



Full Length Research Paper

Assessment of Urban Land Delivery System for Housing Development in Jinka Town, SNNPR Ethiopia



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Abstract

This study is an attempt to understand the existing urban land delivery system for housing in Jinka town municipality. To the best of author's knowledge, there was no study based on the practice of urban land delivery system for housing in Jinka town municipality. This is a major motivation to carry out the study. This study utilizes descriptive survey research design using both primary and secondary data where probability and non-probability sampling were used. 148 samples of respondents were selected. Data was collected using questionnaire, interview, observation and documentary review. The study observed that the performance of the municipality in land allocation for housing development through lease is poor. In addition, there is a popular belief and reality that current urban land policy and laws have been benefiting the rich rather than the poor. Bureaucratic tendencies, inadequate amount of serviced land, shortage of work force, inadequate and distorted urban land information system are factors affecting land delivery system for housing development.

Key words: Formal land delivery system, Lease policy, Informal land development, Factors affecting land delivery system,

Introduction

Land is a crucial element in property development process and its acquisition is vital to achieving efficient and sustainable housing development in urban environment. Access to land and property rights is a major key element in economic growth and development. It is now increasingly being realized that economic development of any country depends on how efficiently land is distributed among citizens and competing urban uses. It is pertinent to note that providing the populace with access to land and empowering them to make effective use of it is central to poverty alleviation (Omirin, 2002). However, in recent times the urbanization process is derived by rural to urban migration and high birth rate. These trends create accelerated resource scarcity in urban areas especially in urban land resource. The process of urbanization in city context includes radical land change, large land-uses these are why urbanization requires to controlled, or managed further the technical aspects it also needs to adherence to legal, administrative and social frameworks (Kalnay E and Cali, 2003). Due to these reasons the problem of spontaneous urban land development, homeless, insecurity of land, inadequate services and facilities are common in cities of developing countries. (UN, 1996).

According to NUPI, (2003), Current urban land development and management practices are characterized by inadequately developed land and administration process, inconsistent and fragile land and lack of clarity in key strategic options. Like other part of Ethiopia urban centers, Jinka town also have large land related problems viz., squatter settlements on the peripherals' of the town especially around Arikisha and Baysimal kebeles, Illegal subdivision and transfer of land and lack of satisfaction among customers for land delivery system to name a few (Annual report of Jinka town administration, 2013). In addition, the problem of residential houses is one of the most alarming concerns of the Jinka town attributed to the rapid increase in population which eventually leads to increased demand of land. This paper is an attempt to understand the urban land delivery system for housing development in selected kebeles of Jinka town.

Materials and Methods

Description of the Study Area

Jinka town is one of the 22 administrative towns' of the South Nation Nationality People Regional Government of Ethiopia. It is also the administrative center of south omo zone. The town is 525 km far from Hawassa, the Regional capital and 750 km from Addis Ababa. Geographically, the town is situated at 50°78'N Latitude and 36°56' E Longitude. It has a total population of 27,428 out of which 14,516 is male and the remaining 12,912 are female. For the administrative purpose, the town is divided in to 3 kebeles. The

total area of town is 2,756 hectare and population density of the town is 10 people per hectare. Trade, service and agriculture are dominating economic activities in the town.

Study Design

The study utilizes descriptive survey research design using both primary and secondary data where probability and non-probability sampling was used. The research was conducted in a selected population of Jinka town for a period of 3 months viz., February 2017 to April 2017.

Study population

148 samples of respondents were selected. Data was collected using questionnaire, interview, observation and documentary review.

Data collection

The questionnaires were prepared and distributed for two groups of the respondents. The first group had a sample of 136 households, who were registered to get land for housing development since July 2012. For this group eighteen closed-end questionnaires were prepared and administered. All questionnaires distributed for this group were responded and returned. The second group had a sample of seven employees in Jinka town municipality. For this group twenty-four closed-ended and five opened-end questionnaires were prepared and administered. All questionnaires distributed for this group were answered and returned.

Besides, the study was supported by an interview and observations. Interview questions were held with mayor of Jinka town, head of south omo zone urban development department, coordinator of south omo zone land development and management work process and coordinator of Jinka town municipality urban land development and administration work process.

Data management and analysis

Collected data from the study site was thoroughly checked and validated for accuracy and completeness. The data was stored in electronic formats and hard copies. It was only directly accessible only to the investigators. Collected data from questionnaires were entered into a computer software; Statistical Package for Social Science (SPSS) version 20. Descriptive statistics was used as to interpret data as and when required.

Ethical consideration

The study was conducted as a part of Master's Thesis after academic approval by the school of graduate studies, Department of Urban Management, Ethiopian Civil Service University, Addis Ababa. Permission to carry out the study was obtained from the respective agencies before data collection process began. Respondents were treated properly and confidentiality was maintained throughout the study. Results obtained from this study were kept safely and handled with utmost care.

Results and Discussion

Assessment of Urban Land Delivery System for Housing Development

Policy Framework

Since 1991, the Federal Democratic Republic Government of Ethiopia enacted the state ownership of land in the constitution. The state and regional constitutions as well as urban land proclamations, regulations and rules enacted so far to implement the constitution decrees declared that all land in the country is a state property. Therefore, the Federal Democratic Republic Government of Ethiopia has introduced in major cities lease holding land tenure system by Urban Land Lease Proclamation No.80/1993 then revised with improvement in 2002 and lastly revised in 2011 declares for all city in the town including Jinka town. For the detail implementation, the SNNPRS passed the Urban Land Lease Holding Rule No. 123/2015(revised). This new law acknowledges lease system as the only mean to allocate land for different purposes in urban areas.

The aims of government in these legal laws are to achieve the following goals:

- *The right to use of urban land by lease shall be permitted in order to realize the common interest and development of the people.*
- *The offer of lease land and land delivery system shall adhere to the principles of transparency and accountability, thereby preventing corrupted practices, and abuses to ensure impartiality in the process*
- *The tenure shall reflect the prevailing transaction value of land*
- *The urban land delivery system shall give priority to the interests of the public and urban centers to ensure rapid urban development and equitable benefit of citizens.*

Federal and regional urban land laws acknowledge the lease system as the only means to allocate land for housing development through lease auction and lease permit. The lease auction mechanism was used to transfer land use-rights for individuals based on bidding system. While the high bidder is a winner of plot of land to develop formally, for maximum of 99 years of lease agreement but the winner must pay at least 10% of the land-price immediately and the rest will be adjusted for amount of years mentioned in the bidding applications.

Lease permit system was used to allocate land for housing cooperatives for individuals who expropriated from their property and to construct low-cost housing by the local governments.

Institutional Capacity of the Municipality

According to City Administration Proclamation of SNNPR No. 51/2002, governance organizations of the city administration are the city Council and the Speaker of the council, the Mayor and Mayor Committee and the Manager of municipality. The manager of municipal services shall be hired by the Mayor with the consent of the council based on executive, managerial and professional qualification (in reality the manager of the municipal service was assigned by political requirements in Jinka town administration).

The municipality manager ensures the implementation of council decisions pertaining to municipal services and the enforcement and observance of government laws, policies and standards. Indeed development and management of urban land is one of services charged to the municipality. (Figure 1)

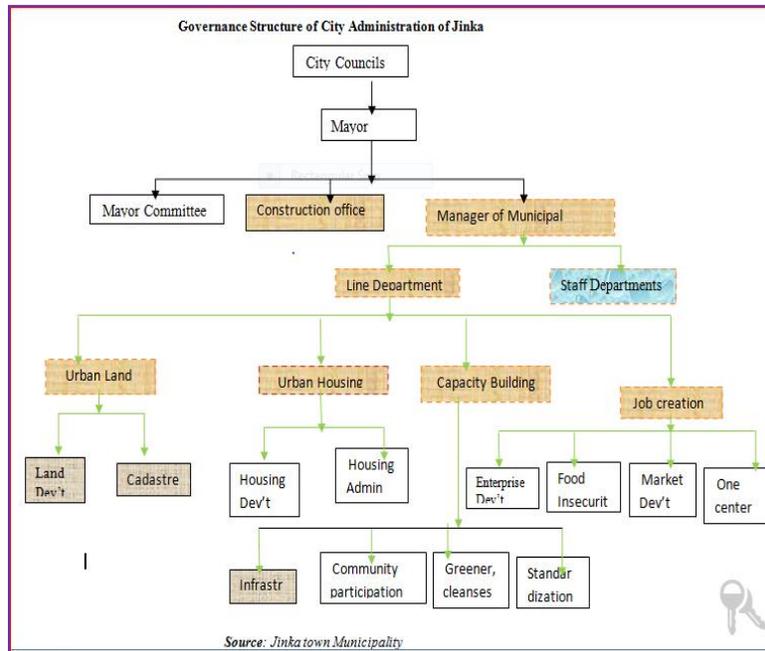


Fig 1: Governance structure of city government of Jinka town administration

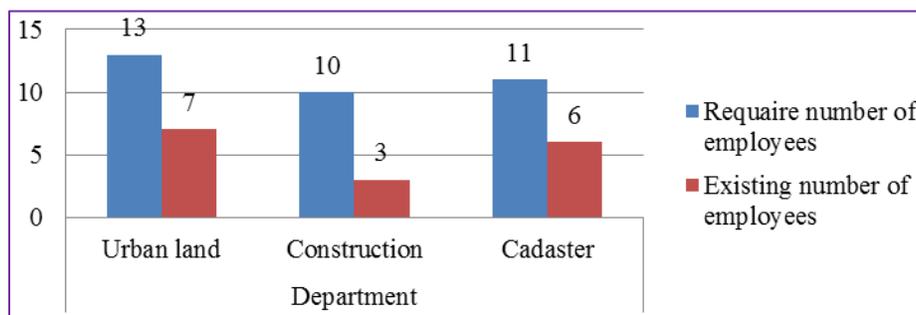


Fig 2. Human resource in the department. (Source: Jinka town municipality)

Figure 2 shows that the existing manpower in the department of the municipality is inadequate and are not technically competent. Figure 3 below shows that the agreement of households and employees on the institutional capacity in implementing urban land polices and controlling informal land development is poor. In addition provision of infrastructures services such as constructing roads, provision of electric and water lines for residential area were poor. In addition, the study used an observation tool for formal housing development area which is locally called as *lease sefean*. In this area additional 220 households were administered land for housing development by means of lease auction and lease permit. Regarding to the agreement of employees and households on the provision of site plan by land development and management work process 50.7% of households respond their agreement as an average and 71 % of employees responded as poor. Regarding the agreement of employees and households on the provision of developed land for housing by land development and management work process 90.4 % of households and 100 % of employees respond their agreement as poor. (Table 1)

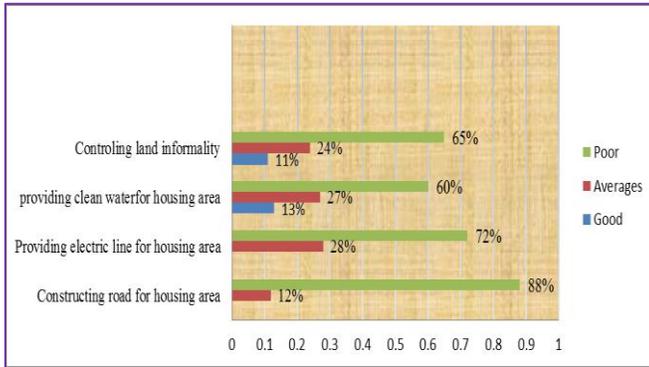


Fig 3: Responses from households on the extent of municipality capacity in provision of basic services.

Fig 4: Formal development of land in Jinka town.

Table 1: Response from households and employees on the extent of services was given to in accordance with service delivery standards. Here employees and households were asked to rate the extent of service given with service standards from good to poor. (No=Number)

Items	Households						Employees					
	Good		Average		Poor		Good		Average		Poor	
	No	%	No	%	No	%	No	%	No	%	No	%
Providing use right certification	26	19	69	50.7	41	30	-	-	2	28.6	5	71
Providing building plan	19	40	45	33	72	60	-	-	2	28.6	5	71
Giving building permit	26	19.1	48	35.3	62	45.6	-	-	3	43	4	57
Providing developed land for housing	-	-	13	9.6	123	90.4	-	-	-	-	7	100

Land use planning

According to City Administration Proclamation of SNNPR No. 51/2002 every city has the authority to initiate the preparation, approval, revision and implementation of a city plan. In carrying out the planning and implementation process the city shall observe regional government planning principles, guidelines, standards and parameters. The bureau shall have the authority to check and ascertain the legality of the plan. With the view to facilitate the regional government administrative structures to which the concerned city is accountable in accordance with art and other concerned government administrative structure shall consent to the plan. Due to inefficiency in technical professionals of Jinka town administrations regional planning team has prepared the past and existing structural plan.

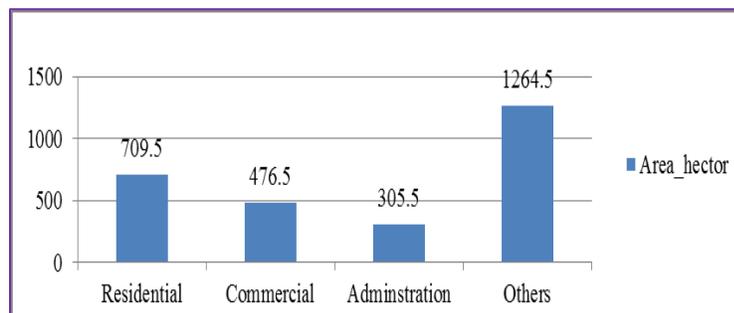


Fig 5: Land use planning (Source: Jinka town municipality cadastre department)

Residential-709.5 hectare-(25.74%); Commercial-476.5 hectare-(17.28%); Administration-305.5hectar (11.1%); others--1264.5 hectare-(45.88%).(Others are Road, Green area, urban agriculture, Religion administration etc). The total area of the town is 2,756 hectare.

Practice of land allocation through lease auction and lease permit for housing: Regarding tenure system, 100 % of employees respond that lease system is used to deliver land for housing development. Regarding lease mechanisms, lease auction is more applicable for residential housing development.

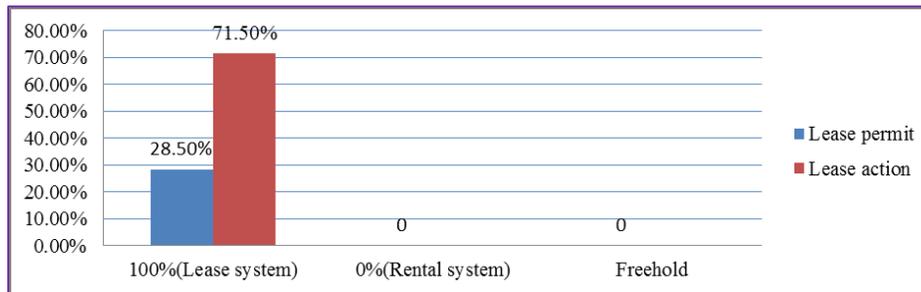


Fig 6: Types of tenure system and mechanisms of lease system which are applicable for land delivery system for housing since 2012

Table 2: Response from households’ on the way they acquired the plot of land

Items	Response of households									
	Lease auction		Lease permit		Purchasing from individuals		Inheritance		Rental permit	
	No	%	No	%	No	%	No	%	No	%
How could you acquire this plot of land?	60	44	8	5.9	21	15.4	15	11	32	23.5

The households were asked to answer the way they acquired the plot of land for housing development. Therefore, from response of households, 44 % got land through lease auction; 23.5 % got land through rental permit; 11 % through inheritance; 15.44 % of households through buying from individuals and 5.9 % by means of lease permit. This clearly suggests practice of illegal transfer of land for housing development. (Table 2).

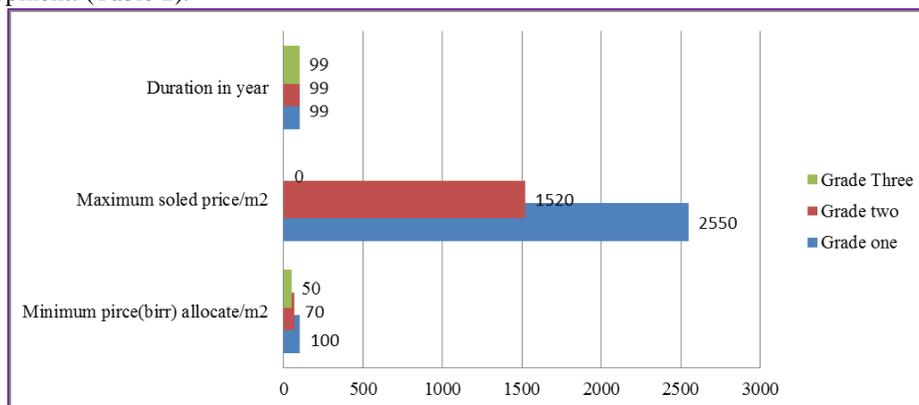


Fig 7: Minimum vs. maximum lease price (Source= Jinka municipal)

According to data from the municipality of Jinka town administration the minimum allocated lease price per meter square for housing is 100 birr, 70birr and 50 birr for land located on grade one, two and three respectively. While the maximum lease sold price per meter square is 2550 birr and 1520 birr for land allocated in grade one and two respectively. This data shows that the land price has been increasing 662 % and 362% per year in land grade one and two respectively. (Figure 7)

Table 4: Response from households’ on the size of plot that they held (f = frequency)

Items	Response of households					
	Below 150m ²		150-500m ²		Above 500m ²	
	F	%	F	%	F	%
What is Size of plot that you held?	3	2.2	97	71.3	36	26.5

SNNPR Housing and Urban development Bureau, Rule No.123/2015 specify the maximum and minimum plot, which were allocated for housing development in the third rank town was respectively 150m² and 500m². This is a guiding principal for Jinka municipality to allocate maximum and minimum size of plot. The households asked to answer the size of plot that they held. Regarding to this 71.3 % of households responded that the size of land was between 250 to 500m² and 26.5 % of households held above 500m² and 2.2 % of households held below 150m². This data shows that majority of land size held by households’ was within the range of legal guidelines

but in upper limit of land size there is illegal allotment of land for housing development. (Table 4). Regarding source of land allocation for housing development, 71% of employees responded that land banking was the major source of land for housing development. (Table 5).

Table 5: Response from employees on the major source of land allocation for housing development (No=Number)

Items	Agriculture land		Redevelopment		Land banking		Other	
	No	%	No	%	No	%	No	%
What are the major sources of land allocation for housing development in the town?	-	-	2	28.9	5	71	-	-

Table 6: Response from households and employees on their recommendations for the mechanisms of lease system which will be efficient to delivering land for housing (No=Number)

Item	Households'				Employees			
	Auction		Permit		Auction		Permit	
	No	%	No	%	No	%	No	%
Which mechanisms of lease system will be used for delivering land for housing?	57	42	79	58	4	57	3	43

Concerning the recommendations of households on lease mechanisms (which will be effective and efficient to deliver for housing development) 79% households recommended lease permit system and 57% employees respond lease auction system as better mechanism. This data show that to hold land for housing development lease permit system is far better than other options.(Table 6).

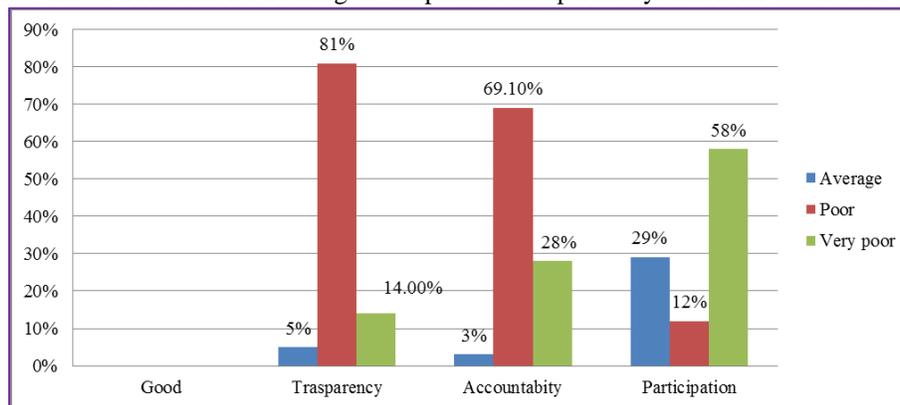


Fig 8: Implementation of Principles of transparency, accountability and participation in the land delivery system

Bell et. al., 2007 stated that ‘principles of participation by all groups, accountability and transparency are key cornerstones of good governance’. In addition, these principles encourage long-term investment, protect the livelihood of vulnerable groups, facilitate low-cost transfers, encourage private sector investment, and enhance local government accountability. Limitations of these principles in urban services have been one of the most crucial constraints in the effective implementation of policies and programs related to land delivery system. Indeed data from analysis indicates that the public participation in planning and urban land delivery process especially participation of low-income groups and accountability of municipality for their decisions and actions were very poor. The results reveal that new lease policy failed to adhere to the principles of transparency and accountability thereby preventing corrupted practices and abuses to ensure impartiality in the process.

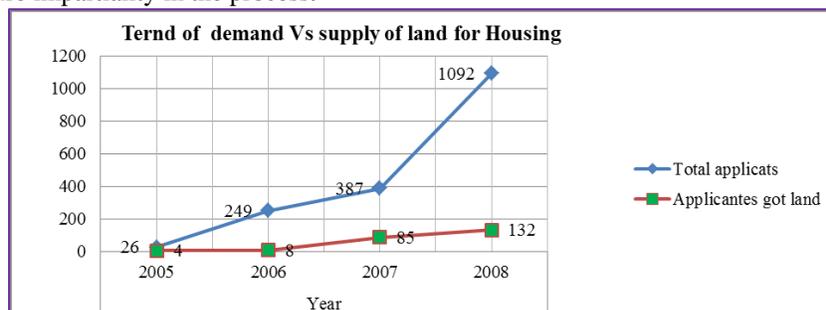


Fig 9: Trend of demand vs. supply of land (Source: Jinka town Municipality)

In the above Fig 9 the demand of land for residential housing increased 42 folds during 2005 to 2008 E.C. While the land allocation for housing also increased on an average of 345% per year suggesting that the allocation of land was only for 13% of demands per year.

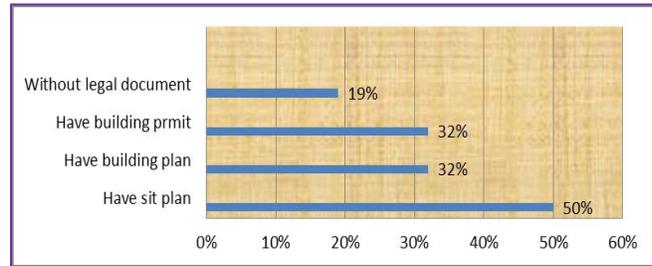


Fig 10: Informal Land development.

Fig 11: Landholders with legal documents.

Informal Land Development for Housing

Structural plan (2011) of Jinka town was oriented towards horizontal expansions including some-rural kebeles into the administrative area of the town. Currently majority of informal land market activities have been observed in these parts of the town. Concerning, legal documents that, were received by households 50% of sampled households have use right certification, 31.6% have building plan and building permits. However, 18.4 % households do not have any legal documents. Regarding the source of informal land for housing development 71% employees responded that buying form the farmers.

Table 7: Response from employees on the major source of land for informal land market for housing development in your town (f = frequency)

Items	Buying from farmers		Occupying public land		Subdivision of land		Other	
	F	%	F	%	F	%	F	%
What are major sources of informal land market in the town?	5	71	-	-	2	29	-	-

Response to informal land development

Regularization mechanisms in the land delivery system have been dealt with urban land lease proclamation No 721/2011, SNNPR Housing and Urban Development Bureau Rule No. 123/2015 and Rule No.08/2015. Based on these laws, the following responses were applicable on informal land development in Jinka town municipality.

Formalization: This form of response is used for legalizing informally developed land. The Jinka town municipality is using this method for provide legal documents for landholders who have did not any legally secured land by their name, name of wives and children have below 18 years age. For those individuals the municipality is legalizing through lease permit; maximum 200m² but they penalized for their illegal activities by paying 25birr for each meter squares. If the size of illegally developed land is in between 200 to 500m² and occupied by built physical structure this land is legalized by additional paying the minimum lease price of the land. Nevertheless, the size of illegally developed plot is below 150m² the municipality legalized by providing replacement land with maximum of plot size 200m². Generally, this method is used only for plots illegally occupied before 2011. Therefore; according to document analysis the municipality formalizes 67,400m² plots of land for 325 households in years 2012 to 2015.

Bulldozing: this is form of coercive actions targeted at destroying illegally built physical structures. Therefore, Jinka town municipality use bulldozing illegal built physical structure as one option to respond informal land development practices since 2012. The municipality bulldozed 113 illegally built houses during 2012 to 2015.

Conclusion

The performance of the municipality in land allocation through lease system for housing development seems ineffective. As indicated in results only 229 plots were released into the market to create a backlog of more than 1,754 applications. Because of this, land prices have escalated from 100birr/m² to 2550/m² in land allocated in grade one and the situation is responsible for growing illegal settlements.

Recommendations

In view of the various problems observed in the study, necessary efforts in areas of institutional and legal framework are required along with adequate support of local government and regional administrations. Hence, following recommendations are aimed at reducing and easing the current friction in urban land delivery system for housing development.

- Developing strong and well-coordinated institutional arrangements and arrangements of consistent monitoring and evaluation system in the municipality.
- Citywide urban land solutions require a wide range of special technical skills: such as architecture and urban planning, urban engineering, GIS, surveyor, urban land management, sociology, economics and related skills. Therefore, local governments should allocate adequate budget for the municipality to hire professionals and to buy equipment's.
- Computerize urban land information processes as well as train work force in the cadastre department.
- Should develop mechanism that low-income group have access to land develop in formal way at an affordable price. The pro-poor mechanism should be connected with practicably, allowing low income-groups give their opinion and capable of being enforced.
- Develop over all a program, which seeks to assemble and supply serviced land continuously to meet the needs of the urban population.
- Land use planning should be supported by community participation and urban land information systems to enable frequent update of data

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