of a given population. However, it is difficult to get adequate and timely data from municipalities and Zonal Administrations, which shows the composition of residents' religion and ethnic

composition. However, it is possible to present their own judgment that the majority of the population in the urban centers of the Zone follows Orthodox Christianity, Muslim, and Protestant religion while Oromo ethnic group is the dominant group in the population followed by Amhara and Tigre ethnic groups.

Figure 2: Map of the Special Zone of Oromia Region Surrounding Addis Ababa



Source: Adopted from the Special Zone of Oromia Region Surrounding Addis Ababa, 2015

1.8. Limitations of the Study

The process of conducting this research has not been without limitations. The researcher had to pass through multiple and complicated situations. The first of the limitations is the political situation in the study area. There were many times that the data collection process has been interrupted due to violent conflicts raised in the study town and the surroundings. This has extended the time of data collection for over two years. However, the researcher has completed data collection activities in an extended time with the support he got from individuals and associates living in the towns. Secondly, during the time of data collection, getting the consent of

respondents to have their responses for the interview schedule and focus group discussions has been very challenging. People developed apathy to provide data about public services in general and land issues in particular. They frequently said they are tired of giving information to different researchers and investigators while the problem they have is not solved.

They said such research engagements have been fruitless for solving their critical problems. However, the researcher has attempted to overcome the problem by accessing respondents using focal persons in towns' administration. Thirdly, access to official data at regional, zonal, and municipal level is also one of the limitations of the study. The way official data and documents related to the topic of the study kept is somewhat fragmented and it takes a while to organize it. Finally, the budget allocated to the study is very limited, and allotting it to various aspects of the study has been the limiting factor of the study. Finally, as the study relies on personal understanding of residents about the nature of land governance, rating of factors is also based on personal opinion (which might be biased). Hence, the researcher, believing that such biases might affect the findings of the study, has tried to orient both data enumerators and respondents to ensure objectivity, and neutrality in their participation in the study regarding the issues of the study.

1.9. Organization of the Dissertation

The dissertation is organized into ten chapters. The first chapter provides a discussion on the background and statement of the research problem. It also presents the basic research questions, research objectives, significance, and scope of the study. The second chapter presents a review of the available literature. The overall purpose of this section is to review and analyze the theoretical and conceptual underpinnings of urban land governance and link the existing body of knowledge to the research questions, which is discussed in, chapter one of the dissertation. By reviewing the theories, principles, and backgrounds of governance in general and democratic governance in particular, the researcher establishes his particular study within the existing body of literature. This review involves the development of a conceptual framework established towards the end of this section, which is used as a guide in the development of instruments of data collection and methods of data analysis.

The third chapter of the research presents the methodology of the study. In this chapter, a discussion is made on the philosophical and methodological claims of the study. In addition, the methodology part discusses the research approaches, design, data source and types, instruments of data collection, methods of data analysis, and mechanisms of checking the validity and reliability of data collection instruments.

Chapter four to chapter nine of the study provides the data presentation, analysis, and interpretation of the policies and practices of urban land governance in the study area. The discussion is made based upon the data gathered from respondents, available official documents, key informants, and other sources. Each chapter focuses on specific themes derived from the specific objectives of the study. Thus, discussions presented under chapter four summarize the background of respondents and give highlight the landholding rights of respondents in the study towns. Chapter five focuses on examining the policies of urban land governance while chapter six deals with the practices of land governance in the study area. Chapter seven presents the analysis and interpretation of data regarding the competencies and capacity of municipal land governance offices.

The effects of the existing urban land governance system of the towns where the research is concerned are presented in chapter eight of the dissertation. Chapter nine provides a discussion on the major challenges of urban land governance in the Special Zone of the Oromia region surrounding Addis Ababa. The final chapter of the dissertation presents the conclusion, knowledge contributions, implications, and recommendations of the study. In this chapter, a summary of the dissertation is made based on the findings from data analysis and interpretation presented in the preceding chapters.

Chapter Two

Literature Review and Theoretical Framework of the Study

2.1. Introduction

The concept of governance has recently been emerged as a key concept pre-occupying the international organizations, regional forums, governments' policies, and academic inquiries. The concept opens a new intellectual space and provides a perspective that allows intellectuals and researchers from diversified field of studies to discuss on the role of government in coping-up with public demands and interests (Graham, Amos & Plumptre, 2003; Bjork & Johansson, 1999; and Al-Habil, 2011). World Bank (1993, p. xiv) stressed, "*Governance has become an important concept as it plays critical role in determining societal well-being.*" It is also underlined that governance is ultimately concerned with creating the conditions for ordered rule and collective actions (Ewalt, 2001 and Al-Habil, 2011).

It is mentioned in Tewodros (2015) that the concept occupies a central place in Public Administration and development discourse. It is considered as a crucial element to be incorporated in the development policies and strategy of developing countries. In these countries, one of the most important public services, which both the government and citizens are much concerned is the formulation and implementation of urban land policies and associated land and land related service deliveries. In light of this, the study examines the policies and practices of urban land governance in Ethiopia taking the case of the Special Zone of Oromia Region Surrounding Addis Ababa. It examines the nature of urban land governance in the study area with reference to principles of democratic governance.

The following sections thus, present the review of literature and the theoretical foundations of the study. The review is mainly centered on the concepts of governance, public sector governance, models, and approaches of public policy making and democratic urban land governance. In addition, it covers topics such as land policies in developed and developing countries. It also presents the review of empirical literature regarding land governance in Ethiopia. In each section, the review examines the ideas and arguments proposed by different organizations, scholars, and cascades the broader theoretical ideas to develop a specific theoretical framework that guided the study. The detail is presented as follows.

2.2. Review of Theoretical Literature

2.2.1. Conceptualizing Governance: Lack of Conventional Definition

The concept of governance has existed for a long time, although it was effectively dormant in the 1970 s' when it began to be used in the public administration literature (United Nations Development Program (UNDP), 2011). Since then, the concept attracts attention and is highly applicable in academic literature of public administration, political science, law, and international relations. The concept is a domain to many academic fields of study, however, in this study; the discussion on the concept of governance is made in the context of public administration.

Governance is a very broad concept, and operates at every level, such as household, village, municipality, nation, region, or globe. It is a slippery term with multiple definitions, depending on the agency using the term or the context in which it is used (Institute of Development Studies, 2009, p. 9). This concern is also mentioned by Al-Habil (2011, p. 123) as the concept of governance *“has come to be widely used, yet it is not always clear what the term means.”* Due to the inherent diversity in government traditions and societal cultures, there exist many definitions of governance in the literature. According to Takele, Kwame & Melesse (2014, p. 98), the concept of governance and its meaning have *“gone through decades of changes over time due, notably, to its resemblance to the concept of government.”* They stressed that initially the concept was closely tied up with that of government and its utilization for a long period was limited to the traditional conceptualization of government (Jose, 2010 cited in Takele, Kwame & Melesse, 2014). However, in recent developments, the conventional understanding of governance is broader than that of government. Having this tradition into consideration, the following paragraphs bring some of the definitions given to the concept of governance into the floor and frame the working definition of the term in the context of this study.

UN-Habitat, (2016, p. 4) defines governance as *“the formal and informal arrangements that determine how public decisions are made and how public actions are carried out from the perspective of maintaining a country's Constitutional values.”* World Bank, on the other hand conceptualizes the concept as:

the manner in which power is exercised in the management of a country's economic and social resources for the sake of development. Governance is epitomized by, among other things, predictable, open, and enlightened policymaking. Good governance fosters strong and but delimited state capability which sustains economic and social development and institutional growth” (World Bank, 1993, p. xiv).

Similarly, Mhrtey (2016) states that governance is broadly considered as essential to political and socio-economic development. He presented his view on governance, as it is the way authority is exercised through government economic and socio-political agencies. World Bank states that the concept of governance is concerned with the processes by which citizens participate in decision-making, how government is accountable to its citizens, and how society obliges its members to observe its rules and laws (World Bank, 2012). Similarly, United Nation Development Program (UNDP) (2008) stresses that governance is all about the manner a state lie down and administer the set of laws that lead the policy formulation and policy execution process.

In the views of the above organizations and scholars, governance consists of systems, processes, and agencies through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations, and mediate their differences. In association with this, the concept of democratic governance implies that the authority in the political system is exercised in a participatory, transparent, accountable, and collaborative manner. In this sense, governance is considered as the ways in which, authority is applied in the administration of a state’s political, economic, and social resources for sustainable development.

The common Wealth of Australia defined governance as “*the set of responsibilities and practices, policies and procedures, exercised by an agency’s executive, to provide strategic direction, ensure objectives are achieved, manage risks and use resources responsibly and with accountability*”(Commonwealth of Australia 2007, p. 1). According to British and Irish Ombudsman Association (2009), it is the way government agencies are led and controlled to maintain that institutions are efficient in addressing societal objectives. In similar token, Mwangi & Nyika argue that the concept of governance has holistic than that of the government as it is inclusive of the governor and the governed. People, who are the governed, actively involved in the decision-making activities while the governor considers the voices of the citizens.

The state keeps its part of the bargain by creating favorable conditions for growth. Mwangi & Nyika (2010, p. 4) contained that “*The state and its entities are supposed to lay down rules and follow it through accountability process.*” In principle, the concept of governance may be applied to any form of collective action. Governance is about the strategic aspects of steering: the larger decisions about direction and roles. That is, governance is not only about where to go, but also about who should be involved in deciding, and in what capacity (Graham, Amos & Plumptre, 2003). Gregory has the same the view with Graham, Amos & Plumptre, (2003) that:

The idea of governance – as distinct from government – has become intellectually fashionable in academic circles over the past decade or so, constituting a new conceptual paradigm that embodies ideas about the dispersal and fragmentation of formerly centralized state authority. The increasing involvement of civil society in the delivery of public goods and services, and the networked collaboration of a wide range of governmental and non-governmental bodies in the pursuit of public purposes and the public interest (Gregory, 2014, p. 15).

Stoker has also described that governance approach is “*new process of governing; or a changed condition of ordered rule; or the new method by which society is governed*” (Stoker (1998:17 cited in Takele, Kwame & Melesse, 2014, p. 98).

In general, the concept of governance is understood as the process of exercising authority in the country in a participatory, transparent, accountable, legitimate, predictable and collaborative manner to ensure that the political, economic, social right of citizens are protected by the government and societal actors are participating in the decision making process of government. It involves the transparent, accountable, legitimate, predictable, equitable, and participatory governing process in which societal priorities are based on the broad consensus in the society and the voice of vulnerable are heard in decision making over the allocation of nation’s resources and maintenance of sustainable development. This understanding is in line with Bjerkli’s view that governance has lead to administrative reforms of states. It focuses on institutional arrangements to reduce bureaucratic bottlenecks and make the states more efficient in their new role as facilitator and manager of actors and partnerships involved in the provision of urban services, in line with the principles mentioned above (Pierre & Peters, 2000; Smith, 2007 cited in Bjerkli, 2013). It considers the preference of citizens in participating in decision-making process as well as how and by whom those decisions are implemented.

2.2.2. Public Sector Governance

In recent policy discourse, developed and developing countries have launched on holistic reassessment of the role of government in their societies. Following from this, a redefinition of the political-administrative relationship has evolved, designed to ensure greater accountability and a greater devolution of power to local level where the real demands of the people is heard. In this context, *“the role of public administration in the businesses of governments is a continuing topic of discussion and debate”* (Rondinelli & Shabbir, 2007, p. 1).

According to Pienaar (2009), the need to advance governance within the public sector and to enhance capacity to execute innovative tasks and functions is now widely renowned. These administrative progresses however, have emphasizes the importance of governance in the public sectors, particularly about public policy, planning, decision-making, public sector administration, and process. Hence, it is now apparent that the phrase public sector governance has become strongly linked with the manner the government plays its basics functions in political, and socio-economic developments (United Nations, 2015)). With this, public sector governance is a very essential to the governance of a society and indispensable for government agencies. It serves as a vehicle to implement the government strategy.

Due to its significance, public sector governance promotes transparency and clear decision-making authority and accountability structure at the public sector assets (Juiz, Guerrero & Lera, 2014). Decisions are made by the governments in the public sector that considerably affect the political, economic, social, and cultural welfare of every citizen. The public sector administers many assets and liabilities and supervises the provision of essential public services in such area as land and land related services (British Columbia Office of the Auditor General, 2008). This implies that agencies and institutions in the public sector should merit a higher degree of trust to citizens. Hence, as concluded by the Common Wealth Australia, public sector governance *“covers the set of responsibilities and practices, policies and procedures, exercised by an agency’s executive, to provide strategic direction, ensure objectives are achieved, manage risks and use resources responsibly and with accountability”* (Commonwealth of Australia, 2007, p. 1).

However, the way public sector is established and the structures of its institutional or organizational arrangements significantly vary across boundaries. Countries differ in their political systems, government commitments and the way public policies are made yet, principles of governance are considered applicable to all public sector arrangements regardless of the structural and institutional differences.

2.2.3. Governance in Public Administration: Lack of a Coherent Theory

The concept of governance, although widely discussed and used in social science disciplines, “*it is one of the most important theoretical perspective in Public Administration*” (Kettl, 2002, p. 19). Kettl stressed that in the wake of the twenty-first century, the conventional Public Administration philosophies fail to bridge the gap between theory and practice that put the discipline under intense pressure owing to the emergence of a new perspective. He added that currently Public Administration recognizes the notion of governance as descriptive and explanatory conceptual lens. However, in the past 50 years, when the history of the discipline is considered, Public Administration has passed through three major paradigmatic phases. These paradigms are Traditional Public Administration phase, Public Management phase/ New Public Management phase, and Governance phase (Denhardt & Denhardt, 2011; Promberger & Rauskala, 2003; United Nations, 2004 and United Nations, 2006).

Nonetheless, the recent development in the study of Public Administration is the (re)emergence of the concept of governance and public sector governance. The concept is defined “*as a system of policies, and institutions by which a society manages economic, social, and political affairs through interactions within and among the state, civil society and private sector*” (Hagiwara, 2010, pp. 8-9). It consists of the systems and procedures that allow individuals and groups to articulate their preferences, negotiate their differences, and exercise their citizenship rights and responsibilities. Governance promotes rules, institutions, and actions that bound the authorities of agencies’ and provide incentives for individuals, groups, and organizations. In this regard, several societal and political actors are participates in governance. However, government is the most important actor, which promotes suitable political and legal environment. In addition, private sector, and civil society organization, involve in the governance process to create jobs and income; and smooth the progress of social and political relations respectively.

The spirit of governance is to promote interaction among these three types of political and social actors to facilitate people-centered/inclusive development. UNDP (2004, p .3) further stresses that:

In recent year, public sector administration is increasingly seen as more than just modernizing the state institutions and reducing civil service costs. It is also about fostering dynamic partnerships with the civil society and the private sector, to improve the quality of service delivery, enhance social responsibilities and ensure the broad participation of citizens in decision-making and feedback on public service performance.

It is also recognized in Public Administration literature that perspectives on governance are important in the formulation and implementation of specific urban development policies (Crespo & Cabral, 2010; Toikka, 2011, and UNDP, 2004, 2009a & 2009b). However, although a considerable amount of efforts have been spent on studying the concept of governance, there is no single competent and integrative theory or model to explain it (Bevir, 2010; Carrington, DeBuse, & Lee, 2008; Alemie 2015; Toikka, 2011; and Katsamunska, 2016). It is indicated in a study conducted by Ostrom and Toikka that governance is considered as a” *research framework that can be applied to policy-making session or context and that could incorporate different competing theories or models*” (Ostrom 2005, 27-29 cited in Toikka, 2011, p. 8). However, conceptually the conception of governance lacks sufficient theorization as it virtually plays important roles in determining public policies and actions to the best benefits of the society. Even though the advancement of a holistic and consistent theoretical foundation is not yet formed, the various theoretical models of governance have developed in a separate foil. This poses challenges for researchers, as it is tricky to get a crystallized theory, which shapes academic endeavors to understand the policies and practices of governance in the public sector.

In summary, developing a theoretical lens in which issues of land governance in urban setting is analyzed, is important and integral part of any research endeavor to that end. In light of this, though there are few theoretical researches involving the development of crystallized theory on urban land governance in the context of developing countries, scholars and researchers draw insights mainly from the four theories of governance namely; traditional public administration theories, new public management perspective, new public service, and democratic governance theory.

2.2.3.1. Traditional Public Administration Theories

Public administration as a field of study has evolved through a continuous theoretical development and shift from one theory to the other over the last century. According to Kettl (2002), the traditional and rudimentary advancements of the discipline of Public Administration are inextricably associated with the writings of German sociologist Max Weber who advanced much of what is today called theory of bureaucracy. Similarly, Haque (2001, p. 1) mentions that *“it took more than a century to articulate the essence of public administration as a field of study and profession based on its own assumptions, principles, and norms distinguished from those in politics and business.”*

In this sense, traditional public administration focuses on major concepts of bureaucracy that includes hierarchy of authority, formal organizational powers, and division of labor through specialization, meritocracy, and professional competency of public administrators that can be proved through merit system. However, several theorists (Islam, 2015) provide criticisms against traditional Public administration as his view the *“old administration model incompetent to provide efficient and effective public services to citizens.”* Similarly, Barabashev (2016) states, the conventional theories, and approaches of Public Administration including Weberian and Neo-Weberian models primarily have focused primarily on the analysis and interpretation of bureaucracy as a subject matter of the field. In the views of Al-Habil:

Much of Public Administration literature focuses on bureaucracy and its ability to control the behavior of employees and thus ensure predictable outcomes. It is said that control mechanism of bureaucracy, such as the chain of command, definite position descriptions, rules, regulations, the keeping of records that document behavior, and so on, rationalize the actions of public organizations and ensure accountability to citizens and their representatives. Yet there seems to be a gap between what bureaucratic model promises and the actual performance of bureaucracies on the ground (2011, p. 126).

Similarly, Dickinson (2016) notes that the time from the writings of Widrow Wilson in 1887 to the theory of New Public Management (NPM) is considered as the time of traditional Public Administration which broadens the center of its focus on organizational structures, hierarch of formal authority. The time from end of 1940 s' to the early of 1970 s' period is commonly regarded in Public Administration literature as being the era of bureaucratic theory. During this time, two major discussions were at the center of Traditional Public Administration.

The first issue is the affirmation that there is a clear dichotomy between politics and administration, which gives rise to the concept of Politic-Administration dichotomy. This is asserted by Sharpe (2007, p. 5) as the *“idea of separating politics and administration received much early commentary and came to guide practice in a number of important ways.”* However, he further mentioned, the distinction drawn between politics and administration has *“certainly blurred over time that public organizations should seek the greatest possible efficiency in their operations and that such efficiency was best achieved through unified and largely hierarchical structures of administrative management.”*

In this regard, Denhardt & Denhardt (2000, p. 551) give seven major tenets of traditional public administration. The first is *“political neutrality of public administration.”* Public administration is considered as *“value free and based on neutral competency.”* In second place, *“hierarchical model of service delivery is central to public administration. It also follows top-down approach of policy implementation.”* Bureaucracies seek to be closed systems to the extent possible, thus limiting citizen involvement while efficiency and rationality are the most important values in public organizations. Finally, it considers public administrators as implementers of public policies and they have minimal roles in policy formulation. Furthermore, Dickinson (2016, p. 42) concluded that Traditional Public Administration that focused on the roles of bureaucracy in public service delivery has been *“critiqued for being inefficient, consuming too much of a nation’s resources and serving the interests of public service professionals rather than those of citizens”*

This entails that bureaucratic model of Traditional Public Administration has the outcome of inefficient public service delivery. There has been substantial deficiency between the conceptualization of underpinnings of bureaucracy as theorized by academicians and the principles it had in the delivery of public services. Accordingly, in post 1970 s’, several critics strike the discipline of Public Administration suggesting that traditional Public Administration theories are not capable of providing enhanced tools and instruments that incorporate efficiency and effectiveness in the delivery of public services. Critics grow that bureaucratic model of Public Administration need sufficient theoretical potency and scientific instruments that cope-up with the dynamics of public service delivery. Paradigms that through critics against bureaucratic theory pointed out that tenet of the theory are not appropriate for overcoming organizational crisis that the field has faced.

2.2.3.2. New Public Management/NMP/

New Public Management/NPM/ as new development in the field of Public Administration has first started in the last quarter of twentieth century in Europe and United States of America. Gruening (2001, p. 2) mentioned, “*NPM movement began in the late 1970 s’ and early 1980 s’ . Its first practitioners emerged in the United Kingdom under Prime Minister Margaret Thatcher and in the municipal governments in the U.S. (e.g., Sunnyvale, California) that had suffered most heavily from economic recession and tax revolts.*” Similarly, Kettel (2002) argue that NPM has been a leading theoretical model in Public Administration until it is substituted the theoretical underpinnings of governance in 1990 s’. Islam (2015) described NPM as it has the foundation in the perspective of market economy and efficiency-based service delivery and greater roles of private sector in the management of public services delivery. He regarded NPM as “*a normative conceptualization totally different in many ways from traditional public administration, providing services that citizens value to increase the autonomy of public managers and rewarding organizations and individuals to enhance the efficiency of public sector production*” (Islam, 2015, p. 141). Similarly, Dickinson posited that NPM surfaced in the literature of Public Administration in response to the critics that flooded Traditional Public Administration techniques in the provision of public services delivery. He marked that in response to the critics against Traditional Public Administration

Liberal economies was to make governments more ‘businesslike’ by the introduction of markets into some areas of the public sector and, in the process, ‘hollowing out’ government. In many countries, the paradigm of new public management was felt strongly as governments sought to shift governance forms away from hierarchies and towards markets. As public services started to be delivered, not just by the public sector, but also by commercial and community organizations based on contracts, government started to become more fragmented. The process also resulted in the reduction of the discretion and influence of public service professionals (Dickinson (2016, p. 42).

According to Strokosch, “*The NPM’s main components are the privileging of markets as the key mechanism through which to coordinate resources with need and output as a key component of legitimacy*” (2018, p. 14). He added that the focus on managerial hands to advance organizational performance, regarding service seekers as customers, performance orientation, and prioritizing stools and techniques used in private sector management are the tenets of NPM.

Similarly, Haque (2001, p. 2) agrees, “*the newly emerging paradigm of NPM is characterized by managerial freedom, market-driven competition, businesslike service delivery, value-for-money, result-based performance, client-orientation, and a pro-market culture.*” Hence, due to its relevance to improving public service delivery, “Many governments have embraced the NPM as the framework or paradigm through which governments are modernized and the public sector re-engineered”(Hope, 2001, p. 120).

Although NPM has its conceptual, theoretical and empirical importance to the development of public sector/government administration in terms of upgrading public service delivery, quite a lot of intellectual and researchers including Denhardt & Denhardt (2000), Kettl (2002); and Sharpe (2007) criticized it for its structural drawbacks. These scholars agree that application of NPM tools and instruments derived chiefly from private sector management and market principles adversely affects democratic governance and societal values such as equity, justice, representation, and public participations in public service delivery.

2.2.3.3. New Public Service Approach

During the early years of the new millennia, Public Administration came across a new paradigmatic development. This new approach to the study of public service administration is regarded as the New Public Service NPS/ model of public service delivery. The perspective is a result of sever criticisms through against NPM. Kettl (2002) states that the deficiencies in NPM have paved a way for the emergency of a new public service approach to the study of Public Administration. Strokosch (2018, p. 20) states the emergency of new public service is associated with market frailer. He described new public service “*emerged from a critique of the NPM and specifically, a desire to replace market structures, entrepreneurial public managers, and self-interest with a collaborative approach.* In his views of New Public Service, a collaborative approach to governance is implied. This is to mean, “*Government becomes responsible for empowering citizens through training and the co-ordination of voluntary activities*” (Hefetz & Warner, 2007; Denhardt & Denhardt, 2015 cited in Strokosch, 2018, p. 20).

Denhardt & Denhardt (2000) claimed that new public service approach bases itself on three major tenets derived from several scholarly works. They defined the tenets as democratic citizenship, representation of community and civil society, and organizational humanism and discourse theory. In this view, Barabashev (2016, p. 7) contends, “*New Public Service paradigm*

(which describes the state and civil service as a network of relations with civil society), produce chains of theories and models that purport to elaborate the administrative mechanisms capable of overcoming the recent administrative crisis in the best way.”

In the assumption, the new public service approach requires that the process of developing aspiration for citizens is initiated and performed by the joint actions of government and citizens. Denhardt & Denhardt (2000, p. 554) affirm that creation of *“vision for society is not something merely left to elected political leaders or appointed public administrators. Instead, the activity of establishing a vision or direction is something in which widespread public dialogue and deliberation are central.”* However, the notes provided by Kettl (2002), suggest that new public service has inherent fallacies. First, the approach emphasis structural changes that oversimplifies the difficulties of ensuring public participation in public service delivery. In addition, altering structures without adequate situation of organization compatibility does not facilitate participation. In third place, Strokosch (2018, p. 21) holds that the *“NPS argument that participation should be institutionalized” is problematic because it assumes that every citizen has a latent desire for participation that can be awakened, but it is unclear whether this is an accurate description of the modern citizen.”*

In conclusion, theoretical traditions in Public administration actually evolve in the future, although there is a continuous contention among scholars on the nature of the field and its tools. In this regards, Barabashev, concluded that *“basic administrative paradigms (Weberian and neo-Weberian; NPM; New Public Governance) are not capable of providing tools and procedures (sets of administrative mechanisms, attributed to the basic administrative paradigms) for governance which are suitable for overcoming the public administrative crisis”* (Barabashev, 2016, p. 6). Moreover, in the twenty-first century where rapid technological developments narrowed time and space differences, the principles of democracy made national boundaries permeable and enabled citizens to demand for efficient, adequate, affordable, quality public service. Moreover, Citizens’ demand for protection and respect for humanity, which incorporates all the dimensions of democracy necessitated the emergency of another perspective in Public administration: democratic governance perspective.

2.2.3.4. Democratic Governance

Governance approach has a long tradition in the fields of Political Science and Public Administration. However, recently, as a perspective is used in the discussions about transforming the institutional and structural organization of the government especially in the context of developing countries. In this context, democratic governance is about democratization of public institutions to the best interests of citizens. Several international and regional organizations including the UN, WB, and European Union require countries to focus on the change of government and its values, such demands as democracy and forms of new public management. It is argued that democratic governance has become linked with NPM and NPS to advocate democratization of public sector administration. Specifically, the discussion about how the public sector in developing countries can be developed is a starting point for the re-emergency of governance.

The achievement of economic objectives and efficiency in co-operation between the government and the private sector are pronounced. It is further mentioned that a modern form of governance is about more than just attaining efficiency but also ensuring transparency and accountability between the government and citizens. It is about citizens who are treated not merely as consumers or customers or clients (as in the case of NPM perspective) but as citizens, who have the right to hold their governments to account for the actions and inactions it takes. Although there might be concern to maintain an efficient service delivery in the the public sector, this should not be permitted to direct to ineffective services. The way for citizens to protest against such problems is to hold decision -makers answerable, but services provision organizations through NPM can take some of that possibility of accountability system away. According to democratic governance perspective, concern of participation, accountability, control, responsiveness, and transparency (Carrington, Debuse, & Lee, 2008) are, therefore, at least as important as issues of economy and efficiency.

As it is stated in Bjork & Johansson (1999, p. 4) and Toikka, (2011, p. 12), the use of governance as a theoretical perspective and a conceptual underpinning in the field of Public Administration is comparatively new although there are several emerging theories most importantly, democratic governance. As scholars openly expressed, democratic governance significantly shapes the debate on governance topics regarding *“the structure, functions, and policy directions of*

governments at all levels” (Deininger, Harris & Burns, 2012, pp. 11-12; Carrington, Debuse, & Lee, 2008, p. 9 and Tiokka, 2012, p. 16 and Inter-ministerial Committee on International Cooperation and Development, 2006, p. 18). According to the United Nations Development Program (UNDP) (2007, p. 17), “ *governance theory fits into a political system which elicits at least a minimum level of public consensus on social and political goals, and encourage political, business, and civic leaders to articulate social and economic priorities.*” It also shapes the decisions and activities of public and private sectors toward socio-economic objectives that benefit the large sections of the society.

Democratic governance enhances the procedures through which, citizens conduct discussions, reach consensus on and execute policies, legal frameworks including proclamations, regulations, and government structures in pursuit of equality, justice, fairness, welfare and protection. In this sense, UNDP states, “*democratic governance brings to the fore the question of how a society organizes itself to ensure equality of opportunity and equity in social and economic justice for all citizens*” (UNDP, 2009b, p. 5). In this context, the government is put in a context where the citizens not only demand its effectiveness in implementing policy, but also its legitimacy as an organ of the people and where the state is being claimed by citizens who wish to have a say over what it does as well as how it does it (UNDP, 2011). This statement is further confirmed by Minogue, Polidano & Hulme, as they steered that democratic governance perspective regards that a contemporary type of government is about more than just efficiency that governance is about accountability between the government and its citizens. In their own words, “[*democratic governance*] is about people who are treated not merely as consumers or customers (as in the new public management approach) but as citizens, who have the right to hold their governments to account for the actions they take, or fail to take” (Minogue, Polidano, & Hulme, 1998:5 cited in Bjork & Johansson, 1999, p. 8). Hanberger (2004, p. 2) also argues that in the modern public administration “*new forms of governance have emerged as a response to legitimacy problems and to public policy making problems of developing countries.*”

Democratic governance enables the establishment of a system whereby citizens engage in government planning, decision-making, and activities while those in officeholders respond to the needs and interest of citizens with accountability and transparency. It encourages the involvement and leadership of multiple actors and institutions within a governance process of the society. The spirit of making public administration a democratic institution is to apply the

principles of democratic governance to formulate and structure state institutions, their internal processes and mechanisms, and their mission. United Nations Development Program rightly stated that the *“fulfillment of all human rights, whether civil, political, social, cultural, and economic, requires a public administration where democratic processes and institutions that are inclusive and responsive, and which protect the rights of minorities, provide separation of powers and ensure public accountability”* (UNDP, 2009, p. 2). In conclusion, democratic governance is used in the study, as it is the most recent and prominent theory, which international organizations, scholars, and researchers adopt to understand and explain public policy making process in the provision and delivery of public goods and service to the people.

2.2.4. Land Management and Democratic Governance

Governance is the most importance perspective theoretically developed in recent decades and it is central in *“the management of any organizational systems and especially in governmental activities such as the land administration”* (Mabesa & Whittal, 2016, p. 1). The issue of land governance is thus, a sub-component of governance theories. Discussion on land governance involves understanding and applying the principles of this theoretical framework. In relation to democratic governance, the concept of land governance is also newly adopted. In such context, the manner in which *“land administration processes in a country are managed and administered is referred to as land governance”* (Williamson et al, 2010 cited in Mabesa & Whittal, 2016, p. 3). Governance within the land administration institutions is thus essential for *“sustainable development in terms of equitability, stakeholder participation and benefits, and consistency in law and policy implementation”* (Burns & Dalrymple, 2008, p. 2). It is thus, affirmed that governance in the land administration cannot be treated in separate manner from governance of other public sectors.

Urbanization and use of land for various services implies an *“increased need for well-designed land policies to ensure security of long-holders rights, to facilitate land access, and to maintain equitable and transparent land distribution”* (World Bank, 2012, p. 1). However, developing countries do not have a good record in ensuring legitimate and effective urban land administration system as they face various challenges in their effort to address the public demands. In most of the developing countries including Ethiopia, although land is a basic means of survivals for the majority of the people, land administration processes in these countries are

vulnerable to multifaceted problems that range from simple administrative bottlenecks to state corruptions. This in turn makes the legitimacy of the policies and practices of land administration in the countries questionable. Administrative, economic, political, institutional, and technological challenges put pressure on governments at both national and local levels to respond to the collective and individual needs and interests of citizens.

However, recent debates in public administration literature indicate that the application of democratic governance principles in the process of public policies making and implementation in general and urban land governance in particular overcomes the problems, ensure effective delivery of land and land related services, and addresses the core demands of the people in these countries.

2.2.5. Models of Public Policy Making

In analyzing the contents and procedures of public policy making process, scholars construct and apply models as they contemplate public policy making process as a metaphor. In such case, models integrate frameworks that help to understand the manner policies are formulated and the substances incorporated in the policy. It contributes theoretical lenses through which scholars understand and explain social-political and economic processes that determine policymaking. Variety of models has been advanced by theorists and social scientists to help us understand public life vis-à-vis the impacts of political decisions or public policies. According to Olugbenga (2017, p. 55) models are like theories “*made up of assumptions, categories and postulates that can be used to organize data, establish and understand relationships between variables and to facilitate explanation and prediction.*”

Quite several models are developed in Public Administration and Policy Studies, which can be found in literature, and each model offers a separate way of modeling about policy and even suggests some general causes and consequences of public policy. Models of public policy are developed through scientific analysis and rationalities though they are highly related to the nature of political system and ideological perspective that states follow. In this sense, Anyebe asserted that:

Public policy is that policy developed and implemented by government agency and officials, though non-state actors and factors may influence its process. The scope and content of public policies will obviously vary from country to country, depending on the system of government and ideology in force in that country. In most developing countries where so much is expected of government and where government actions transcend virtually all aspects of life of the citizens, the range of public policies is usually very broad and almost unlimited. Hence, various models of public policy emerged in understanding and analysis making public policy, with each model having strengths and limitations (Anyebe, 2018, p. 8-9).

In the views of Barke & Gurley, policy models help to understand the time and content dimensions of policies. Models frame policy time, the natural timeline of a policy problem, from political time, the timeline of public and institutional attention paid to a particular issue (Barke & Gurley, 2014). Similarly, European Training Foundation (2015, p. 3) states, public policy is conceptualized as a *“system of laws, regulatory measures, courses of action, and funding priorities concerning a given topic promulgated by a governmental entity or its representatives.”* The center depicts that public policies are the means that states enact to regulate the interaction between and among actors in the society. The center further contained that *“public policies are one of the main means through which order is set in societies and systems are governed. Public policies also play a key role in introducing changes to societies and in guiding individual and collective behavior (ibid).*

In the endeavor of developing effective policies, models of policymaking contribute significantly. Models provide the premises that policy-making processes integrate in the formulation and execution of public policies. In this case, models are indispensable to the study, analysis, interpretation, implementation and evaluation” of public policies (Olugbenga, 2017). In addition, Egonmwan affirms, *“As policy-making involves future action and because the future is uncertain, we need general guidelines upon which action and policy can be based (Egonmwan, 1991, p. 45).* This entails that models of public policy provides guidelines for understanding and doing public policies. In this context, several models of public policy have been developed in the past decades. Among these, institutional, system, group, and elite models are mentioned prominently as they provide distinctive and context based analysis of politics regarding public policymaking. The following sub-sections discuss some of the major models.

2.2.5.1. Institutional Model

Institutional model is one of conventional models of policymaking. This model takes root in the field of Political Science. One of the traditional focus areas of Political Scientists and concerns of Public Administration is “*the study of government institutions since political life generally revolves around them*” (Anyebe, 2018, p. 9). The focus is on the analysis of political structures, organization, responsibilities, and role of governmental institutions. In the past, policies were sometimes described, but rarely analyzed. The institutional model has its application in policy science using organization charts. Although organization charts have the benefit of addressing essential questions that anybody who aspires to be politically powerful requires to answer, they are less attractive to scholars. Organizational charts help to understand the responsibilities of unit of government or agency, lines of authority, and commands and accountability (Mulugeta, 2005). Conventionally, the institutional model focuses on examining the formal, institutional, and legal dimensions of state institutions. It assesses the government structure, legal powers, procedural rules, and functions. Formal relationships with other institutions might also be considered, such as legislative-executive relations.

Traditional studies of institutions are usually a prescriptive approach to government institutions. This approach focuses on how government institutions ought to do rather than examining how they actually do. However, little has been conducted to analysis how institutions operate in the institutional model, focus is placed on the “*analysis of public policies produced by the institutions and to discover the relationships between institutional structure and public policies*” (Anyebe, 2018, p. 9). According to this view, public policy has its origin in government institutions’ that authoritatively make and execute policies. It is well know that government institutions have been the focus of academic disciplines of Political Science and Public Administrations. Thus, this model emphasizes that the focus area of policy studies should be on government institutions. It is pronounced by the contributors of this model that public policies are understood as the results of the interactions of government institutions. The model assumes that public policy is authoritatively formulated, executed, and enforced by the governmental authorities including the legislature, president, judicial organs, and bureaucracies at central, regional, and local government levels. The model concludes that the association between institutions and public policy is close.

2.2.5.2. System Model

Systems model gives primacy to the analysis of the environment of a political system, inputs and outputs and feedbacks. Within the political system, the model assumes the input side of the policy-making process consisting of the interests and support of the citizens while on the one hand, public policies are considered as the output of the system. The systems model is expansively employed in the analysis of public policy, but seldom explicitly. The model is useful as it suggests arguments on the system and nature of public policy-making processes. It can counter the argument that “*describe or analyze political systems as if they were self-contained*” (Anyebe, 2018, p. 9). The misleading notion of taking a political system as self-contained is clear at the local level, but may attest most costly at national level. If system theory (or some other models) can be useful, people recognize external linkages and how to manipulate them or respond to them, educators should make more use of these models (Mulugeta, 2005).

The systems theory gives its origin to “*David Easton who is acknowledged to be the intellectual that attempted to analyze political system from the system perspective in his famous work, ‘political system’ that appeared in 1953*” (Anyebe, 2018, p. 8). His contribution, which is considered as the groundwork of the behaviorist revolution in Political Science, has sketched out eight major characteristics of system model. According to the views of Obi & Obiora, the characteristics as the intellectual foundation stone of behaviorism are regularities, verification, techniques, quantification, values, systemization, pure science, and integration (Obi & Obiora, 2008).

2.2.5.3. Group theory,

This model is the most common version of pluralism employed to elucidate the general political behavior, analyzes, and interprets public policy-making processes as the result of struggles between and among different groups. At the local level of governance, it seems that there is less focus on analyzing groups’ interests. However, influential individuals are perceived as diverse, conflicting, and different from one issue to another (Mulugeta, 2005). According to the group theory of politics, public policy is the result of the group-struggle. Public policy making is thus the arena where various interests, most commonly conflicting, are mediated. Public policy is the equilibrium arrived at in the group struggle at any given moment, and it represents a balance, which the competing divisions or factions persistently endeavor to win in their favor. Many public policies do reveal the interests and demands of groups (Anderson, 1997). This means this

theory attempts to “*analyze how each of the various groups in a society tries to influence public policy to its advantage at the policy formulation*” (Anyebe, 2018, p. 9).

According to the group model theorists, public policy at any given moment reflects the equilibrium arrived at in the group struggle. This balance is allocated based on the relative capacity and ability of groups in determining their interests. Changes in the relative power of any interest group can be expected to result in changes in the contents of public policies. Public policies often change in the direction preferred by the group/s that makes the greater influence in the policy-making processes. Group model maintains that the description of any important political decisions and actions should be made based on the analysis of group behaviors and interpretation of group struggles. The model views Policymakers as they continuously work to respond to the group pressures. They constantly attempt to maintain bargaining, negotiating, and compromising among the contending demands of influential groups.

2.2.5.4. Elite Model

Elite model postulates that majority of people in a society are uninvolved and non-influential in political decision-making activities. Policy-making processes concerning important societal topics is heavily influenced by political elites. Hans states that “*although it may be assumed that elites act in the interests of others (as well as themselves), elections are considered largely symbolic, with elites often described as manipulating public opinion rather than being influenced by it*” (Hans, 1987, p. 225). Approached from viewpoints of elite model, public policy can be considered as a tool that pronounces the values, interests, and preferences of governing elite. The most important assertion of elite model is that public policy is not determined by the interests and actions of the majority of the people or the masses but rather by ruling political elite whose values and interests are integrated into the decisions and activities of political officials and agencies. In other words, according to this model, the political elites commonly assert that they alone have the facility and capacity to determine the contents of public policies to endorse the welfare of the masses and execute them accordingly. Thus, “*policies flow downward from the elite to the masses. Policies are made by the elites reflect the values of the elite and they prefer the status quo than radical changes*” (Anyebe, 2018, p. 9).

Elitism implies a pattern of public policy-making characterized by low mass-political participation concerning societal issues and their domination by small groups of specialized or general elites. The elites include the ruling groups who are not representative of the masses that are ruled. Political elites are drawn disproportionately from the top echelon of the society. The movement of non-elites to elite positions must be sluggish and continuous to preserve societal stability and stay away from political revolutions. In the process of changing positions in the governance, only non-elites who have accepted the basic elite consensus can be admitted to elite class.

The most important repercussions of the Elite Model for public policy-making, and analysis are the following. Primarily, elite model entails that public policy does not reflect the values and interests of the majority section of the society so much as it does the demands and preferences of the ruling elite. Therefore, changes and improvements in the contents of public policies come about because of the redefinitions by elites of their own values and preferences. Policy changes are gradual and incremental rather than radical. Public policies are regularly reformed but rarely replaced. Nevertheless, elitism does not necessarily imply that public policy is always in opposition to the interests and demands of the mass. The model stresses only that the responsibility of ensuring the welfare of the masses rests upon the shoulders of the political elites, not the masses. In second place, model considers the masses as politically passive, apathetic, and ill informed. Fundamentally, the mass sentiments are controlled by the political elites rather than elites' values being influenced by the sentiments of the masses. In addition, for the most part, the communication between the elites and masses flows one-way downward.

In summary, in the science of public policy-making, models provide theoretical explanations on the nature, actors, and processes of policy-making. They depict how and why public policies are made and implemented. In this, models attempt to portray the core dimensions of policy making thereby showing the focus of policymaking processes. Each model also provides unique direction of thought to policy and proposes some conclusions about the causes and effects of public policies. This implies, although the focuses of models different in the way it models public policymaking, model try to provide clues as to why and how policies are made what effects they causes on socio-economic and political well beings of the society. In light of this, in this study, elite model of public policy -making is considered vital in explaining the nature,

processes, and actors of urban land policy-making in post-1991. Scholars and researchers who advance the knowledge of public policy-making in the country (Teshome, 2016; Asfaw, 2018; Fentaw & Kaso, 2018) agree that elite model is the typical model of public policy-making in Ethiopian. Accordingly, the study has examined urban land policies from elitism perspective, as the model is illustrative of urban land policy making in the country.

2.2.6. Approaches to Public Policy Implementation

Approaches of public policy implementation gives primary concern to the examination of the manner policies are being carried out to achieve the objectives stated in policy documents. They also guide the behaviors of the central and local actors, which interact, to each other in policy execution. Abas (2019, p. 2), mentioned “*public policy implementation is assumed to occur at two levels which are at macro implementation where the centrally located actors devise a government policies and program and micro implementation where local level actors react to these plans and develop their own plans and implement them.*” Similarly, Liedl pronounced that the implementation of public policy decisions is not routinely led to the preferred outcomes. Researchers, therefore, recognized the policy implementation process as “*being complex and embossed by the exercising of discretion of the different actors within the chain of the processes*” (Liedl, 2011, p. 6-7). The academic world agrees that policy implementation involves multiple actors and processes at multiple stages. It entails various processes of designing and implementing public policies that bring together numerous values and attentions.

Public policy formulation and implementation in the past a few decades have passed through key developments that focus on the advocacy of various policy implementation approaches. The literature utters different school of thoughts that study the nature of policy implementation. Scholars, in this regard, adopt different sometimes-divergent approaches in the effort to design best approaches of public policy implementation. Russell held the view that “*public policy making over the past sixty years has taken several approaches in attempt to increase success of legislative and legal policy goals and objectives mandates*” (Russell, 2015, p. 17). On the other hand, Signe (2017) mentioned that in the last half a century, academicians, and practitioners have attempted to develop holistic theories of policy formulation and implementation.

However, *“despite decades of implementation researches, scholars have agreed that policy implementation is far too complex to be accounted for by a single theory”* (Winter 2011, 24 cited in Signe, 2017, p. 12). Thus, several theories and approaches have been advanced so far. Chand (2008) attested that group of scholars have put forward various theoretical foundations that serve as explanation in policy development and implementation. Researchers across the globe have attempted to determine rigorous and consistent theoretical lenses, which can be applicable in different contexts and time in the course of public policy implementation (Liedl, 2011). The results of scholarly efforts though desperately divergent, are thus three major approaches to policy implementation. These approaches are top-down, bottom-up, and synthesis/combined approaches to policy implementation. In the conclusion made by Imamura, *“A great number of studies have since accumulated, and various theoretical frameworks have been offered. Three major approaches guiding implementation studies have emerged—the top-down, bottom-up and synthesized approaches”* (Imamura, 2015, p. 12). In this context, the following few paragraphs present the review of major approaches of policy implementation.

2.2.6.1. Top-Down Approach

This approach is developed prior to the emergency of other alternative approaches to policy implementation. The approach pronounces that once public policies are sanctioned by the government authoritatively, the execution of policies becomes straightforward at local levels. It advocates that the principal actors in the process of policymaking are top-level decision-makers. These actors vigorously engage in the formulation of efficient policies that are capable of solving problems, which they are designed to solve. According to Liedl, *“top-down theorists demand a clear and consistent statement of the policy goals and minimization of number of actors involved in order to increase the level of efficiency in policy implementation”* (Liedl, 2011, p. 7). It is also important to limit *“of the extent of change necessary and to find an institution which supports the point of view of the policy makers in order to guarantee that the implementers sympathize with the new statute”* (Matland, 1995 cited in Liedl, 2011, p. 7).

This entails that top-down policy implementation approach considers that the execution of public policies starts with making *“public policy objectives and implementation will follow in a linear fashion as product of a rational public administration model and which assumes distinct public policy formulation and implementation”* (Abas, 2019, p. 2). This approach actually focuses on dichotomy of politics-administration or more impliedly between policies formulation –

implementation. Cerna claims that *“the political system from the perspective of policy makers on the assumption that hierarchical control and compliance with authoritative decisions are the best courses of action for successful policy implementation”* (Cerna, 2013, p. 18). The approach stresses on the roles of public policy makers and processes involved therein. Schofield (2001) mentioned that top-down approach lays emphasis on the actors who design the public policy and the factors, which can be manipulated from the top or federal government.

In the views of scholars, top-down policy implementation has the quality of making the application of policies consistent and uniform. It focuses on creation of uniform and holistic values and mottos across government hierarchies, and agencies share same pattern of behaviors in attaining desired policy objectives. Additionally, the approach prioritizes national objectives over local concerns. However, it reduces policy implementation activities into mere administrative tasks of officers. Cerna, (2013, p. 18) clearly stipulated, *“The approach may be said to consider implementation as an administrative process and ignores or eliminates political aspects. The emphasis on statute framers as key actors is another source of criticism (i.e. local actors are not taken into consideration).”* In concluding about top-down approach, Khan & Khandaker (2016, p. 541-542) stressed, many policies are not properly implemented and

A policy intervention may just be poorly managed or compromised by political interference. Sometimes personnel are not available or facilities are inadequate, and sometimes front-line implementers are unable to carry out an intervention through a lack of motivation or expertise. Policy design may also be poorly structured, or the original design may not be transmitted well to staff.

To sum-up, it is clear that top-down approach may overlook local participation and resources in the design and execution of public policies. The demands and preferences of community stakeholders may not be integrated in the policy-making processes. Above all, the approach is strongly criticized for being conducive to centralization of power by the national government. It gives minor concern to the contributions of local actors and behavioral aspects of public policies. It seems that this approach presupposes there is plain dichotomy between policy formulation and policy implementation. In general, top-down approach has contributed to the knowledge of policy implementation in the sense that policies are deliberated and put into practice objectively and consistent to policy objectives. It promotes uniformity in policy execution where local administrators show similar behavior, and act similarly though it discourages community participation.

2.2.6.2. Bottom-Up Approach

Bottom-up approach is emerged as a response to the main criticism of top-down approach, which overlooked the behavioral facet of policy implementation and the essential roles of local actors (Schofield 2001). *“Bottom-up public policy models are more practical as compared to the top-down public policy models because it’s considered public policy from the eye of target groups and service deliverers”* (Abas, 2019, p. 2). Unlike top-down approach, bottom-up approach *“focuses on the motive and actions of actors involved in public policy implementation”* (Matland 1995 cited in Abas, 2019, p. 2). This approach highlights the values, welfares and preferences of local actors and service providers (Cerna, 2013). This postulation of the approach involves that public policies are the incorporation of community’s values, interests, and local administrations are competent enough to provide policy agenda and initiate public policies.

Proponents of this approach assert that public policies are defined by the demands and interests of local actors. These intellectuals advocate that the process of policy-making is a means, which incorporate the interests of local actors in the policies. They further contend that most of the time policy implementation gets legitimacy at grass-root level where local actors propose such policies. Moreover, Imamura stressed that bottom-up policy-making bestows discretion to local actors. He described,

Actors at the top of the policy-making hierarchy provide the context in which lower-level bureaucrats exert discretion. Namely, local-level actors are restrained by rules, regulations, and directives from above. However, *“they are not merely situated at the end of the policy chain, but rather are primary actors themselves* (Imamura, 2015, p. 17).

In light of this, scholars regard bottom-up approach to policy that due to proximity to the community, it maintains successful policy execution. In contrast to top-down approach, this approach argues that policy implementation is not the exclusive task of local administrators. Rather, local actors play important policy-making roles. It further advances that Public Administration and Public Policy scholars and researchers have to take into account the fluid interaction between policy formulators and policy implementers. It pronounces that there is bold synergy between policy design and policy execution. In this regard, Cerna (2013, p. 18) holds that *“bottom-up theorists emphasize target groups and service deliverers, arguing that policy is made at the local level. These scholars thus criticize top-down theorists for only taking into consideration the central decision-makers and neglecting other actors.”*

In summary, bottom-up approach to public policy emphasizes the need to incorporate local demands and interests in the policy-making process. It asserts that the emphasis of a government on policies that are designed at national or central government level reduces the effectiveness of such policies. In this regards Cerna (2013, p. 18) issued that

Among the benefits of the bottom-up approach is its focus on centrally located actors who devise and implement government programs, thus contextual factors within the implementing environment are important. Actors and their goals, strategies and activities need to be understood in order to comprehend implementation. Bottom-up approaches do not present prescriptive advice, but rather describe what factors have caused difficulty in reaching stated goals.

On the other hand, Liedl concluded that bottom-up approach is criticized for the “*overvaluation of the degree of actual local independency from the policy-makers*” as the execution of policies could not be effective without adequate financial, technical, and institutional structure that are offered by the national/central government (Liedl, 2011, p. 8). Hence, like top-down approach, it has its own strength and weakness.

2.2.6.3. Combined /Synthesized Approach

Synthesized Approach merges the virtues of top-down and bottom-up approaches to policy implementation. It attempts to exploit the advantages of the two approaches, and overcomes intrinsic problems found in both approaches. Cerna states, “*Combining the two approaches might thus draw on their main strengths while minimizing their weaknesses*” (Cerna, 2013, p. 18). According to Khan & Khandaker (2016, p. 540), in the synthesized approach, the results of policy execution is shaped by various factors at a central and local levels. Similarly, Signe (2017, p. 8) mentioned that “*Over time, scholars recognize the value of the top-down and bottom-up approaches and made a major attempt to combine them into a comprehensive explanatory approach.*”

The crucial objective of the approach is becoming more scientific in the analysis of policy implementation. Abas affirmed that a combination of the top-down and bottom-up approaches occur when interest groups and stakeholders are built as a unit of analysis like advocacy coalitions group who share the same set of beliefs and goals (As Paudel, 2009 is cited in Abas, 2019, p. 3). In this assertion, Liedl (2011) states, if institutions define contents of policies well, develop adequate administrative capacity, democratic nature of institutions, trained professionally competent and committed implementers, combined model of policy

implementation succeed in bringing desired consequences. *“Increasingly, the literature has focused on combining (micro-level variables of) bottom-up and (macro-level variables of) top-down approaches in implementation of policies in order to benefit from the strengths of both approaches and enable different levels to interact regularly”* (Cerna, 2013, p. 19). In addition, Chand states the benefits of synthesized policy implementation as it *“lays groundwork for coordination or synthesis between bottom up perspective, a network of community actors, public and private partnership with concern of bigger picture perspective and objectives from the top. A bridge between top most design and top down implementers”* (Chand, 2008, p. 1).

In summary, a synthesized approach is characterized with the combination of the merits top-down and bottom-up approaches and it provides broad framework of policy implementation. It combines the two and thus draws on their major advantages while reducing their limitations. Policy execution frequently takes place because large number of stakeholders interacts between and among different levels – thus both the central policy-makers and local actors on the ground are essential for successful execution of public policies. Additionally, in recent years, trends in Public Administration and Policy Studies show that the use of a combined approach becomes imperative in policy implementation. However, in this study, both top down and combined approaches to policy implementation are considered. Top-down approach is considered to examine the policies and practices of urban land governance in the study area. It is employed in the study to show that theoretical framework of top-down approach is commonly practiced in the study area. On the other hand, combined approach is proposed in the recommendation part of the study as an alternative means of policy implementation. It *“allows for differentiating between various policy areas”* (Cerna, 2013, p. 18). Hence, it is necessary in improving the implementation of urban land governance as the data analysis and interpretation shows there are theoretical loopholes while the government endorses top-down approach.

2.2.7. Urban Land Management and Principles of Democratic Governance

The link between democratic governance theory and public policy begins with the conception of public policy as embodying the principle of democratic governance. The coercive power of the state is to be brought to bear to implement public policies, then –*“in democracies – these policies should rightly be made by a process of democratic governance”* (Immergut, 2011, p. 70; and Inter-ministerial Committee on International Cooperation and Development, 2006, p. 18). In line

with this, the theory of democratic governance theory states that governance is the “*institutional capacity of public organizations to provide public and other goods demanded by people thereof in transparent, equitable, participatory, predictable, legitimate, sustainable, and accountable manner*” (Katsamunskaja, 2016, p. 133). In line with this, it is claimed that urban centers and regions have become the main governance units for achieving socio-economic development and providing livelihood, shelter, health, and various social services to urban citizens (Tulchin, Varat & Ruble, 2002).

Land policies, which mean managing several competing uses for land and the rights attached to such uses, have specifically been a key aspect of democratic governance (Inter-ministerial Committee on International Cooperation and Development, 2006). Specifically, urban land governance is a political process that is contested by multiple state and societal actors to control the nature, pace, extent and direction of access to, control over, and use of land resources (Deininger, Harris & Burns, 2012). In this case, devising urban land policies within the framework of democratic governance is inherently at most part of the broader and strategic challenge of democratizing the state and society (Inter-ministerial Committee on International Cooperation and Development, 2006). It includes “*administrative and technical processes such as efficient land records and titles, but goes beyond these, to include the fundamental question of land-based wealth and power (re)distribution*” (Borras & Franco, 2008, p. 4).

Democratic urban land governance implies an efficient and predictable public sector incorporating participation and the rule of law, i.e., “*with the characteristics of democratic governance*” (Swedish Development Co-operation, 2003, p. 2). It maintains that both institutions and processes ought to be based on the principles of the rule of law and should be characterized by accountability, openness, integrity, and efficiency. Furthermore, it emphasizes that a land administration ought to be characterized by a democratic culture and the rule of law. In the idea of the United Nations (UN), democratic governance in the land administration is indispensable to responsive and accountable governance as it serves as the “*bedrock of the rule of law and effective delivery of essential land services*” (UN, 2015, p. 7). In addition, UNDP argues that democratic urban land governance is an end by itself because it entails universally desired principles such as inclusiveness, responsiveness, transparency, accountability, equity, and respect for the rule of law in the administration of urban land (UNDP, 2009b, p. 5).

In light of this, inquiries that target to examine the policies and practices of urban land governance need to employ democratic governance perspective as a theoretical lens. It helps to crystallize the understanding on the procedures followed in designing land policies and how land policies are put into practices in addressing the interests of the people. It also gives opportunity to examine and portray the wider context in which land policy making process is conducted and how democratic principles are reflected both in policy development and implementation. In addition, it paves a way to analyze the consequences of urban land policy implementation in light of democratic principles.

In general, it can be argued that democratic urban land governance has certain pillars like legitimacy, transparency, accountability, equity, responsible stewardship, predictability, and participation albeit there is no clear consensus on the major principles to be included. Both international organizations and national governments endorse principles, which they think suite the context in which they are dealing with. However, in this study, eight major principles are taken into consideration and study bases itself on the inclusion of these major principles, which the theory of democratic governance argues for in the examination of land governance policies and practices in the study area. Democratic urban land governance hence, should involve these principles of legitimacy, participation, and transparency, and accountability, equitability, predictability, and sustainability in the process of managing urban lands. The study had adapted the definitions given to these theoretical concepts by UNDP (2009a) and UNDP (1997); World Bank (2012 & (1994), United Nations (2004); United Nations (2006); Transparency International (2014); Mulusew (2013); Dinka, Girma & Ermias (2016); Harris (2000); Lavallo et. al. (2011) and Gill (2009) in a manner that fit into the context of the study. The summary of the theoretical definition of these principles is given in the following section.

1. **Stakeholders' participation:** it refers to the communication and consultation between the public sector entities and the internal and external stakeholders it engages. Participation is the involvement of electors, shareholders, members and other key stakeholders in planning, decision-making processes, and evaluation. This allows a governing body to obtain reliable information, serves as a reality check and watchdog, spurs operational efficiency, and provides feedback by users of public services necessary for monitoring access to, and quality of, services. In addition, it clearly defines the lines of accountability (World Bank, 2007; Gill, 2009 and Lavallo et. al, 2011).

2. **Transparency:** openness about the outcomes a public sector entity is pursuing, the resources necessary or used, and the performance achieved. It requires timely access by electors, citizens, members, and other key stakeholders to low-cost, relevant, reliable information about actions and services, management of resources, and decision-processes. Transparent procedures in government offices may include open meetings, accurate disclosure of public sector critical performance indicators, compliance with freedom of information legislation and ready accessibility of annual reports and audited performance statements (UNDP, 2009a; Transparency International, 2014; and Mulusew, 2013).
3. **Accountability** is the obligation of public sector entities to the citizens and other stakeholders to account, and be answerable, for their policies, decisions, and actions, particularly in relation to public finances. It is the capacity of electors, shareholders, and organizational members to call decision-makers to account for their actions. Effective accountability has two components: answerability and consequences. The first is the requirement to respond periodically to questions concerning one's official actions. The second is the need for the acknowledgement of achievements or shortcomings...rewards for achievements, and the application of deterrent sanctions for breach of rules or serious deficiencies in performance (World Bank, 2007; United Nations, 2006, and Dinka Girma Defere & Ermias, 2016).
4. **The Rule of law and Legitimacy:** it is all about observing legal requirements by government offices. The rule of law also implies having effective mechanisms to deal with breaches of legal and regulatory provisions. Legitimacy is the acceptance of government decisions and actions concerning public services delivery in the eyes of citizens. It is grounded in Constitutional documents and incorporation instruments, the rule of law, respect for traditions, and credibility with key stake/shareholders who freely consent to the authority of the governing body (UNDP, 2009a; World Bank, 2007 & 2012a, UNs, 2015 and Gill, 2009).
5. **Responsiveness:** refers to the capacity of government decisions and actions to meet the demands of citizens. It aims to provide affordable, quality, timely and mannered public services. It endeavors to provide public services successfully by meeting its intended outcomes while living within its resource limits and maintaining sufficient resource availability for continued service delivery (UNDP, 1997, United Nations, 2015, and Harris, 2000).

6. **Equitability** refers to the fairness of government actions in distribution and re-disturbing the services it provides to the citizens. It is keeping the right of the marginalized and disadvantaged at the forefront of government activities. It involves service provision to the benefit of primary beneficiaries above service to self (World, 2012 & 1994; Mulusew, 2013, UNDP, 2009a, United Nations, 2015 and Dinka Girma Defere & Ermias, 2016).
7. **Efficiency** promotes quality of processes for managing land while making the best use of it to meet user needs (service levels and costs) without wastage. Efficiency in the land governance is measured in terms of affordability, time, and quality of land service delivery processes UNDP, 2009a, and United Nations, 2015. As to the views of GIM International *“Efficient land delivery requires to develop new ways to record and maintain the land information that ensures improved service delivery within a reasonable time and procedures for land allocation and conflict resolution should simple in application”* (GIM International, 2010, p. 2).
8. **Predictability:** refers to the conduct or actions of elected officials/board members and appointed staff. Predictability results primarily from laws, regulations, and role definitions that are clear and known in advance; are fair; and uniformly and effectively enforced. It is essential to stakeholder confidence and public trust that stewardship and fiduciary responsibilities will be properly exercised, that business will be conducted ethically and that projected results are realistic. Predictability encompasses the notion of promise keeping captured (World Bank, 2008 & 2012 and Mulusew, 2013).

In general, the core ideas of democratic governance are used as a lens to examine the policies and practices of urban land governance in this study. This implies that the study employing the principles of democratic governance investigate the extent to which the policies and practices of land governance in the Special Zone of Oromia Region Surrounding Addis Ababa is explained. It also aids to examine the administrative capacity, effects, and challenges of urban land governance in the study area.

2.3. Review of Empirical Literature

2.3.1. Urban Land Policies: Scenarios in Developed and Developing Countries

The concept of “*land policy consists of the whole complex of legal and socio economic prescriptions that dictate how the land and the benefits from the land are to be allocated*” (UN/ECE/WPLA, 1996, P. 47). It is fundamental for economic growth, poverty eradication, governance, and environmental sustainability (Deininger, 2003, pp. 178). Particularly with regard to urban land, the formulation of urban land policy is a tough task due to on one hand an ever-increasing demand for scarce land because of extraordinary population growth, the rapid urbanization, and the mass migration of people from rural to urban areas (Darin-Drabkin, 1977). On the other hand, there are different levels of contradiction in the land use patterns like: the short-term needs of the population for housing, and the long-run consequences of land use decisions. Different needs and economic functions which compete for land space; individual private needs, which may be different from collective land-use needs and also the differing priorities of local, regional and national interests over the use of land (Darin-Drabkin, 1977).

Consequently, a given nation’s urban land policy is supposed to be crafted in a manner of addressing once own nation-specific challenges and objectives. It is also expected to incorporate measures among other things increase property rights and legal security, and allow market interventions for sale and rental markets. It is also required to reduce transaction cost in the land market and scope of bureaucratic intervention, improve the climate for private investments, strength local institutions, ensure effective land use in line with social needs and help landless people to have access to land (Paul, Arbin & Eugene, 2008). Here below a brief overview is made about the urban land policy of Developed States, Developing State, and the Ethiopian policy and normative landscape respectively.

In developed States, the land policy is guided by capitalism ideology and political thought of libertarianism (Munzer, 1990). As result, the dominant land tenure system is private ownership of land. In countries like USA and Finland, the urban land policy is prescribed in strongest individualistic system. Land is privately owned and owners have all the bundle of rights (Yirsaw, 2010). In Honore’s terms, the list of entitlements (rights) over the land include the right to possess, the right to use (*usus*), the right to manage, the right to the income (*fructus*), and the right to capital. It also involves the right to security, the power to transmissibility (*abusus*), the

absence of term, the prohibition of harmful use, liability to execution and residuary character (Honore, 1961). The access to land is defined by market forces and the bureaucratic interference in the exercise of land rights and land market is minimal. The State interference with individual land rights comes in the form of land use regulation, land taxation and eminent domain with the view to provide essential services for the society and to address the growing environmental and other social concerns of the nation and common welfare (Yirsaw, 2010).

Urban Land policy of developing States does not adopt a single form of land tenure type. It, rather adopts different types because of the influence of colonial legal regime and with the view to recognize and integrate with the customary tenure systems. In this regard, a good illustration can be drawn from Kenyan experience. The 2010 Constitution of Kenya provides without making urban-rural dichotomy, stating, “*All land ... belongs to the people of Kenya collectively as a nation, as communities and as individuals.*” Accordingly, the Constitution recognizes three forms of land tenure systems. These are public land, private land and community land (Constitution of Kenya, 2010, Art. 62).

The public land is administered by the National Land Commission on behalf of the national and county governments and, which can be transferred to individuals either in freehold or in leasehold system (Mona Doshi et. al., 2014). Private land is a land held by individual either in freehold system or leasehold. The freehold system, which is equated with private ownership of land the person, owns property the property for as long as that person’s lineage persists without the requirement of payment of money to anyone and a need for re-application of ownership (Wanjala, 2020). In the leasehold system, the land rights is time-bounded and the property is owned for a specified period in which the holder is required to pay a certain regular pre-agreed upon fee to the person or entity owning the land. The holder needs to reapply for ownership after the time elapses if they wish to keep the land (Wanjala, 2020). Community land, on the other hand, constitutes all unregistered trust land and unregistered community land which is held by the National Land Commission on behalf of the county government (Wanjala, 2020).

2.3.2. Urban Land Policy of Ethiopia

In Ethiopia, the history of urban land policy has passed through three notable political regimes. These are the urban land tenure system of pre-1975/Imperial regime, 1975-1991/*Derg* regime

and the post-1991/Ethiopian Peoples' Revolutionary Democratic Front (EPRDF) regime (Gebremichael, 2017).

2.3.2.1. The Pre-1975 Imperial Regimes' Urban Land Policy

Unlike the recent situation, available historical accounts reveal the fact that the pace of urbanization during the imperial regimes was relatively slow, making Ethiopia one of the least urbanized countries in the world (WeldeGebriel, 2005). The main reasons for this were war with neighboring countries alongside the internal civil war, recurrent drought and famine, disease and terrible governance (WeldeGebriel, 2005). Furthermore, the country's history of agricultural self-sufficiency, which has supported rural peasant life, and the absence of a permanent capital city in the country for a long period have also affected the slow pace of urbanization (Pankhurst, 1961). Up until the reign of Emperor Menelik II, there were no written policy instruments, which define the nature of urban land. Nevertheless, customarily it was revealed that private ownership of land was prevalent.

The major change in the history of urbanization and urban land policy of the country in the Imperial regimes came along with the birth of Addis Ababa as a capital city of Ethiopia, in the year 1886 by Emperor Menelik II (Markakis, 1974). Particularly, the promulgation of the 1907 decree had paramount importance. The 1907 decree – which consisted of 32 Articles – had duly recognized private ownership of land that allowed wider right in the use, inheritance, and sale of urban lands (Ethiopian Government, 1907). The edict was mainly declared by the emperor to give security of land right and to authorize and enable those of compatriots and foreigners to buy land in the town of Addis Ababa according to the law (Ethiopian Government, 1907, Article I). It was enunciated in this edict that both government and individual landholders could sale urban land under their ownership right, save in both cases that the value of the land is assessed by the government (Ethiopian Government, 1907, Article II and V). Especially, when individuals sale or buy land, this edict articulated that it must be done with the presence of government representatives, and two witnesses. It had to be further corroborated by a certificate that had to be sealed and be issued by the government with payment to be effected for the seal and for the price of the land to the government (Ethiopian Government, 1907, Article X and XII, XIII, XIV). More interestingly, any sale of land was mapped by engineers a copy of which had to be deposited in the cadastre of Addis Ababa (Ethiopian Government, 1907, Article VI).

Moreover, it is also of paramount importance to note that this edict empowered the government to dispossess an individual of his holding whenever doing so was essential for the orderly development of the city and with giving compensation that had to be determined by the then experts (Ethiopian Government, 2007, Article XXV). Any dispute regarding land was also resolved by a judge in accordance with the accepted laws of the country and when doing so was impossible, by applying the Napoleonic Code (Ethiopian Government, 1097, Article XXXII). Hence, from the perspective of objective tenure security it can be argued that the 1907 Decree had ensured the tenure security of the urban landholders. This is because the Decree had provided urban landholders with wider land rights; it had limited the loss of the land right only for public purpose with payment of compensation and it also empowered the landholders to enforce their land rights through judges.

During Emperor Haile Selassie's regime as well, the urban land policy had followed the system adopted by Emperor Menelik II in accrediting private ownership of land. For instance, Article XXIV of the 1931 first historical Constitution of the Emperor clearly endorsed private land ownership right of individuals that guaranteed land holders not be deprived by any one of the movable or landed property they hold unless it is of for public purposes (The Constitution of Ethiopia, 1931, Art. 27). Moreover, regarding the obligation that landowners assume, it was stated under the 1932 Decree issued by the Emperor that those landowners who built a house and rented it should pay annual income tax. Those land owners who built a house and who never rented it for others were relieved from payment of income tax and were only obliged to pay annual land tax (Pankhurst, 1966). Furthermore, save that compensation is given to those whose land right is affected by the government, expropriation of privately owned land for different public purposes, such as, market, churches, military operations, railways, or for other similar purposes was also specifically articulated under the 1932 Decree. This legal instrument had adopted the narrower definition of public purpose indicating that the matters for private land right are compulsorily acquired for purposes from which the public can drive a direct benefit.

In the same fashion, two main legal instruments adopted later recognized private ownership of urban land. Especially, the 1955 Revised Constitution of the Empire of Ethiopia had allowed every citizen to own and dispose of private property, which mainly included land (Revised Constitution of the Empire of Ethiopia, 1955, p. Article 44 and 130(d)). Similarly, the 1960 Civil

Code of the Empire of Ethiopia also has duly recognized private land ownership right of individuals (The Civil Code of the Empire of Ethiopia, 1960, pp. article 1535-1552).

2.3.2.2. Urban Land Policy under the Reign of Derg: A Total Policy Overhaul Dictated by Radical Socialist Ideology

Following the overthrow of the imperial regime, the newly crowned military Derg leadership took different actions that drastically altered the social, political, and economic structure of Ethiopia (Cohen & Koenh, 1978). One such measure that the Marxist-oriented government implemented was the urban land policy that made formal change in the nature of urban land rights in addition to changes in the duties and restrictions of land rights holders, which was influenced by a radical communistic ideology.

The change with regard to the urban land tenure policy was made on July 26, 1975 with the issuance of the "*Government Ownership of Urban Lands and Extra Houses Proclamation No. 47/1975*." It is a far-reaching and complex law with the potential to bring about radical changes in urban society. At the heart of the proclamation was nationalization of all urban land without compensation and promulgating public ownership of land, including urban land (Urban Land Proclamation No.47/1975, p. Article 3(1) and Article 13(1)). In addition, while private ownership of urban houses was not completely terminated, an individual or family could no longer own more than a single dwelling house. All "extra" houses became government property (Urban Land Proclamation No.47/1975, p. Article 3(2)).

The proclamation in its preamble provided a number of reasons for this measure. Firstly, a handful of urban landlords are held to have obstructed urban planning, development, and improvement in urban living conditions through land speculation and abuses of economic and political power. Secondly, the owners of urban dwellings and businesses are charged with exploiting tenants and evading taxation. Finally, the preamble maintains that nationalization of urban land and houses is essential for careful planning and resource utilization, the extension of secure housing facilities to poor urban dwellers, and improved urban conditions. These justifications for changes in urban land tenure policy sought to solve the problem of access to land, which prevailed during the Imperial regimes. On this basis, the urban land tenure system resolved the problem of access to land by granting every urban dwellers free access to urban land at a maximum of 500 square meters (Urban Land Proclamation No.47/1975, p. Article 5(1)).

Moreover, it also abolished the urban landlord and tenant relationship and further made tenants to be free from payment to the landowner of rent, debt, and any other obligation (Urban Land Proclamation No.47/1975, p. Article 6(1)). Furthermore, it has to be noted that there was also reduction for rent, which ranges from 50 to 15 % based on the previous amount (Urban Land Proclamation No.47/1975, p. Article 20). Generally, it is possible to conclude that the *Derg* regime's urban land tenure system ensured land equity- equitable access to urban land.

The *Derg* regime's urban land policy introduced different changes. First, it outlawed private ownership of land and in place, urban landholders were granted with perpetual possessory rights with the duty of paying annual land rent (Urban Land Proclamation No.47/1975, p. Article 5(1) and Article 9). It had expressly prohibited transfer of urban land through sale, antichreisis, mortgage, lease, and donation or through any other means (Urban Land Proclamation No.47/1975, p. Article 4). It even restricted transfer of the urban land rights in the form of inheritance to only spouses or children upon death (Urban Land Proclamation No.47/1975, p. Article 5(1)). Nevertheless, with regard to urban houses, save the pre-emption right of the government, the policy did entitle the house owners to the right to transfer urban houses through succession, sale, or barter free (Urban Land Proclamation No.47/1975, p. Article 12(1)). Still, the owners were not at liberty to transfer their house to whomsoever they wish since the system had entitled the government with pre-emption right. The policy further authorized the Ministry of Public Works and Housing to retract possessory rights over any parcel not utilized within a specified period (Urban Land Proclamation No.47/1975, p. Article 8(1)). It authorized the government to expropriate urban land that is needed for public purposes, provided it "*gives compensation in kind*" to the individual, family, or organization possessing it (Urban Land Proclamation No.47/1975, p. Article 8).

The policy established three level judicial tribunals of local institutions, known as the cooperative society of urban dwellers, as special bodies to assume exclusive jurisdiction over disputes between urban dwellers involving urban land and housing (Urban Land Proclamation No.47/1975, p. Article 27 through 30). Besides internal appeal, the decisions rendered by these tribunals were final and it was not allowed to appeal to a presumably independent court of law (Urban Land Proclamation No.47/1975, p. Article 30). In connection to expropriation, as well the policy did not expressly grant the landholder the right to bring a legal action against the state on any grounds. Rather it denied landholder standing to initiate civil suits that challenge the legality

of any action taken pursuant to the provisions of the legislation that defined the tenure system (Urban Land Proclamation No.47/1975, p. Article 40).

2.3.2.3. Post-1991 EPRDF's Dictum of Urban Land Policy in Ethiopia

After ousting the Military Junta, *Derg*, in 1991, the current (the post-1991) EPRDF government took power in 1991. It adopted the so called “people’s and state common ownership” of land in general, and introduced an urban land policy that requires lease as a cardinal means of acquiring urban land through the enactment of the first urban lands Lease Holding Proclamation No. 80/1993. This proclamation was later repealed and replaced by lease proclamation No. 272/2002, which itself was repealed again in 2011, by the currently prevailing lease proclamation No. 721/2011. The first proclamation that defined the current urban land tenure system provided the following points as reason for replacement of the *Derg* regime’s urban land tenure system: (Urban Lands Lease Holding Proclamation No.80/1993, p. Preamble)

- To make the utilization of urban land in a manner that can satisfy housing needs of the various section of the population;
- To rectify the inherent problem of the pervious urban land tenure system, which failed to provide for the value of land utilization and to rectify the non-transparency, corruption and discriminatory treatment that the permit system created;
- To provide the value of land in terms of money that would go along with the free market principle, which is the main economic policy of the transitional government and; to collect urban revenues that would help to finance different urban infrastructures, housing needs of urban dwellers;
- To provide for planned and economic development of urban centers with controlling appropriations of unjustified gain and with creating a favorable conditions for investors that would enable them participate in the economic development of urban centers

After providing these justifications, this legislation delimited its scope of application for urban land acquired after the promulgation of it (Urban Lands Lease Holding Proclamation No.80/1993, p. Article 3(1)). Those urban lands held before the coming into effect of the current urban land policy – through the then permit system adopted under *Derg* regime’s land tenure system –is continued to be regulated by the *Derg* regime’s land tenure system. However, whenever houses built on permit holdings were to be transferred to others through any other

means other than that of inheritance, it was stated that the person to whom they said house is transferred could only hold the land according to the lease holding system (Urban Lands Lease Holding Proclamation No.80/1993, p. Article 3(1) and (2)). This situation gave rise to the existence of double urban land tenure system at that time.

However, after nine years, the current regime also made some adjustment on the urban land tenure system via the re-enacted Urban Lands Lease Proclamation No. 272/ 2002. The main reasons that necessitated the adjustments on the policy were specifically stated under the preamble of the Proclamation No. 272/2002. Accordingly, making leasehold system consistent with the principle of free market, which would help to achieve overall economic, social and progressive urban development, the need to make leasehold system an exclusive mode of urban land acquiring system is issued. In addition, the need to use urban land in conformity with the Master plan; and the need to provide for transparent and expedient order, which could enable to resolve claims related with infringement of once legal right and benefits were cardinal reasons for the modifications (Urban Lands Lease Holding Proclamation No. 272/2002, p. Preamble).

Among the prominent new modifications made under the urban land policy through Lease Proclamation No. 272/2002 was the extension of the lease landholding system for all those urban lands held by the previous permit holders. However, it has to be noted that the application of leasehold system on permit holders was suspended until the then regional and city governments decided the time and conditions under which permit holders could be converted in to leasehold system (Urban Lands Lease Holding Proclamation No. 272/2002, p. Article 3(1) and (2)).

However, again after nine years, certain modifications have been introduced to the urban land policy via currently prevailing Urban Land Management Policy and Urban Lands Lease Holding Proclamation No. 721\2011. The justification for the modification is two-fold: meeting the rapid and exponential increase in demand for urban land due to rapid economic increase registered across the country; and ensuring good governance to achieve efficient, effective, equitable, transparent, accountable and well-functioning land administration system (Urban Lands Lease Proclamation No.721/2011 , p. Preamble).

Under the currently prevailing urban land policy, lease holding is regarded the only tenure system. Any person can access land through lease system upon payment of lease price, which is principally determined by bidding. Exceptionally, there are some cases certain groups can get land paying the benchmark price. It mandatorily requires conversion of permit holdings to lease holding system. Nevertheless, this would happen based on the modality of conversions that will be determined by the Council of Ministers based on detailed study (Urban Lands Lease Proclamation No.721/2011 , p. Article 6(1)). Yet, the Council has determined the modality and this situation puts the permit holdings in a suspended status. In case of transactions other than inheritance, merger with newly acquired lease land, and regularization of informal settlements permit holdings automatically convert into lease system.

In terms of breadth of land rights again, the EPRDF urban land policy grants the leaseholder all the bundle of rights. Nonetheless, in relation to right to transfer and use the land as collateral and as capital contribution the law imposes restrictions. When we see the Urban Land Lease Proclamation No. 721/2011 that defines the urban land tenure system in this regard it states that *‘...a lessee may ... use it as a collateral or capital contribution to the extent of the lease amount already paid’* (Urban Lands Lease Proclamation No.721/2011 , p. Article 24(1)). This form of restriction was not introduced in the two earlier legislations that had defined the post-1991 urban land tenure system.

The other restriction imposed by the current urban land tenure system of Ethiopia on the property rights in the land of urban landholding is the right to transfer the land rights through sale. The transfer via sale of bare land or half-construction is not free from interference of state; and even the land tenure system has envisaged a rule that deprives him of the economic benefit derived from the transfer of thereto. On this basis, first, he is required to follow transparent procedures of sale to be supervised by a regional body or a city administration vested with the power to administer and develop urban land (Urban Lands Lease Proclamation No.721/2011 , p. Article 24(2)). With regard to the economic benefit derived from the sale, the holder is entitled to the effected payment to the state including interest calculated at bank deposit rate; the value of the already executed construction and 5% of the transfer lease value (Urban Lands Lease Proclamation No.721/2011 , p. Article 24(3)). Particularly, the economic benefit retained by a permit holder is insignificant compared to the remaining balance paid to the government. This is with the view to discourage rent seeking.

In relation of duration of land rights, the current urban land policy of Ethiopia two types of duration depending upon the type of the tenure system. While the lease holdings are time-bounded, the permit holdings are perpetual. In the lease holding, a definite period varies depending on the development level of the urban centers and the nature of activities to be carried out on the land. As a result, the duration of the land rights extends from 99 years for residential house, science and technology, research and study, governmental offices, charitable organizations and religious institutions to 15 years for urban agriculture (Urban Lands Lease Proclamation No.721/2011 , p. Article 18).

This period is not automatically renewable. Permissively, the state officer renews the period only if the landholder applies in writing to the appropriate body within 10 to 2 years before the expiry of the previous lease period (Urban Lands Lease Proclamation No.721/2011 , p. Article 19(1) and (2)). The appropriate body should inform its decision in writing to the applicant within a year from the date of submission of the application. In failure to do so, the period is to be renewed on the prevailing benchmark lease price. However, the tenure system has not expressly provided the grounds by which the lease periods are not renewed (Urban Lands Lease Proclamation No.721/2011 , p. Article 19(3)). This situation in return subjects the landholder to subjective, unpredictable, uncertain, and abusive decisions.

In relation to assurance to land rights too, the prevailing urban land policy provides certain grounds by which the landholder is deprived of her holdings. The grounds may vary depending on the nature of the holding system. The lease holdings can be derived for: failure to make payments within the specified time and accumulated arrears for three years (20(6)), failure to commence the construction within period specified (22(3)), failure to complete the construction in the specified period (23(5), and when the land is required for narrowly defined public interest upon payment of compensation. Permit holdings may be deprived when reduction of the parcel is needed in order to respond to with the approved national standard and urban plan for which compensation is not paid for the lost land (Urban Lands Lease Proclamation No.721/2011 , p. Article 6(2a)). It is also deprived for broadly defined public interest upon payment of compensation.

With regard to enforceability of land rights, the current urban land policy provides mechanisms to enforce land rights to check and balance the arbitrary interference. Particularly, although in respect to grievance in urban land clearance (expropriation) happens in the form of non-satisfaction of the requirement of public interest, procedural irregularities, and compensation. Proclamation 721 of 2011 limits taking a case to the regular courts on the issue of monetary compensation only (Proclamation 721 of 2011, Art 29(4). It outlaws appeal to regular courts on any other *issues of law and facts including claims for substitute land* (Proclamation 721 of 2011, Art 29(3). Nonetheless, it provides an internal administrative tribunal review mechanisms. However, the newly enacted Expropriation of Landholdings for Public Purposes, Payments of Compensation, and Resettlement of Displaced People Proclamation 1161 of 2019 removes the restrictions on the grounds of appeal.

2.3.3. Review of Empirical Studies on Urban Land Governance in Ethiopia

In the proceeding sections of the chapter, review of theoretical as well as conceptual literature of urban land governance is presented. The chapter has also summarized the policy dimensions of urban land governance in different parts of the worlds including Ethiopia. This section, in turn presents the summary of empirical literature regarding the policies, practice, HR, consequences and challenges of urban land governance. In doing so, the review address the research gaps that it aimed to address in the data analysis and interpretation part.

It is frequently addressed in the dissertation that land is a key economic, political, social-cultural asset of the people. It is a primary vehicle to transform the economy of developing countries including Ethiopia. The resource attracts different and contending interests within and among competing actors of the society. Hence, scholars as well as governments devote huge time and resources in order to determine the best approach of using the resource. Studies of land and land use planning are thus conducted based on different theoretical as well as conceptual approaches. In this regards, this study has assessed the policies and practices of urban land governance within the framework of democratic governance. The domain of the study rests within the the discipline of Public administration. This study, therefore, reviewed empirical literature written on urban land governance that exists within the broader discipline of Public administration.

Accordingly, the study reviewed quite several academic articles, thesis, dissertations and international organizations publications. To begin with, Teshome (2014) has conducted an extensive dissertation on the powers of urbanization and its effects on farming communities of Legetafo-Legedadi. He examined the nature of urbanization and its subsequent changes and uncertainties. He came-up with a conclusion that urbanization is adversely affecting the lives of surrounding farmers in the study area. However, the researcher used sociological perspectives in understanding the nature of urban land in the study area. Misganaw (2019) has assessed the extent of corruption in the land governance of Ethiopia based on the review of laws and policies. He arrived at a conclusion that legal as well as policy frameworks have loopholes that paved ways to widespread corruption in the land service delivery. However, the researcher did not examine the practical aspect of land governance at municipal levels. Similarly, Transparency International (2014) has conducted a study to highlight the prevalence of corruption in the land administration system of the country, while Alemie (2015) carried out extensive study to show the importance of cadastre in urban land governance systems. These researches did not address the key aspects policies and practices of urban land.

Takele, Kwame & Melese, (2014) engaged in their research to show the ways of strengthening good governance in urban land management in the country taking a case study of Hawassa city. They employed few principles of good governance to assess the nature of land governance in the study area. In addition, they focused on the practical aspect of land governance without due regard to the policy dimension. On the other hand, Elias (2015) assessed the policies of urban land in terms of its conduciveness to development of business in the country based on review of literature. The focus of this research is on the policy dimension although it solely considered the values of urban land enhancing business competitiveness.

Araya (2013) has examined the silent features of urban land lease holding laws and concluded that the lease laws prohibit the natural rights of people on land. It also lacked consistency with other legal frameworks that govern urban land. Araya's study has focused on the legal dimension of urban land lease holding laws. It did not consider the administrative part of land governance. Crewett & Korf (2008) has evaluated the land reform program of the country. They broadly asserted ideological controversy regarding ownership of land is not yet settled among different sections of the society. There exist polarized views among actors in the land governance process in terms of determining the nature of land ownership. Besides, they assessed

assessed that there is inconsistency in legal system and identified that the implementation of land reform programs has a hybrid result.

Dinka, Girma & Ermias (2016) examined the challenges and prospects of good governance in the land administration focusing on the Shanbu town of Oromia Region. The result of the study confirmed that there is weak institutional and administrative capacity to incorporate the principles of good governance in the town's land administration office. In the study has focused on challenges and prospects. It did not see the policy as well as practices of land governance in the town. In addition, World Bank (2012a) has examined the nature of land governance in Ethiopia taking the parameters of democratic governance. However, it looked at the policies and practices of rural land governance. It did not evaluate the urban land governance aspects.

Furthermore, Wubshet (2017) has examined land tenure and democracy based on review of legal as well as policy documents. In the study, the researcher argued there is a nexus between democracy and land ownership rights of people. However, he added, in Ethiopia; state ownership of land contradicted the values of liberal democracy. The study examined the concept of land and the claim on its ownership. It did not see urban and rural land in a separate way as the issue is constitutionally treated in different manner. Similarly, Girma (2018) has analyzed urban land management policy from the viewpoints of federalism. He considered the case of Adama city to evaluate the extent urban land management policy is compatible with ethno-linguistic federalism. He concludes proportional participation is low in the study area as regional and local governments are not suitable for representation of disadvantage and minority groups. It is clear that the focus of the study is analyzing the extent that urban land management policy gives minority groups adequate representation or not. It did not see the extent that the policy is democratic.

On similar topic, Tariku (2017) examined urban land policy and its implementation taking two sub-cities of Addis Ababa city from different perspective. He states urban land management policy is not properly implemented in the study area as several administrative and human resource problems hindered efficiency of land service delivery. He considers management approach in the study of implementation of urban land management policy. On the other hand, Rebecca (2018) assessed urban redevelopment challenges in Addis Ababa taking the case of Kirkos sub-city. She found that urban redevelopment programs have resulted in expropriation of

residents' land with unfair compensations and fragile their socio-economic livelihood. This study has sole purpose of understanding the problems of urban redevelopment. It did not examine the policies of urban land that are keys in understanding redevelopment of urban land.

Mulisa (2017) evaluated the institutional performance of urban land administration considering the case of Burayu town of Oromia Region. In the study, he discovered that land administration in the town lacked transparent and accountable land service delivery. He has mentioned that the practices of land maladministration have also faced with the problem of corruption. However, the study did not give attention to the policy dimension of urban land governance. It has also ignored the human resource aspect of land policy implementation. Similarly, Moges (2018) investigated land management practices and challenges in Addis Ababa, Akaki Kality sub-city. This research found out that land management processes and practices lacked adequate level of institutional capacity and organizational resources. The study has focused on practices of land administration from decentralized land management perspective. It did not consider the policy dimension of urban land. The perspective used in the study is also different from the focus of this dissertation.

Esmael (2019) has examined land tenure security of old possessions in the context of urban land lease holding law. The researcher employed legal research methodology to analyze the land lease laws. The study illustrated that land lease law has adversely affected land tenure security of old possession. However, the study solely focused on the legal aspect of the issue than its governance. In the same manner, Haile (2019) has investigated regularization process of informal settlements in Adama city using legal methodology. He identified that city administration lacks adequate capacity to design and implement regularization programs. In addition, he pointed, due to inconsistency of regularization process and absence of preventive approach, squatter settlement is expanding in the city.

In the view of Dawit (2016), public housing provision programs are not effective in the context of Addis Ababa. He studied the status of residents in accessing condominium houses in Addis Ababa city. He concluded that government pro-poor housing development is not effective in the city. This study is conducted based on the analysis of housing development programs of the country and hence, it has little in common with this dissertation. In addition, Abbebe (2019) has assessed the challenges and prospects of good governance in urban land management in Sululta

town of Oromia Region. In this regards, the study assessed challenges and prospects of the practices of urban land management from good governance perspective. It employed research methodologies within the academic field federal studies. It did not also investigate the policy dimension of the study.

In general, empirical studies reviewed in the above examined urban land governance from variety of perspective. However, these studies did not consider the following major issues. Primarily, none of these studies considered democratic governance perspective as a framework of analyzing empirical data regarding urban land management. The studies approached urban land governance from legal, Constitutional, federalism, decentralization, and sociological perspectives. Hence, this is one of the research problems, which is addressed in the analysis and interpretation part of the dissertation. Secondly, majority of these studies focused on the practical dimension of urban land governance. Some of the studies have examined the policy dimension of urban land although they used either legal, sociological or federalism approach. However, none of these researches has analyzed the policies and practices of urban land governance concomitantly. Therefore, this is the second research problem that the dissertation has dealt with. In this sense, this study has investigated the extent that policies and practices of urban land governance integrated principles of democratic governance.

Third, majorities of the studies reviewed in the above focused on land management of big cities like Addis Ababa, Adam, Bahirdar, and Hawassa. They did not consider small but rapidly expanding towns. However, the researcher believes that urban land governance of these emerging towns should be studied. These urban centers are expanding rapidly and they attract various interests. Investors, real estate developer, land speculators, and brokers, local and international non-governmental organizations, and other socio-economic and political stakeholder reside in these towns for business, social and economic purposes. Hence, studies conducted on these towns provide firsthand information that illustrates the ways urban land is governed in small hitherto emerging towns of the country.

Forth, the research examined existing literature and did not find studies, which are conducted on urban land governance in Special Zone of Oromia Region Surrounding Addis Ababa. Some of the studies have focused on the review of legal and policy documents in examining the nature of urban land governance. On the other, the study by Teshome (2014) considered Legetafo-

Legedadi town as a case study. However, this study has employed sociological and anthropological perspective to examine the effects of land governance on surrounding farmers of the study town. It did not consider democratic governance perspective in the analysis of the effects of urban land governance. In addition, the study did not consider the effects of land governance on the residents of the town. Similarly, Ababe (2019) examined urban land governance taking Sululta as a case study. However, this study is conducted under the field of federal studies that it did not employ methodological perspective common in Public administration. In addition, it did not examine the policy dimension of urban land governance. Furthermore, it solely focused on the challenges and prospects of land governance in the study area. Hence, the researcher argues there are no researches conducted regarding urban land governance in the Special Zone of Oromia Region Surrounding Addis Ababa. This is another research gap that this dissertation has filled.

Last, it is seen in the review of empirical literature that no study has examined policies, practices, HR, consequences and challenges of urban land governance in a single research. This research hence, analyzed five major dimensions of urban land governance at a time using mixed method research design that provided equal weight to both quantitative and qualitative aspects of the study. In general, the study has identified research problems stated in the above paragraphs and addressed them in the data analysis and interpretation part of the dissertation.

2.4. Conceptual Framework of the Study

The policies and practices of urban land governance are examined from the democratic governance perspective. The researcher draws his conceptual framework based on democratic governance framework and literature review. As indicated in the framework, a series of relevant factors are drawn. The framework shows the how democratic urban land governance works in the policies and practices of land governance. It also presents the consequences of land governance in the study area through linking the policies with the practices. Besides, the framework is useful to illustrate how human resource capacity of municipal administrations influences the practices of land governance in the study area. In general, the framework indicates the relationship among the policies, practices, consequences, and challenges of land governance in the study area employing the perspective of democratic urban land governance. The following figure illustrates the detail of the conceptual framework.

Conceptual Framework of the Study

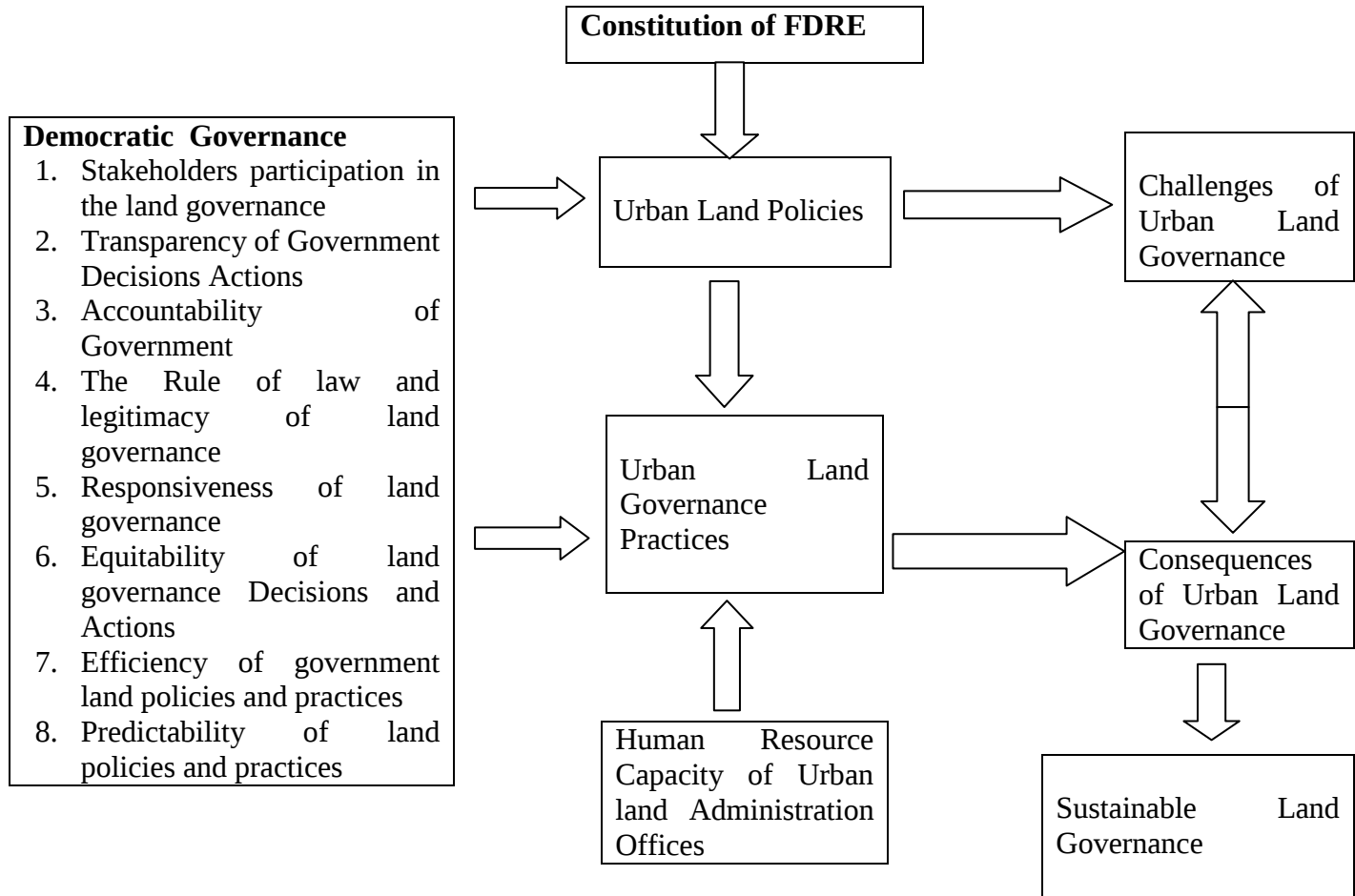


Figure 1: Conceptual frameworks of the study developed by the researcher, May 2017

Chapter Three

Research Methodology of the Study

3.1. Philosophical Assumptions

Scientific research is based on certain core philosophical principles concerning what comprise sound research and which research design(s) is/are suitable for the development of novel knowledge in a systematic query (Gary, 2013 and Greene, 2006). In the selection of research approaches, researchers usually build some philosophical assumptions. These assumptions consist of an orientation toward the nature of reality (ontology), how the researcher knows what she or he knows (epistemology), and the methods used in the process of knowing (methodology) (Creswell, 2012 and Creswell, 2007). For this reason, the thought of the researcher concerning the nature of the world, on the one hand, and nature of reality, on the other, shape the thought about the nature of knowledge in that world which in turn affects the thought of the researcher as to how that knowledge can be discovered (Creswell & Clark, 2007 and Creswell & Clark, 2011). In other words, the route for the advancement of new knowledge in any field of study is shaped by the philosophical assumptions concerning the nature of knowledge and the methods to attain it.

However, there has not been a common understanding among scholars on the answers to these fundamental philosophical questions (Johnson & Onwuegbuzie, 2004). The long-standing philosophical debate between prominent worldviews of positivist/objectivist/quantitative and interpretative/constructivist/qualitative is important to mention, as it has been the source of dilemma for most researchers (Mkansi & Acheampong, 2012; Lisle, 2011; and Migiro & Magangi, 2011). The philosophical debate between these two perspectives is based upon the variation in the assumptions regarding what constitutes reality and whether or not it is quantifiable.

In view of Johnson & Onwuegbuzie (2004) and Lisle, (2011), the positivist-objectivist worldview, being the principal paradigm until the end of the 20th century, attests that social science research ought to be treated in much the same way that natural scientists treat physical occurrence and social science studies should be objective and based on quantitative research approach. This stand presupposes the existence of a universal objective reality across situations

and sticks to objective reality (Newman & Benz, 1998). On the other hand, since the end of the 20th century, qualitative/constructivist-interpretive paradigm has become firmly deep-rooted within many social science fields. The paradigm founded the argument that in social science research, a researcher is usually involved in a sustained and systematic experience with study participants and they explicitly identify reflexively their biases, values, and personal backgrounds, such as gender, history, culture, and socio-economic status that may shape their interpretations formed during a study (Creswell, 2009 and Guba & Lincoln, 1994). Similarly, Douglas and Geertz stated that the “*qualitative-interpretive believe that multiple realities exist and multiple interpretations are available from different individuals that are all equally valid*” (Douglas (1976) and Geertz (1973) quoted in Newman & Benz, 1998, p. 1).

Despite continued far-reaching paradigm conflict between the positivist and interpretive worldviews, or quantitative and qualitative approaches on ontological, epistemological, and methodological issues, the two approaches are not as discrete as they appear (Creswell, 2014). Besides, Tashakkori & Teddye (2003) strongly argue that methodological divergence and siding either to quantitative or qualitative approach has many drawbacks. Creswell (2003, p. 4) and Newman & Benz (1998, p. 91) further stated that “*the situation today is less quantitative versus qualitative debate and more on how research practices lie somewhere on a continuum between the two.*”

In summary, recent advancement in the philosophy of research urges that positivism and interpretivism should not be viewed as rigid, distinct categories, opposites, or dichotomies. Instead, they represent different ends on a continuum (Newman & Benz, 1998). A study tends to be much qualitative than quantitative or vice versa representing mixed methods research (Creswell, et. al, 2011). Mixed methods research dwells in the middle of this continuum since it integrates the essentials of both qualitative and quantitative approaches (Creswell, 2014 and Johnson & Onwuegbuzie, 2004). It is often referred to as “*dialectal stances that bridge positivist and social constructivist worldviews, pragmatic perspectives, and transformative perspectives*” (Greene, 2007 quoted in Creswell et al, 2011, p. 4). In recent trends, there is a growing interest in the field of mixed methods research and the diverse ways in which quantitative and qualitative methodologies can be scientifically combined (Lisle, 2011). It has been argued that different paradigms should be applied to different research questions within the same study and that the

paradigms should remain identified and separated from each other (Kuzel & Like, 1991 quoted in Sale & Brazil, 2004). In this context, the mixed method research approach is conceptualized as

A type of research in which a researcher or team of researchers combines elements of qualitative and quantitative research approaches (e.g., use of qualitative and quantitative viewpoints, data collection, analysis, inference techniques) for the broad purposes of breadth and depth of understanding and corroboration (Johnson et. al., 2007 quoted in Lisle 2011, p. 92).

The ultimate objective of the mixed methods research approach is to combine the strengths and minimize the weaknesses of both qualitative and quantitative methods in a single study (Johnson & Onwuegbuzie, 2004 and Creswell, 2009). As for mixed0-method research, quantitative and qualitative approaches complement each other. Results from one approach are used to substantiate the findings from the other approach (Creswell et al., 2008 quoted in Migiro & Magangi, 2011, p. 3759). Creswell (2014, p. 32) and Tashakkori & Teddye (2003, p. 518) agreed that the *“combination of qualitative and quantitative approaches provides a more complete understanding of a research problem than either approach alone.”* In addition, mixed methods research offers better assurance for researchers to select and use appropriate methodological frames and build-up techniques that are closer to what researchers actually employ in practice (Johnson & Onwuegbuzie, 2004). The other ground for the use of mixed methods research is the *“possibilities of triangulation of multiples sources of both qualitative and quantitative data to study research topics”* (Tashakkori & Teddye, 2003, p. 518 and Greene, 2006, p. 95). These scholars have also affirmed that the use of quantitative and qualitative methods in combination to study social phenomenon yields greater information that cannot be achieved through the reliance on a single method.

In light of this, a systematic examination of the policies and practices of urban land from a democratic governance perspective requires the application of both quantitative and qualitative methods (Burns & Dalrymple, 2008 and Koroso, 2011). In the study, therefore, both quantitative and qualitative methods are used to examine the policies and practices of urban land governance from a democratic governance perspective (See chapter two, section 2.2.7). Specifically, measuring the extent to which the policies and practices of urban land governance involve democratic governance required the application of a mixed method research approach. In addition, the comparison between and among the responses of respondents selected from the three towns of the study area (Sebeta, Gelan, and Sendafa-Bake towns) required statistical tests and invited quantitative research approaches. Furthermore, measuring the effects of urban land

governance required the application of parameteric statistical analysis of mean and variances. On the other hand, exploring the views of respondents and documents about the policies, practices, HR, effects, and challenges of urban land governance required qualitative methodologies. Therefore, both quantitative and qualitative research approaches are used in the study. In general, in achieving the objectives of the study, both objective analysis of numerical data and interpretive understanding of the responses from respondents are conducted.

3.2. Research Design

According to Johnson & Onwuegbuzie (2004, p. 19), “*in constructing mixed method research design, researchers should consider the dimension of paradigm emphasis (deciding whether to give the quantitative and qualitative components of a mixed study equal status or to give one paradigm the dominant status).*” In addition, it involves decision regarding the time ordering of the qualitative and quantitative phases (sequentially or concurrently) and where mixing takes place (e.g., in the formulation of research objective[s], designing instruments of data collection, during data analysis, or data interpretation).

In light of this, the research has applied a concurrent triangulation/convergent research design. In the design, the researcher “*uses concurrent timing to implement the quantitative and qualitative strands during the same phase of the research process, prioritizes the methods equally and keeps both strands applicable during the development of research questions, data collection, analysis, and overall interpretation*” (Creswell, et. al., 2003, p. 218 and Cameron, 2014, p. 36). In this design, both quantitative and qualitative data are collected in a cross-sectional manner where the researcher using a snapshot approach, collects data at one point in the course of doing the research. Besides, the analysis and interpretation of both quantitative and qualitative data are conducted at the same time. The ultimate end of applying this design in this research is to triangulate data and analysis, in the words of Johnson & Onwuegbuzie (2004, p. 19) “*seeking convergence and corroboration of results from different methods and designs studying the same phenomenon.*” Furthermore, in the research, equal weight is given to both qualitative and quantitative aspects of the study.

3.3. Data Source and Type

The data sources for the research are both primary and secondary. Primary data is collected from sample households of the selected towns (Sebeta, Gelan, and Sendafa-Bake towns), community key informants, focus group participants, personal observation of researcher, and government officials at federal, regional, and municipal levels. The primary data is supported by unpublished documents, and statistical data, which are gathered from different government offices. In utilizing secondary sources, published articles, research works, previous studies, books, government official reports from the federal and regional offices, official documents from town administrations, government policy and legal documents, Central Statistical Agency publications, and other sources are reviewed. In addition to this, as the objectives of the research invited the use of mixed method research approach, collection, and analysis of both qualitative and quantitative data is a necessity. Hence, the researcher has collected both quantitative and qualitative types of data through various data collection instruments and used in the study.

3.4. Data Collection Instruments and Methods of Data Analysis

As it is indicated in the philosophical assumptions of the research, the study has employed mixed methods research approach, which enables triangulation under the umbrella of concurrent/convergent research design. Using both quantitative and qualitative methods within the same framework, it integrates the strengths of both qualitative and quantitative methodologies. Most importantly, as Johnson & Onwuegbuzie (2004, p. 23) firmly argue *“researchers who conduct mixed methods research are more likely to select methods and approaches with respect to their underlying research questions, rather than with regard to some preconceived biases about which research paradigm should have hegemony in social science research.”* As the study employed mixed method research approach, pragmatism is considered as the best philosophical paradigm for justifying the choice of these approaches and design.

Pragmatism urges the use of both qualitative and quantitative approaches in a single study and discards incompatibility stand. It reckons the research questions to be more essential than either the approach or paradigm that underlies it (Cameron, 2014). Gray, (2013, p. 34) has also acknowledged that *“whatever philosophy, approach, and methodology a researcher adopts, she/he should be able to justify the mix in relation to the problem statement, and research*

objective(s).” In this view, since the study has different specific objectives, a research approach appropriate for one objective might not be appropriate for another. Therefore, data collection instruments and methods of data analysis and interpretation are also different.

In light of the above points, the researcher determined and used different data collection methods and techniques to collect, analyze, and interpret both quantitative and qualitative primary data. Quantitative data are collected through a household survey of interview schedule while qualitative data is gathered through key informant interviews, focus group discussions, and personal observations. Text analysis of various policy papers, proclamations, regulations, and reports are conducted to substantiate the data, which are gathered through primary data collection instruments mentioned in the above statement. The detail of the methods and techniques is discussed in the following sub-sections.

3.4.1. Quantitative Data Collection Tool and Methods of Data Analysis

As Kothari, (2004, p. 96) stated, a survey method “*is a way of securing information concerning phenomena under study from all or a selected number of respondents of the concerned universe.*” In a survey, the researcher studies those phenomena, which exist in the universe independent of his/her action. In the study, a survey of interview schedule is employed in cross-sectional design to solicit information from sample households of the study about the extent to which democratic governance is integrated into the policies, and practices of land governance in the study area. Furthermore, the method enabled the researcher to gather pertinent data on the nature of human resource competency & capacity of municipal administrations in ensuring democratic land governance in the study towns. As Singh (2006:191) states, “*this tool is factual and designed for securing information about conditions or practices, of which recipient is presumed to have knowledge.*”

Specifically, the interview schedule is prepared and applied to gather information from randomly selected sample household residents within the towns selected from the urban centers found in the Special Zone of Oromia Region Surrounding Addis Ababa. The interview schedule is first developed in the English language and transcribed into Afan Oromo to make data collection activities smooth. Data enumerators are selected from residents based on their competency and experiences in data collection, well trained, and deployed in all the three towns and collected data accordingly. The interview schedule is preferred over the questionnaire due to three reasons.

First, the interview schedule ensures a higher response rate as compared to the questionnaire. Secondly, it enables to collect data from sample households who could not read and rewrite. Last, it enables respondents to seek explanation on questions, which they think are unclear from data enumerators.

Accordingly, using a mixed multi-stage sampling technique, the study selected representative towns and sample households for conducting the survey. Sampling principles are followed in the selection of representative towns and respondents. As Greener states “*an effective sample design requires the balancing of several important criteria: (1) achieving research objectives, (2) providing accurate estimates of sampling variability, (3) being feasible, and (4) maximizing economy (i.e., achieving research objectives for minimum cost)*” (Greener, 2008, p. 47). The study, therefore, applied mixed multi-stage sampling techniques in selecting samples from the population.

3.4.1.1. Selection of the Special Zone of Oromia Region

The study is conducted in the Special Zone of Oromia Region Surrounding Addis Ababa. The Zone is purposively selected, and it is based on the following major reasons. In the first place, the Zone is characterized by rapid urban growth, which is the highest in the region, Oromia. The growth rate of the urban centers found in the Zone is rapid and the population density is highest compared to the average urban growth rate of both the region and the country (Oromia Urban Development and Housing Bureau, 2016 and Ifa, 2016). The Zone is characterized as densely populated, which is 163.39 persons per kilometer square (163.39 p/km²). The national (federal) population density is 59.07p/km², whereas the regional population density is 76.78p/km².

Secondly, it is a known fact that there have been critical administrative, legal, political, economic, and human resource challenges observed in the administration system of the urban centers found in the Zone (Ifa, 2016 and Teshome, 2014). In particular, these challenges in turn have a considerable effect on land and land-related service provision of urban centers found in Zone. Third, the Zone is located surrounding Addis Ababa. Any land-related reforms and land usage changes in the capital city have a direct implication on the land governance of surrounding urban centers of the Zone more than any other parts of the country. The reverse is also true that land related decisions and action in the Zone directly or indirectly affects Addis Ababa city. This is testified by the recent public concerns and protests against the implementation of an integrated

master plan of Addis Ababa City with the surrounding urban centers found in the Zone. Although the government announced that it has abandoned the plan to integrate the area into the capital city, the concern among the public is not yet fully settled, as there is a developing distrust among people on any land governance decisions and actions, which is taken by the government concerning these urban centers.

Fourth, the expansion of each urban center found in the Zone to its hinterland areas has a tremendous impact on the surrounding livelihood of the farmers. Urban centers need land for a variety of purposes primarily for leasing to investors, urban dwellers, and real estate developers. In search of adequate land supply for these purposes, towns' administrations move into surrounding rural areas. Due to this, numerous farmers have been dislocated from their livelihood as urban governments make them to leave their land with little compensation. In addition, the researcher witnessed that extensive expansions of squatter settlements are observed in the urban centers of the Zone. Finally, the researcher has a close tie to this study area as he was born and grown in one of the towns found in the Zone. He knows the area well for more than fifteen years and it was more suitable and easy to collect data and access official documents.

3.4.1.2. Stratification of Urban Centers in Special Zone of Oromia

After selecting the Zone in which the study is conducted, the second sampling technique applied is a stratified sampling technique. The Zone has eight urban centers namely: Burayu, Dukam, Gelan, Holata, and Laga Xafo –Laga Dadhi, Sebeta, Sendafa–Beke, and Sululta towns. As indicated in the report of the Regional Urban Development and Housing Bureau (2016), these urban centers are stratified into three ranks based on their population size, revenue generation capacity, and total urban land area coverage. The stratification of these urban centers through ranking is adopted in the regional and zonal official reports. The stratification is among First Rank Towns, Second Rank Town with Level A, and Second Rank towns with Level B. Accordingly, Burayu and Sebeta towns are given the status of first rank towns while Dukam, Gelan, Laga Xafo –Laga Daadi, and Sululta are in the second rank towns with level A. The remaining towns namely, Sendafa-Bake and Holeta have the status of second rank town with level B. Accordingly; three strata are having their own characteristics. The study, therefore, applied a simple random sampling technique to select one town from each stratum. From the first rank towns, Sebeta town is randomly selected while Gelan town is selected from second rank

with level A towns. Finally, Sendafa-Bake town is selected randomly from second rank level B towns. The summary of the selection process is presented in Table 3.1.

Table 3.1: Stratification of Towns in the Special Zone of Oromia Surrounding Addis Ababa

No.	Name of Town	Status of the Towns		Population Size	Area Coverage in Hectares	Population Density Per Square Km	Remark
		Level of the Town	Rank of the Town				
1	Sebeta Town	Rank 1	-	167,127	828.011	1,671.2	Selected
2	Burayu Town	Rank 1	-	92,363	5,253.73	1,033	
3	Sululta Town	Rank 2	Level A	55,854	2,464.14	849.75	
4	Lege Tafo- Lege Dadi Town	Rank 2	Level A	27,636	789.76	789.76	
5	Gelan Town	Rank 2	Level A	59,817	431.11	791	Selected
6	Dukem Town	Rank 2	Level A	40,190	2,725	140	
7	Sendafa-Bake Town	Rank 2	Level B	54,474	4,606.34	118.36	Selected
8	Holeta Town	Rank 2	Level B	57,828	5,550	1,136.5	

Source: Urban Development and Housing Bureau of Oromia Region, 2016

3.4.1.3. Selection of Respondents

The final sampling technique, which is applied in the study, is a systematic random sampling technique to identify sample respondents from each randomly selected town. In this context, to minimize sampling problems and to keep the representativeness of target respondents selected from the population, the study employed a set of sampling formula. The sampling formula used in the study is the one suggested by Krejcie & Morgan (1970, p. 610) for determining representative sample size in social science research when the population is known. The formula is stated as:

$$\text{Sampling Formula: } S = \frac{X^2 NP(1-P)}{D^2(N-1) + X^2 P(1-p)}$$

Where: S = required sample size; X^2 = the table value of chi-square for 1 degree of freedom at 0.05 confidence level (1.96); N = the population size; P = the population proportion (assumed to be 0.50 as this would provide the maximum sample size); and d = the degree of accuracy expressed as a proportion (0.05).

In applying the stated sampling formula, it is necessity to know the total population of the study. In this regard, the researcher has repeatedly inquired from the offices of concerned municipal and zonal branch offices and regional bureaus to find out relevant and accurate data on the total household size of the towns. However, the researcher could not secure accurate and relevant data that can confidently be used in academic studies. Therefore, the researcher has resorted to use the data gained from the Regional Urban Development and Housing Bureau and Central Statistics Agency in determining the number of households living in these three towns. As it is described in the official document of the Regional Urban Development and Housing Bureau (2015), the total population of Sebeta, Gelan, and Sendafa-Bake towns in 2016 was 167,127, 59, 817, and 54,474 respectively. Meaning that in the same year, there were around 281,413 people living in the three towns. Taking this as a base for determining the number of households found in each town, the study has employed the average size of households in urban areas of the country, which is reported by the Central Statistic Agency. Accordingly, the organization stated that the average urban household size was projected to be four persons per household (Central Statistics Agency, 2012).

Therefore, the researcher has established the household size of each town by dividing the total population by the average size of urban households. After this, applying the sampling formula, a representative sample size is determined and a sample from each town is taken proportionally considering the total number of households found in each town. Based on this, sample size determination is conducted and a sample size of 382 household respondents was taken from the three towns as a representative sample of the total population. In addition, the sample size taken from each town is calculated as follows:

$$\text{Proportional Sample size of households in a Town} = (SH / (TNH) \times 100$$

Where;

SH = Total Number of Sampled Households

TNH = Total Number of Households

Hence, household samples are determined proportionally from Sebeta, Gelan, and Sendafa towns and become 227, 81, and 74 respectively. Table 3.2 shows the summary of sample size determination in the study.

Table 3.2: Selection of representative sample households

No.	Name of the Town	Total Number of Population	Total Number of Households	Number of Selected Sample Households
1.	Sebeta Town	167,127	41, 782	227
2.	Gelan Town	59, 817	14,954	81
3.	Sendafa-Bake Town	54,474	13,618	74
	Total	281,418	70,354	382

However, 357 interview schedules were properly recorded and analyzed while the remaining 29 of them were discarded due to errors made in appropriately filling the answers of respondents, and some of the questionnaires lacked completeness and precision. Hence, quantitative data was collected from 357 respondents making the response rate around 93.5%. The study employed an interview schedule (Questionnaire administered by data enumerator) in order to gather data from sampled households. It is indicated in Kothari that the “*use of interview schedule as a survey instrument yields maximum response rate as data enumerator fills the interview schedule and making error in response entry is minimal*” (Kothari, 2004, p. 104). Therefore, in the study, no further formula is used to overcome the problem of non-response rate.

In taking a representative sample from the sample towns, the study considered Kebeles as the lowest administrative structure of selecting household respondents. Accordingly, the household selection process is conducted based on data gained from the Special Zone of Oromia Region Surrounding Addis Ababa. The data shows that there were eight Kebeles in Sebeta town while Gelan and Sendafa-Bake towns had four and three respectively. In each Kebele, there were differences in the size of households. Hence, the study considered proportional methods to take sample of households from each Kebele. The detail is shown in the following Table 3.3.

Table 3.3: Sample households proportionally taken from each Kebele

No	Name of the town	Total Number of sampled households	Kebeles found in the town	Total number of households in Each Kebele (Approximate)	Proportionally sampled households
1	Sebeta Town	227	Kebele 01	4950	27
			Kebele 02	4900	27
			Kebele 03	6600	36
			Kebele 04	4700	25
			Kebele 05	4380	24
			Kebele 06	6020	33
			Kebele 07	4400	24
			Kebele 08	5650	31
2	Gelan Town	81	Kebele 01	4516	25
			Kebele 02	4150	22
			Kebele 03	3110	17
			Kebele 04	3178	17
3	Sendafa-Bake Town	74	Kebele 01	6128	33
			Kebele 02	4085	22
			Kebele 03	3405	19
	Total	382			382

Source: Oromia Regional State Urban Land Management and Development Agency, 2015

The study has considered households as the unity of analysis and the head of the households was interviewed as the representative of households.

3.4.1.4. Methods of Quantitative Data Analysis

The quantitative data is collected through interview schedule, then the data, which is collected from randomly selected respondents, is edited, coded, classified, entered, and analyzed using SPSS (Statistical Package for Social Sciences) and further interpretation of data is made to present the findings using frequency distribution, percentage, and descriptive statistics of median. In addition, inferential statistics involving non-parametric tests of Kruskal and Wallis, Mann-Whitney test of pair wise comparison, are used to see if there is a significant difference in the responses of respondents concerning the policies, practices, human resources, effects, and challenges of urban land governance in the selected three towns. The test results from Kruskal Wallis and Mann-Whitney tests have been used to compare the nature of land governance issues in the three towns based on the responses of respondents

Moreover, to determine the effects of urban land governance, principal components analysis, and multiple regression analysis are conducted. It is recommended that when the dataset is huge, it is important to reduce it to manageable extent through factorization (Pallant, 2001; Rea & Rea, 2016 and Jolliffe, 2002). Principal component analysis is a statistics used to reduce a large set of data to the extent it is a manageable for analysis. It is a technique used for reducing the dimensionality of such a dataset, increasing interpretability but at the same time minimizing information loss (Jolliffe, 2002 and Pallant, 2001). In the principal component analysis, Kaiser-Meyer-Olkin Measure /KMO/ determines the extent that the sample is adequate for factor analysis. The measurement index of KMO commonly ranges between values of 0 to 1 (Pallant, 2001). Quite a number of statistical writings including Kanyongo (2006) Pallant (2001), Ledesma & Valero-Mora (2015), state that 0.6 and above indicate fitness for factor analysis. Similarly, Bartlett's Test of Sphericity is employed to see the strength of a relationship among variables. In the test statistics a p-value<0.5 of Bartlett's Test of Sphericity entails the existence of a strong relationship among variables, which is commonly appropriated for running principal component analysis (Pallant, 2011).

In this regard, the researcher first has checked the suitability of the dataset for principal component analysis. Accordingly, KMO and Bartlett's Test of Sphericity are run in SPSS to check the sample size adequacy and strength of relationship among variables. The results have shown that the KMO for all principal component analysis is larger than 0.6 suggesting that sample adequacy is ensured. Similarly, the p-value of Bartlett's Test of Sphericity in all numbers of principal component analysis is 0.00 showing that there is a good level of relationships among variables/See the detail in annex 3 part 1/.

After factorizing the variables of the study, a Scree Plotting method is used to detect the major principal factors of the study. Principal factors are determined on based the result of the Scree Plot. According to Ledesma & Valero-Mora (2015), Scree test is a graphical tool that constitutes plotting the eigenvalues in the y-axis against the components in the x-axis and inspecting the nature of the curve to identify the point at which the curve changes radically. According to Kanyongo (2006, p. 333), a Scree plotting method is “*reasonably effective in suggesting the correct number of components to retain.*” Similarly, Jolliffe (2002 and Pallant (2001) recommend the use of the Scree plotting method to detect the principal components that should be considered in a study.

More to the point, at initial, the study has considered three explanatory variables. The first variable, which is about policies of urban land governance, has 40 items. Similarly, 40 items are included under the practices of urban land governance. The human resource competency & service standard of municipal administration includes 19 items. After conducting the principal component analysis, the policy dimension of urban land governance falls into four factors though the first and second factors explain 63.7% of the variance. According to Tabachnick and Fidell (2007), Jolliffe (2002), and Pallant (2001), more than 50% of the explanatory capacity is regarded as sufficient in social science researches. Hence, the study assumed 63.7% as adequate to go for regression. Based on the Scree test result, the first and second factors in the eigenvalue table are considered as principal factors due to their explanatory capacity /See annex 3 for detail/. This means the study has considered the first and second factors as the principal factors. The study has named the factor considered for regression as “*Policies of urban land governance*” and “*Predictability of policies of urban land governance*.”

A similar procedure is followed to detect the principal components of the variable of practices of urban land governance. Accordingly, the first and second factors in the eigenvalue table are considered as the principal factors of the variable as they together explain about 62.7% of the variance. These two factors are named as the “*Implementation of urban land policies*” and “*Predictability of land governance activities*.” Concerning the variable of human resource capacity and service standards, the Scree test result in the eigenvalue table suggests that two factors are important to the study. Accordingly, the first two factors are taken as they explain a cumulative variance of 63.5%. These factors are named as the “*Professional competency of employees*” and “*Professional ethics of employees*.”

In general, based on the result of principal component analysis six factors are detected as explanatory factors. These factors are *policies of urban land governance*, *predictability of policies of urban land governance*, *professional competency of employees* and “*Professional ethics of employees*, *implementation of urban land policies* and *predictability of land governance activities*. These six factors are then considered as the principal explanatory variables of the study. /See the detail of Principal Component Analysis test results in Annex 3 part 1/

The study has employed multiple regressions to see the effects of the explanatory variables on the dependent variables of the study. The study has considered four dependent variables: urban land development, land tenure security, and registration, sustainability of housing land supply, and performance of the municipal land service delivery. Each dependent variable is measured using the summation of median values of items measured using likert scale in the instrument. Accordingly, the study has conducted four separate multiple regression corresponding to the number of dependent variables. However, before conducting multiple regressions, assumption tests are conducted. Pallant (2001) states that when running a multiple regression, there are assumptions that the researcher needs to check to confirm that the data meets the requirements and reliable and valid analysis is conducted. Accordingly, assumption tests including sample size adequacy, normality, outliers, multicollinearity, and homoscedasticity.

With regard to sampling adequacy, the formula developed by Tabachnick and Fidell (2007) is used. The formula is indicated as follows.

$$N > 50 + 6 * n \text{ ----- } N > 86$$

Where: N= number of respondents participated in the study

n= number of independent variables

The calculated N entails that the sample size for the study should be 86. However, the sample size considered in the study is 382. Therefore, the sample size of the study is adequate to conduct multiple regressions. In addition, multicollinearity is checked using tolerance value and VIF of each of the explanatory factors. Accordingly, the tolerance values of the explanatory variables are greater than 0.1 and the VIF is less than 10. Tabachnick and Fidell (2007) and Pallant (2001) state multicollinearity problem does not exist when the tolerance value of the explanatory variable is > 0.1 and VIF is less than 10. Hence, it is concluded that there is no problem of multicollinearity among the explanatory factors of the study. The study has also checked the assumptions of outliers using Mahalanobis distance statistics and Cook's distance values. The result of the test suggested that there are outliers in the data. The researcher thus, removed those outliers that have the potential risks on the results of the regression. Besides, the study checked the normality and linearity of the data using P-P plots of regression. It is seen in the P-P plots that the data is normally distributed, and satisfies the assumption of linearity. Assumption of homoscedasticity is also checked using the regression standardized residual/See annex 3 part 2 for the detail/.

3.4.2. Qualitative Data Collection Tools and Methods of Data Analysis

As it is stated in section 3.3, which talks about data source and type, the study used qualitative data, which are collected from key informants, focus group participants, personal observations, and content analysis of documents. In order to collect qualitative data, the study employed the following data collection tools along with the respective methods of data analysis and interpretation.

A. Key Informant Interviews

The research applied mixed methods research approach with concurrent triangulation design, involving application of both quantitative and qualitative approaches. Survey method is utilized to achieve research objectives, which require the collection and analysis of quantitative data and conduct statistical tests. However, in order to substantiate the quantitative approach and answer the research questions comprehensively, qualitative data collection and analysis techniques are used. A thorough examination of the policies, and practices of urban land governance and the human resource capacity of municipal administration required substantiation of quantitative data with qualitative and vice versa. In addition, assessment of the consequences of existing urban land governance, and challenges in the land governance system in the study area required the collection and analysis of qualitative data as well.

One of the most important qualitative data collection instruments is thus, key informant interviews (Kothari, 2004). It is conducted with members of the community and different officials found at different government positions. Government officials working in urban land management and development offices at town administrations, regional and federal levels are the major concern of key informant interviews. In addition, the researcher collected data through interviewing community members. In order to select key informants, the study applied a judgmental sampling technique. This technique “*involves the selection of informants from the population on the basis of available information ... thought*” (Singh, 2006, p. 90). The selection of informants’ satisfies the criteria that selection is representative of the total population and centered on the fact that they have the required pertinent information for the study. The analysis and interpretation of qualitative data gathered through key informant interviews are cautiously undertaken using logical analysis and interpretation of interviews, narration, and content analyses of respondents’ opinions.

B. Focus Group Discussion

Focus group discussions help to “*access group norms and provide insight into the formation of views which cannot be so readily achieved via individual interviews and it often gives the researcher the chance to observe how individuals within groups react to the views of others and seek to defend their own views*” (Smooch & Lewis, 2005, p. 42). In light of this, the study employed focus group discussions to solicit information from individuals involved in discussion groups. This method is essential to “*create the conditions for the triangulation (or crosschecking of views) and also for establishing, the degree of generalization across groups*” (Kothari, 2004, p. 97). Overall, in the study, three focus group discussions (one in each town) are carried out among community members, leaders of community organizations, farmers, and government officials in the study area.

These group discussions consisted of participants who are the potential source of relevant information about the policies, practices, HR, consequences, and challenges of land governance in the study area. In the group discussions, six to eight participants participated. The analysis and interpretation of data gathered from focus group discussions are carried out using narration, content analyses, and logical analysis & interpretation of participants’ opinions and views.

C. Personal Observation

The researcher has conducted personal observation in order to collect qualitative information concerning the nature of service delivery standards and process of municipal administrations of the study area. This method is also applied to collect information regarding the effects of urban land governance in the study towns. The extents of expansion of squatter and informal settlements and physical urban planning and its effects are examined through personal observation of the researcher.

D. Content Analysis of Documents

Document analysis techniques are applied to substantiate the primary data collected through a survey, interviews, focus group discussions, and personal observation. This technique is “*a qualitative analysis concerning the general import or message of the existing documents*” (Kothari, 2004, p. 110). In the study, analysis and interpretation of the contents of documented materials such as policies, proclamations, regulations, government reports, magazines,

newspapers, and the contents of all other relevant materials are analyzed. In general, the following table provides the summary in that it associates the objectives of the study to respective methods of data collection, a unit of analysis, and sources of information utilized in order to achieve the objectives of the study.

Table 3.4: Relationships Matrix

Specific Objectives	Unit of Analysis/ Information to be collected	Observation Unit/ Source of data	Data Collection Methods
1. To examine the existing urban land policies of Ethiopia and find out the extent to which they ensure democratic urban land governance in the Special Zone of Oromia Region Surrounding Addis Ababa;	Contents of policies and opinion of respondents on land governance policies	Concerned top government officials at municipal, regional and federal levels	Key informant interviews
		Community leaders, farmers and Municipal Land Management and Development Bureau Officials	Key informant interviews Focus group discussions
		Policies, Proclamations, Regulations and other documents	Content analysis of documents
		Sampled Households	Survey of interview schedule
2. To analyze the practices of urban land governance in the Special Zone of Oromia Region Surrounding Addis Ababa;	Opinion of respondents on land governance practices	Sample Households	Survey of interview schedule
		Concerned top government officials at municipal, zonal, regional and federal levels	Key informant interviews
		Community leaders, farmers and Municipal Land Management Bureau Officials	Key informant interviews Focus group discussions
To examine the human resource capacity of urban land administration offices in effectively implementing land governance frameworks in Special Zone of Oromia Region Surrounding Addis Ababa;	Opinions of Respondents on human resource capacity of land administration Office	Sample Households	Survey of interview schedule
		Community leaders, farmers and Municipal Land Management Bureau Officials	Key informant interviews and focus group discussions (FGD)
		Concerned top government officials at municipal, zonal, regional and federal levels	Key informant interview
		Direct observation of physical as well as institutional situations	Personal Observation

Specific Objectives	Unit of Analysis/ Information to be collected	Observation Unit/ Source of data	Data Collection Methods
To investigate the consequences of urban land governance policies and practices in the Special Zone of Oromia Region Surrounding Addis Ababa	Opinions of the respondents on the consequences of land governance policies and practices	Sample Households	Survey of interview schedule
		Community leaders, displaced farmers and government officials	Key informant Interview and FGD
		Concerned top government officials at municipal, zonal, regional and federal levels	key informant interview
		Direct observation of physical as well as institutional situations	Personal Observation
To identify challenges and problems of urban land governance policies and practices in the study area	Opinion of respondents on the Challenges of land governance	Sample Households	Survey of interview schedule
		Community leaders, Civil society representatives, investors, displaced farmers and government officials	Key informant Interview and FGD
		Concerned top government officials at municipal, zonal, regional and federal levels	key informant interviews

Source: Researcher's own formulation, 2018

3.5. Reliability and Validity of the Quantitative and Qualitative Methods

The study has employed mixed methods research approach with concurrent triangulation mixed methods design. It consisted of both quantitative and qualitative aspects and concurrently mixed them in order to answer the research questions. In this regard, it is important to ensure the correctness of measurement of data collection instruments, representativeness of the sample taken, and credibility of qualitative information, which are obtained from respondents. Therefore, the following sections present the detail on the measures the study applied in order to ensure the validity and reliability of the quantitative methods and the credibility of the qualitative methods of research.

3.5.1. Reliability and Validity of the Quantitative Methods of the Study

According to Kothari (2004, p. 73) in research, “*sound measurement tools must meet the tests of validity, and reliability.*” He states that reliability is related to the accurateness and precision of a measurement procedure while validity is the degree to which a study accurately assesses the specific issues that the research aims to address. In this regards, Creswell (2014, p. 295) describes reliability as to “*whether scores to items on an instrument are internally consistent (i.e., are the item responses consistent across constructs), stable over time (test-retest correlations), and whether there is consistency in test administration and scoring.*” In this research, therefore, to ensure the reliability of survey instruments (interview schedule), which are prepared to solicit responses from sample households, are pilot tested on thirty-eight respondents that constituted 10% percent of the sample of the study.

In addition, the internal consistency of items within the interview schedule is maintained through examining and reviewing the result of the pilot test. The degree to which the items in the survey instrument reflect each of the factors being measured is also measured using Cronbach’s Alpha and the result is 0.957, which is quite a higher value of consistency. In addition, before analyzing quantitative data collected from sample households, principal factor analysis is conducted to include t items of measurement/constructs, which have a higher score in each dimension of variables of the study while relegating those factors with the lowest score of factor analysis.

Validity is one of the most crucial measures in quantitative research. It indicates the “degree to which an instrument measures what it is supposed to measure” (Kothari, 2004, p. 73). As stated in Creswell (2014, p. 297) validity in quantitative research is “*all about whether one can draw meaningful and useful inferences from scores on particular instruments.*” It refers to the degree to which the study precisely measures what it aims to assess. Kothari further establishes that validity encompasses three types of validity: Content validity, Criterion-related validity and Construct validity.

Content validity measures the extent to which a survey instrument offers sufficient coverage of the issue under study. In light of this, content validity in this study is established to show the extent to which the items in the interview schedule and the scores from the questions exhaustively represent all the possible questions about policies, practices, HR, effects, and challenges of urban land governance in the Special Zone of Oromia Region Surrounding Addis

Ababa. The items in the interview schedule under each objective are examined and commented by supervisor, post-doctoral fellow, Ph.D. students, and professionals who have been working in urban land administration. In doing this, efforts are made to ensure that the interview schedule is pertinent to measure the issues it planned to measure. This helped to check that the interview schedule is properly designed in terms of its content so that it generates sufficient and appropriate data for the study.

Concerning criteria-related validity, it is stated in Kothari (2004, p. 74) that it “*is related to the ability to predict some outcome or estimate the existence of some current conditions.*” It is *applicable to demonstrate the accuracy of a measure by comparing it with another measure, which has been demonstrated to be valid* (Creswell, 2014, p. 293). In light of this, the researcher has tried to find out survey instrument, which was designed before by credible investigator/s and assured that there is the consistency of measures. Accordingly, instruments and ideas used by World Bank, 2012a; Ashenafi, 2015; and Palmer, Friscka & Wehrmann (2009) are reviewed. The researcher, therefore, has adapted and designed interview schedule based on the review of instruments used by these studies and other literature to fit into the context of the study. The researcher has also conducted pilot testing in order to assure that the interview schedule is valid for the proposed reason. In the study, ten percent of the sample of the study has been selected and the instrument is validated in Burayu town of Oromia Region. Based on the results of the pilot study, the researcher has made certain adjustments in the content of the instrument.

Finally, construct validity is checked in the research as it measures the extent that interview schedule conforms to predicted associations with other theoretical viewpoints. Construct validity is “*the degree to which scores on a test can be accounted for by the explanatory constructs of a sound theory*” (Kothari, 2004, p. 74). In light of this, the researcher has linked a set of other theoretical viewpoints with the results reached from the interview schedule. As measurements on the interview schedule scale are associated in an expected way with these other theoretical points, it is judged that there is some construct the validity of instrument (Kothari, 2004).

3.5.2. Credibility of Qualitative Methods of the Study

Apart from maintaining the reliability and validity of qualitative dimensions of the study, it is similarly essential to retain a credibility of the qualitative aspect of the research. In line with this, Creswell argues, “*a researcher, who employs mixed research approach, should ensure the*

trustworthiness, authenticity, and credibility of the qualitative aspect of the research and this is conducted using qualitative validity and reliability test” (Creswell, 2014, p. 250). In this context, qualitative validity means that the researcher assesses the correctness of the results by utilizing defined procedures, while qualitative reliability shows that *“the researcher’s approach is consistent across different researchers and different projects”* (Gibbs, 2007 cited in Creswell, 2014, p. 251). Rooted in these ideas, the researcher checked the validity of qualitative sections of the study using triangulation of different sources of information and taking adequate time in a fieldwork to build up a comprehensive understanding of the subject matters of the study. Moreover, the researcher has guaranteed the reliability of the qualitative aspect of the study through recording each course of action, which is followed in gathering and analyzing the data while verifying transcriptions to be certain that they did not have apparent faults made during transcription.

3.6. Ethical Considerations

Ethical consideration in social science research *“involves application of principles of informed consent, confidentiality, and anonymity and publication access”* (Somekh & Lewin, 2005, p. 56). A researcher should, therefore pursue these regularly set ethical principles drawn up to lead research procedures in the fieldwork as well as ensure that the rights of participants in the research are protected. In the fieldwork activities, each data collection is conducted after study participants are consented to give their opinion. Participants are informed about the purpose, significance, and values of the research and then they give their consent. This means, every participant, in all process of data collection, is humbly asked to give consent and participate in the study before actual data is collected. Hence, data collection is carried on as the researcher, and data enumerators get the consent of respondents. At the same time, respondents are assured that their responses in the study are kept confidential and it only is used for academic purposes. In doing so, the study has tried to respect the rights of participants and maintained informed consent, confidentiality, and anonymity. In addition to these, the research acknowledged all secondary sources which are utilized both in the development of the proposal and in course of completing the dissertation.

Chapter Four

Demographic Characteristics and Land Use Rights of Respondents in the Special Zone of Oromia Region Surrounding Addis Ababa

4.1. Introduction

In Ethiopia, land is one of the foundations for the socio-economic well-being of the people. It serves as the primary means for the livelihoods of millions of people in the country. In the urban context, its values for all stakeholders increased significantly as the process of urbanization and the size of the urban population grows steadily. The way land is governed hence, has tremendous implications not only for urban residents but also for the broader socio-economic and political developments of a nation. It is attested in several research papers /See section 2.3.3 of chapter two/ that due to increasing values of land and land resource for the development, its efficient and effective governance become essential.

In line with this, the ultimate target of the government is to achieve a land governance system whereby all citizens become beneficiaries of the fruit of the process in a fair, equitable, and efficient manner. In this view, the study has examined urban land governance in Ethiopia focusing on the Special Zone of Oromia Region Surrounding Addis Ababa. The main objective of the study is to examine the policies and practices of urban land governance in the Special Zone taking three urban centers/towns namely Sebeta, Gelan, and Sendafa-Bake towns as case references.

Herewith, this chapter presents the demographic characteristics of respondents and tenure security status of respondents in the study area. Data is collected from sample households, key informants, FGD participants, and documents through interview schedule, key informant interviews, FGDs, and document analysis. In this milieu, the chapter is organized into four sections: the first section provides an introduction about the chapter while the second part presents the demographic characteristic of respondents. The third section provides a discussion on the land tenure status of respondents in the study area. This section shows the analysis and interpretation of quantitative and qualitative data collected from various sources. In this avenue, quantitative data, which is collected from sample households, is presented using percentage and frequency distribution and analyzed descriptively.

On the other hand, qualitative data collected from key informants through interviews, FGDs, document reviews, are analyzed using content analysis, text analysis, and logical interpretation of ideas. Where it is found relevant, data analysis and discussion are supported by relevant theoretical and empirical literature and the researcher's own opinion. In the last part, a summary of the chapter is presented.

4.2. Demographic Characteristics of Respondents

In the study, it is determined in section 3.4.1 of chapter three that 382 sample households are selected for surveying the interview schedule. Accordingly, the same number of interview schedule is distributed to proportionally selected respondents in the three towns /See chapter three section 3.4.1 for detail/. However, 357 interview schedules are properly recorded and analyzed while the remaining 29 of them are discarded due to errors made during the data collection process. The following Table 4.1 indicates a summary of the demographic characteristics of the respondents.

The table indicates that 202 or 56.6% of the respondents were male and the remaining 155 or 43.4% were female. Regarding the age of respondents, a large number of the respondents (32.6% or 116) fall in the age group between 25 to 35 years. The age group between 46 to 55 years constitutes the second largest number of respondents constituting around 20% of the total respondents. The smallest age group, which is greater than 55 years of age, constitutes about 5.9% of the respondents. The remaining age groups of between 18-24 years and 36 to 45 years of age make up about 12.9% and 19% of the participants respectively.

About the educational level of the respondents, a bigger number of the respondents (about 92/25.8%) have elder education that enables them to read and write while 40 of them have no educational background. A small number of respondents /about 14/ have primary education whereas 45 of them have achieved secondary education. The table further shows that about 57 and 86 respondents have a diploma and degree respectively. The remaining minor number of respondents have a master and above degree. Regarding the marital status of respondents, overwhelming numbers of the study participants are married while 47 of them are bachelors. The remaining 44 and 13 respondents are widowed and divorced respectively.

Table 4.1: Demographic characteristics of respondents

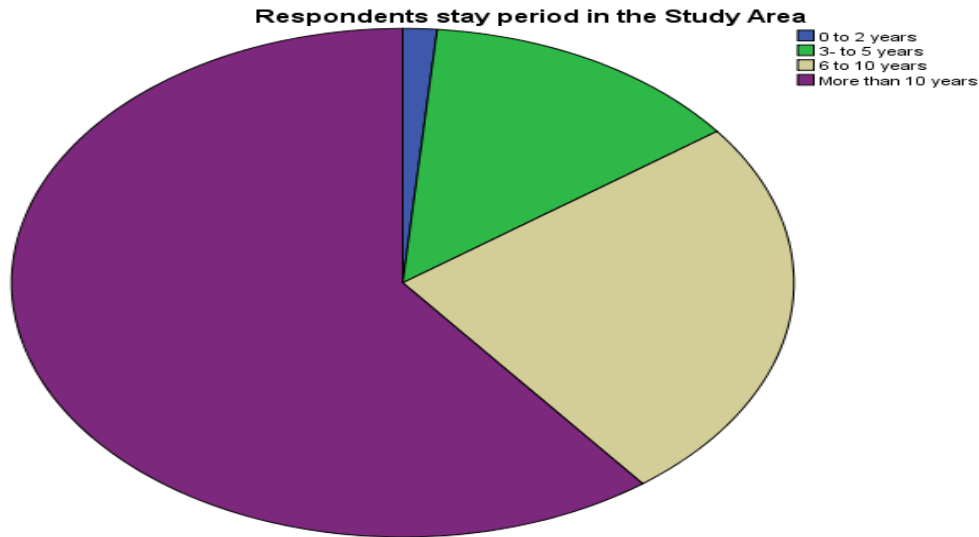
Item	Measurement	Frequency	Percent
Gender of Respondents	Male	202	56.6
	Female	155	43.4
	Total	357	100.0
Age of Respondents	18-24 Years	46	12.9
	25-35 Years	116	32.5
	36-45 Years	68	19.0
	46-55 Years	106	29.7
	>55	21	5.9
	Total	357	100.0
The educational level of Respondents	No educational background	40	11.2
	Read and write	92	25.8
	Grade 1-8	14	3.9
	Grade 9 to 12	45	12.6
	12 + Certificate	17	4.8
	Diploma	57	16.0
	Degree	86	24.1
	Masters and Above	6	1.7
	Total	357	100.0
Marital Status of Respondents	Single	47	13.2
	Married	253	70.9
	Divorced	13	3.6
	Widowed	44	12.3
	Total	357	100.0
Occupation of the Respondents	Government Employee	100	28.0
	Self-Employed	116	32.5
	Farmer	58	16.2
	Student	2	.6
	Unemployed	24	6.7
	Private sector employee	57	16.0
	Total	357	100.0

Source: Own Field Survey, 2018/19

Table 4.1 specifies that about 116 respondents are self-employed meaning that this number of respondents has their self-financed businesses. Besides, a good number of the respondents/about 100/ are government employees. The remaining respondents constituting frequency distribution of 58, 57, and 24 are farmers, private sector employees, and unemployed respectively. Concerning the stay period of respondents in the study area, the following diagram provides the opinion of respondents. Accordingly, the majority of the respondent 60.5%/216/ lived in the study areas for more than 10 years while a minor number of them lived in between 0 to 2 years in

the town under the study. The remaining 48 and 88 of the study participants lived in the areas for 3 to 5 years and 6 to 10 years respectively. The detail is shown in the following diagram.

Figure 4.1: Respondents Stay Period in the Town



Source: Own Field Survey, 2018/19

4.3. Land Tenure Status of Respondents

4.3.1. Landholding Rights of Respondents

In Ethiopia, it is stipulated in the Constitution of the FDRE that land is owned jointly by the state and people of the country. This is asserted under the umbrella of state-ownership of land as it is expressed in the Constitution of the country. In this sense, the application of usufruct right adopted by the federal Constitution is prohibitive of private ownership of land, and thus, it restricts the rights of citizens to own, use, and develop land in the private realm. In light of this fact, the study has examined the accessibility of land use rights of the respondents in the study area. In the investigation, it is found that the majority of the respondents (54.1%) do not have a plot of land registered in the town they resided while around 45.9 % of them have a plot of land based on the principle of landholding rights. The following figure shows a summary of respondents' responses.

Figure 4.2: Accessibility of Urban land in the Study Area



Source: Own Field Survey, 2018/19

Besides, the study has collected qualitative data from key informants, FGDs, and documents to triangulate with the above quantitative data. Accordingly, key informant interviewees from the three towns of Sebeta, Gelan, and Sendafa-Bake confirmed that the majority of urban residents in the towns lacked adequate access to land even for building residential houses. In the view of a key informant from Gelan town,

I have lived in this town (Gelan town) for more than ten years. In these years, I have observed that the town expanded horizontally to the hinterlands. This expansion has expropriated thousands of farmers. In the meantime, urban residents are not benefited from such a town's expansion. To witness this, as a resident of the town, I went to municipal administration several times to request a plot of land, which I might use for the construction of a dwelling house. However, the municipal administration did not provide me an adequate response. At one time, I was told to wait patiently up until the regional government (Oromia Regional State) provides the procedure of land allotment while at another time, it was told that urban land supply has been suspended for an undefined time by the regional government. However, in the years that I have lived here, I observed that residents of the town have gone for squatter settlements. Residents buy farmlands from farmers by providing incentives to Kebele leaders, land dealers, and brokers, as the majority of the residents do not afford to bid land through lease tender. The legal means to get land in the town is limited to land lease tender. Besides, the number of residents that patronage government officials in search to get land illegitimately and illegally is not small. Source: Key Informant Interviewee, Gelan Town, August 2019)

Similarly, the FGDs result shows that residents are affected due to the low accessibility of urban land. The majority of the residents in the towns are forced to take rented houses and/or go for squatter settlements in the urban fringes to maintain residential dwellings. FGDs' participants further stressed that after the adoption of the land lease proclamation of 2011, municipal administrations are limited to supply land to urban residents through lease methods (allotment and auction schemes). Before the adoption of the 2011 urban land lease holding proclamation number 721, there are two prior proclamations /Proclamation No. 88 of 1993 and Proclamation No. 272 of 2002/. During the implementation of these older laws, the primary means of supplying urban land to residents was through allotment. However, after the 2011 urban land lease holding proclamation, and regional regulation and directives, land lease tender becomes the primary means of getting urban land in these towns. This view of the respondents is attested by Misganaw (2019, p. 10) as, *"the government is the sole provider of land and the leasehold system is the solitary urban land acquisition model."*

FGDs' participants boldly stated that in the land lease bids, the winners of the tenders are primarily land dealers and people come from big cities like Addis Ababa, Adama, Neqemtte, and other cities because residents do not afford to compete for land lease bids. This results in the soaring of land price making land unaffordable to the majority of the residents. It is recorded in the study towns that a single meter squatter of land is sold at a lease price of birr twelve thousand and above. This implies the majority of urban residents are excluded from winning land lease bids.

FGDs' participants further mentioned that they preferred the land allotment option, which has been the primary means of supplying urban land before the adoption of the land lease proclamation of 2011. This view is supported by the quantitative data collected from sample households. It showed that majority of residents who get land secured a plot of land before the issuance of the federal and regional urban land lease holding legal frameworks including Proclamation No. 721/2011, the Council of Ministers Model Regulation of 2012, and Oromia National Regional State Regulation No. 188/2016, Regulation No. 155/2012, and Directive No. 1/2012. The following table shows the summary of quantitative data collected from sample households.

Table 4.2: Time that the respondents get land from Municipal Administrations

Item	Measurement	Frequency	Percent
If you have a parcel of land legally registered in the town, when did you get the land?	Before 2011 Land Lease Proclamation	138	84.1
	After 2011 Land Lease Proclamation	26	15.9
	Total	164	100.0

Source: Own Filed Survey, 2018/19

The above table 4.2 indicates the time interval that respondents have secured landholding rights in the study area. Accordingly, 84.1% of the respondents have gotten land before the issuance of the new land lease Proclamation No. 721/2011. A minor number of the respondents (15.9%) however, mentioned that they have maintained the right to use the land after the declaration of the new land lease proclamation.

In these views, one of the FGD participants in Sendafa-Bake town expressed his opinion as

The majority of the resident are low-income earners and do not go for a land lease bid to get landholding rights. Therefore, those residents who got land before the adoption of the 2011 land lease law benefited from the practices of old lease laws while the majority of the residents became landless with the implementation of the new land lease proclamation. The majority of urban dwellers do not have the ability to compete for land bids and a significant number of them go for squatter settlements in the fringes of the town that is accessed at affordable prices. Besides, informal land dealing businesses of land speculators mounted existing limitations of citizens' access to land in the study area. Source: FGD Participant, Sendafa-Bake Town, 2018/19

Adding to the above, FGD participants told the researcher that land speculators illegally buy lands from farmers in the fringe areas. They reserve the land up until it attracts a higher price and re-sell it to urban residents who desperately prefer to squat. This becomes the usual land related businesses in the town. In addition, it is raised in the FGD that land speculators bribe land management and development officials to regularize land they buy from farmers through any legal loopholes. In the views of the participants, however, the rapid increase in the land and land-related corruption in most of the urban centers of the region and the necessity to combat it forced the regional government to suspend the land allotment scheme since 2012. They concluded that the decision of the regional government is not successful though. They said suspending the land allotment scheme has neither combated corruption in the land sector nor fulfill the needs of the majority of urban residents. It rather made the majority of urban residents dissatisfied with existing land lease policies of the government.

Focus group discussion participants have also mentioned that there have been cases in which, employees of the land management and development office participated in illegal land dealing activities. A few employees ignore official responsibilities and go for land business dealing with land speculators. They abuse their official capacity and sell official information about the nature of the towns' master plan to land speculators. Land speculators with the aid of this information access the land expansion planning and development plans of the towns. Land speculators use the information in two ways. They might sell the information to urban dwellers, as residents want the information to decide where to squat or speculators might use the information for themselves to decide which farmland to buy.

On top of this, there are times that employees of urban land management and development office buy land from farmers illegally based on their closeness to the official information, and then they regularize the land easily as the authority to formalize the land is easy. FGD informants have also mentioned that a few officials have also gone so far as to misuse their authority to maximize their benefit. These officials, using their official authority, convince farmers who have big farmlands in the urban jurisdiction and then share the land with the farmers equally. The farmers also agreed to this mutual agreement as the arrangement provides them a better opportunity than the monetary compensation, which the government provides them otherwise. Then the official legalizes both plots of land, which he shared with the farmer, and the one left for the farmer. This enables both the farmers and official to have legally recognized plots of land.

In the discussion, it is also raised by FGDs' participants that farmers have also chosen to sell their land to dealers or residents with a higher price as the government takes the same land with very low compensation. Concerning urban residents who buy land in fringe areas, they construct squatter settlements and work to regularize it with all possible formal as well as informal ways. Mainly, squatters regularize squatter settlements through a bribe, nepotism, or other illegal means. However, there are times that the town administration either legalize or bulldoze squatter settlements. In this case, there are times that demolishing result in a violent conflict between squatter settlers and government police forces.

On the other hand, the Head of Urban Land Management and Development Bureau of Sebeta Town mentioned that various problems have limited the provision of adequate access to land to the residents of the town. He stated limitations in federal urban land lease holding laws; regional urban land supply regulations and directives, land market distortion by land dealers, and speculators are the major problems that affected the effort of municipal administration to ensure adequate access to land. He stressed that the majority of the officials are professionals who serve citizens ethically. However, he admitted that few employees have been involved in corrupt and illegal activities and the office is devoted to correct such illegal activities.

In this circumstance, the head of the Land Management and Development Bureau of MoUDC acknowledges that the claim made by urban residents. He described that shortfalls in the land market limited adequate access to land. This, in turn, forced residents to go for informal and illegal settlements. Urban residents buy farmlands and use bribery, nepotism, favoritism, and other ways to legalize squatter settlements. Sometimes, municipal administrations also take forceful measures to demolish such settlements thereby causing violent conflict with squatters. However, he stressed land is one of the very scarce resources that the country has and it is impossible to think that the government can afford to supply all urban residents a plot of land. Contrary to the opinion of FDG participants, he mentioned that at a national level, the majority of landholding rights are transferred to urban residents (more than 80%) through land allotment, and only a slight portion of the transfer has been made through lease tender. However, he added, the rapid increase in urban population, rural-urban migration, land grabbing & speculations, intensification of squatter settlements, weak urban planning, and corruption have aggravated existing problems of land supply in the majority of urban centers of the country.

He has also stated that a considerable number of brokers and dealers are part of the land supply-demand system. He pointed out that land dealers and brokers are very powerful in the land market, and their influence enters municipal administrations to the extent of determining the price of land lease tenders. For example, he argued, lease tender values are manipulated by land dealers; and urban residents who plainly compete for lease bid waste their money, time, and energies as dealers and brokers easily win the land tenders. Dealers and brokers have a strong informal link with some of the officials in the land management and development bureaus and leverage them with bribe, nepotism, and favoritism. This creates a burly patronage system

between dealers and a few officials in the land management and development activities. Thus, these officials serve the interests of those brokers and dealers.

Similarly, a senior policy advisor at the federal MoUDC specified that urban residents have a legal entitlement to benefits from available urban land. The advisor mentioned that it is impossible to plan that all residents in urban centers of the country get a plot of land, as it is one of the very scarce resources which cannot be distributed to all abundantly. He added, although the government has attempted to supply urban land to all stakeholders in urban centers through reforming the land governance system, it is clear that various problems limited its achievements. Due to gaps in policy frameworks, the absence of clear organizational structure at national, regional and local government levels, the weak linkage between federal and regional bureaus, and weak urban land development have contributed to poor urban land governance in the country. Hence, he urged, there needs to be holistic urban development policies and strategies that integrate sustainable urban land use, which creates synergy with hinterland development. He stressed the need to have urban land development approaches that see beyond urban jurisdiction and prioritize vertical growth of towns. In his view, it is better if governments at federal, regional, and local levels work in synergy to diversify alternative means of ensuring the right to access to land and housing for urban dwellers.

It is inferred from the opinion of respondents that during the time this research is conducted, the chief means of supplying land to urban residents in the study area is through the leasing method. The lease method has two approaches to supplying urban land to citizens. The first is through an auction in which land is transferred through lease tender while the second is an allotment. Since the adoption of land lease laws (Proclamation No. 721/2011; Council of Ministers Model Regulation of 2012, Oromia Region Regulation No. 155/2012 & 182/2016 and Directive No. 1 & 4 of 2012 and 4 & 6 of 2016), land allotment is suspended in the study area by the regional government for the sake of combating corruption. However, despite the efforts of the regional government, corruption remained rampant while the majority of citizens have limited affordable access to land. A significant number of residents in these towns have inclined to use illegal ways to access land. One of the illegal means is to buy farmland from farmers & land dealers in the urban fringes and construct squatter settlements.

This type of settlement is informal and illegal thus, residents who construct squatter settlements have three alternatives. First, when there is a revision of the master plan of the towns, the squatter settlements may by chance be included in the residential area of the urban expansion plans and the person who buys the land gets legal recognition of land landholding rights. Second, the owner of the squatter settlement might bribe officials in the land management and development office and regularize the land through corruption. In this case, it is indicated in the study that a large number of residents buy farmlands from farmers and establish squatter settlements with the help of land dealers, government officials, and brokers. Thus, these individuals also facilitate the regularization process. Finally, if the above two means fail, municipal administrations might bulldoze such settlements. In this case, violent incidences are recorded in Sendafa-Bake, Sebeta, and Gelan towns, as squatters resist bulldozing while the municipal administration uses force to demolish such settlements.

The FDRE Constitution proclaims that citizens are entitled to landholding rights as opposed to private ownership of land. In the country, the land is owned jointly by the government and peoples of the country (FDRE, 1995). This is asserted under the umbrella of state ownership of land (Murado, 2014, Legesse, 2014; Crewett & Korf, 2008). In the view of the researcher, the application of usufruct right adopted by the federal Constitution is restrictive of private ownership of land and limited the rights of citizens to own, use, and develop the land. More to the point, the urban land management policy of 2011 explicitly indicates urban land is exclusively owned by the government and its supply is channeled through renting/leasing method. This policy assertion is also in contradiction with the Constitutional provision that informs land is jointly owned by the state and its people. Furthermore, the lack of adequate and affordable access to urban land made the majority of urban residents to take rented houses or construct squatter settlements. This is attested by several studies that due to limitations in the broader policy frameworks, inadequate urban land supplies, market irregularities, corruption, land speculations, and other reasons; the majority of the residents do not have a plot of land even for the construction of residential houses (Legesse, 2014; Melkamu, 2016; Crewett & Korf, 2008 and Alemie, Zevenbergen & Bennett, 2015).

As it is indicated in the above paragraph, state ownership of land is advocated by the government. It is intended to prevent the exploitation of people who lead their lives based on land by a few rich capitalists. It is frequently claimed by the government that private ownership of land can lead to a type of state characterized by an oligarchic economy. The government argues that (Misganaw, 2019 and Belay, 2016) if the land is left to the private domain of individuals, the majority of people who lead their lives based on land loses land to few wealthier individuals and a master-servant relationship between landowners and tenant emerges. In the analysis of Crewett & Korf (2008, p. 204) views concerning ownership of land in Ethiopia

Distinguish two antagonistic political discourses on the land question: (1) the discourse of fairness and state protection that is arguing for state ownership, and (2) the discourse of privatization and efficiency. The former is the position of the government that remains critical of privatizing landholdings. The government expects privatization to foster the concentration of land ownership in few hands by crowding out poor, destitute farm families from their land.

This entails, the government urges state ownership of land as it gives protection for the majority of urban residents and farmers. It gives landholding, and use rights and lessen the threats of wealthier individuals on those who lead their life on land. State ownership of land advocates for the common use of land for the common advantage of society. However, the researcher argues that despite the assertion made by the government on the advantages of state ownership of land, it protects neither landholding rights nor land tenure security of citizens in the study area. Primarily, the Constitution, like rural land supply, does not stipulate how urban dwellers access to land. In the second place, the government has played land-dealing roles. It takes land from farmers with insignificant compensation and re-sells the same land to wealthier people at a higher price through land lease tender. In the country, the sole supplier of land in the market is the government. This enables the government to manipulate the price of land in the market, and earn a rent-seeking advantage. Although the government has built the Constitutional assertion based on the rhetoric of state ownership of land, which is supposed to benefit the collective goods of the society, it turns the practice into a rent-seeking one. This opinion of the researcher is also attested by Teshome as he states, the “*problem of tenure insecurity remains*” on the top agenda in post-1991 (2016, p. 118).

Expanding the views of the researcher, state ownership of land made the government the only entity to own land and control its supply. Though the Constitution stipulates land as commonly owned by the state and peoples of the country, in practice, it is vested solely to the government. On the other hand, the government expressed its ultimate philosophy that aims to bring a developmental political economy under state ownership of land. In line with this, urban land management policy expressed that land management and development activities gear toward a developmental state economy while at the same time overcoming the threats of a rent-seeking economy. In the views of the researcher, however, government ownership of land promotes a rent-seeking economy rather than combating it. Government becomes the only entity to supply and sell urban land in the country. Hence, the land market is controlled and operated by the government. As result, a rent-seeking economy has controlled the land administration system of the country. It lacks benevolent and paternalistic nature to safeguard the rights of citizens on land. This is also confirmed by researches conducted by Teshome (2014); Abebe (2019); Haile (2019); Belay (2016) and Ifa (2016).

Additionally, what is more devastating in the study area is that the government neglects the fact that land is not only an economic issue but also interwoven with the identity and culture of the society. Hence, the decision to expropriate land tenure security of citizens gradually decreases the economic, political, social, and psychological independence of citizens. This is manifested in the decisions of surrounding farmers regarding their farmland. Fearing that the government takes their land away with a small compensation, they sell the land to urban residents or land dealers with a price that exceeds the compensation government provides them otherwise. Then after selling their farmland, farmers are forced to dislocate themselves from their homes. This in turn devastates their economic, political, social, and psychological well-being.

The same is true about urban residents who are expropriated from their land by the government. In the study area, a large number of urban residents are also dispossessed from their land in the name of ‘development’ with little compensation. This is similarly attested by researches conducted by Teshome (2014), Ifa (2016), and Araya (2013) that urban residents are expropriated from their land by municipal administrations with minimal monetary compensation. The government then provides the land to investors at a higher price. In this case, the rights and interests of urban residents (who owned land in urban centers and urban poor who seek to have land) and, farmers in the peripheries are not protected under the state ownership of land.

The case analysis in the study area indicates that policy and legal documents including the Constitutional provision provide weak protection for the majority of urban residents and farmers in the fringes of the urban centers. This has, in turn, contradicts the basic principles enshrined in the federal Constitution preamble and article 40 (of land use right), and article 43 (improved living standards and rights to sustainable development). It also violets the principles of equity and justice indicated in the land management policy of 2011 and land lease laws adopted therein. Moreover, regulation and directives issued by Oromia Regional State to implement land lease laws have inherent self-contradictions. On one hand, these frameworks advocate a more democratic form of land use right while on the other hand; the subsequent implementation of legal frameworks harms equitable distribution of land to urban dwellers. Therefore, it can be concluded that state ownership of land as advocated by the government protects neither the right of urban residents to access land nor the rights of farmers to use their land democratically. In this context, it is suggested that other types of land ownership approaches can be included in the land governance frameworks of the country to resolve the Constitutional and legal gaps observed therein. These approaches include state ownership, private ownership, and mixed ownership of land.

According to Janelle (1995), three types of land ownership are advocated to settle the debate between public versed private ownership of land. He urges the use of these approaches based on the rationalities and the contexts in which approaches are implemented. Moreover, he added, *"the issue of land reform and the results of various land reform policies have been debated by development specialists and researchers for more than 40 years. The topic is back on the public policy agenda thanks to the evolving approaches to ownership rights"* (1995, p. 1). Similarly, Belay (2016) mentioned that the government needs to reconcile divergent views on land ownership rights of citizens and proposed the inclusion of private and states ownership of land within the legal framework of the country.

Moreover, Leonard, Parker & Terry (2018) has the views that use of state, private, and co-owned approach to ownership of land benefits the advantages of both extreme stances of the private-public approaches. Crewett & Korf (2008) urge the Ethiopian government to demonstrate ideological commitment to ensure fairness in the land governance while at the same time advocate the inclusion of private ownership of land in the land administration system. In this context, the land market is enabled to function with the support of fair and efficient legal

frameworks. In light of these ideas, the researcher concludes that the integration of the two approaches to ownership of land provides the merits of both ideological stances. It also helps to overcome the problems of maintaining the balance between market efficiency and social equity in the land administration of the country.

4.3.2. Purposes and Source of Landholding Right of Respondents

The study has assessed the purposes for which respondents use the land they have in the towns. In this context, according to the following table 4.3, an overwhelming number of the respondents mentioned that they used the land for the construction of residential houses. However, the remaining 4.9% and 25% of the respondents used it for commercial and mixed purposes respectively.

Table 4.3: Landholding and Registration

Item	Measurement	Frequency	Percent
If you have a parcel of land legally registered in the town, for what purpose/s do you use the land?	For Residential Purpose	115	70.1
	For Commercial Purpose	8	4.9
	For Mixed Purposes	41	25.0
	For Urban Agriculture	0	0
	Industrial Operation	0	0
	Total	164	100
If you have a parcel of land legally registered in the town, how did you get the land?	Through government allocation	113	68.9
	Through land Lease contracting with the government	12	7.3
	Through buying from other town residents who own land	6	3.7
	Through buying from farmers and then legalizing	5	3.0
	Through a gift from family/relatives/	10	6
	Through inheritance	18	11.0
	Total	164	100.0

Source: Own Field Survey, 2018/19

Regarding sources of landholding rights of respondents in the study areas, table 4.3 indicates the majority of the respondents derived the right to hold land from government allotment. This indicates that 68.9% of the respondents have held a plot of land through government allotment.

As it is discussed in section 4.3.1 of this chapter, the majority of the respondents secured landholding right before the adoption of the 2011 urban land lease holding proclamation. It is due to this reason that 113 respondents held the land through government allotment. This is before the implementation of the new land lease policy. Additionally, a minor number of respondents (7.3%) states that they have secured landholding right through lease tender based on land lease contracting with the government. More to the point, 6% and 11% of the respondents mentioned that they derived landholding right through a gift from family/relatives/ and family inheritance respectively. An insignificant number of respondents mentioned that they possessed land through buying from other residents living in the town, and buying from farmers and then regularizing it.

The qualitative data collected from residents showed similar results. For instance, a key informant from Sendafa-Bake town held the view that an overwhelming number of residents of the town need land to construct residential dwellings. The majority of the building in the town is also residential. However, there is also significant number of residents who constructed houses for re-selling purposes. Furthermore, land dealers and speculators construct houses speculating future land values. He stressed that in the town absence of alternative legal means to get land forced a sizeable number of residents to maintain squatter settlements. They have either bought land directly from farmers in urban fringes or transacted it from dealers who buy and re-sell it. The informants, on the other hand, agreed with the views of households that the majority of the inhabitants received a plot of land through government allotment. After the implementation of the new land lease laws, only a small number of residents wins land lease bids. This means that during and after 2011, a small number of residents held the land through land lease bids while the majority of them remained landless.

Similarly, FGDs conducted in the three towns confirmed that the majority of the residents in Sebeta, Gelan, and Sendafa-Bake towns are deprived of adequate access to landholding rights. In the discussion, it is revealed that a small proportion of residents have their own private houses. Even these residents held the land before the commencement of the urban land lease holding proclamation of 2011. They mentioned that the restrictive nature of land lease laws on the one hand, and the decision of Oromia Regional States to suspend the land allotment scheme following the endorsement of the land lease proclamation of 2011 on the other hand, have narrowed the space to legally access land. This, in turn, paved a way for the expansion of

squatter settlements in the fringe zones of the towns. Participants addressed that profit from land lease tenders initiates municipal administrations to prioritize the auction method over-allotment thereby worsening the problems of equitable access land.

Similar to the opinion of residents, the head of the Urban Land Management and Development office of Sebeta town pointed out that majority of land requests are made by residents to built residential dwellings. He mentioned residents who held land in the town secured it before the adoption of the 2011 land lease law. Hence, the majority of the residents do not have land and they frequently present complaints about denial of access to land to Municipal administration. However, the head of the office states municipal administration implements the decisions made by the federal and regional governments with little discretion. He advocated that both the federal and regional governments have to device alternative strategies capable of addressing the land and housing demand of citizens.

The quantitative data indicated in Table 4.3 is supported by the views of the head of the Land Management and Development Bureau of MoUDC. He mentioned the majority of urban residents hold land use right through allotment. However, his view of “when” is notably different from the result of quantitative data. According to the responses of households, 138 respondents get land before the implementation of the land lease holding proclamation 721 of 2011. After the implementation of the proclamation, the number of respondents who get land diminished to 26 respondents. However, despite the quantitative data, the head claimed that even after the enactment of 2011 land lease laws, the primary means of providing land to citizens is through allotment. As to the view of the researcher, nonetheless, there is some inconsistency between the results of quantitative data and the view of the head of the Land Management and Development Bureau of MoUDC. This is attributed to a reason that following the adoption of the land lease holding proclamation, Oromia Regional State has suspended land allotment modality in the region as a particular case to combat increasing corruption in urban centers. However, in other parts of the country, the land allotment has been practiced.

In general, it is attested in the study that a limited supply of land through auction failed to satisfy the demands of the majority of the residents. It is also seen that the regional regulation stipulated to suspend urban land allotment is not successful, as it has been envisioned. Various studies (Melkamu, 2016; Ifa, 2016; Transparency International, 2014; MoUDCH, 2014; and Teshome,

2014) revealed that there is widespread corruption observed in the land sector of the region in general and in Special Zone in particular in the aftermath of the enactment of Regulation No. 155 of 2012 and, Directive No 1 and 4 of 2012.

Beyond this, inconsistency between the rapid horizontal expansion of towns on one hand and the unmet needs of thousands of residents for shelter, on the other hand, has led to the proliferation of the illegal housing market in the study area. Gondo observed this problem as he stated "*A large but varying proportion of Ethiopia's urban population is housed in unauthorized and un-serviced settlements and this trend is likely to continue in the medium to long term*" (2011, p. 1). Similarly, Melkamu has pointed out that poor performance of land administration has resulted in the acceleration of illegal housing in urban centers of the Oromia Region. More than this, local governments have prioritized land lease tenders to increase municipal income while overlooking equity in the provision of adequate access to land. This implies the regional government in general and municipal administrations in particular collected significant revenue from land tender compromising equitable distribution of urban land. It is, therefore, important for the regional state, and municipal administrations to device regulatory frameworks that ensure affordable land supply including equitable land lease bids in which the majority of urban residents can be benefited.

4.3.3. Request of Respondents to Access Urban Land

Having the context of respondents' land use rights into consideration, the study has appraised the status of respondents' official requests presented to the Municipal Land Management and Development Bureau to get land. In this milieu, almost all respondents 344/ (96.4) have presented requests before the concerned bureau to get land. However, it is only for one-hundred thirty respondents that land is given. The remaining majority of (two hundred fourteen) respondents do not get land hitherto. On top of this, respondents affirmed that the Land Management and Development Bureaus of the towns do not provide adequate and legitimate answers as to why they failed to address their formal request to get urban land. Among the respondents, one hundred-twenty six respondents confirmed that the Bureaus do not even respond to their questions. Further, sixty-two respondents mentioned that they got an answer that allotment of land is prohibited. A minor number of respondents declared that they are told to wait until the municipal administrations give them land.

Table 4.4: Responses of Municipal Administrations to the requests of respondents regarding Access to land

Item	Measurement	Frequency	Percent
Did you formally request the town administration to get a plot of land in the town?	Yes	344	96.4
	No	13	3.6
	Total	357	100.0
What was the response of the town administration to your formal request to get land?	I got a parcel of Land	130	37.8
	I am told that no land is given to residents	62	18.0
	Waiting to get land	26	7.6
	No answer is given so far	126	36.6
	Total	344	100.0

Source: Own Filed Survey, 2018/19

It is seen from the above quantitative data that although the majority of the respondents requested Municipal Land Management and Development Bureaus to get land, only 37.8% of them are given land. Besides, the majority of the respondents do not get land due to different reasons. This quantitative data is supported by qualitative data collected from key informants and FGDs. The qualitative data reveals that although the majority of residents fulfill the requirements set by municipal administrations, they do not get land. It is for a small number of respondents that land is allotted. As it is discussed in the previous two sub-sections, it is before the enactment of the 2011 land leases holding Proclamation No. 721 of 2011 and Oromia Region Regulation No. 155 of 2012 and Directive No 1 & 4 of 2012 that a small proportion of the residents secure land through allotment. The remaining majority of the respondents do not access urban land.

It is indicated in the view of Municipal Land Management and Development Bureau of Sebeta and Sendafa-Bake towns that the primary means of supplying urban land to residents is through the lease tender method. However, this method has a limited supply of land to the majority of residents. Key informants addressed that due to frequent turnover of political appointees and officials in the land management sector, different and sometimes-contradictory responses are given to respondents concerning access to land. Moreover, the regional government does not explicitly inform municipal administrations of the time in which the land allotment method is recommenced. Moreover, the lack of adequate human resources made municipal administrations incapable of accurately responding to the demands of residents.

A similar opinion is raised by the team leader of the regional urban land management bureau. She indicated the majority of urban residents request municipal administrations to have a plot of land. However, due to a shortage of land supply, a small proportion of residents received land. She admitted that the majority of urban residents do not have access to land due to the restrictive nature of land lease laws. However, she claimed municipal administrations should have provided adequate and accurate responses to citizens about the modalities in which urban land is accessed. She further mentioned that due to a lack of consistent responses and the absence of accurate methods of disseminating official information regarding the right to access land, citizens frequently present complaints to land management offices. She concluded lack of adequate human resources, high employee turnover, widespread corruption, lack of strong institutions to ensure ethical standards, and absence of clear flow of information and commands among different layers of the government have affected the land management system. These factors have caused inconsistency in the responses of municipal administrations about the right to equitable access to urban land.

In the opinion of senior policy advisors in MoUDC, all citizens have equal rights to access urban land. It is also the responsibility of municipal administrations to provide an accurate and reliable response to the residents regarding access to land. He mentioned the ministry has provided various training, workshops, follow-up sessions, monitoring, and evaluation engagements to improve the performance of municipal administrations. He stressed the monitoring and evaluation sessions conducted at municipal administrations showed that various problems limited the performance of service delivery processes. The ministry has also provided training and workshops to fill the gaps found therein. However, he concludes, due to high employees' turnover, weak enforcement mechanisms, low morale of employees, poor working environment, and other administrative reasons, citizens do not get accurate and reliable responses from land management offices.

It is inferred from the above qualitative and quantitative data that the majority of the respondents requested a plot of land from municipal administrations. However, municipal administrations provided land only to a quarter of the respondents. Besides, the majority of the respondents do not get adequate and consistent responses to the formal request they presented to have land. Due to restrictive land lease laws, high turnover of political appointees and employees, and the absence of a clear chain of commands among government hierarchies, adequate land supply is

constrained. In addition, low employee morale, inadequate ethical standards of employees, and lack of adequate human resource capacity contributed to the absence of consistent information flow among different layers of the government. This, in turn, made municipal administrations incapable of providing accurate and reliable responses to the demands of citizens.

The above result is similarly attested by studies conducted by Melkamu (2016) and Ifa (2016). These researchers mentioned in their study that municipal administrations have failed to ensure that citizens access reliable and accurate land information affordably and easily. Similarly, Mhrty (2016); Ashenafi (2015); Takele, Yiadom & Melesse (2014a), and Belachew (2010) confirmed that due to the implementation of the new land lease law of 2011, access to urban land is limited in the country. Moreover, these researches found out that adequate and reliable land information is not delivered to citizens easily and timely by municipal administrations.

4.3.4. Limitations on the Right to Access to Land

It is indicated in the above sections that the majority of urban residents in the study area lacked adequate access to land. The findings indicate that after the implementation of urban land lease holding proclamation number 721 of 2011, the majority of urban residents do not get equitable access to land. Moreover, it is revealed in the analysis that municipal administrations do not provide adequate, consistent, and reliable land information to residents. The following section indicates the reasons mentioned by respondents concerning the low accessibility of urban lands in the study area.

Table 4.5: Respondents' Reasons for not getting a parcel of land

Item	Measurement	Frequency	Percent
If you do not have a parcel of land legally registered in the town, why did not you get land?	Land price is unaffordable	100	51.8
	Urban land supply is inadequate	30	15.5
	Land Lease holding policies restrict the supply of land	3	1.6
	Land markets abnormalities	6	3.1
	Land supply is made through a corrupt system	46	23.8
	The land is supplied only through the leasing method	8	4.1
	Total	164	100.0

Source: Own Field Survey, 2018/19

The study has attempted to identify the reasons, which hampered adequate access to land in the study area. In the study, the majority of the respondents (51.8%) stated that unaffordable land price/value inhibited them from having land. Besides, a considerable number of respondents (23.8%) argued that rampant corruption in the land management system made the availability of affordable land to the urban residents limited. Adding to the concern, 15.5%, and 4.1% of study participants revealed that a shortage of land supply and land lease laws adversely affected the opportunity of owning land.

This quantitative result is also supported by qualitative data collected from key informants and FGDs. Key informants agreed that the major reason that limited adequate access to urban land is the prices attributed to land lease tenders. In the views of FGD participants, a single meter square land lease price is unaffordable to the majority of urban residents in the study area. This result is also attested by the review of documents accessed from municipal administrations. A single meter square of land is sold around birr six thousand in Sendafa-Bake town while the same amount of land is sold more than twelve thousand birr in Sebeta town. The case in Gelan town is not different. A single meter square of land is sold for more than eight thousand birr in the town. This is unaffordable to the majority of residents. Additionally, FGD participants mentioned that weak land supply, land corruption, and weak administrative capacity in the land sector have further worsened inequitable access to urban land in the study area.

Similarly, a senior policy advisor in MoUDC acknowledged that the price of land lease bids discouraged the majority of urban residents to access land. He added that inadequate urban land supply, land corruption, and land lease laws have limited equitable access to urban land. He stressed that the absence of alternative means of ensuring the right to urban housing in the study area further aggravated the problem. In the views of the head of the Land Management and Development Bureau of MoUDC, the majority of urban residents do not afford the price of land lease bids while some sections of the society access land as they easily afford to pay a higher amount of money for lease bids.

In general, the above data implies that the major problem that limited access to land is the price of land lease bids. The implementation of the land lease law of 2011 and regional regulation and directives have excluded the majority of the residents from equitable access to land. Only a few individuals and land dealers compete for the bids, as the winning price is unaffordable to the

majority of residents in these towns. This indicates that the majority of urban residents are excluded from land lease bids. The way land lease bids are determined benefits only a small portion of urban residents. Furthermore, widespread corruption in urban land transactions and inadequate land supply has significantly altered the way land is governed in the study area. Moreover, the absence of other alternative methods of ensuring housing for urban residents affected the right to equitable access to land. More to the point weak administrative capacity and inefficient land utilization aggravated the problem of an adequate supply of land to urban residents. Similarly, the review of the literature (World Bank, 2012a; Misganaw, 2019; Melakmu 2016; Crewett & Korrf, 2010; Mhrty, 2015 and UN, 2015) showed that unaffordable land price, inefficient land administration, corruption, and low land supply increased the vulnerability of urban residents in ensuring equitable access to land.

4.4. Summary of the Chapter

Urban land in Ethiopia is governed under the philosophy of state ownership of land. In post-1991, the federal Constitution has made the land a common property jointly owned by the state and its people. It is frequently stated by the government that the primary reason for the adoption of state ownership of land is to protect people's right to land. It aims at protecting the interest of the majority of citizens on land from exploitation by a few wealthier individuals. To exercise this Constitutional provision, various urban land lease policies and proclamations are issued.

However, state ownership of land as enshrined in the Constitution protects neither the right of urban residents to access land nor the rights of farmers to use their land in an appropriate manner. Paradoxical to the Constitutional claim, the government exclusively advances its interest in land through the land lease system. The Constitution and subsequent land laws endorsed hierarchically enable the government to exclusively control and sell land to citizens. Unlike the rhetoric of the developmental state political economy, which the government pronounces, the land governance system of the government has been more of the nature of a rent seeking.

A contradiction between the rapid horizontal expansion of towns on one hand and the increasing unmet needs of thousands of residents for shelter, on the other hand, have led to the alarming growth of the illegal housing market and squatter settlements in the study area. In this context, wealthier individuals easily access land through land lease bids. Land lease tender increases the revenue generation of municipal administrations while at the same time compromised equitable distribution of land to citizens. Due to the implementation of the new land lease law of 2011, access to urban land is thus, limited in the study area. Moreover, citizens complain about the absence of adequate and reliable land information that should have been delivered easily and timely by municipal administrations. On top of this, corruption & maladministration in the urban land transaction, absence of alternative methods of ensuring pro-poor housing, and absence of an affordable land market, have affected equitable access to the land of citizens in the study area.

Chapter Five

Policies of Urban Land Governance in the Special Zone of Oromia Region Surrounding Addis Ababa

5.1. Introduction

In post-1991 Ethiopia, through a variety of urban land reform programs, the government has enacted policies and legislations based on state-ownership of land. The reforms are designed to transform the ways that land is owned, used, and transferred. The government has explicitly declared in the legislations that urban land governance policies aim at improving how land is governed, and make its administration in the broader frameworks of democratic land governance. The target of reforms has been achieving land governance systems whereby all citizens become beneficiaries of the fruit of the process in a fair, equitable, and efficient manner. However, little is known about the performance of land reform programs in the country.

Dwelling on the above points, this chapter has examined the policies of urban land governance in Ethiopia focusing on the Special Zone of Oromia Region Surrounding Addis Ababa. The primary objective of the chapter is to examine the policies and institutional frameworks of urban land governance in the Zone taking three urban centers/towns: Sebeta, Gelan, and Sendafa-Bake towns. It aims at examining the policies of urban land governance from a democratic governance perspective focusing on these towns. In doing this, it focuses on the analysis and interpretation of data collected from various sources through different instruments. To this end, the chapter addresses the first specific objective of the dissertation as it is indicated in section 1.4.2 of chapter one.

This chapter is organized into five sections: the first section provides an introduction about the chapter and provides a briefing on the objective of the chapter. The second section provides a discussion on the theme of the policies of urban land governance in the study towns based on the analysis and interpretation of data collected from various sources. Thematic analysis is followed to analyze and interpret data. Accordingly, quantitative data is collected from sample households and is presented in percentage and frequency distribution, and analyzed using descriptive statistics (median score). Qualitative data is analyzed using content analysis, text analysis, and logical interpretation of interviews and FGDs. The data analysis and discussion are supported by

relevant literature and the researcher's own opinions. The third part of the chapter provides the statistical analysis, which is conducted to see whether there is a statistical difference among the responses of respondents concerning the policies of land governance in Sebeta, Gelan, and Sendafa-Bake towns. In this section, inferential statistics, (Kruskal Wallis and Mann-Whitney) tests are conducted. In the last, a summary of the major findings of the study is presented.

5.2. Policies of Urban Land Governance

Urban land policies are broader institutional frameworks, which government adopts to administrate urban land appropriately. These policies are primarily taken-up to utilize scarcely available land efficiently and equitability. Reasonably, discussions on the subject of urban land policies can be made from a variety of intellectual viewpoints and perspectives. However, this study has examined the policies of urban land in the study areas from a democratic governance perspective. In the context of this study thus, eight major principles of democratic governance are employed to examine the nature and characteristics of urban land policies.

As it is discussed in the first and second chapters of the dissertation, incorporation of democratic governance in the policymaking process demands the engagements of stakeholders in the policymaking process, establishing systems whereby officials are to be accountable to the people through accountability mechanisms, and ensuring the rule of law and transparency in government official operations. Beyond these, government policies are also required to be responsive, equitable, efficient, and predictable. In general, the study has assessed the extent the principles of democratic governance (stakeholders' participation; transparency of policies, accountability frameworks, mechanisms of ensuring the rule of law, the responsiveness of the policies to the interests and demands of stakeholders, the efficiency of policies, equity principle, and predictability of urban land policies) are considered in the policies of urban land governance. The following sub-sections examine the urban land policies from each dimension of democratic governance.

5.2.1. Stakeholders' Participation in the Land Policy-Making Process

In the context of democratic governance, administrative agencies are expected to guarantee stakeholders' participation in the key policy-making processes regarding public services including urban land policies. Governments are supposed to work diligently to ensure adequate engagement of all concerned stakeholders in the making of urban land policies. The success of a

government in providing platforms to the stakeholders in influencing and shaping the content of urban land policies provides the required level of ownership of policies. It is asserted in the literature that the engagement of community actors in the policymaking process helps the government to address the core interests of the community thereby increases its legitimacy.

All concerned service recipients must take part in the important decision-making of planning or policy, which is directly related to their community. In this context, participation is regarded as a process through which citizens engage directly or through their elected representatives to influence and shape policy decisions and implementations that affect their life. Thus, an adequate level of stakeholders' participation in a policymaking process pave a way for the smooth implementation of the policies and increase the level of policy productivity in achieving the desired societal and governmental objectives.

Considering the principle of stakeholders' participation, the study has examined the level of respondents' engagement in the urban policy formulation process. Accordingly, Table 5.1 shows that the majority of the respondents disagree (38.4%) and strongly disagree (21.6%) that the government invites stakeholders to participate in the urban land policymaking process. On the contrary, a minor number of respondents (13.4 % and 0.8%) agree and strongly agree that stakeholders participate in the urban land policymaking process in the study area. A significant number of respondents (25.8%) are indifferent regarding the issues. Besides, in the views of the majority of respondents (around 59%), stakeholders found in the study areas do not influence the land policymaking process through their elected representatives. However, around 14% of the respondents agree and strongly agree that stakeholders' voice on the urban land policymaking process is heard through their elected representatives. Besides, a large number of respondents (27.2%) stated that they have a neutral view on the matter.

The literature on participation pronounces that governments at least need to consult and collect feedback from stakeholders regarding the content of draft policies and incorporate valuable comments into final policy papers. In this background, the study has examined the opinion of respondents and found out that the majority of the respondents (18.2% strongly disagree and 38.4% disagree) have the view that government does not consult and collect feedback from stakeholders during the formulation of urban land policies. Besides, about 26.1% of the respondents stated that they are indifferent to provide their agreement or disagreement on this

issue. However, around 17% of the survey participants declared that the government collects and incorporate their views and comments in the urban land policies.

Accordingly, the survey result shows that more than 59% of the respondents (disagree 36.4% and strongly disagree 22.7%) mention that there is insignificant participation of stakeholders in the land policymaking processes and thus it results in a low legitimacy of decisions made by the government. Contrary to this, a minor number of respondents (around 14 percent) agree that stakeholders' participation appears to contribute to the legitimacy of urban land policies in the study area.

Table 5.1: Stakeholders' Participation in Urban Land Policy-Making Process

N o.	Indicator	Frequency and Percentage Distribution of Respondents' Opinion										Median
		Strongly Disagree		Disagree		Neutral		Agree		Strongly Agree		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Government invites stakeholders to participates in the urban land policy making process	77	21.6	137	38.4	92	25.8	48	13.4	3	0.8	2
		n=357				%=100%						
2	Stakeholders have a say on the urban land policies making process through their elected representatives	68	19.0	141	39.5	97	27.2	49	13.7	2	0.6	2
		n=357				%=100%						
3	Government consults and collects feedback from stakeholders regarding land policies and laws	65	18.2	137	38.4	93	26.1	59	16.5	3	0.8	2
		n=357				%=100%						
4	Stakeholders' participation contributes to the legitimacy of government decisions about urban land policies & laws	81	22.7	130	36.4	96	26.9	49	13.7	1	.3	2
		n=357				%=100%						
5	Stakeholders' participation in the urban land policies making process is sufficient	94	26.3	108	30.3	99	27.7	53	14.8	3	.8	2
		n=357				%=100%						

Source: Own Field Survey, 2018/19

In assessing the effectiveness of stakeholders' participation in shaping urban land policies, the majority of the survey participants (26.3% and 30.3%) mention that stakeholders' participation in the policymaking process is not effective. On the opposite, a small portion of the respondents agrees that stakeholders' participation is effective in addressing their concerns in the policymaking process. The remaining 27.7% of the respondents held a neutral opinion regarding

the effectiveness of stakeholders' participation in the process of making urban land policies. In the meantime, a median score of two for all indicators of stakeholders' participation shows that the majority of the respondents have disagreed with the statements indicated in the above Table 5.1. This means the majority of the respondents do not participate in the land policymaking process and/or the government does not consider their opinions in the process as well.

Corresponding to the survey results, in-depth interviews conducted with key informants from the local community in three towns reveals that the government's effort to participate stakeholders in the policymaking process is minimal. Similar to this, FGD participants in Sebeta and Sendafa-Bake towns have also mentioned that there are few efforts by the government to encourage stakeholders' participation. There is a narrow room for stakeholders to provide comments and suggestions in the urban land policymaking processes. Key informants stress that even elected representatives from their constituencies are not active in the process. Furthermore, the head of the Land Management Desk of Oromia Region supports the claim made by the community key informants and FGD participants. She states that there are insignificant efforts from the government to include the voices of local stakeholders in policymaking as the government adopted a centralized and top-down policymaking approach.

In addition, key informants from Sendafa-Bake and Gelan towns explicitly state that existing urban land policies lack acceptability in the eyes of the community, as the issuance of policies is not participatory. Both informants hold a view that rare public engagement in decisions making processes has eroded the legitimacy and effectiveness of the land policies. The FGD participants in Sebeta and Sendafa –Bake towns have also raised similar concerns affirming that a low level of stakeholders' participation in the making of land policies both at federal and regional levels has made the effectiveness of the policies meager. In support of this point, the head of Oromia Regional Land Management and Development Bureau Policy and Legal Desk confirms that an inadequate level of stakeholders' participation in decision-making resulted in a low level of acceptability of the policies.

However, according to a Senior Policy Advisor in the Ministry of Urban Development and Construction, the government invites stakeholders in the land policies making processes. The informant further states that during the agenda setting, policy formulation, and adoption stages; various stakeholders including elected representatives, mass media, intellectuals, and CSOs are

involved. Stakeholders contribute ideas and opinions in shaping the contents of the urban land policies. Conversely, he has also admitted that stakeholders' participation in the policymaking process is inadequate.

Similarly, the head of the Land Management and Development Bureau of MoUDC stated, there are efforts the government has deliberated during the policymaking process. However, he added, stakeholders' participation in the process is not as it should have been. The head revealed that due to the lack of adequate government initiatives, and local governments' commitment to engagement, stakeholders' participation is limited. Furthermore, the urban management policy of 2011 emphasizes the need to increase public awareness about the values of stakeholders' participation. However, the policy dictated stakeholders' participation to follow political design within the arrangement of "development army" and "one to five groupings" of the community, which is primarily arranged to inculcate political values. It overlooked the roles of various societal actors in the design and implementation of policies. Besides, the urban land management policy of 2011 has asserted, there has been weak local actors' participation in prior policymaking processes yet the deliberation of the policy itself does not allow stakeholders' participation.

Overwhelming, it is understood from the analysis that local stakeholders do not participate in the urban land policymaking process. Stakeholders' participation is ensured neither in setting policy agenda, nor in policy formulation, and deliberation. In the study area, the researcher asserted that the government does not adequately materialize a bottom-up decision-making process. Centralized and top-down decision-making and disjointed institutional structure contributed to a low level of stakeholders' participation in the urban land policymaking process. In this context, the literature shows in developing countries participation of local actors in policy-making processes is limited. Magel & Wehrmann (2002) states, *"there is rarely a clear urban land policy that takes into account activities of all agencies involved in the land management. Land administration and urban planning are often over-centralized."* Centralized policymaking procedures neglect the values, knowledge, interest, and resources of local stakeholders. In such a context, the government becomes the sole player of 'representing and acting' on behalf of citizens. Hence, this situation has contributed to the low level of legitimacy of the policies and it adversely affects their effectiveness.

Both the quantitative and qualitative data reveal that stakeholders' participation in the urban land policymaking process in the study area is limited. It is also found out that elected political representatives are not representing the interests and wills of the people. Rather they engage in compelling local stakeholders about the objectives and significances of the policies endorsed through a top-down approach. Local stakeholders have low participation in policy formulation while the political elite centralize the policy-making process. In the elite approach to public policy, local actors are marginalized from decision-making platforms. This gives an insight that the elite model of public policymaking is followed in the design and formulation of urban land policies. This finding contradicts the rights of citizens enshrined in the Constitution of the country. The Constitution in its article 89 sub-article 6 indicates citizens have the right to participate in the formulation of national development policies including land policies. Besides, due to the fragmentation of government structures situated at federal, regional, and local administrations, government organs rarely promote local participation in decision-making activities.

It is asserted in Alemie, Zevenbergen & Bennet (2015); World Bank (2012a); Enemark (2012) and Burns & Dalrympe (2008) that an adequate level of stakeholders' participation in the policymaking process is the primary source of legitimacy of government policies. In addition, Mabesa & Whittal (2014) states that inadequate level of stakeholders' participation in the public policymaking process results in a significant decline in the legitimacy of government policies. More to the point, as urban land is an essential asset for the socio-economic livelihood of all stakeholders in urban life, their involvement in the process of policymaking process is very crucial. Stakeholders' participation helps the government to realize the intended objectives of the policy. Based on the findings of the study, it is concluded that the low level of stakeholders' participation adversely affected the legitimacy of urban land policies.

Similar findings are indicated in several studies. A study conducted by Teshome, (2016), Takele, Yiadom & Melesse (2014a) on Hawassa city indicates that there is a low level of public participation in the urban land policymaking process. In the same views, Girma (2018) has found in a study conducted in Adama city that the urban land policymaking process has not been participatory. Abebe (2019) has also argued in his study that the formulation and adoption of institutional frameworks that govern urban land lack participatory nature. Similarly, Dinka, Girma & Ermias (2016) has conducted a study on the challenges and prospects of good urban

governance practice in the land administration system in Shanbu town of Oromia region and concluded that a low level of public engagement in the urban land policymaking process is a major challenge that limited efficient and effective implementation of the policy.

From the perspective of the democratic governance premise, stakeholders' participation is a key in the making of urban development policies. Specifically, adequate and informed stakeholders' participation is essential for the success of policies and other institutional frameworks governing urban land. Alemie, Zevenbergen & Bennett (2015, p. 7) asserted that adequate participation of community actors in the policymaking process *"enables a bottom-up decision-making practice which is pivotal for identifying the root causes of the problems and ensuring decisions that equally benefits more citizens and their livelihoods."* When local actors adequately participate in the policymaking process, the resultant policies tend to reflect the core values, interests, objectives, and local resources that can be generated from the community.

Policymaking activities that appropriately use local input increase the sense of ownership of the community on government decisions. This in turn improves local actors' engagement and contribution to the success of policy implementations. Local actors can also support the policy development process as they provide valuable indigenous knowledge regarding the possible alternative methodologies of implementing the policies. Bottom-up decision-making processes also help to raise community awareness regarding public policies and facilitate the development of democratic citizenship, which is a foundation for democratic governance.

In the study area, on the other hand, the absence of adequate participation of citizens in the policymaking process reduces the commitment and support that the government can generate from local actors. Stakeholders have lost a sense of ownership of the policies that the government initiated and deliberated. The centralized policymaking process resulted in the deterioration of the legitimacy of government policies. Policies made in a centralized and top-down approach neglect the core interests of local stakeholders and reduce the roles that local actors and citizens play in making policies democratic. More to the point, 'elected representatives' of the community have also failed to represent the interests of the constituency they supposed to represent when land policies are deliberated in parliamentary motions. As to the opinion of respondents, urban land policymaking processes do not reflect the views, values, and interests of local stakeholders in the study area. In this setting, thus, it is stressed in the study that

an adequate level of public participation is a necessary ingredient to determine and address the demands and interests of the stakeholders in the contents of policies to ensure the legitimacy of government policies, laws, and procedures.

5.2.2. Transparency of Urban Land Policies

The concept of transparency connotes that decisions and actions made by government organs need to be conducted in an open decision-making process based on legitimate rules and regulations. It indicates that pertinent and accurate official information is unreservedly and openly available to citizens who are affected by government decisions and actions. It also means that enough information is provided and that it is provided in easily understandable forms and media. In the study area, accordingly, the study has examined the extent of the policies of urban land governance in light of theoretical perspectives on transparency. Land Governance institutions need to develop new ways to record and maintain the land information that ensures improved service delivery within a reasonable time. Procedures for land allocation and conflict resolution should be clear and simple. The following Table 5.2 shows the rating of respondents regarding the extent of transparency of urban land policies in the study area.

The majority of the respondents mention that they disagree and strongly disagree with the assertion that urban land policies are easily accessible to citizens in the study towns. On the contrary, only 15% of the surveyed participants agreed and strongly agreed that the policies and laws governing urban land are accessible to the citizens. Moreover, about 54% of the respondents stated that existing urban land policies do not endorse a system that provided a timely flow of reliable information to the citizens while about 18.5% of them declared that there is a timely flow of reliable information to them. The remaining 27.7% of the respondents' are neutral to the issue.

Besides, the majority of the respondents declared that land policies do not enable citizens to scrutinize the transparency of the land service delivery at municipal levels. They confirmed that the existing land policies are futile in enabling citizens to scrutinize land governance decisions and activities. On the opposite, a few numbers of the respondents (around 13%) confirmed that the policies enable citizens to inspect land service delivery activities. The remaining number of respondents has held a neutral opinion.

Table 5.2: Transparency of urban land policies

No.	Measurement Items	Percentage Distribution of Respondents' Rating										Median
		Strongly Disagree		Disagree		Neutral		Agree		Strongly Agree		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Urban land policies are easily accessible to citizens	84	23.5	149	41.7	70	19.6	51	14.3	3	.8	2
		n=357					% = 100%					
2	Urban land policies endorse a system to provide a timely flow of reliable information to citizens	75	21.0	117	32.8	99	27.7	47	13.2	19	5.3	2
		n=357					% = 100%					
3	Urban land policies enable citizens to scrutinize the transparency of the land service delivery	109	30.5	84	23.5	115	32.2	45	12.6	4	1.1	3
		Total										
4	Urban land policies provide clear procedures for resolving land-related conflicts	46	12.9	101	28.3	129	36.1	75	21.0	6	1.7	3
		n=357					% = 100%					
5	Urban land policies are clear and understandable to citizens	54	15.1	114	31.9	126	35.3	60	16.8	3	.8	3
		n=357					% = 100%					

Source: Own Field Survey, 2018/19

Moreover, a greater part of respondents (12.9% and 28.3% of respondents strongly disagree and disagree respectively) reveal that urban land policies are not effective in providing clear procedures for resolving land-related conflicts that appeared among residents of the towns. However, nearly 23% of the respondents argue on the contrary. They pointed out that land policies have clear procedures easily applicable to resolve land and land-related conflicts that arise between and among citizens in the study towns. On top of this, a nearly similar number of respondents affirm that urban land policies are not clear and understandable to citizens. Given that, 47% of them have the opinion that government-endorsed policies are not easily understandable to citizens. About 18% of the survey participants have different view and declare that those policies applicable to manage urban land are clear and easily understandable. The remaining significant number of the respondents (31.9%) maintained a neutral position

The data from the survey is similar to the result gained from interviews conducted with key informants in three towns. For instance, the key informant interviewee from Sendafa-Bake Town states that

I believe that the policies governing urban land are not easily accessible to ordinary citizens residing in the town. I am sure that late alone the urban residents, even most of the official working in the town's Urban Land Management and Development Bureau do not have adequate and timely access to the policy documents issued at different times by the federal and regional governments. Policies and laws promulgated at different times reached at the municipal level in a much-delayed time after they are ratified at federal and regional levels. However, I also know that few individuals search and access policy documents for personal sake. Source: Key Informant Interviewee, Sendafa-Bake Town, 2018/19

Similarly, FGD participants in three towns unanimously agreed that once the policies are issued at federal and regional governments, it takes them a very long time to arrive at the municipal Land Management and Development Bureaus. Illustratively, one of the FGD participants in Sebeta Town mentioned that *"as there are communication gaps between and among government hierarchies in the region, policies, laws, regulations, directives approved at different levels of the government reach local level of the government with much delayed time."*

However, contrary to the ideas raised by key informants and FGDs' participants, the Senior Policy Advisor at Federal MoUDC explicitly declared that the Ministry regularly communicates policy documents and new regulations and directives to the regional governments as soon as the policy and other frameworks are approved by the HPRs, Council of Ministers and the ministry. Similarly, the review of the policy documents, which govern urban lands made by the researcher, indicates that policy documents have some clauses that talk about the essentiality of transparency of land policies in service delivery processes.

The claim by the senior advisor of the Federal MoUDC is also supported by the head of Oromia Region Land Management and Development Bureau Legal and Policy Desk. He states that the Federal MoUDC provides regional governments with policies and other governance frameworks as soon as these frameworks are put into work. He added that the Federal MoUDC provides technical supports to regional bureaus in clarifying and improving common understanding policies and laws. However, he stressed that municipal administrations are not as cooperative as they are supposed to be to work closely with the regional bureaus.

Most of the time, the Municipal Land Management and Development Bureau do not send officials for training arranged by the regional government regarding the policies and procedures of urban land governance. Even if they send officials and participate in the training, most of the officials who take the training soon leave offices as there is high turnover, and policy documents are then displaced. Further, the informant told that even those trained personnel do not give adequate concern on the practical values of the policies and other frameworks. He concluded that due to such problems in communication and utilization of policy and legal frameworks, there is low accessibility and clarity of policy documents to the officials and citizens.

On the other hand, policy documents lack clarity in terms of endorsing a system that promotes the timely flow of land information to citizens. Policies are not also easily assessable to ordinary citizens. Additionally, policy documents are packed with professional languages and jargons that made ordinary citizens incapable of clearly understanding the content of the policies. The review of policy documents conducted by the researcher indicates similar results. The researcher observed that urban land management policies lack substantive and clear strategies of addressing transparency in municipal land management activities.

In general, it is clear from the above analysis that the urban residents in the study towns do not have adequate access to the policies and other institutional frameworks, which govern urban land. The majority of the respondents do not get timely and relievable information regarding urban land policies and legal regimes. Moreover, let alone urban residents, even officials who work in the urban land sectors of the study towns lack the required level of clarity about the contents and substances of the policies, proclamations, and regulations, directives adopted by federal and regional levels. This hampered the expediciencies of these institutional frameworks and the resultant outcomes. The roles of local actors and citizens in scrutinizing the transparency of the land service delivery processes thus become limited. On top of these, it is revealed in the study that neither the procedure of the urban land policymaking process nor the substances of the policies are transparent to the majority of respondents.

Conforming to the findings of this study, Transparency International (2014); Esmael (2019; Mulisa (2017); Abebe (2019), World Bank (2012a) reveal that policies and procedure which govern urban land lack transparency both in the process of making the policies, availing them to the users and beneficiaries of the policies. Girma (2018) also arrived at a similar conclusion in a

study conducted in Adama City of Oromia Regional State. The study concluded citizens have poor access to the policy documents and they do not receive adequate, timely, and reliable land and land-related policy information. In a similar view, Mhrty (2015) conducted a study on Naeder Adet Areda of Tigray Regional State and stated that institutional frameworks, which govern urban land, are not as transparent as they are supposed to be. Furthermore, Takele, Yiadom & Melesse (2014) studied the transparency of land policies taking the case of Hawassa City and concluded that urban land policies are not transparent to local actors.

From the democratic governance perspective discussed in chapter two of this study, policies, proclamations, and other institutional frameworks, which govern urban land, are required to be transparent to citizens. The absence of an adequate level of transparency in the policymaking process reduces the accessibility and clarity of the policies to the citizens whom the policies are supposed to serve. Besides, a low level of government transparency in the policies of urban land considerably diminishes the involvement of citizens in protecting their rights on land and their roles in scrutinizing the service delivery process in the municipal Land Management and Development Bureaus. Moreover, a low level of transparency negatively affects the collaboration of citizens with the government as non-transparent policies reduce the legitimacy of the policies of the government.

5.2.3. Accountability Mechanisms Integrated into the Land Policies

The accountability system is an important principle that government agencies are obliged to establish and rest up in the formulation and implementation of public policies at different levels and hierarchies. It helps to ensure that officials and offices are answerable to their decisions and actions regarding public service delivery. OECD (2013, p. 13) stated, "*Institutions that are held to account for results by citizens or other state institutions deliver services better.*" It is mentioned in the literature that government policies and decisions include an accountability system through vigorous institutions so that administration agencies respond to the needs of citizens. In light of these views, the study has investigated whether urban land policies incorporated accountability system or not based on both quantitative and qualitative data gathered from study participants, pertinent policy documents other similar studies, and the researcher's views.

Table 5.3 indicates the results of the quantitative data collected from sample respondents involved in the survey. According to the table, the majority of the respondents (47.9% disagree and 22.1% strongly disagree) has an opinion that land policies and land laws do not incorporate provisions to maintain the accountability of officials in the land service delivery. However, around 15% of the survey participant believed that land policies ensure accountability in the service delivery process. Besides, around 33.3% and 12.3% of the respondents disagree and strongly disagree that land policies and laws failed to institutionalize the accountability of decision-makers in the land administration respectively. A significant number of respondents are neutral regarding this point while around 16% of them agreed and strongly agreed that the policies have frameworks in which government officials become answerable to the decisions and actions they take.

Additionally, it is apparent in the following Table 5.3 that the majority of the respondents revealed their disagreement with the assertion that that land governance policies and laws integrate a clear system of urban land performance reporting system. Explicitly, this majority has an opinion that urban land policies do not incorporate a clear system of the performance reporting system. On the contrary, a small number of respondents (16.2%) established their agreement that existing policies have institutionalized a clear performance reporting system while the rest 25.8% of survey participants have remained neutral. Regarding whether land policies and laws integrated mechanisms of resolving land-related conflict, almost half of the respondents stated that policies and laws constitute methods, which, resolve disputes between and among landholders. On the other hand, a minor number of the responses affirmed the claim that urban land policies and laws integrated mechanisms of resolving land-related conflicts. The remaining 34.2% of them maintained a neutral position regarding the issue under discussion.

Finally, the quantitative result of the interview schedule specifies that a greater portion of the number of respondents disagreed (26.3%) and strongly disagreed (26.9%) with the statement that land policies and laws endorse accountability of the financial administration system in the land governance of the study area. Nonetheless, around 23% of the responses obtained from study participants mention that respondents agreed and strongly agreed with the above assertions. Around 23.8% of the respondents have remained neutral on the matter.

Table 5.3: Accountability Mechanism in Urban Land Policies

No	Measurement Items	Percentage Distribution of Respondents' Rating										Median
		Strongly Disagree		Disagree		Neutral		Agree		Strongly Agree		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Land policies and laws incorporate clear provisions to maintain an effective accountability system in the land service delivery	79	22.1	171	47.9	54	15.1	51	14.3	2	.6	2
		n=357					%=100%					
2	Land policies and laws institutionalize accountability of decision-makers in the land administration to citizens	44	12.3	119	33.3	137	38.4	52	14.6	5	1.4	3
		n=357					%=100%					
3	Land governance policies and laws integrate a clear system of the urban land performance reporting system	74	20.7	133	37.3	92	25.8	53	14.8	5	1.4	2
		n=357					%=100%					
4	Land policies and laws integrate methods of resolving land-related conflict	62	17.4	116	32.5	122	34.2	52	14.6	5	1.4	3
		n=357					%=100%					
5	Land policies and laws endorse an accountable financial administration system in the land administration	96	26.9	94	26.3	85	23.8	78	21.8	4	1.1	2
		n=357					%=100%					

Source: Own Field Survey, 2018/19

About the qualitative data, one of the key informant interviewee mentions that the land policies and laws weakly integrate accountability systems in the urban land management sector. The key informant argues there is inconsistency among land policies regarding the accountability system. He added the urban land management policy of 2011 has incorporated provisions about the imperatives of maintaining accountability in the land service delivery system. Urban land lease laws, on the other hand, do not cement useful provisions about integrating an effective accountability system in the land sector.

Likewise, the key informant interviewee from Sendafa-Bake Town affirmed that urban land policies and laws failed to institutionalize clear provisions, which ensure the accountability system in urban land administration. Moreover, the informant stated that the policies and laws do

not endorse a clear system of urban land performance reporting and accountability in the financial administration systems in urban land service delivery. To quote the informant's statements

I get and read policies and other legal documents, which govern urban land management; however, I seldom see statements or provisions that set accountability on officials and offices for their actions and decisions in these documents. I do not also observe vivid efforts in the policy framework for establishing accountability in the urban land delivery system. Although the policy document tells about accountability in the land governance, it does not incorporate the requirements for clear performance reporting and the financial administration system in the service delivery process. Source: Key Informant Interviewee, Gelan Town, 2018/19

In the same vein, almost all of the FGD participants in three towns agreed that those policies and institutional frameworks are not successful in instituting strong and capable accountability frameworks in the urban land management system. According to FGDs results, policies, and legal frameworks lack adequate coverage on how to make offices and officials answerable for their decisions and actions. These policy tools are also deficient in clearly stipulating mechanisms of performance reporting and financial administration systems in the land delivery process. At this point, the analysis made on existing policy documents reveals that almost all policy frameworks address the need for maintaining an accountability system in the service delivery process. However, the tools do not really institutionalize effective accountability mechanisms capable of ensuring answerability in the service delivery process at lower levels of the government.

Besides, except urban land management policy of 2011, other proclamations, regulations, directives, and other frameworks issued at federal, regional, and municipal levels lack adequate coverage about the roles and importance of accountability in the land governance system. The urban land management policy of 2011 stresses the roles of municipal structures and decisions that facilitate the establishment of accountability in the land management system. However, in the first place, it solely focuses on ensuring accountability on land lease system/auction/ while it overlooks the land allotment method. Secondly, it provides extensive discretionary roles to municipal administrations in the establishment of accountability in the land governance system despite the existing capacity gap at municipal levels. This paved a way for abusing the policy discretion at municipal administration levels. Third, the policy document does not establish a clear chain of command among the three layers of the government (federal, regional, and

municipal) that makes officials accountable in each hierarchy of the government. Fourth, the policy does not adequately integrate a clear system of urban land performance reporting system, methods of resolving land-related conflict, and financial reporting systems. Fifth, the policy provides the primary focus to the management approach of accountability than a governance-based approach of accountability. Last, the policy does not specify the duties and accountabilities of municipal administrations concerning citizens whose land might be expropriated, ways of managing compensation, and handling citizens' complaints.

Based on the results from the survey of interview schedules, key informant interviews, FGDs, and document analysis the study has found out that urban land policies and legal frameworks lack adequate coverage in integrating effective accountability mechanisms to make officials answerable for their decisions and actions. Beyond this, these institutional tools are also in critical deficits in terms of incorporating useful performance reporting, financial administration systems, and land-related conflict resolution mechanisms.

This finding is parallel with the results of several studies. For instance, the result revealed in Alemie, Zevenbergen & Bennet (2015), Girma (2018), and World Bank (2012a) indicate that urban land policies are short of integrating effective accountability system in urban land management activities. Similarly, the findings of a study conducted by Mulisa (2017) revealed that despite vivid ideas stipulated in policy documents, these institutional frameworks are not capable of bringing a sound accountability system on the ground. In this view, Bell pronounces, *"accountability in the land administration can be improved through the implementation of uniform service standards that are monitored, and codes of conduct for staff (as well as mechanisms of sanctions)"* (Bell, 2007, p. 16). Furthermore, World Bank has assessed the accountability system in the country's land governance system and stressed that accountability needs to be measured in the *"sense of the quality of institutional arrangements and adherence to the rule of law"* (World Bank, 2012a, p. 156).

The democratic governance perspective proposes that urban land governance policies are required to incorporate a clear and effective accountability system that makes officials answerable to their decisions and actions. It is stressed that accountability system endorsed in the policies need to include clear performance reporting and financial administration systems. It is also important to ensure that mechanisms, which are in place to resolve land-related conflict, are

workable. Despite these actualities, the absence of a clear and strong accountability system in urban land administration system in the study areas make the sector more vulnerable to corruptions and misappropriations of land resource. Furthermore, the absence of clear accountability frameworks regarding land-related conflict-handling methods, performance reporting mechanisms, and financial performance auditing paved a way for abuse of power and violation of the rule of law.

5.2.4. The Rule of Law and Legitimacy of Land Policies

Governments initiate various legal and institutional frameworks to maintain the rule of law in the land governance system. Appropriate land policies regularly aim to establish land governance structure and process where the supremacy of laws and rules is ensured thereby improving how citizens get equal treatment before laws. In addition, the prevalence of the rule of law in the land governance process entails that policies and legal regimes are applied in an objective, consistent, and coherent manner. Protection of property rights of citizens over land is also ensured where land governance policies integrate the rule of law. The aggregate result that comes with the maintenance of the rule of law is thus the growing acceptability of government land policies and legal frameworks in the eyes of citizens. This in turn ensures citizens build trust up in the government. In the background of these assertions, the study has assessed the extent to which urban land policies integrate the rule of law.

Table 5.4 shows that majority of the respondents (more than 60%) disagreed with the statement that claims urban land policies and legal frameworks are consistent and coherent while the opinion of 12.6% of respondents supports the claim. The remaining 26.1% of participants maintained a neutral opinion. This gives an insight that there are contradictions and anomalies among land policies and laws that the government endorsed at different times. Similarly, the majority of the respondents (51.8%) have the opinion that urban land policies and legal frameworks do not integrate a system that resolves land-related conflicts objectively. This is indicative of the subjectivity included in the policies and laws, which govern urban land. Around 31% of the respondents maintained a neutral opinion while the rest 17% of the respondent agreed with the assertion.

Fifty-eight percent of the respondents rated that urban land policies and legal frameworks do not protect the property rights of citizens overland while about 20% of them argued on the contrary. The remaining 25.8% of the opinion is neutral. The opinion of respondents shows that urban land policies do not fully ensure them the right to own, use, develop, and transfer urban land. Urban land policies provide citizens the right to use and develop the land. Rather the policies and laws let the government manipulates the right to own and transfer land.

Table 5.4: The Rule of law in the policies of urban land governance

N o	Measurement Items	Percentage Distribution of Respondents' Rating										Median
		Strongly Disagree		Disagree		Neutral		Agree		Strongly Agree		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Urban land policies and legal frameworks are consistent and coherent	55	15.4	164	45.9	93	26.1	38	10.6	7	2.0	2
		n=357					%=100%					
2	Urban land policies and legal frameworks integrate a system that resolves land-related conflicts objectively	74	20.7	111	31.1	112	31.4	58	16.2	2	.6	2
		n=357					%=100%					
3	Policies and legal frameworks of urban land protect the property rights of citizens	62	17.4	133	37.3	92	25.8	64	17.9	6	1.7	2
		n=357					%=100%					
4	Policies and legal frameworks are acceptable in the eyes of citizens	76	21.3	95	26.6	123	34.5	58	16.2	5	1.4	3
		n=357					%=100%					
5	Policies and legal frameworks ensure the rule of law in the land governance system	101	28.3	92	25.8	78	21.8	75	21.0	11	3.1	2
		n=357					%=100%					

Source: Own Field Survey, 2018/19

On the other hand, around 48% of the respondent held the opinion that urban land policies and legal frameworks lack public acceptance while more than 34% of the response is neutral. The result informs that as the government fails to ensure the rule of law in the land sector reforms, its legitimacy deteriorates slowly. This is justified as the majority of the respondents (54.1% and median score of 2 for 4 indicators) affirmed that policies and legal frameworks have failed to uphold the rule of law in the land administration system. Only 24% of the respondents supported the prevalence of the rule of law in the land governance system of the study area. The results are

further supported by the media score that the majority of the respondents disagreed with the statements mentioned as indicators of the rule of law in Table 5.4. The quantitative data gives insight that inadequate institutionalization of the rule of law in the land governance system featured urban land policies. In the study area, the absence of upholding the rule of law in the land governance system reduced the trust and acceptability citizens have on the policies of the government. This quantitative result is supported by the views of key informants and FGDs conducted in the study area.

A key informant interviewee from Sendafa-Bake town expressed that urban land policies designed at federal and regional levels lack consistency and objectivity. He has the opinion that legal frameworks do not ensure the principle of the rule of law in the land administration system of the town. He has also mentioned that the pronouncement of the concept in different urban land policies and laws differ. Similarly, a key informant interviewee from Gelan town indicated that the urban land lease laws and policies endorsed by the federal and regional governments respectively do not incorporate the rule of law adequately. He stated that the primary component of the rule of law in the land policies and laws should have been the protection of the property rights of citizens. However, he added, existing policy and legal documents do not protect the ownership right of citizens on land. The government authorized institutional frameworks merely to ensure that it is the sole agency to own and control land and land resources. He concluded that in the absence of protection of private property of citizens, it is difficult to talk about the prevalence of the rule of law in the land policies. The views of key informants imply that policies and legal frameworks do not ensure the protection of private ownership of land and property rights of citizens over land.

A similar result is found in the FGDs conducted in three towns of the study area. FGD participants have the opinion that except for the urban land management policy of 2011 formulated by the federal government, other land governance tools lack adequate coverage on the imperatives of rules of laws in the land governance system. Here, the researcher added that even the 2011 land management policy does not explicitly recognize the values of the rule of law in establishing democratic and sustainable urban land governance.

One of the FGD participants in Sebeta Town stated, *"I read land policies and legal documents formulated at federal, regional, and municipal levels. However, these documents do not explicitly address the importance of ensuring rule of law in urban land governance."* Similarly, an FGD participant in Sendafa-Bake town mentioned the following:

I have chances to read urban land policy documents. In addition, I take part in a few meetings arranged by municipal administration regarding urban land institutional frameworks. However, in these cases, I do not see any attempt to incorporate the rule of law in the land governance process. I believe insufficient coverage is given to the values of the rule of law in the land administration. This reduces the acceptability of policies in the eyes of citizens. Besides, it is also plain that urban land policies and legal frameworks are not consistent and coherent. Moreover, these frameworks have failed to integrate working systems that resolve land-related conflicts objectively. Source: FGD participant, Sendafa-Bake town, 2018/19

In this regard, the head of Sebeta Town's Land Management and Development Bureau claimed that the policies and other instruments address the rule of law in a fragmented manner. He mentioned that federal and regional governments endorse numerous policy and legal instruments, which are supposed to ensure rule-based land service delivery. However, he affirmed that policy and legal regimes prioritize efficiency and lack adequate concern for the values of the rule of law. He further stated that to ensure the rule of law, policies, and legal frameworks must be made in a participatory and transparent manner. The policies and legal frameworks are expected to place the concept at the center of land governance processes. These views are also shared by the Regional Legal and Policy Desk Head. He mentioned that policy fragmentation limited the prevalence of the rule of law in the land Management and Development offices.

The Senior Policy Advisor at MoUDC has the view that urban land policies give adequate coverage to the principle of rule of law. However, he added, it is due to the absence of supportive legal and institutional frameworks that operationalize the concept in a more detailed form. Here, the researcher argues that let alone the absence of supportive frameworks, the policy itself lacks a brief explanation about rule of law in the land governance system. The head of the Land Management and Development Bureau of MoUDC shares the view raised by the Senior Policy Advisor. He explained that urban land management policy provides elaborated statements as to the need of creating a land management system capable of making land management and development activities rule-based. However, the primary focus of the policy has been ensuring efficiency in the land administration.

The result from both quantitative and qualitative data shows that the issue of the rule of law in the land policies is a core although it is overlooked in the land governance system of the study area. It is revealed in the analysis that urban land policies and legal regimes lack consistency and coherence during formulation and adoption. Policy instruments do not also integrate a system that objectively resolves land-related conflicts. Moreover, as the land belongs to the state and its people (see the Constitution of 1995 article 40), it is expected that land policies ensure the protection of land ownership rights of citizens.

However, the urban land management policy and urban land lease holding laws exclusively vested the right to ownership of land to the government. Citizens are merely the user of land as long as the government permits them. Otherwise, they may be dispossessed and dislocated from their land if the government wants the land for other purposes. It is also seen in section 5.2.6 and chapter six that the policy and laws do not protect the property rights of citizens whose land is expropriated with little compensation. There are no alternatives strategies and measures incorporated in the policies except monetary compensations. This albeit, increases the monetary 'efficiency' of the government, it has deteriorated citizens' trust in the policies endorsed by the government. In general, policies and legal frameworks lack acceptability in the eyes of citizens and fail to uphold the rule of law in the land administration system.

In the empirical literature, Araya (2013); Transparency International (2014); Haile (2019); Takele, Yidom & Melesse (2014a); Alemie, Zevenbergen & Bennet (2015) and Samson & Tiwari (2012) revealed similar results. Araya (2013) examined the urban land lease holding laws and concluded that the urban land lease holding system is the only way for citizens to get land and the law prohibited land possession and permission except leasing. Similarly, Transparency International (2014, p. 3) revealed, "*The country's legal and institutional structure concerning land administration has been criticized for being unnecessarily complicated.*" Moreover, Haile (2019) confirmed that urban land policies lack objectivity and consistency. Takele, Yidom, & Melesse (2014a) share the view that land policies and laws in Ethiopia need radical change if the government has the wish to transform the country into the path of sustainable development.

In the context of democratic land governance, ensuring rule of law in the land governance system is vital. The promotion of democratic governance requires consistent and objective legal frameworks that are enforced impartially. It also needs full protection of the property rights of citizens on land. In this context, urban land policies need to establish an independent land governance system where all citizens are treated equally. Policies should uphold the common dictum that "All citizens are equal before the law." Policy instruments also support the establishment of an independent judicial body responsible to adjudicate conflicts on land. As to the observation of Fitsum (2016, p. 4), the *"rule of law demands the capacity of legal rules, standards or principles to direct people in the conduct of their affairs, stability, the supremacy of legal authority for both citizens and government actors; and the availability of impartial institutions of enforcement."*

The researcher claims that land policies in the country fail to ensure the rule of law, and the majority of the governments' decisions have autocratic nature. The study towns are not exceptions to this reality. Thus, policy regimes manifest either rule by law or rule of men in public service delivery processes. Thus, the principle of the rule of law should be ensured in the land policies and legal frameworks should maintain consistency. Land governance in the study area is expected to show that procedures and standards of service delivery processes are consistent with policies, laws, and framed within the notion of the rule of law. It is also needed that judicial structures are viable and competent to ensure the impartiality of laws and protection of the rights and free will of citizens.

5.2.5. Responsiveness of Urban Land Policies

In a democratic system, government policies reflect citizens' values, interests, and preferences. In these societies, the policy-making process primarily takes a bottom-up approach and its roots within the views and thoughts of citizens. Accordingly, public sector governance is established in line with the principle of government responsiveness to respond to the needs and wants of citizens. Responsiveness in executive agencies endorses the provision of quality, timely, and effective services to citizens. On the other hand, the provision of effective public services is shaped and controlled by policy frameworks.

In the doctrine of public policy, institutional frameworks define the methods on which responsive service are delivered. In the context of urban land service delivery, policies identify the mode by which, quality services are provided to the community that in turn raises citizens' trust in the government. Land policies are authoritative in the sense that they dictate administrative agencies to respond to the interests of the citizens through the provision of quality services that meet service seekers' expectations. Referring to the above theoretical assumptions, the study has examined the extent that urban land policies incorporated the principle of responsiveness. In light of this, the following Table 5.5 indicates the summary of quantitative data collected from study participants.

The table shows that the majority of the respondents (64.7%) maintained an opinion that urban land policies do not endorse a friendly land service delivery system to citizens while about 14% have an opposite view. The remaining 21.3% of respondents maintained a neutral opinion. Likewise, more than 50% of survey participants disagreed and strongly disagreed with the statement that land policies promote the provision of quality land services. This indicates that urban land policies do not ensure the provision of quality services to citizens. Besides, about 47% of respondents stated that urban land policies are not effective in establishing trust between service seekers and land service providers while 37.8% of them remained neutral.

Table 5.5: Responsiveness of urban land policies

No	Measurement Items	Percentage Distribution of Respondents' Rating										Median
		Strongly Disagree		Disagree		Neutral		Agree		Strongly Agree		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Policies endorse friendly land service delivery system	91	25.5	140	39.2	76	21.3	45	12.6	5	1.4	2
		n=357						% = 100%				
2	Policies promote the provision of quality land service delivery system	69	19.3	111	31.1	108	30.3	62	17.4	7	2.0	2
		n=357						% = 100%				
3	Urban land policies aim to establish trust between service seekers and citizens	88	24.6	79	22.1	135	37.8	49	13.7	6	1.7	3
		n=357						% = 100%				
4	Land policies are inclusive of competent service standards	52	14.6	147	41.2	87	24.4	65	18.2	6	1.7	2
		n=357						% = 100%				
5	Policies endorse affordable land service delivery system	104	29.1	100	28.0	97	27.2	49	13.7	7	2.0	2
		n=357						% = 100%				

Source: Own field survey, 2018/19

Concerning competency of service delivery, 55.8% of the respondents disagreed that land policies are inclusive of standards, which promote a competent service delivery process in the study area. The remaining 24.4% and 20% of participants have neutral and opposite views respectively. Similarly, fifty-seven percent of survey participants stated their disagreement with the assertion that land policies endorse affordable land service delivery to citizens. On the other hand, 15.7% of the respondents agreed that urban land policies ensure the provision of affordable land services in the study area while 7.2% of them have a neutral opinion. The above result is also supported by the median score of two calculated for four of the five indicators presented in the table as a measurement factors of responsiveness of urban land policies. The median score suggests that the majority of the respondents disagreed with the assertions presented in Table 5.5.

In this support of the above quantitative data, key informant interviewees from Gelan and Sendafa-Bake towns pointed out that land policies are incapable of ensuring responsive municipal land service delivery in the study area. Similarly, FGD participants in Sebeta town mentioned that urban land policies are not responsive to citizens' demands and interests. They stressed that policies lack mechanisms of ensuring quality and affordable land service delivery. More to the point, FGD participants from Sendafa-Bake town indicated that policies emphasize the achievements of the interests of 'developmental investors' and 'land developers' than ensuring trust between citizens and land service providers. Thus, the orientation of the land service delivery system is towards the wealthier section of the society while overlooking the establishment of inclusive and competent service standards that provide quality services to all citizens.

On the other hand, the head of Oromia Region Urban Land Management Legal and Policy Desk mentioned that land policies are well designed responsively to address the needs and interests of the society. However, he added, the problem is not in the policies rather on the substances of regulations, and directives issued to detail the policy frameworks. Regulations and directives endorsed at federal and regional levels are done in rush without consulting citizens adequately. These institutional arrangements have emphasized the management of urban land in the best interest of the government. Policy tools are rather failed to respond to the needs of citizens. These regulations and directives are inclusive of subjective phrases and inconsistent with the policy frameworks.

The head of the Land Management and Development Bureau of MoUDC on his part stated that the policy is designed to respond to the needs of different sections of the society. However, there are loopholes in the policy framework in addressing the interest of low-income earners. The prime emphasis of the policy is the efficient utilization of urban land and the promotion of lease holding rights. In this framework, its concern on addressing the interests of the majority of urban dwellers is limited.

Regarding the nature of policy responsiveness, unlike other institutional frameworks, the urban land management policy of 2011 acknowledges that land laws implemented before 2011 lack responsiveness to the needs and interests of the stakeholders. It stresses the urban land management system should improve the provision of quality and affordable land services to the people. However, in the views of the researcher, the policy gives priority to the achievements of the interests of 'developmental investors' and private sector land developers. Inadequate attention is given to the needs and interests of low-income earners of the society that constitute the majority. Furthermore, the policy does not explicitly indicate the strategies through which land management institutions build public trust in the service delivery processes.

Moreover, the review of legal frameworks endorsed by the government (FDRE Proclamation No. 721/2011, Oromia Region Regulation No. 155/2012 & 182/2016 and Directive No. 1 & 4 of 2012 and 4 & 6 of 2016) indicates that these laws less are substantive to address the needs and interests of the majority of urban dwellers in the study area. Legal frameworks have a little performance in the promotion of timely, quality, and affordable land services to citizens. Moreover, the absence of commitment of the government to develop rigorous and compulsory laws that endorse competent service standards reduces the trust that citizens have in the government.

The literature indicates ensuring government responsiveness in the land governance enhances service seekers' satisfaction, the closeness of services to the public, and promotes trust between citizens and the government. This is attested by Anti Corruption Resource Center (2013) that citizens evaluate the quality of land service delivery processes based on the extent that officials are responsive to the needs and wants of the service seekers. Furthermore, Jones, Clench & Dan mention that there are critical challenges that developing countries face in public service responsiveness. They stressed that “*policymakers, practitioners, and researchers need to*

identify, understand, and address the pressing challenges associated with the responsiveness of land delivery of services in urban areas in the developing countries" (Jones, Clench & Dan, 2014, p. 1).

Moreover, democratic governance requires institutions and systems that serve the needs and interests of citizens within justifiable quality, time, and cost. In this context, Fitsum (2016, p. 5) mentioned, *"Responsiveness implies the receptiveness of institutions to the demands of their stakeholders. Institutions should be approachable to their clients and serve them within a reasonable period."* Similarly, Alemie, Zevenbergen & Bennet (2015) indicates that land policies need to maintain responsiveness to the needs and desires of citizens. They stressed that federal and regional governments must formulate and implement policies, laws, and regional regulations *"to solve specific urban land problems at the local levels"* (Alemie, Zevenbergen & Bennet 2015, p. 397). On the other hand, the researcher asserts that the lack of responsive institutions and regimes leads to the deterioration of public trust in the government. When government policies fail to accommodate the demands of the majority of citizens, it paves ways to raising public grievance and discontent. This eventually leads to citizens' resistance to existing and future policy frameworks of the government and facilitates the change of institutional regimes through social unrest.

5.2.6. Equity Principles of Urban Land Policies

Equity is one of the important dimensions of urban land governance in both developed and developing countries. It helps to accommodate the interests of various sections of the society in the realm of national policies and public service delivery. Equity ensures equal access for all sections of the society to own, use, and develop land without official barriers. Land policies ensure a fair distribution of land resources; and land information to all segments of urban dwellers. It also endorses access to affordable and sustainable land ownership to all, thereby guaranteeing adequate shelter to all. On top of these, equity in the land sector guarantees the provision of reasonable compensation to those whose land is taken away by the government and it places proper consideration on the interests of disadvantaged groups of society. In line with the above assertions, the study has analyzed the equitability of urban land policies in the study area. The following Table 5.6 provides a summary of the quantitative data collected from sample respondents.

Table 5.6: Equitability of urban land policies

No	Measurement Items	Percentage Distribution of Respondents' Rating										Median
		Strongly Disagree		Disagree		Neutral		Agree		Strongly Agree		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Urban land policies have the objective of ensuring equitable access to land resource	76	21.3	152	42.6	103	28.9	25	7.0	1	.3	2
		n=357					%=100%					
2	Policies ensure fair compensation for those whose land is expropriated	79	22.1	115	32.2	83	23.2	77	21.6	3	.8	2
		n=357					%=100%					
3	Policies endorse the protection of the rights of disadvantaged groups like women, disabilities, and marginalized groups	80	22.4	111	31.1	97	27.2	45	12.6	24	6.7	2
		n=357					%=100%					
4	Land policies provide an opportunity for citizens to access land information	87	24.4	108	30.3	101	28.3	56	15.7	5	1.4	2
		n=357					%=100%					
5	Policies endorse service standards, which consider the paying ability of citizens.	82	23.0	112	31.1	83	23.2	75	21.0	5	1.4	2
		n=357					%=100%					

Source: Own Field Survey, 2018/19

According to Table 5.6, the majority of the respondents mentioned that urban land policies lack the objective of ensuring equitable access to land resource to citizens. However, about 29% of the response is neutral while a minor number of responses agreed that the policies have the objective of addressing equitable access to land. This is also attested in the description made in chapter four that the majority of the respondents who participated in the survey do not have a plot of land in the town they live in. On the other hand, 54.3% of respondents have the opinion that land policies do not ensure fair compensation for those whose land is expropriated by the government while 22.4% of the respondents have the opposite view. This gives an insight that urban land policies do not endorse a fair compensation policy to the people whose land is taken away by the government.

Regarding the right of disadvantaged groups, the majority of the responses (53.5%) contradicted the idea that urban land policies protect the rights of women, marginalized and disadvantaged groups while about 19.3% supported the assertion. The remaining 27.2% have a neutral opinion. In this regard, land policies do not protect the rights of women, people with disabilities, and vulnerable groups. In addition, a similar number of respondents (54.7%) disagreed with the statement that land policies provide equal opportunity for citizens to access land information while about 17% supported the statement. It appears that land policies do not ensure the dissemination of land-related information to citizens adequately. Fifty-four percent of responses indicate that policies do not endorse service standards, which consider the paying ability of citizens while 22.4% stated the opposite view. Moreover, the calculated median score is two for all indicators of responsiveness suggesting that the majority of the respondents disagreed with the assertive statements indicated in Table 5.6.

The qualitative data collected from key informants and FGDs conducted at municipal levels shows similar results. All key informants in three towns mentioned that land policies fail to ensure equitable distribution of urban land to residents. Neither they are considerate of the interests of women, people with disabilities, and vulnerable groups. They have also stated that policies do not promote the free flow of land-related information to citizens. Key informants and FGD participants have also criticized land policies in terms of the compensation policy endorsed therein. They pointed out that urban land policies have failed to ensure an adequate compensation scheme. They further stressed that the government does not endorse a fair compensation policy, which satisfies the needs and interests of those people whose land is expropriated. A similar idea is raised by Land Management and Development Bureau Heads of Sebeta town. The interviewee declared that urban land policies and laws are not equally accessible to citizens. He has also described that land policies are restrictive in ensuring equitable distribution of land to residents of the towns. In addition, He added, policies, and legal frameworks lack adequate concern for the needs of women, disabilities, and vulnerable groups of the societies. Moreover, it is mentioned in the interviews that compensation schemes adopted by the government are unfair.

It is mentioned in the interview conducted with the head of the Land Management and Development Bureau of MoUDC that urban land policies promote a land lease system. The implementation of the lease system has limited adequate supply of land thereby reducing its

equitable distribution. However, he asserted that land is the primary scarce resource that the country has and it is difficult to distribute it to all residents equally. He addressed that the government has endorsed various policy and legal tools to ensure equitable access to housing. He has raised condominium housing legislations, pro-poor housing strategies, and supply of land through allotments as alternative means of addressing equity in urban land distribution. On the other hand, he has mentioned that urban land policies do not give adequate concern to the rights of women, disabilities, and vulnerable groups in policy documents. He has also acknowledged that the compensation policies endorsed by the government are not fair.

Regarding the nature of equity, the urban land management policy of 2011 indicates that a fair supply of land to low-income earners that constituted the majority of urban dwellers is prioritized. This is also enshrined in the federal Constitution of the country. Article 89 of the Constitution describes that disadvantaged section of the society deserves special assistance to protect their socio-economic rights. In addition, the urban land lease holding Proclamation No. 721/2011, and other subsequent laws share similar concerns regarding equity with the land management policy. However, these institutional frameworks do not explicitly incorporate the nature of affirmative action required to protect the rights of women, people with disabilities, and disadvantages. In addition, the policy dictates that fair compensation should be given to people whose land is expropriated by the government. This is similarly attested by Proclamation No. 455 of 2005 that defined the rights of people whose land is expropriated and the government's fair compensation strategies. However, these policy documents do not endorse the provision of adequate economic compensation nor do they maintain the sustainable social-cultural and psychological well-being of the people whose land is expropriated. Moreover, in concrete terms, the conceptualization of a fair compensation in the policy frameworks does not imply legitimate compensation. This is attested by the personal observation of the researcher that in the study towns that there are many citizens whose land is expropriated by the government and displaced from their decent life.

In general, the induction from the above discussion shows that urban land policies are not successful in ensuring equitable access of land to citizens. In the sense that land information is essential, land policies are not also capable of guarantying adequate, affordable, and timely information to all segments of society. In addition, policies that govern urban land do not provide adequate concern for the rights of women, people with disabilities, and disadvantaged groups of

the society. Beyond these, the policies also fail to endorse service standards, which consider the paying ability of citizens.

On top of these, it is clear that the ownership and management of urban land is exclusively vested to the government to maintain efficient utilization. This policy enables the government to expropriate land from urban dwellers and farmers by providing economic compensation. However, the compensation is not fair enough to maintain the sustainable existence of those people whose land is expropriated. In this context, land for the majority of citizens is a primary means of economic life. It is also regarded as a socio-cultural, political, and psychological asset. Hence, a person expropriated from her/his land leads to dispossession from economic, socio-cultural, political, and psychological wellbeing. In this regard, compensation schemes, and strategies followed by the government mainly focused on monetary compensation. Hence, this type of compensation is not adequate to rehabilitate people whose land is taken away by the government. This entails that the majority of urban residents whose land is expropriated with unfair monetary compensation are displaced from their existence. In addition, land policies do not provide alternative strategies that support dispossessed people in the sense that the majority of citizens whose land is expropriated do not properly use the money they obtain. Hence, within a very short period, these citizens spend the money, become dependent on the society, and gradually burden the national economy. These citizens also can engage themselves in the informal sector of the economy or they may be deployed in illegal activities.

The findings indicated in the above paragraphs are supported by empirical studies conducted by World Bank (2012a); Ifa (2016); Teshome (2014); Tariku (2017); Girma (2018); Dinka, Girma & Ermias (2016). Word Bank (2012a) indicated that the government is vested with the exclusive rights of ownership of land and those close to the government and able to leverage its services, maintain a considerable advantage in terms of how land is accessed and used. Similarly, Dinka, Girma & Ermias (2016) has studied the land administration system in Shanbu town and mentioned that land policies do not ensure equal access of urban land to all segments of the society. Girma (2018) has examined the urban land management policy of 2011 and concluded that the policies lack adequate consideration of the equitable distribution of urban land in Adama city. In the same manner, Tariku (2017) assessed urban land management policy in Addis Ababa, found out that the policy is barely inclusive of the right of vulnerable, and disadvantaged groups of the society regarding access to land. In addition, Ifa (2016) and Teshome (2014) asserted that

urban land policies do not ensure the provision of adequate and fair compensation to the people whose land is expropriated.

From a democratic land governance perspective, access to land is ensured through the equity principle. It is asserted in the theory of democratic governance that land policies need to be inclusive of all the stakeholders concerned in urban life. The interest and desires of all sections of the society should be assessed and integrated into urban land policies. Besides, government policies are required to provide economic, social, psychological, and political support to displaced residents to maintain their sustainable and peaceful existence. In this context, Berrisford & McAuslan (2017, p. 47) mentioned that land legislations need to be considerate of the interests of vulnerable groups *"before a decision is made that could have adverse consequences, especially the (decision) involves people losing land or being forced to relocate, or significant changes to how neighborhoods are governed."*

Fitsum (2016) also maintained that equity and fairness are core indicators of democratic governance. Similarly, Burns & Dalrymple (2008, p. 2) stressed, *"Formal recognition of rights is vital for ensuring indigenous and vulnerable groups access to land."* Furthermore, Palmer, Szilard & Wehrmann (2009) claimed that the right of women and the disadvantaged group should be included in the land policy frameworks. However, in the views of the International Institute for Environment and Development (2016, p. 2), *"As pressures on land increase, disadvantaged groups, risk losing out, particularly where their rights are insecure, their capacity to assert these rights is limited."* Therefore, in line with the principle of equity, urban land policies, and legislations are expected to integrate fairness in the allocation of land, compensation, and affordability of land service. The policies should also protect the rights of women, and vulnerable sections of the society.

5.2.7. Efficiency of Urban Land Policies

One of the primary reasons public policies are designed is achieving efficiency in public service delivery. Well-formulated policies are instrumental in making government efficient. In public sector governance, efficiency can be measured in terms of time, cost, and quality of services delivered to citizens. In this context, the study has evaluated the extent to which urban land policies integrate efficient governance systems. It examined the time, cost, and quality

dimensions of land service delivery. In line with this, the following Table 5.7 presents the rating of respondents regarding the efficiency of urban land policies.

Accordingly, the majority of the respondents disagreed with the statement that land policies establish competent standards that enable the provision of timely one-window services to citizens. About 12% and 22.4% of respondents have supported the assertion and held neutral opinion respectively. This indicates that the majority of the respondents do not think that policies are assertive of standards important to provide timely services. Likewise, 50.1% of participants involved in the survey mentioned that urban land policies do not endorse the provision of affordable land services to citizens while 18.7% of them have the opposite opinion. The remaining 31.1% maintained a neutral view.

Table 5.7: Efficiency of urban land policies

No	Measurement Items	Percentage Distribution of Respondents' Rating										Medi
		Strongly Disagree		Disagree		Neutral		Agree		Strongly Agree		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Land policies establish standards that enable the provision of timely one-window services	66	18.5	168	47.1	80	22.4	39	10.9	4	1.1	2
		n=357					%=100%					
2	Land policies endorse the provision of cost reasonable services to citizens	90	25.2	89	24.9	111	31.1	58	16.2	9	2.5	2
		n=357					%=100%					
3	Land policies are designed to provide quality service to citizens	71	19.9	119	33.3	82	23.0	82	23.0	3	.8	2
		n=357					%=100%					
4	Policies incorporate land conflict resolution mechanisms which are accessible and affordable to citizens	82	23.3	120	33.0	92	25.8	47	13.2	17	4.8	2
		n=357					%=100%					
5	Land policies endorse appropriate methods to combat corruption in the land service delivery	108	30.3	99	27.7	79	22.1	62	17.4	9	2.5	2
		n=357					%=100%					

Source: Own field survey, 2018/19

Around 53% of the responses indicate land policies are not designed to provide easily accessible land service delivery to citizens. On the other hand, 23.8% of the respondents affirmed that policies set standards to access land services easily. The rest of the respondents held a neutral opinion. Fifty-five percent of respondents held the view that land policies do not incorporate land conflict resolution mechanisms that are accessible and affordable to citizens while 18% of them maintained the opposite. Similarly, 58% of participants indicated their disagreement with the assertion that land policies endorse clear methods to combat corruption in land service delivery. However, 20% of respondents agreed that urban land policies integrate methods to fight corruption in service delivery. The remaining 22.1% of the responses are neutral. On top of this data, a median score of two is calculated based on the rating of respondents for all five indicators of efficiency as indicated in Table 5.7. This implies that the majority of the respondents disagreed with the assertive statements/indicators stipulated in the table.

The data in the above table shows, the majority of survey participants agree that urban land policies lack adequate concern for the promotion of efficient land service delivery. Land policies and institutions fail to enforce the provision of timely, quality, and affordable land service to citizens. The views of respondents show that land policies seem to overlook the need to improve land service efficiency in the study area. In addition, most of the respondents claimed that policy frameworks do not sufficiently ensure the accessibility of conflict resolution systems that resolve land conflicts. Moreover, land policies do not also mainstream clear methodologies to combat corruption in the urban land management system of the study area.

On the other hand, qualitative data collected from key informants and, FGDs conducted in Sebeta, Gelan, and Sendafa-Bake towns indicate that urban land policies give primary concern to maintain efficiency in the land lease system. In this regard, the two most important institutional frameworks /urban land management policy and urban land lease holding law of 2011/ endorsed by the federal government emphasizes on a managerial approach of efficiency. This means policy instruments stress the cost-benefit method to measure the efficiency of municipal land service delivery. The policies intended to achieve the efficiency of government services to generate substantial revenue from land lease services. On the other hand, a matter related to the affordability of land lease services to ordinary citizens is overlooked. In the policies, the concern is on the amount of revenue, which is generated from municipal land management activities than the paying ability of the majority of urban residents.

In addition, key informants and FGDs' participants stated that land policies have incorporated provisions about the threats of corruption on municipal land service delivery. However, despite policy stipulations, corruption becomes the most alarming problem in the land service delivery. This, as to the views of respondents, is attributed to the inadequate concern land policies give to the adoption of a rigorous approach to combat corruption. Urban land policies provide a detailed description of the extent of corruption in the land sector and anticipate the future damage that might be caused by corruption and rent-seeking economy if maladministration is not contained timely. However, the policies do not prescribe the right approaches to combating corruption. The policies are expected to incorporate clear, coercive, and rigorous anti-corruption measures.

In the views of the Senior Policy Advisor at MoUDC, urban land management policy is efficient in terms of generating optimal revenue for municipal governments. However, he argues, weak institutionalization of the policy, frequent political interventions in technical affairs, lack of adequate strategies, weak implementation capacity, and corruption limited the overall efficiency of the policy. He stressed, corruption is the most critical problem in urban land management. He described that the urban land management policy articulates the problem well. It has also devised strategies for combating corruption. However, the implementation of the strategies brings unremarkable change to the urban land management system. Primarily, the strategies are not rigorous enough to combat corruption. In the second place, the strategies are not supported by adequate binding legal frameworks. Thirdly, the strategies focus on a curative than prevention approach. Fourth, the absence of taking somber punitive punishment against people involved in corruption laid bad precedence that limited the efficiency of strategies. Finally, gaps in the implementation of the strategies have also limited the efficacy of the strategies.

The review of institutional frameworks (urban land management policy) and legal frameworks (urban land lease holding proclamation number 721/2011, Council of Ministers Model Regulation of 2012, and Oromia Region Regulation No. 155 of 2012), indicates that efficiency is the major focuses of the land management system. However, the manner these documents define efficiency is more managerial than governance based. Urban land policies and laws underscore the importance of efficient utilization of land resources for the sake of increasing the economic roles of urban land to the government and developmental investors. The way land policies envision efficiency, on the other hand, neglect the interests of the majority of urban residents.

Overall, both the quantitative and qualitative data analysis indicates that urban land policies have limited efficiency in the context of the study area. The analysis reveals that land policies provide discretionary power to municipalities regarding the efficient utilization of land. This primarily focuses on ensuring the generation of optimal revenue for municipal administration. In the study towns, land policies, therefore, do not ensure the establishment of institutions, which provide timely and affordable services to citizens. Besides, the extent that land policies endorse appropriate and affordable land conflict resolution mechanisms to citizens is limited. In addition, the lack of rigorous anti-corruption strategies in policies made the efforts to combat corruption fruitless. As it is understood from the views of respondents, the absence of adequate punitive measures on individuals found guilty of corruption put bad precedence. This results in proliferation of corruption in the land management systems of municipal administrations.

The findings of this study shares similarity with the conclusions of studies conducted by the World Bank (2017), Alemie Zevenbergen & Bennet (2015), Girma (2018), Esmael (2019), (Abebe, 2019). World Bank (2012a) indicated that despite a wide array of land reform programs that the government initiates, the land management system in the country lacks efficiency. In the views of Alemie, Zevenbergen & Bennet (2015), limitations in policy frameworks to incorporate rigorous approaches resulted in the inefficient land management system. Girma (2018) examined urban land management policy in Adama City and concluded that the policy defined efficiency from government viewpoints. He added inefficiency in the land management system exacerbated the expansion of informal and illegal settlements in the study area. Esmael (2019) discussed that the inefficiency of urban land laws posed challenges to the security of tenure of old land possessions. Similarly, Abebe revealed that *"corruption and rent-seeking are much linked to bad governance in the country where control over land rights is used as a means of accumulating and dispensing political and economic power and privilege through patronage, nepotism, and corruption"* (Abebe, 2019, p. 26). In summary, it is seen from similar studies that urban land policies do not ensure efficiency in the land management system nor do fight corruption appropriately.

In the context of democratic governance, urban land policies are designed to provide timely, affordable, and quality services to the majority of urban residents. In this, efficiency in the land management system is considered as a central pillar of land policies. Efficiency in democratic governance considers the efficient utilization of urban land in a way that benefits all sections of

society. In developing countries, land is regarded as a major asset of survival for the majority of people. Hence, an efficient land management system is inclusive of the interest of the majority of people. Land policies need to emphasize a preeminent policy approach to ensure that timely, affordable, and quality services are provided to all sections of the society. An efficient land management system should balance the economic advantage urban land provides to the government and the needs of the society. It should also promote a rigorous preventive approach to fighting corruption in the urban land management system.

5.2.8. Predictability of Urban Land Policies

In a democratic system, public policies address the will and desires of people. In this system, public policy-making processes are predictable in the sense that the government adopts a predictable procedure of policymaking. In addition, policy contents reflect the core interest and desires of the people. Predictability ensures that government policies are pragmatic, flexible, and stable. The predictable policymaking process increases the trust people have in government. In the context of urban land policies, predictability encompasses the flexible nature of policies, consideration of context, and endorsement of dependable land management systems. Accordingly, the study analyzed the opinion of respondents to assess the extent that land policies are predictable in the context of the study area. The following table presents a summary.

Table 5.8: Predictability of urban land policies

No	Measurement Items	Percentage Distribution of Respondents' Rating										Median
		Strongly Disagree		Disagree		Neutral		Agree		Strongly Agree		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Urban land policies are adaptive to changing conditions of urban centers	65	18.2	161	45.1	91	25.5	39	10.9	1	.3	2
		n=357						%=100%				
2	Urban land policies are easily implementable	60	16.8	109	30.5	137	38.4	49	13.7	2	.6	3
		n=357						%=100%				
3	Urban land policies endorse a stable land governance system	54	15.1	84	23.5	156	43.7	58	16.2	5	1.4	3
		n=357						%=100%				
4	Urban land policies are flexible for amendment	51	14.3	137	38.4	101	28.3	65	18.2	3	.8	2
		n=357						%=100%				
5	Achievements of urban land policies are predictable	55	15.4	106	29.7	131	36.7	45	12.6	20	5.6	3
		n=357						%=100%				

Source: Own Field Survey, 2018/19

In Table 5.8, it is shown that the majority of respondents (63.3%) disagreed with the point that urban land policies are adaptive to changing conditions of the towns while 11.2% of them have contrary views. The remaining 25.5% of the respondents maintained a neutral opinion. Similarly, 57.3% of respondents indicated their disagreement with the assertion that land policies are implemented easily. Around 38% of them have a neutral idea while 11% of the respondents agreed that policies are easy to implement. In addition, about 48.6% of survey participants stated urban land policies do not endorse a stable land governance system in the study area while 43.7% of them are neutral on the matter. The remaining respondents have a neutral opinion.

Regarding the nature of policies, 52.7% of participants held the view that urban land policies are not flexible enough for amendment while 19% of them have a contrary view. The rest 28.3% retained a neutral view. The assessment of 45.1% of respondents indicated that the achievement of urban land policies and legal frameworks is not predictable while 18.2% of them held the opposite view. Around 37% of the respondents maintained a neutral opinion. In reading the calculated median score of indicators of predictability, three of the five indicators have a median score of three implying that the majority of the respondents have a neutral opinion. Overall, the majority of respondents' opinions showed that urban land policies are not easily amendable. In the context where urban dynamism is significant, land policies are required to be adaptive to changing conditions. However, the results of the quantitative analysis indicate that urban policies are not adaptive enough to accommodate new developments.

On the other hand, qualitative data collected from key informants and FGDs show that land policies lack adaptive nature to accommodate changing conditions. Participants attributed this to the rigid nature of urban land policies. The government has adopted urban land management policy and land lease holding proclamation in 2011 and ten years are counted since then. However, no change is made to these instruments so far. On the other hand, urban centers are changing rapidly in terms of spatial expansion, population size, economic value, socio-cultural life, and others. This implies urban land policies are not flexible to amendment and changes. Similarly, all key informants described that land policies face difficulties in implementation. They mentioned that these instruments are not easily comprehended, and thus, it is difficult to implement them.

Oromia Region Land Policy and Legal Desk head, on the contrary, argued that urban land policies and laws are predictable in the sense that they provide clear strategies and direction for implementation. However, he added, municipal administrations lack adequate human resource capacity to change policies into practices in a planned manner. He has also mentioned that land policies provide discretionary powers to municipal administrations to implement policies considering their contexts. However, municipal administrations do not use authority properly. Thus, several loopholes and drawbacks emerge in the implementation of the policies. Similarly, the head of the Land Management and Development Bureau of MoUDC shares the views raised by the regional policy and legal desk head. He mentioned land policies facilitate regional and municipal agencies to adopt context-based strategies of policy implementation. He has also pointed out that urban land lease holding laws are changed three times in the past two decades implying that land governance instruments are easily changeable. However, in the views of the researcher, land policies and laws have rigid nature as compared to the rapid expansions of towns in the study area. Existing policies do not serve the recent realities, which are observed in the study towns. It is after the adoption of urban land management policy and land lease holding laws that these towns have seen a rapid increase in terms of population size, urban expansion, revenue generation capacity, information, and ITC expansion, change in the land value and use, informal settlements, corruption, and other factors. Thus, policy instruments do not contain the dynamism that the towns faced.

In general, the study has found out that urban land policies and laws have low predictability in the sense that these instruments lack adequate adaptive nature. In addition, it is seen in the study that land policies are not easily implementable. This is attributed to the complex nature of policies on one hand and the absence of stakeholders' participation on the other. When policies are designed complex, it becomes difficult for policy implementers to understand and change the policy into practices. Similarly, low stakeholders' participation in the policymaking process limits the effectiveness of policy implementation. On the other hand, these policies and laws are not flexible enough for change. Although urban centers in the country in general and in the study area, in particular, saw rapid development in several dimensions, these policies and laws remain intact for more than a decade. This implies that land governance instruments have rigid nature. On top of these, the study has come to a point that urban land policies have limited success in terms of achieving the objectives set in the policy documents.

Alemie, Zevenbergen, & Bennett (2015) conducted a study on urban land governance in Ethiopia and concluded that the predictability of land policies is low. Policies and legal frameworks lacked consistency with each other. Besides, the World Bank (2012a) stated that the land governance system of the country is characterized by unpredictability and inconsistency. Similarly, Transparency International (2014) revealed that land governance policies lacked consistency and adaptability. Moreover, Misganaw (2019) stated that weak institutions coupled with the unpredictability of land policies lent land management systems to various performance limitations.

In theoretical viewpoints, predictability provides stability of service provision through limiting strategic variability and ensures that citizens receive quality services at speed and affordable cost. According to Gill, predictability is essential to stakeholder confidence and public trust that stewardship and fiduciary responsibilities are properly exercised, that activities are conducted ethically and that projected results are realistic. He stated that predictability is derived primarily from *“laws, regulations, and role definitions that are clear and known in advance; are fair; and consistently and effectively enforced”* (Gill, 2009, p. 2). In the context of land governance, it is about dependability and stability of land policies, laws, procedures that direct service provision, and consistency of practices with policies. Similarly, Mabesa & Whittal (2014) stressed the availability of directive policy, and consistent organizations promote effective and efficient land governance systems.

On the other hand, these scholars forwarded that *“due to lack of directive policy and scattered organizations, developing countries experience administrative difficulties which inhibit effective and efficient land governance system”* (Mabesa & Whittal, 2014, p. 3). Enemark (2012) have conceptualized the values of predictability in terms of making policies adaptive. He described predictability helps policies to be adaptive to changing realities. The relationship between people and land evolves and policies need to be adaptive to guide the relationship to a desirable end. However, the absence of predictability in the land governance system, on the other hand, limits sustainability, aspiration, and analytical capacity of policies. In addition, unpredictable policies result in inconsistent and weak implementation performance. Moreover, rigid policy frameworks do not benefit from new developments in information technology, cadastre, urban planning concepts, spatial measurement technologies e-market, and other emerging technologies.

5.3. Statistical Tests of Comparison

The study has examined whether there is a statistically significant difference among the opinion of respondents concerning the policies of urban land governance in Sebeta, Gelan and Sendafa-Bake towns. Accordingly, a non-parametric test of the Kruskal Wallis test is conducted to whether there is similarity or differences among the views of the respondents in these towns. The test determines whether the medians of the three groups of the respondent from three towns are different or not. The result of the test is shown in the following Table 5.9.

Table 5.9: Mean Rank Comparison of the opinion of respondents in three towns on land policies

Ranks			
	Town of the Respondents	N	Mean Rank
Policies of Urban Land Governance	Sebeta Town	214	168.82
	Gelan Town	72	216.87
	Sendafa-Bake Town	71	171.30
	Total	357	

SPSS Output, 2019

From the above descriptive statistics, it can be seen that Gelan town seems to have a higher mean rank (216.87) followed by Sendafa–Bake town (171.30). However, Sebeta town has the lowest mean rank (168.82) rating on policies of urban land governance. This statistically significant difference in the responses of respondents across the three towns is attributed to the view that respondents from Gelan town have the highest awareness of urban land policies. This implies that sample respondents in Gelan town have a relative agreement to the indicators mentioned under land policies as compared to other respondents in the remaining two towns.

Table 5.10: Kruskal Wallis Test Statistics

Test Statistics ^b	
	Policies of Urban Land Governance
Chi-Square	12.183
Df	2
Asymp. Sig.	.002
a. Kruskal Wallis Test	
b. Grouping Variable: town of the respondents	

SPSS Output, 2019

It is seen in the above Table 5.10 that the p-value is 0.001 with Chi-square 14.63 and Df of 2. Thus, the population medians for the three groups of respondents in three towns are not all equal. This implies that the ratings for policies of urban land governance among respondents in three towns are significantly different. Hence, to know which town has a significant difference between or among the three towns, the Mann-Whitney test of pair-wise comparison is conducted. The following table indicates the result gained from the appropriate pair-wise comparisons among the group medians using the Mann-Whitney test.

Table 5.11: Mann-Whitney test of pair-wise comparison

Test Statistics			
	Policies of Urban Land Governance		
	Sebeta & Sendafa-Bake Town	Sebeta & Gelan Town	Gelan & Sendafa-Bake Town
Mann-Whitney U	7410.500	5711.000	1822.500
Wilcoxon W	30415.500	28716.000	4378.500
Z	-.310	-3.284	-2.963
Asymp. Sig. (2-tailed)	.756	.001	.003
Exact Sig. (2-tailed)	.757	.001	.003
Exact Sig. (1-tailed)	.379	.000	.001
Point Probability	.000	.000	.000
a. Grouping Variable: Town of the respondents			

SPSS Output, 2019

As stated in Amstrong (2014), the result of the Mann-Whitney test of pair-wise comparison should be protected against the increased chance of a Type I error. Thus, as the number of comparisons increases, we apply a Bonferonni correction. To have no more than a 5% chance of a Type I error across the pair-wise comparisons, the correct p-value is 0.017 since we have three pair-wise tests. This is calculated by dividing the alpha value by the number of pair-wise tests. The exact p-value (2-tailed) is less than 0.017 for Sebeta and Gelan towns, and Gelan and Sendafa Bake towns pair-wise comparison. Thus, respondents' ratings about policies of urban land governance in Gelan Town are significantly different from that of Sebeta and Sendafa-Bake towns. That is, the rating of Gelan Town is significantly higher than that of Sebeta and Sendafa-Bake Towns.

The difference in respondents rating in Gelan town is attributed to the nature of urban governance in Gelan Town. Data collected from Gelan Town Municipal Administration indicates that the regional government provides a focus on the towns' land management activities. Gelan town is among newly emerging urban centers in the Zone in comparison with Sebeta and Sendafa-Bake towns. It has the highest expansion rate. The town also attracts a significant number of land developers and investors as compared to the remaining towns of the study. In addition, it is located in the main roots of the Ethiopia-Djibouti road. Thus, the town is becoming the center of economic activities. However, there is no significant difference in the rating of respondents about the policies of urban land governance between Sebeta & Sendafa-Bake towns.

5.4. Summary of Major Findings

The chapter has analyzed and interpreted primary as well as secondary data regarding the policies of urban land governance in Sebeta, Gelan, and Sendafa-Bake Towns and found out the following major findings.

- i. Stakeholders' participation in the urban land policymaking process is limited. It is stated in the study that the urban land policymaking process is centralized and it follows a top-down approach. Thus, an adequate level of stakeholders' participation is not materialized in agenda setting, policy formulation, and deliberation of urban land policies. Centralized policymaking procedure overlooks the values, knowledge, interest, and resources of the local stakeholders. It has also reduced the legitimacy of the policies in the eyes of the public.
- ii. In the study, it is revealed that elected representatives of the people fail to represent the interests and wills of their constituencies in the policymaking process. Instead, most of the time, they play roles in indoctrinate policies and laws to the community through leveraging local leaders and community figures. They also patronage local leaders and ensure that government interests are protected.
- iii. Urban residents in the study towns do not have adequate access to land policies and other institutional frameworks. It is also rare that citizens get timely and relievable information regarding urban land policies and legal regimes. Even those respondents who can access policy instruments do not clearly understand the substances of the policies due to the intricate nature of the policies.

- iv. Land policies seldom promote citizens' engagement in scrutinizing the transparency of the land management system. Policies also lack adequate coverage in integrating effective accountability mechanisms to make officials answerable to their decisions and actions. Moreover, policies are not successful to integrate clear and objective performance reporting, financial administration systems, and land-related conflict resolution mechanisms.
- v. Land policies are not successful in ensuring the rule of law in the land governance of the study area. The policies do not protect the property rights of citizens whose land is taken away with little compensation. In addition, these instruments lack acceptability in the eyes of citizens and fail to ensure the rule of law in the land management system of the study area. Institutional structures are not adequately viable and competent to ensure the impartiality of laws and protection of the rights of citizens.
- vi. Equitable access to land is not ensured to the majority of respondents in the study towns. In addition, the policies do not protect the rights of women, people with disabilities, and disadvantaged groups of the society over land. The needs and interests of low-income earners of the society regarding access to land are also least protected. Besides, the absences of a strong institutional commitment to endorse competent service standards reduce the trust that citizens have in the government. In this, lack of responsive institutions and regime leads to the deterioration of public trust in the government.
- vii. Monetary compensation policy for the expropriation of urban land is not fair enough to the majority of residents whose land is expropriated. Moreover, expropriation of land has distorted the economic, socio-cultural, political, and psychological well-being of citizens whose land is taken away.
- viii. The primary focus of land policies is on ensuring economic efficiency. However, institutions, which can provide timely, affordable, and quality services to citizens, are not established. In addition, the lack of rigorous and strong anti-corruption approaches in the land policies made the efforts to combat corruption fruitless.
- ix. Urban land policies and laws have low predictability as the instruments lack adequate adaptive nature to changing conditions of towns in the study area. Stiff policy frameworks fail to exploit new developments in information technology, cadastre, urban planning concepts, spatial measurement technologies, and e-land market technologies.

- x. In general, the study concluded that land policies are unfavorable to the majority of the study participants and are not successful in ensuring democratic land governance in the study area. Hence, they have low performance in achieving democratic governance.

Chapter Six

Practices of Urban Land Governance in the Special Zone of Oromia Region Surrounding Addis Ababa

6.1. Introduction

The preceding chapter has examined the policies of urban land governance in the study area. The chapter stated that land policies fail to integrate the principles of democratic governance in the land administration system of the study area. Land policies seldom institutionalize participatory, transparent, accountable, and responsive land governance systems. More to the point, these policies are far from achieving efficient, equitable, and predictable land governance systems. The chapter acknowledged that land policies are required to uphold democratic principles to ensure that land governance systems improve the overall well-being of citizens.

In this chapter, discussions are made on the practices of urban land governance in the study towns. Accordingly, the chapter has assessed the practices of urban land governance in the Special Zone of Oromia Region Surrounding Addis Ababa focusing on Sebeta, Gelan, and Sendafa-Bake towns. To achieve the objective, the study has collected quantitative and qualitative data from various sources. Accordingly, data is presented, analyzed, and interpreted thematically. Quantitative data is discussed through percentage and frequency distribution, descriptive statistics, and inferential analysis including median analysis, Kruskal-Wallis, and Mann-Whitney U tests. On the other hand, qualitative data is presented, analyzed, and interpreted using contents analysis, narrations, review of documents, and text analysis. Then it is triangulated with the results of the quantitative data.

The chapter is divided into four sections. The first section presents the highlights of the preceding chapter and gives an introduction. The second part shows the data analyses and discussions made on the practices of urban land governance in the study area. The third and fourth sections present the statistical analysis conducted to compare the responses of respondents concerning the practices of urban land governance in the three towns of Sebeta, Gelan and Sendafa-Bake and summary of major findings respectively.

6.2. Practices of Urban Land Policies

The study has examined the extent that the practices of urban land governance in the study area are in line with democratic land governance. In this sense, the applicability of each dimension/principle of democratic governance has been measured using quantitative data obtained from sample households through a survey of the interview schedule. The quantitative data is concurrently triangulated with qualitative data collected through interviews, FGDs, and document analysis. Finally, the findings, which are arrived at are viewed from theoretical and empirical lenses to draw valid conclusions. The following sub-sections provide data presentation, analysis, and interpretation of data on the practices of urban land governance based on each dimension of democratic governance.

6.2.1. Stakeholders' Participation in the Management Activities

Theoretically, it is a proven idea that the effectiveness of public sector service delivery depends on the participatory nature of the governance process involved therein. Participation in governance implies mechanisms that promote vivid local representation through inclusive strategies. It also involves participatory decision-making processes, where the community resources, especially of the poor are recognized, and there exists harmony and citizenship. It can also ensure stakeholders' ownership of programs and projects initiated by local governments in the land sector. Local participation allows citizens affected by or interested in a decision to get the opportunity to participate in the process for making that decision.

Accordingly, the following Table 6.1 presents the extent that stakeholders participate in the practices of urban land governance in Sebeta, Gelan, and Sendafa-Bake towns. The table shows the majority of the respondents 73.7% (39.5% disagree and 34.2% strongly disagree with the median value of 2) have an opinion that urban land management offices do not allow participation of stakeholders in the land governance process. The median value of 2 does also confirms the same result. On the other hand, a minor number of the responses (around 7%) specify a different opinion. They confirmed that there is adequate participation of residents in the land governance process. The remaining 19% of them held a neutral opinion on the issue. Besides, an overwhelming number of participants involved in the survey declared that they disagree 61.9% (disagree 47.3%, strongly disagree 14.6% and a median value of 2) with the

assertion that stakeholders engage in the urban land management activities of the towns effectively while a small portion of them (around 8%) held an opposite view. The remaining 30.3% of the respondents held a neutral position.

Table 6.1: Stakeholders' participation in the practices of land governance

No	Measurement Items	Percentage Distribution of Respondents' Rating										Median
		Strongly Disagree		Disagree		Neutral		Agree		Strongly Agree		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Urban land management offices of the town invite stakeholders' participation in the land governance	122	34.2	141	39.5	68	19.0	24	6.7	2	.6	2
		n=357					% = 100%					
2	Stakeholders engage in urban land management activities effectively	52	14.6	169	47.3	108	30.3	26	7.3	2	.6	2
		n=357					% = 100%					
3	Stakeholders provide appropriate support to the town's land management office	76	21.3	105	29.4	107	30.	64	17.9	5	1.4	2
		n=357					% = 100%					
4	There is a visible collaboration of stakeholders with the land management office of the town through elected representatives	78	21.8	138	38.7	91	25.5	49	13.7	1	.3	2
		n=357					% = 100%					
5	Urban Land Management offices take and incorporate public opinions into their plans and activities	98	27.5	150	42.0	65	18.2	41	11.5	3	.8	2
		n=357					% = 100%					

Source: Own Field Survey, 2018-19

About 50% (with a median value of 2) of the respondents reject the idea that stakeholders provide appropriate support to the town's land management office while around 19% of them agreed with the assertion. However, a significant amount of the respondents (30.0%) maintained a neutral position. Concerning stakeholders' collaboration with government agencies, 60.5% of the responses show that there is a hardly visible collaboration between stakeholders and the Land Management and Development office of the towns. On the contrary, about 14% of the respondents acknowledged that there is a strong collaborative engagement between municipal administrations and stakeholders. Around Twenty-five percent of the opinion remained neutral to the issue.

Concerning the integration of public opinion in government initiatives, decisions, and projects, a significant number of respondents (67.5%) have the opinion that the efforts of Urban Land Management and Development offices in taking and incorporating public opinions into their activities are negligible. The remaining 18.2% of the responses are neutral while around 12% of them agreed and strongly agreed that municipal administrations integrated public opinions into the decisions and actions they make.

The qualitative data gathered through key informant interviews from all three towns indicate municipal administrations seldom invite stakeholders in planning, implementation, monitoring, and evaluation of urban land governance decisions. They have also declared that stakeholders' engagement in urban land governance is unsatisfactory and their support to Land Management and Development Bureau is insignificant. Furthermore, a key informant interviewee from Sendafa-Bake town described municipal administration tends to be patronage institutions. To cite his ideas;

The Municipal administration in the town is closed to the needs and preferences of the residents of the town. We (stakeholders) want to work in close partnership with the town's Land Management and Development Bureau. However, the office works in a close tie with some individuals and groups of the society whose political views are supportive to it. It is very difficult to say that there is a collaborative engagement between people (stakeholders) and the office, as the office does not offer adequate opportunities to the people to participate and support urban planning, development, and management activities. Therefore, I state that urban land governance activities in my town are non-participatory and discriminatory to the majority of urban residents. Source: Key Informant Interviewee, Sendafa-Bake Town, 2019

Similarly, FGD participants have also attested to the above key informant interview results. The majority of the focus group participants in Sebeta Town mentioned that in most of the meetings they have with municipal administrations, they are told the land Management and Development Bureau invite ideas and opinions from stakeholders. However, they further indicate that some of the officials working in the municipal administration deceive the people. Although officials frequently inform that stakeholders are expected to participate in the land management and development activities, in practice, the office rarely calls upon the people in the initiation, planning, or execution of decisions and actions regarding land.

Similarly, a key informant interviewee from Gelan town attested that stakeholders' participation in the land governance process in that town is very limited. He further explained that land management offices do not offer adequate alternatives to work with people collaboratively. He

concludes, despite the interests of the stakeholders to support the process of land governance in the town, fragile institutional frameworks coupled with weak land governance offices have limited stakeholders' participation. This has limited the rights of citizens to take part in the decisions and actions, which affect their lives.

It is inferred from quantitative and qualitative data that there has been low stakeholders' participation in the urban land governance process in the study area. Decisions and actions taken by municipal administrations do not engage stakeholders although the decisions and actions affect the lives of an overwhelming number of the residents. This entails due to the low level of stakeholders' participation, urban land governance activities benefit those individuals and groups whom patronage with the officials. This, in turn, reduces the supports that people may provide to the municipal administrations.

Looking at the findings of the study from an empirical literature perspective, several studies (World Bank, 2012a; Yiadom & Melesse, 2014; Takele, Yiadom & Melesse (2014a); Bahiru, 2018; Ashenafi, 2015) have shared the findings of the study. For instance, Ashenafi (2015) has conducted a study on the land governance system of Yeka Sub-City of Addis Ababa City and found out that there is a low level of public participation in the land management activities of the sub-city. Similarly, Takele, Yiadom & Melesse, (2014a) pointed out in their study that the absence of stakeholders' participation in urban land management and development activities has limited the effectiveness of land governance in Hawassa city. In the same way, a study conducted by the World Bank, (2012a) shows that inadequate community participation in urban land planning and implementation has resulted in a significant inefficiency and ineffectiveness of service delivery performance in Ethiopia.

From the viewpoints of democratic governance theory, participation is regarded as a cornerstone of effective urban land management and development activities (Bell, 2007; Gill, 2009; Mulusew, 2013; Bahiru, 2018; Ashenafi, 2015; Awal, 2018 and Dlabac, 2014). Citizens may be provided with information, asked for their opinion, given the opportunity to make recommendations, or, in some cases, be part of the actual decision-making process. In the land governance processes, participation builds consensus among various actors to make land service delivery effective and facilitates two-way communication between stakeholders and government agencies to strengthen collaboration.

Stakeholders' participation provides legitimacy to planned activities. Beyond this, government agencies ensure that they generate supports from stakeholders when participants' views are incorporated in the decision and actions of municipal administrations properly. In this context, Waheduzzaman, (2010) stressed that effective land service provision is ensured when there is successful people's participation. This in turn implies *"government is more transparent to people, more accountable to people, following the rule of people, and consequently establishing/ strengthening/ democratic governance"* (Waheduzzaman, 201, p. 47). Similarly, Alemie, Zevenbergen & Bennett (2015, p. 7) argued, *"Involving a wide range of interdependent actors in decision-making during formulation and implementation of policies fosters greater interaction and harmony among actors."* Effective involvement of stakeholders in the land governance activities thus, ensures that land administration offices take and incorporate public opinions into their activities and increases appropriate support that stakeholders provide to the towns' land governance offices. This paves a way for sustainable collaboration between the government and societal actors. Hence, it is an acknowledged fact that the involvement of stakeholders in the management of urban land improves the ways it is delivered.

However, as to the views of the researcher, weak stakeholders' participation signals poor performance in urban land governance. The arguments of the researcher are supported by the views of World Bank (2012a) and Transparency International (2014, p. 7) that *"(low) public engagement leads to very limited public awareness of policy and public engagement with policy implementation."* Beyond this, the absence of an adequate level of participation leads to a higher level of stakeholders' grievance in owning land and land-related plans, decisions, and actions. It also aggravates conflicts arising on land rights and allocation between the government and people.

6.2.2. Transparency of Urban Land Governance Practices

Transparency in official duties is an important value that public service providers ensure to the citizenry. It helps citizens to have confidence both in officials who perform their official duties and the quality of services being provided. Properly maintained, transparency in the public sector enables citizens to have relevant, timely, and credible information about the decisions and actions that public agencies take concerning the services, which are delivered to citizens. On top of these, an effective transparency system facilitates the interaction, cooperation, and synergy

between citizens and government offices, which in turn increases public trust in the government and its services. In the context of urban land governance, the emphasis is required in establishing and strengthening a transparent system as the sector is highly susceptible to corruption and other forms of maladministration. In light of this, the following section presents the analysis made based on data collected from various sources regarding the level of transparency in urban land service delivery in the study towns.

Table 6.2 indicates overwhelming of the respondents 73.1% (40.9% and 32.2% disagree and strongly disagree respectively) have an opinion that the decision-making process on land service delivery in the study towns is not clear to citizens while around 23% of them held a neutral opinion. On the other hand, very few respondents agreed that the process of decision-making is clear to citizens. Similarly, the majority (58.8%) of household heads participated in the survey declared that decisions and actions of land administration are not open to citizens' scrutiny while around 14% of them have a claim against the majority. The remaining 36.6% of the respondents have a neutral opinion on the matter.

The opinion of two-third of the respondents shows that they disagreed with the claim that mechanisms used to resolve land disputes in the study area are clear and reliable whereas 12% agreed with the claim. In the views of 61.9% (44% disagree and 17.89% strongly disagree) of the respondents, land administrators are not committed to aware citizens about the land policies and laws in the study area. On the contrary, around 16% of respondents held the view that Urban Land Management and Development officials work to let citizens understand the policies and other institutional frameworks put in place by the government.

On top of these, more than 61% of the respondents claimed that it is not based on citizens' knowledge that the land administration officials are appointed or dismissed while around 26% of them have a neutral opinion about the issue. The remaining 12% of participants stated that officials are appointed or dismissed with the knowledge of citizens. Besides, more than 58% of the participants disagreed with the assertion that official information on land service delivery is easily accessible to citizens in the towns. However, around 17% of them claimed that official information about land governance in the study area is easily accessible to the residents. The remaining 24.1% of them are neutral on the subject of inquiry.

Table 6.2: Transparency of Urban Land Service Delivery

No	Measurement Items	Percentage Distribution of Respondents' Rating										Medi
		Strongly Disagree		Disagree		Neutral		Agree		Strongly Agree		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	In the town, the decision-making process on land service delivery is made clear to citizens	117	32.8	146	40.9	82	23.0	11	3.1	1	.3	2
		n=357					% = 100%					
2	Decisions and actions of land administration are open to citizens' scrutiny	65	18.2	145	40.6	95	26.6	49	13.7	3	.8	2
		n=357					% = 100%					
3	Mechanisms used to resolve land disputes are clear and reliable	91	25.5	126	35.3	95	26.6	43	12.0	2	.6	2
		n=357					% = 100%					
4	Land officials aware citizens about land policies and laws	64	17.9	157	44.0	79	22.1	55	15.4	2	.6	2
		n=357					% = 100%					
5	It is based on citizens' knowledge that the land administration officials are appointed or dismissed	117	32.8	101	28.3	94	26.3	44	12.3	1	.3	2
		n=357					% = 100%					
6	Official information on land service delivery in the town is easily accessible to citizens	94	26.3	116	32.5	86	24.1	59	16.5	2	.6	2
		n=357					% = 100%					

Source: Own Field Survey, 2018/19

Similar to the quantitative data, the qualitative information gathered from respondents through key informant interviews, and FGDs shows that the extent of providing transparent urban land services is limited. In this milieu, one of the key informant interviewees confirmed that there is low transparency in the land governance practices of the town. He mentioned that decisions and actions made by municipal administration are not transparent to the residents of the town. Additionally, the key informant stated that citizens rarely get timely, accurate, and credible information regarding urban land management. In the same manner, a key informant from Gelan town shared the views raised by other key informants. He mentioned it is difficult to talk about transparency in the land governance system of the town. According to the informant, some of the officials are not cooperative enough to provide adequate and reliable information about the process of land management and development. Besides, appointments and dismissals of Land Management and Development Bureau head and vice head are not open to public scrutiny. Moreover, the process of resolving land and land-related conflicts face intricate adjudication

processes. He has further pointed that to get appropriate information, service seekers are required to visit offices repeatedly.

FGD participants in Sebeta town have arrived at the same conclusion with the key informants in Sendafa-Bake and Gelan Towns. FGD participants mentioned that decisions and actions taken by the Land Management and Development Bureau of the town are not transparent. They argued there are information brokers between service seekers and officials and service seekers are expected to bribe brokers to get accurate land information and services. Land brokers manipulate official information, which is at least supposed to be on board for public awareness. In the words of one of the participants;

Service seekers need accurate and reliable information. However, official information is manipulated is not easily accessed. Brokers deal with some of the officials and manipulate official information for their advantage. Service seekers need to visit offices frequently to get information and services although it is tiresome. There are times that service seekers are forced to deal with brokers to get accurate information and services in a shortcut. This made the transparency of land service delivery handicapped. The municipal land management office is failed to establish a transparent system to address residents' interests. If you are to get fast and timely services in a short cut, you should first talk to land brokers and then they pave the way for you. Source: FGD Participant in Sendafa-Bake Town, 2019

FGD participants have also confirmed that elected representatives of the people at the municipal level rarely scrutinize the activities of the land management bureau. However, participants have also admitted that there are efforts in recent times to avail land-related information on official boards to reach citizens. Similarly, almost all key informant interviewees at Federal and Regional Governments admitted that there are visible deficiencies in the transparency of urban land governance practices in the study towns.

In summary, it is clear from the above quantitative and qualitative analysis that land governance practices in the Special Zone of Oromia Region Surrounding Addis Ababa lack an adequate system of transparency. Respondents have confirmed that citizens have limited access to official information about decisions and actions regarding land. The roles of citizens are neglected by the municipal land management activities as if they do not have a stake at all. Additionally, it is found that service seekers' should visit offices repeatedly and sometimes are required to pay off to get accurate and timely information and services. On top of this, widespread land brokering

activities in the land administration system have limited citizens' roles to scrutinize the decisions and actions of municipal administrations.

Quite a lot of studies (UNDP, 2007; World Bank, 2006; UNDP, 2009a; World Bank, 2012a; Yiadom & Melese, 2014; Fitsum, 2016; and Konrad-Adenauer-Stiftung, 2011; Transparency International, 2014; World Bank 2015; Dinka, Grime & Armies, 2016) have shown similar findings. According to Dinka, Grima & Armies, (2016, p. 29) *“there is no transparency of decisions and action taken by urban land management and development officials in Shanbu town”* of Oromia Region. The report by Transparency International (2014, p. 6) concluded that the primary *“driver of corruption in the country is the lack of transparency and access to information. Lack of transparency is seen to permeate almost all aspects of land administration in the country.”*

In a study conducted by Ashenafi, (2015), it is found that land management and development activities in the Addis Ababa City have failed to give adequate concern for the values of a transparent land service delivery. Similarly, Mohammedhussen, (2008) has conducted a study in Bishoftu town and revealed that lack of a transparent service delivery process has hampered citizens to have timely, accurate, and credible land-related information in the town. This is also attested in MoUDHC publication that local governments have failed to ensure transparency in the land service delivery (MoUDHC, 2014). More to the point, a study conducted by Deininger, Hilhorst & Songw (2014) has confirmed that the land governance practices in most of the developing countries are susceptible to corruption as the process lacked a transparent service delivery process. Moreover, Misganaw (2019, p. 1) concluded that *“the post-1991 urban land governance opens a loophole for corruption due to its contents lacking clarity and non-transparent implementations, which attract many in the line to exercise administrative malpractices such as partiality, favoritism, working with illegal brokers and the of course corruption”*.

In conclusion, transparent land service delivery is paramount in ensuring that the decision-making process on land service delivery is made clear to citizens and decisions are open to citizens' scrutiny. Besides, transparency ensures that citizens easily access information, and mechanisms of land disputes are solved is clear and reliable. In considering the democratic governance perspective, lack of transparency in the land governance practices exacerbates

service provision inefficiency, corruption, maladministration, citizens' dissatisfaction, and other forms of government bottlenecks (World Bank, 2012a). This in turn deteriorates public legitimacy and puts municipal land governance practices of the study area in the realm of bad governance. On the other hand, GIM International (2010, p. 3) mentioned, "*Land delivery requires that procedures for land allocation and dispute resolution follow the due process as defined by ... law.*" Hence, ensuring transparency allows the free flow of official information that ensures citizens exercise their basic rights and makes institutions and their service delivery process open to any relevant entities.

6.2.3. Accountability in the Land Service Delivery

In the literature review part of the dissertation, it is indicated that one of the most crucial principles that constitute democratic land governance is the prevalence of the accountability system in the service delivery process. Accountable governance ensures that officials are answerable to decisions and actions they made regarding land service delivery. It also involves setting up an effective audit and performance reporting system (Konrad-Adenauer-Stiftung, 2011 and World Bank, 2012a). The accountability system in the land service delivery enables citizens to raise any doubt they have concerning the performance of offices and seek answers therein. Beyond doubt, land governance that ensures accountability in service delivery enhances efficiency sustains the rule of law, builds citizens' trust in the government. It also adds value to citizens' satisfaction.

In light of this, the study has studied the extent of accountability of land service delivery in the study area. The following Table 6.3 shows the ratings of respondents' opinions regarding the prevalence of the accountability system in the land governance practices of the three towns. In the table, it is shown that almost 80% (with a median score of 2) of the respondents mentioned that officials working in Municipal Land Management and Development offices are not evidently answerable for the decisions and actions they take in the land governance process. Similarly, about 59% (with a median value of 2) of the respondents who participated in the survey indicated that there are no clear mechanisms of reporting urban land governance activities to citizens in the study area. About 24.4% of the respondents are neutral while around 17% of the respondents agreed and strongly agreed with the assertion that there are clear mechanisms of reporting urban land governance activities to urban residents.

Table 6.3: Accountability of urban land governance

No	Measurement Items	Percentage Distribution of Respondents' Rating										Media
		Strongly Disagree		Disagree		Neutral		Agree		Strongly Agree		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	There is a visible answerability of officials for the action and results in the land governance process in the town	132	37.0	148	41.5	52	14.6	22	6.2	3	.8	2
		n=357				% = 100%						
2	There are clear mechanisms of reporting urban land governance activities to citizens	61	17.1	149	41.7	87	24.4	56	15.7	4	1.1	2
		n=357				% = 100%						
3	Citizens have appeal mechanisms for resolving conflicts arising on urban land governance	86	24.1	110	30.8	112	31.4	48	13.4	1	.3	2
		n=357				% = 100%						
4	Urban land management offices use inputs and scrutiny results gained from the citizens	85	23.8	134	37.5	72	20.2	64	17.9	2	.6	2
		n=357				% = 100%						
5	Land service provision endorse an accountable financial administration system	99	27.7	145	40.6	73	20.4	38	10.6	2	.6	2
		n=357				% = 100%						

Source: Own Field Survey, 2018/19

Concerning access to appeal mechanisms, the majority of the respondents rejected the assertion that citizens have appeal mechanisms for resolving conflicts arising on urban land governance in the study area. However, about 31.4% of the respondents are neutral while 13.7% of them supported the idea that citizens have appeal mechanisms, which helped them to resolve land-related conflicts in the study area. On the other hand, an overwhelming number of respondents disagreed 61% (37.2% disagree and strongly disagree 23.8%) with the idea that urban land management offices use inputs and scrutiny reports gained from citizens. Around 20% of survey participants are neutral on the issue while 18.5% of them agreed and strongly agreed that land management offices maintain inputs from citizens safe. Similarly, 68.3% of responses agreed that land service provision does not endorse financial administrations that ensure accountability. The data also show that there is low trust between citizens and Land Management and Development Office in the study area. The above quantitative data shows that the functionality of the accountability system in the land governance practices is limited.

The above quantitative result is also strongly supported by qualitative data collected from study respondents. It is mentioned in key informant interviews conducted with informants in three towns that land governance practices in the towns lack a robust accountability system. The key informants declared that officials are not answerable for their decisions and actions. It is also mentioned in the interviews that there is no proper performance reporting system, which, enables citizens to review the actual performance of offices. The key informants have also stated that although there is an appeal mechanism in place to resolve land-related conflicts, the mechanisms are not functional. Mechanisms are merely stipulated on paper and do not serve service seekers properly.

In the views of the head of the Legal and Policy Desk of Oromia Region Land Management Bureau, the regional government is working to enforce the accountability system in the entire urban centers found in the Zone. However, he affirmed that supports provided by the regional government to municipal administration have not brought significant changes to the performance of accountability of officials. Thus, the functionality of the accountability system of land governance in the study area is limited. Similarly, the head of the Land Management and Development Bureau of MoUDC agreed that there are efforts at all levels of the government to strengthen accountability in the land service delivery. However, he added, due to the nature of services provided in the Land Management and Development Bureau, it becomes difficult to maintain a working system of accountability. Besides, in FGDs conducted with participants, it is discovered that the accountability systems in the land Management and Development Bureaus are not properly functioning. There are various maladministration and abuse of authority in the service delivery processes. However, officials involved in such offenses become answerable to their misconduct in a few cases. It is also raised by FGDs participants that due to the fragility of the accountability framework in municipal administration, the majority of the residents are dissatisfied. The accountability system has failed to ensure answerability in the land service delivery.

In concluding the views of respondents, almost all of the respondents agreed that the accountability framework in the land service delivery of the study towns is not appropriately functioning. Officials who abuse their authority are not made accountable for their wrong deeds nor are their performances correctly audited. Although there is an appeal mechanism set up to settle conflicts that arise on land, it is not of use. In these three towns, official decisions and

actions made regarding land are not accurately reported to citizens even via municipal councils. These findings thus imply that the absence of a well-functioning accountability system has hampered the effectiveness of land service delivery processes and reduce the trust of residents in the officials and performances of Land Management and Development Bureaus.

The findings of this study agree with the conclusions arrived at by Elias, (2019); Tayiba, (2013); Ashenafi, (2015); Shimels, (2016); Alemie, Zevenbergen & Bennett, (2015), and Mhrtey, (2016). According to Misganaw (2019) and World Bank (2012a), the absence of the answerability of service providers negatively affects the satisfaction level of service seekers. In a similar vein, Ashenafi (2012) concludes that a weak accountability system in the land management offices aggravates the abuse of official powers and hampers effective and efficient land service delivery processes. Alemie, Zevenbergen & Bennett, (2015) similarly argued that a lack of accountability in the land administration system and land allocation decision making made the governance process vulnerable to maladministration. It is argued land management officials “*must be held accountable for the implementation of government policies, use of resources, especially finances, stewardship, or management of state (government) assets, especially land*” (Bell, 2007, p. 7).

In views of the theoretical framework of the study, the principle of accountability constitutes the pillar of a democratic land governance system (Skelcher, Chris, & Torfing, 2010; UNDP, 2008; UNDP, 2009a; United Nations, 2015; UNDP, 2015; Diabac, 2014; and Deininger, Sold, & Burns, 2012). Democratic governance demands accountability of land governance officials about all decisions making processes within the state, and local government institutions. In the expressions of European Union, accountability in the land governance is ensured

when elected leaders or public officials have to answer to the common citizens regarding their actions, decisions, or indecisions during the time they are occupants of the public offices. Those found to be performing to the required standards are rewarded by their continued stay in office while those found to be lacking in one way or another are punished (European Union, 2011, p. 5).

However, when there is no appropriate accountability system in the service delivery process in the study towns. It is hardly possible to ensure the democratic nature of land service provision. It also makes the decisions and actions taken by land administrators questionable in the eyes of citizens. A delicate accountable system paves a way for rampant corruption and maladministration in the land administration in the country in general and in the study area in particular.

6.2.4. The Rule of Law in Service Delivery Processes

One of the bedrocks of democratic land governance is the prevalence of the rule of law in the land service delivery processes. A democratic land administration system ensures it in the land service delivery. When a government guarantees the rule of law in the land administration adequately, the decisions and actions taken therein by land administrators would easily attract public legitimacy to the government's performance. Democratic governance in the land administration requires a consistent and coherent legal framework, a fair and transparent judiciary, and the general prevalence of the rule of law to protect property rights. Besides, the pervasiveness of the rule of law in the land administration encourages stakeholders' participation and thus promotes the sustainable use of land resources. In light of this theoretical background, this study has assessed the nature of the rule of law in the land governance practices in the study area.

The following Table 6.4 shows the summary of quantitative data generated from a survey of interview schedules filled in by sample household heads. Accordingly, an overwhelming number of the respondents (79%) involved in the study mentioned that the process of land service delivery is not based on objective standards. This is supported by the median value of two that attests the majority of respondents disagree with the assertion that objective standards are not followed in the land service delivery. Similarly, about 64% of the respondents disagreed and strongly disagreed with the assertion that official decisions made regarding land-related conflicts are free from bias and reliable. Around twenty-seven percent of the respondents are neutral on the issue while a small portion of the respondents (9.2%) has a view that decisions on land conflicts are free from bias and reliable.

The majority of the respondents (60.6%) have also described that the time allotted to make official decisions regarding land conflicts is not short and quick while more than thirty-three percent of them maintained a neutral position regarding the issue. Besides, almost 65% of the respondents (34.0% disagreed and 29.7% strongly disagreed) disagreed that official decisions regarding land conflicts are made based on convincing evidence. Similarly, the majority of the respondents (56.7%) believed that land management has failed to ensure the rule of law in the land service delivery in the study towns while about 22.7% of them are neutral. This quantitative data shows that the prevalence of rule of law in the land service delivery processes is limited.

Table 6.4: The rule of law in urban land service delivery

No	Measurement Items	Percentage Distribution of Respondents' Rating										Medi
		Strongly Disagree		Disagree		Neutral		Agree		Strongly Agree		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	The land service delivery process in the town is based on objective standards	140	39.2	139	38.9	70	19.6	8	2.2	0	0	2
		n=357					% = 100%					
2	An official decision regarding land-related conflicts are free from bias and partiality	108	30.3	121	33.9	95	26.6	33	9.2	0	0	2
		n=357					% = 100%					
3	Official decisions regarding land conflicts in terms of time is short and quick	93	26.1	123	34.5	119	33.3	22	6.2	0	0	2
		n=357					% = 100%					
4	Official decisions regarding land conflicts are made based on convincing evidence	106	29.7	125	35.0	83	23.2	43	12.0	0	0	2
		n=357					% = 100%					
5	Urban land administration in the town ensure the rule of law in the land service delivery	76	21.3	130	36.4	81	22.7	67	18.8	3	.8	2
		n=357					% = 100%					

Source: Own Filed Survey, 2018/19

The above result is also supported by the qualitative data collected from key informant interviews and FGDs participants. A key informant interviewee from Sendafa-Bake town mentioned that it is impossible to imagine the prevalence of the rule of law in the land governance practices of the town. He added that objective standards stipulated in various policy documents serve paper value. Similarly, the result from FGDs shows that the prevalence of the rule of law in the land governance practices is limited. There is a breach of law on different occasions. It is confirmed in the FDGs that land service provision standards are not objectively esteemed. It is also mentioned in the discussions that land-related conflicts are not free from adjudication biases and decisions given regarding such conflicts are usually delayed. In the words of one of the FGD participants from Sebeta Town;

It is visible that there are occasions in which, the rule of law is violated in the land services provided by some of the officials of the Land Management and Development Bureau. These officials abuse service standards to gain private advantage from service seekers or violet rules to benefit their close relatives, friends, and peers. If there emerge land conflict among citizens, for example, there is a possibility that one of the conflicting parties who maintain financial strength or who have close contact with officials take advantage of the case. This implies that the rule of law in the service delivery process is not maintained in the town.

Source: FGD Participant in Sebeta Town, 2019

Corresponding to the above results, the head of Policy and Legal Desk of Oromia Region Urban Land Management and Development Bureau stated that a few cases of breach of law in the land service provision are presented to the office. He admitted that the majority of these cases are from municipal administrations found within the Special Zone of Oromia Region Surrounding Addis Ababa. He has also stated that the regional government has conducted frequent follow-ups and monitoring activities to reduce the incidence of violation of the rule of law in the land service delivery processes at municipal levels. Moreover, the head of the Land Management and Development Bureau of MoUDC mentioned that municipal administrations lack adequate commitment and capacity to ensure the rule of law in the land service delivery.

In summarizing the above quantitative and qualitative results, it suffices to argue that the prevalence of the rule of law in the land governance practices in the study area is limited. In the opinions of the respondents, the rule of law is violated in the land service provision. It is also found that although objective standards are stipulated in the land policy and legal documents, some of the officials in the land Management and Development Bureau breach standards to benefits their personal advantage or their close partners. In the study area, it is observed that there are instances in which the impartiality of land adjudication processes is spoiled. This implies that as the rule of law is eroded in the land governance practices, the policies and laws governing land lose legitimacy. It also reduced the efficiency and trustworthiness of the service provision activities. It exposes the sector to corruption and affects the overall performance of Land Management and Development activities.

These findings are overwhelmingly supported by conclusions made by UNDP (2008); World Bank (2012a); Dinka, Girma & Ermias (2016); MoUDHC (2014), and Takele, Yiadom & Melese (2014a). These studies have concluded that the absence of the rule of law affects the overall performance of the land sector and reduces the efficiency of urban land governance in the country. Similarly, World Bank (2012a), World Bank (2012b), and Transparency International (2014) have stressed that when the rule of law is frequently violated, the legitimacy of government significantly drops out. They further claimed that urban land is a very essential economic resource in developing countries and land governance struggles to satisfy various competing interests. However, in most cases, weakness in upholding the rule of law makes the land sector susceptible to corruption and maladministration resulting in poor land governance.

In general, it is argued in the literature that respect for the rule of law is a foundation for the achievements of the objectives of urban land service delivery processes (Deininger, Selod & Burns, 2012; Wehrmann, 2012 and UNDP, 2009b). When the rule is respected, *"that no one is above the law and requires that all citizens observe the law and are held accountable if they break it"* (European Union, 2011, p. 8). Diabac (2014, p. 12) stated that *"standings, independent legal-administrative courts, judicial procedures, external courts of financial audit and ombudsmen contribute to the consideration of affected interests and the groups while alleviating arbitrary ruling and corruption by public officials."*

Similarly, the World Bank (2012a, p. 28) stressed that

A good legal and institutional framework implies that long-standing rights by existing land users are recognized (not necessarily only for those holding a formal right, with a clear demonstration of the recognition of rights evident in the eligibility for compensation in case of expropriation). Also, the state has institutions and policies in place that allow right holders to easily enforce their rights and exercise them in line with their values and aspirations and in ways that benefit society as a whole.

However, in the land governance processes of developing countries including Ethiopia, it is frequently reported that the rule of law is violated by officials as they abuse their official authority for private gains. In this context, Dinka, Girma & Ermias, (2016, p. 23) quoting McAuslan (2002, p. 27) that *"politicians and public servants in cities all over (the developing countries) manipulate or ignore the law and administration relating to land allocation and development to line their own pockets and those of their families, friends, and political allies."*

Hence, abuse of official authorities observed in the land governance ravages objectivity in service delivery and makes official decisions on land conflicts biased, unreliable, and time taking. Besides, it leads to distortion of public trust and declining legitimacy of the government as land governance in the study area is ineffective in ensuring the rule of law in the land service delivery. In this regard, the consolidation of the rule of law increases public legitimacy and adds efficiency to land service delivery. Ensuring the rule of law in urban land management and development activities also aid the battle against rampant corruption in the land sector in the study area. Recognition and integration of traditional institutions that can arbitrate land conflicts at the sub-urban level also facilitate the promotion of the rule of law in land governance. This in turn strengthens sustainable and democratic urban land planning, land use, land market, and land development programs in the country in general and in the study area in particular.

6.2.5. Responsiveness of Land Service Delivery

Public service delivery processes aim to address the demands and interests of the public as long as it is principled in line with democratic governance. Responsiveness in the public sector endorses that service seekers receive sufficient services and government agencies are required to respond to the interests of the service seekers through the provision of quality services that meet the expectations of the citizens. Ensuring government responsiveness in the land governance enhances service seekers' satisfaction, the closeness of services to the public, and promotes trust between citizens and the government. This attested by Transparency International (2014) that citizens evaluate the quality of land service delivery processes based on the extent that officials are responsive to the needs and wants of the service seekers.

In light of the above idea, the study has assessed the responsiveness of land management and development practices in the study area. Accordingly, the following Table 5.5 shows the responses collected from the survey of the interview schedule. It is shown in the table that the overwhelming of the respondents (71%) declared that urban land services are not provided closer to the people who seek land services. Around twenty-one percent of the respondents are neutral on this point while about 7% of the respondents agreed that land services are provided closer to the people. Similarly, about 60% of the respondents disclosed their disagreement with the assertion that urban service delivery standards applied by municipal Land Management and Development Bureaus are responsive to the interests of the citizens. On the other hand, 28% of the respondents held a neutral opinion while 12% of the respondents agreed that standards, which govern land service delivery, are responsive to the requests and demands of the public.

Around 25.5% and 30.3% of the respondents disagreed and strongly disagreed that the urban land services delivery system of the town respected the personal dignity of service seekers while about 36.7% of them have a neutral position on the matter. An insignificant number of respondents (7.6%) affirmed that the land service delivery system respected the personal dignity of citizens. This implies that the majority of the respondents have the view that land service provision is not respectful to the dignity of citizens. Besides, the majority of the responses (63.3%) collected from survey participants indicate that there is low trust between service seekers and land management and development officials. The remaining 24.9% responses

maintained a neutral position while about 11.8% indicate that they agreed to the assertion that there is trust between service seekers and municipals' land management officials.

Table 6.5: Respondents opinion regarding the responsiveness of urban land service delivery

No	Measurement Items	Percentage Distribution of Respondents' Rating										Median
		Strongly Disagree		Disagree		Neutral		Agree		Strongly Agree		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Urban land services are provided closer to the citizen	109	30.5	148	41.5	74	20.7	26	7.3	0	0	2
		n=357					% = 100%					
2	Urban land services delivery standards are responsive to the interests of citizens	91	25.5	123	34.5	100	28.0	43	12.0	0	0	2
		n=357					% = 100%					
3	The urban land services delivery system of the town respects the personal dignity of citizens	91	25.5	108	30.3	131	36.7	27	7.6	0	0	2
		n=357					% = 100%					
4	There is trust between citizens and land administration officials	90	25.2	136	38.1	89	24.9	42	11.8			2
		n=357					% = 100%					
5	The responsiveness of land governance practices in terms of quality of response satisfies citizens	76	21.3	165	46.2	64	17.9	50	14.0	2	.6	2
		n=357					% = 100%					

Source: Own Field Survey, 2018/19

More than 67% of the respondents at least disagreed with the statement that the responsiveness of land governance practices in terms of quality of response satisfies the interests of service seekers. Around 18% of the respondents have no idea about the issue while about 15% of them agreed that land service delivery satisfied the demands of the people. This entails that the majority of the respondents are not satisfied with the responsiveness of land management and development practices observed in the land service provision in the study area. Besides, for all indicators considered in the above Table 6.5, the median value is two. This suggests that a greater part of the respondents have an opinion, which disagreed with the proposed statements

The above quantitative data is triangulated with qualitative data collected from key informants and FGD participants. The qualitative data collected from in-depth interviews and FGDs shows that the responsiveness observed in the service delivery processes of Municipal Land Management and Development Bureaus is limited. The key informant interviewee from Sendafa-Bake town mentioned that land service delivery is not responsive to the demands of the people.

He added that land management and development officials are not responsive enough to address the concerns raised by service seekers. Similarly, the key informant from Gelan Town told the researcher that it is undeniable that the process of land service provision in the town is not responsive to the people. In the words of the interviewee

I have gone to the Land Management and Development Bureau (of the Gelan Town) to get land-related services several times in the past few years. However, the service delivery process is not adequately responsive. Although there are service provision standards, they only serve paper value. Some of the officials are not supportive to address citizens' demand neither they are even professionally appealing to respect peoples' dignity. They are attracted to serve the interests of service seekers who provide them extra-official benefits. In my view, the service delivery practices in the office have resulted in a low performance to establish trust between officials and the service seekers. The Land Management and Development Bureau services are far below my expectations. Source: Key Informant Interview, Gelan Town, 2019

A similar result has been established in the FGDs conducted in three towns included in this study. Accordingly, the FGDs result shows that land service provision is not responsive to the needs and demands of the people. FGD participants stressed that the land management office rarely applies service provision standards appropriately. Land management and development officials are not sympathetic enough to address the interests of service seekers. FGD participants have also doubts about the willingness of officials to provide quality services that satisfy the interests of service seekers. Besides, the head of the Land Management Desk of the region mentioned that service seekers complain about the extent of responsiveness of service delivery practices of Municipal Land Management and Development Bureaus. She added that the absence of adequate human resources contributes to low service responsiveness in the land sector. This, in turn, results in declining trust between officials and service seekers thereby decreasing service seekers' satisfaction. Similarly, the head of the Land Management and Development Bureau of MoUDC pointed out that pragmatic measure is needed to make urban land service provision responsive to the interest of citizens.

In summing up the above quantitative and qualitative results, it can be stated that the service provision process in the study towns is not up to the expectations of the respondents. The majority of the respondents mentioned that service responsiveness is not ensured in the land service delivery. Service standards are not properly put into practice and official operations are not encouraging to address the needs and demands of the people. Respondents assert there are times that municipal land management and development officials abuse the personal dignity of

the service seekers. At the other side of the scenario, there are times that some of the officials offer extra-official supports to service seekers with whom they have personal relationships.

According to the opinion of the respondents, the absence of an adequate level of responsiveness has resulted in low trust between officials and service seekers. It has also decreased the satisfaction level of service seekers in the service delivery process of Land Management and Development Bureaus. This has contributed to weak land governance processes in the study towns. In this context, it is a proven idea that *“When land governance is weak, few powerful elites dominate the competition for scarce land resources.... and provides the political elites and government officials with a means to seek illegal benefits”* (Misganaw, 2019, p. 5). Furthermore, Jones, Clench & Dan argued that there are critical challenges that developing countries face in public service responsiveness. They stress that *“policymakers, practitioners, and researchers need to identify, understand, and address the pressing challenges responsiveness of land delivery of services in the urban area in the developing world”* (Jones, Clench & Dan, 2014, p. 1).

The study conducted by Melkamu, 2016; UN-Habitat, 2011; Ashenafi, 2015; Takele, Yiadom & Melesse, 2014a, Abdissa, 2019; and Misganaw, 2019) have found similar findings with the above results. According to Takele, Yiadom & Melesse, (2014), the land service provision in the Hawassa City Land Management and Development Office is not adequately responsive to the needs of service seekers. Similarly, Alemie, Zevenbergen & Bennett (2015) has conducted a study in Bahirdar City and found out that the land service delivery in the town is not satisfactory in terms of the degree of service responsiveness. According to the study carried out by Dinka, Girma & Ermias, (2016), land service provision in the study area is not responsive and citizens are highly dissatisfied with the quality of services. More to the point, Ashenafi (2015) indicates that a low level of officials' responsiveness in the land service delivery reduced the trust citizens have in the authority of local governments.

As it is postulated in the land governance literature (Alemie, Zevenbergen & Bennett, 2015; UNDP, 2009b; and Koechlin, Quan & Mulukutla, 2016), land service responsiveness advances trust between land governance offices and citizens (World Bank, 2012a; Magel & Wehrmann, 2002; Burns & Dalrymple, 2008; and Palmer, Fricska & Wehrmann, 2009). It also ensures that citizens receive services, which are up to their expectations. This in turn increases the satisfaction level of citizens in the service delivery process. UNDP agreed that government responsiveness *“re-build communities, respecting diversity and supporting the community to*

engage with their governments, thus investing new meaning in democratic governance and expanding the concept of citizenship” (UNDP, 2011, p. viii).

However, in the views of the researcher, inadequate land service responsiveness observed in the study area has affected the democratic land governance processes of the towns. Low level of land service responsiveness in these towns has considerably harmed the trust that respondents have in the quality of services provided by Land Management and Development Bureaus. Besides, it is acknowledged in the study that the mere existence of service delivery standards do not guarantee the provision of quality of services to service seekers.

6.2.6. Equity in the Land and Land-Related Services

Equitable land service delivery ensures that land resource is distributed among citizens fairly. It is indicated in the literature that equitable land service delivery, which ensures secure access to affordable and suitable land and property ownership to all, thereby guaranteeing adequate shelter to all. It also involves that land information is easily assessable to all citizens regardless of socio-economic and political differences. On top of these, equity in the land sector guarantees the provision of reasonable compensation to those whose land is taken away by the government and it places proper consideration on the interests of disadvantaged groups of the society. Municipal administrations are expected to deal reasonably and fairly with citizens by providing equitable access to land, information, and justices. In line up with these ideas, the study has examined the equitability of land service delivery in three towns of the Special Zone of Oromia Region Surrounding Addis Ababa. The following table provides a summary of the quantitative data collected from sample respondents in the study area.

Table 6.6 shows that an overwhelming number of respondents (74.5%) disagreed with the statement that describes citizens receive the same service standards independent of their political or economic status. Accordingly, the majority of the respondents believed that land service standards are not uniformly applicable to citizens. This indicates that the political and economic status of citizens affects how service standards apply. Similarly, the majority of the respondents (65%) stated that the land governance practices do not provide citizens equitable access to land. This implies that equal access to land ownership is not ensured in the study towns. However, about 24.4% of the respondents maintained a neutral opinion in this regard while 10.4% agreed that land governance in the study area promotes equitable access to land.

Table 6.6: Respondents opinion on the equitability of land service delivery

No	Measurement Items	Percentage Distribution of Respondents' Rating										Median
		Strongly Disagree		Disagree		Neutral		Agree		Strongly Agree		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Citizens receive the same service standards independent of their political or economic status	95	26.6	171	47.9	82	23.0	8	2.2	1	.3	2
		n=357					% = 100%					
2	Land governance of the town made citizens in the town to have equitable access to land	114	31.9	118	33.1	87	24.4	37	10.4	1	.3	2
		n=357					% = 100%					
3	Land governance in the town has made citizens have equal access to land information without discrimination	103	28.9	136	38.1	97	27.2	20	5.6	1	.3	2
		n=357					% = 100%					
4	Land governance of the town provides fair compensation to citizens whose land is expropriated	109	30.5	97	27.2	111	31.1	40	11.2	0	0	2
		n=357					% = 100%					
5	The interests of the disadvantaged, such as those with disabilities, and women are accommodated in the land service delivery process	62	17.4	131	36.7	130	36.4	32	9.0	2	.6	2
		n=357					% = 100%					
		n=357					% = 100%					

Source: Own Field Survey, 2018/19

Concerning access to land information, the majority of the respondents (67%) have an opinion that citizens do not have equal access to land information. This shows that making land information accessible to all citizens without discrimination in the study area is intricate. On the other hand, around 28% of the respondents are indifference to judge the situation while a minor number of them believed equal access to land information is ensured in the study area. Around 58% of the respondents disagreed and strongly disagreed that a fair compensation is given to citizens whose land is expropriated. However, about 31% of study participants are neutral on this issue while 11.2% of them agreed that a fair compensation is provided to citizens. This data informs that a fair compensation is not given to citizens who are expropriated from their land by the government.

Furthermore, the majority of the respondents 54.1% (36.7% disagreed and 17.4% strongly disagreed) admitted that the interests of the disadvantaged group of the society including disabilities and women are not appropriately accommodated in the land service delivery processes. In contrast, roughly 34% of the respondents have a neutral opinion while 9% of them agreed that the interests of the disadvantaged groups are entertained in the land governance practices of the study area. In summary, when the median value of the indicators of responsiveness of service delivery is seen, for all indicators, the media value is two. This shows the majority of respondents disagreed with the affirmative statements indicated in Table 6.6.

The qualitative data collected from key informants' substantiates the quantitative data collected from sample households. One of the key informants living in Sebeta town indicated that it is difficult to talk about equitability in the land management activities. He argued that residents of the town do not have equal access to land and land information. He held a view that service standards are also compromised based on the political and economic status of the service seekers. Similarly, a result of a key informant interview conducted with the resident of Sendafabake town reveals that equal access to land and land information is not maintained in the town. The interviewee added that the interests of disadvantaged groups of the society are not given due concern in the land service delivery. It is also mentioned that those individuals or groups who influence officials easily access to land and land information.

The result of FGDs conducted in the towns also indicative of the verity that land governance practices in the study towns weak in ensuring equal access to land and land information to citizens. One of the FGD participants in Sebeta town described

The land service delivery in the town does not ensure equitability. Citizens are served differently based on their political stand and economic status. Those individuals who maintain political loyalty to the government are provided better access to land and land information. Further, citizens who are economically capable to tempt land management and development officials can easily access land and land information. Overwhelming farmers and urban residents who are expropriated from their land face problems as the money they receive is already lost to sustain themselves in the urban environment. Most of the farmers who lost their land are now in the town working as daily laborers, compound guards, and some as beggars. I also see that let alone affirmative action, no modest consideration is given to the interests and demands of the disadvantaged groups of the society. Source: FGD Participant, Sebeta Town, 2019

However, both the heads of the Regional Legal and Policy Desk and Land Management Desk expressed in the interviews that the regional government has established frameworks to ensure that land service provision maintains equity. They further claimed that service standard manuals are prepared at the regional level and distributed to municipal administration. Both the interviewees argued that municipal land service delivery is improving in terms of maintaining land equity. They have also acknowledged that many activities have to be done to maintain equal access to land in the study area. Moreover, they admitted that the compensation given to people whose land is expropriated is utterly unfair. Most of the citizens who are expropriated of their land received a little amount of compensation and do not even know how to use the money. Hence, farmers and urban dwellers that lost their land faced economic and social crises to sustain themselves. The majority of them are displaced, despaired, and engaged in various informal activities to lead their life.

Concerning equity in the land service delivery, the Senior Policy Advisor at MoUDC mentioned that the government has designed and applied instruments to ensure equitability in urban land service delivery. However, various institutional, structural, and organizational problems limited the performance of municipal land governance. He emphasized that political leverage, corruption, land compensation standards, favoritism, land brokerage, absence of cadastre technology, and weak human resource capacities have adversely affected the efforts to ensure equity in urban land governance. A similar result is also obtained from the head of the Land Management and Development Bureau of MoUDC. He stated that land is the most important asset that everyone wanted to have and ensuring equity in the land service delivery is a complex activity at its disposal.

It can be inferred from the above quantitative and qualitative results that maintaining equity in urban land service delivery is not achieved in the study area. Citizens lack equal access to land and land information. Those individuals and groups who have greater political and economic influence take advantage of easily accessing land and land information. Besides, those who are expropriated from their land do not get adequate compensation. Even the compensation scheme adopted by municipal administration is not consistent enough. They are neither provided alternative means of sustaining themselves. Hence, they have faced economic and social problems and, are in a difficult situation to lead a sustainable life. The result is also confirmatory

that land service delivery neither accommodates the interests and demands of disadvantaged groups of the society nor provides affirmative supports to these groups.

Several studies (Transparency International, 2014, World Bank, 2012a; Misganaw, 2019; Gondo, 2011; and Dejene, 2011) have a similar conclusion with this study. For instance, Takele, Yiadom & Melesse (2014) in a study conducted at Hawassa City has found out that the land service delivery has failed to ensure equitability in the supply of urban land to citizens. Similarly, Ifa (2016) has examined the cases of Burayu and Sebeta towns of Special Zone of Oromia Region Surrounding Addis Ababa and found that land compensation given to farmers is not fair and dispossessed farmers from their subsistence with almost little compensation. Teshome (2014) conducted a study on farming communities in Lege Tafo-Lege Dadi town and found that majority of farmers around the town are dispossessed from their land with insignificant monetary compensation. Misganaw (2019) has also confirmed that the interests of disadvantaged groups of the society are not entertained in the land governance practices in the study area. In the bigger context, this is attested by Elias, (2015) as he argued, *“inadequate access to land and restrictions thereof constitute entrance and transferability barriers to enhanced economic activities thereby adversely affecting the economic development of the country.”*

From a democratic land governance perspective, ensuring equity in the land service delivery is mandatory so that the interests of both the urban residents and farmers in the surrounding area are respected. Equity in the land governance practices is also important to endorse a system where all stakeholders benefit from available land and land-related resources fairly (Dinka, Girma & Ermias, 2016). They maintained that equity is *“a way of providing equal opportunity for all to access land and land information without legal impediment or procedural difficulties”* (Dinka, Girma Ermias, 2016 p. 26). Unlike the results indicated in this study, the literature on democratic land governance shows the following.

Equitable land service delivery addresses the needs of all interest groups ...Equity is considered both in the land allocation process and in the distribution of proceeds accrued from land resources. Specifically, when compensation has been paid to land losers, all affected persons must be treated fairly. Besides, land governing institutions must put in place measures that ensure tenure security for women, other vulnerable groups, and future generations GIM International (2010, p. 2).

Furthermore, Bell affirmed that “*All people should have the same access to service and receive the same service standards independent of their political or economic status and the introduction of counter offices and a numbering system for customers’ arrival (first come first served) may achieve this objective*” (Bell. 2007, p. 16). However, existing land governance practices in the study area contradict these assumptions. Due to political and economic leveraging, the interests of some sections of the society are better served. Although one of the objectives of the land management policy of 2011 is to ensure that there is equitable distribution of urban land to low-income earners, the practices are far from achieving the stated objective. The interests and demands of women and vulnerable groups are not fulfilled. Additionally, fair compensation is not provided to people who lost their land to the government. Furthermore, rampant corruption, government compensation plan, land speculation and brokerage, and favoritism have adversely affected the equitable distribution of land and land information in the study towns.

6.2.7. Efficiency of Land Service Delivery

It is a recognized fact that urban land is a very scarce resource and requires proper governance to maximize its optimum utilization. In this view, maintaining efficiency is a primary instrument to use land resources properly. It is a vital vehicle to promote competent land service delivery and ensure economic and optimum utilization. It promotes the quality of processes for managing land while making the best use of it to meet user needs (service levels and costs). Efficiency in the land governance is measured in terms of affordability, time, and excellence of land service delivery processes. In line with this, the study has appraised the extent of efficiency of land service delivery in the study area. The following Table 6.7 indicates the summary of the opinion of respondents participated in the survey.

It is shown in Table 6.7 that an overwhelming number of the respondents 75.4% disagreed (47.9% disagreed and 27.5% strongly disagreed respectively) that the land management offices provide reasonable land service to citizens. Twenty-three percent of the respondents, however, have a neutral opinion regarding the issue. The data shows that land service provision in the study towns is unaffordable to the majority of the respondents. Moreover, the majority of the respondents (69.1%) have the opinion that the time duration for the provision of land services to service seekers is not based on the service standards. This entails that the time required to provide specific land service is not as it is specified in the service provision standard.

Table 6.7: Respondents opinion on the efficiency of land service delivery

No	Measurement Items	Percentage Distribution of Respondents' Rating										Median
		Strongly Disagree		Disagree		Neutral		Agree		Strongly Agree		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	The land governance offices provide cost reasonable land service to citizens	98	27.5	171	47.9	82	23.0	5	1.4	1	.3	2
		n=357					% = 100%					
2	The land governance office provides services based on the time specified in the service provision standard	63	17.6	148	41.5	112	31.4	33	9.2	1	.3	2
		n=357					% = 100%					
3	Land transaction registrations are conducted based on the time indicated in service standards	72	20.2	123	34.5	121	33.9	40	11.2	1	.3	2
		n=357					% = 100%					
4	The land governance office provides services based on the quality specifications stipulated in the service standard	87	24.4	138	38.7	73	20.4	57	16.0	2	.6	2
		n=357					% = 100%					
5	Citizens are contented in the efficiency of land service delivery	101	28.3	136	38.1	78	21.8	40	11.2	2	.6	2
		n=357					% = 100%					

Source: Own Field Survey, 2018/19

Concerning land transactions, the majority of survey participants (54.7%) mentioned that land transaction registrations are not conducted based on the time indicated in service provision standards. About 34% of the respondents have a neutral opinion on this issue while a minor number of them (11.5%) stated that land transaction registration services are given as per the time specified in service provision standards. Furthermore, sixty-three percent of responses indicated that land management offices provide low-quality services. About 16% of the respondents received quality services while 20.4% of them have a neutral opinion on the issue. On top of these, the vast majority of the respondents (66.4%) declared that service seekers are not content with the efficiency of land service delivery. The majority of the respondents indicated that due to time inefficiency and low-quality services, service seekers have a low agreement level. Besides, the median value for all indicators of efficiency is two and this entails that the majority of the respondents have disagreed with the assertive indicators of efficiency specified in Table 6.7.

The qualitative data collected from study participants indicate a similar result with the above quantitative result. A key informant from Gelan town stated that land service delivery is not efficient as it is supposed to be. He stated that service standards are notified on notice board to the public. However, in practice, those standards are not strictly applied. Officials provide services at their discretion than based on service standards. The informant further stated that an attractive work environment is not in offices, which is necessary to make service delivery efficient. Hence, land service delivery processes are not attractive. Similarly, a key informant interviewee from Sendafa-Bake town mentioned the following:

As to my observation, land service delivery processes in the town (Sendafa-Bake town) lack efficiency. There are service standards stated in office boards to service seekers. However, many service seekers do not easily understand those standards. The standards also lack objectivity. I do not think that the time and quality of service provision standards set in the office are derived objectively based on systematic measurement of the tasks. Hence, even those service seekers capable of understanding the standards do not receive services as it is stipulated in the standard manuals. In the majority of cases, officials serve citizens based on their discretion and rarely consider service provision standards. Thus, most of the service seekers who go to Land Management and Development Office discount the service provision standards stipulated on the notice board knowing that the real service provision condition is quite the opposite. Source: Key Informant Interviewee, Sendafa-Bake Town

Focus group discussions conducted in the study towns indicate similarity with the above results. Participants in FGDs told the researcher that land service delivery processes in the study towns are inefficient. They claimed that the time required for providing a specific land service and the quality of service is not aligned with the service standards. In the view of participants, service provision standards are not implemented objectively. The land transaction and registration process also take an extended process and in most cases, service seekers are exposed to extra costs to settle their cases amicably. They have also mentioned that although there is an appeal mechanism whereby a service seekers present complaint about the quality of services, in the majority of the cases, appealing do not solve problems. There are times that service seekers who complain come across several obstacles to have the required services. They further disclosed that an overwhelming number of residents are dissatisfied with the efficiency of service delivery processes of Land Management and Development Bureaus.

In common, from the above quantitative and qualitative results, it is possible to conclude that land service delivery lacks efficiency. It is revealed in the study that service provision standards are not properly applied. Rather, casual communications determine the time and quality of services provided to service seekers. Due to this, service seekers are exposed to additional costs and even bribes. The quality of land services is thus, low as most of the respondents who participated in the study claimed they are dissatisfied with the land services delivery of the towns.

Concerning this, many studies (Dinka, Girma & Ermias, 2016; Alemie, Zevenbergen & Bennett, 2015; Yiadom & Melesse (2014) and World Bank, (2012a) have arrived at similar findings with the above results. Elias (2015) has conducted a study on access to urban land and its roles in enhancing the business environment and concluded that land service delivery is inefficient. Similarly, Mohammedhussen (2008) has studied customer satisfaction in the land service delivery of Bishoftu town and found out that majority of the residents of the town are not satisfied with the efficiency of service delivery in the town. A study conducted by World Bank has also revealed that inefficient land service delivery is observed in most of the cities of the country.

In the framework of the democratic land governance perspective (UNDP, 2008, Mager & Wehrmann, 2002 and World Bank, 2012a), efficiency is measured in terms of citizens' satisfaction, the extent of maladministration, quality of land conflict resolution mechanisms, the efficiency of land registration systems, time, cost and procedures of accessing land (Arkofi & Whittal, 2012); Arko, 2011 and Takele, Yiadom & Melesse, 2014). Besides, according to Bell, an efficient land delivery system makes *"procedures to register property transactions should be short and simple. The fewer steps there are, the less opportunity for informal payments"* (Bell, 2007, p. 16). Similarly, GIM International asserts that *"Efficient land delivery requires to develop new ways to record and maintain the land information that ensures improved service delivery within a reasonable time and procedures for land allocation and conflict resolution should simple in application"* (GIM International, 2010, p. 2).

In this context, citizens have the ultimate privileges to receive efficient land services. This assumption reveals that land governance offices are obliged to deliver timely and quality services to service seekers as far as service seekers fulfill the necessary official requirements. In this background, inefficient service delivery processes impair the rights of citizens and increase the

dissatisfaction level of service seekers. It also makes land services unaffordable to the majority of urban residents. Inefficient land service provision further creates a service delivery process vulnerable to speculations, bribes, and various types of mischief.

6.2.8. Predictability of Land Governance Practices

As one principle of democratic governance, predictability tells us that government decisions and actions need to be realistic and stable. Applicability of decision in the real ground should be ensured to make the government trusted by the people. In the context of land governance, it is about dependability and stability of land service provision and consistency of practices with land governance policies. Predictable service delivery increases the trust that citizens have in the quality of land services. In this study, accordingly, these indicators are measured based on the opinion of respondents. The following Table 6.8 shows the frequency distribution of respondents' opinions.

Table 6.8: Respondents opinion on the predictability of land service delivery

No	Measurement Items	Percentage Distribution of Respondents' Rating										Median
		Strongly Disagree		Disagree		Neutral		Agree		Strongly Agree		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Land Management and Development offices implement land policies based on the town's context	97	27.2	167	46.8	81	22.7	12	3.4	0	0	2
		n=357					% = 100%					
2	Land governance in the town is consistent and stable	80	22.4	103	28.9	126	35.3	46	12.9	2	.6	2
		n=357					% = 100%					
3	Land governance in the town is consistent with the policy and legal frameworks	73	20.4	133	37.3	117	32.8	34	9.5	0	0	2
		n=357					% = 100%					
4	Land governance practices in the town achieve the objectives set in the policy and legal frameworks	73	20.4	137	38.4	120	33.6	25	7.0	2	.6	2
		n=357					% = 100%					

Source: Own Field Survey, 2018/19

In the above table, it is mentioned that 74% (46.8% and 27.2% disagreed and strongly disagreed respectively) of respondents disagreed that the land management and development bureau of the study towns implement land policies based on the contexts of towns. This shows that the application of land policies is not contextualized based on the distinctive context of the towns. Besides, the majority of the respondents (51.3%) have mentioned that land management

activities are not consistent and stable. Similarly, about 57.7% of them stated that land governance in these towns is not consistent with the land policies and other legal frameworks. On top of this, 58.8% of the respondents mentioned that land governance practices are far from achieving the objectives set in the land policies. The summary of respondents' opinions is also supported by the median value used to measure the central value of respondents' opinions. In this sense, the median value for all indicators set to measure the predictability of land governance is two. This means that majority of the respondents disagreed with the affirmative statements stated in the above Table 6.8

Besides, the qualitative data collected from key informants and FGDs revealed that municipal land management and development activities are not consistent with the policies of urban land governance adopted at federal and regional governments. Key informants mentioned that land governance practices observed in the towns lacked consistency and stability. There are frequent changes in urban land use planning and master plans are changed several times. FGDs participants from Sebeta town argued that the Land Management and Development Bureau of the town does not implement land policies based on the town's context. In the town, they further stated that due to lack of adequate capability and absence of committed leadership, land governance practices of the town are not consistent with existing land policies. Similarly, FGD participants in Sendafa-Bake town stressed that land governance in the municipality lacked adequate consideration of land policies. Inconsistency and instability are common in the implementation of policies and other frameworks. Hence, land governance practices in the town have failed to achieve the objectives stipulated land policies and legal frameworks. A similar idea is raised by a key informant from Gelan town. He argued that land governance of the town is unpredictable as the majority of the municipal land management and development practices are inconsistent, non-contextualized, and unstable.

From the above quantitative and qualitative data, it is possible to infer that the predictability of land governance practices in the study towns is challenging. Land service delivery is not contextualized considering the unique characteristics of each town. Neither the practices maintained consistent application of the policies governing urban land to ensure a stable system of land governance. Besides, it is found out in the study that land service delivery processes in the towns do not address the primary objectives stated in the policies of urban land governance.

In general, urban land governance practice in the study area has failed to incorporate the basic principle of democratic land governance.

The finding of this study is similar to the results arrived at by Alemie, Zevenbergen & Bennett (2015); World Bank, 2012b; Transparency International, 2014). Belachew & Aytenfisu (2010) conducted a study on the "*challenges of building sustainable land administration capacity in Ethiopia*" and mentioned that *predictability of land governance in Ethiopia is low.*” They have argued that governments need to commit themselves to establish a predictable land service delivery in urban centers. Similarly, the World Bank (2012b) has found out in its study that land service delivery activities lacked consistency and stability. Furthermore, Alemie, Zevenbergen & Bennett (2015) have conducted a study in Bahirdar city to investigate the predictability of land service delivery processes, concluded that land service provision lacked consistency with the policies, and failed to contextualize these policies in the arena of application.

Predictability of practices helps service seekers to understand what, why, when, where, and how land services are provided and the extent of consistency of the services. Gill (2009, p. 2) stated that predictability “*refers to the conduct or actions of elected officials/board members and appointed staff. It results primarily from policies, laws, regulations, and role definitions that are clear and known in advance; are fair, and consistently and effectively enforced.*” In the views of Misganaw, predictable land governance has

Become especially important in developing countries, is outdated and overlapping land regulations, weak institutions, limited accountability, and incomplete property registration systems led to insecurity in property rights and further create a fertile environment for misuse of scarce resources and corruption in the land administration activities. Misganaw (2019, p. 5).

It also provides stability of service provision through limiting unnecessary variability and ensures that service seekers receive quality services at an affordable cost (UNDP, 2008; World Bank, 2012a; and Burns & Dalrymple, 2008). However, the findings in the study towns contradict the above theoretical premises. Land service delivery is not consistent neither they are useful in achieving land policy objectives.

6.3. Statistical Test of Comparison

The study has conducted an inferential statistical analysis to test whether there is a statistically significant difference among the respondents concerning the practices of urban land governance

in the towns of Sebeta, Gelan, and Sendafa-Bake. Accordingly, a non-parametric test of the Kruskal Wallis test is conducted to test the comparison of responses among respondents. This test checks whether the medians of the three groups of the respondent from three towns are different or not. The result of the test is shown in the following Table 6.9.

Table 6.9: Mean Rank Comparison of the opinion of respondents in the three towns

Ranks			
	Town of the respondents	N	Mean Rank
Practices of Urban Land Governance	Sebeta Town	214	163.27
	Gelan Town	72	215.26
	Sendafa-Bake Town	71	189.65
	Total	357	

SPSS Output, 2019

From the above descriptive statistics, it can be seen that Gelan town seems to have a higher rating followed by Sendafa –Bake town. Moreover, Sebeta town has the lowest rating on the variables of the study.

Table 6.10: Kruskal Wallis Test Statistics

Test Statistics^{a,b}	
	Practices of Urban Land Governance
Chi-Square	14.630
Df	2
Asymp. Sig.	.001
a. Kruskal Wallis Test	
b. Grouping Variable: Town of the respondents	

SPSS Output, 2019

It is seen in the above Table 6.10 that the p-value is 0.001 with Chi-square 14.63 and Df of 2. Thus, we reject the the assumption that the population medians for the three groups of respondents in three towns are all equal. This implies that the ratings for practices of urban land governance among respondents in three towns are significantly different. Hence, to know which town has a significant difference between or among the three towns, the Mann-Whitney test of pair-wise comparison is conducted. The following table indicates the result gained from the appropriate pair-wise comparisons among the group medians using the Mann-Whitney test.

Table 6.11 Mann-Whitney test of Pair-wise Comparison

Test Statistics			
	Practices of Urban Land Governance		
	Sebeta & Sendafa-Bake Town	Sebeta & Gelan Town	Gelan & Sendafa-Bake Town
Mann-Whitney U	6494.500	5439.500	2209.500
Wilcoxon W	29499.500	28444.500	4765.500
Z	-1.833	-3.731	-1.400
Asymp. Sig. (2-tailed)	.067	.000	.162
Exact Sig. (2-tailed)	.067	.000	.162
Exact Sig. (1-tailed)	.033	.000	.081
Point Probability	.000	.000	.000
a. Grouping Variable: Town of the respondents			

SPSS Output, 2019

It is forwarded by Amstrong (2014) that the result of the Mann-Whitney test of pair wise comparison should be protected against the increased chance of a Type I error. Thus, as the number of comparisons in the study is three, Bonferonni correction is applied. In this case, the alpha value is divided into three and the corrected p-value is 0.017. The test statistics indicate that the exact p-value (2-tailed) is less than 0.017 only for Sebeta Town & Gelan Town pair comparison. Thus, respondents' rating about practices of urban land governance in Gelan Town is significantly different from that of Sebeta town. That is, the rating of Gelan Town is significantly higher than that of Sebeta Town. The significant and higher mean rank in Gelan Town is the result of the nature of urban land governance in Gelan Town. Three factors, which are discussed in section 5.3 of chapter five can also be considered here as the rationales for the variation of responses in Gela Town as compared with the remaining two towns. Besides, there is no significant difference in the rating of respondents about the practices of urban land governance among Sebeta & Sendafa-Bake and Gelan & Sendafa-Bake towns

6.4. Summary of Major Findings

The chapter has examined the practices of urban land governance in the Special Zone of Oromia Region Surrounding Addis Ababa. In doing this, it has assessed the nature of land service delivery of Sebeta, Gelan, and Sendafa-Bake towns. The chapter has presented, analyzed, and

interpreted primary and secondary data collected from study participants and pertinent documents. Accordingly, it has found out the following major results.

- i. In the study, it is found out that stakeholders' participation in the practices of urban land governance is insignificant. Due to this, the practices of land governance in the study area seldom reflect the interest and preferences of the majority of residents. Besides, as stakeholders do not actively engage in the practices of land governance, the support Land Management and Development Offices get from stakeholders is declining.
- ii. The practices of land governance in the study towns lack an adequate system of transparency. Citizens have limited access to official information regarding decisions and actions made by Land Management, and Development offices. In addition, the extent that official activities are made in a transparent process is limited due to widespread land brokerage and corruption. Citizens' engagement in scrutinizing the decisions and actions of municipal land management and development activities is thus, limited.
- iii. In the study, it is also found out that the absence of a well-functioning accountability system has hampered the effectiveness of land service delivery processes and reduced the trust of residents in the decisions and actions of Land Management and Development Bureaus. Some of the officials in the land sector are not adequately made answerable to their official decision and actions. This has paved the way for the expansion of corruption, misappropriations, and fraudulent activities in the sector.
- iv. The prevalence of the rule of law in the land governance practices in the study area is limited. It is confirmed that the rule of law does not adequately prevail in the land service provision of the study towns. As the rule of law is eroded in the land governance practices, the policies and laws governing land lose legitimacy. It also reduces the efficiency and trustworthiness of service provision activities.
- v. Land service responsiveness is not exhibited in the land service delivery of the towns. Service standards are not properly put into practice and official processes have failed to address the needs and demands of the people. Thus, absence of adequate level of service responsiveness eroded the trust citizens have in the land governance processes of the towns.
- vi. Equity in the land governance practices is not ensured in the study area. Citizens lack equal access to land and land information. Individuals and groups who have greater political and economic control easily access land and land information. Farmers and town residents

whose land is expropriated received unfair compensation. In addition, disadvantaged sections of the society do not get the adequate concern in service delivery processes.

- vii. The study pointed out that land service delivery processes are inefficient and unpredictable. Low-quality services are provided to citizens. The services are also inconsistent with existing urban land policies and laws.
- viii. Overall, the study has examined that the practices of urban land governance in the study towns failed to maintain the principles of democratic governance. In this regard, the majority of the respondents felt that the practices of urban land governance of the study towns have low performance. Such a performance is attributed to several drawbacks (see chapter nine of the dissertation).

Chapter Seven

Human Resource Capacity and Service Standards in the Special Zone of Oromia Region Surrounding Addis Ababa

7.1. Introduction

In the preceding chapters, discussions are made regarding the policies and practices of urban land governance in the Special Zone of Oromia Region Surrounding Addis Ababa focusing on Sebeta, Gelan, and Sendafa-Bake towns. The study has investigated the extent that the policies and practices are aligned with the principles of democratic governance and found out that both the policies and practices of land governance poorly integrate the principles of democratic governance. The findings of the study show that urban land policies and practices lack democratic nature. It is also acknowledged that land governance of the study towns requires reforms that pursue democratic land governance. This ensures that land is democratically managed and citizens' interests are better served.

In this chapter, the focus is on the examination of the human resource capacity and service provision standards of Land Management and Development Bureaus of the study towns. In doing this, the chapter present, analyze, and discusses the raw data gathered from households, key informants, FGD participants, and available documents and literature. Quantitative data is collected from households and it is analyzed using descriptive and inferential statistics and triangulated with qualitative data to arrive at conclusions.

Given this, the chapter is divided into four major sections. The first section introduces the chapter while the second section presents, analyzes, and discusses the data about the human resource capacity and, standards of land service provision in the study towns. The third section conducts a non-parametric statistical analysis to compare the responses of respondents concerning the human resource capacity of land management offices in the three towns. The final section provides a summary of the major findings of the study.

7.2. Human Resource Capacity and Service Standards

Human resources play central roles in the governance processes of urban land. It involves the capacity, competency, and professional integrity of the human resources found at the forefront of land service provision. The availability of competent, ethical, and professional staff in the municipal land management offices ensures the provision of effective and efficient services. Human resource aspects of land governance are the primary engine to provide services that meet the needs and interests of society. The recruitment, deployment, and retention of competent and ethical professionals thus, enable urban land governance to achieve national objectives. Moreover, it is stressed in governance literature that the achievements of land governance processes overwhelmingly depend on the competency and professional integrity of officials who deliver land services. The roles of competent human resources are paramount in ensuring the practicability of democratic governance in the land sector.

Hence, when urban land governance is discussed, examining the competency and professionalism of human resources becomes essential. In this milieu, the dissertation has studied the human resource capacity and competency, and land service standards of urban land governance in the Special Zone of Oromia Region Surrounding Addis Ababa taking Sebeta, Gelan, and Sendafa-Bake towns. In determining the capacity and competency of professionals of land governance, the researcher has measured three major variables namely; professional competency & skills of land management staff, qualities of land service delivery standards, and professional ethics of officials. In this sense, the three variables are measured using the quantitative data obtained from sample households and triangulated with qualitative data collected from key informants, FGD participants, personal observations, and available documents. Findings are then examined from theoretical and empirical perspectives to draw a valid conclusion. The following sub-sections present the data presentation, analysis, and interpretation based on the three variables stated in the above.

7.2.1. Professional Competency of Human Resource

Human resource is an integral part of the land governance process as it considerably shapes and determines the method, qualities, and overall performance of public service delivery. The way it is structured and its substantive competency is the most important element to understand how far it is capable of delivering efficient and effective services to citizens. In this regard, professional

competency and integrity of land governance are considered essential in measuring the human resource capacity of Municipal Land Management and Development Offices. Professional competency and integrity of government officials greatly shape the quality and manner of land service delivery. It also determines the performance of land sector governance thereby affecting the level of service satisfaction, which citizens derive. Similarly, urban land policies in Ethiopia stress that the development and deployment of competent and determined professionals is an essential component of municipal land service delivery.

In line with this, the study has analyzed the professional competency of officials who work in the land sector of the study towns based on six major indicators. It is measured based on the indicators of professional qualification (World Bank, 2015 and MoUDHC, 2013), skills, experiences, and independence of officials working in the land governance offices (World Bank 2012b, World Bank 2015; MoUDHC, 2013; and Deininger, Selod & Burns, 2012). The analysis is made based on the quantitative and qualitative information collected from different sources and then the result is triangulated with relevant literature. To this end, the researcher has first made the presentation and analysis of quantitative data collected from sample households. The summary of the data is presented in the following Table 7.1.

As it is indicated in Table 7.1, the majority of the respondents (68.8%) mentioned that employees working in the Land Management and Development Offices do not have the required level of academic knowledge that enables them to perform their official duties properly. About twenty-five percent of the respondents maintained a neutral opinion while minor of them (around 7%) agreed and strongly agreed that employees have sufficient academic knowledge. It is also indicated in the table that more than 57% of the opinion of the respondent disagreed and strongly disagreed with the assertion that employees have the required skills to perform their duties. These imply that majority of the respondent believed that employees of Land Management and Development Offices do not have adequate knowledge and skills to perform their official tasks.

Similarly, about 53% of the respondents disagreed with the statement that employees have professional independence in their work while about 36.1% of them held a neutral opinion. On the contrary, 19.8% of the respondents agreed and strongly agreed that officials working in the land management offices maintain professional independence. With regards to the training of employees, more than 56% (19.6% strongly disagree and 35.6% disagree) of survey participants

indicated employees do not get appropriate training to improve their professional competency while about 15% of the opinion of respondents showed the opposite. The remaining respondents held a neutral opinion.

N O	Measurement Items	Percentage Distribution of Respondents' Rating										Medi
		Strongly Disagree		Disagree		Neutral		Agree		Strongly Agree		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Employees have a required level of academic knowledge that meet their duties	75	21.0	167	46.8	91	25.5	22	6.2	2	.6	2
		n=357 %=100%										
2	Employees have the required skills to perform their duties	96	26.9	108	30.3	82	23.0	68	19.0	3	.8	2
		n=357 %=100%										
3	Employees have professional independency in their work	86	24.1	104	29.1	129	36.1	35	9.8	3	.8	2
		n=357 %=100%										
4	Employees get appropriate training to improve their professional competency	70	19.6	127	35.6	106	29.7	52	14.6	2	.6	2
		n=357 %=100%										
5	Employees have an adequate understanding of their job descriptions	83	23.2	139	38.9	111	31.1	23	6.4	1	.3	2
		n=357 %=100%										
6	Employees have the required professional experience and faculty to respond to the demands of service seekers	76	21.3	155	43.4	74	20.7	47	13.2	5	1. 4	2
		n=357 %=100%										

According to the above table, sixty-two percent of the respondents believed that employees lack adequate expertise in their job descriptions, which guide their regular tasks. However, 31.1% of the respondents maintained a neutral opinion while about 6% of them supported the view that employees have good knowledge of their job description. An overwhelming number of respondents 64.7% disagreed and strongly disagreed (21.3% and 43.4% respectively) that employees in the land management office have the required professional experience to respond to the demands of citizens. On the contrary, a minor number of survey participants (14.6%) agreed and strongly that employees have a good professional experience that helps them perform official duties efficiently.

The opinion of respondents indicates that the majority of the employees in urban land management offices lack an adequate level of professional competency, expertise, experience, and independence in performing their official duties. It is also pointed out by the majority of the respondents that adequate training is not given to employees. In support of the above quantitative results, a median score of two is calculated for all of the six indicators used to measure the professional competency of the human resources. This indicates that the majority of the respondents have disagreed with the declarative indicators presented in Table 7.1.

The qualitative data collected from key informants in Sendafa-Bake and Gelan towns indicate a comparable result. These informants mentioned that the professional competency of employees is not up to the standard. The majority of the employees lack an adequate level of expertise, skills, and experience essential to carry out their daily tasks. They further stated that employees do not get adequate training that improves their professional caliber. The key informants have also addressed that employees lack sufficient independence in their official routine. Political intervention influences the official operation of employees. It is stated in the interviews that employees are commonly required to be loyal to the terms of politicians to get promotion in the land management offices. In this view, the key informant interviewee from Sendafa-Bake Town described the case as follows:

Some of the employees join municipal land management and development offices through employment modalities that accommodate political loyalty and nepotism. Besides, there is a high rate of employees' turnover in the majority of the municipalities due to the nature of the sector. Some of the employees join the sector to seek private advantage while others inadvertently or for the sake of serving the society. However, all groups of employees tend to leave the office within a short period. Understandably, those employees, who join in search of private advantage, leave the office in fear of sudden politically motivated measures of the government, which might be taken, as they are involved in the land corruption, bribery, and mischief. On the contrary, those employees who join the sector accidentally or for the sake of serving the community, become afraid of the system that is wrapped up by corrupt and maladministration hence, leave the office as soon as they get a chance. Source: Key Informant Interviewee, Sendafa-Bake Town, 2019

Similarly, FGD participants in Sebeta town stated that the majority of the employees in the Land Management and Development Office are young graduates and do not have the required level of professional expertise. They mentioned that in the majority of cases, these graduates are nominated by regional party office based on their pro-government political view while they are

in universities and send to municipal administrations as soon as they graduate. Due to this reason, the majority of the employees do not perform their official duties efficiently.

In similar words, FGD participants from Sendafa-Bake town pointed out that the majority of the employees are assigned to Land Management and Development Office through nepotism, favoritism, and political loyalty. Participants believed that since the primary vehicles of employment in the land sector are political loyalty, and nepotism, the professional independence of employees in official decisions and actions is not ensured. They further declared that employees rarely acquired training that helps them upgrade professional competency and capabilities. However, frequent political training is given to employees, which is aimed at ensuring the political loyalty of employees.

Likewise, the head of the Land Management and Development Bureau of MoUDC stated that administrative, political, and legal obstacles limited the extent of professionalization of land governance in most of the municipalities in the country. He said that although the federal government provides training to upgrade the professional competency of employees of regional governments and municipalities, little has been achieved thus far. He described that land governance in most of the municipalities found in the study towns is associated with a high degree of corruption and misappropriation. In these municipalities, land corruption is rampant and government legal measures are not as effective as they are supposed to be. In his own words;

It is seen that those corrupt employees are not the primary liabilities for the deterioration of service quality and corruption observed in the land sector. Corrupted employees systematically establish a vertical chain that helps them consolidate their corrupt system within the hierarchy of the government. The corrupt system protects fraudulent officials as long as they remain in the land sector. They have also predetermined exit strategies if government corrective measures become rigorous. However, there are times that those employees who try their best to serve the community become the victims of the government's corrective measures. This is due to the reason that the corrupt system does not give them protection and the sector is very suitable to defame and accuse one another easily. In general, as the land sector is prone and suitable for corruption, misappropriation, and bribery, various challenges limit the extent of professionalization of the sector. I believe that a well-synthesized and holistic approach to human resource professionalization is important to alter existing anomalies and thereby making land governance efficient and effective. This way, it is also possible to combating corruption and other forms of misappropriation, which are endemic to the sector. Source: Key informant interview conducted with the head of the Land Management and Development Bureau of MoUDC

On the contrary, the head of the Land Management and Development Bureau of Sebeta town stated that employees in the land office are professional and capable of serving the community. Similarly, the head of a similar office in Gelan town declared that employees are professional and provide quality services to citizens. This argument is also supported by the Team Leader of the regional Urban Land Management Bureau. She stated that the majority of the employees in the urban land sector are professionals and have the required academic competency, skills, and experience. She has also acknowledged that there are minor cases that professional competency and independence of employees are questioned.

In sum, the researcher argues that despite counter-arguments raised by the Team Leader of the regional Land Management Bureau and heads of Municipal Land Management and Development Bureaus, the reality on the ground is different. Respondents drawn from the community revealed that the majority of the employees in the land management offices lack an adequate level of professional competency and integrity. In place of frequent political training, employees have also required to getting professional training, which can improve their competency and merits. The professional independence of employees is also spoiled as political loyalty and nepotism shape the interaction between political leaders and employees. This, in turn, adversely affects the daily official routine and performance of land management and development offices. On top of these, widespread corruption, misappropriation and other forms of fraudulent activities have further deteriorated the extent of professionalism in the land governance system.

The above findings are similar to the results of studies conducted by Dinka, Girma & Ermias (2015), Elisa (2019), World Bank (2015); Moges (2016); Jemal (2019), and Fitsum (2016). Dinka, Girma & Ermias (2015) have identified a shortage of professional staff in the Shanbu Land Management and Development Office. They found out that there is a lack of adequate professionals capable of delivering quality services to citizens. Furthermore, Shimels (2016) and Abdissa (2019) mentioned that land governance in Akaki-Kaliti Sub-City of Addis Ababa and Nekemte cities lack competent, capable, and caliber professionals respectively. This is further complicated as land governance processes of the cities are susceptible to corruption and misappropriations. Similarly, Fitsum (2016) conducted a study on Mekelle municipality and found out that the land management and development bureau lack adequate professional employees in terms of knowledge, skill, and experience.

FDRE (2011) and World Bank (2015) pointed out that the absence of adequate professionalism in human resources affected the efficiency and effectiveness of land service delivery in Ethiopia. Accordingly, the absence of adequate professionally competent staff made the efforts to democratize land service delivery handicapped. Theoretically, it is also a confirmed contemplation that the absence of professional staff in the public sector significantly limits the efficiency and effectiveness of the service delivery process (Jones, Clench & Harris, 2014 and Deininger, Selod & Burns, 2012). In line with the above theory, Alemie, Zevenbergen & Bennett (2015, p. 16), stated that

Human resources are implementers of policies and laws: the achievement of the desired goals of policies and laws is entirely dependent on the competency of human resources. Besides, human resource is crucial for the sustainability of systems such as cadastral and land administration systems.

Moreover, Magel & Wehrmann stressed that employees in the land management offices should also be "*capable of [formulating and implementing] participatory, flexible, and innovative approaches, that integrate the local formal and informal land and service delivery systems*" (2002, p. 6).

These results assert that land governance institutions and offices need to revise existing human resource strategies and pursue institutionalization of professionally capable and competent human resources to establish efficient and responsive service delivery programs. Professional employees acquainted with the required expertise, skill, and experiences are required to improve service delivery processes. From this viewpoint, it can be possible to draw that the human resource capacity of the Land Management and Development Bureau needs to be built along the line of meritocracy.

7.2.2. Professional Ethics of Human Resources

In public sector governance, professional ethical standards seek to address the fundamental issues relating to public service delivery and they are prerequisites for effective functions of government. These ethical standards are moral standards determined and applied to evaluate the decisions and activities of government officials as right or wrong. The standards prescribe what public servants ought to do and do not do in official routine. In this sense, the standards underpin the extent of public trust in the government and serve as the keystone of democratic governance. In recent years, Ethiopian public sector governance has witnessed an increasing concern to value

ethical standards in the operations of government offices. In this context, it is very common to observe certain ethical principles stipulated on the wall of government offices, rooms, and notice boards hoping that the standards shape and guide the behaviors of government officials. These principles are thought to govern the ethical aspect of the public service delivery process despite their low expediency.

In line with this, the study thus analyzed the views and opinions of respondents in the study towns to understand the practicability of professional ethical codes of conduct in service delivery processes. The following Table 7.2 shows the summary of quantitative data collected through a household survey. In the table, it is shown that the majority of the respondents (68.7%) disagreed with the statement that employees perform their official duties with a sense of integrity. Nineteen percent of the respondents have a neutral view while about 12% of them agreed that employees perform their duties with a sense of integrity. This implies that employees lack an adequate sense of integrity in the service delivery processes.

Table 7.2: Professional Ethics of Human Resource

N o	Measurement Items	Percentage Distribution of Respondents' Rating										Medi
		Strongly Disagree		Disagree		Neutral		Agree		Strongly Agree		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Employees perform official duties with a sense of integrity	153	42.9	92	25.8	69	19.3	42	11.8	1	.3	2
		n=357					% = 100%					
2	Employees perform their official duties being confidential of official secrets	105	29.4	126	35.3	72	20.2	54	15.1	0	0	2
		n=357					% = 100%					
3	Employees treat all citizens equally irrespective of the background of service seekers	145	40.6	93	26.1	80	22.4	38	10.6	0	0	2
		n=357					% = 100%					
4	Employees serve the interests of citizens in a considerate manner	153	42.9	95	26.6	50	14.0	57	16.0	2	.6	2
		n=357					% = 100%					
5	Employees perform their duties with a sense of stewardship	117	32.8	135	37.8	84	23.5	20	5.6	1	.3	2
		n=357					% = 100%					
6	Employees perform their duties based on established ethical standards and procedures	146	40.9	127	35.6	78	21.8	6	1.7	0	0	2
		n=357					% = 100%					

Source: Own field survey, 2018/19

Besides, about 15.1% of the respondents have the opinion that employees perform their official duties being confidential on the official secrets while the majority of them disagreed and strongly disagreed with the assertion 64.7% (35.3% and 29.4% respectively). The remaining 20.2% of the respondents held a neutral view. In this regard, the absence of confidentiality in official operation of employees affects public trust negatively and reduces government legitimacy in the land service delivery. Moreover, more than 66% of the respondents believed that employees lack the spirit of equal treatment of service seekers irrespective of the background of the service seekers. From the viewpoint of the majority of the opinion, it is possible to infer that the service delivery process conducted by employees is discriminatory. It privileges some of the service seekers while it disfavors others based on the personal backgrounds of service seekers. About 22.4% of the respondent maintained a neutral view while the remaining 10.6% are in support of the view that officials involved in the land service delivery processes maintain equality of service seekers.

Similarly, around 69.5% of the opinion of respondents disagree that employees of the Land Management and Development Bureaus serve the interests of citizens benevolently. The remaining 14% and 16% of the respondents have a neutral view and agree that employees are considerate in the land service delivery respectively. This result shows that employees are not such empathetic to service seekers' causes despite the ethical standard of service requires of them *inter alia*.

Concerning the planning and management of office resources, an overwhelming number of respondents (70.6%) believed that employees do not perform their duties with a sense of stewardship while a minor number of respondents (1.7%) argued on the contrary. On the other hand, about 21.8% are neutral on the matter. This data shows a preliminary insight concerning the inefficient planning and management of office resources in the land governance of the study towns. Similarly, more than 76% of the respondents disagreed with the assertion that employees perform their duties based on the established ethical standards and procedures while about 22% of them maintained a neutral opinion. The above quantitative result is also supported by the median score calculated for each indicator shown in Table 7.2. The median score for all indicators is two suggesting that the majority of the respondent disagreed with the declarative indicators mentioned in the same table.

As the above quantitative data shows, the majority of the respondents have the opinion that professional ethical principles are not properly applied in the land service provisions. Equally important, the qualitative data collected from key informants and FGDs participants in the study towns showed similar results. Accordingly, a key informant from Sendafa-Bake town emphasized that employees have inadequate stamina to apply professional ethical principles in the land service delivery. He stressed that although the majority of the employees have a good understanding of the values of professional ethical principles, oddly enough, they are reluctant to apply the principles in service delivery processes. He added that the principles are commonly found in walls of offices although they serve paper value.

A similar idea is raised by a key informant from Gelan Town. According to the interviewee, it has been a common practice that land governance offices print the codes of conduct on notice boards, the wall of offices, office manuals, and other places. However, in practice, the majority of the employees more often than not disregard the values of professional ethical codes of conduct in service delivery processes. The informant argued that these codes have little value in the actual service delivery processes. In conclusion, the informant mentioned that although employees are required to show integrity, compassion, stewardship, and impartiality in the land service delivery processes, the practicability of these principles is limited.

Similarly, FGD participants in Sebeta and Sendafa-Bake towns mentioned that the application of the professional ethical codes of conduct is discouraging. Despite the importance of the ethical principles in shaping the behavior and actions of employees and thereby improving the quality of services, officials typically give little concern for ethical codes. One of the FGD participants from Sebeta town mentioned that employees of Land Management and Development lack the commitment to follow the ethical codes of conduct. The opinion of the participant is quoted in the following paragraph

It is observable that professional ethical codes of conduct are notified hither and thither in the Land Management and Development Office of the town. However, I do not see that employees have adequate wisdom and commitment to apply the codes in service delivery processes. For me, these ethical codes solely serve paper value as a few employees apply them properly. Besides, I feel that office leaders do not monitor the right application of the principles in the service delivery processes. In addition, service seekers also lack the courage to claim the proper application of these codes of conduct. Source: FGD Participant, Sebeta Town, 2019

However, the head of the Land Management and Development Bureau of Sebeta town disagreed with the opinion of key informants and FGDs participants. He argued that the majority of the employees in the land management office rigorously apply the ethical codes of conduct. He added that service seekers might have faced inconveniences in service delivery. However, it is due to work overload and inadequate human resources in the office. He further stated that the office provides continuous training and follow-ups on the inclusion of ethical principles in land service delivery.

The Team Leader of Land Management Desk of Oromia Region Land Management and Development Bureau, on the other hand, admitted that the regional bureau receives complaints from citizens about the behaviors of some of the employees land management office on different occasions. She mentioned that the regional bureau has also collected complaints from service seekers when it conducts monitoring and follow-ups on the performance of municipal land management offices. She further stated that the regional bureau provides training and workshops to municipal land management and development employees at different times to fill the gaps and inculcate the values of professional ethical codes of conduct. However, she acknowledged that little improvement has been achieved in this regard hitherto.

The same idea is raised by the head of the Land Management and Development Bureau of MoUDC. He explained that there are problems that are observed in the application of ethical codes in the municipal land service delivery system. He stressed that much has to be done by the joint efforts of federal, regional, and municipal land management offices to ensure the best practices of these codes. He has also called upon the local, regional, and national stakeholders to strengthen their roles in supporting the government on the consolidation of ethical service delivery processes.

Overall, it is found out in the study area that the application of professional ethical codes of conduct in land service delivery has little achievement. Employees do not adequately follow-up ethical principles in the land service delivery although they know the codes of conduct. From the opinion of the majority of the respondents, it is seen that employees in the land management and development offices lack an adequate level of integrity, impartiality, and compassion. Official secrets are also easily accessible as there are employees who sell out official information for the sake of achieving personal gain. Additionally, it is expected from employees that scarce resources be used in a planned and well-managed manner. However, it is

identified in the study area that there are problems in the efficient utilization of official resources. To sum up, the majority of the opinions collected from study respondents confirmed that employees have little concern for the values of professional ethical codes of conduct in the land service delivery processes. This significantly reduces the efficiency and responsiveness of employees. In turn, the poor ethical performance of employees paves a way for the expansion of corruption, misappropriations, and abuse of powers that culminates in bad land governance.

Amundsen & Andrade (2009); Tiruneh & Ayele (2018); Cavegard (2016) and Moges (2016); and Gilman (2005) pointed out that public service delivery incorporates ethical codes of conducts that facilitates the provision of quality services to citizens. According to Gelaye (2018), codes of conduct serve as the working principles of public sector governance. In the words of Magel & Wehrmann (2002, p. 10), *“codes of conduct, promotes an ethic of service to the public by putting into place adequate moral standards for public servants, creating public feedback mechanisms, providing access to information (on land (management)) and the like.”* The need for professional ethical codes of conduct arises from the nature of interaction that exists between and among actors in public service delivery. According to Amundsen & Andrade,

Administrators and bureaucrats cannot avoid making decisions, and in doing so, they should attempt to make ethical decisions. Administrators have discretionary powers that go beyond the manuals, orders, job descriptions, and legal framework of their position and duties, and professional ethics will have to come in as guidelines, in addition to the formal regulations (Amundsen & Andrade, 2009, p. 5)

The essentiality of these principles is unquestionable in urban land service delivery as the sector is battered by rampant corruption, misappropriations, and rent-seeking behaviors. Hence, proper inclusion of professional ethical standards in the land governance processes is an indispensable aspect of the overall urban governance endeavors. The urban land management policy has also emphasized the importance of these principles to make land service delivery responsive to the interests and demands of the public (MoUDHC, 2013).

Hence, to build public trust, and legitimacy, government agencies need to strengthen the ability of employees to be committed, impartial, confidential, and responsive to the needs and interests of citizens. A study conducted by Gelaye (2018) on selected bureaus of the Oromia Region stressed that employees should be efficient in the planning and management of office resources. On the other hand, for Abdissa (2019), the absence of ethically capable professionals in the land service delivery exposes land governance processes to corruption and misappropriations.

Similarly, Cavegard (2016) argued in his study that ethical codes of conduct add values to the consolidation of democratic land governance in the sense that these codes make land service delivery responsive to the needs and wants of citizens. However, ethically ill human resources eventually erode public trust and lead to the tragedy of bad land governance.

7.2.3. Land Service Delivery Standards

Service provision standards are the backbones of efficient, effective, and sustainable land service delivery. These standards generally regulate the quantity, quality, and time of services delivered to citizens. Standards define the nature of service to be given, the time to be taken to deliver that particular service, the responsible office for delivery of the service, the requirements to be fulfilled by service seekers, and complain and appeal handling mechanisms. Service provision standards are stipulated guidelines that outline the processes of service delivery by specifying the requirement to be performed by both government agencies and service seekers. Similarly, it is known that service provision standards serve the basic objectives that land sector governance aspired to achieve. In general, in the context of land governance, service standards describe the objective measurements help to determine the quality of services delivered by Land Management and Development offices.

In this study, the merits of land service standards are appraised based on the ratings of respondents against seven indicators derived from literature. These indicators include proper applications of rules and regulations; availability of mechanism to provide suggestions, impartiality of service standards, availability of job descriptions; standardized complaint handling system and clear organizational structure and processes, and others. The following Table 7.3 shows the summary of the percentage, frequency, and median distribution of the opinion of the respondents.

In the following table, it is indicated that the vast majority of the respondents (78.7) disagreed and strongly disagreed with the statement that procedures stipulated in service provisions standards are applied properly in the study towns. However, about 14% and 7% of them are neutral and agreed with the issues indicated in the above respectively. This dictates that the procedures defined in the land service standards are not appropriately applied in the service delivery processes. Besides, the majority of the respondents (about 56%) opposed the view that there is a clear organizational structure and processes that promote effective land service

delivery. On the other hand, only 8.7% of the responses agreed that there is a clear organizational structure and processes while about 35% of the respondents held a neutral view.

Table 7.3: Land Service Delivery Standards

N o	Measurement Items	Percentage Distribution of Respondents' Rating										Medi
		Strongly Disagree		Disagree		Neutral		Agree		Strongly Agree		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Procedures stipulated in service provisions standards are applied properly	91	25.5	190	53.2	51	14.3	24	6.7	1	.3	2
		n=357					% = 100%					
2	There is a clear organizational structure & processes that promote effective land service delivery	70	19.6	131	36.7	125	35.0	30	8.4	1	.3	2
		n=357					% = 100%					
3	Employees of Land Management and Development Offices have clear job descriptions	80	22.4	150	42.0	108	30.3	18	5.0	1	.3	2
		n=357					% = 100%					
4	Service delivery standard provides a clear mechanism to take suggestion from service seekers on the performance of service delivery	90	25.2	104	29.1	123	34.5	38	10.6	2	.6	2
		n=357					% = 100%					
5	There is a standardized complaint handling system which serves citizens	97	27.2	116	32.5	101	28.3	42	11.8	1	.3	2
		n=357					% = 100%					
6	Service provision standard set the time taken by officials to give land services	93	26.1	151	42.3	91	25.5	21	5.9	1	.3	2
		n=357					% = 100%					
7	Land service delivery standards serve citizens objectively	103	28.9	115	32.2	101	28.3	36	10.1	2	.6	2
		n=357					% = 100%					

Source: Own field survey, 2018/19

Sixty-four percent of the respondents disagreed with the statement that employees of Land Management and Development Offices have a clear job description about their work while about 30.3% of them are neutral. In contrast, only 5% of the responses agreed with the assertion indicated in the above table. The absence of a clear job description has affected the proper functionality of land governance offices and, jeopardizes the day-to-day routine of employees. Similarly, 54% of the respondent felt that the service delivery standards do not provide a clear mechanism to take suggestions from service seekers on the performance of service delivery while about 34.5% of them have a neutral idea. Besides, the majority of the respondents (57.7%)

believed that land management and development offices lack a standardized complaint handling system that serves citizens. In comparison, only a minor number of respondents agreed that there is a well-functioning complaint handling system while about 28% held a neutral opinion. This means that the land service delivery system lacks an appeal mechanism whereby service seekers present their complaints.

Besides, 68.4% of the respondents (26.1% and 42.3% strongly disagreed and disagreed respectively) thought that service provision standards do not set the time taken by officials to give land services while about 25.5% of them have a neutral view. Likewise, about 61% of the responses showed that service delivery standards do not maintain impartiality. In contrast, 10.7% of the respondents agreed that there is an objective application of service provision standards. Twenty-eight percent of the respondents have a neutral opinion on the issue. This result is similar to the result found in the sub-section 5.2.7 of chapter five of the study. Land service provision is discriminatory based on the political and economic status of service seekers. On top of these results, the median score of (2) for all indicators shows that the majority of the respondents have disagreed with the positive statements indicated in the above Table 7.3.

The results of the above quantitative data are supported by the qualitative data collected from key informants and FGD participants. In this regard, the key informant interview conducted with the resident of Sendafa-Bake town revealed that although there are land service standards, they are not properly communicated to service seekers. He added that in Sendafa-Bake town, neither land service provision standards are properly applied nor service seekers have a mechanism to appeal about the quality of service they receive. Moreover, the interviewee stated that the existing complaint handling system is not functional, and in most cases, officials perform their routine official activities regardless of their job description. Similarly, the key informant interviewee from Gelan town mentioned the following points

Recently, I observed that the Land Management and Development Bureau of the Town has erected a notice board in the compound and publicizes information about service provision standards on the board. However, the majority of service seekers does not either see the notice board or ignore what is noticed. Additionally, service seekers are aware of the fact that service provision standards stipulated in the office are not applied appropriately. Officials do not serve citizens based on stipulated service standards and most of the time they pay no attention to their job description. Due to a huge number of service seekers, ideal service standards, inconvenience of the workplace, the involvement of land brokers in official activities, extended hands of unofficial liaisons (‘ጉዳይ አስፈፃሚ’), and other various factors

contributed to the fragmentation of land service provisions in the town. It is also visible in the offices that complaint-handling mechanisms and suggestion boxes are not properly functioning. Thus, I believe that land service standards are not neutral in the context of Gelan town. Source: Key Informant Interviewee, Gelan Town, 2019

Similar to the views of the key informants, FGD participants described that the application of land service standards is limited. Most of the participants agreed that service standards are noticed to service seekers for representational purposes. The majority of the service seekers have also the understanding that service provision standards are applied subjectively. Similar services are provided differently to different service seekers depending upon the nature of services demanded, the politico-economic status of service seekers, the personality of officials who host the service seekers, commitment of the leadership, personality of the service seekers, and other factors. Participants of FGDs stressed that the quality and time required to get services are not depending on the established service provision standards. In most cases, service seekers' complaints are not addressed, as complaint-handling mechanisms are not properly functioning.

Regarding land service standards, the Senior Policy Advisor at Federal MoUDC told the researcher that there are consistent service provision standards designed by the ministry and disseminated to all regional governments and city administrations. He stressed that the standards are objectively designed and believed to serve efficiently. However, he admitted that the ministry has identified various problems in the practicability of the standards in most of the municipal land governance offices. Problems are identified during monitoring and supervisory visits. He further stated that the ministry has no legal authority to intervene and correct the deficiencies identified in municipal land management and development offices regarding the application of service standards. He added that municipal offices are accountable to regional governments and the ministry has advisory roles to the regional and municipal governments to correct administrative deficiencies.

Similarly, the Team Leader of Land Management of the Regional Land Management and Development Bureau stated that there are shortcomings in the applications of service standards in the urban centers. She acknowledged that municipal land management and development offices are not adequately operating based on service standards disseminated from federal and regional governments. She told the researcher that various flaws are reported during monitoring programs the regional bureau has conducted on municipal land management and development

offices. However, she stressed that almost all of the municipalities found in the Special Zone of Oromia Region Surrounding Addis Ababa are directly accountable to the regional president's office. Hence, the regional land management and development bureau have a horizontal communication with municipal land management and development bureaus. Thus, it does not authoritatively enforce corrective modalities on municipal land governance practices.

She concluded that the office notifies municipalities and the regional president office about the deficiencies and bottlenecks identified regarding service provision standards during monitoring programs. She addressed that taking corrective actions is the vested to regional president's office and/or municipalities. However, it is confirmed in the key informant interviews conducted with residents that although some corrective activities are conducted by the regional government to resolve the problems mentioned above, little has been achieved so far. On this account, the researcher has also conducted a personal observation in three towns to examine the applicability of service delivery standards. It is thus identified in the observation that service delivery standards are not properly communicated to citizens. Notice boards are not put in visible locations. Besides, the researcher observed that there is an inadequate organizational structure and processes that promote effective applicability of service standards.

Suggestion boxes are set in inappropriate locations and appeared that boxes are not opened for a long period. It is also attested during key informant interviews that service seekers are frequently complaining about the deviation of official performance in service delivery from the standards set. The complaint-handling system is also found unresponsive to the needs of citizens. On this point, the federal urban land management policy and regionally adopted regulations and directives confirm that there are administrative, political, and legal backdrops in the formulation and implementation of service standards. These policy and legal documents further urge that a competent structure and service delivery standards need to be established, although little has been improved hitherto.

In general, it is found out in the study that the application of land service standards have low performance in the study towns. Although there are organizational structures and processes, it is not effective in promoting adequate land services to service seekers. Besides, it is revealed in the study that the complaint-handling system is not properly in place as it is supposed to be. In this case, the researcher has also confirmed that service seekers who have complained about the

ineffectiveness of the system are those who suffer further as officials mark them as complaints. In the study towns, suggestion boxes are prepared to collect suggestions, comments, and questions from service seekers on the performance of service delivery. However, it is observed that these boxes are not opened for a long time and the comments and suggestions service seekers provided are not reviewed by offices yet. Hence, municipal land governance offices fail to correct observable deficiencies.

It is also assessed that employees of land management and development offices have no clear job descriptions about their duties. This further complicates the accountability of officials and makes the service delivery process unresponsive to the interests and demands of service seekers. It has also paved a way for conflict of interests, misappropriation, mischief, and corruption observed in the land governance processes of these towns. On top of these, the service delivery standards lack impartiality in serving citizens. For those who are politically loyal to the regime, economically strong individuals, land speculators & brokers, and influential individuals; service standards are objectively applied. However, citizens who are politically resistant, economically deprived, and socially disadvantaged are under-served. This indicates the application of service standards lacks objectivity and has a discriminatory effect on certain segments of society. Thus, standards serve subjective purposes. The findings described in the paragraph shows that land service provision standards are not appropriately applied.

The above findings are similarly attested by the study conducted by Alemie, Zevenbergen & Bennett (2015); World Bank (2012b); Dinka, Girma & Ermias (2015); MoUDHC (2014), and Mhrtey (2016). According to Dinka, Girma & Ermias (2015), land service provision standards are not practically implemented in the Shanbu town of Oromia Region. They have found out that service standards are beneficial only to those groups and individuals who have close contact with the officials working in the land management and development offices. Similarly, Ashenafi has conducted a study on Addis Ababa City focusing on Yeka Sub-City and mentioned that land service delivery standards lack clear and objective applications. He declared that the land governance process of the municipality is not in line with the standards stipulated by the city administration. He argued that the discriminatory and subjective application of service standards has exposed the service delivery process to corruption and bribery. The findings of the above studies are also similarly attested by studies conducted by World Bank (2012a), MoUDCH (2011), and Bennett & Alemie (2016).

In summary, the findings discussed so far indicate that land service standards in the land governance process of the study towns lack expediency and objectivity. In the majority of the cases discussed in the above, service standards apply in a discriminatory manner. Political affiliation, wealth, social capacity, and other personal/group characteristics determine the way service standards are applied. In light of this, the researcher stresses the need for a better articulation of standards based on the actual planning capacity and performance of local governments. The level of commitment of political leadership, the professionalism of human resources, awareness of citizens, and the availability of adequate inputs therein in the Land management and development bureaus determine the practicability of these standards.

The absence of efficient and effective service delivery standards affects the nature of land governance. As Jones, Clench & Harris (2014), Takele, Yiadom & Melesse (2014), and Alemie, Zevenbergen & Bennett (2015) indicated, efficient service standards help to maintain democratic land governance. Magel & Wehrmann (2002) stressed that democratic land governance requires the development of clear and simple service provision standards including cadastre system, land registration mechanism, land transaction, land valuation, and taxation. It also facilitates the satisfaction of citizens in service delivery performance of municipalities thereby increases the legitimacy of land governance.

7.3. Statistical Test of Comparison

To see the variation in responses of respondents concerning the human resource capacity and service standards of the study towns, statistical tests are conducted. The following section briefly discusses the test results regarding whether there is statistically a significant difference among the opinion of respondents concerning the human resource capacity and service standards in Sebeta, Gelan and Sendafa-Bake Towns. Accordingly, a non-parametric test of the Kruskal Wallis test is conducted to compare respondents opinions. This test determines whether the medians of the three groups of the respondent from three towns are different or not. The result of the test is shown in the following Table 7.4.

Table 7.4: Mean Rank Comparison of the opinion of respondents in the three towns

Ranks			
	Town of the respondents	N	Mean Rank
Human resource capacity and land service provision standards	Sebeta Town	214	162.74
	Gelan Town	72	213.53
	Sendafa-Bake Town	71	193.00
	Total	357	

SPSS Output, 2019

It is seen from the above table that Gelan town seems to have a higher rating followed by Sendafa-Bake town. However, Sebeta town has the lowest rating on the variables of the study. This shows that respondents from Gelan town have provided higher ratings than the remaining towns regarding the human resource capacity and service provision standards.

Table 7.5: Kruskal Wallis Test Statistics

Test Statistics^{a,b}	
	Human resource capacity and service standards
Chi-Square	14.710
Df	2
Asymp. Sig.	.001
a. Kruskal Wallis Test	
b. Grouping Variable: Town of the respondents	

SPSS Output, 2019

It is shown in the above Table 7.5 that the p-value is 0.001 with Chi-square 14.71 and Df of 2. Therefore, the population medians for the three groups of respondents in Sebeta, Gelan, and Sendafa-Bake towns are not statistically equal. This suggests that the ratings of respondents regarding the human resource capacity and service standards in three towns are significantly different. Thus, to identify the significant differences observed among the three towns, the Mann-Whitney test of pair-wise comparison is conducted. The following table indicates the test result gained from the appropriate pair-wise comparisons among the group medians using the Mann-Whitney test.

Table 7.6 Mann-Whitney test of pair-wise Comparison

Test Statistics			
	Human resource capacity and service standards		
	Sebeta & Sendafa-Bake Town	Sebeta & Gelan Town	Gelan & Sendafa-Bake Town
Mann-Whitney U	6346.500	5474.000	2299.500
Wilcoxon W	29351.500	28479.000	4855.500
Z	-2.080	-3.677	-1.037
Asymp. Sig. (2-tailed)	.037	.000	.300
Exact Sig. (2-tailed)	.037	.000	.301
Exact Sig. (1-tailed)	.019	.000	.151
Point Probability	.000	.000	.000
a. Grouping Variable: Town of the respondents			

SPSS Output, 2019

The result of the Mann-Whitney test of pair-wise comparison ought to be protected against an increasing chance of a Type I error. Therefore, the study has applied the Bonferonni correction, as the number of comparisons is three to overcome the Type I error. To have no more than a 5% chance of a Type I error across the pair-wise comparisons, the correct p-value is 0.017 since there are only three pair-wise tests. The exact p-value (2-tailed) is less than 0.017 only for Sebeta Town & Gelan Town pair comparison. Therefore, respondents' rating concerning the nature of human resource capacity and service standards in Gelan Town is significantly different from that of Sebeta Town. This means the rating of respondents in Gelan Town is significantly higher than that of Sebeta Town. Similar to the factors indicated in the preceding chapters, the higher mean rank in Gelan Town is the result of the nature of urban land governance in Gelan Town. Major factors, which are discussed in section 5.3 of chapter five, can explain the variation of responses in Gela Town as compared with the remaining two towns. However, there is no significant difference in the rating of respondents about the nature of human resource capacity and land service provision standards among Sebeta & Sendafa-Bake and Gelan & Sendafa-Bake towns.

7.4. Summary of Major Findings

This chapter has analyzed the nature of human resource capacity and service provision standards in Sebeta, Gelan, and Sendafa-Bake Towns. In this regard, the chapter examined the human

resource and service standards within the land management and development bureaus based on the opinion of respondents collected through interview schedule, key informant interviewees, FGDs, and document analysis. Based on the results of data analysis and interpretation, the following major findings are identified.

- i. The study assessed that the majority of the employees in the land management and development offices lack an adequate level of professional competency and integrity.
- ii. The professional independence of employees is also often breached in the land management and development offices. Political loyalty and nepotism spoil the professional independence of employees in the study towns.
- iii. Widespread corruption, misappropriation, and other forms of fraudulent activities have deteriorated the extent of professionalism in the land governance system of the study towns.
- iv. The application of professional ethical codes of conduct in land service delivery has limited achievement. Majority of the respondents agree that employees do not adequately follow-up ethical ways of land service delivery although they have better awareness about the codes of conduct.
- v. From the opinion of the majority of the respondents, it is distinguished that employees in the land management and development offices lack an adequate level of integrity, impartiality, and compassion in service delivery.
- vi. Official secrets are also easily accessible as there are employees who sell out the official information to land brokers for the sake of achieving a personal advantage.
- vii. It is identified in the study that there are problems in the efficient utilization of official resources. The majority of respondents agreed that office inputs and supplies are not efficiently used.
- viii. It is mentioned in the study that employees have inadequate concern for the values of professional ethical code of conducts in the land service delivery processes. This significantly reduces the efficiency and responsiveness of employees in service delivery activities.
- ix. The study has found out that land service standards have limited application in the study towns.

- x. Although there are organizational structures in the land governance offices, they are not effective in promoting adequate and quality services to citizens.
- xi. It is revealed in the study that the complaint-handling system, suggestion boxes, and appeal system are not properly institutionalized. Hence, the complaints, suggestions, and comments given by service seekers are not regularly checked by offices and thus, land management and development offices fail to benefit from the feedback of service seekers.
- xii. The study has also found out that low clarity in the job descriptions of employees affects the daily routines of official activities. This might hamper the means to ensure the accountability of officials and make the service delivery process inadequately responsive to the interests and demands of service seekers.
- xiii. In the last, service delivery standards lack impartial applicability in serving citizens. Although service standards are notified to the public, they have a rare application in the actual service delivery processes. The service delivery processes are susceptible to discrimination of service seekers.

Chapter Eight

Effects of Land Policies, Practices, and HR Capacity in the Special Zone of Oromia Region Surrounding Addis Ababa

8.1. Introduction

The preceding three chapters have presented the analysis and interpretation of data concerning the nature of urban land governance in the study towns. The chapters provide discussions on the themes of land policies, practices, and human resource & service provision standards from a democratic governance perspective. This chapter, on the other hand, examines the effects of urban land governance in the study towns. The chapter considers four major areas where the effects of land governance manifest. Urban planning & development; land holding, registration & transfer; sustainability of housing land supply; and performance of land service delivery constitute the four areas.

In this view, the chapter is organized into four sections. The first part provides a background of the chapter. Data presentation, analysis, and interpretation are presented in the second section of the chapter. This section has made discussions on four sub-topics. The analysis and interpretation of quantitative data are conducted using percentage and frequency distribution, descriptive and inferential statistics. On the other hand, qualitative data analysis and interpretation are conducted through content analysis of interviews and FGDs and text analysis of documents. The findings from quantitative and qualitative data are substantiated with the views of the researcher and triangulated with the theoretical and empirical literature. Additionally, under each sub-sections, the Multiple Regression is conducted to see whether the effects presented under each sub-section are significantly related to the policies and practices of land governance in the study area.

Section three of the chapter presents the results of the statistical tests of comparison. Kruskal-Wallis and Mann-Whitney test of pair-wise comparison are conducted to see whether there is statistically a significance difference among the responses of respondents in the three towns (Sebeta, Gelan, and Sendafa-Bake). The results of the tests are then discussed in light of available empirical evidence. In the final section, the chapter provides a summary of the major findings of the study.

8.2. Effects of Urban Land Governance

Urban land governance primarily encompasses the policies and practices of land administration. It also involves the competency and capacity of human resources in land management and development activities. These three issues are taken as dimensions of urban land governance. Hence, the overall objective of these dimensions is to bring desirable effects in which citizens are benefited from urban land governance to the best possible level. In the context of democratic governance, land policies, practices, and human resources perform together to establish and strengthen the values of democracy and governance in the land administration system.

Accordingly, the study examines the effects of land governance variables (policies of urban land governance, predictability of policies of urban land governance, implementation of urban land policies, predictability of land governance activities, professional competency of employees and professional ethics of employees) on urban land development, tenure security and registration, sustainability of supply of housing land, and the performance of service delivery variables. The magnitude of each of the variables is measured through indicators. The indicators are derived from the theoretical and empirical literature and validated through a pilot test, and peer reviews (see section 3.5.1 of chapter three). In section 3.4.1.4 of chapter three, it is shown that principal component analysis is conducted to factorize the explanatory variables. The results of the study are thus presented in the following four sub-sections.

8.2.1. Effects of Land Governance on Urban Land Development

The primary rationale that countries formulate and implement policies is to use urban land efficiently and effectively. This ensures inclusive urban development that promotes the provision of adequate, quality, and affordable land services to citizens. Besides, it maintains fair development that addresses the needs and interests of surrounding farming communities in urban centers. The theoretical literature on democratic governance describes that land policies aspire to achieve sustainable land development through ensuring quality service standards and developing the professional integrity of the human resource. The availability of professional staff and service standards, in turn, ensure proper implementation of policies and achieve national objectives. This process eventually brings desired policy effects on the land governance system of countries.

However, in Sub-Saharan African countries including Ethiopia, the effects of urban land governance are characterized by adverse outcomes. In these countries, land policies are crafted and practiced in an autocratic style of policymaking process. Public engagement in policy formulation and implementation is minimal. Besides, due to low transparency and accountability systems, land governance is battered by corruption and rent-seeking activities. Consecutively, it deteriorates the efficiency and effectiveness of service delivery processes. Bad governance thus characterizes the land administration system of most of these countries. One of the areas that the effects of land governance manifest is on urban land development. Accordingly, the study has assessed the effects of land governance on urban land development in the study towns. The following Table 8.1 shows the summary of quantitative data collected from sample households.

Table 8.1: Effects of land governance on urban land development of the study area

N o	Measurement Items	Percentage Distribution of Respondents' Rating										Median
		Strongly Disagree		Disagree		Neutral		Agree		Strongly agree		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Urban land governance in the town hinders inclusive development of the town	8	2.2	62	17.4	161	45.1	79	22.1	47	13.2	3
		n=357 %=100%										
2	Absence of efficient utilization of land affects the physical environment resulting in environmental degradations	8	2.2	45	12.6	111	31.1	141	39.5	52	14.6	4
		n=357 %=100%										
3	Land governance in the town leads to an alarming expansion of squatter settlements	6	1.7	37	10.4	113	31.7	127	35.6	74	20.7	4
		n=357 %=100%										
4	Eviction of farmers from their land due to rapid urbanization made farmers resistant to new urban expansion plans in the town	8	2.2	29	8.1	103	28.9	139	38.9	78	21.8	4
		n=357 %=100%										
5	Urban land management and development planning distorts the rule of law	7	2.0	35	9.8	83	23.3	161	45.1	71	19.9	4
		n=357 %=100%										

Source: Own Filed Survey, 2018/19

It is indicated in the table that about 35.3% of the respondents agreed and strongly agreed that urban land governance in the study area has retarded inclusive development of the towns while 19.6% of them disagreed with the assertion. The remaining 45.1% of respondents held a neutral opinion. Regarding the conservation of the environment, the majority of survey participants

agreed (54.3%) that the absence of efficient utilization of land in the towns has affected the physical environment resulting in environmental degradations. Around 31% of respondents maintained a neutral opinion while 14.8% disagreed with the statement that land governance brought environmental damage in the study area. This gives an insight that the land management system in the study area has affected urban development in terms of maintaining a safe physical environment.

According to the above Table 8.1, the majority of responses (57.3%) agreed with the statement that land governance in the towns has led to an alarming expansion of squatter settlements. On the other hand, a minor number of respondents (12.1%) opposed the view while the rest of them remained neutral. This can be an indication that a lack of adequate access to land and housing has exacerbated informal and squatter settlements in the study area. Similarly, more than 60% of respondents agreed that the eviction of farmers from their land due to rapid urbanization made existing farmers resistant to new urban expansion plans. Contrary to this, about 10.3% of responses disagreed with the assertion. The remaining 28.9% of respondents maintained a neutral opinion. It is recalled in preceding chapters that the land expropriation policy endorses unfair compensation, and farmers in surrounding areas of urban centers are evicted with insignificant compensation. This has probably influenced existing farmers to resist new urban expansion plans in the study area.

Finally, the study has assessed the views of respondents concerning the effects of land governance on respect for the rule of law. Accordingly, the majority of respondents agreed that land management and development planning has breached the rule of law while 11.8% disagreed with the assertion. The descriptive statistics (median score) show that the majority of respondents agreed with the measurement items/indicators that appeared in Table 8.1. Accordingly, the median value of 4 is calculated for four of the item indicated in the table suggesting that indicators listed in the table are the effects of land governance on land planning and development of the study area.

The results of qualitative data show that urban land governance in the study area adversely affected urban land development. The result of key informant interviews indicated that land governance of the towns has adverse effects on the development of the towns. Informants from Gelan and Sendafa-Bake towns mentioned that poor urban planning, squatter settlements, and

environmental degradations are among the effects of land governance in these towns. They stated that urban centers are expanding horizontally to hinterlands. However, such expansion exclusively benefits municipal governments and land speculators. The majority of urban residents and farmers are not benefited. Farmers are evicted from their farmlands with low compensation and, this caused existing farmers to be resistant to new urban expansion plans. Besides, urban residents lack adequate access to land despite the extensive horizontal expansion of towns. Similarly, FGD participants in all three towns indicated that the weak performance of land administration has resulted in the violation of laws in the land management offices. Participants agreed that the land governance system has affected the overall urban development planning of the study towns.

Contrary to the view of key informants, the head of Land Management and Development Bureau of Sebeta town argued, the land management system has brought significant improvements in urban land development. He mentioned that the land governance system of the town promotes efficient land use planning and facilitates the growth of the town. However, he acknowledged that since there are frequent changes in urban planning and low consideration of green city principles, environmental problems are emerging in the town. Besides, he added, that farmers are resistant to new expansion plans that encroach into the territory of their farmlands. He asserted farmers are resistant to offer land to the government despite improvements in compensation policy.

The head of the regional land management desk, on the other hand, indicated that the performance of urban land governance in these towns has mixed results. She stated there are improvements regarding land use planning and the efficiency of land utilization. Nevertheless, she admitted that the expansion of squatter settlements, farmer resistance to accepting new expansion plans, frequent abuse of the rule of law are among the adverse results of the land governance system. She expects that the recent efforts to plant trees and the implementation of improved land expropriation policy as well as preventive measures of squatter settlement may improve urban planning and development in the study area. A similar opinion is raised by the Senior Policy Advisor of MoUDC. He stated urban land governance has various effects on urban land development. He mentioned that low access to land forced residents to go for squatter settlements. Moreover, bad precedence set on land expropriation and compensation coupled with political influence frustrates farmers to resist new development plans.

Taken as a whole, the result of quantitative and qualitative data shows that the policies, practices, and human resource nature of land governance have adversely affected urban land development of the towns. In this regard, the alarming expansion of squatter settlements and environmental degradations are among the major effects of land governance in these towns. The researcher has also observed that squatter settlements are proliferated at an alarming rate in the study towns. Due to low access to land, unaffordable land lease tenders, and expensiveness of rent houses, on one hand, and easy access to squatting land, on the other, forced a significant number of urban residents to establish squatter settlements. Farmers are also preferred to 'sell' their land to urban residents at a higher price as compared to the compensation provided by the government otherwise. The following figures can give an insight into the extents of expansion of squatter settlements in the study towns.

Figure 8.1: Squatter settlements in the study towns



Source: Field Observation, 2019 (First to Third: Sebeta, Sendafa-Bake and Gelan Towns)

Similarly, the researcher has observed the extent that land use activities damaged the physical environment in the study towns. The following figure 8.1 shows the same result.

Figure 8.2: Environmental problems in the Study towns



Source: Field Observation, 2019, Sendafa-Bake Town

Moreover, absence of a rigorous punitive mechanism on officials who are involved in unlawful activities has resulted in a frequent violation of the rule of law in land governance activities. Moreover, the practice of providing low compensation to farmers whose land is expropriated frustrated existing farmers, and they start to reject even improved compensation that the government offers. On top of this, the existing political atmosphere also contributed to the resistance of farmers to new urban expansion plans. As to the views of the researcher, the political value of land in the ethno-federalist country is greater than elsewhere. In such context, frequent political activism and Mass Media political campaign have raised the political consciousness of farmers regarding the multi-dimensional values of land. More to the point, controversies over the relegated "Addis Ababa Integrated Master Plan" have also contributed to the raising awareness of framers about the economic, socio-political, and cultural values of land. All these factors are taken together made farmers in surrounding hinterlands resist new urban development plans. During the time this research is conducted, urban centers in the study area face the challenge to implement new expansion plans. They also lack an adequate supply of land to investors and residents as farmers continue to resist new urban expansion plans.

Here, it should be clear that land expropriation laws are not fair to the farmers as well as urban residents. The fact that farmers whose land is expropriated are victims of outrageous compensation schemes validly sounds. In this case, the way land becomes a political agendum in the study area is justifiable. Hence, the commitment of the government, CSOs, community mobilizers, and all other concerned stakeholders are expected to help displaced farmers reintegrate into a decent life. However, despite the importance of protecting the rights of farmers, restricting the organic growth of the towns has also adverse effects on both the farmers and urban dwellers. Urban centers naturally grow both vertically and horizontally. In countries like Ethiopia, where economic and technological development is limited, achieving vertical growth of cities and towns in short and medium terms can be difficult. This implies urban centers cannot contain their horizontal organic growth in the coming several years. Therefore, it is required for the government to devise fair monetary and non-monetary compensation policies that encompass multiple strategies.

In addition, an effective two-way communication channel is important to address the mutual needs and desires of farmers and urban residents. The government needs to ensure citizens access to credible information regarding land. Citizens are expected to remain active in national and local affairs however, caution should be taken to safeguard from political conundrums. Moreover, maintaining a fair down payment for lease bids can also help to increase access to land for urban residents and this consecutively reduces informal land markets. Beyond this, it seems that land is becoming a powerful political weapon in the context of the Ethiopian federation. Although the Constitution declares that land is the common property of the states and its people, the trend suggests that land belongs to the government and nations, and nationalities. This also imperils the land planning and development initiatives in the urban centers. Therefore, the government should implement the Constitutional provision and genuinely ensure that land belongs to the state and its people.

The results of this study share similarities with the findings of Teshome (2014); Dinka, Girma & Ermias (2015); Ashenafi (2015); Tariku (2017); Mulisa (2017), and Abebe (2019). Accordingly, a study conducted by Teshome indicated that the land management system in Lege Tafo-Lege Dadi town affected the surrounding farming communities. He concluded that farming communities are displaced from their settlement for low compensation policies endorsed by the

government. This has adversely affected the protection of both objective and subjective elements of tenure security of farmers in the study area. Esmael mentioned

Tenure security is the cumulative elements of objective and subjective tenure security. The objective element of tenure security refers to the existence of effective legal protection against eviction or arbitrary curtailment of land rights. The subjective element refers to the perception factor that landholders have sufficient confidence that they will not be arbitrarily deprived of their rights over their land. (2019, p .3)

Dinka, Girma & Ermias similarly indicated that land management practices in Shanbu town have affected urban development plans. They stressed that due to the weak land administration systems, abuse of the rule of law becomes common in the land sector. Ashenafi (2015) and Tariku (2017), on the other hand, analyzed the land governance system of the Addis Ababa City government and concluded that a weak preventive approach resulted in the expansion of squatter settlements in the study area.

Additionally, the analysis of the institutional performance of urban land administration in Burayu town revealed that inefficient land administration systems affected urban land planning and caused environmental deprivations (Mulisa, 2017). Abebe (2019) on his part investigated the challenges and prospects of good governance in urban land management of Sululta town. His findings pointed out that land management in the town resulted in the deterioration of the quality of urban planning and, expansion of squatter settlements. Contrary to the findings of the above studies, Enemark (2012) and Burns & Dalrymple (2008) stressed that land governance systems should support inclusive and sustainable development through addressing key areas of urban development planning. USAID also emphasized that land management and development is required to ensure sustainable urban development planning. It further claimed sustainable urbanization requires land governance systems, which endorse capable land administration and urban planning (USAID, 2013). Therefore, it is suggested that land governance systems shall be capable to identify weaknesses, take prompt, genuine, and rational decisions to reverse adverse effects, and advance improvement in urban land development and planning activities.

To understand whether the explanatory variables of urban land governance (policy dimension of land governance, predictability of policies of land governance, implementation of urban land policies, predictability of the land governance practices, professional competency of employees, and professional ethics of employees) have a significant effect on the land development of the

town, the study has conducted multiple regression analysis. Before conducting the test, the study has used Principal Component Analyses to reduce the dataset of the study and multiple regression assumption tests/see section 3.4.1.4 of chapter three.

The following table shows the model summary of multiple regression conducted to see the effects of explanatory variables (policy of land governance, predictability of policies of land governance, implementation of urban land policies, predictability of land governance practices, professional competency of employees, and professional ethics of employees) on the dependent variable (urban land development).

Table 8.2: Model summary

Model Summary^b					
Model	R	R Square	Adjusted R Square	Std. Error of the Estimate	Durbin-Watson
1	.687 ^a	.472	.463	.72725440	2.089
a. Predictors: (Constant), Professional ethics of officials, Predictability of Policies of land governance, Predictability of practices of land governance, Policies of urban land governance, Implementation of policies of land governance, Professional competency of officials					
b. Dependent Variable: Urban land development					

Source: SPSS Output

The table shows that the value of r^2 -square is 0.472, which suggest that 47.2% of the variation in urban land development is attributed to the effects of the explanatory variables of the study.

Besides, the following Table 8.3 shows the regression result regarding adequacy of model.

Table 8.3: Model adequacy

ANOVA ^a						
Model		Sum of Squares	Df	Mean Square	F	Sig.
1	Regression	159.732	6	26.622	50.335	.000 ^b
	Residual	178.768	338	.529		
	Total	338.500	344			

a. Dependent Variable: Urban land development

b. Predictors: (Constant), Professional ethics of officials, Predictability of Policies of land governance, Predictability of practices of land governance, Policies of urban land governance, Implementation of policies of land governance, Professional competency of officials

The level of significance of the model is tested using the ANOVA table indicated in the above. The result in the ANOVA table indicates that the model is statistically significant at P-value of 0.000, F-statistic= 50.335. The table shown in the above table depict that the p-value = 0.000

indicating that at least one of the explanatory variables has a coefficient different from zero. This means that at least one of the explanatory variables has a significant effect on the dependent variable that is urban land development.

Table 8.4: Regression estimates of urban land development
Coefficients^a

Model	Unstandardized Coefficients		Standardized Coefficients	T	Sig.	Collinearity Statistics	
	B	Std. Error	Beta			Tolerance	VIF
(Constant)	.000	.039		-.009	.993		
Policies of urban land governance	.173	.048	.168	3.636	.000	.731	1.369
Predictability of Policies of land governance	.186	.045	.184	4.126	.000	.784	1.275
Implementation of urban land governance	.307	.061	.283	4.990	.000	.484	2.065
Predictability of practices of land governance	.350	.065	.332	5.347	.000	.404	2.473
Professional competency of officials	.056	.071	.053	.785	.433	.348	2.873
Professional ethics of officials	.046	.058	.045	.796	.427	.495	2.022

a. Dependent Variable: Urban land development

Source: SPSS Output

The regression estimate of urban land governance indicates that four among the six explanatory variables have significant effects on the dependent variable. Accordingly, policies of urban land governance ($\beta=.168$, $p\text{-value}=0.000$), predictability of policies ($\beta=.184$, $p\text{-value}=0.000$), implementation of land policies ($\beta=.282$, $p\text{-value}=0.000$), and predictability of practices of urban land governance ($\beta=.332$, $p\text{-value}=0.000$) have a significant positive effect on urban land development. The result of the study indicates the policies and practices of urban land governance have a significant positive effect on land development. This is similar to the perspective advanced by Clement et. al. (2007) and Amato et al. (2016) suggest that policies and practices of land governance have effects on urban land development.

8.2.2. Effects of Land Governance on Tenure Security and Registration

As a tenet, sustainable urban development requires land policies, which, protect tenure security and transfer the rights of citizens. In Ethiopia, due to state ownership of land, citizens have land-holding rights. Private ownership of land is prohibited by the federal Constitution. Hence, land is exclusively owned and controlled by the government. On the other hand, citizens cannot privately own, buy, and sell urban land. It is only the immovable property, which is constructed on the land, can be traded in the market. Land policies dictate the overall context of land holding, registration, and transfer modalities. At the operational level, municipal administrations

determine, and protect land-holding rights through registration and provide service related to the transfer of landholding rights. In line with this, this section has examined the extent that the policies and practices of land governance protect tenure security, registration, and transfer rights of citizens in the study area.

Accordingly, the results of the household survey are presented in the following Table 8.5. The majority of the respondents agreed 64.9% (50.1% agree and strongly agree 14.8%) that land governance of the town has low effectiveness in supplying affordable land to citizens while 9% disagreed. The remaining 26.1% held a neutral opinion. This implies that land is not supplied adequately to the majority of respondents. On the other hand, 55.7% agreed that loopholes in the land policy and legal mechanisms affect the proper operation of land registration and transaction. Thirty-one percent of responses are neutral while 12.3% disagreed with the assertion indicated in the table. This data shows loopholes in policy instruments have contributed to the defects in service delivery regarding land registration and transfer in the study area.

Similarly, a significant number of respondents (58.8%) agreed that land registration and transfer services provided in municipal administration are dominated by land speculators and dealers. In contrast, about 29% and 12% of respondents held neutral and opposite opinions on the matter respectively. This entails, land services are not free from the influence of land speculators dealers and brokers. In the study area, land service delivery primarily addresses the interests of land speculators while the majority of citizens lack adequate, efficient, and equitable services.

Concerning land tenure security, more than 51% of respondents agreed that landholding rights are allocated to political elites without regard to existing customary or other tenure rights. However, around 21.5% of respondents maintained an opposite view to the opinion of the majority while close to 27% of them kept a neutral view. It can be the case that land tenure security of citizens is not properly protected in the study area as the government takes away citizens' land with a small compensation. The data presented in Table 8.5 further show that all the items indicated in the table have a median score of four. This tells the majority of participants involved in the household survey agreed with the statements presented in the table.

Table 8.5: Effects of land governance on tenure security and registration

No	Measurement Items	Percentage Distribution of Respondents' Rating										Median
		SD		DA		N		AG		SA		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Land governance of the town has low effectiveness in terms of supplying affordable land to citizens	3	.8	29	8.1	93	26.1	179	50.1	53	14.8	4
		n=357					% = 100%					
2	Loopholes in the land policy and legal instruments affect the proper operation of land registration and transaction	3	.8	43	12.0	112	31.4	149	41.7	50	14.0	4
		n=357					% = 100%					
3	Land service delivery makes land registration and transfer dominated by land speculators	7	2.0	37	10.4	103	28.9	165	46.2	45	12.6	4
		n=357					% = 100%					
4	Land lease holding is discriminatory to the disadvantaged groups in the society	7	2.0	23	6.4	117	32.8	144	40.3	66	18.5	4
		n=357					% = 100%					
5	Landholding rights are allocated to the political elites without regard to existing customary or other tenure rights	13	3.6	64	17.9	96	26.9	140	39.2	44	12.3	4
		n=357					% = 100%					

Source: Own Filed Survey, 2018/19

To sum-up, an overwhelming number of respondents have the views that land tenure security is not protected. They have also agreed that land registration and transfer services are not properly delivered to citizens. Loopholes in the land policies on one hand and manipulation of service delivery by land speculators on the other have contributed to the low effectiveness of municipal administration in the supply of adequate and affordable land to citizens.

Regarding land holding, registration, and transfer rights, the qualitative data collected from community key informants revealed that policies and practices of land governance have deficiencies in protecting the landholding rights of citizens. They stated land lease holding laws are discriminatory to the majority of urban residents. Land lease bides are not affordable to ordinary citizens. Above all, it is very unaffordable to the disadvantaged section of urban dwellers. According to the interviewees, this is attributed to the loopholes in the land policy and legal instruments and poor service delivery performances.

Key informants have also mentioned that land governance has low performance in creating a land market where affordable land supply is ensured. Besides, they held a view that a handful of political elites are the primary beneficiaries of land supply in the study towns. Because they have authority upon appointment and dismissal of officials, they abuse political authority to take advantage of state-owned land. Key informants have also pointed out that land speculators can leverage the decisions and actions of the land management offices. This enables them to dominate land registration and transfer services. On the other hand, the head of Sendoff-Bake Town Land Management and Development Bureau described that landholding, registration, and transfer rights of citizens are not fully realized in the town. He mentioned that there are problems that emanate from the policies and service delivery processes. The opinion of the interviewee indicated there are gaps in the urban land lease holding proclamation. He indicated that the proclamation endorses a leasing method of supplying land to citizens.

Accordingly, the majority of residents of the town do not compete in lease bids. It is only wealthier and land speculators that go for the bids. He further stated that the land allotment method is also part of the proclamation, however; it is impossible to allot land to residents due to a shortage of land supply and institutional restrictions imposed by the regional government. Similar to the views of community key informants, he agreed that land speculators engage in distorting the land market in the town. They are involved in a variety of informal dealings with some of the officials, farmers, and citizens to exploit every opportunity they get regardless of the harm they cause to citizens. He stressed that the government needs to device legal mechanisms to prevent and control the influences of land speculators, dealers, and brokers on the service delivery system of the municipalities.

In the same manner, the Team Leader of Roomier Region Land Management Desk Bureau shares the view that urban land governance has low effectiveness in the supply of affordable land to citizens. She mentioned that due to gaps in the land lease laws; farmers' resistance to urban expansion; land grabbing attempts; and administrative weakness; affordable land supply is limited. Besides, she acknowledged there are times that political elites are involved in urban land grabbing. However, she argued, recently the regional government has taken measures to overcome the problem. She indicated that encouraging performance is achieved in combating land grabbing in these towns as the government prohibited the allotment method of land supply since 2012. Besides, she admitted there are problems concerning the involvement of land

speculators in the service delivery processes. She stated the regional government has designed different methods to reduce government officials' involvement in the land speculation activities. The regional government has developed a new salary structure, cadastral system, IT infrastructure, and regulatory laws, opened up land bank and upgraded service delivery standards. However, as to the views of the key informants, despite the efforts of the regional government, the problem is exacerbating.

In the views of the head of the Land Management and Development Bureau of Mood, there is a shortage in the supply of urban land to citizens in the study area. He mentioned that the federal Constitution has gaps in addressing the manner urban residents can access land. On the other hand, he stressed the government has limited capacity to supply affordable land to the citizens. He argued inefficiency in the land management system necessitates the endorsement of land management policy and urban land lease holding laws in 2011. These instruments are adopted to create a viable urban land use system, which can respond to the ever-mounting demand for urban land and ensure tenure security. However, he added, the manner these instruments are applied aggravates the existing problem in the land supply.

He said municipal administrations are given the discretion to contextualize the application of land lease laws. However, despite the nature of regulatory frameworks, local land management offices focus on the amount of revenue that can be generated through land lease tenders while equitable land supply is undermined. Besides, the urban land management policy of 2011 asserts that the protection of landholding registration and transfer rights of citizens is one of the focus areas of the policy. It utters those municipal land offices should give efficient services regarding land registration and transfer whereby landholding rights of citizens are protected. However, the practice contradicts the assertions made in the policy. He stated that the lack of adequate professional staff and frequent staff turnover affects the efficiency of land service delivery in urban centers.

The results of the quantitative and qualitative analysis show that land policies are formulated to establish efficient and well-functioning land and land property markets. However, there are gaps in the land policies, laws, and practices, which contribute to a low level of efficiency and effectiveness in the urban land supply. Primarily, the Constitution of the country neither defines the manner urban residents get land nor explicitly proclaims a land lease holding system as a

means of acquiring urban land. In the second place, existing land laws endorse land leasing as a means of supplying urban land. The lease method incorporates two alternative means of supplying urban land. The first is through auction/land lease tenders/ while the second is the allotment method. These laws prioritize auction than allotment method of land supply. This has limited the supply of efficient and affordable land to citizens.

In chapter four of this study, it is indicated that land lease bids are the regular way of accessing urban land in the study area. In such method, only a few citizens are capable of paying a large amount of land lease bidding price. On the contrary, the majority of urban residents lack adequate access to affordable land. This means the rights granted in the Constitution to equitable distribution of national wealth including land are not ensured for the majority of citizens in the study area. Furthermore, the study reveals that landholding rights are allocated to political elites without regard to existing customary or other tenure rights. In the study area, some of the political elites within the government abuse their authority to access urban land. However, despite government efforts to control land grabbing, the involvement of politicians in such repulsive activities exacerbates land supply problems in the study area.

The study has also found that land speculators and brokers have a large involvement in the service delivery process in the study towns. They involve in the land registration and transfer service delivery processes in various ways. They leverage and bribe officials, lobby service seekers, and deceive farmers for private gain. This affects the efficiency of land services provision and complicates the efforts to protect the rights landholders. In summary, loopholes in regulatory frameworks, administrative inefficiency, and informal involvement of land speculators in service delivery processes contribute to low results regarding the protection of tenure security, registration, and transfer rights of citizens in the study towns.

The findings discussed in the above paragraphs are similarly reported in studies conducted by Largesse (2014), Bennett & Amelia (2016), Albee & Berth (2017), and Melisa (2017). Largesse examined the roles of urban land lease holding laws in promoting land tenure security in Ethiopia. Accordingly, he concluded that “*urban landholders encountered land tenure insecurity due to poor real property registration system, restrictive rules on land holding, and their inability to pay lease and related debts to the government*” (2014, p. 101). Similarly, Bennett & Alemie (2016) revealed that inefficiency in protecting land tenure security and transfer rights of

citizens is caused by a lack of consistent legal frameworks, administrative capacity, and resources and absence of cohesion among governments at federal, regional, and municipal administrations. On the other hand, Albee & Berth (2017) found out that the execution of the land lease policy faced numerous drawbacks. They mentioned that the absence of an appropriate strategy of urban land lease laws and deficiency in bureaucratic accountability limited the efficiency of the land administration system of the country. They further stressed municipal administrations should not excessively be dependent on the revenue from the sale of land. Instead, they must protect the rights of citizens on land.

Besides, in the views of Melisa (2017, p. 10) the country has applied the urban land lease holding method "*through inexperienced manner.*" He mentioned that lease laws have achieved little so far in protecting land holding and transfer rights of urban residents. Moreover, Grime (2018) has conducted a study on the policies of urban land governance and pointed out that urban land lease laws do not give adequate concern to the disadvantaged sections of society. He described that the primary concern of lease laws is generating substantial revenue from the sale of urban land. The view of this researcher is attested by land lease holding proclamation number 721/2011. The proclamation dictates that the land tender process targets to sell land to person or persons that can offer the highest bid price. However, he added, government engagement in the sale of urban land encourage land speculators to take part in land lease bids and get "*profit by selling bare land without adding value to it*" (Girma, 2018, p. 32).

In general, legal and policy frameworks adopted by the government provide inadequate protection to the rights of citizens regarding tenure security and transfer rights. On the contrary, the literature on land governance (World Bank, 2012a and Mabesa & Whittal, 2014) stresses that urban land policies and laws should maintain consistent cohesion with the practices of land governance. In addition, the government endorses land policies, which promote equilibrium between efficiency of land use and equitable supply of land to citizens. Besides, it is required that the land service delivery system maintains rigorous standards that hammer the involvement of land speculators in municipal land registration and transfer activities.

The study has examined the effects of explanatory variables (policy of land governance, predictability of policies of land governance, implementation of urban land policies, predictability of the land governance practices, professional competency of employees, and professional ethics of employees) on tenure security and registration. To assess whether the explanatory variables have a significant effect on tenure security and registration, the study has conducted multiple regression analysis. The study has conducted principal component analysis and, assumption tests before running multiple regression /see section 3.4.1.4 of chapter three.

In the following Table 8.6, a summary of the model of multiple regression is shown. The regression model summary indicates that the r^2 is .491. This implies that 49.1% of the variation in the dependent variable/ tenure security and registration/ is attributed to the variation in the explanatory variables.

Table 8.6: Model summary

Model Summary^b					
Model	R	R Square	Adjusted R Square	Std. Error of the Estimate	Durbin-Watson
1	.700 ^a	.491	.481	.72010402	1.910

a. Predictors: (Constant), Professional ethics of officials, Predictability of Policies of urban land governance, Predictability of practices of land governance, Policies of urban land governance, Implementation of urban land governance, Professional competency of officials

b. Dependent Variable: Land Tenure and Registration

Source: SPSS Output

The significance level of the model is tested using the ANOVA test of variance. The ANOVA table indicated below demonstrates that the model is statistically significant at P-value of 0.000, and F-statistic= 55.077. The p-value of 0.000 indicates that at least one of the explanatory variables has a non-zero coefficient. This suggests that at least one of the explanatory variables has a significant effect on the dependent variable (tenure security and registration).

Table 8.7: Adequacy of model

ANOVA ^a						
Model		Sum of Squares	Df	Mean Square	F	Sig.
1	Regression	168.249	6	28.041	54.077	.000 ^b
	Residual	174.751	337	.519		
	Total	343.000	343			

a. Dependent Variable: Land Tenure and Registration

b. Predictors: (Constant), Professional ethics of officials, Predictability of Policies of urban land governance, Predictability of practices of land governance, Policies of urban land governance, Implementation of urban land governance, Professional competency of officials

Source: SPSS Output

The coefficients of regression estimate of tenure security and registration indicated in Table 8.8 show that five of the explanatory variables have a statistically significant effect on the dependent variable/land tenure security and registration/. Given that, policies of urban land governance ($\beta=.148$, $p\text{-value}=0.000$), predictability of policies ($\beta=.245$, $p\text{-value}=0.000$), implementation of land policies ($\beta=.293$, $p\text{-value}=0.000$), predictability of practices of urban land governance ($\beta=.242$, $p\text{-value}=0.000$) and professional ethics of employees ($\beta=.116$, $p\text{-value}=0.036$) have a significant positive effect on tenure security and registration.

Table 8.8: Coefficients of regression estimate of tenure security and registration

Coefficients ^a							
Model	Unstandardized Coefficients		Standardized Coefficients	t	Sig.	Collinearity Statistics	
	B	Std. Error	Beta			Tolerance	VIF
(Constant)	-.001	.039		-.038	.969		
Policies of urban land governance	.153	.047	.148	3.244	.001	.730	1.369
Predictability of Policies of land governance	.250	.045	.245	5.592	.000	.785	1.274
Implementation of urban land governance	.320	.061	.293	5.250	.000	.484	2.066
Predictability of practices of land governance	.256	.065	.242	3.962	.000	.405	2.469
Professional competency of officials	.068	.070	.063	.963	.336	.348	2.871
Professional ethics of officials	.120	.057	.116	2.105	.036	.494	2.023

a. Dependent Variable: Land Tenure and Registration

Source: SPSS Output

The result of the study indicates the policies and practices of urban land governance have a significant positive effect on land development. The study conducted by Kanyiginya et al. (2015) shows a consistent result that urban land policies and practices influence tenure security and land

markets. This is similar to the perspective advanced by Clement et al. (2007) and Thorp, Rivers, and Pebbles suggest that policies and practices of land governance have an impact on the development of urban land. Similarly, Chigbu et al. (2015) attest that land-use policies and practices affect land tenure security.

8.2.3. Effects of Land Governance on Sustainable Supply of Housing Land

Article 90 of the Constitution of the Federal Democratic Republic of Ethiopia describes public policies including land policies aim to provide housing to all Ethiopians to the extent that national resources permit. Based on this Constitutional declaration, urban land management policy pronounces the need for strategies to supply land for construction of dwelling buildings to low-income earners at affordable costs. Furthermore, Land Lease Holding Proclamation No. 721 of 2011 affirms that the urban land administration system is required to be efficient and responsive to the demands of the people. In this regard, the study has assessed the results of these policies and legal documents on the sustainability of housing land supply to citizens in the study towns. It has also examined the gaps observed in the practices of the land governance system therein. Accordingly, the following Table 8.9 shows the result of the household survey regarding the effects of policies, practices, and HR of land governance on the supply of affordable housing and housing development in the study area.

Table 8.9: Effects of land governance on the sustainable housing land supply

No	Measurement Items	Percentage Distribution of Respondents' Rating										Media
		SD		DA		N		AG		SA		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Land policies fail to ensure inclusive housing development that benefits all section of the society	8	2.2	83	23.2	85	23.8	135	37.8	46	12.9	4
		n=357					%=100%					
2	Land policies do not ensure sustainable settlement to residents whose land is expropriated	6	1.7	47	13.2	114	31.9	101	28.3	89	24.9	4
		n=357					%=100%					
3	Costs of housing land do not consider the paying ability of citizens	15	4.2	47	13.2	98	27.5	126	35.3	71	19.9	4
		n=357					%=100%					
4	House valuations either understate to minimize the tax payments or overstate to support mortgage frauds	3	.8	34	9.5	113	31.7	143	40.1	64	17.9	4
		n=357					%=100%					
5	Land lease payments, taxes, and service charges paid on housing land are not fair to landholders	7	2.0	49	13.7	114	31.9	132	37.0	55	15.4	4
		n=357					%=100%					

Source: Own Filed Survey, 2018/19

More than half of the respondents agreed that urban land policies do not ensure inclusive housing development that benefits all sections of the society in the study area. Around 25% of responses are contrary to the view of the majority while 23.8% of them held a neutral opinion. This data indicates that land policies are not effective in promoting inclusive housing development in the study area. Similarly, a greater part of respondents (53.2%) mentioned that urban land policies do not ensure sustainable settlement to residents whose land is expropriated. It is a recognized right people evicted from their land are entitled to a sustainable settlement. However, the data in the above table reveals that institutional frameworks do not protect the rights of evicted people to sustainable settlement. This can be an indication that residents whose land is expropriated by the government do not get adequate compensation in terms of replacement land and housing.

The data in the table demonstrates 55.2% of respondents agreed that the costs of getting land and land-related services do not consider the paying ability of citizens. However, 17.4% of responses contradict the views that the cost of getting land is unaffordable. The remaining 27.5% of opinion is neutral. This data indicates a significant number of residents do not have the paying ability that covers the cost of getting housing land. On the other hand, the majority of responses agreed (58%) that house valuations carried out by land management offices either understate to minimize the tax payments or overstate to support mortgage frauds. This implies distortions in the valuation of a building are deliberately manipulated by officials for private gain. Concerning land lease payments, and taxes paid on land and buildings, about 52% of respondents claimed that land lease payments, taxes, and service charges paid on housing land are not fair to the citizens while 15.7% of them contradicted the opinion of the majority. The rest of the responses are neutral. Here again, the data from the majority of survey participants suggests that taxes and service charges imposed on housing buildings and land are not affordable to the majority of landholders. In general, the calculated median score of 4 for all of the indicators stated in the above Table 8.9 suggests that the majority of respondents agree with the assertion stated therein.

Besides, qualitative data collected from community key informants, FGDs, and heads of municipal land management and development offices mentioned that urban land management policy describes the need to ensure an adequate and sustainable supply of land for the construction of residential houses and targets the development of pro-poor housing projects. The policy has also encouraged the participation of real estate developers to engage in the supply of 'affordable' residential houses to citizens. However, informants argued, the policy primarily does

not adequately cover the strategies helpful to realize the objectives stated in the policy. In the second place, there are critical gaps in the implementation of the policy.

As to the observation of the key informants, the majority of residents in the study area do not have residential houses. Despite the directions provided in the land policy, the practices of urban land governance contribute to the shortage of residential settlements. They discussed that sustainable housing programs and projects are not successful in the study towns. They confirmed housing development programs are not functional in the majority of urban centers of the study area. This has adversely affected the majority of urban residents. On the other hand, the practices of land governance benefit a small section of the society that affords to pay the higher cost of accessing land. On the other, citizens lack legal alternative means of getting housing land. They have also indicated that taxes and land service charges are not affordable to the majority of urban residents. In general, respondents claimed that there are significant gaps between the demand and supply of housing and housing land in the study area.

In the views of the Senior Policy Advisor of MoUDC, urban land management policy, and lease holding laws stipulate the manner urban land be accessed. These instruments have also determined the need to ensure sustainable residential housing development in urban centers, as there is a rapid increase in urban population due to natural population growth and rural-urban migration. However, he affirmed, land supply through lease tender as well as real estate prices are exclusionary to the majority of urban residents. He argued the problem with policy implementation contributes to the shortage of residential houses in the country. These policies aim at supplying adequate urban land to residents in a sustainable manner. However, strategies that enable the achievement of this policy objective are not integrated into the policy. Moreover, in the views of the interviewee, administrative bottlenecks halt the appropriate implementation of the policies. In aggregate, institutional, as well as practical gaps in the formulation and implementation of policies have limited the progress of sustainable housing in the study area. Moreover, he described that pro-poor housing projects are also concentrated in a few big cities and even these projects are not pro-poor in the real sense of practices.

To sum up, the results of the study indicate the Constitution of FDRE explicitly stipulated the right to housing of every urban citizen. In addition, urban land management policy and land lease laws recognize an efficient and adequate supply of housing lands to meet up the needs of urban dwellers. However, despite the objectives intended in the Constitution and policy frameworks, little has been achieved in the promotion of sustainable housing development in the study area. Besides, land policies lack holistic strategies to address the needs of urban residents. Moreover, the implementation of land policies does not ensure the supply of land that enables citizens to have a sustainable settlement. This is primarily associated with the costs of getting housing land that does not consider the paying ability of the majority of urban residents. In addition, in the study area, there is little progress in the promotion of pro-poor housing projects. The projects do not benefit the poor section of the society. Hence, the majority of low income-earners are left in rented houses.

The study has also identified that urban land policies do not ensure sustainable settlement to residents whose land is expropriated. Legal, as well as policy documents, plan to provide 'adequate' compensation to residents whose land is taken away. However, the study reveals that compensation policies do not incorporate the provision of adequate and sustainable housing projects to residents evicted from their land. More to the point, implementation of compensation policies is not successful to promote the supply of adequate housing development to evicted residents, as municipal administrations lack efficient and responsive service delivery systems.

The study has also assessed the way housing valuation is conducted in the study area. The results show that house valuations conducted by municipal land management offices are not standard based. The study has discovered that there are cases in which the valuation of houses might be understated to minimize the tax payments or overstated to support mortgage frauds. More to the point, the study found that taxes and service charges paid on housing land are not fair to the landholders. This further made the cost of getting land services and construction of dwelling compounds unaffordable to the majority of urban residents in the study area.

From the views of the empirical literature, the findings of this study are similar to the results arrived at by MoUDHC (2014); Dawit (2016); Keller & Omwami (2017), and Teshome (2014). MoUDHC (2014) indicated the absence of adequate professional, technical, and resources in most of the urban centers coupled with policy gaps limited the performance of adequate supply

of housing land to urban residents. Similarly, Dawit (2016) examined public housing provision in Gullele Sub-City of Addis Ababa City Administration and revealed that failure of urban land policy interventions has exacerbated the problem in the supply of adequate and sustainable pro-poor housing in the city.

On the other hand, Keller & Omwami found out that the country has not achieved an adequate supply of sustainable housing land development due to "*limited capacity of local governance; issues relating to a shortcoming in project design and planning; and conflicting objectives of different national planning units*" (2017, p. 173). In the study conducted by Teshome (2014) in Lege Tafo-Lege Dadi town of Oromia Region, critical gaps found in government compensation policies made the supply of sustainable settlements to evicted residents impossible. In views of Takele, Yiadom & Melesse (2014), the absence of clear housing land supply strategies, weak implementation capacity of municipal administrations, and corruption in the land administration aggravated the problem of inadequate housing land supply in Hawassa city. Generally, empirical literature shows that gaps in the land policies and weak implementation capacity have a limited supply of sustainable supply of housing land in urban centers of the country.

The study concludes that the provision of a sustainable supply of housing land to residents is a problem in the study area. Policy frameworks are ambitious of ensuring the supply of affordable housing land sustainably, although the implementation is far from achieving the intended objectives. On the contrary, the literature on land governance stresses that one of the basic objectives of municipal administration should be ensuring the provision of affordable housing. Similarly, the government should promote integrated housing programs that incorporate an efficient supply of housing land with the provision of affordable pro-poor and middle-income earners housing schemes. It is also important to ensure that municipal land administration offices develop adequate implementation capacities.

In the above paragraphs, the study presents the description of the effects of policies and practices of land governance on the provision of sustainable housing land supply in the study area. The following statements discuss the statistical test of significance regarding the effects of explanatory variables on the dependent variable. It has examined the effects of explanatory variables (policy of land governance, predictability of policies of land governance, implementation of urban land policies, predictability of the land governance practices,

professional competency of employees, and professional ethics of employees) on the sustainability of supply of housing land. In order to examine the effects of explanatory variables, a multiple regression analysis is run. In the following Table 8.10, a summary of the model of multiple regression is presented.

Table 8.10: Model Summary

Model Summary^b					
Model	R	R Square	Adjusted R Square	Std. Error of the Estimate	Durbin-Watson
1	.656 ^a	.430	.420	.76159705	2.034

a. Predictors: (Constant), Professional ethics of officials, Predictability of Policies of urban land governance, Predictability of practices of land governance, Policies of urban land governance, Implementation of urban land governance, Professional competency of officials

b. Dependent Variable: Sustainable housing land supply

Source: SPSS Output

The model summary of the regression specifies that the r^2 is .430. This implies that 43.0% of the variation in the dependent variable/ sustainable housing land supply/ is attributed to the variation in the explanatory variables.

ANOVA test is made to examine the effects of explanatory variables on the dependent variable. Accordingly, the significance level of the model is seen using the ANOVA test. The ANOVA table 8.11 reveals that the model is statistically significant at a p-value of 0.000, and F-statistic= 42.512. The p-value of 0.000 indicates that at least one of the explanatory variables has a non-zero coefficient. This suggests that at least one of the explanatory variables has a significant effect on the dependent variable (tenure security and registration).

Table 8.11: Adequacy of model

ANOVA^a						
Model		Sum of Squares	Df	Mean Square	F	Sig.
1	Regression	147.950	6	24.658	42.512	.000 ^b
	Residual	196.050	338	.580		
	Total	344.000	344			

a. Dependent Variable: Sustainable housing land supply

b. Predictors: (Constant), Professional ethics of officials, Predictability of Policies of urban land governance, Predictability of practices of land governance, Policies of urban land governance, Implementation of urban land governance, Professional competency of officials

Source: SPSS Output

The coefficients of regression of sustainable housing land supply variable indicated in the following Table 8.12 demonstrates that four of the explanatory variables have a statistically significant effect on the dependent variable/sustainable housing land supply/. In view of that, policies of urban land governance ($\beta=.273$, $p\text{-value}=0.000$), predictability of policies ($\beta=.123$, $p\text{-value}=0.008$), implementation of land policies ($\beta=.269$, $p\text{-value}=0.000$), and predictability of practices of urban land governance ($\beta=.253$, $p\text{-value}=0.000$) have a significant positive effect on sustainable housing land supply.

Table 8.12: Coefficients of regression estimate of sustainable housing land supply

Model	Coefficients ^a			T	Sig.	Collinearity Statistics	
	Unstandardized Coefficients		Standardized Coefficients			Tolerance	VIF
	B	Std. Error	Beta				
(Constant)	-.002	.041		-.039	.969		
Policies of urban land governance	.283	.050	.273	5.683	.000	.731	1.369
Predictability of Policies of urban land governance	.126	.047	.123	2.664	.008	.784	1.275
1 Implementation of urban land governance	.294	.064	.269	4.562	.000	.484	2.065
Predictability of practices of land governance	.268	.068	.253	3.917	.000	.404	2.473
Professional competency of officials	.102	.074	.095	1.367	.172	.348	2.873
Professional ethics of officials	-.009	.060	-.009	-.149	.882	.495	2.022

a. Dependent Variable: Sustainable housing land supply

Source: SPSS Output

The study reveals that the policies and practices of urban land governance have a significant positive effect on the sustainable supply of housing land. Studies conducted by Kok, Monkkenen & Quigley (2014) and Quigley & Rosenthal (2005) suggest that land-use policies and regulations affect the supply of housing land and the price of housing land.

8.2.4. Effects of Land Governance on the Performance of Service Delivery

Land governance policies provide legal and institutional directions regarding the procedures and substances of service delivery. On the other hand, the execution of land policies ensures the provision of efficient and effective services to citizens. In sum, policies and practices of land governance determine the performance of land service delivery processes. Given that, this section examines the effects of land governance policies and practices on the performance of land service delivery of municipal administration in the study area. The following Table 8.13 shows the summary of quantitative data collected from sample households in the study area.

The table indicates 48.4% of respondents agreed urban land policies are not effective in combating corruption while 13.5% of them advocated the other way. Thirty-eight percent of the response is neutral. The majority of respondents agreed (58.6%) that municipal land bank is misappropriated by land management officials while 35.3% held a neutral opinion. Here, it is recalled that the government instituted a land bank to prevent misappropriation of state-owned land; however, the data from the study area indicated it is not successful.

Table 8.13: Land service delivery performance of municipal administration

No	Measurement Items	Percentage Distribution of Respondents' Rating										Median
		SD		DA		N		AG		SA		
		Fr	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Urban land policies are not effective in combating corruption	12	3.4	36	10.1	136	38.1	119	33.3	54	15.1	3
n=357												

Source: Own Filed Survey, 2018/19

According to the opinion of 58.8% of respondents, economically strong individuals leverage land management officials to rezone the spatial location of land from low price to high price areas without regard to principles of land use planning. On the other hand, 33.3% and 7.8% of respondents remained neutral and contrary to the views of the majority respectively. However, it is known that implementing appropriate land use planning is a foundation for the efficient utilization of urban land. In this sense, misuse of land use planning distorts the master plan of a town and contributes to unplanned towns' expansion. It also aggravates the problem of land

corruption. Regarding professional ethical conduct, the majority of respondents (58%) declared that land management officials mistreat citizens who do not pay off to get land services. This data informs that there is low professional integrity in the land management offices of the study towns.

About sixty percent of respondents mentioned that the performance of land management officials is influenced by malpractices. This data gives an insight that land service delivery performance in the study area is discriminatory in the sense that citizens are not treated equally. In this situation, thus it becomes difficult to uphold impartial service delivery. It also tempts patronage, nepotism, and favoritism. Similarly, 62.7% of respondents have the opinion that confidential information obtained through employment is used to get private gain. As it is discussed in chapter six, land speculators (dealers, and brokers) seek confidential information to maximize their gain from land speculation. Thus, they leverage officials and secure confidential information, manipulate it, and used it for private gain. In this circle, the official also benefits from the sale of confidential information. They also use such information to identify land zones that can be easily legalized, 'buy' land from farmers, and then go for regularization.

Besides, qualitative data collected from Fads participants and community key informants indicated that there are gaps in the performance of land service delivery. They said land bank is institutionalized in the study towns. However, due to mischief, these banks are not effective in preventing misappropriation of state-owned land. They mentioned land speculators have also adversely affected the proper functions of land management offices. As the prevalence of corruption is common, some of the officials become selective of service seekers. They serve service seekers who pay off them while they neglect citizens who do not provide them 'incentives'.

Key informants address that rezoning is the most frequent incidence in these towns. They described economically strong individuals easily leverage officials and change their plot of land to a zone where the price of land is higher. Furthermore, they reveal that the most detrimental scenario is that there are frequent cases where two land plans are given to two different citizens on the same plot of land. In these cases, an economically strong person gets approval on the plot while the other citizen loses rights on the land. Similar concerns are raised by the Team Leader of the Regional Land Management Office. She described that limitation of corrective measures

taken by the government on corrupt officials; inappropriate land use plans, nepotism, and favoritism are observable results of land management practices of urban centers in the region.

Similar to the viewpoints of key informants, the head of the Land Management and Development Bureau of Mood confirms that various administrative, technical, and political factors limit the performance of municipal land service delivery. He mentioned gaps in policy frameworks, corruption, patronage relations, and political interference lead to low municipal performance. He further stated government corrective measures do not bring remarkable improvement in combating corruption. Land bank is made functional in some of the urban centers in the Special Zone. However, officials manipulate how these banks perform. Some of the officials abuse their official authority to misappropriate state-owned land. Additionally, weak ITC and cadastre applications halt the proper function of the land bank.

Moreover, he has pointed out that political appointment needs to be rationalized based on merit rather than political loyalty and lineage. The government needs to create impartial, open, and dedicated bureaucracy. He stressed that land is a valuable national asset hence; the government must endorse an efficient and equitable utilization. In this sense, the informant suggests that legal and institutional frameworks need to be rigorous and incorporate binding frameworks that appreciate good performances, build preventive measures, and take a strong punitive approach to those officials who violate legal rules. This can overhaul the problems in land service delivery and raises land management performance.

In summary, the results of quantitative and qualitative data show that the overall performance of land service delivery in the study towns is low. Problems in the land policies, political intervention, and low-quality land use plans and, weak administrative and organizational structures of municipal administrations pave ways for corruption, patronage relationships, and poor quality service delivery. In addition, low concern for professionalism and ethical codes of conduct further affect the quality of land service delivery.

A review of empirical literature shows that several studies made a similar conclusion regarding the low performance of urban land service delivery in most of the urban centers of the country. For instance, Grime (2018) reviewed the performance of urban land management policy and concluded that conducted weak administrative capacity contributed to the poor performance of the policy. Similarly, Murray found out that due to "*weak public education, weak monitoring,*

and evaluation system, low implementation capacity, and low coordination among stakeholders" contributed to the poor performance of land governance in Kneader Adept Worde of Tigre region (2015, p. 376). Furthermore, Melisa (2017, p. vi) assessed the institutional performance of urban land management policy and mentioned, "*The performance of the institution in connection with service delivery regarding the land is far below the standards since there is lack of transparency, accountability, and agency mentality*". In the same manner, Tariku (2017) examined land management policy and its implementation in Addis Abba city government. He has found out that poor organizational performance of the land management bureau of the city government is manifested through widespread corruption, lack of competent staff, and poor ethical profile of employees.

In general, it is clear from the study that the operational performance of land governance in the study towns is below the standards quality. Low-quality services are attributed to malpractices including corruption, ethical bankruptcy, and favoritism, abuse of authorities, and lack of professional staff. These results are the precursors of bad governance. Various institutional, administrative, political, and technological measures can be identified to improve service delivery performance. Rigorous institutional frameworks, improvement in the administrative capacity, reducing political interference, technological infrastructure, and meritocracy of bureaucracy are the primary tools to improve land service delivery in the study area.

In this sub-section, discussion is made regarding the effects of policies and practices of land governance on the performance of municipal land service delivery. In doing this, the study has assessed the effects of land policies, predictability of policies, and implementation of policies, predictability of land governance practices, professional competency, and ethics of employees on the performance of land service delivery. Accordingly, the following Table 8.14 presents a summary of the model of multiple regression.

Table 8.14: Model summary

Model Summary^b					
Model	R	R Square	Adjusted R Square	Std. Error of the Estimate	Durbin-Watson
1	.647 ^a	.419	.409	.76898220	2.005

a. Predictors: (Constant), Professional ethics of officials, Predictability of Policies of urban land governance, Predictability of practices of land governance, Policies of urban land governance, Implementation of urban land governance, Professional competency of officials

b. Dependent Variable: Performance of land service provision

Source: SPSS Output

The summary illustrated in the model of the regression state that the r^2 is .419. This indicates 41.9% of the variation in the dependent variable/ performance of land service delivery/ is attributed to the variation in the explanatory variables. In the meantime, the ANOVA test is observed to determine the effects of explanatory variables on the dependent variable. Accordingly, the significance level of the model is determined in the ANOVA test. The ANOVA table 8.15 discloses that the model is statistically significant at a p-value of 0.000, and F-statistic= 40.623. The p-value of 0.000 indicates that at least one of the explanatory variables has a coefficient different from zero. This suggests that at least one of the explanatory variables has a significant effect on the dependent variable (performance of land service delivery).

Table 8.15: Adequacy of model

ANOVA ^a						
Model		Sum of Squares	df	Mean Square	F	Sig.
1	Regression	144.129	6	24.022	40.623	.000 ^b
	Residual	199.871	338	.591		
	Total	344.000	344			

a. Dependent Variable: Performance of land service provision

b. Predictors: (Constant), Professional ethics of officials, Predictability of Policies of urban land governance, Predictability of practices of land governance, Policies of urban land governance, Implementation of urban land governance, Professional competency of officials

Source: SPSS Output

The coefficients of regression for the variable of performance of land service delivery indicated in following Table 8.16 show that five of the explanatory variables have a statistically significant effect on the dependent variable/performance of land service delivery/. In view of that, policies

of urban land governance ($\beta=.200$, $p\text{-value}=0.000$), predictability of policies ($\beta=.142$, $p\text{-value}=0.003$), implementation of land policies ($\beta=.222$, $p\text{-value}=0.000$), predictability of practices of urban land governance ($\beta=.210$, $p\text{-value}=0.001$) and professional ethics of employees ($\beta=.140$, $p\text{-value}=0.018$) have a significant positive effect on the performance of land service delivery.

Table 8.16: Coefficients of regression estimate of the performance of land service delivery

Coefficients ^a							
Model	Unstandardized Coefficients		Standardized Coefficients	t	Sig.	Collinearity Statistics	
	B	Std. Error	Beta			Tolerance	VIF
(Constant)	.001	.041		.018	.986		
Policies of urban land governance	.207	.050	.200	4.116	.000	.731	1.369
Predictability of Policies of urban land governance	.145	.048	.142	3.039	.003	.784	1.275
1 Implementation of urban land governance	.242	.065	.222	3.725	.000	.484	2.065
Predictability of practices of land governance	.223	.069	.210	3.225	.001	.404	2.473
Professional competency of officials	.112	.075	.105	1.488	.138	.348	2.873
Professional ethics of officials	.144	.061	.140	2.368	.018	.495	2.022

a. Dependent Variable: Performance of land service provision

Source: SPSS Output

The study reveals that the policies and practices of urban land governance have a significant positive effect on the performance of land service delivery. The result of this study is similar to the studies conducted by Kuma (2017) and Daniel (2019). These studies described that land policies, regulations, and ethics of officials affect the performance of land service delivery.

8.3. Statistical Test of Comparison

The chapter has conducted a statistical test of comparison to examine the extent that the responses of respondents in the three towns (Sebeta, Gelan, and Sendafa-Bake towns) resemble each other or not. This enabled to study to detect existence of any statistical variation in responses of respondents concerning the effects of urban land governance in the study towns. The following table presents the result of the Kruskal Wallis test. The test result is applied to check whether there is a statistically significant difference among the opinion of respondents concerning the effects of urban land governance in three towns of the study. Accordingly, the test determined whether the medians of the three groups of the respondent from three towns are different or not. The result of the test is shown in the following Table 8.17.

Table 8.17: Mean Rank Comparison of the opinion of respondents in the three towns

Ranks			
	Town of the respondents	N	Mean Rank
Effects of urban land governance in the study towns	Sebeta Town	214	194.43
	Gelan Town	72	125.00
	Sendafa-Bake Town	71	187.25
	Total	357	

SPSS Output, 2019

It is indicated in the above Table 8.17 that Sebeta town seems to have a higher rating (mean rank=194.43) followed by Sendafa–Bake town with mean rank=187.25. However, Gelan town has the lowest rating (mean rank= 125.00) on the variable of the study. This shows that respondents from Sebeta town have provided higher ratings than the remaining towns regarding the effects of urban land governance.

Table 8.18: Kruskal Wallis Test Statistics

Test Statistics^{a,b}	
	Effects of urban land governance
Chi-Square	24.991
Df	2
Asymp. Sig.	.000
a. Kruskal Wallis Test	
b. Grouping Variable: Town of the respondents	

SPSS Output, 2019

The statistical output indicated in Table 8.18 revealed that the p-value is 0.000 with Chi-square 24.99 and Df of 2. This entails that the population medians for the three groups of respondents in three towns that are not equal. The ratings of respondents regarding the effects of land governance in the three towns are significantly different. Thus, to identify the significant differences observed among the three towns, the Mann-Whitney test of pair-wise comparison is done. The following table indicates the statistical result of the test from the appropriate pair-wise comparisons among the group medians using the Mann-Whitney test.

Table 8.19: Mann-Whitney test of pair-wise Comparison

Test Statistics			
	Human resource capacity and land service provision standards		
	Sebeta & Sendafa-Bake Town	Sebeta & Gelan Town	Gelan & Sendafa-Bake Town
Mann-Whitney U	7344.500	5004.000	1775.000
Wilcoxon W	9900.500	7632.000	4403.000
Z	-.421	-4.467	-3.171
Asymp. Sig. (2-tailed)	.674	.000	.002
Exact Sig. (2-tailed)	.674	.000	.001
Exact Sig. (1-tailed)	.337	.000	.001
Point Probability	.000	.000	.000
a. Grouping Variable: Town of the respondents			

SPSS Output, 2019

The result of the Mann-Whitney test of pairwise comparison shows that the exact p-value (2-tailed) is less than 0.017 for Sebeta & Gelan towns and Gelan & Sendafa-Bake towns pairwise comparison. Therefore, respondents' rating regarding the effects of land governance in Gelan Town is significantly different from that of Sebeta and Sendafa-Bake towns. This means the rating of respondents in Gelan Town is significantly lower than that of Sebeta and Sendafa-Bake towns. The lower rating in Gelan town is attributed to the quality of improved services in Gelan Town. This improvement can be attributed to the support that the town gets from the regional government. The location, investment flow, and recent establishment enable the town to get better concern from the regional government. However, there is no significant difference in the rating of respondents about the effects of land governance between Sebeta & Sendafa-Bake towns.

8.4. Summary of Major Findings

The chapter has examined the effects of urban land governance in the study towns based on four major themes. The themes are urban land development; land holding, registration, and transfer rights; sustainable housing development; and performance of land service delivery. In the chapter, discussion is made on the effects of land governance in each sub-topic. The following points thus, present a summary of the major findings of the study.

- i. The study found out that due to loopholes in institutional frameworks and low services delivery, land governance in the study area has resulted in the expansion of squatter settlements and environmental degradations.
- ii. In the study, it is revealed that the absence of rigorous punitive measures taken against officials involved in unlawful activities aggravates the frequent abuse of the rule of law in urban land development activities of the study area.
- iii. Farmers and urban residents whose land is expropriated get unfair compensation. They are forced to lead impoverished life. This fact has given a lesson to existing farmers living in the surrounding areas of the study towns. Farmers begin to resist urban expansion and resist compensation schemes that the government endorses. Similarly, political leverage targeting farmers through ethnic mobilization frameworks further exacerbated the resistance of farmers to new urban expansion plans.
- iv. The study identified that several gaps in the land policy, laws, and practices, made urban land supplies inefficient. In this case, the study has determined that the Constitution of Ethiopia neither defines the way urban residents get land nor explicitly proclaims a land lease holding system as the sole means of acquiring urban land. Besides, land policy and laws have focused on the auction method than the allotment of land supply. This has adversely affected the supply of adequate, affordable, and sustainable land to citizens. This contradicts the rights of citizens enshrined in the Constitution of the Federal Democratic Republic of Ethiopia.
- v. The study reveals that there are cases in which, landholding rights are allocated to political elites without regard to existing customary or other tenure holding rights of citizens. A handful of political leaders use institutional authority to leverage land

management officials. They engage in a patron-client relationship with officials to misappropriate state-owned land.

- vi. It is also found that land speculators involve in the service delivery processes of municipal administrations. They informally participate in the land registration and transfer service delivery processes. They leverage and bribe officials, lobby service seekers, abuse farmers, and deceive citizens to get personal gain. Hence, they distort service delivery processes and abuse land markets, house valuation and transactions, and real estate markets to maximize their private gains. In general, intricate regulatory frameworks, administrative inefficiency, and weak land and housing markets land fail to protect the land holding, registration, and transfer rights of citizens in the study area.
- vii. The results of the study indicate that institutional frameworks acknowledge the right to housing of citizens. However, despite the objectives intended in the Constitution and other regulatory frameworks, little has been achieved in the study area. Land policies lack clear strategies to address the adequate supply of housing land to urban residents. Moreover, shortfalls in the execution of these institutional tools further limit the supply of housing land. More to the point, the absence of pro-poor housing projects in the study towns has affected the majority of urban residents.
- viii. The study has also identified that urban land policies do not ensure sustainable settlement to residents whose land is expropriated. Legal, as well as policy documents, endorse the provision of unfair compensation to residents whose land is taken away by the government. Moreover, the study identified that government compensation policies do not include the provision of adequate and sustainable housing projects to residents evicted from their land.
- ix. It is examined in the study that land lease payments, taxes, and service charges paid on residential buildings and housing land are not fair to the landholders. This further made the cost of getting land and construction of dwelling compounds unaffordable to the majority of urban residents in the study area.
- x. The study shows that the overall performance of land service delivery in the study towns is low. Problems in the land policies, political intervention, poor quality land use plans, weak administrative capacity, and low level of professionalism and ethical codes of

conducts aggravate land corruption and patronage relationships. It has also reduced the quality of service delivery in the study towns.

- xi. Finally, the result of multiple regression shows that policies and practices of urban land governance have a significant effect on urban land development, tenure security, sustainability of supply of housing land, and performance of service delivery.

Chapter Nine

Challenges of Urban Land Governance in the Study Area

9.1. Introduction

In preceding chapters, discussions are made on the assessment of the overall aspects of urban land governance in the Special Zone of Oromia Region dwelling on the principles of democratic governance. In the chapters, it is shown that land governance does not integrate principles of democratic governance in the study towns. Political, legal, administrative, capacity, and technical challenges hinder the promotion of democratic land governance in the study area. A review of empirical literature similarly shows that several political, institutional, administrative, and socio-economic problems have adversely affected the performance of urban land governance in the country. In light of this, this chapter assesses the challenges and problems of urban land governance in the study towns. It provides discussions on the major challenges of land governance categorized under four sub-topics. Challenges originated from institutional frameworks, political challenges, challenges related to modern technology, and administrative and human resource capacity challenges are discussed in the chapter.

Accordingly, the chapter is divided into four major sections. The first is the introductory section that provides insight into the overall focus of the chapter. In the second section, the chapter presents the analysis and interpretation of data collected from primary and secondary sources. Thematic analysis is applied to analyze, interpret, and present results. The data analysis and discussion are supported by relevant literature and the researcher's own opinion. The third part of the chapter presents the result of the statistical analysis conducted to compare responses. In the final section of the chapter, a summary of the major findings of the study are presented.

9.2. Major Challenges of Urban Land Governance

9.2.1. Institutional Challenges

Democratic land governance requires the formulation and implementation of responsive policies and laws that ensure efficient and equitable utilization of urban land. In the context of the policymaking process, the formulation of institutional frameworks needs to be participatory. It also ensures a transparent, accountable, and predictable land governance system. The aggregate

effect of such policies and laws is sustainable and inclusive urban land development. However, the results indicated in chapter five of this study shows the formulation and endorsement of urban land policies are compounded by a range of challenges. Accordingly, the following subsection provides a discussion on the institutional challenges of urban land governance in the study towns.

Quantitative data collected from sample households in Sebeta, Gelan, and Sendafa-Bake towns indicates the majority of residents (50.7%) have poor access to policies and institutional frameworks that the government has endorsed. Additionally, about 56% of the respondents agreed that urban land policies and legal documents lack clarity. This data gives a view that lack of transparency in policies and laws is one of the challenges of land governance in the study area. Moreover, 46.8% of respondents stated that institutional frameworks are not capable of ensuring the accountability of municipal officials for their decisions and actions while about 27.2% of the respondents maintained a neutral opinion. In this regard, the majority of respondents believed that the absence of an accountability system is one of the problems in the land governance system of the study towns. According to the responses of 50.7% of survey participants, the low legitimacy of land policies and laws has affected land governance activities. This entails that the absence of acceptability of policies challenges the way policy instruments are implemented in the study towns. This is partly due to the low level of citizens' participation in the formulation and implementation of institutional frameworks. In addition, the weakness of policy frameworks to give protection to the rights of the marginalized section of the society has contributed to the low level of legitimacy of policies of land governance.

Quite a large number of respondents (56.6%) described that lack of an institutional capacity building system contributed to the deterioration in service delivery performance of municipal administrations. On the contrary, while about 16% of participants opposed the views of the majority respondents, 27% of them have a neutral opinion. The view of the majority of respondents asserts that the absence of capacity building efforts reduces the performance of municipal land administration offices. Largely, quantitative data though subject to qualitative validation, indicates low accessibility and clarity of policy documents, weak accountability, and capacity-building systems have mired efficiency of land administration in the study towns. Besides, the low acceptability of institutional frameworks adversely affects the quality of land service delivery.

Table 9.1: Institutional challenges of land governance in the study area

N o	Measurement Items	Percentage Distribution of Respondents' Rating										Median
		SD		DA		N		AG		SA		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Low accessibility of land policies and institutional frameworks to citizens	7	2.0	55	15.4	114	31.9	148	41.5	33	9.2	4
		n=357					% = 100%					
2	Absence of clarity of urban land policies and legal documents	7	2.0	65	18.2	84	23.5	142	39.8	59	16.5	4
		n=357					% = 100%					
3	Absence of an accountability system that makes officials liable for wrong decisions and actions	22	6.2	73	20.4	95	26.6	127	35.6	40	11.2	4
		n=357					% = 100%					
4	Low legitimacy of urban land policies and laws	8	2.2	53	14.8	115	32.2	126	35.3	55	15.4	4
		n=357					% = 100%					
5	Lack of institutional capacity building programs	7	2.0	51	14.3	97	27.2	132	37.0	70	19.6	4
		n=357					% = 100%					

Source: Own Filed Survey, 2018/19

The qualitative data collected from the community (key informants, and FGDs) and government officials indicate similar results. Key informants and FGDs' participants mentioned that majority of urban residents have low access to policy documents. They added, even if these documents are accessed; only a few sections of the society read and understand them. Complexity in language and jargon coupled with the absence of communication channels made policies and laws least understandable to the majority of the respondents. They further stated land is the most essential resource both to urban and rural people. Policy documents issued by the government should have been consultative and communicated to the majority of the citizens clearly to create mutual understanding between land administrators and citizens. Informants have also described that the absence of a rigorous accountability system that deters perpetration in the land governance system has paved a way for maladministration, corruption, and mischief. Besides, they have the opinion that capacity build activities are given to the officials of municipal administrations. However, they believed, these efforts are not fruitful as capacity-building efforts are politically overwhelmed.

Besides, the head of the Land Management and Development Bureau of MoUDC and Team Leader of the Regional Urban Land Policy and Legal Desk agreed that there are problems, which originate from institutional frameworks endorsed by the government. They stated the absence of a strong accountability system, lack of adequate capacity building programs, and weak institutional transparency are the critical problems observed in the urban land governance system. They acknowledged that land policies and laws must serve the interests of all sections of the society and hence, institutional devices need to be transparent and legitimate to the interest citizens.

The results of quantitative and qualitative data analysis indicate a lack of adequate transparency and accountability systems in the land institutions and frameworks is among the challenges of democratic governance in the study area. Reasonably, the researcher shares the views of informants. One of the most central reasons for widespread corruption in the land governance in the study towns is the absence of strong accountability and transparency system. Moreover, low capacity builds measures have reduced the capacity of municipal administrations. Lack of adequate human resource development schemes has contributed to poor land service delivery performances of land management and development offices.

Quite several empirical literature (Girma, 2018; Moges, 2018; Mulisa, 2017; Tariku, 2017; Dinka, Girma, and Ermias, 2015; Takel, Yiadom & Melesse, 2014; Transparency International, 2014; World Bank, 2012b) indicate similar findings with the above results. Girma (2018) examined the performance of urban land management policy in Adama city and found out that weak institutions adversely affected the performance of land management policy. Similarly, studies conducted by Moges (2018) and Tariku (2017) revealed that the lack of transparent and accountable land governance systems critically challenged the provision of efficient and effective land services to citizens.

More to the point, Mulisa (2017, p. 52) has examined the institutional performance of urban land administration taking the case of Burayu town of the Oromia region. He concluded that urban land institutions are not transparent, accountable, and lack the "*spirit of agency in service delivery*." Dinka, Girma, and Ermias (2015) mentioned that absence of adequate capacity building programs affected the performance of land administration in the Shanbu town of the Oromia region. On the other hand, Takel, Yiadom, & Melesse (2014) analyzed the land

administration system in Hawassa city and concluded that institutional weakness is the major challenge that the land administration system of the city faced.

In general, the researcher concludes that institutional frameworks put the overall rules and structures that govern urban land service delivery. In this sense, institutional frameworks ensure the provision of efficient and services that satisfy the needs and desires of citizens. However, institutional and structural fallacies are the source of somber challenges, which affect the performance of land administration systems. In this regard, the study has examined that fragile transparency and accountability institutions coupled with weak capacity building programs challenge democratic land governance in the study towns. Furthermore, the low community engagement and acceptability of land policies and laws contribute to the poor performance of institutional frameworks.

9.2.2. Challenges related to Human Resource and Office Facilities

The availability of competent and disciplined professional staff is an essential asset to public sector organizations. Material and non-material inputs remain sufficient in office; competent and ethical staff enables organizations to have higher performance in the implementation of public policies. Qualified expertise is also important to build public trust in service delivery processes. Besides, the accessibility of adequate office supplies has also a paramount effect on the quality of service delivery. Similarly, in the context of democratic land governance, the availability of capable human resources and adequate office supplies is indispensable to provide land services that meet citizens' expectation. However, the lack of appropriate office supplies and qualified staff can be a critical challenge to the efficiency and effectiveness of land service delivery. In this background, the study has assessed urban land governance challenges related to human resource and office facilities in the study towns. Accordingly, the following Table 9.2 presents the summary of quantitative data collected from sample households.

The table points out that about 50.4% of respondents consider a shortage of competent staff to carry out efficient and effective land service delivery as a major challenge of land governance in the study area. Besides, the majority of survey participants mentioned the absence of adequate training given to land administration officials regarding democratic urban land governance has adversely affected the process of land service delivery. About 35% of respondents held a neutral opinion while 11% of them disagreed with the assertion indicated in the table. This data gives

clues that the lack of qualified staff and expertise development training has harmed the land governance system of the study towns.

Table 9.2: Human resource challenges of land governance in the study area

No	Measurement Items	Percentage Distribution of Respondents' Rating										Median
		SD		DA		N		AG		SA		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Shortage of competent staff to carry out efficient and effective land service delivery	13	3.6	54	15.1	110	30.8	115	32.2	65	18.2	4
		n=357					%=100%					
2	Absence of adequate training to officials regarding democratic land governance	8	2.2	35	9.8	125	35.0	139	38.9	50	14.0	4
		n=357					%=100%					
3	Absence of a system that rewards good performance and discourages officials that abuse authority for personal gains	11	3.1	21	5.9	119	33.3	140	39.2	66	18.5	4
		n=357					%=100%					
4	Land administration officials have a low commitment to discharge official duties	29	8.1	54	15.1	99	27.7	107	30.0	68	19	4
5	Prevalence of corruption, nepotism, and favoritism in the town's land administration office	11	3.1	31	8.7	108	30.3	141	39.5	66	18.5	4
		n=357					%=100%					
6	Shortage of office facilities and administrative supplies	5	1.4	30	8.4	124	34.7	128	35.9	70	19.6	4

Source: Own Filed Survey, 2018/19

On the other hand, 57.7% of responses agreed that the absence of rewarding good performance and taking corrective measures against officials that abuse authority is another challenge of land governance processes. This is an indication that the objective and independent employees' appraisal system is not implemented. Consecutively, this affects the manner employees deliver land services.

Regarding the ethical values of employees, the majority of respondents agreed that a low level of officials' commitment and prevalence of corruption, and nepotism are among the major challenges that limit the performance of land management and development offices. In this regard, corruption is the most critical challenge that worsens the performance of the land administration system in the study towns. Additionally, it is described in governance literature that organizational inputs are vital for ensuring the quality of service delivery. However, the

opinion of the majority of the respondents (55.5%) does not agree with the above statement. They stated that there is a shortage of office facilities and materials in the land management and development offices. On top of this, the median score calculated regarding the indicators of the challenges related to human resource capacity mentioned in the above table is 4 for all items. It suggests that the majority of respondents have regarded the indicators as the challenges of the land governance system of the study area.

Similarly, qualitative data collected from key informants and FGD participants in three towns of the study confirmed that a shortage of qualified land management staff has affected the service delivery activities of the towns. Additionally, they described there are officials engaged in unethical activities in municipal land management and development offices. Corruption and nepotism are thus, rampant in the land governance of the towns. Due to the absence of a strong accountability system, officials abuse their authority in a run to secure private gains. Respondents further mentioned the absence of adequate competency-based training has limited the development of competent staff in the land governance. The frequent turnover of staff is also common in the study towns. Further, rewarding good performance and taking corrective measures against inappropriate actions are rarely practiced. Overall, community key informants regarded that lack of commitment, integrity, and ethics in the performance of human resources have affected the land governance system. More to the point, the low profile of professional competency of staff of municipal land management and development offices has debilitated land service delivery activities.

The views of the head of the regional land management desk show that the land governance system faces a critical problem related to retaining competent staff. She mentioned land management and development offices have massive staff turnover. Various reasons are cited for increasing staff turnover. From the views of respondents, the researcher identified that work overload, low salary, and benefits packages, political interference, corruption, absence of an attractive work environment, and the inability of fresh graduates to adapt to bureaucratic administration are the major causes of staff turnover.

Furthermore, she mentioned that competency-based training is given on different occasions. However, due to turnover, training is not effective in filling the gaps observed in the performance of land governance staff. She claimed that the regional government supports the municipal administration's competence building programs. However, capacity-building strategies do not bring the desired results due to the absence of synergy among stakeholders and a lack of adequate financial resources. Similar points are raised by the federal head of urban land registration authority. She specified there are problems in the human resources organizations of municipal land management and development offices. She pointed out that the lack of adequate professional competency, commitment, and ethical integrity are the core problems observed in the land service delivery system of these towns.

In general, professional integrity and ethical values of employees in the land management and development offices help to ensure the provision of competent services that satisfy the demands of citizens. However, it can be concluded from the above quantitative and qualitative results that the absence of adequate competent staff adversely affects democratic land governance. The results imply that due to high turnover, land management and development offices fail to retain adequate professional staff. Various administrative, political, behavioral, psychological, and legal factors triggered frequent staff turnover in the study towns. Besides, competency-based training given to employees is not effective in improving the capability of municipal land management and development staff.

On top of this, the absence of a rigorous accountability system has induced abuse of official authority. Thus, the low commitment of officials coupled with a weak accountability system has paved ways for corruption. These administrative loopholes are entry points for malpractices such as bribery, nepotism, favoritism, working with illegal dealers, and participating in land capture. Additionally, an insufficient supply of office logistics and infrastructures is among the challenges that hinder the provision of efficient and effective land services to citizens in the study towns. In this regard, a study published by Transparency International (2014) mentioned that lack of adequate professional and competent staff affected the urban land service delivery system of the developing countries including Ethiopia. On the other hand, Amundsen & Andrade (2009) stated employees' ethical integrity and commitment determines the extent of responsive service delivery. However, a study by Gelaye (2018) has determined that public servants' attitude towards professional ethics in the country is low and that land service delivery processes

are not based on ethical standards. Similarly, Melkamu (2016) asserted that a lack of professional integrity in municipal administrations in Oromia National Regional State laid up efficient public service delivery. The study thus concludes that the availability of competent and ethical staff in local governments has an influence on the quality of public services provided to citizens. However, in the study towns, the absence of adequate professional and ethical employees adversely affected the overall performance of land service delivery. Moreover, despite the efforts to develop and retain professional employees, municipal land management and development offices face a high rate of staff turnover.

9.2.3. Technological Challenges of Land Governance

It is known that the application of information technology improves public sector governance. Appropriate use of ICT facilities helps the government to ensure efficient and effective service delivery. In urban land governance, ICT aids urban planning, land registration, transaction, and transfer and administration of a land bank. It is a key factor in the management and development of urban land through the urban cadastre system. In this context, developing ICT professionals and infrastructure require adequate ICT knowledge and facilities. However, as it is learned from literature, the absence of adequate ICT experts and infrastructure are regarded as major challenges, which the majority of urban centers face.

In this regard, the study has assessed the extent to that availability of ICT professionals, and ICT infrastructure affects land governance in the Special Zone of Oromia Region Surrounding Addis Ababa. Accordingly, the following Table 9.3 shows a summary of quantitative data collected through a household survey. In the views of 62.4% of respondents, municipal land management and development offices lacked adequate ICT professionals. Similarly, 62.8% of responses agreed that the absence of ICT infrastructure is a challenge that affects the efficiency of land service delivery. In the views of the researcher, the absence of adequate ICT professionals and infrastructure possibly reduces the efficiency of land service delivery. It adds administrative costs and increases the time that can probably be spent on service delivery. Moreover, it has the potential to reduce the quality of documentation services.

Table 9.3: Technological challenges of land governance in the study area

No	Measurement Items	Percentage Distribution of Respondents' Rating										Median
		SD		DA		N		AG		SA		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr.	%	
1	Lack of adequate IT C professionals in the land administration	12	3.4	22	6.2	100	28.0	180	50.4	43	12.0	4
		n=357					% = 100%					
2	Absence of ICT infrastructure that maintains the quality of documentation	8	2.2	49	13.7	76	21.3	163	45.7	61	17.1	4
		n=357					% = 100%					
3	Absence of cadastre technology in the land administration	10	2.8	33	9.2	112	31.4	140	39.2	62	17.4	4
		n=357					% = 100%					
4	Absence of e-land governance in the land service delivery	22	6.2	70	19.6	123	34.5	97	27.2	45	12.6	3
		n=357					% = 100%					
5	Absence of modern urban land planning systems and technologies	15	4.2	61	17.1	100	28.0	120	33.6	61	17.1	
		n=357					% = 100%					

Source: Own Filed Survey, 2018/19

Concerning urban cadastre, the majority of respondents (56.6%) believed that the absence of appropriate cadastre technology is among the challenges that affect the activities of municipal land management and development offices. The remaining respondents (31.4%) held a neutral opinion while 12% of them disagreed with the assertion indicated in the table. Additionally, 39.8% of respondents agreed that there is weak e-land governance in the study area. On the other hand, about 34.5% of respondents maintained a neutral opinion while 25.8% of responses disagreed with the statement that there is weak e-governance in the land administration system. This result implies that a large number of respondents regard the absence of e-land governance as a challenge to democratic governance. However, the second-largest response is neutral. As to the view of the researcher, this number of respondents maintained a neutral opinion because they probably do not have adequate awareness about e-land governance.

Besides, a greater part of responses (50.6%) indicates that the absence of modern urban land planning systems and technologies in municipal land management and development offices is another challenge of land governance. The remaining respondents (28% and 21.4%) held a neutral position and opposed the views of the majority respectively. Urban planning is a key instrument in allocating urban land to various uses and helps efficient utilization of land. However, it has to integrate modern planning technologies and techniques. In this case, the

absence of such planning technologies affects the efficiency of land service delivery. The above description is also supported by the median score of 4 calculated for four of the indicators. This suggests that the majority of respondents agreed that the lack of ICT professionals and infrastructures adversely affect the land governance system of the study towns. In summary, the result from quantitative data shows a lack of adequate ICT professionals, technology infrastructure, and, modern urban planning instruments are amongst the challenges of democratic land governance.

On the other hand, qualitative data collected from community key informants and FGD participants indicate that there are minor improvements in expanding the use of ITC infrastructures in the land service delivery. They believed that much has to be done to transform the existing archaic and manual service delivery system into an automated e-land governance system. They stressed that an adequate policy framework should be in place to institute e-land governance in the study area. They further claimed that cadastre technology has been in the early stage of establishment in the study towns. Hence, it has little functionality. The absence of adequate ICT professionals trained in the operation of cadastre technology and financial constraints are the major problems that limit the functions of cadastre technology.

Land bank is also established to control state-owned land in the study towns. However, the absence of an accountable and transparent land management system paves the way for the misappropriation of state-owned land in the towns. In addition, poor land auditing has contributed to the misuse of state-owned land reserved in the land bank. Besides, the head of the regional land management desk stated there are improvements in modernizing land management systems of urban centers found in the Special Zone. However, the progress is not satisfactory. Administrative and capacity problems limit the expansion of ICT infrastructure and cadastre technology in the study area. She mentioned that the lack of adequate ICT professionals, technology facilities, and budgetary limitations are the challenges that constrained the appropriate application of modern land governance technologies. Besides, she added, existing ICT facilities are not also applied properly.

In the views of the researcher, advancement in information communication technology embarked on a new path in the land governance systems. Land services are easily managed through modern communication technologies. This significantly reduced administrative costs and time of service delivery thereby adding value to the efficiency of a government. On the other hand, citizens are also better served. Improvements in service delivery and administrative performance certainly add value to citizens' satisfaction. In cumulative terms, the appropriate application of information communication technology in the public sector improves the efficiency and trustworthiness of government service delivery system. However, in the study towns, although there is progress in modernizing land management system in ICT and cadastres technologies, satisfactory improvements are not registered in the land services provisions. Lack of ITC professionals, technology facilities, mishandling of available technologies, low telecom services, budgetary shortages, and archaic documentation of files is the challenge faced in modernizing the land management system of the study towns.

Quite several studies are conducted to assess the challenges of urban land service delivery in different parts of the country as well as in other countries. Dinka, Girma & Ermais (2016) asserted that lack of ICT professionals and facilities left urban land administration with old bureaucratic and archaic documentation of files. On the other hand, Alemie & Bennet (2016, p. 11) emphasized developing cadastral technology improves capacities in *"urban land administration, land markets, and state land management."* However, they assessed that effort to develop cadastre capacity in urban centers of Ethiopia faced legal, administrative, and technology challenges.

Similarly, Transparency International (2014) and Belachew & Aytenfisu (2010) examined that capacity constraints in modernizing land administration are seen as a major challenge for Ethiopia to achieve efficient land administration and record land rights. Furthermore, the World Bank (2012a) found that *"there are issues of displacement and loss of files due to archaic documentation"* in the land management system of Ethiopia. In light of the findings of the study and empirical literature reviewed, the study concludes that the application of modern ICT technology and cadastral models in the land management systems of the study towns faced various administrative, financial, technological, and legal limitations.

9.2.4. Political Challenges of Land Governance

It is known that land policies and strategies of the government are made within the political system. Political decisions practically determine the way urban land is governed. Appropriate political decisions and involvements contribute to the improvements in efficiency and effectiveness in the management of urban land. However, uncalled political interferences, which affect professional land service delivery, on the other hand, exacerbate inefficiency in the land governance. In this background, the study has assessed the problems that originate from the political setting and affect land governance systems of the study towns. The following Table 9.4 presents a summary of the opinion of households participated in the survey of the interview schedule.

Table 9.4: Political challenges of land governance in the study area

No	Measurement Items	Percentage Distribution of Respondents' Rating										Median
		SD		DA		N		AG		SA		
		Fr.	%	Fr.	%	Fr.	%	Fr.	%	Fr	%	
1	Land Administration officials are appointed and dismissed based on their degree of political loyalty and commitment	5	1.4	18	5.0	122	34.2	144	40.3	68	19.0	4
		n=357					% = 100%					
2	There is a very frequent turnover of land administration office heads due to political influence	9	2.5	29	8.1	106	29.7	150	42.0	63	17.6	4
		n=357					% = 100%					
3	Decisions regarding land are made in centralized decision-making processes	4	1.1	49	13.7	85	23.8	175	49.0	44	12.3	4
		n=357					% = 100%					
4	There is low political commitment to mitigate corruption and rent-seeking behavior in the land administration	6	1.7	42	11.8	87	24.4	164	45.9	58	16.2	4
5	Land service delivery provides privileges to service seekers who politically patronage within the ruling party	7	2.0	45	12.6	93	26.1	160	44.8	52	14.6	4
		n=357					% = 100%					

Source: Own Filed Survey, 2018/19

In the table, it is indicated the majority of respondents agreed and strongly agreed (59.3%) that land administration officials are appointed and dismissed based on the degree of their political loyalty to the government. About 34.2% of respondents held a neutral opinion while a minor number of them disagreed with the assertion indicated in the table. This implies appointment and dismissal of heads of land management offices are determined by the political executive. In the appointment and dismissal of appointees, political loyalty is given priority than the merits required to handle official duties. Hence, this might disregard meritocracy and raises doubt on the professional integrity of officials appointed as heads of the land management bureau. Besides, officials who have better merit might be disregarded from an appointment if they held a different political opinion.

Fifty-nine percent of respondents believed that there is a frequent turnover of the heads of land management offices due to political influence while about 29.7% remained neutral on the matter. It is possible to infer that political interference leads to frequent turnover of the heads of offices. It can also result in instability and inconsistency of decisions regarding land service delivery. Frequent turnover inhibits the establishment of a consistent service delivery system. Similarly, 61.3% of respondents regarded that a centralized decision-making procedure as a challenge to democratic land governance. Decisions that give room to the voice of stakeholders, on the other hand, help to accommodate various interests and possibly become responsive to the demands of citizens.

The majority of respondents (62.2%) considered the absence of political commitment to mitigate corruption and rent-seeking behavior as a major challenge of land governance. Political commitment and rigorous decisions are required to prevent and control corruption. However, the opinion of respondents implies that there is a low political commitment to mitigate land corruption in the study area. This, in turn, leads to weak administrative performance and reduces the legitimacy of land governance. Similarly, the majority of survey participants (59.4%) identified political patronage as a challenge to democratic governance in the land sector. They agreed land service delivery provides privileges to service seekers who are political patronage within the ruling political party.

In the views of the researcher, political patronage is one of the features of land governance in the study towns. Individuals and groups who support the ruling party get privilege in the land service delivery. This group of individuals gets political protection and has special access to urban land services. Hence, political patronage gives rise to discriminatory land governance practices in the study area. In summary, the above quantitative data imply that challenges originated due to political interference affect the land governance system. Political appointments and dismissals of officials, political patronage, centralized decision-making practices, and a low political commitment to fight corruption are identified as major challenges of land governance in the study towns.

Qualitative data collected from community key informants and FGDs participants show that political interference in urban land management activities is common. According to the views of informants, political patronage is one of the major challenges constraining the efficiency of land governance. Members of the ruling party commonly get privileges in the land service delivery. They further claimed that the absence of genuine political commitment in the fight against corruption and rent-seeking activities is among the problems of land governance. In addition, centralized decision-making in the land service delivery challenges the responsiveness of land governance in the study area.

On the contrary, the results of the interview with the head of the regional land management desk show that although the appointment and dismissal of the head of land management bureaus are political, the merit of candidates is also considered. She has also pointed out that the decision-making system is decentralized to municipal administrations. In the process of decision-making that affects the interests of citizens, the municipal land management bureau is responsible to engage stakeholders. She affirmed that community participation is not ensured in the municipal decision-making system though. She believed municipal administrations do not adequately consult stakeholders concerning land-related decisions and practices. In the views of the head of the Land Management and Development Bureau of MoUDC, there are several political challenges in municipal land management activities. He mentioned that low political commitment in the fighting against corruption, and political appointment and dismissal of officials are critical problems of the urban land governance system.

In summary, it is shown in the quantitative and qualitative analysis that political interference in the land governance processes affects the merit-based service delivery system of municipal administrations. In this regard, political challenges limit democratic land governance in the study towns. Political appointment and dismissal of officials, political patronage, high turnover of political appointees, and low political commitment to fight corruption are identified as challenges of land governance in the study area.

In this regard, a review of empirical literature shows the following similar findings. Engida (2013) identified that a centralized decision-making system, corruption, and political patronage are the major challenges that faced the land administration system of emerging urban centers of Ethiopia. Transparency International has also assessed causes of corruption in the land service delivery in Ethiopia and found that low political commitment of government aggravated land corruption (Transparency International, 2014). Similarly, Misganaw (2019) mentioned non-transparent and centralized decision-making system attracted malpractices such as patronage, partiality, and favoritism in urban land governance of the country. Democratic Land governance literature, on the other hand, informs that land governance decisions and actions "*need high-level political support and recognition*" (Enemark, 2012, p. 1). To ensure land service delivery that meets citizens' expectations, values of meritocracy and professionalism should be held in the land governance system. Thus, political interferences jeopardize participatory decision-making and promote malpractices, which result in the deterioration of quality services provided by the land management system of the study towns.

9.3. Statistical Test of Comparison

The study has applied a Kruskal Wallis statistical test to determine the extent that the responses of respondents in the three towns (Sebeta, Gelan, and Sendafa-Bake towns) have a significant variation or not. The test result is applied to examine whether there is statistically a significant difference among the responses of respondents concerning challenges of urban land governance in three towns of the study or not. The following table presents the result of the test. The test determines whether the medians of the three groups of the respondent from three towns are different or not. The result of the test is shown in the following Table 9.5.

Table 9.5: Mean Rank Comparison of the opinion of respondents in the three towns

Ranks			
	Town of the respondents	N	Mean Rank
Challenges of urban land governance in the study area	Sebeta Town	214	192.17
	Gelan Town	72	133.83
	Sendafa-Bake Town	71	185.11
	Total	357	

SPSS Output, 2019

Regarding challenges of urban land governance, data in Table 9.5 shows Sebeta town has a higher rating (mean rank=192.17) followed by Sendafa–Bake town with mean rank=185.11. On the other hand, Gelan town has the lowest rating with a mean rank= 133.83). The descriptive statistics show that respondents from Sebeta town have provided a higher rating than the remaining two towns regarding the challenges of urban land governance in the Special Zone of Oromia Region Surrounding Addis Ababa.

Table 9.6: Kruskal Wallis test statistics

Test Statistics	Challenges of Urban land governance in the study area
Chi-Square	17.552
Df	2
Asymp. Sig.	.000
a. Kruskal Wallis Test	
b. Grouping Variable: Town of the respondents	

Source: SPSS Output

Table 9.6 shows the statistic of the Kruskal Wallis test. The test statistic tells that the Kruskal Wallis test p-value is 0.000 with Chi-square 17.55 and Df of 2. Hence, it is concluded that there is statistically a significant difference among the responses of respondents concerning challenges of urban land governance in three towns of the study. This gives the proof that the population medians for the three groups of respondents in three towns are not equal. The ratings of respondents regarding the challenges of land governance in the three towns are significantly different. Thus, to identify the significant differences observed among the three towns, the Mann-Whitney test of pair-wise comparison is conducted. The following table shows the statistical result of the test from the appropriate pair-wise comparisons among the group medians using the Mann-Whitney test.

Table 9.7 Mann-Whitney test of pair-wise Comparison

Test Statistics			
	Challenges of Urban Land Governance		
	Sebeta & Sendafa-Bake Town	Sebeta & Gelan Town	Gelan & Sendafa-Bake Town
Mann-Whitney U	7265.500	5217.000	1790.500
Wilcoxon W	9821.500	7845.000	4418.500
Z	-.551	-4.099	-3.095
Asymp. Sig. (2-tailed)	.581	.000	.002
Exact Sig. (2-tailed)	.582	.000	.002
Exact Sig. (1-tailed)	.291	.000	.001
Point Probability	.000	.000	.000
a. Grouping Variable: Town of the respondents			

SPSS Output, 2019

The test statistic of the Mann-Whitney test of pair-wise comparison suggests that the exact p-value (2-tailed) is less than 0.017 for Sebeta & Gelan towns and Gelan & Sendafa-Bake towns pair-wise comparison (p-value is 0.00 and 0.001 respectively). Therefore, the rating of respondents concerning challenges of land governance in Gelan Town is significantly different from that of Sebeta and Sendafa-Bake towns. This means the rating of respondents in Gelan Town (mean rank 108.96 and sum of ranks 7845) is significantly lower than that of Sebeta town (mean rank 155.12 & sum of ranks 33196). Similarly, the rating of respondents in Gelan town (mean rank 61.37 & sum of ranks 4418.50) is statistically lower than that of Sendafa-Bake town (mean rank 82.78 & sum of ranks 5877.50). The nature of land governance in Gelan Town seems better in comparison with the remaining two towns. The regional government provides better concern to land governance of the town due to its location, investment flow, and recent establishment. However, there is no statistically significant variation in the rating of respondents about the challenges of land governance between Sebeta & Sendafa-Bake towns.

9.4. Summary of Major Findings

In this chapter, the study has identified the challenges of urban land governance in the study towns. These challenges are presented in four major categories: institutional, human resources, political and technological challenges. In this regard, the following are the major challenges of land governance.

1. Institutional Challenges: the following are among the institutional challenges of land governance.
 - i. Inaccessibility of land policies and legal institutional frameworks to citizens;
 - ii. Absence of citizens consultation and communication regarding urban land policies, and decisions;
 - iii. Absence of rigorous transparency and accountability system in the land governance institutions and frameworks;
 - iv. There is low acceptability of urban land policies, proclamations, regulations, and directives. This has reduced the legitimacy of municipal land administration and;
 - v. Inadequate capacity builds programs.
2. Challenges related to Human Resource and Facilities: the study has found the following administrative challenges;
 - i. Lack of competent and qualified professional staff in municipal land management and development offices;
 - ii. High turnover of employees due to work overload, low salary & benefits packages, political patronage, corruption, absence of a conducive work environment, and bureaucratic bottlenecks;
 - iii. Inadequate competency-based training given to improve the performance of employees;
 - iv. Absence of a rigorous accountability system that ensures answerability of land management officials; in other words, absences of a strong accountability system paved a way for officials to engage in administrative malpractices such as bribery, nepotism, favoritism, and others;
 - v. Insufficient commitment of officials to discharge their responsibilities;
 - vi. An unsatisfactory concern of officials to the values and benefits of professional ethical codes of conducts;

- vii. Inadequate supply of office logistics, materials, and infrastructures are among the challenges that hindered the provision of efficient and effective land services to citizens in the study area.
3. Technological challenges: the following are serious challenges that constrained the provision of technology-intensive urban land services to citizens in the study area.
- i. Lack of adequate number of ITC professionals and expertise that manage IT facilities in the land service delivery
 - ii. Inadequate supply of modern technological facilities, which are fundamental in advancing technology-based land governance systems,
 - iii. Inappropriate and mishandling of available technological facilities;
 - iv. Bureaucratic and archaic documentation of files and documents;
 - v. Lack of institutional framework to implement integrated e-land governance in the study area;
 - vi. Low-quality telecom services and inaccessibility of broadband internet technologies that adversely affected the endorsement of e-land governance;
 - vii. Budgetary and administrative limitations are the major challenges that constrained the transformation of land governance in the study area.
4. Political challenges have affected the efficiency and effectiveness of land service delivery in the study towns. In this context, the following political challenges are identified
- i. Appointment and dismissal of officials based on their political attitude and opinion;
 - ii. High and frequent turnover of political appointees;
 - iii. Political patronage that gives privilege to an individual which support political elites in the ruling party and disfavors others who have different political views;
 - iv. Centralized and non-transparent political decisions that affect the rights and interests of citizens over land; and
 - v. The low commitments of the political elite to fight against corruption are identified as the major challenges of land governance in the study area.

Chapter Ten

Conclusions and Recommendations

10.1. Conclusions of the Study

The study has examined urban land governance in the Special Zone of Oromia Region Surrounding Addis Ababa taking Sebeta, Gelan and Sendafa-Bake towns. In the study, mixed methods research design within the assumptions of a pragmatic knowledge claim is employed. Primary and secondary data is collected through a mix of interview schedules, key informant interviews, FGDs, personal observations, and document analysis techniques. It has used a cross-sectional method of data collection in the framework of concurrent triangulation design. Sample households, community key informants, FGD participants, government officials at various levels take part in the study as sources of pertinent information. In this context, the study has broadly investigated the policies and practices of land governance of Sebeta, Gelan, and Sendafa-Bake towns. Principles of democratic governance have been used to analyze the nature of policies and practices of urban land governance. Distinctively, the research has studied the policies, practices, human resource capacity & service standards, and effects of land governance in the study towns. It has also examined the challenges that hamper democratic land governance in the study towns. Accordingly, the following paragraphs present the conclusions of the study derived from the analysis and interpretation of data made in preceding chapters.

10.1.1. Policies of Urban Land Governance

Urban land in Ethiopia is governed under the ideology of state ownership of land. In post-1991, the FDRE Constitution has made land a common property jointly owned by the state and its people. It is stated in policy documents issued by the government that the primary reason for the adoption of state ownership of land is to protect the rights of people over land. In this context, citizens are given landholding rights. On the other hand, private ownership of land is banned by both the Constitution and other subsequent policies and legal frameworks. This has been due to the government's strong conviction that if the land were left to the market, it would be open to exploitation by a few individuals under an oligarchy. In this milieu, the Constitution through state ownership of land provides the government exclusive right over land. Furthermore, the Constitution does not mention the manner urban residents can access land. This has enabled the

government to monopolize the ownership, controls, and supply of land. It has endorsed land policies that aim at the mere protection of landholding rights of citizens.

To exercise the Constitutional provision, several urban land management policies, land lease proclamations, regulations, and directives are issued by both the federal and regional governments. However, state ownership of land as enshrined in the Constitution, protects neither the right of urban residents to access land nor the rights of farmers in towns' surrounding to use and develop their land sustainably. Inconsistent with the Constitutional claim, the government exclusively advanced its politico-economic interests on land through the land lease system. The Constitution and subsequent laws have enabled the government to be the sole legal entity entitled to control and sell land to citizens, investors, land developers, and other entities. Unlike the rhetoric of the developmental state political economy, which the government commonly pronounces, the land governance system endorsed by the government has been under the nature of a rent-seeking political economy. This has ultimately, made the government a rent-seeking agent in urban land supply and transactions in the study towns. In due course, this inherently contradicts the principles of democratic land governance.

In the context of the study, policies and legal frameworks are enacted without adequate involvement of citizens in the policy-making process. Besides, urban land policies lack adequate mechanisms for ensuring transparency and accountability systems. In addition, these policies overlook the essentialities of equity, efficiency, responsiveness, and predictability of land governance in advancing the rights of citizens over land. Institutional frameworks lack inclusiveness as the rights of disadvantaged groups like women, persons with disabilities and marginalized sections of the society are not well protected. Above all, the need to integrate the rule of law in policies of land governance does not get sufficient concern in the policy-making process. The government has adopted a centralized and top-down policymaking approach. Mindful of this, such a policy-making approach neglects the values, knowledge, interest, and resources of the local community and other stakeholders. It also reduces the legitimacy of policies in the eyes of citizens. As land policies are developed under the *costume of the elite model of policymaking*, these policies do not reflect the interests and preferences of citizens. In light of this, democratic land governance is not ensured in the policies of urban land governance in the study towns.

10.1.2. Practices of Land Governance

The study concludes that the implementation of urban land policies in the study towns lacks democratic nature. Land governance practices are devoid of transparent, accountable, efficient, and responsive service delivery processes. It also lacks a predictable and inclusive nature. In this regard, implementation of land policies has low performance in addressing the rights, interests, and preferences of the majority of study participants. In the study towns, contradictions between the rapid horizontal expansion of towns on one hand and the increasing unmet needs of thousands of residents for shelter, on the other hand, have led to the alarming growth of squatter settlements and the illegal housing markets. In this context, wealthier individuals easily access land through land lease tenders while the majority of urban residents lack adequate access to housing land.

Land tender increases the revenue generation of municipal administrations while at the same time, compromises the equitable distribution of land to citizens. Due to the implementation of the new land lease law of 2011, access to urban land is limited in the study towns. It is through the lease system/auction method/ that citizens can access land. This system is thus, unaffordable to the majority of urban residents. Moreover, citizens do not have adequate and reliable land information that should have been delivered easily and timely by municipal administrations. Residents have limited access to official information about decisions and actions in the land governance activities of the towns.

The absence of a well-functioning accountability system has also hampered the effectiveness of land service delivery processes and reduced the trust of citizens in the performances of land management and development bureaus. Officials in the land sector are not adequately made answerable to their official decision and actions. This has paved the way for widespread corruption, misappropriations, and fraudulent activities in the sector. This is attributed to the violation of the rule of law in the land service provision in these towns. As a result, the rules and laws governing land has lost public legitimacy and reduced the efficiency and trustworthiness of service provision. In general, the study concluded that inadequate quality of land services is provided. The services are also inconsistent with existing urban land policies. Low performance of land governance has been attributed to several drawbacks that spoil the practices in the study

towns. These include institutional, administrative, technological, human resource capacity, and other problems.

10.1.3. Human Resource and Service Standards of Land Governance

In the study, it is found out that a considerable number of employees in municipal land management and development offices lack an adequate level of academic competency, skills, and professional integrity. The professional independence of employees is also hampered as political loyalty, favoritism, and nepotism shape the interaction between political leaders and employees in the study towns. Besides, the integration of professional ethical codes of conduct in the land service delivery is limited. Employees do not adequately follow-up ethical principles of land service delivery although they have better awareness about the codes. The absence of a clear job description has also hammered the means to ensure accountability and transparency of officials and made the service delivery process unresponsive to the interests and demands of citizens. Lack of a sufficient level of stewardship has reduced the efficient utilization of resources and increased administrative costs of land service delivery.

In the study towns, it is found out that there are land service delivery standards. However, the application of standards does not ensure efficient and effective service delivery. Although service standards are notified to citizens, they have little application in the actual service delivery processes. Thus, the service delivery process is susceptible to political leverage, informality, and patronage lines. It is revealed in the study that the complaint-handling system, suggestion boxes, and appeal systems are not properly institutionalized.

10.1.4. Effects of Urban Land Governance

Policies and practices of urban land governance have numerous effects on land management and development activities of the study towns. The absence of land markets and, the supply of land through the auction method have restricted the right to access land. Additionally, the absence of other alternative methods of ensuring housing for urban residents has affected the right of citizens to equitable housing. Due to weak institutional frameworks and service delivery systems, land governance in the study towns has paved ways for the expansion of squatter settlements and environmental degradations. Widespread corruption, misappropriation, and other forms of fraudulent activities have also deteriorated the extent of professionalism in the land governance processes. Besides, land expropriation strategies coupled with inappropriate compensation

policies of the government made several residents and farmers in surrounding areas to face chronic socio-cultural, economic, and psychological problems. On the other hand, experiences gained from expropriated farmers and land-based political mobilizations exacerbated the resistance of existing farmers to new urban expansion plans in adjacent territories of the towns.

On the other hand, land speculators have distorted service delivery processes and abused land markets, house valuation approaches, and transactions, and real estate markets to maximize private gains. Hence, land speculators' distortion coupled with intricate regulatory frameworks, and administrative inefficiency has resulted in weak protection of land holding, registration, and transfer rights of citizens. Problems in the land policies, political interventions, poor quality land use plans, weak administrative capacity, and low level of professionalism & ethical codes of conduct have contributed to increasing corruption, patronage relationships, and poor quality service delivery in the study towns. To determine the effects of explanatory variables on the dependent variables, principal component analysis, and multiple regression tests are conducted. Accordingly, the result of multiple regression shows that policies and practices of urban land governance have a significant effect on urban land development, tenure security, the supply of housing land, and performance of land service delivery.

10.1.5. Challenges of Land Governance

The study has assessed the challenges of land governance in the study towns. Accordingly, it identified various institutional, administrative, technological, and political challenges that constrained democratic land governance in the study towns. Among the challenges, Constitutional loopholes, top-down and centralized policy-making processes, weak land governance institutions, inadequate local administration capacity builds programs; shortage of professional and ethically competent staff; lack of facilities and administrative inputs; and corruption are the major once. Moreover, the lack of adequate ICT and cadastral technologies and supportive institutions has constrained competent land service delivery. On top of this, political patronage, centralized decision-making approach, and low commitment of political elites have adversely affected the land governance system of the study towns.

10.2. Contributions of the Study to Body of Knowledge in Democratic Governance

The study has examined the policies and practices of urban land governance in the Special Zone of Oromia Region Surrounding Addis Ababa with a particular focus on Sebeta, Gelan, and Sendafa-Bake Towns. To this end, it has come up with major findings and conclusions presented in section 10.1 of this chapter. In the analysis and interpretation of data concerning the policies and practices of urban land governance, the democratic governance perspective is employed. Besides, the nature of state politico-economic philosophy/developmental state ideology/ and approaches of the policymaking process is integrated into the study to analyze the policies and practices of land governance in the study towns. In this way, the study has attempted to come up with improved ideas of democratic governance in the context of land administration. Thus, the study has contributed the following to the body of democratic governance knowledge.

It is shown in the study that the Ethiopian government has claimed a developmental state as its politico-economic ideology. In this context, though the claim by the government invites academic debates, the researcher has taken the claims by the government in the analysis of land governance of the country. He then compares the ideological pillars of the Ethiopian developmental state with the premises of democratic governance perspective. Developmental state ideology legitimizes interventionist roles of government in the politico-economic sphere of the society. The government is assumed to designs and implements policies that are considered beneficial to the development of the country's economy. However, the ideology overlooks the values of political developments to society as a collective entity and citizens as individual persons. It undermines efforts to democratize societies. In the viewpoints of the developmental state approach, the government makes decisions and actions, which prioritize economic development over political democratization. On the other hand, democratic governance aims to achieve socio-political transformation as well as economic developments concomitantly. Hence, it is quite hardly possible that the objectives of developmental state ideology and principles of democratic governance reinforce each other.

On the other hand, it is shown in the dissertation that the government adopts the elite model in the public policymaking process. A similar model is followed in the formulation and adoption of urban land management policy and land lease holding proclamations. In the assertions of the elite model, public policy does fail to reflect the interests and values of the citizens so much as it does the demands and preferences of the elites. Therefore, reforms, changes, and developments in public policy come about because of the redefinitions by elites of their interests and values. Elitism is a pattern of decision making characterized by limited community participation in public matters and their domination by small groups of political elites. On the contrary, public policy-making in the context of democratic governance ensures citizens' engagement and policies are made responsive to the rights, interests, and values of the majority of citizens. Democratic governance enables citizens to scrutinize government policies and performances. It also ensures the rule of law and protects the rights of disadvantaged sections of the society through equitable distribution of national resources including land. Therefore, in the context that the elite model dominates urban land policymaking, integrating democratic governance in the process is a contradiction and thus unworkable.

Similarly, it is examined in the study that the government adopted a top-down and centralized policy-making approach. Aspects of urban land policy formulation and implementation take a top-down strategy. This process thus discriminated citizens' roles in policymaking processes. The existing body of knowledge in public policymaking primarily describes that policies made in the top-down approach neglect the core interests and demands of the citizenry. In the second place, although policies formulated in the top-down approach incorporate the interest and preferences of the majority of citizens, ensuring their legitimacy is a difficult task. Hence, urban land policies enacted along the line of the top-down approach do not satisfy the requirements of democratic land governance.

The study has examined the policies and practices of urban land management within the framework of democratic governance. This aids the efforts of developing a coherent theory of democratic governance, which can be useful in improving the knowledge on the subject matter. Hence, the study has identified and applied eight major principles of democratic governance to examine the policies and practices of land governance in the study area. These principles are operationalized in the study to measure the democratic nature of land governance of the study area. Hence, the study has assessed the values and expediency of the principles in the context of

urban land governance and concluded that appropriate application of principles of democratic governance can improve the way land is governed in the context of developing countries. To this end, the study affirms that principles of democratic governance can serve as a theoretical lens in which land governance policies and practices can be examined and appraised.

Additionally, the study has examined the nexus between human resource & service standards, and urban land governance in the study area. The result of the study shows that in the absence of adequate, competent, and ethical employees, it is impossible to ensure democratic governance in the land governance processes. The study informs the existence of strong nexus between democratic governance on the one hand and land governance institutions on the other hand. To conclude, democratic governance requires policies, institutions, and competent and ethical professionals that work in synergy to enable the right application of its principles in the land service delivery.

In the context of developing countries, the review of existing literature shows that little has been conducted on urban land policies and practices using a democratic governance perspective. The majority of existing researches have focused on analyzing the land administration system based on conventional theories and approaches of Public Administration. However, this study has applied a democratic governance framework in the analysis of urban land policies and practices in Ethiopia. Hence, this can be used as a new insight into the application of principles of democratic governance in the study of land administration in general and urban land administration in particular.

Finally, it is recalled that the study has employed a mixed-methods research approach within the framework of pragmatic knowledge. In this milieu, the study has shown that examination of public policies and associated practices can be approached through pragmatic knowledge claims as opposed to traditional positivist or postmodernist epistemological claims. In line with this, the study has used a concurrent triangulation mixed-method research design contained in a mixed-methods research approach. It has given equal weight to both quantitative and qualitative aspects of the study than prioritizing one over the other. This has helped the research to substantiate the findings of the quantitative aspect of the research with the qualitative aspect and vice versa. Hence, this gives improved knowledge on the use of mixed-method researches in the analysis of public policies in the context of other countries. This may help other studies conducted within

the public policy discipline to apply a mixed methods research approach giving equal weight to both quantitative and qualitative approaches.

10.3. Implications of the Study for Future Research

The study has examined the policies and practices of land governance in the Special Zone of Oromia Region Surrounding Addis Ababa. It focused on three towns of the Zone: Sebeta, Gelan, and Sendafa-Bake towns. In this context, the study examined the issues of the study primarily based on the data collected from these towns and associated regional and federal institutions. Accordingly, the study has presented the findings of the study (Chapter four to chapter nine) in line with the research questions and specific objectives outlined in sections 1.3 and 1.4 of chapter one of the dissertation. However, there are important subject areas that this research did not examine in detail in the dissertation. Hence, the following are the major implications of the study for future researches.

1. It is indicated in the dissertation that a few types of research has examined urban land governance in developing countries in general and in Ethiopia in particular. Hence, such an intrinsic deficit in the literature on the subject of the study calls for further academic researches on the topic.
2. The study has analyzed the nature of urban land policies and practices exclusively from a democratic governance perspective. It did not touch upon other aspects of land management and development activities. However, it is also necessary to study urban land governance in relation to rural land policies and practices. Studies need to examine how urban land governance affects rural land administration in the study area and vice versa. Especially, urban centers in the Zone have rapid horizontal expansion into the hinterland. Thousands of farmers are expropriated from their land due to such extensive expansion. Hence, there have to be studies that examine the issue in detail and find out a balanced and integrated development that benefits both the urban centers and rural hinterlands.
3. The study is conducted in the Special Zone of Oromia Region Surrounding Addis Ababa. It has studied the nature of urban land governance in the urban centers of the Zone. However, it did not study the issues of interaction between the urban centers of the Zone and Addis Ababa City. Here, it is known that land is a political, economic, socio-cultural, and psychological resource to Ethiopia. However, in the context that Ethiopia follows an

ethnolinguistic federation, various land-related conflicts are arising among and between ethnic groups and communities in many parts of the country. Similarly, urban centers in the Zone are found adjacent to the Capital City and are closely linked with Addis Ababa City. Especially, in current political dynamics in the country, Oromia Regional State and Addis Ababa city Administration have contentious interactions concerning land. Hence, understanding the nature of the interaction and how such interaction affects the land development of both territories in particular invite thoughtful studies.

4. The study has primarily investigated the policies and practices of urban land governance from the viewpoints of citizens and communities' interests. However, urban centers in the study area host a large number of other stakeholders who have a stake in urban land. Yet, the study did not include the perspectives of investors, real-estate developers, and other stakeholders. Hence, other studies can examine land governance of these urban centers from the views points of these stakeholders.
5. This study has tried to show that land governance in the study area has resulted in the expropriation of farmers and towns' residents from their land. However, it did not cover topics such as where and how these dispossessed people live; and mechanisms of reintegrating them into their former settlement through sustainable livelihood strategies.
6. Finally, other researchers may conduct similar studies in the future to answer the research questions raised in this study using other research philosophy, methodology, and design to examine the validity and consistency of findings stated in this dissertation.

10.4. Recommendations of the Study

Based on the findings of the study, the following major recommendations are forwarded to respective government organs and other stakeholders.

10.4.1. Policy Recommendations

The following are the major recommendations of the study related to Constitutional and institutional aspects of urban land governance.

1. FDRE Constitution declares that land is a common property of the state and peoples of Ethiopia. However, in practice land is exclusively owned and controlled by the government. To expand the opportunities of citizens in accessing urban land, and ensure that land is the common property of Ethiopian people, the government is supposed to

consider three types of ownership of land in the Constitution. The government better design the inclusion of private ownership, collective ownership, and state ownership of land. Each type of ownership may be endorsed based on a legally defined domain and means of acquisition, registration, and transfer.

2. Similarly, the Constitution affirms that Ethiopian peasants have the right to obtain the land without payment and the protection against eviction from their possession. However, it does not explicitly present the mechanism of accessing urban land for residents. On the other hand, urban land lease holding laws provide lease as the mechanism of accessing urban land which is unaffordable to the majority of urban residents. This shows that there is a Constitutional gap regarding affordable access to urban land. Hence, the government needs to include a clear provision concerning access to affordable urban land in the Constitution to ensure equitable access to urban land and give Constitutional legitimacy to subsequent lease laws.
3. The study found out that federal, regional, and municipal governments follow a centralized decision-making approach that hinders democratic land governance in the study area. In practice, such an approach neglects the values, knowledge, interest, and resources of the local community and other stakeholders. Hence, it undermines the legitimacy of government decisions and actions. Hence, it is recommended that decisions made regarding urban land and service delivery need to be made based on the major principles of democratic governance. This means the policies and practices of land governance need to be participatory, transparent, and equitable, responsive, efficient, and predictable. Land policies need to establish a rigorous accountability system to ensure the rule of law in urban land governance in the study towns.
4. Federal and regional governments should design and endorse relevant land expropriation policies, which incorporate monetary and non-monetary compensation strategies. The strategies should ensure that citizens whose land is expropriated get sustainable settlements, technical and vocational skills of leading urban livelihood; psychosocial re-integration mechanisms, and adequate economic resources that help them lead a decent life.
5. It is indicated in the study that the primary focus of land policies and laws is ensuring efficiency in land utilization. However, these institutional frameworks give inadequate

concern to the equity dimension of urban land governance. Due to this, the majority of urban residents lack access to land. This has further instigated the expansion of squatter settlements, land speculations, corruption in the land governance system of the study towns. Hence, government decisions and actions are expected to integrate efficiency with equitable distribution of urban land to residents based on a rigorous participatory, transparent, and accountable manner.

6. Urban land management policy has the objective of providing timely, objective, standardized, and quality services to citizens with the aid of responsive administrative capacity. However, it lacks clear and objective strategies for achieving the stated objective. Hence, federal and regional governments are supposed to include clear strategies for ensuring the provision of competent land services in urban centers of the study area.
7. It is also indicated in the study that existing institutional frameworks aim to govern the land, which is found in urban jurisdictions. In this sense, a weak policy framework does not integrate the management of urban and rural land. Urban planning activities are also limited to municipal jurisdiction. However, an integrated land development framework, on the other hand, can create linkage, which benefits both urban and rural stakeholders. Hence, federal and regional governments need to endorse and implement urban planning and development policies and strategies that promote integrated land development.
8. Federal, regional, and municipal governments should endorse inclusive and equitable land governance frameworks, which protect the rights of women, people with disabilities, and disadvantaged sections of the society.
9. The absence of strict anti-corruption policies and strategies in urban land institutions on one hand, and the existence of a separate anti-corruption body, on the other hand, has limited the effort of combating land corruption in the study area. Hence, the government needs to enforce anti-corruption policies and strategies that promote synergy among multiple actors. Citizens' active engagement in the fight against land corruption should also be integrated into the strategies that the government implements.
10. Urban land policies and laws should give adequate concern to the promotion of sustainable land use and development approaches.

11. Federal, regional, and municipal land management and development offices should work in synergy to improve the human resources capacity, reduce turnover and supply adequate office facilities & technological infrastructures, which are prerequisites for quality service delivery.
12. Federal and regional governments are expected to provide institutional and legal frameworks that shape the roles and duties of land dealers and brokers in the land and dwelling markets.
13. Finally, urban land policies and laws need to be flexible and adaptive to changing conditions. Institutional frameworks should exploit new developments in modern information technology, cadastral technology, integrated urban planning, spatial measurement technologies, and e-land market technologies.

10.4.2. Recommendations Related to Practice of Urban Land Governance

In terms of improving administrative capacity in the land service delivery, the following recommendations are forwarded to Municipal land management and development bureaus.

1. Municipal land management and development bureaus need to align their decisions and action with the principles of democratic governance to the best possible level to ensure that citizens receive reasonable, timely, and quality land services. In this milieu, decisions and actions made regarding land should be open to stakeholders' participation, scrutiny, and critics. It should also promote accountable and rule-based service delivery procedures. This encourages responsiveness and efficiency in land service delivery.
2. Municipal administrations should work to ensure that land service delivery is consistent and conform to the policies and legal institutional frameworks of land governance.
3. Municipal offices should rigorously follow consistent service provision standards to provide impartial, objective, and non-discriminatory land services to citizens.
4. Municipal land management and development bureaus should manage available staff properly. Offices should firmly monitor employees' compliance with professional ethical codes of conduct in service delivery. Frequent competency-based training should also be given to employees to enhance fitness in service delivery.
5. In the study, it is discussed that corruption is the most critical challenge of municipal land management and development practices. Corruptions, nepotisms, rent-seeking behaviors are

common in land governance activities. Land banks are expropriated. Hence, municipal administrations should apply anti-corruption laws and procedures promptly and properly. Municipal administrations need to work with the community and all other concerned stakeholders closely to prevent and control land corruption.

6. It is shown in the study that political patronage and loyalty is another problem in land management and development activities. Officials and individuals who are politically active and loyal to the ruling-party can access land and land-related services easily. They have the leverage to co-opt, promote, and/or dismiss land management officials. They are the privileged in the land service delivery. This process has adversely affected merit-based land governance in the study area and resulted in a mass turnover of employees from land management offices. Hence, regional and municipal administrations should encourage meritocracy in land management activities. They should also battle against political patronage through instituting objective, apolitical, standard-based, and professional service delivery systems.
7. It is a recognized idea that municipal land management offices have a critical shortage of office supplies. On the other hand, available facilities and technologies are not efficiently used. In light of this, the study recommends that offices should use accessible office supplies, ITC infrastructures, cadastral technologies, and other office materials efficiently.

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Annex 1: Questionnaire

Addis Ababa University
College of Business and Economics
Department of Public Administration and Development Management
Ph.D. Program in Public Management and Policy
Questionnaire to be filled by Sample Households of Sebeta, Gelan, and Sendafa-Bake
towns

Informed Consent

This questionnaire aims to gather data for the study entitled **“Policies and Practices of Urban Land Governance in Special Zone of Oromia Region Surrounding Addis Ababa”**. I am conducting this study as partial fulfillment of the requirements of the Ph.D. degree in Public Management and Policy. The study examines the nature of land governance in your town from the policy perspective and the practical aspects of the policies. It also deals with the strengths that you have exhibited; the challenges that you identify and how you think the problems of land governance in the town can be overcome. Additionally, it raises ideas regarding the capacities and competencies of urban land management and development officials. Thus, the responses you provide in this questionnaire are very pertinent in that it enables the researcher to come up with valid, credible, and valuable research findings. Such findings, in turn, are very crucial in that they enable the creation of a common understanding among all stakeholders regarding the real land governance issues on the ground. This will also help to strengthen the strong aspects, deal with weaknesses promptly, understand the nature of the challenges, and suggest possible solutions, which make the land governance reforms in the country in general and in the Special Zone of Oromia region in particular, efficient and effective. The true responses you give will thus be used as pertinent primary information for the study and have a large contribution to the achievement of the dissertation.

The objective of the study is exclusively academic. Hence, the personal identity of respondents will be kept anonymous in all process of the study and therefore, no one knows as to who have participated in filling the questionnaire. Besides, the information you may provide in this questionnaire will be held confidential and it is exclusively used for doing this research. Hence, I

kindly request you to be honest and benevolent in providing the right answers to the questions. It will take you less than 25 minutes to have answers to the questions listed in the questionnaire. Therefore, I kindly ask you to have patience in answering the questions as well.

I am very grateful for your support!

Tewodros Mekonnen Heyi (PhD Candidate)

Mobile: 0912-02-22-29

Part One: Socio- demographic characteristics of respondents (Applicable for Households)

Instruction: Please Put (√) in the box found next to your choice

Region_____ Zone_____ Woreda _____ Town_____

Kebele _____

1. Your Age in Years

- 1) 18-25 ☐ 2). 26-35 ☐ 3). 36-45 ☐
4). 46-55 ☐ 5). Above 55 ☐

2. Gender

- 1). Male ☐ 2). Female ☐

3. What is your educational level?

- 1). No educational background ☐ 2.) Elder Education (Read and write) ☐
3). 1- 8 Grade ☐ 4). Grade 9-12 ☐ 5). 12 + certificate ☐
6). Diploma ☐ 7). Degree ☐ 8. Masters Degree and above ☐

7. What is your current marital status?

- 1). Single ☐ 2). Married ☐
3). Divorced ☐ 4). Widowed ☐

8. Your Household/family size in number

- 1). Male_____ 2). Female_____ 3).Total_____

9. What is your current job (work)?

- 1). Government employee ☐ 2). Trader ☐ 3). Farmer ☐
4). Student ☐ 5). Housewife ☐ 6). Local alcohol seller ☐
7).If other, specify_____

10. How long did you live in this town?

- 1). 0 to 2 years ☐ 2). 3 to 5 years ☐
3). 6 to 10 years ☐ 4). More than 10 years ☐

Part Two: Urban land holding Status of Respondents (Applicable for Households)

11. Did you request the town administration to get a parcel of land in the town?
 1). Yes, I did ☐ 2). No, I did not ask ☐
12. What was the response of the town administration to your question?
 1). I got a parcel of land ☐ 2). The land is not given ☐
 3). Waiting to get land ☐ 4). No answer is given to me so far ☐
 5). If other, please specify _____
13. Do you have a parcel of land registered in your name in the town?
 1). Yes ☐ 2). No ☐
14. If your answer to question number 11 is "Yes", for what purpose/s you use the land?
 1). Residential dwelling ☐ 2). Business operation ☐
 3). Industrial activity ☐ 4). Urban agriculture ☐
 5). Mixed purpose ☐ 6). If other, please specify _____
15. If your answer for question number 13 is "Yes," when did you get the land?
 1). Before 2003 E.C ☐ 2). After 2003 ☐
16. What is your holding right to the land?
 1). Freehold land ☐ 2). Old lease holding ☐
 3). New Lease holding ☐ 4). If any other, please specify _____
17. If your answer to question number 13 is "Yes" how did you get the land?
 1). Through government allotment ☐
 2). Through land Lease contracting with the government ☐
 3). Through buying houses from another town resident ☐
 4). Through buying from farmers who own farmlands ☐
 5). Heritance from family ☐
 6). If any other, please specify _____
18. If your answer to question number 13 is "No," what do you think is/are the reason/s?
 (Multiple responses are possible)
 1) Land lease price is unaffordable ☐
 2) Urban land supply is inadequate ☐
 3) Administrative requirements are restrictive to access land by residents ☐
 4) Land Lease holding policies restrict the adequate supply of land ☐
 5) Distorted housing land markets ☐

6) Absence of clear municipal land provision procedure

7) If any other, please specify_____

Instruction: Please, respond to the following questions by putting the sign of “✓” under the scale you choose. Please the meaning of measurement unit is presented as follows

Measurement Scale	Measurement Point
Strongly disagree	1
Disagree	2
Neutral opinion	3
Agree	4
Strongly agree	5

NB: This rating applies to part three –part seven of the questionnaire

**Part 3: Policies of Urban Land Governance in Special Zone of Oromia Region Surrounding
Addis Ababa**

I. Stakeholders’ participation in the urban land policy making process

No.	Measurement factors	1	2	3	4	5
1	Government invites stakeholders to participates in the urban land policy making process					
2	Stakeholders have a say on the urban land policies making process through their elected representatives					
3	Government consults and collects feedback from stakeholders regarding land policies and laws					
4	Stakeholders' participation contributes to the legitimacy of government decisions about urban land policies & laws					
5	Stakeholders' participation in the urban land policies making process is sufficient					

II. Transparency of urban land policies

No.	Measurement Factors	1	2	3	4	5
1	Urban land policies are easily accessible to citizens					
2	Urban land policies endorse a system to provide a timely flow of reliable information to citizens					
3	Urban land policies enable citizens to scrutinize the transparency of the land service delivery					
4	Urban land policies provide clear procedures for resolving land-related conflicts					
5	Urban land policies are clear and understandable to citizens					

III. Accountability System Enshrined in Urban Land Policies

No.	Measurement Factors	1	2	3	4	5
1	Land policies and laws incorporate clear provisions to maintain an effective accountability system in the land service delivery					
2	Land policies and laws institutionalize accountability of decision-makers in the land administration system					
3	Land governance policies and laws integrate a clear system of the urban land performance reporting system					
4	Land policies and laws integrate methods of resolving land-related conflict					
5	Land policies and laws endorse an accountable financial administration system in the land administration					

IV. The rule of law and legitimacy of land Policies and laws

No.	Measurement Factors	1	2	3	4	5
1	Urban land policies and legal frameworks are consistent and coherent					
2	Urban land policies and legal frameworks integrate a system that resolves land-related conflicts objectively					
3	Policies and legal frameworks of urban land protect the property rights of citizens					
4	Policies and legal frameworks are acceptable in the eyes of citizens					
5	Policies and legal frameworks ensure the rule of law in the land governance system					

V. Responsiveness of land Policies and laws to the Interests and Preferences of Citizens

No.	Measurement Factors	1	2	3	4	5
1	Policies endorse citizens' friendly land service delivery system					
2	Policies and legal frameworks promote the provision of quality land service delivery system					
3	Urban land policies aim to establish trust between service seekers and citizens					
4	Land policies are inclusive of competent service standards					
5	Policies endorse affordable land service delivery system					

VI. Equitability and Fairness Enshrined in the land Policies and Laws

No.	Measurement Factors	1	2	3	4	5
1	Urban land policies have the objective of ensuring equitable access to land resource					
2	Policies ensure fair compensation for those whose land is expropriated					
3	Policies endorse the protection of the rights of disadvantaged groups like women, disabilities, and marginalized groups					
4	Land policies provide opportunity for citizens to access land information					
5	Policies endorse service standards, which consider the paying ability of citizens					

VII. The efficiency of Land Policies and Laws

No.	Measurement Factors	1	2	3	4	5
1	Land policies establish standards that enable the provision of timely one-window services					
2	Land policies endorse the provision of reasonable services to citizens					
3	Land policies are designed to provide quality service to citizens					
4	Policies incorporate land conflict resolution mechanisms which are accessible and affordable to citizens					
5	Land policies endorse appropriate methods to combat corruption in the land service delivery					

VIII. Predictability of policies and Legal Frameworks

No.	Measurement Factors	1	2	3	4	5
1	Urban land policies are adaptive to changing conditions of urban centers					
2	Urban land policies are easily implementable					
3	Urban land policies endorse a stable land governance system					
4	Urban land policies are flexible for amendment					
5	Achievements of urban land policies and legal frameworks are predictable					

If there is any additional information regarding the policies, laws, and regulations of urban land governance, please give here your ideas

Part 4: Practices of Urban Land Governance in Special Zone of Oromia Surrounding Addis Ababa

I. Stakeholders' Participation in Urban Land Service Delivery in the Study Towns

	Measurement factors	1	2	3	4	5
1	Urban land management office of the town invite stakeholders' participation in the land governance activities					
2	Stakeholders engage in urban land management activities effectively					
3	Stakeholders provide appropriate support to the town's land management office					
4	There is a visible collaboration of stakeholders with the land management office of the town through elected representatives					
5	Urban land management office take and incorporate public opinions into their plans and activities					

II. Transparency of Urban Land Service Delivery

No.	Measurement Factors	1	2	3	4	5
1	In the town, the decision-making process on land service delivery is made clear to citizens					
2	Decisions and actions of land administration are open to citizens' scrutiny					
3	Mechanisms used to resolve land disputes are clear and reliable					
4	Land officials to aware citizens about the land policies and laws					
5	It is based on citizens' knowledge that the land administration officials are appointed or dismissed					
6	Official information on land service delivery in the town is easily accessible to citizens					

III. Accountability of Urban Land Governance Practices

No.	Measurement Factors	1	2	3	4	5
1	There is a visible answerability of officials for the action and results in the land governance process in the town					
2	There are clear mechanisms of reporting of urban land governance activities to citizens					
3	Citizens have appeal mechanisms for resolving conflicts arising on urban land governance					

4	Urban land management offices use inputs and scrutiny results gained from the citizens					
5	Land service provision endorse an accountable financial administration system					

IV. The rule of Law and legitimacy in Urban Land Service Delivery

No.	Measurement Factors	1	2	3	4	5
1	Land service delivery process in the town is based on objective standards					
2	The official decision regarding land-related conflicts are free from bias and partiality					
3	Official decisions regarding land conflicts in terms of time is short and quick					
4	Official decisions regarding land conflicts are made based on convincing evidence					
5	Urban land administration in the town ensure the rule of law in the land service delivery					

V. Responsiveness of Urban Land Service Delivery

No.	Measurement Factors	1	2	3	4	5
1	Urban land services are provided closer to the citizen					
2	Urban land services delivery standards are responsive to the interests of citizens					
3	Urban land services delivery system of the town respects personal dignity of citizens					
4	There is trust between citizens and land administration officials					
5	The responsiveness of land governance practices in terms of quality of response satisfies citizens					

VI. Equitability in Urban Land Service Delivery

No.	Measurement Factors	1	2	3	4	5
1	Citizens receive the same service standards independent of their political or economic status					
2	Land governance of the town made citizens in the town to have equitable access to land					
3	Land governance in the town has made citizens have equal access to land information without discrimination					
4	Land governance of the town provides fair compensation to citizens whose land is expropriated					
5	The interests of the disadvantaged, such as those with disabilities, and women are accommodated in the land service delivery process					

VII. The efficiency of Urban Land Service Delivery

No.	Measurement Factors	1	2	3	4	5
1	Land governance office provides cost reasonable land service to citizens					
2	Land governance office provides services based on the time specified in the service provision standard					
3	Land transaction registrations are conducted based on the time indicated in service standards					
4	Land governance office provides quality service based on quality specifications stipulated in the service standard					
5	Citizens are contented with the efficiency of land service delivery					

VIII. Predictability of Land Service Delivery Process

No.	Measurement Factors	1	2	3	4	5
1	Land Management and Development offices implement land policies based on the town's context					
2	Land governance in the town is consistent and stable					
3	Land governance in the town is consistent with the policy and legal frameworks					
4	Land governance practices in the town achieve the objectives set in the policy and legal frameworks					

If there is any additional information, you want to make concerning the practices of urban land administration in the town, specify it here

Part 5: Human Resource Competency and Service Standards of Land governance

I. Professional Competency of Human Resources

No.	Measurement factors	1	2	3	4	5
1	Employees have a required level of academic knowledge that meet with their duties					
2	Employees have the required skills to perform their duties					
3	Employees have professional independency in their work					
4	Employees get appropriate training to improve their professional competency					
5	Employees have an adequate understanding of their job descriptions					
6	Employees have the required professional experience and faculty to respond to the demands of service seekers					

II. Professional Ethics of Human Resource

No.	Measurement factors	1	2	3	4	5
1	Employees perform official duties with a sense of integrity					
2	Employees perform their official duties being confidential of official secrets					
3	Employees treat all citizens equally irrespective of the background of service seekers					
4	Employees serve the interests of citizens in a considerate manner					
5	Employees perform their duties with a sense of stewardship in office					
6	Employees perform their duties based on established ethical standards and procedures					

III. Land Service Delivery Standards

No.	Measurement factors	1	2	3	4	5
1	Procedures stipulated in service provisions standards are applied properly					
2	There is a clear organizational structure & processes that promote effective land service delivery					
3	Employees of Land Management and Development Offices have clear job descriptions					
4	Service delivery standard provides a clear mechanism to take suggestion from service seekers on the performance of service delivery					
5	There is a standardized complaint handling system which serves citizens					
6	Service provision standard set the time taken by officials to give land services					
7	Land service delivery standards serve citizens objectively					

Do you have any other concerns about the capacities and competencies of local land administration officials in your town?

Part 6: Effects of Policies and Practices of land governance in the Town

I. Effects of Land Governance on Urban Land Development

No.	Measurement factors	1	2	3	4	5
1	Urban land governance in the town has hinders inclusive development of the town					
2	Absence of efficient utilization of land affects the physical environment resulting in environmental degradations					
3	Land governance in the town leads to the alarming expansion of squatter settlements					
4	Eviction of farmers from their land due to rapid urbanization made farmers resistant to new urban expansion plans in the town					
5	Urban land management and development planning distorts the rule of law					

II. Effects of Land Governance on Tenure Security, and Registration

No.	Measurement factors	1	2	3	4	5
1.	Land governance of the town has low effectiveness in terms of supplying affordable land to citizens					
2.	Loopholes in the land policy and legal instruments affect the proper operation of land registration and transaction					
3.	Land service delivery makes land registration and transfer dominated by land speculators					
4.	Land lease holding is discriminatory to the disadvantaged groups of the society					
5.	Landholding rights are allocated to the political elites without regard to existing customary or other tenure rights					

III. Effects of Land Governance on Sustainable Housing and Housing Land Supply

No.	Measurement factors	1	2	3	4	5
1.	Land policies fail to ensure inclusive housing development that benefits all section of the society					
2.	Land policies do not ensure sustainable settlement to residents whose land is expropriated					
3.	Costs of getting housing land do not consider the paying ability of citizens					
4.	House valuations activities either understate to minimize the tax payments or overstate to support mortgage frauds					
5.	Land lease payments, taxes, and service charges paid on housing land are not fair to landholders					

IV. Land Service Delivery Performance of Municipal Administration

No.	Measurement factors	1	2	3	4	5
1.	Urban land policies are not effective in combating corruption					
2.	A land bank is misappropriated by land management officials					
3.	Economically strong individuals leverage land management officials to rezone the spatial location of land from low price to high price area violating urban plans					
4.	Land management officials mistreat citizens who cannot pay a bribe to get land services					
5.	The performance of land management officials is influenced by patronage, nepotism, and favoritism					
6.	Officials having confidential information obtained through employment is used for private gain					

If there are effects of urban land governance which are not included in the above list, Please specify_____

Part 7: Challenges of urban land governance in the Town

I. Institutional challenges of land governance

No.	Measurement factors	1	2	3	4	5
1	Low accessibility of land policies and institutional frameworks to citizens					
2	Absence of clarity of urban land policies and legal documents					
3	Absence of an accountability system that makes officials liable for wrong decisions and actions					
4	Low legitimacy of urban land policies and laws					
5	Lack of institutional capacity building programs					

II. Human Resource Challenges of land governance

No.	Measurement factors	1	2	3	4	5
1.	Shortage of competent staff to carry out efficient and effective land service delivery					
2.	Absence of adequate training to officials regarding democratic land governance					
3.	Absence of a system that rewards good performance and discourages officials that abuse authority for personal gains					
4.	Land administration officials have a low commitment to discharge official duties					
5.	Prevalence of corruption, nepotism, and favoritism in the town's land administration office					
6.	Shortage of office facilities and administrative supplies					

III. Technological Challenges of land governance

No.	Measurement factors	1	2	3	4	5
1	Lack of adequate IT C professionals in the land administration					
2	Absence of ICT infrastructure that maintains the quality of documentation					
3	Absence of cadastre technology in the land administration					
4	Absence of e-land governance in the land service delivery					
5	Absence of modern urban land planning systems and technologies					

IV. Political Challenges of land governance

No.	Measurement factors	1	2	3	4	5
1	Land Administration officials are appointed and dismissed based on their degree of political loyalty and commitment					
2	There is a very frequent turnover of land administration office heads due to political influence					
3	Decisions regarding land are made in centralized decision-making processes					
4	There is low political commitment to mitigate corruption and rent-seeking behavior in the land administration					
5	Land service delivery provides privileges to service seekers who politically patronage within the ruling party					

1. If there are challenges of urban land governance which are not included in the above list, Please specify_____

2. What is your overall assessment of urban land governance policies and practices in the land administration system of the town?

What could be your recommendation to overcome the challenges observed in the land governance system in the town?

Thank you for your patience and diligence in filling the questionnaire!

Tewodros Mekonnen Heyi

Annex 2: Interview Guideline

Interview Guideline 1

Addis Ababa University

College of Business and Economics

Department of Public Administration and Development Management

Key Informant Interview Guidelines (Prepared for Federal Government Ministry of Urban Development and Construction Officials)

Title of the research: “Policies and Practices of Urban land governance in Special Zone of Oromia Region Surrounding Addis Ababa”

Name of Interviewee_____

Job Position of the Interviewee_____

Place of Interview_____

Date and Time of Interview_____

I. Questions Regarding Policies, Proclamations, and Procedures of Urban Land Governance

1. What are the policies, proclamations, regulations, and directives, of urban land governance in the country?
2. How was the existing urban land policies, and other legal frameworks made? were policymaking processes participatory?
3. How does the extent of stakeholders' participation in the policymaking process is expressed?
4. How far do the policies and legal frameworks establish a transparent and accountable urban land management system?
5. How do the policies and other legal mechanisms ensure equitable distribution of urban land to citizens?
6. What are the policy mechanisms of ensuring the efficiencies and effectiveness in the implementation of urban land policies at the municipal level?
7. What is the extent that institutions and processes of urban land governance produce results that meet the needs of stakeholders while making the best use of resources at their disposal?
8. What are the policy and legal mechanisms, which hold answerable appointed officials, for their officials' actions and inactions?
9. How do you explain the conflict resolution methods that urban land governance frameworks instituted to solving land and land-related conflicts?

10. How do you evaluate the extent to which policies, procedures, rules, and regulations are clear and understandable to stakeholders?
11. What is the extent that policies of urban land incorporate the major principles of democratic governance?
12. How do you explain the predictability of urban land policies and legal frameworks?
13. What is the extent that competency and professional integrity of human resources in municipal administrations?
14. What are the achievements and limitations of the implementations of policies and legal frameworks of urban land governance in the country?
15. How do you explain the practices of urban land governance in the Country?
16. What are the major challenges that affected the land governance systems of the country?
17. If there is any other idea, which you want to be addressed in the interview?

Interview Guideline 2

Addis Ababa University
College of Business and Economics
Department of Public Administration and Development Management

**Key Informant Interview Guidelines (Prepared for Regional Land Management and
Development Bureau Officials)**

Title of the research: “Policies and Practices of Urban land governance in Special Zone of
Oromia Region Surrounding Addis Ababa”

Name of Interviewee_____

Job Position of the Interviewee_____

Place of Interview_____

Date and Time of Interview_____

Interview Guidelines

1. What are the regulation, directives, and procedures of urban land governance in the region?
2. How were existing urban land regulations, directives, and procedures, and other legal frameworks made? (Explain the processes)
3. How does the extent of public participation in the making process of these regulatory frameworks is expressed?
4. What is the extent that urban land governance institutions establish a transparent and accountable urban land management system?
5. How do the land policies and other legal mechanisms ensure equitable distribution of urban land to urban dwellers/ citizens/ in the region?
6. What are the institutional mechanisms of ensuring the efficiencies and effectiveness of urban land implementation in the region?
7. How do you explain the results of urban land governance in the region visa vice the expectations of citizens?
8. How do you explain the conflict resolution methods that urban land governance frameworks instituted to solving land and land-related conflicts?
9. How do you evaluate the extent to which the regulations, directives, procedures, rules, and regulations that are enforced by the regional government are clear and understandable to all stakeholders?
10. How do you explain the extent that institutional frameworks of land governance incorporate the major principles of democratic governance?
11. How do you explain the practices of urban land governance in the region?

12. What are the strengths and weaknesses of the implementation of institutional frameworks of urban land in the region?
13. How do you explain the performances of the urban land governance system at municipal levels?
14. What is the extent that the regional government conducts monitoring and supervision activities on municipal administrations?
15. How far do the practices of urban land policies and legal frameworks ensure democratic land governance in the region?
16. How do you explain the professional competencies of municipal land management officials?
17. What is the extent that employees of urban land management abided by professional ethical codes of conduct?
18. How far does the regional government endorse land service provision standards at the municipal administration level?
19. How do you explain the supports, which the federal government provides to regional and municipal administrations to maintain democratic urban land governance? In addition, what do you think are the challenges, bottlenecks, and problems that limit the effectiveness of the absence of urban land governance in the region?
20. If there is any other idea, which you want to be addressed in the interview?

Interview Guideline 3

Addis Ababa University
College of Business and Economics
Department of Public Administration and Development Management

**Key Informant Interview Guidelines (Prepared for Municipal Land Management and
Development Bureau Officials)**

Title of the research: “Policies and Practices of Urban land governance in Special Zone of
Oromia Region Surrounding Addis Ababa”

Name of Interviewee_____

Job Position of the Interviewee_____

Place of Interview_____

Date and Time of Interview_____

Interview Guidelines

1. How do you explain the level of stakeholders’ participation in the formulation and implementation of urban land planning and development activities?
2. What is the extent that urban land governance directives, procedures, and rules are accessible to citizens?
3. How do you explain the extent of competency and capacity of the HR staff concerning the provision of efficient and effective services to citizens?
4. Do you have a service standard in the provision of land and land related services to citizens? If yes, how is the application of service standards? If no, what is the standard of service delivery in the office?
5. How do you explain the clarity of urban land governance procedures, rules, and manuals to municipal stakeholders including citizens?
6. Does the office organize a compliant receiving system? How do explain the extent to which citizens exercise it? If no, why does not the office have it?
7. Are there mechanisms for evaluating the performance of the land governance system in the town? If yes, how do you explain the nature of performance in the sector?
8. Are there mechanisms for conflict resolution in the land services in the land administration office? If "yes," are these mechanisms effective? If “No” why do you think are the reasons?
9. Is there any feedback mechanism to receive comments from the citizens regarding land administration service delivery? It yes, explain mechanism' if no. why did not the office establish a feedback system?
10. What is the extent that the service delivery process responsive to the needs and interests of citizens?

11. How do you explain the predictability of land service delivery of the town?
12. How do you evaluate the extent that the principles of democratic governance are contained in the practices of land governance in the town?
13. Do citizens have equal access to housing land, land information, and other services without discrimination? If yes, how did you ensure it? If no, why?
14. What are the roles, which citizens played in the implementation of institutional frameworks of urban land in the town?
15. Is there a clear demarcation of power and function between the different departments in the land administration office? If yes, please explain it; if no, mention the reasons'
16. What are the roles of stakeholders including citizens in the formulation and implementation of urban planning and development in the town?
17. What are the results of the existing land governance activities of the town?
18. What are the strength and weaknesses of the existing urban land governance system in the town?
19. What are the major challenges of land governance in the town? In addition, what must be done to improve urban land governance in the town and what are the means to tackle the problem observed in the land administration in the town?
20. If there is any other idea, which you want to address in the interview?

Interview Guideline 4

Addis Ababa University
College of Business and Economics
Department of Public Administration and Development Management
Key Informant Interview Guidelines (Prepared for Community Key Informants)

Title of the research: “Policies and Practices of Urban land governance in Special Zone of Oromia Region Surrounding Addis Ababa”

Name of Interviewee_____

Place of Interview_____

Date and Time of Interview_____

Interview Guidelines

1. How do you explain the awareness of community members about the policies, laws, and procedures that govern urban land?
2. What is the level of community participation in the formulation and implementation of urban land strategies and land development plans?
3. What is the extent that urban land governance policies and legal frameworks are accessible to community members?
4. How do you explain the extent of professional competency and ethics of employees of the Land management and development office?
5. Do land management and development office has service provision standards? If yes, how is the application of service standards? If no, how is service provided to citizens?
6. How do you explain the clarity of urban land governance procedures, rules, and manuals to community members including citizens?
7. Does the office organize a compliant receiving system? How do explain the extent to which citizens exercise it? If no, why does not the office have it?
8. Are there mechanisms for evaluating the performance accountability of the land governance system in the town? If yes, how do you explain the performance in the land management?
9. Are there mechanisms for conflict resolution in the land services in the land administration office? If "yes," are these mechanisms effective? If “No” why do you think are the reasons?
10. Is there any feedback mechanism to receive comments from the citizens regarding land administration service delivery? If yes, explain the mechanisms; if no, why did not the office establish a feedback system?
11. What is the extent that the service delivery process responsive to your needs and interest?
12. How do you explain the predictability of land service delivery of the town?

13. How do you evaluate the extent that the principles of democratic governance are contained in the practices of land governance in the town?
14. Do citizens have equal access to housing land, land information, and other services without discrimination? If yes, how did you explain it? If no, why do you think there is discrimination?
15. What are the roles, which community members play in the implementation of land policies and laws in the town?
16. Is there check and balance mechanisms amongst government organs in the town's land administration office? If yes, how? If no, why?
17. What are the results of the existing land governance activities of the town?
18. What are the strength and weaknesses of the existing urban land governance system in the town?
19. What do you think are the major challenges of land governance in the town? What must be done to improve democratic urban land governance in the town and what are the means to tackle the problem observed in the land administration in the town?
20. If there is any other idea, which you want to address in the interview?

Addis Ababa University
College of Business and Economics
Department of Public Administration and Development Management

Obervation Checklist

Title of the research: "Policies and Practices of Urban Land Governance in Special Zone of Oromia Region Surrounding Addis Ababa"

Name of Observant_____

Place of Observation_____

Date and Time of Obsevation_____

No.	Items Observed	Availability		Remark
		Yes	No	
1.	Suggestion Box in land management and development office			
2.	Suggestion book in land management and development office			
3.	Service provsion standards in offices			
4.	Complaint handling manual			
5.	Professional Ethical Codes of Codnudcts			
6.	Permanent Notice Board			

Annex 3: Statistical Test Results from SPSS

1. Results of Principal Component Analysis

i. Variable Name: Policies of Urban Land Governance

a. KMO and Bartlett's Test result for sample adequacy and Sphercity

KMO and Bartlett's Test

Kaiser-Meyer-Olkin Measure of Sampling Adequacy.		.972
Approx. Chi-Square		14445.795
Bartlett's Test of Sphericity	Df	780
	Sig.	.000

b. Result of Principal Component Analysis for Dimension reduction

Rotated Component Matrix^a

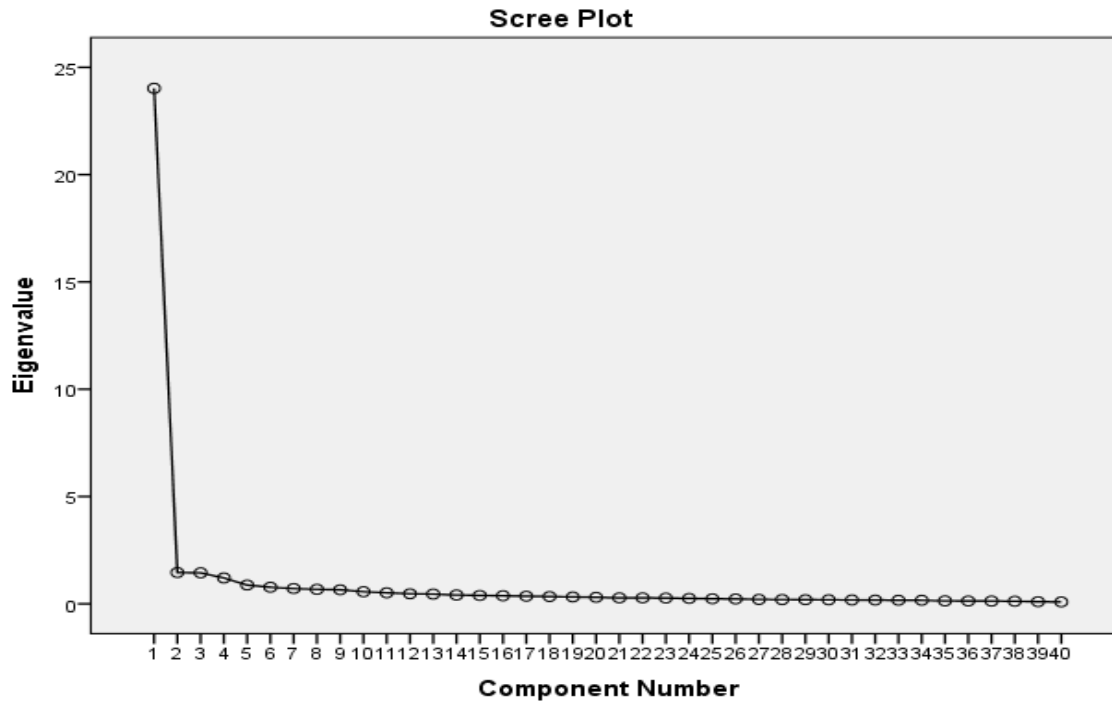
	Component			
	1	2	3	4
Land policies provide equal opportunity for citizens to access land information	.717	.391		
Policies and legal frameworks endorse affordable land service delivery	.704	.313		
Policies endorse service standards, which consider the paying ability of citizens	.697	.350		
Urban land policies aim to establish trust between service seekers and citizens	.687		.440	
Policies endorse the protection of the rights of women, marginalized and disadvantaged groups	.686	.322		.374
Land policies and legal frameworks endorse the provision of affordable services to citizens	.662	.486		.302
Policies and legal frameworks uphold the rule of law in land administration system	.640		.454	
Policies ensure fair compensation for those whose land is taken away	.617	.362		.455
Land policies and laws endorse accountable financial administration system in the land administration	.580		.485	.305
Land policies endorse method to combat corruption in the land service delivery	.576	.355		.431
Policies and legal frameworks promote provision of timely land service delivery	.567	.523	.343	
Policies incorporated land conflict resolution mechanisms which are accessible and affordable to citizens	.547	.399	.333	
Policies and legal frameworks of urban land protect property rights of citizens	.535	.385	.419	
Land policies are designed to provide quality service to citizens	.526	.496		
Land policies are inclusive of competent service delivery standards	.481	.433	.410	
Achievements of Urban land policies and legal frameworks are predictable	.329	.676		
Urban land policies and legal frameworks are easily implementable	.490	.669		
Urban land policies and legal frameworks endorses stable land governance system		.665		.314
Urban land policies provide clear procedures of resolving land related conflicts		.646		.388
Land policies establish standards that enable provision of timely one-window services	.325	.625	.423	
Policies endorse friendly land service delivery system	.359	.618	.399	

Urban land policies and legal frameworks are adaptive to changing conditions of urban centers		.607	.454	
Urban land policies and legal frameworks are flexible for amendment		.595		.428
Urban land policies are easily accessible to citizens		.580	.481	.352
Urban land policies have objective ensuring equal access to land resource	.412	.522	.456	
Urban land policies and legal frameworks integrate system that resolves land related conflicts objectively	.485	.502	.359	
Land policies and laws incorporate clear provisions to maintain effective accountability system in land service delivery		.370	.684	
Land policies and laws institutionalize accountability of decision-makers in land administration to citizens			.683	
Land policies and laws integrate methods of resolving land related conflict	.388		.605	
Land governance policies and laws integrate clear system of urban land performance reporting system	.511		.597	
Urban land policies and legal frameworks are consistent and coherent		.572	.584	
Urban land policies enable citizens to scrutinize the transparency of the land service delivery	.510		.540	.412
Urban land policies are clear and understandable to citizens	.353	.384	.484	.428
Policies and legal frameworks are acceptable in the eyes of citizens	.405	.336	.458	.432
Stakeholders' participation in the urban land policies and laws making process is effective				.758
Stakeholders' participation contributes to legitimacy of decisions regarding urban land policies and laws			.417	.727
Stakeholders had voices on urban land policies making process through their elected representatives	.314	.331		.721
Government consults and collects feedback from stakeholders to incorporates it into land policies		.324		.590
Government invited stakeholders to participates and increase their awareness in the urban land policy formulation process		.434		.589
..Urban land policies endorse a system to provide timely flow of reliable information to citizens	.417	.346	.376	.554

Extraction Method: Principal Component Analysis.

Rotation Method: Varimax with Kaiser Normalization.

a. Rotation converged in 14 iterations.



ii. Practices of Urban Land Governance

a. Test result for sample adequacy and Sphercity

KMO and Bartlett's Test

Kaiser-Meyer-Olkin Measure of Sampling Adequacy.		.973
Approx. Chi-Square		13158.212
Bartlett's Test of Sphericity	df	780
	Sig.	.000

b. Result of Principal Component Analysis for Dimension reduction

Rotated Component Matrix^a

	Component		
	1	2	3
Land service provision endorse an accountable financial administration system	.759		
An official decision regarding land-related conflicts are free from bias and partiality	.661	.321	.326
Urban Land Management offices take and incorporate public opinions into their plans and activities	.631	.371	.305
Urban land administration in the town ensure the rule of law in land service delivery	.620	.486	
Urban land services delivery standards are responsive to the interests of citizens	.615	.356	.433
There is trust between citizens and land administration officials	.612	.516	

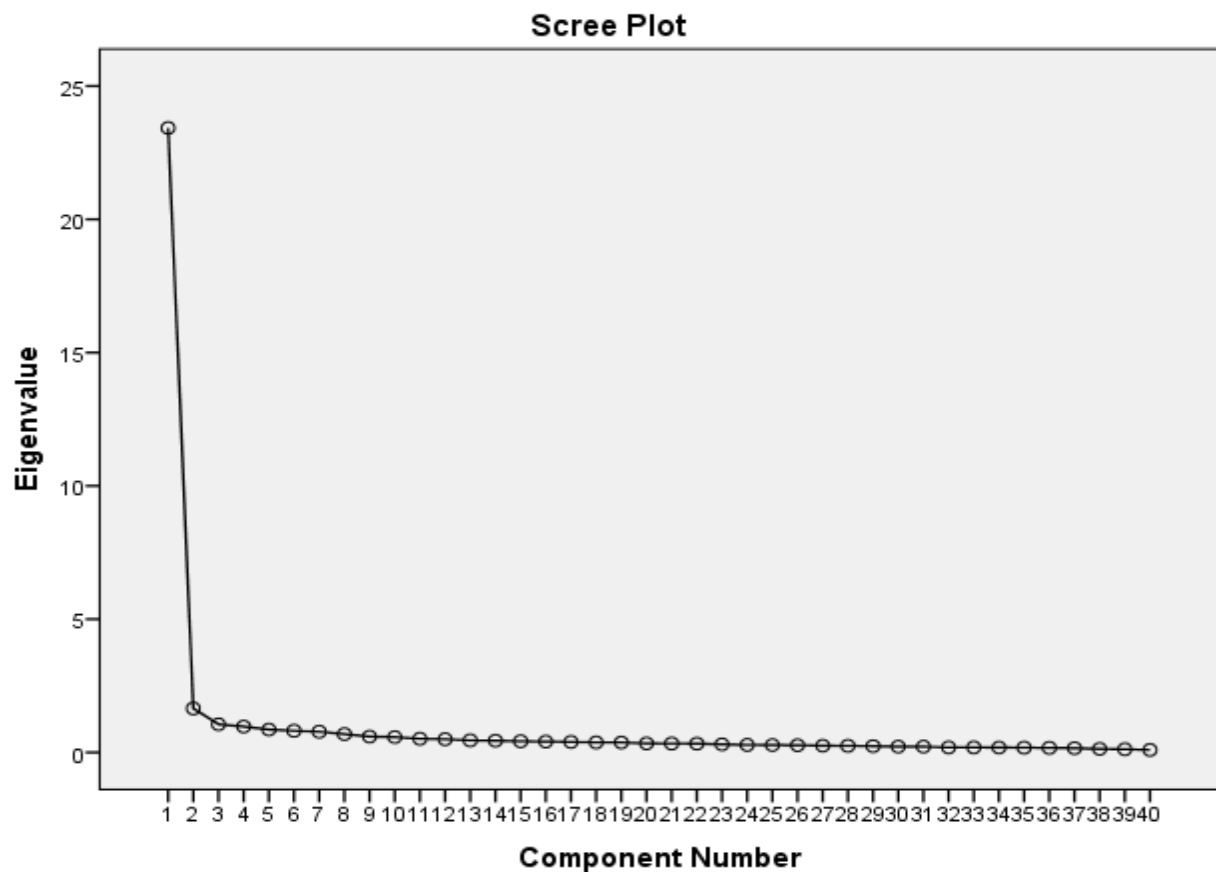
The responsiveness of land governance practices in terms of quality of response satisfies citizens	.610	.374	.375
Citizens have appeal mechanisms for resolving conflicts arising on urban land governance	.605	.336	.357
There is a visible answerability of officials for the action and results in the land governance process in the town	.603	.339	.456
There is a visible collaboration of stakeholders with the land management office of the town through elected representatives	.596		.458
It is based on citizens' knowledge that the land administration officials are appointed or dismissed	.593	.458	.362
Land governance of the town made citizens in the town to have equitable access to land	.592	.515	
The land service delivery process in the town is based on objective standards	.586	.303	.445
Official decisions regarding land conflicts are made based on convincing evidence	.576	.488	.339
There are clear mechanisms of reporting of urban land governance activities to citizens	.573	.337	.515
Official decisions regarding land conflicts in terms of time is short and quick	.557	.426	
The land governance office provides services based on the time specified in the service provision standard	.542	.509	.371
Urban land management offices use inputs and scrutiny results gained from the citizens	.534	.438	.445
Official information on land service delivery in the town is easily accessible to citizens	.532	.420	.368
Land governance in the town is consistent with the policy and legal frameworks	.366	.753	
Land transaction registrations are conducted based on the time indicated in service standards	.449	.680	
Land governance practices in the town achieve the objectives set in the policy and legal frameworks		.676	
Land governance of the town provides fair compensation to citizens whose land is expropriated	.433	.672	
Citizens are satisfied with the efficiency of land service delivery	.403	.610	.348
Land governance in the town is consistent and stable	.323	.608	.427
The urban land services delivery system of the town respects the personal dignity of citizens	.449	.595	
Land governance in the town has made citizens have equal access to land information without discrimination	.479	.558	.327
The land governance office provides services based on the quality specifications stipulated in the service standard	.512	.546	.303
Mechanisms used to resolve land disputes are clear and reliable	.353	.540	.477
Citizens receive the same service standards independent of their political or economic status	.354	.510	.447
The interests of the disadvantaged, such as those with disabilities, and women are accommodated in the land service delivery process	.389	.499	.323
Urban land management offices of the town invite stakeholders' participation in the land governance			.862
In the town, the decision-making process on land service delivery is made clear to citizens		.415	.688

Decisions and actions of land administration are open to citizens' scrutiny	.341	.424	.664
Stakeholders engage in urban land management activities effectively	.381		.649
Land Management and Development offices implement land policies based on the town's context		.440	.613
Land officials aware citizens about land policies and laws	.489		.603
The land governance offices provide affordable land service to citizens		.563	.583
The land service delivery process in the town is based on objective standards	.369	.382	.549
Stakeholders provide appropriate support to the town's land management office		.486	.531

Extraction Method: Principal Component Analysis.

Rotation Method: Varimax with Kaiser Normalization.

a. Rotation converged in 14 iterations.



iii. **Human Resource Capacity and Service Delivery Standards of Municipal land Management and Development Offices**

a. Test result for sample adequacy and Sphercity

KMO and Bartlett's Test

Kaiser-Meyer-Olkin Measure of Sampling Adequacy.		.948
Approx. Chi-Square		5274.555
Bartlett's Test of Sphericity	df	171
Sig.		.000

b. Result of PCA for Dimension reduction

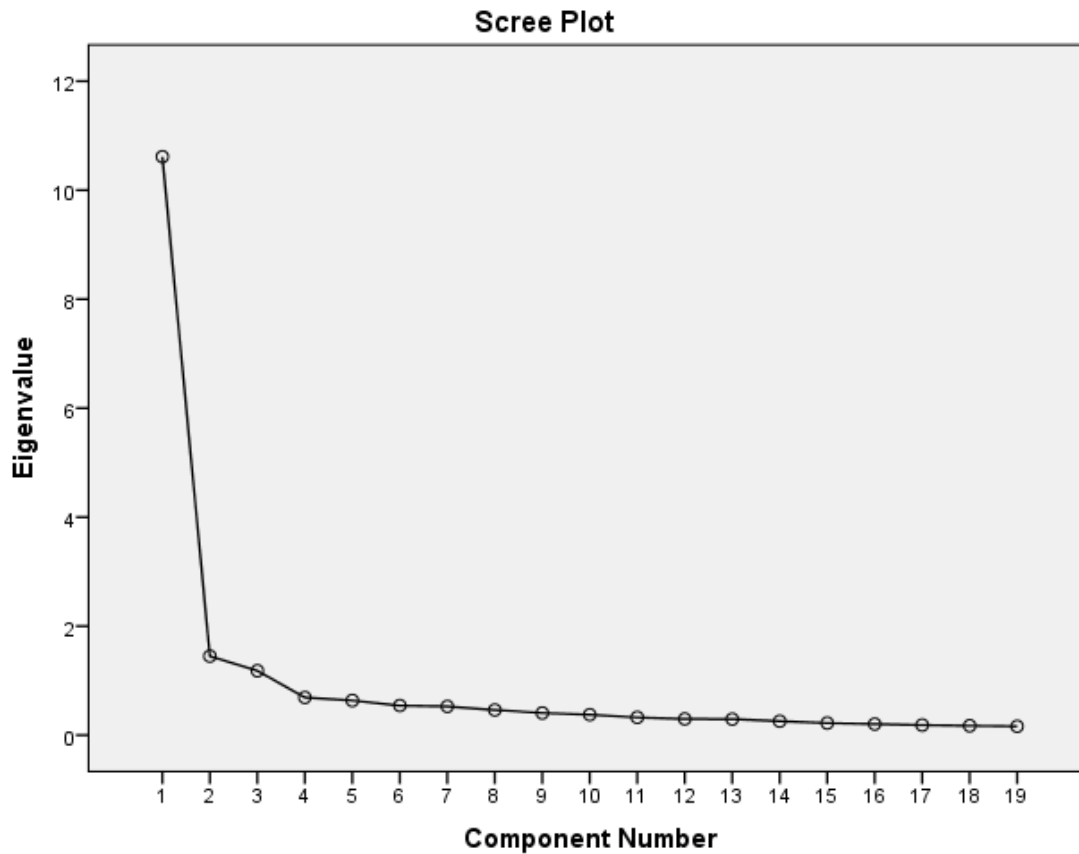
Rotated Component Matrix^a

	Component		
	1	2	3
Service delivery standard provides a clear mechanism to take suggestion from service seekers on the performance of service delivery	.810		
Employees of Land Management and Development Offices have clear job descriptions	.774	.337	
Land service delivery standards serve citizens objectively	.710		
There is a clear organizational structure & processes that promote effective land service delivery	.692		
Procedures stipulated in service provisions standards are applied properly	.679		.352
Service provision standard set the time taken by officials to give land services	.669	.363	
There is a standardized complaint handling system which serves citizens	.584	.468	
Employees perform their official duties being confidential of official secrets		.797	
Employees perform official duties with a sense of integrity	.310	.761	
Employees serve the interests of citizens in a considerate manner	.384	.759	
Employees perform their duties with a sense of stewardship		.751	
Employees treat all citizens equally irrespective of the background of service seekers	.407	.747	
Employees perform their duties based on established ethical standards and procedures	.442	.630	
Employees have a required level of academic knowledge that meet with their duties			.855
Employees have professional independency in their work		.325	.768
Employees get appropriate training to improve their professional competency		.443	.709
Employees have the required skills to perform their duties		.441	.692
Employees have an adequate understanding of their job descriptions	.443		.577
Employees have the required professional experience and faculty to respond to the demands of service seekers	.370	.381	.564

Extraction Method: Principal Component Analysis.

Rotation Method: Varimax with Kaiser Normalization.

a. Rotation converged in 6 iterations.



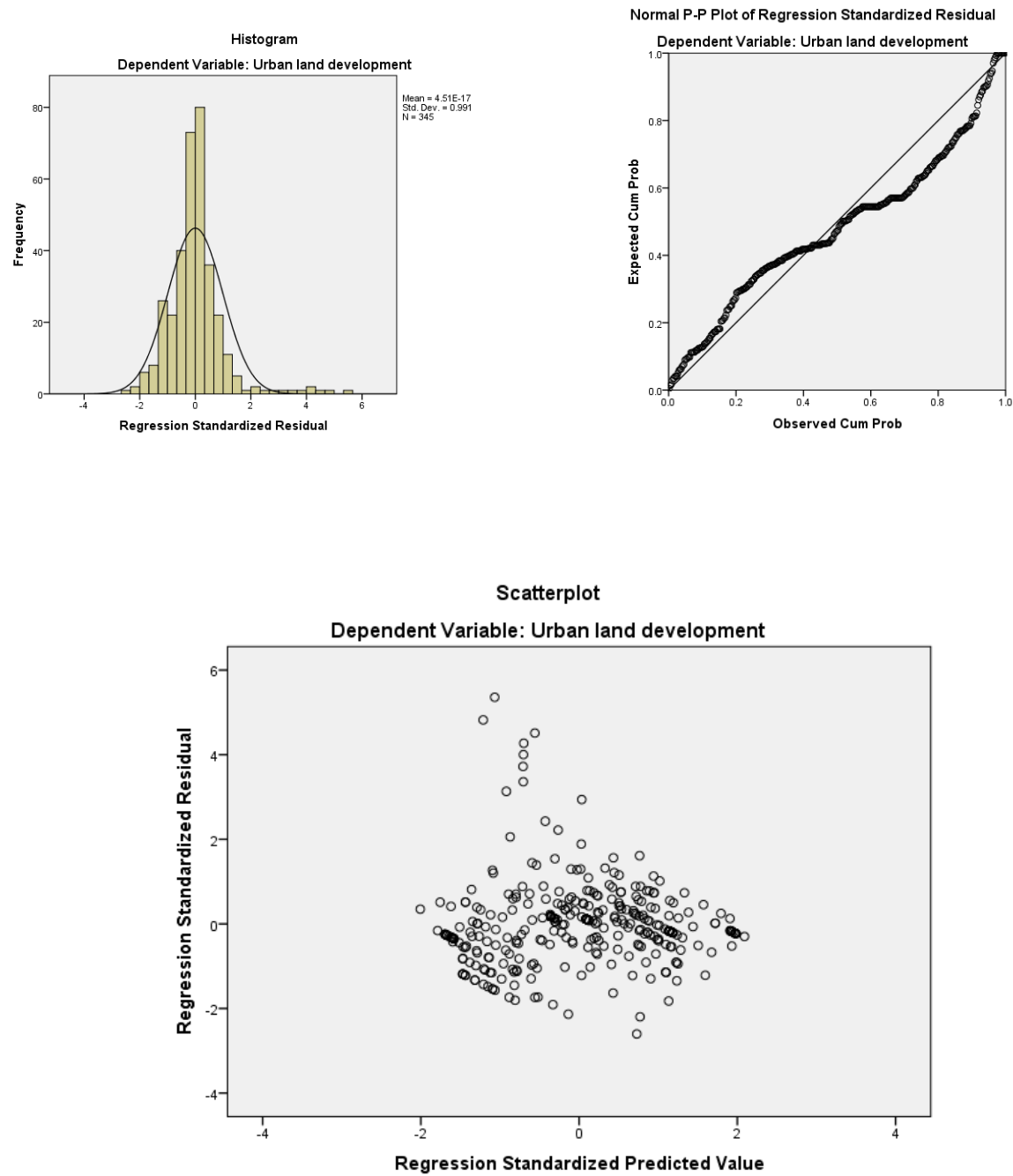
2. Multiple Regression Assumption Test results

a. Test of Normality, Outliers, and Homoscedasticity for the Dependent Variable: Urban land Development

	Minimum	Maximum	Mean	Std. Deviation	N
Predicted Value	-1.3676268	1.4245178	.0003433	.68142351	345
Std. Predicted Value	-2.008	2.090	.000	1.000	345
Standard Error of Predicted Value	.042	.187	.101	.025	345
Adjusted Predicted Value	-1.3735698	1.4313880	.0009164	.68228652	345
Residual	-1.89208007	3.89688230	0E-8	.72088417	345
Std. Residual	-2.602	5.358	.000	.991	345
Stud. Residual	-2.669	5.462	.000	1.001	345
Deleted Residual	-1.99165630	4.04920626	-.00057313	.73568581	345
Stud. Deleted Residual	-2.694	5.712	.002	1.015	345
Mahal. Distance	.159	21.694	5.983	3.554	345
Cook's Distance	.000	.167	.003	.011	345
Centered Leverage Value	.000	.063	.017	.010	345

a. Dependent Variable: Urban land development

a. Dependent Variable: Urban Development

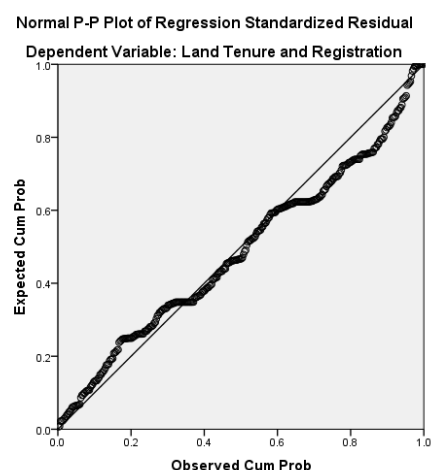
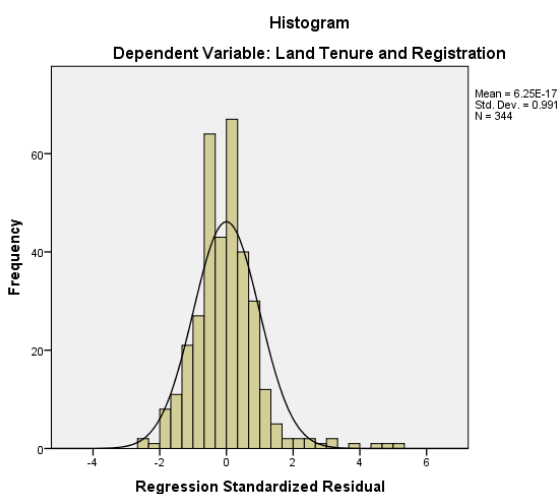


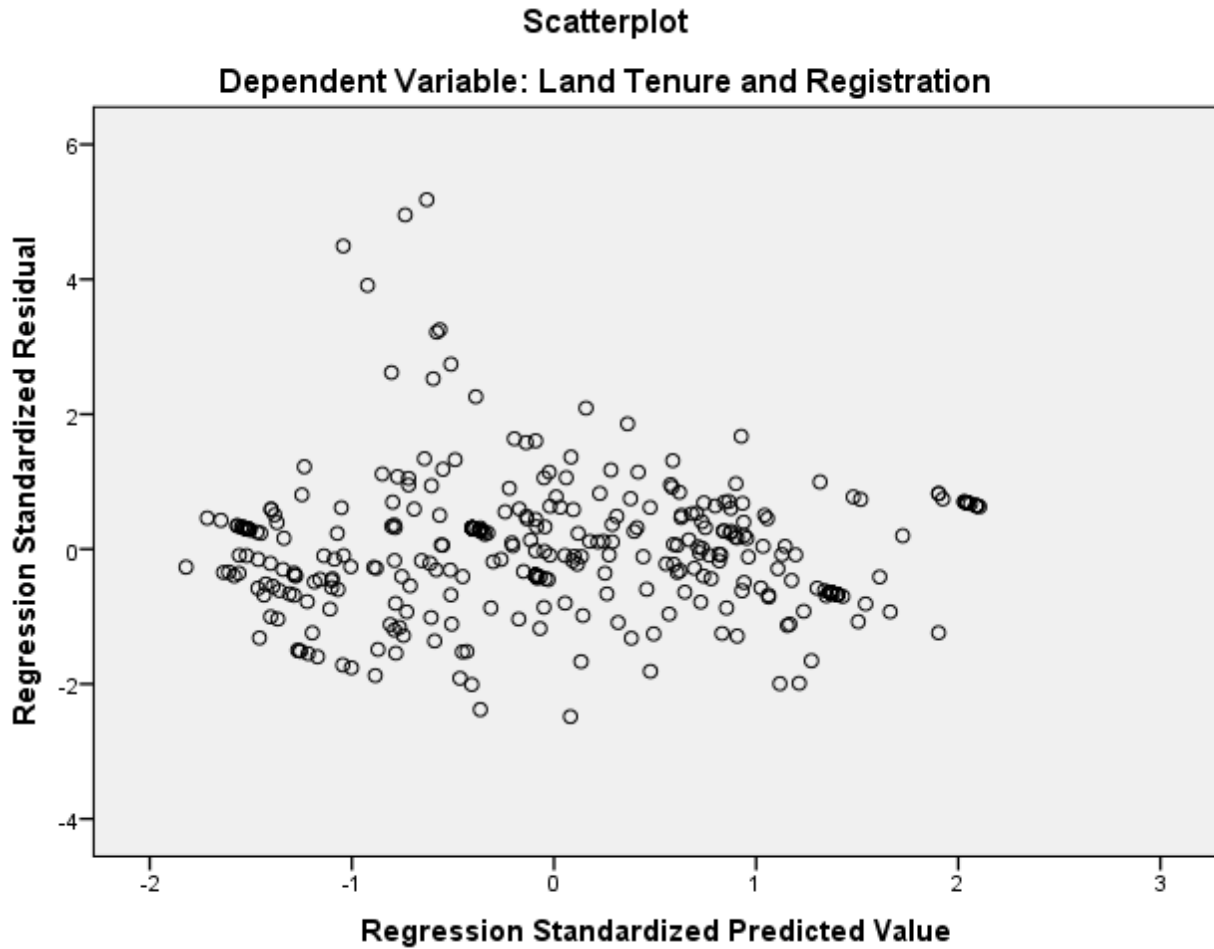
b. Test of Normality and Homoskedasticity for the Dependent Variable: Tenure security and registration

Residuals Statistics^a

	Minimum	Maximum	Mean	Std. Deviation	N
Predicted Value	-1.2751800	1.4745225	0E-7	.70037207	344
Std. Predicted Value	-1.821	2.105	.000	1.000	344
Standard Error of Predicted Value	.042	.185	.100	.025	344
Adjusted Predicted Value	-1.2706585	1.4650552	.0007871	.70105162	344
Residual	-1.78879571	3.73094511	0E-8	.71377795	344
Std. Residual	-2.484	5.181	.000	.991	344
Stud. Residual	-2.549	5.219	-.001	1.001	344
Deleted Residual	-1.88380754	3.78505707	-.00078707	.72858639	344
Stud. Deleted Residual	-2.570	5.435	.002	1.013	344
Mahal. Distance	.158	21.629	5.983	3.544	344
Cook's Distance	.000	.143	.003	.010	344
Centered Leverage Value	.000	.063	.017	.010	344

a. Dependent Variable: Land Tenure and Registration



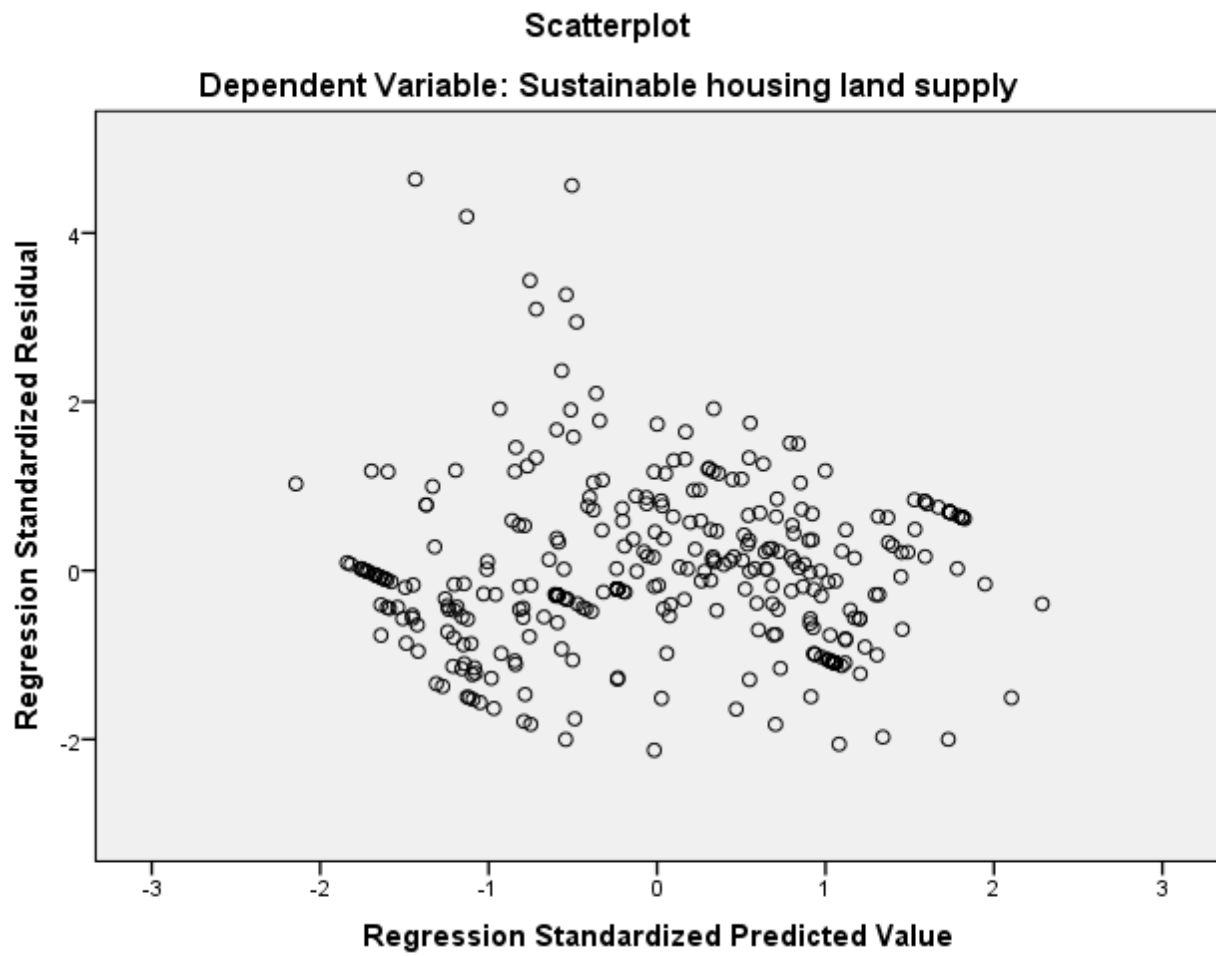
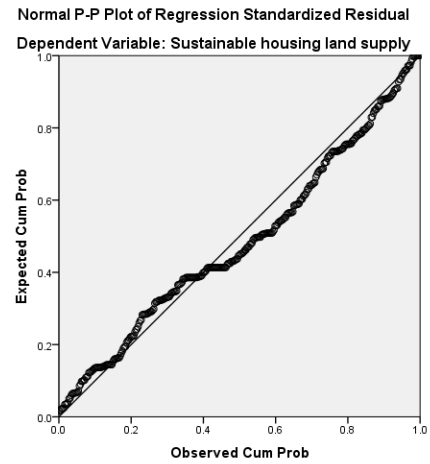
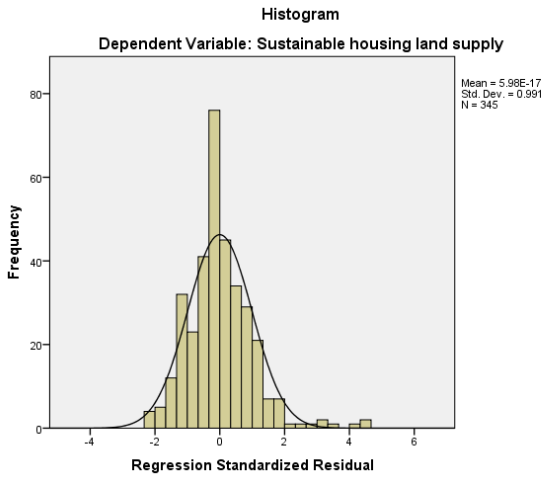


c. Test of Normality and Homoskedasticity for the Dependent Variable: Sustainability Supply of of housing land

Residuals Statistics^a

	Minimum	Maximum	Mean	Std. Deviation	N
Predicted Value	-1.4066725	1.4996332	0E-7	.65580999	345
Std. Predicted Value	-2.145	2.287	.000	1.000	345
Standard Error of Predicted Value	.044	.196	.105	.026	345
Adjusted Predicted Value	-1.4250544	1.5118713	.0002929	.65671802	345
Residual	-1.62135553	3.53169799	0E-8	.75492600	345
Std. Residual	-2.129	4.637	.000	.991	345
Stud. Residual	-2.168	4.727	.000	1.001	345
Deleted Residual	-1.68119979	3.66974759	-.00029291	.77017270	345
Stud. Deleted Residual	-2.180	4.884	.001	1.009	345
Mahal. Distance	.159	21.694	5.983	3.554	345
Cook's Distance	.000	.125	.003	.008	345
Centered Leverage Value	.000	.063	.017	.010	345

a. Dependent Variable: Sustainable housing land supply



d. Test of Normality and Homoscedasticity for the Dependent Variable: Performance of urban land service delivery

Residuals Statistics^a

	Minimum	Maximum	Mean	Std. Deviation	N
Predicted Value	-1.2057098	1.3809284	0E-7	.64728691	345
Std. Predicted Value	-1.863	2.133	.000	1.000	345
Standard Error of Predicted Value	.045	.197	.106	.027	345
Adjusted Predicted Value	-1.2020899	1.3829653	.0010100	.64764640	345
Residual	-1.60869503	4.04655123	0E-8	.76224646	345
Std. Residual	-2.092	5.262	.000	.991	345
Stud. Residual	-2.130	5.300	-.001	1.001	345
Deleted Residual	-1.66807199	4.10523987	-.00100999	.77679600	345
Stud. Deleted Residual	-2.142	5.527	.002	1.014	345
Mahal. Distance	.159	21.694	5.983	3.554	345
Cook's Distance	.000	.089	.003	.008	345
Centered Leverage Value	.000	.063	.017	.010	345

a. Dependent Variable: Performance of land service provision

