

MEKELLE UNIVERSITY

COLLEGE OF BUSINESS AND ECONOMICS

DEPARTMENT OF MANAGEMENT



Assessment on Performance of Good Governance in Land Administration at  
Local Level: The Case of Naeder Adet Woreda, Tigray Region, Ethiopia.

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A Thesis Submitted to the Department of Management in Partial Fulfillment of  
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## DECLARATION

I, MHR TAY ADISALEM, hereby declare that the thesis entitled “Assessment on Performance of Good governance in Land Administration at Local Level: The Case of Naeder Adet Woreda, Tigray Region, Ethiopia”, submitted by me for the award of the degree of Master of Arts in Development Studies, Mekelle University at Mekelle, is original work and it hasn't been presented for the award of any other Degree, Diploma, Fellowship or other similar titles of any other university or institution.

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## CERTIFICATION

This is to certify that this thesis entitled “Assessment on Performance of Good governance in Land Administration at Local Level: The Case of Naeder Adet Woreda, Tigray Region, Ethiopia” Submitted in partial fulfillment of the requirements for the award of the degree of MA, in Development Studies of college of Business and Economics, Mekelle University, through the Department of Management, done by Mr.Mhrtay Adisalem, ID, No, CBE/PR077/05 is carried out by him under our guidance.

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## ACRONYMS AND ABBREVIATIONS

AfDB	African Development Bank
ADB	Asian Development Bank
APRM	African Peer Review Mechanism
AU	African Union
CBOs	Community Based Organizations
CSA	Central Statistical Agency
CSOs	Civil Society Organizations
FDRE	Federal Democratic Republic Of Ethiopia
FGDs	Focused Group Discussions
FAO	Food and agriculture organization
IIAG	Ibrahim Index of African Governance
GOE	Government of Ethiopia
GTP	Growth and Transformation Plan
MOCB	Ministry of Capacity Building
MOFED	Ministry of Finance and Economic Development
NEPAD	New Partnership for Africa's Development
OECD	Organization for Economic Cooperation and Development
PASDEP	Plan for Accelerated & Sustainable Development to End Poverty
SPSS	Statistical Package for Social Science
UNDP	United Nations Development Program
USAID	United States Agency for International Development
WB	World Bank

## Glossary

Desk: is an institution that is established to implement the power and functions of Environmental Protection Rural Land Use and Administration Agency.

Gimgema: An assessment mechanism that officials among each other; and service providers and service users use to evaluate their performance.

Kolla: lowland or a tropical type of zone.

Kushet: is the lowest administrative unit in the village below tabia.

Tabia: is the lowest unit in the administrative hierarchy also referred as a community or peasant association.

Meret Shimagle: which literary means elders are those people entitled to administer the rural land of Tigray in the then time.

Wina degua: neither highland nor lowland.

Woreda: it is an administrative division of Ethiopia (managed by a local government), equivalent to a district.

## *Abstract*

*The role of good governance in local development is worth mentioning. Local governments that achieved better transparency, accountability and responsiveness are likely to bring development than their counterparts. This study deals with the performance of good governance in Naeder Adet woreda of Tigray Regional State. It assesses the performance of good governance in land administration mainly after the GTP period. Specifically, the study assessed the performance of good governance from the perspective of transparency, accountability and responsiveness. Besides, the study figured out factors that inhibit the performance of good governance in the land administration. The study was conducted by using 182 household heads that were selected via convenience sampling. Furthermore, focused group discussion, interview, secondary data was used to gather relevant data. The study finding indicates that the performance of the woreda land administration pertaining to transparency is at its infancy stage. With regard to accountability, the woreda land administration has installed both formal and informal accountability mechanisms where administrative accountability could be ensured. In spite of that, the practicability of these accountability mechanisms and tools in the land administration is in its early stage. There is the dearth of downward accountability. Furthermore, the performance of responsiveness was also found dissatisfactory. Finally, despite the agenda of good governance in the woreda seems getting a due emphasis, the overall performance was found low, which makes it difficult to conclude that there is significant change contrary to the expectation hoped to be realized after GTP period. In this regard, the prime factors that inhibit the performance of good governance in the land administration of the woreda were found, among others ,corruption, weak public education, weak monitoring and evaluation system, low implementation capacity, low participation and low coordination among stake holders, low incentives. Thus, if good land governance is to be ensured the woreda government should work on tackling the above bottlenecks by setting clear guidelines and service standards, empowering civic engagement on monitoring and evaluating service delivery process, providing adequate trainings and incentives to land committees and local councils and setting code of conduct to the land administrators.*

Key words: Good governance, transparency, accountability, responsiveness, land administration



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# CHAPTER ONE: INTRODUCTION

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*This chapter deals with introduction part of the thesis that involves background of the study, statement of the problem, objectives of the study, significance of the Study, scope and limitation and its organization.*

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## **1.1. Background of the Study**

Good governance is an emerging field in development discourse that is gaining significance since the 1980s. According to Gisselquist (2012), the World Bank (WB) is the first institution, which brought the agenda of good governance into the discourse of development. The World Bank's experience with the failure of its economic policies within developing countries led to attribute that failure to bad governance i.e., administrative inefficiency ,corruption, lack of accountability and transparency a setbacks of development of those countries (Khan and Gray,2006). Apart from the WB, bad governance conceptualized by the different institutions and scholars then led to the conceptualization of good governance, which includes principles of participation, rule of law, accountability, and transparency (Sharma, 2007). According to UNDP (1997) cited in Gisselquist (2012) good governance is basically expressed as accountable, responsive, transparent, participatory as well as effective and equitable in which if effectively implemented, sustainable development will realized.

Good governance, therefore, deals with the process by which governments are selected monitored and replaced; the capacity of the government to make and execute sound policies and stand for the common good of all citizens (Kaufmann et al., 2009). Good governance is also articulated as the main target of the Millennium Development Goals(MDGs) an agenda for tackling poverty and sustainable development that world leaders agreed on at the millennium summit in September 2000. Not surprisingly, good governance has being increasingly cited as one of the most dominant factors contributing to economic performance in most developing countries. According to Earle & Scoat (2010) and Bloom et al. (2007), good governance in the developing countries reduces the possibility of corruption and rent seeking and this in turn enables to bring sound development. As noted above, the issues of bad governance in Africa in the early 1990s have attracted many institutions and scholars to find solution for it. As per the study conducted by Sophi and Husain (2008), most of the

African countries measuring by the world governance indicators have low performance of good governance and this in turn resulted to stifle their development. However, according to Ibrahim Index of African Governance (IIAG, 2013) summery report, many African governments like Mauritius, Botswana, Cape Verde and Ghana are among the countries that have been showing remarkable improvement in performing good governance in the continent.

In Africa, the New Partners for African Development (NEPAD) introduced as an approach to change bad governance and to create a favorable governance environment. In line with this, the African Peer Review Mechanism (APRM) is often described as Africa's unique and innovative approach to governance with the objective of improving governance dynamics at the local, national and continental levels(Odeh & Mailafia,2013 ). Thus, the launching of APRM collectively and the commencement of national actions separately shows the commitments of African countries to strive for good governance.

Ethiopia is one of the members of NEPAD and that has been striving for alleviating bad governance at all levels of government since 1990s. The installation of the decentralization governance in Ethiopia since 1990s indicates one of the initial step in the history of the nation, as it has shifted a highly centralized authority to regional and local units, which is expected in turn to promote good governance (Helvetas Ethiopia, 2008). Besides, the promulgation of the 1995 FDRE constitution is one of the benign starts where the government of Ethiopia has incorporated some tenets of good governance. In this regard, the 1995 constitution of the FDRE, Article 50 sub article 4 promulgates that:

*“State governments should be established at state and other administrative levels that they fined necessary and adequate power shall be granted to lowest units of government to enable the people to participate directly in the administration of such units”.*

Therefore, theoretically and vividly, the constitutions has already declared that people at the local level are boldly recognized to actively take part in their political ,economic and social affairs. In other words, each regional state must formally devolve adequate decision-making authority and control over resources to zonal, woreda and kebele

administrations in order to promote good governance and ensure people centered local development. Furthermore, the 1995 constitution of FDRE, Article 12 with regard to transparency and accountability that are the main principles of good governance, reads as follow:

*“The conduct affairs of the government shall be transparent. Moreover, any public official or elected representative is accountable for any failure in official duties. Besides, in case of loss of confidence the people may recall an elected representative”.*

Decentralization and good governance remain critical issues for national led development programs in Ethiopia. Notwithstanding, the achievements made so far, the performance in good governance remained unsatisfactory yet (MOFED, 2007). Therefore, in order to achieve the sound development in countries like Ethiopia, good governance is not a matter of choice but a sine qua non. Taking into account this, Ethiopia has introduced good governance package since 2006. The GOE has been continuing on the stand that unless good governance promoted within all public sector offices, sound development is inconceivable. Besides, it has been reiterated that if the institutions and their public officials are not accountable, responsive and transparent, corruption will remain rampant and the task of the people working in the public institutions is likely to be inefficient and in effective. It is, therefore, for this very reason that Ethiopia has also boldly incorporated the agenda good governance as its core pillar in the Growth and Transformation Plan (MOFED, 2010).

Tigray is one of the regional states in Ethiopia that different development activities are undertaking to tackle poverty and bring sustainable development. During the march of local governments to root out poverty and ensure sustainable development, they face the problem of good governance. Realizing this, the Tigray regional state with the collaboration of the federal government has been exerting its effort in promoting good governance through introducing good governance packages, reforms, institutions and the launching of good governance command post up to the lowest level government that is kebele.

## 1.2. Statement of the Problem

Good governance is an essential precondition for development particularly for the Third world countries (Tom, 2007 and deVries, 2013). Various countries, those quite similar in terms of their natural resources and social structures have shown remarkably different performance in improving the welfare of their people and much of this is attributable to quality of governance (Uddin, 2010).

In many developing countries, low practice of transparency and accountability, responsiveness, participation and lack of capacity to implement policies are the bottlenecks for the success to provide good service and the success of development policies (Woldeab *et al.*, 2012). Therefore, transparency, accountability, responsiveness and participation of are at the heart of governance and development processes as citizens have the right to know what decisions have been taken on their behalf, and they should have the means to possible actions when government fails to discharge its responsibilities (Kenedy,2005). According to Tom (2007), ensuring good governance at local institutions, where many development activities are undertaken is not optional, but compulsory. However, research reveals low capacity and commitment public servants, corruption and rent seeking, low transparency and accountability have challenged the performance of good governance in local governments (Filbert, 2005; Mardiasmo, 2007).

Tigray is one of second tier of governments of Ethiopia that has been exerting its efforts in introducing and implementing different reforms, good governance packages and institutions like the Anti corruption commission up to the lowest tier of government, which is tabia. Tigray regional state via its civil service office has commenced good governance package to ensure good governance and sound development since 2009. The practice of good governance at grass level as many researchers argue is determined not by the theoretical existence of institutions and good governance principles, but by the existence and practical applicability of these principles and strong capacity and commitment of leadership that fights corruption and rent seeking activities (Daniel, 2007; Mardiasmo,2008).

Therefore, the first justification that attracted the researcher to do this study stems from as argued by Mulugeta (2012) due to sensitivity of the issue at local. Hence, the practical driving force to this research is related to alarming prevalence of problems of good governance i.e. gap between principles of good governance and their implementations.

The second reason that inspired the researcher to conduct this paper is concerned with the little attention given to good governance at local level by researchers though good local governance has great contribution for sustainable development. In this regard, Alemazung (2012) and deVaries (2013) clearly stated that although the role of good governance in bringing local development is undisputable little attention has been given until yet. Apparently, bad governance is among the bottlenecks of local development. Thus, the panacea to tackle bad governance is, therefore, is through promoting systems and process that promote transparency, accountability, responsiveness and participation in the local public sectors.

So far, some studies have been conducted by different researchers like Woldeab et al (2012) have attempted to assess the performance of good governance on service delivery at federal water sector institutions and concluded merely on the selected institutions overlooking the phenomenon at the local level. Besides, Daniel (2007) conducted a research on the impact of good governance on agricultural productivity taking the principles of rule of law and effectiveness and found as improvement in good governance boosts productivity. Furthermore, Semahegn (2011) has conducted a research on the implication good governance in Foreign Direct Investment and transfer of knowledge. Hence, unlike to the above researchers, this paper deals in one hand with performances of good governance at woreda level by taking the land administration as a sampling unit. On the other hand, this study apart from the above researchers deals with the implementation of the principles of transparency, accountability and responsiveness.



### **1.3. Research Questions**

The main question of the study was formulated as follow:

- ✓ What is the level of good governance in land administration of Naeder Adiet woreda?

Then, the specific questions were formulated as follow:

- ✓ What transparency mechanisms and its systems are the study area?
- ✓ To what extent is the degree of accountability and its mechanisms in the study area?
- ✓ To what extent is the degree of responsiveness and its mechanisms in the study area?
- ✓ What is the perception of the woreda community about the levels of good land governance?
- ✓ What are the factors that promote or hinder the performance of good land governance in the study area?

### **1.4. Objectives of the Study**

#### **1.4.1. General Objectives**

The general objective of the study is to assess the performance of good governance vis-a`-vis the three pillars of good governance i.e. transparency, accountability and responsiveness in the land administration of Naeder Adet woreda.

#### **1.4.2. Specific objectives**

The specific objectives are:

- ✓ To explore the systems and mechanism of transparency in the study area.
- ✓ To explore the mechanisms and degree of accountability in the study area.
- ✓ To explore the degree of responsiveness and its mechanisms in the study area.
- ✓ To examine perception of the woreda community about the levels of good governance.
- ✓ To figure out factors that promote or influence the performance of good governance in the study area.

## **1.5. Scope and Limitation of the Study**

### **1.5.1. Scope of the Study**

Governance is very broad concept, which functions at different levels. It operates mainly at global, national and local levels embracing political, economic corporate and socio – economic governances having their own explicit objectives to bring sustainable development in a different societies. As mentioned on the above, good governance characterized by its pillars though there is no consensus, is very vast and complex idea. Therefore, conceptually, this study mainly deals with the performance of the three principles of good governance i.e. transparency, accountability and responsiveness in the land administration sector for the very reason that the principles of good governance are plenty in number and these principles are the highly underscored under the GTP period. Hence, the study did not assess any other principles of good governance apart from the principles listed on the above. On the other hand, geographically the study was confined to local level of Naeder Adet woreda, central zone of regional state of Tigray for the reason no research is made before and familiarity of the researcher to the study area.

### **1.6. Limitation of the Study**

This studied needs an exhaustive examination from the practicability of all principles of good governance. Despite that, this study is confined to assess good governance in light to the principles of transparency, accountability and responsiveness. Besides, the study is limited to one woreda and one sector. Accordingly, any of the analysis of findings is specific solely to land administration. Furthermore, the study is cross sectional, where data were collected at appoint in a time. Moreover, the study was delimited merely to rural tabias, meaning the town of the woreda was not included in this study.

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

Good governance is critical policy requirement for a successful poverty reduction strategy and human development progress of a country. Therefore, the researcher presumes that the study may have the following significances:

First, it might provide an image to the woreda community pertaining to the extent of good governance and its role on local development. Having this in mind, the local community may take part in drying up the sources of bad governance. Second, it could help the public officials in the woreda to look back their loopholes in performing good governance and thereby they may devote to handle their pitfalls via possible actions. Third, as far as the researcher would not asses all dimension of good governance, it can motivate other researchers who are eager to deal with this area and conduct further studies. Finally, it can help the regional governments and policy makers to familiarize with the challenges of good governance at woreda level and thereby may help to rethink on how to go ahead up on the agenda of good governance.

## **1.8. Organization of the Paper**

The paper is organized in to six chapters. With the above introduction as the first part, the organization of the remaining parts of the study is as follows. The second chapter covers literature review dealing with definition and concepts of governance, good governance and related concepts, principles of good governance, overview of good governance in Africa and factors that inhibit and promote performance good governance. The third chapter entirely deals with local governments and governance looking back in to the past and present in Ethiopia with a focus of institutional structures and powers of woreda; and legal frameworks and development policies from good governance perspective. The fourth chapter includes methodology of the study including description of the study area, research design, and sources of data, data collection and data analysis. The fifth chapter incorporates the results and discussion of the study. The last chapter includes conclusions and recommendation of the study.

## CHAPTER TWO

### REVIEW OF RELATED LITERATURE

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*This review of literature tried to assess general overview of good governance, major principles of good governance, overview of good governance in Africa in general and Ethiopia in particular with its conceptual issues that are relevant to the major theme of the study.*

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#### **2.1. Governance and Good Governance: Overview**

Governance and good governance are sometimes used interchangeably albeit they are not alike. There is no consensus in using these terms rather they are defined and conceptualized differently by different organizations and scholars. Despite that, the two terms are increasingly being used in development literature. According to Swaranojothi (2009) governance is a process of decision-making or the process in which decisions are implemented or not implemented. In line with this, Anello (2008, p.5) noticed that the term governance as it is about decision-making processes related to policy formulation and the way policies are implemented to ensure effective and ethical management.

Governance is seen as the manner in which power is exercised in the management of a country's economic and social resources for development WB (1998) cited in Grindle (2005). On the other hand, the term good governance characterized as participatory, transparent and accountable is generally understood as referring to the quality of public institutions and the provision of public goods to the community at large (Anello, 2008; Imminak, 2010; Tahir, 2008 & Popovych, 2008). Hence, from this it can be inferred that good governance is about the real practice of the principles of transparency and accountability, responsiveness, effectiveness, and efficiency to bring development by avoiding all setbacks of governance (Kenedy, 2005).

In the context of this study, good governance is related to the decision making process, the implementation of policies and decisions, and the allocation of resources at the local level. This means, it is closely linked to local government (as the level or sphere of government closed to the citizens) on the one hand and a variety of local stakeholder groups (or so called non-state actors) on the other.

## **2.2. Good Local Governance**

As it has been argued by many scholars and organizations, good governance occurs via interactions among structures, processes, and traditions that determine how power is exercised, how decisions are taken, and how citizens or other stakeholders have their say (Filbert, 2005). Good governance at the local level (or good local governance) is, therefore, an collection of institutions and mechanisms intended to govern local public affairs (Kenedy,2005). The same author noted that, good local governance local government institutions equipped with sufficient authority and resources capable to perform their functions in a responsive and accountable manner.

In other words, good local governance is about how local government bodies ensure that they are doing for the benefit of their people in a timely, inclusive, open, honest and accountable manner. It comprises the systems and processes, and cultures and values by which local government bodies are directed and controlled and through which they account to engage with and where appropriately lead their communities (Kenedey, 2005).

## **2.3. Essence and Principles of Good Governance**

Working definitions of good governance and the quality of governance are manifold .Various institutions have set their own definition as per their objectives. It is, therefore, here the different definitions forwarded by the different institutions and scholars.

### **2.3.1. Concepts of Good Governance from Selected institutions**

World Bank (WB): According to this, good governance is treated as to the extent that a country's institutions and processes are transparent and accountable towards their citizens (Gisselquist, 2012). The same author noted that the processes include such key activities as

elections and legal procedures, which must be seen to be free of corruption, accountable, and responsive to the people. Therefore, good governance promotes equity, participation, transparency, accountability and the rule of law, in a manner that is effective, efficient and enduring. In translating these principles into practice, it is likely to be obtained sound institutions and agents that are dedicated towards the development of its citizens.

United Nations Development Programme (UNDP): Gisselquist (2012) noted that good governance according to UNDP refers to governing systems, which are capable, responsive, inclusive, accountable and transparent. The same author noted that good governance at the UNDP also entails meaningful and inclusive political participation.

African Development Bank (AfDB): According to this development institution, good governance includes the following principles: accountability, transparency, participation, combating corruption, and the promotion of an enabling legal and judicial framework from national up to the local government institutions AfDB (2008) cited in (Gisselquist, 2012).

Organization for Economic Cooperation and Development (OECD): In its work on public governance, the OECD focuses in particular on the principal elements of good governance, among others, accountability, transparency, efficiency and effectiveness, responsiveness, rule of law and forward vision (Gisselquist, 2012).

### **2.3.2. The Major Principles of Good Governance**

Not surprisingly, like the definitions of good governance, there is no consensus on the principles of good governance. Notwithstanding on the similarity of some principles of good governance by the different development institutions, governments and scholars, there are no universally agreed principles of good governance yet. It is still a slippery concept. This For the sake of this study, the researcher had selected UNDP's principles or pillars of good governance. Therefore, according to Sen and Semanta (2009) and Herbert (2011, p.68-69) the major principles of good governance as per the UNDP are the following. These are:

1. Transparency
2. Accountability
3. Participation

4. Rule of Law
5. Responsiveness
6. Consensus orientation
7. Equity
8. Effectiveness and Efficiency
9. Strategic Vision

## **1. Transparency**

Transparency is widely recognized as a core principle of good governance. In short, transparency means sharing information and acting in an open manner. Process, institutions and information's are directly accessible to those concerned with them, and information is provided to understand and monitor those (Aktan & Ozler, 2008). At a national level, the assumed link between greater transparency and improved outcomes is twofold (Bovens,2010).In one hand, greater transparency can improve service provision by increasing the accountability of service providers to service users. On the other hand, improved transparency can also improve the functioning of governments as a whole, by increasing citizen voice and enhancing peoples' ability to hold their government to account which should, in turn, lead to more effective decision-making processes.

Nowadays, there has been a propagation of bottom-up or "demand-side" mechanisms, many initiated by organizations within developing countries, to hold decision-makers to account, alongside the traditional forms of accountability such as elections. In similar vein, Bergh *et al.* (2012) argued that whatever the specific approach taken, the argument informing many of these initiatives is that a well-informed and aware citizenry is better able to hold decision - makers to account, be they service providers, government officials, or elected representatives.

It is obvious , therefore ,greater transparency leading to more complete and symmetric information provides a framework for the population to become informed about their rights, service standards, and performance in service delivery. Moreover ,citizens are, thus , empowered to hold decision-makers responsible and answerable for their actions, which in turn should help to tackle corruption, promote more effective service

delivery (Hood, 2007). However, in some countries although the system is entrenched, it is unlikely to see their applicability due to lack of effective transportation, lack of awareness and so on forth.

## **2. Accountability**

The idea of accountability is a contentious, where it is different to different people and organizations (Biela & Papadopoulos, 2010). Despite that, it is boldly agreed that accountability is the main principle of good governance. Many researchers have agreed on the standard for the process of accountability with two groups that is the power holders and service providers and accountability holders can both promote good governance (Bovens, 2010; Biela and Papadopoulos, 2010). This apparently embraces answerability i.e. the capacity of accountability holders to demand answer from the power holders and service holders; and the capacity to sanction the power holders and service provides when they fail to discharge their responsibilities.

Accountability according these authors is ,therefore ,the obligation of an individual or organization to account for its activities, accept responsibility for them, and to disclose the results in transparent manner in front of the stakeholders for their development In this regard ,Islam (2003) also noted that accountability can be understood as a clarification for one's action or responsibility to others. This means, for example, at the local level, the local people can monitor and control the performance of local bodies and the bodies can monitor and control the local officials, particularly in relation to quality and effectiveness of service delivery . Therefore, unless and otherwise, the local community stand firmly to monitor and control thereby make local officials account, corruption manifested in various ways is likely to be rampant. With regard to this, the WB (2005 p.4) noticed that:

*“There are three fundamental threats to the construction of good governance and the rule of law in the developing world, namely corruption, clientelism, and capture. All three of these phenomena refer to the use of public office for private gain and their impact goes far beyond the simple diversion of funds. (... ..)It is generally accepted that the best way to combat this three-headed monster and thereby guarantee the public interest character of the state is by strengthening government “accountability”.*



There are plenty factors that have been attributed to poor and ineffective performance of local governments, among others, lack of accountability is the one. In this regard, Lida (2013, p.5) argue that some of the factors that hinder for the quality of local governments is lack of public accountability, lack of capacity and resources. Therefore, accountability is often chosen as a pillar that is necessary for good governance, effective service delivery and citizen empowerment. Not surprisingly, countries that have experimented with decentralized form of government have often cited fostering greater government accountability and citizen participation as a prime argument of for reform (Lida, 2013 p.5). It is ,therefore, for this very reason that many of the developing countries have introduced decentralized governance and good governance as a policy measure so as to curb the their problems basically bad governance.

In general, the principle of accountability, therefore, involves two distinct stages: answerability and enforcement (Lida, 2013). In one hand, answerability is about the obligation of the government, its agencies and public officials to provide information about their decisions and actions and to justify them to the public and those institutions of accountability tasked with providing oversight. On the other hand, enforcement is about the public or the institution responsible for accountability can sanction the offending party or remedy the contravening behavior. As such, different institutions of accountability might be responsible for either or both of these stages.

In many African countries, even those that have accountability mechanisms the implementation is quite lacking. Accountability if not in all in most African countries is upward either to party leaders or to their upper bosses. There is a dearth of downward accountability in the continent. Despite this, there are countries that have attempted to build strong downward accountability or the system social accountability for promoting good governance. According to IIGA report, Botswana is amongst the African countries that has an impressive achievement so far. Most of the African countries have established local institution nearby the grass root people, which are ideally to deliver service in shortest and effective way, but in practice, they are institutions that give a lip service.

As scholars like Brown *et al.*, (2007) noted that the following are the main accountability mechanisms, which have both internal and external stakeholders that every organization or institutions have to fulfill. Those are namely, transparency mechanisms; participation mechanisms; evaluation mechanisms; and compliant and redress mechanisms.

Participation mechanisms enable internal and external stakeholders to be involved in organizational decision-making about goals and activities, which are critical in accountability for their performance. Evaluation mechanisms enable stakeholders to assess activities, outputs, outcomes and impacts. Monitoring and assessing results enable judgments about the success of organizational efforts in meeting its performance premises. Lastly, complaints and redress mechanisms provide vehicles for raising questions about organizational performance and for sanctioning failures to deliver on performance goals.

According to Olum (2011) building accountability systems involve six tasks: articulating strategies and value chains, identifying and prioritizing organizational stakeholders, setting standards and performance measures, assessing and communicating performance results, creating mechanisms that enable performance consequences so stakeholders can hold their organizations/institutions accountable.

### **3. Participation**

More than ever before, there is a sound thinking in government and NGOs for people's involvement and participation in political and socio-economic development of a nation. However, the concept has been remained vague for different scholars and organizations.

Today, people's participation has become at the heart of good governance that could be considered significant for a number of reasons (Tom,2007 and Mardiasmo,2008).These scholars though with slight differences, they commonly argue that peoples participation is crucial for the following reasons. One thing, it is a means of obtaining information about local conditions, needs and attitudes without which development could fail. Besides, people involvement in planning and implementation thereby portraying people's commitment in its success and they are more likely to identify with it and see it as their project (Islam, 2003).In other words, by so doing, it is easy to develop the scene of ownership. Furthermore , the

argument goes if people feels the owners of any resource ,project ,plan and etc. ,it is likely to create corruption free society, where the local institutions and local authorities are dedicated towards the common good of all society including the needy .

Inferred from the above, participation is then the involvement of stakeholders and citizens at large in the making, monitoring, review and termination of policies and decisions that affect their lives. In line with the this , Jacob (2008) noticed that considered as a fundamental part of local development, participation can be defined as: the capacity and the ability of the community to contribute to, share in and benefit from, diverse social, economic, political or other processes of the society. Participation in development, as an indicator of decentralization and good governance involves in the first place the national community. Participation is, therefore, a continuum and an everlasting principle that can only be achieved via providing the means for effective involvement of people in all facets of the society and actively promoting this as a matter of policy and practice Cistulli (2002) cited in Jacob (2008, p. 68). In general, according to Isalm (2003) two key processes can characterize people's participation: participation in the governance; and participation in the development process.

#### **4. Rule of Law**

Legal frameworks should be fair and enforced impartially, particularly the laws on human rights. A fair, predictable and stable legal framework is essential so that businesses and individuals may assess economic opportunities and act on them without fear of arbitrary interference or expropriation. This requires that the rules be known in advance, that they be actually in force and applied consistently and fairly, that conflicts be resolvable by an independent judicial system, and that procedures for amending and

#### **5. Responsiveness**

Responsiveness is not considered as easy in the governance literature is undoubtedly critical for politicians, bureaucrats, and citizens (Vigoda, 2002).Despite there is no consensus on how to operationalize the term, it has been taken as a core principle of good governance. Good governance requires that institutions and processes should serve all stakeholders within reasonable timeframe (Rodden & Wibbels, 2012) .A responsive politician or bureaucrat in an

institution must be sympathetic, receptive, and capable of feeling the public's needs and opinions.

According to Vigoda (2002), responsiveness generally denotes the speed and accuracy with which a service provider responds to a request for action or information. This is one of the most important conditions for promoting good governance since it forges trust between citizens and government officials. Hence, scholars and practitioners suggest the elaboration of performance indicators based on public opinion. In line with this, the new public management approach advocates the idea of treating citizens as clients, customers, and main beneficiaries of the operation of the public sector that is today more oriented toward assessing its performance((Vigoda ,2002).

## **6. Consensus orientation**

There are many actors and as many view points in a given society. Therefore, good governance should mediate differing interests in order to reach broad consensus on the best interests of the group and, where possible, on policies and procedures. Ara and Rahman (2006,p.93) noted that good governance requires mediations of different interests of the society to reach abroad consensus in society especially on what is the best interest of the society of the whole community and how this can achieved.

## **7. Equity**

It is common to say that, all human beings are born free and equal indignity and rights. All men and women should have equal opportunity to maintain or improve their well-being repealing the rules exist and are publicly known a society well being depends on ensuring that all its members feel that they have a stake in it and doesn't excluded from the mainstream of the society (Ara and Rahman,2006 ,p.93)

## **8. Effectiveness and Efficiency**

Under certain systems of governance, processes and institutions should produce results that meet needs while making the best use of resources. Effectiveness as a principle of good

governance concerns the ability of public bureaucrats to skillfully and to efficiently transform public resources into services and infrastructure that publicly determined priorities. Therefore ,good governance here means that processes and institutions produce results that meet needs of the society while making the best use of resources at their disposal .On the other hand, the concept of efficiency vis -a`-vis good governance is a sustainable use of natural resources and protection of environment.

## **9. Strategic Vision**

Leaders and the public should have a broad and long-term perspective on good governance and human development, together with a sense of what is needed for such development. There should also be an understanding of the historical, cultural and social complexities in which that perspective is grounded.

## **2.4. The Overview of Good Governance in Africa**

Since the end of the Cold War, major changes in the political systems and patterns of government have occurred in most developing countries. Africa was one of the least developing countries, where different reforms have been taken place. In this regard, the introduction of democracy and good governance by the international aid and development institutions is worth mentioning. The late 1980s and early 1990s appeared to spoil the hope of Africans for the very reason that bad governance (Akokpari, 2004). It was the WB for the first time that articulated the problem in Africa is bad governance (Alemazung,2012) .

Since then the WB, UNDP, AfDB and other international and development institutions have taken up good governance as a point of focus in their development policies. For instance, the World Bank significantly endorsed ‘good governance’ as a core element of its development strategy by expanding its policy frontiers for example ,with over 600 governance related programs and initiatives in 95 countries in 1996 (Akokpari,2004). As many scholars argue, good governance in the African countries is not an optional but a must (NEPAD, 2008).Following this, Africa has taken different governance reforms to tackle the age-old cancer of the society (poverty) via democracy and good governance among others (Herbet, 2011).Cognizant to this fact ,if not all, many of the African countries have

committed themselves collectively and individually towards practicing and promoting good governance via different declarations and policy reforms (Akokpari,2004).It could, however, be argued that these commitments were made because it is a prerequisite for obtaining aid by bi-lateral and multi-lateral donor agencies (Alemazung,2012).

African countries' formal acceptance of the elements of good governance is to be found in their adoption of a wide-range of international conventions, agreements and declarations right from the "Khartoum Declaration" up to the recently APRM. The commitment of the African leaders in the different meetings of the African Union is the signposts of the continent towards the practice of good governance (Herbet 2011; Alemazung, 2012). Apparently these initiatives underline the need for policy makers and public employees to urgently address issues of good governance, without which development is impossible (Ongaro, 2006).And nowadays, the APRM is increasingly charming acclaim throughout the world. In this regard, the APRM represents a remarkably significant change in the thinking of African leaders as they seek to reverse the trend of lack of accountability, political authoritarianism, failures in governance and corruption, to embrace and consolidate democracy as well as to effect sound and transparent economic management (NEPAD, 2008).

In many of the African countries, it is a constitutional requirement that local authorities should effectively promote basic principles of good governance (Kenedy, 2005). However, notwithstanding the commitments and the reforms made so far the performance good governance in most African countries except few like Botswana, South Africa and Ghana is not encouraging (Alemazung,2012).According to IIGA report, the countries that achieve good governance in Africa have been shown better development. Nowadays, African countries which have remarkable performance on good governance are: Mauritius, Botswana, Cape Verde, Seychelles, South Africa, Namibia, Ghana and on the contrary, Zimbabwe, Chad Central Africa Republic, Eritrea ,Democratic Republic Congo, Somalia are to mention (IIAG,2013). This report ranked Ethiopia 33 out of 52 African countries.

## **2.5. Land Administration**

Land is the ultimate resource without which life on the earth is not possible. The importance of land resources makes its management critical for agricultural production and for development in general. This includes the way in which access to land is regulated, how rights to it are defined and conflicts around land ownership and use are resolved (Lusugga, 2009). The livelihoods of most rural people is rooted up on it. Land administration is a complex process and every dimension requires both static and dynamic arrangement for achieving sustainable development.

Most of the land policy, approaches and activities associated with land administration system are different among countries, although they do focus on the same basic function of the systematic organizing and official recording of land tenure (Samsudin, 2011). Despite that, the land administration system requires an efficient and effective policy implementation in response to the social needs, economic development challenges, and global environmental issues. Cognizant of this influences, best practice of land policies, land management and land reform is significantly important along with land administration as a basic infrastructure in providing information about land towards enabling sustainability (Samsudin, 2011). Land administration is considered as a tool to operate land policy instruments (Subedi, 2009).

In sum, despite the fact that the issue of land administration is critical and challenging, the effort to ensure good governance has been reminded difficult and disappointing to many especially to the rural society.

## **2.6. Good governance and Land Administration**

Good governance and sustainable development needs sound land administration as well as sound land management (Samsudin, 2011). The same author further noted that Land administration requires the setting of principles of good governance as a direction towards balancing social, economic and environmental issues. Thus, Land administration as part and parcel of public administration shares the principles of good governance (Subedi, 2009). Growing interest in governance in other sectors has spread to land administration (FAO, 2007).

Based on these principles, FAO (2007) has proposed some good governance values in land tenure and administration which are given below:

- ✓ Land administration system should be efficient, effective and competent.
- ✓ Land policies that embody value judgements should be endorsed by elected politicians after consultation with interested and affected parties.
- ✓ Land information is freely available subject to the protection of privacy.
- ✓ Land laws and regulations should be freely available, well drafted in a participatory transparent manner, responsive and consistent, and able to be enforced by the government and citizens.
- ✓ Land administration agencies should be independently audited and should publish their accounts and performance indicators.
- ✓ Land administration services should be provided for all without discrimination, for example, on the basis of gender, ethnicity, religion, age or political affiliation.
- ✓ Sustainable land development should be encouraged.
- ✓ Land services should be provided close to the user.
- ✓ Land registration and legal systems should provide security of tenure for those with a legitimate interest in a land parcel.
- ✓ Land administration officials should behave with integrity and give independent advice based upon their best professional judgement.

Therefore, it is apparent that any land administration system having the above mentioned features can be considered as good land governance. Weak land governance has several negative consequences. They are- poverty and social exclusion, constraints on economic development, environmental degradation, reduction on public revenue, tenure insecurity, land disputes, weak land and credit market, negative social behaviour and abuse of compulsory purchase(Subedi,2009).



## **2.7. Challenges of Land Administration in Ensuring Good governance**

As aforementioned land administration both in developed and least developed countries has been challenged by different factors. Among others, the following the main militating factors that may researchers agree up on it.

**Corruption:** Corruption is one common factor in governance problems. Land administration is often perceived as one of the most corrupt sectors in public administration (Burns and Dalrymple, 2010). According to FAO (2007) corruption in land administration is manifested in two forms. These are state capture and administrative corruption. The later one is the most rampant problem in local government land administration. The relation between weak governance and administrative corruption to is manifested by bribery, fraud, nepotism and favouritism, misconduct in public office and employment of “facilitators (FAO, 2007).

However, failure in governance does not mean that corruption has occurred. Conversely, success in governance may not mean that corruption does not exist. Failures in governance may be due to any number of other causes including laws which may be poorly designed or implemented, inconsistent or outdated, inappropriate policies and procedures, complex institutional structures, where mandates are unclear, overlapping or duplicated incorrect or inadequate information, especially spatial data, to support decision making and inadequate civil service resources(Bell,2008).

**Lack of qualified or competent staff:** In many developing countries, where land administration reform is being undertaken, lack of technical and management capacity is commonly found(Bell,2008).Those responsible for achieving good governance may lack qualifications, skills or experience. Insufficient qualified staff may be available. Regulations may not be translated into local languages or those responsible for land administration may have a poor command of the local languages (FAO, 2007).

**In adequate of institutional capacity:** Inadequate institutional capacity limits federal and regional land administration agencies’ ability to cope with the demands of an expanded land administration development program (Tigistu,2011).This author further argued that institutional capacity at the federal level to implement and continuously improve and amend

the federal land administration and use laws and to provide technical support to and coordinate land administration programs in the regional state needs to be built. The capacity of the regional land administration and use laws and preparing the regional level land use plans is likewise weak.

**Weak Monitoring and Evaluation:** the task of land administration in most developing countries is executed by unqualified and incompetent individuals. Thus, to ensure good land governance beyond giving trainings and awareness a robust monitoring and evaluation is vital. Despite that, monitoring and evaluating has been remained weak and reactive in most local governments of the developing countries (Mardiasmo, 2008).

**Incentives to facilitate working conditions:** Surprisingly, land administrators at local level are unpaid. As a result, many of them remained to perform their activities reluctantly and commit bribe and other rent seeking activities. Lack of rewards and punishments systems is a concern in local government's officials, as its felt that the absence of such system demotivates local officials from discipline, innovation and compliance from current rules and regulations (Mardiasmo, 2008). The village land committees in Ethiopia are working voluntarily without any remuneration, making their sustainable operation questionable (Tigistu, 2011). Thus, the existence of such system by local governments can ensure good governance by motivating the good performers in one way and punishing the bad performers in the other way.

## CHAPETR THREE

### **LOCAL GOVERNMENT AND GOVERNANCE IN ETHIOPIA: LOOKING BACK IN TO THE PAST AND PRESENT**

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*Under this chapter, an attempt is made to provide a general overview of local governance, legal and institutional framework of local governments in Ethiopia and the extent it complies with principles of good governance. Besides, the packages of good governance and the different development plans of Ethiopia from good governance perspective are reviewed.*

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#### **3.1. General Overview of Governance in Ethiopia**

For centuries, Ethiopia was governed by highly centralized form of government. Needles to say, the governance systems, especially during the Imperial era and throughout the military (“Derg”) regime from 1974 to 1991 have revolved around a highly centralized system of authority and administration. The Transitional Government of Ethiopia, which overthrew the Derg in 1991, adopted a federal form of state. The Ethiopian federal system assumed its present shape and form in 1995 following the adoption of the national constitution. The 1995 federal constitution recognized nine Regional States. The Federal and Regional Constitutions define the powers and functions of regional and local governments in Ethiopia. In the constitution, zones are mentioned explicitly as structure to be used for administrative convenience.

Furthermore, the Constitution of each region has granted woredas necessary powers and duties to plan and implement their development (Yilmaz & Venugopal, 2008; Fenta, 2007). However, experience has shown that decentralization per se does not guarantee improvements in the quality, equity and efficiency of service delivery for the poor. Successful decentralizations require, at a minimum, political commitment and leadership, adequate financial resources and technical and managerial capacity for planning, budgeting, implementation and monitoring in local governments (NEPAD, 2008). Notwithstanding the commencement of different policy reforms and packages to promote good governance since coming to power of EPRDF, their real implementation on the ground is yet far beyond the intended one.

Many researchers have argued that the mere existence of policies, systems and regulations by itself is not worthwhile if not accompanied by sound implementation (Uddin, 2010; deVries, 2013). To achieve the intended goals of the policies, or whatever we may call them, the concerned bodies have to have at least knowledge and commitment. In other words, a concerted effort of, for example, public officials, community and NGOs are worth mentioning. In countries like Ethiopia, where most of the society's consciousness is low, different awareness creation programs and trainings for both the public officials and the whole society is compulsory (Mulugeta, 2012).

Having in mind the above, GOE within the wider context of its poverty reduction strategy developed a programme to address the governance challenges (AfDB, 2009, p.2). In line with this, Alemazung (2012) argue that a mere governance reform which are not accompanied by capacity building and leadership commitment will left as window dressing. It is, therefore, since 1994, the GOE has embarked on a comprehensive civil service reform programme designed to improve performance and strengthen accountability and transparency.

### **3.2. Ethiopia's Governance Structure Post 1991**

As per to the 1995 constitution of Ethiopia, there are four tiers of government structure, namely regions/states, zones, woredas and kebeles. The country has nine autonomous regions, and two city administrations with core functions were to be devolved to decentralized levels of government, which would be empowered with resources and mandates to make key decisions affecting the lives of their local populations. Now it plausible to discuss the structures and systems of the different tiers of government whether explicitly or implicitly affects the realization of good governance.

**State/regional governments:** Regional governments shall be established at state and administrative levels that they find necessary and adequate power shall be granted to the lowest unit of government to enable the people to participate directly in the administration of such units (FDRE Constitution, 1995).

**Zonal Administration:** Zones do not have councils except in Southern and three nationality zones in Amhara and in most regions in Ethiopia; zones have become deconcentrated arms of

regional government over the past two years (Yilmaz & Venugopal, 2008). The Zonal administration, as was pointed out, acts with deconcentration power, as agents of the regional government and mainly acts to coordinate the works of different woredas under it and links between the regions and the woredas (Zemelak, 2008).

**Woredas Administrations:** Below zonal administration, there is a woredas administration which is the most important local administrative institution under the Ethiopian local governance system (Zemelak, 2008). The author also reported that it is established by all regional states on a geographical area in which approximately 100,000 or more people reside. Authors like Fenta (2007); Meskerem (2007) and Negalegn (2010) also noticed that beneath the regional States are woredas administrations, which are strategically located for effective decentralized authority and service delivery at the local level. Besides authors too asserts that decision-making powers have been devolved to woredas administrations to allow them to take full responsibility without reference back to zones and regional States

**Kebele Administrations:** Kebele administrative units are the lowest levels of administration very close to the people and are found in both the urban and rural areas of the country with an average population of 5000 (Zemelak, 2008). In line with this, Meskerem (2007), Yilmaz & Venugopal (2008) and Fenta (2007) added that kebele administrations have elected councils, executive administration, committee social courts, a manager and a pool of civil servants, they are entry points for service delivery, and their proximity to the people gives them a unique advantage to be responsive to community needs.

### **3.3. Legal Frameworks and Development Policies from Good governance Perspective in Ethiopia**

As it has been discussed overall the literature, good governance especially to developing countries is a precondition for development. Its proponents see it as a praiseworthy goal not only an end by itself, but also as a means through which to influence a variety of other outcomes, particularly economic growth and development (Uddin, 2010). Therefore, in poorly governed countries, it is argued that corrupt bureaucrats and politicians badly hinder development efforts either wittingly or not misdirecting resources into unproductive

activities. Proponents, too, argue that good governance should be at the center of development policy of the developing countries (Punyaratabandhu, 2004 and deVaries, 2013). There is consensus that good governance is an essential ingredient for sustainable development and poverty reduction in Ethiopia as well. In this regard, AfDB (2010,p.2) noted that Ethiopia has put the agenda of good governance at the heart of its various development policies to alleviate corruption and promote development .Therefore ,here are the major legal frame works and development policies that embrace the agenda of good governance in Ethiopia.

### **3.3.1. The 1995(FDRE) Constitution**

The country's constitution that came into effect in 1995 clearly and boldly includes some tenets of good governance, which have been agreed by different scholars, and institutions. Needless to say, the constitutions provide the legal basis for ensuring citizens' voice and participation in socio-economic and political processes. Article 43 (sub-article 2) explains that citizens have the right to participate in national development and, in particular, to be consulted with respect to policies and projects affecting their community.

Besides the FDRE constitution, (1995) Article 50 sub article 4 promulgates that:

*“State governments shall be established at state and other administrative levels that they find necessary and adequate power shall be granted to the lowest units of government to enable the people to participate directly in the administration of such units”.*

Furthermore, the 1995 constitution of FDRE Article 12 with regard to transparency and accountability, which are the main principles of good governance, reads as follow:

*“The conduct affairs of the government shall be transparent. And any public official or elected representative is accountable for any failure in official duties. Besides incase of loss of confidence the people may recall an elected representative”.*

This implies that the federal constitution and the constitution of regional states of too, strongly advocate the principles of good governance that has been discussed so far. However, the argument goes on does this really, works on the ground is that everyone can question now and then. It is now to make an overview on the three principles of good governance deal with special focus to the Ethiopian context.

**Transparency:** As it was stated formerly, transparency is about providing full information as to the decision making process, the principle and relevant law for decision-making manner of execution and time of execution. In Ethiopia, too, the constitutions and different rules and regulations if not practically, clearly shows that people has the right to get any information except those that are related with security matter. Since the public officials are there to serve the people, there should not any information that is kept back from the people. The conduct of any office and its employees are needed to be clear and open thereby the people will not feel as if they are excluded from the system and this will develop the sense trust.

This in general helps the people to have an ample know how vis-a`-vis any activity of the public officials. In case of any failure, it enables to question them. Otherwise, effective and efficient service delivery will be bad and inconceivable. Besides, corruption will get rampant and the poor will get poorer and poorer.

So far, the Canadian International Development Agency (2005) and Yilmaz & Venugopal (2008) revealed that despite the existence of legal frame works, the openness indecision making and the accessibility of public documents for public scrutiny in Ethiopia is at its infancy stage. If this is the case so far, how service delivery is going on and what transparent mechanisms and systems are in place in the GTP period is the question that the researcher will address in this paper.

**Accountability:** In short, accountability is the obligation of an individual or organization to account for its activities ,accept responsibility for them, and to disclose the results in transparent manner in front of the stakeholders. There are many forms of accountability .For the sake of this paper, representative accountability and administrative accountability will be discussed. As far as local government (woreda government) is concerned for this paper, there is representative accountability and administrative accountability in Ethiopia.

Representative accountability here implies to woreda councils and cabinet members, who are constituted following periodic elections. These representatives are accountable down to their electorate and in case if the electorate lose confidence up on them, in principle the people have the right to question and recall them. On the other hand, service delivery accountability refers to woreda-sector officers and their outreach branches at the kebele-level who are un elected. Unlike to representative accountability ,this includes people who are hired via merit based to provide service both at woreda and tabia or kebele level to the people .The service providers under this ,too are accountable to the people because they are recruited to serve the people .

Thus, one can observe from this that theoretically both the representatives and the service providers are accountable down to the people if not the later is accountable to the former. Despite that, according to the Canadian International Development Agency (2005) and Yilmaz & Venugopal (2008) the reality on the ground is, the reverse is true. In other words, while information flows downward, accountability goes up ward. According to these, councils and serviced providers in woreda governments so far are accountable to the upper authorities than their constituents and their clients.

Downward accountability requires suitable environment for local elected leaders to act independently even at the existence of contradiction with their party that constrains to act as per the demands of the local population (Yilmaz *et al.*, 2010). The same authors argue that the local leadership would be influenced by factors like, the institutional arrangements for separation of power among the three branches of government, the election laws and the electoral system and the existence and functioning of a party system.

**Institutional Separation of Powers and Local Governments Oversight:** Ideally, in most democratic countries, the three branches of government have separate power where each branches are entitled different power and responsibilities. But there is overseeing mechanism the so- called check and balance, where one oversees the other branch. The case in Ethiopia is, too, is at least constitutionally true. For instance, woreda council in the regional states of Ethiopia has the mandate to oversee the executive policy implementation and service delivery and thereby make the local civil servants accountable. Despite that, since in most



woreda governments of Ethiopia woreda councils are also members of the cabinets (the executive), the overseeing system is weak (Yilmaz & Venugopal, 2008).

The same authors argued that the role of the woreda councils in overseeing the executive and making it answerable was compromised by different factors, among others, conflict of interest due to dual role of the councils, educational level of the councils. Besides, low and absence incentives and lack of capacity to oversee the planning, budgeting and service delivery process made woreda councils as passive listeners. On the other hand, in kebele level, the tabia/kebele councils are expected to play a vital role in the governing process due to their direct contact with their local people. The tabia /kebele councils are expected to be accountable to the people.

However, the reality at the ground is quite different from this, where the kebele councils are accountable upward to their upper bosses than down ward to their constituents (Zemelak, 2008; Yilmaz & Venugopal, 2008). However, it is undeniable that though the different challenges, there are signposts and systems, which have been used to build up accountability in the Ethiopian governing system. According to the Canadian International Development Agency (2005), there are different formal and informal mechanisms and systems, where people hold their representatives and service providers accountable in Ethiopia. These are, among others, series of assessment sessions (“gimgema”), use of suggestion boxes to air grievances, conduct of periodic client satisfaction surveys, increasing the number of channels to upwardly and employing social and municipal courts.

Notwithstanding the efforts made so far, the question now goes to what extent is the degree of service provider’s accountability in the governing process. Apart from the above, the GOE of Ethiopia has shown its commitment in introducing a good governance package for both rural and urban governors. Besides, the government reiterated its firm stands on good governance incorporating as its core pillar in its development plans.

### **3.3.2. Package of Good Governance**

Under this, the study discusses on the package of good governance by the Ministry of Capacity Building (MOCB) towards rural woreda and kebele governance for the reason that the woreda to be studied by the researcher is rural woreda. Realizing the role of good

governance in eradicating poverty and ensuring sustainable development, the GOE has introduced a package of good governance for woreda and kebele administration since 2006 to address the problems that are encountered at woreda and kebele levels. It is obvious that woreda and kebele are the lowest administrative units that many of the development policies, strategies, programmes and plans are executed. It is, therefore, for this very reason that the GOE has commenced the package of good governance to be practiced at woreda and kebele levels, where if the woreda institutions and their officials are not transparent, accountable, participatory and responsive, effective and efficient service delivery and local development becomes poor.

The package of good governance embraces four major programs mainly, civil service reform, justice reform, rural woreda capacity building and information technology program and preparation of plan implementation and control system. The package of good governance by the MOCB (2006) is aimed at the following:

1. Ensure enhanced role of the executives at various tiers of government and the public to address good governance issues.
2. Increase clarity of the executives and circumvent contradictions and practices/traditions on good governance issues.
3. Enhance transparency and accountability with the view to creating conducive/suitable environment for good governance
4. Reform the capacity impediments in the areas of organizational, procedural and human resources developments at the woredas and kebeles

In line with the above, the package of good governance emphasizes on capacity building programmes vis-a-vis the principles of good governance at woreda and kebele level. By doing so, the government underscored that the problems of good governance can be tackled and this in turn could ensure development. Besides, establishing and ensuring systems and tools for an organized and vibrant participation of kebele councils and Civil Society Organizations (CSOs), where their role in ensuring good governance is indispensable are also accentuated under the package of good governance. As many scholars

argue, low capacity is among the many setbacks that local governments in Ethiopia had been facing in implementing their policies and providing effective and efficient service delivery (Mulugeta, 2012; Negalegn, 2010). To this end, preparation and dissemination of rules and regulations, manuals and proclamation with regard to good governance package are also the main issue that a due focus has given as panacea to the challenges of good governance at woreda and kebele levels.

Along with the above, the Civil Service of Tigray regional state has launched package of good governance since 2009. This package of good governance underscores that to address the governance problems that have been facing the region and to speed up the development activities; woreda and kebele administrations have a vital role. Accordingly, the roles and responsibilities of the managers, councils and mass associations in ensuring good governance is vividly stated under the package of good governance. In this regard, the kebele managers are entitled with the duties of receiving administrative complains, giving quick decisions and informing the decisions to the concerned bodies in the right time. Besides, preparing different forms and systems that promote good governance; creating awareness to kebele/tabia councils; and executive bodies on the package of good governance; and creating awareness to the public on the package of good governance are among the entrusted responsibilities of the tabia managers.

On the other hand, the woreda and kebele councils have been given the responsibilities of overseeing and evaluating their respective sector offices on the performance of package of good governance. Since good governance is given less emphasis, the councils are also tasked to follow up the different reports and inspect them with due care. The roles of mass associations at the grass root levels is also given due emphasis in the realization of the package of good governance, where they are strongly recognized to reveal the problems related to good governance and try to address collectively to the common good of the society.

### **3.3.3. The Growth and Transformation Plan (GTP)**

In Ethiopia, remarkable results have achieved over the past planning periods in terms of establishing developmental and governance systems (MOFED, 2010). Although it was not as intended, the role of good governance in ensuring the overall development gained was worth mentioning. Not surprisingly, the issue of good governance is not something that can achieve with in short period, but it needs a continuous and concerted effort of both the governors and the governed.

Therefore, based on the achievements and challenges experienced so far, the GOE has included the agenda of capacity building and good governance on its GTP as a core pillar taking into account the challenges in the preceding policies. On the good governance part, MOFED (2010,p.106) noted that good governance is assumed to play a vital role in realizing the government's objective of eradicating poverty by enhancing public trust and ensuring efficient allocation of public resources for development. The strategic directions have a due focus in improving land and tax administration systems at all levels of the government. In line with this, the strategic directions include enhancing the awareness of the citizens via ethics and anti-corruption commissions and educations.

Besides, measures that improve the principles transparency, responsiveness and accountability over all public institutions and public enterprises have given a due emphasis by improving the operational systems, increasing the role of citizen in promoting good governance and taking legal measure against those who spoil the implementation of good governance. Moreover, the objective of good governance under the GTP is to enhance transparency and accountability thereby to combat corruption and bring development. With regard to this, initiatives like information technology and civic education via different forums, trainings and meeting are the mechanisms that are expected to make real of the intended objectives (MOFED, 2010 p. 107).Therefore, if the overview of governance so far in Ethiopia is so, the researcher now wants to assess the performance of good governance in land administration particularly at local level in light to the principles of transparency, accountability and responsiveness in the GTP period.

### **3.3.4. Land Policy and Law in Ethiopia and the Tigray State**

That ownership of land is vested in the State and in the people of Ethiopia is enshrined in Article 40(3) of the 1995 Federal constitution of Ethiopia (FDRE, 1995) that also empowers regional governments to administer land and other natural resources in accordance with Federal laws.

The first federal Rural Land Administration and Use Proclamation No. 89 was promulgated in 1997 to provide an umbrella framework for the regional states in enacting rural land administration laws to which the four regional states of Amhara, Oromia, SNNP and Tigray complied. This was followed in 2005 by the landmark revised Federal Rural Land Administration and Use Proclamation No. 456/2005/1997 that clarified rural land use rights and obligations and abolished forced redistribution of land which was the major source of tenure insecurity among the rural population. The Tigray regional state too has been promulgating different land laws to fit the demand of the society by ensuring good governance.

Proclamation No 23/1997 of Rural Land Utilization Proclamation of the Tigray regional state and the rural land utilization, Investment Agriculture and Natural Resource Development Regulation, Proclamation No 15/2001/02 a proclamation that has been enacted in the aftermath of the implementation of the land reform or registration program registration program that the region has conducted and later on the Proclamation No 130/2007 along with the regulation are some of the rural land laws that the Tigray region has enacted.

One of the proclamations that the Tigray region has enacted is the Tigray regional State amendment on Rural Land Use and Administration, 2007, PRO. No 136, Tigray Neg.Gaz., Year 16 (hereinafter referred as the Proclamation), and Tigray regional State amendment on Rural Land Use and Administration, 2007, REG. No 48, Tigray Neg.Gaz., Year 16 (hereinafter written as regulation).

As per the amending proclamation of the region on the use and administration of rural land and the implementing regulation the institutions of rural land that have been institutionalized by virtue of the Proclamation No 77/2004, that is the Environmental Protection Rural Land Usage and Administration Authority's shall continue to play the administrative role that they have been initially empowered by the Proclamation No 77/2004.

Furthermore, the regional state of Tigray has amended the then proclamation tackle the problems of land governance thereby to ensure good land governance by establishing land institutions up to the lowest administrative level, which is village/kushet. Despite the fact that new amending proclamation and regulation have been enacted to amend the substance of earlier law, the institutions that have been empowered to administer rural land matters at regional level and at woreda was not substituted by other administration units.

Accordingly, the Regional Environmental Protection Rural Land Usage and Administration Authority is the highest organ in the region regarding rural land administration matters. Apart from this, new rural land administration and use office at Woreda level is also established as per the proclamation. This institution is known as Desk and set up to purposely enforce the power and functions of the authority which has been referred as an appropriate organ in article 2(3) of the definition part regarding Use and Administration of Rural Land. Furthermore, rural land committees both at tabia and at kushet were established as an appropriate organ in article (8) of the definition part regarding Use and Administration of Rural Land.

### **3.3.5. Responsibilities and duties of rural land administration committees**

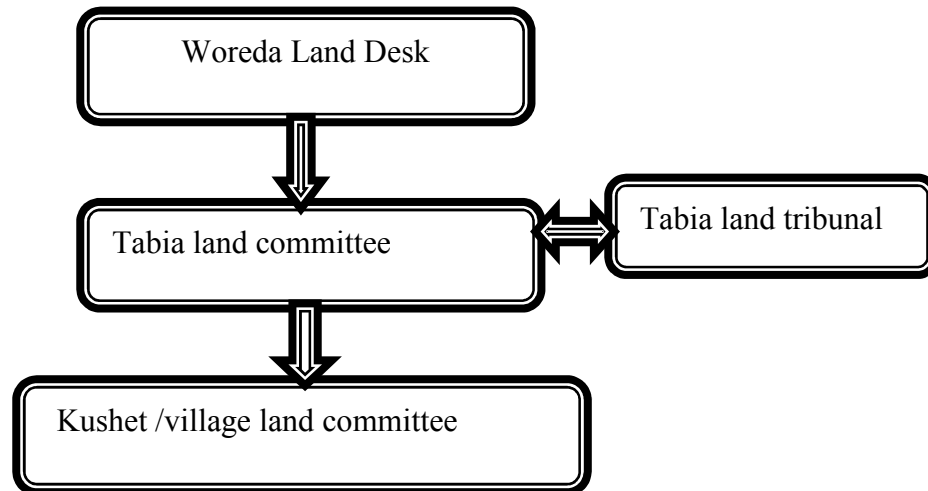
As it is indicated below the land proclamation of Tigray, regional state has vividly stated that the responsibilities and duties of the land committees both at tabia and village level.

- ✓ Providing awareness creation to the people to promote land use
- ✓ Delivering administration solution on the issue of land administration and land use
- ✓ Implementing decision made by the woreda land desk and land court
- ✓ Working on registration and land ownership with collaboration of concerned bodies

- ✓ Conducting land distribution, recording, and keeping land information as per the rural land proclamation,
- ✓ Recording and controlling free land, which are available both at tabia and village level
- ✓ Reporting the works that they accomplished to tabia administration and woreda desk.

### 3.3.6. Organizational structure of rural land administration at woreda level

The organizational structure of the land administration in Tigray as per the new land law has the structure described below.



Source: Own construct, 2014

The organizational structure of the rural land administration system as indicated in above is the newly arranged organizational structure established by the regional state of Tigray as per the proclamation number 239/2013 by repealing the then proclamation. The rationale for this as indicated in the preamble of the proclamation is to ensure good governance, systems, and tools, which stand for the common good by establishing clear and unambiguous land law. Besides, the need for the amendment of the then proclamation and promulgate the new proclamation is to speed up development by ensuring the participation and benefits of all farmers with particular emphasis youths, women and disabled.

As indicated the above figure, woreda desk is the office established at the woreda level to implement the duties and responsibilities of Environmental Protection Rural Land Administration and Land Use Agency. Then, the land administration committees are established at tabia and kushet level. While the tabia council elects the former committees by the recommendation of the tabia administrator, the later committees are elected directly by the village people. Each committee has five members and of the five, the proclamation dictates at least two must women.



## CHAPTER FOUR

### METHODOLOGY OF THE STUDY

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*This chapter gives due focus to the research methodologies employed in the study including the reasons for site selection, description of the study, data type and source, research design and strategy, sampling design and procedures, data collection instruments, data processing and analysis.*

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#### 4.1. Site Selection and Description of the Study Area

##### 4.1.1. Site Selection

The study was conducted at Naeder Adet woreda, central zone of regional state of Tigray. The researcher has selected Naeder Adet woreda for the reason that the researcher is familiar with the woreda. Good governance is burning issues, which become the set back of the people at grass root level particularly the poor. Cognizant to this fact, it is mandatory to assess the performance of good governance and its challenges thereby to put potential solutions to the issue of good governance. Land sector is amongst the giant sectors where the rural peoples' life is deeply rooted and amongst the sectors that has huge amount of service users in the rural area. Among the many public sectors, good governance in the land sector especially in the developing countries is challenged by many factors, among others, corruption, instable land laws, low capacity, low incentives and lack of accountability and transparency systems and lack of participation and responsiveness as well.

Naeder Adet Woreda is one among the rural woredas of Tigray, where a different political economical and development issue has been under taking via its public sectors. In other words, the woreda has been implementing different policies, programs, plans and projects under the guidance of the national and regional policies and strategies. Land sector that the researcher has selected is among the woreda public sectors, which is given the mandate to administrate land issues and to deliver land and land related service in the woreda. Several problems hinder the implementation of policies, programs, plans and packages. Among the many, the issue of good governance has been becoming the burning issue and the cancer of the woreda. The researcher had made a preliminary assessment in this regard.

## **4.1.2. Description of the Study Area**

### **Socio Economic Situation**

Nader Adet, one of the 12 rural woredas in Central Zone of Tigray region has 23 tabias. It is bordered with Tahtay Michew woreda in the North, Tselemti woreda in the South, Were Leke woreda in the East & Medebey Zana woreda in the West. The woreda capital is called Semema & is located 288 km from the regional capital. Its area is approximately 937.49 sq km. The land use pattern of the woreda shows that 14566.2 hectare is cultivated land, 4497.5 hectare is covered with forest, and 11483 hectare is covered with bush & shrubs.

According to 1997 census, the woreda has 114567 (112344 in rural & 2223 in urban) population. The total population can be disaggregated by gender as follows, Rural: Male 55723, Female 56621; Urban: Male 1103, Female 1120. The total number of rural households & villages in the woreda is 24936 & 58 respectively. The woredas climatic zones are lowland/kola/ & temperate/weina dega/ with proportion of 67.7% & 33.3% of the woredas area respectively. The altitude of the woreda capital is 2076 meter above sea level.

Agriculture is the mainstay of the economy in the woreda. With regard to communication, the woreda has one post office, automatic telephone, mobile telephone, internet & fax services in the woreda capital & 22 satellite telephones in the rural tabias.

## **4.2. Data Type and Source**

The researcher had used both qualitative data and quantitative data. Thus, in line with this, a semi-structured questionnaire, in-depth interviews and focused group discussion (FGD) were designed in order to capture relevant information from the targeted respondents. On the other hand, with regard to the data sources, both primary and secondary sources were used. The primary sources of this study include information obtained from the targeted respondents by conducting a semi- structured questionnaire and in depth interviews and FGDs as well.

In the secondary data, there was detail view of woreda desk and land committee files related to complain of the farmers. Besides, documents and reports available in the woreda land administration were reviewed. To back up the theoretical part, journals, researches, articles and reports like IIAG, FAO, UNDP, WB, policies and packages, documents, reports ,rules and regulations, bylaws from the GOE in general and the woreda under the study in particular.

## **4.3. Research Design and Strategy**

### **4.3.1. Research Design**

To conduct this study, the researcher applied a survey method. A survey method was employed here as it enables the researcher to effectively managing all the necessary activities that had taken place in the study. Besides, the research is cross sectional method. This is because the study was conducted in a manner that a small portion of a population is sampled only in a time. Furthermore, the study was both exploratory and descriptive since no research was conducted before in the study area, and it was entirely about the performances of good governance from the respondents' point of view.

### **4.3.2. Research Strategy**

The researcher was employed both qualitative and quantitative strategies to carry out the study. Qualitative strategy was dominantly employed for the reason it is typically used to answer questions about the complex nature of phenomenon, often with a purpose of describing and understanding the phenomenon from the participant's point of view.

Besides, it helps to undertake in depth study through exploring perceptions, behaviors and experiences by data collection instruments like FGD, interviews and unstructured questionnaires. This provides information, which can best be described in words in describing situations, events, people, interactions and observed behaviors etc. On the other hand, to supplant the qualitative method, quantitative strategy was used to analyze responses of structured questionnaires.

#### **4.4. Sampling Design and Procedures**

The objective of this research was to assess the performance of good governance at local level by collecting both primary and secondary data from Naeder Adet woreda of, central Tigray. Thus, to achieve this objective, it was plausible to collect opinion from civil servants, elected bodies (council members) and residents inhabiting in the woreda.

The study population includes the woreda councils and public institutions at woreda level that include one public sector office along with its respective workers, and the community that inhabits in the 23 tabias. From the point of view of the subject under study, the whole group was the target of the study because good governance is both a policy and development issue, which in one way or the other affects the whole sections of the woreda population.

Therefore, taking into account the above reasons, three tabia from the rural area were selected purposefully based on their proximity to the center of the woreda. The tabias that the researcher selected were Adi selem, Debreget and Metaklo where the former two are proximate to the center of the woreda the later is far from the center of the woreda. On the other hand, the researcher identified one public institution i.e. land administration. This was taken as sampling unit because it is considered relevant to the study due to its nature in providing public services i.e. there are huge amount of service users in the land administration. Besides, related institutions whose working relations and position is vital to the performances of the selected public offices also contacted for the purpose of collecting related data. These were woreda administration office, civil service office, woreda council office and administrative and security office.

To this end, judgmental sampling was used on the FGD and interview part. In selecting individuals for the FGD and interview, educational status, age, religion, experience, social status was taken in to account. On the questionnaire part, convenience sampling was used to respondents from the purposefully selected tabias.

Concerning the sampling size, the researcher employed Kothari's (Kothari, 2004): formula in the following manner.

$$n = \frac{z^2 \cdot p \cdot q \cdot N}{e^2(N-1) + Z^2 \cdot p \cdot q}$$

Where:

N=size of the population

p=sample of proportion of successes

n=size sample

q=1-p

z=the value of the standard variety at a given confidence level

e=acceptable error (the precision)

And then, N=2736, p= 0.02, z=2.005, e=0.02

$$\text{Therefore, } n = \frac{(2.005)^2(0.02)(1-0.02)2736}{(0.02)^2(2736-1)+(2.005)^2(0.02)(1-0.02)}$$

$$n = \frac{(4.02005).(0.02).(0.98).(2736)}{(0.0004)(2736)+(4.020025(0.02)(0.98)}$$

$$n = \frac{213.1350109}{1.17323249} = 181.66 \approx 182$$

#### 4.1.1. Sampling Frame

No. of Tabias	Name of Tabias	No. of House Holds	No. of Sampled Respondents
1.	Methaklo	671	45
2.	Adisalam	1254	83
3.	Debregenet	811	54
Total		2736	182

Source: Census of Tigray (2007)

Cognizant to the sampling size, the respondents from each tabia as it is indicated on the above, the researcher used a proportionate method.

#### 4.5. Data Collection Instruments and Field Work

As it is argued by Cresswell (2003, pp. 195-196) the use of multiple sources of information, methods and techniques is assumed to validate the data and information using a triangulation process for their reliability. Therefore, to obtain the necessary information, the researcher had used both primarily and secondary data collection instruments. The primary sources of data were gathered using FGD and questionnaires as well as personal interviews with local residents and public servants.

**Questionnaires:** This method covered three tabias by taking six villages, which consists 2736 household heads and of the household heads, 182 respondents were taken from the selected tabias. While this, due care was given to equalize the number of male and female headed respondents. The questionnaires, which translated in to Tigrigna were distributed to those who were available at the office of tabia land committees.

In this regard, a semi-structured questionnaire was prepared by the researcher to evaluate the performance of good governance from the household heads point of view. Such data collection instrument was developed to assess the respondent's perception, feeling and experience and thus, better be able to figure out the performance of good governance in land administration.

**Interview:** An in-depth interview was used to query the relevant groups concerning good governance practice and institutional systems. As Catherine (2007) argues, an in-depth interview is perhaps the most common type of interview used in qualitative social research. In this type of interview, the researcher wants to know specific information, which can be compared and contrasted with information gained in other interviews.

In line with this, the researcher had a schedule for interview and as per the schedule; the researcher had made an interview with ten key informants like woreda and tabia councils, land administration workers, community elders, religious leaders and community elites.

**Focused Group Discussion:** Focus group discussion help in clarifying the information or data collected during key informant interviews. Thus, on this part ,it was technically arranged to cover issues either not included in the interview and even for those which are included, but need further clarification. With regard to this, four FGD were organized. Three of them were carried out at three villages from the selected tabias and one at woreda level. The number of participants at village level were household farmers, representatives of peasant associations, women and youth associations.

On the other hand, the FGD at woreda level was conducted with land desk experts, community elders and CSOs like NADA. Overall, the number of participants in each FGD ranged from six to eight individuals .In doing this, the researcher took in to account age group, sex, status, educational background and ethical conduct of the participants. To this end, the researcher had recruited one senior high school teacher as moderator to facilitate the focused group discussions.

#### **4.6. Data Collection Procedures**

In order to administer questionnaires and collect data in a desired way, first, the researcher had selected three enumerators and gave them one day training vis-a`-vis the purpose and questionnaire collection procedures. Second, twenty questionnaire papers was used for pre-testing to measure language appropriateness, flow and sequencing of questions, length of time, consistency, clarity of questions and ethical consideration. Then, based on the results obtained, the questionnaire was administered in the selected public institution during work hours of the land administration office. This is because the working days of the land administration offices at tabia level is if not always during religious days. Then, the interview and FGDs were logically followed one after the other.

#### **4.7. Data Processing and Analyses**

After collecting data, it was edited manually at home. Similar ideas were collected to gather as it helps to generalize the results of the respondents. Hence, similar data were summarized, rearranged, and then converted to descriptive form. Overall, quantitative and qualitative methods of data analysis were used. Percentages and tables were analyzed using quantitative methods. Tabulation and cross tabulation was used to analyze the quantitative data. In line with this, the researcher had used SPSS (statistical package for social science) version 16.0. Besides, qualitative method was used to analyze results obtained from the interviews, FGDs and the open-ended part of the questionnaires.



## **CHAPTER FIVE**

### **RESULTS AND DISCUSSIONS**

#### **5.1. Introduction**

To assess the performance of good governance in land administration sector at woreda level and one hundred and eighty two (182) household service users were surveyed. From the 182 distributed questionnaires, 182 of them were collected, because enumerators have handled the data collection with close supervision of the researcher. Thus, this chapter analyzes and discusses the major findings of the research based on the data collected using questionnaire, interview and focus group discussions.

Cognizant of the above fact, the analysis was carried out following the procedures of the specific objective as it is indicated beneath. Accordingly, the general characteristics of the respondents were analyzed based on their age, household type and educational status. Following this, the extent of transparency and its systems were analyzed quantitatively from the sampled survey and qualitatively from the interview and focused group discussions. Besides, the extent of accountability and responsiveness with their mechanisms and tools were analyzed alike the then objective. Then, the perceptions of the local residents on the level of good governance were analyzed both quantitatively and qualitatively. Finally yet importantly, factors that inhibit the performance of good governance were analyzed from both the respondent point of view and secondary data.

#### **5.2. Demographic Characteristics of Respondents**

Land sector, where the bread of the poor is baked needs sound governance. It is not doubtful that land in global arena is scarce. Thus, to avoid the setbacks in the land sector, ensuring good governance is must. To this end, different countries of the world in general and Ethiopia in particular have been striving to root the problems out and ensure good governance.

**Table 5.1: Age, Education Status and Household Type of the Respondents**

Variables	Cases	Fr.	Prt.
Age of respondents	18-28	38	20.9
	29-39	63	34.6
	40-50	57	31.3
	51-61	24	13.2
Total		182	100
Education status	Illiterate	79	43.4
	1-4 grade	35	19.2
	5-8 grade	24	13.2
	9-10 grade	18	9.9
	Certificate	24	13.2
	Diploma	12	1.1
Total		182	100
Household Type	Male	109	59.9
	Female	73	41.1
Total		182	100

*Source: Own filed Survey, 2014*

*NB: Fr. = Frequency*

*Prt. = Percent*

As depicted in table 5.1, shows the general demographic characteristics of the respondents. As a result, 109 (59.9 percent) of the households' were male headed while 73(41.1 percent) of them were female headed. Moreover, the relationship between educational status and age group of the respondents is described in the table below.

**Table 5:2 Education Status of Sampled Respondents as Classified By Age Group**

Variables	Age of respondents						
	Cases	18-28	29-39	40-50	51-61	Total	
Educational status	Illiterate	Fr.	4	26	29	15	74
		Prt.	2.19	14.29	15.94	8.24	40.66
	1-4 grade	Fr.	10	13	11	6	40
		Prt.	5.5	7.14	6.04	3.3	21.98
	5-8 grade	Fr.	10	7	7	0	24
		Prt.	5.5	3.85	3.85	0	13.9
	9-10 grade	Fr.	7	10	1	0	18
		Prt.	2.19	5.5	0.55	0	9.89
	Certificate	Fr.	5	7	9	3	24
		Prt.	2.74	3.84	4.94	1.64	13.19
	Diploma	Fr.	2	0	0	0	2
		Prt.	51.9	0	0	0	1.09
Total		Fr.	38	63	57	24	182
		Prt.	20.87	34.61	31.31	13.18	100

*Source: Own field survey, 2014 NB: Fr. = Frequency      Prt. = Percent*

Table 5.2 deals with the relationship between education level and age of the respondents. As a result, 74(40.66 percent) of the respondents were illiterate and majority of the illiterate were in the age group between 40-50 and 29-39. Next to this, 40 (21.98 percent) of them were 1-4 grade under the age group of the same with former one.

**Table 5.3: Level of Awareness of Sample Respondents as Classified by Educational Level**

Variables	Educational Status							
	Cases	Illiterate	1-4 grade	5-8 grade	9-10 grade	Certificate	Diploma	Total
Level of awareness On Good governance	Very high	Fr. 1	0	0	1	0	0	2
		Prt.5	0	0	.5	0	0	1.0
	High	Fr. 4	8	8	5	1	2	28
		Prt.2.1	4.37	4.37	2.7	.5	1	15.4
	Medium	Fr. 28	13	9	7	10	0	67
		Prt.15.3	7.1	4.9	3.8	5.8	0	36.8
	Low	Fr. 39	16	6	5	12	0	78
		Prt. 21.4	8.8	3.2	2.7	6.8	0	42.8
	Very low	Fr. 2	3	1	0	1	0	7
		Prt. 1.2	1.6	.5	0	.5	0	3.8
	Total	Fr. 74	40	24	18	24	2	182
		Prt. 40.65	21.9	13.2	9.9	13.2	1.1	100

*Source: Own field survey, 2014 NB: Fr. = Frequency Prt. = Percent*

Table 5.3 shows the relationship between education status and respondents awareness level on good governance. Accordingly, majority of the respondents who were indeed illiterate replied their awareness is low while those who are better educated replied they are relatively better aware about good governance. Thus, the finding in table 5.3 shows us the more the households are educated, the more they know about good governance and the reverse is true. Mardiasmo (2007) on his study in Indonesia found that high literacy rate in the rural area is among the challenges of good governance. The above finding too shows the majority of the illiterate respondents have low awareness in good governance.

### 5.3. Transparency and Accessibility of Information in Land Administration

Transparency, which is the core ingredient of good land governance, here, means a free and open flow of information from the government organization to the public. Besides, transparency here implies the accessibility of land institutions to the community. Thus, the response of the respondent on transparency is analyzed as indicated in table 5.4 below.

**Table 5.4: Accessibility of Land Institutions and Public Information on Land Issues**

Variables	Cases	Fr.	Prt.
Accessibility of land conflict resolving institutions like land tribunals, land committees.	Strongly disagree	2	1.1
	Disagree	7	3.8
	Undecided	5	2.5
	Agree	139	76.5
	Strongly Agree	29	15.9
	<b>Total</b>	<b>182</b>	<b>100.0</b>
Laws, rules and regulations about land are easily accessible to the public.	Strongly disagree	16	8.8
	Disagree	117	64.3
	Undecided	5	2.7
	Agree	40	22.0
	Strongly agree	4	2.2
	<b>Total</b>	<b>182</b>	<b>100.0</b>
Your local administration like the councils and land committees creates awareness to the people like you.	Strongly disagree	13	7.1
	Disagree	100	54.9
	Undecided	9	4.9
	Agree	53	29.3
	Strongly agree	7	3.8
	<b>Total</b>	<b>182</b>	<b>100.0</b>

*Source: Own field survey, 2014*

As depicted in Table 5.4, respondents were asked on the accessibility of land conflict resolving institutions that are believed to play a crucial role in ensuring good governance. Accordingly, 139 (76.5 percent) and 29(15.9 percent) of the household respondents replied

agree and strongly agree while few of them replied disagree. According to WB (2010), land conflict resolving institutions in Ethiopia are physically distant from the local residents especially in the rural area. In contrast to this, majority 139(76.5 percent) of the respondents of the study area agreed that there are accessible land conflicts resolving institutions in the woreda. Furthermore, majority of focused group discussion participants shared the idea that there are accessible land conflicts resolving institutions. However, some of the focused group participants claimed that there are manifold formal and informal institutions, but they are not really working as they were intended to work.

In support of this, almost all the key informants also pointed out that, in fact, the woreda has established land institutions proximate to the community to address land and land related problems, among others, rural land tribunals, and rural land committee both at tabia and village level. Key informants further noted that despite the existence of the above institutions, it is doubtful that these institutions know their duties and responsibilities. For instance, if you go to the rural land committee they told you that a particular case does not belong to them. Similarly, if you go the rural land tribunals you get the same song.

In sum, it can be stated from the above that notwithstanding the existence of formal and informal institutions, which were established to tackle disputes over rural land thereby, ensure good land governance, many of them have not been delivering the needed service as per the key informants. The reason for this could be the blurred powers and functions for instance between the village land committee and the tabia land committee, lack solidarity of among the formal and informal institutions, and inadequate resources. Similarly, Melkamu *et al* (2010) found underfinanced responsibilities, weak inter-institutional coordination as setbacks of land dispute resolving institutions in Amhara regional state.

On the other hand, respondents were asked on the accessibility of land laws, rules and regulations. As depicted in Table 5.4, majority 117 (64.3 percent) of the respondents disagree on the accessibility of land laws, rules and regulations. It is unlikely that service users to demand their right over land use, land distribution and ownership if they do not know what the land law and its regulations say. Article 43 sub Art.2 of the FDRE constitution stipulates that all Ethiopian nationals should not only access the policies and laws of the country, but also should get consultation. In support of this, Palmer (2007) noted that the main challenge

to ensure good governance in the land sector in Africa is due to lack public awareness on land laws and legal frameworks. Hence, it can be stated from the above that the rural community in the study area were not accessible to land laws, rules and regulation.

Inrelation to the above, respondents were asked whether their local administrators let the people to know land laws and regulation. As depicted in Table 5.4, 100 (54.9 percent) of the respondents replied that their local administration do not create awareness on the land laws and regulations. To back up this, key informants from the village level were interviewed as if their local administration were devoted to create awareness on the land law and almost all key informants replied that:

*“Truly speaking, our local administrators be it the land administration committees or the other public officials in our woreda don’t let us to know the land law. The land law is changed every now and then. Due to this, we are exposed to confusion. Let alone to tell us independent of our request, they do not tell even as per our request. We believe the reason that why they do not want us to know the land law is for the very reason that if we know it, we could question them. Besides, we don’t believe that the land administration workers both at tabia and village know the law”.*

In contrary to the respondents, interviewee from tabia land committee and from the woreda land desk pointed out that although it is unlikely to disseminate the print of land laws for all people, they firmly argued that they let the people to know the land laws via public meetings.

However, it was observed that let alone to let the people to know the land laws, after all, the land administration civil servants and land committees did not know well the land laws and regulation. Moreover, the focused group participants confirmed that there was no time that land administration workers discusses the land laws in public meeting.

Eventually, it can be stated from the finding above that the local people in the study woreda were not consulted to have an ample awareness on land laws, rules and regulation. Similarly, Samsudin (2011) found low public awareness coupled by low consultation as hindrance for promoting good governance in Malaysian land administration. The factor for this could be as

Mulugeta (2012) found on his study in one woreda of Oromia state top down policy implementations, low commitment of the local administration, low implementation capacity and negligence.

**Table 5.5: Openness of Decision-Making Process in Land Administration**

Variables	Cases	Fr.	Prt.
Decision making process on land use and land allocation is made in a clear way.	Strongly disagree	5	2.7
	Disagree	51	28.1
	Undecided	16	8.8
	Agree	105	57.7
	Strongly Agree	5	2.7
	<b>Total</b>	<b>182</b>	<b>100.0</b>
The way land disputes are solved is clear.	Strongly disagree	8	4.4
	Disagree	32	17.6
	Undecided	6	3.3
	Agree	121	66.5
	Strongly agree	15	8.2
	<b>Total</b>	<b>182</b>	<b>100.0</b>
There is a regular meeting with the local officials to discuss land and land related issues.	Strongly disagree	8	4.4
	Disagree	95	52.2
	Undecided	6	3.3
	Agree	69	37.9
	Strongly agree	4	2.2
	<b>Total</b>	<b>182</b>	<b>100.0</b>

*Source: Own field survey, 2014 NB: Fr .Frequency      Prt. = Percent*

As indicated in Table 5.5 respondents were asked to rate the extent they agree on the openness of decision-making process on land use and land allocation. As a result, 105 (57.7 percent) and five respondents replied agree and strongly agree while 51(28.1 percent) and five of the respondents replied disagree and strongly disagree. To back up this, an interview



was made with key informants of tabias regarding the openness of decision-making process on land use, land allocation and land registration and certification. Accordingly, almost all the key informants in the interview claimed that:

*“Indeed, there is an attempt of informing the people to know the land to be allocated and the land that were already allocated via both orally at village meeting and through notice both in the centre of the tabia and religious institutions. However, this does not mean that there are no problems. For instance, if it is not all in all, the registration process on communal lands is not clear yet. As a result, there are contradictions and disputes over the ownership of communal land”.*

Furthermore, focused group participants in all villages, too, confirmed that there is indeed an improvement in the decision making process over land use, land distribution, land registration and land ownership. Despite that, some of the focused group participants are highly concerned on the clarity and openness of demarcating and using communal land that has been escalating conflict in the rural community. In line with, one of the tabia council key informant revealed that one of the difficulties in ensuring transparent decision-making process over land issue particularly at tabia level is mainly due to the existence many hands with no clear powers and function of the tabia administration. This in turn has been making the decision making process complex and complicated where many of the people get confused on whom to ask and where to take any of their case vis -a`-vis the issue of land.

On the other hand, respondents were asked the extent that they agree on the way disputes over land is solved in clear way. Accordingly, 121(66.5 percent) of the respondents replied the way land disputes are solved is in clear way. Hence, from this it can be inferred that majority of the respondents confirmed that the way land conflict is addressed is in clear and explicit way.

**Table 5.6: Perception of Respondents on the Availability of Land Records**

Variable	Cases	Fr.	Prt.
All written records of land including minutes of proceeding and meetings are made available to the public.	Strongly disagree	10	5.5
	Disagree	81	44.5
	Undecided	29	15.9
	Agree	57	31.3
	Strongly agree	5	2.7
Total		182	100.0

Source: Own field survey, 2014 NB: Fr. =frequency Prt. =Percent

As depicted in Table 5.6, 81(44.5 percent) of the respondents disagree that that records of land including minutes of proceedings and meeting are available to the public. Similarly, majority of the focused group participants were also pointed out that their local administration do not let them to access all the records of land ,for instance ,certificate of ownership ,ex –decisions of the local administration are not made public unless and other wise individuals have personal tie with the local administration. Deininger *et al* (2012) found inaccessibility of land records and documents as a challenge of transparency in land administration to the rural societies of the developing countries.

**Table 5.7: Perception of Respondents on the Appointment /Dismissal of Land Administration Workers**

Variable	Cases	Fr.	Prt.
Appointment or dismissal of your land administration workers is as per public knowledge.	Strongly disagree	1	0.5
	Disagree	50	27.5
	Undecided	4	2.2
	Agree	113	62.1
	Strongly agree	14	7.7
Total		182	100.0

Source: Own field survey, 2014

As shown in Table 5.7, respondents were asked their perception on the openness of the appointment or dismissal of the rural land administration committee. As a result, 113(62.1

percent) and few replied agree and strongly agree while 50 (27.5 percent) of the respondents replied disagree and one respondent replied disagree.

Hence, it can be stated from the above that 113 (62.1 percent) of the respondents confirmed that the appointment of land administration committee is clear and explicit. The interview made with tabia councils, too, confirmed that the appointment/election of land administration officials is carried out in disclosed way that every concerned body is aware of it. In parallel with this, focused group participants noted that in case if the rural community loss confidence up on the land committees they could automatically sacked by the community. However, there are times where tabia land committees could either fired off or favored to stay in their position without the consent of the council by the intervention of the tabia administration.

Coming to the woreda level, the focused group participants confirmed that what matters to appointment and dismissal is loyalty of individuals to the party or personal relationship of the person with their upper leaders. Furthermore, they noted that individuals are dismissed not because they fail to discharge their responsibilities, but because they fail to show loyalty either to the party or to chief of the woreda administrator regardless of their performance.

**Table 5.8: Transparency mechanisms for information dissemination**

Variable	Cases	Fr.	Prt.
Information dissemination Mechanisms.	Through public meeting at tabia	38	20.9
	Through DAs	18	9.9
	In religious ceremony	14	7.7
	Public meeting &DAs	19	10.4
	Public meeting &religious ceremony	11	6.0
	All	82	45.1
Total		182	100.0

*Source: Own field survey, 2014 NB:DAs=Development Agents Fr.= Frequency Prt= Percent*

As depicted in Table 5.8, respondents were asked on how information regarding land issues reaches them. As result, 82 (45 percent) of the household respondents' replied that they are

informed via public meeting at tabia, via Development agents in conducting development activities, and religious ceremony at the community.

Besides, respondents were asked on the open-ended question if there are any other means of information communication on land issue. Accordingly, most of the respondents figured out that in addition to the above communication mechanisms information with regard to land reach them via the new government teams like networks, development teams that are local known as “*limat gugille*”. However, it seems that respondents are not satisfied by the quality of information. In line with this, focused group participants shared the idea that public demand based information with regard to land is lacking both in quantity and in quality.

Therefore, it plausible to infer from the above that regardless of the quality and quantity of the information, information dissemination mechanisms in the woreda are not only limited to regular or formal meeting at tabia level, but also there are other informal information communication mechanisms.

#### **5.4. Accountability and Accountability Mechanisms in Land Administration**

Accountability as a principle of good governance here refers to the obligation of organizational or public officials to provide information about their decisions and actions and to justify them to their customers/community and those institutions of accountability tasked with providing oversight.

Besides, it is about capacity of accounting agencies or organizations and their people to impose sanctions on power-holders who have violated their public duties. In this regard, respondents were asked on the performance of accountability in land administration in table 5.9 below.

**Table 5.9: Perception of Respondents on Accountability**

Variables	Cases	Fr.	Prt.
Land administrators are accountable downward to the people.	Strongly disagree	10	5.5
	Disagree	108	59.4
	Undecided	1	0.5
	Agree	62	34.1
	Strongly Agree	1	0.5
	Total	182	100.0
Land administrators are only accountable upward to their party leaders.	Strongly disagree	2	1.1
	Disagree	19	10.4
	Undecided	8	4.4
	Agree	119	65.4
	Strongly agree	34	18.7
	Total	182	100.0
In case of loss of confidence, the people can sanction /punish the land administrators.	Strongly disagree	6	3.3
	Disagree	98	53.8
	Undecided	2	1.1
	Agree	72	39.6
	Strongly agree	4	2.2
	Total	182	100.0

*Source: Own field survey, 2014 NB: Fr. = Frequency Prt. = Percent*

As depicted in Table 5.9 respondent were asked their perceptions on the accountability land administrators are to the people. Accordingly, 108 (59.4 percent) and ten respondents replied disagree and strongly disagree while 62 (34.1 percent) and one of the respondents replied agree and strongly agree respectively.

The new rural land law (proclamation No. 239 /2013) since October 2013 stipulates that community directly elects the land committees at the village level and they are accountable to the people at village. Hence, the land law dictates that the village land committees should directly accountable to the people where the people exercise the shortest form of accountability.

On the other hand, land committees at tabia level are appointed by the tabia councils up on the recommendation of chief of the tabia administration. This implies the accountability of the land committee is to tabia councils and the tabia administrator than downward to the service users', but this does not mean that the land committees are not accountable to the people. In this regard, focused group participants pointed out that:

*“Of course, we can question the land administrators particularly at the village level. Besides, although the land committees at the tabia level are not directly accountable to us indirectly we can question them via our tabia councils, but practically neither they are accountable to the council nor to the people. Accountability is either to their bosses or to the party leaders”.*

Eventually, it can be stated from Table 5.8 (59.4 percent) of the respondents were disagreed on the accountability of land administrators to the people. Focused group participants, too, boldly confirmed there is the dearth of downward and social accountability. Similarly, the Canadian International Development Agency (2005) noted that local officials in Ethiopia continue to look upward to central and higher authorities regarding loyalty and accountability rather than toward the constituencies. The case of the woreda under the study according to the household respondents and focused group participants, too, shows that accountability to the constituencies is lacking.

With reference to Table 5.9, respondents were also asked the extent of their agreement whether they are capable to punish or sanction the land administration workers in case of loss of confidence. As result, 98 (53.8 percent) and six of the respondents replied disagree and strongly disagree while 72 (39.6 percent) and four of the respondents agree and strongly agree respectively. To supplant the above question, an interview was made with key informants and accordingly, almost all the key informants confirmed that notwithstanding the decision that the rural land committee at village level made, the community if not punished could be sanctioned. However, they further noted regardless of loss of confidence by the people to the tabia land committee neither the people nor the tabia council can sanction or punish unless the tabia administrator agreed up on. The 1995 FDRE constitution vividly states that in case of loss of confidence, people have the right to sanction or dispose any of

public officials. However, the survival of the local officials in Ethiopia is determined by satisfying the interests of the upper tiers of government (Mulugeta, 2012).

#### 5.4.1. Accountability Mechanisms and Tools in Land Administration

Under this, respondents were asked on their confidence to question their service providers and accountability tools that they use to account their service providers.

**Table 5.10: Perception of the Respondents on Accountability Mechanisms and Tools**

Variables	Cases	Fr.	Prt.
Do you have a full confidence to question about your land administration workers?	Yes	137	75.3
	No	45	24.7
Total		182	100.0
What accountability mechanisms and tools do you use to question /account the land administration workers.	Gingema	12	6.6
	Suggestion box	3	1.6
	Through consultation with councils	2	1.1
	Through land tribunals	14	7.1
	Gingema & suggestion box	28	15.4
	Gingema & consultation with councils	18	9.9
	All	60	33.0
	Not applicable	45	25.5
Total		182	100.0

*Source: Own field survey, 2014 NB: Fr. = Frequency      Prt. = Percent*

As depicted in Table 5.10, first, respondents were queried whether they have a full confidence to question their service providers or not. Accordingly, 137(75.3 percent) and 45(24.7 percent) of the respondents replied yes and no respectively. In the same vein, focused group participants claimed that:

*“We don’t have the problem to question our local officials’. We question every now and then, but the problem is they do not have an implementation. It’s like barking for nothing”.*

From the finding shown in the above, majority 137 (75.3 percent ) of the respondents and focused group participants agreed in contrary to the study made by Mulugeta (2012) in Oromia that rural people do not have the confidence to question their local officials for fear of any kind of attack that could come later. In countries where there is low democratic culture and passed by feudal system, the culture of accounting their administrators is especially in the rural community is uncommon and underdeveloped (Semahegn, 2011). Despite that, the finding from the study area confirmed that there is no fear by the rural farmers to question or make use of accountable their local officials using the opportunity that they get.

Furthermore, respondents were asked on what accountability mechanisms or tools have been using to question their land administration workers. Thus, as depicted in Table 5.10 all most all those who responded yes used if not all at least one accountability mechanism. To make it clear, the following were among the accountability mechanisms that have been used in the study area to ensure accountability in the land administration.

**Gimgema (assessment secessions):** This approach is supportive in terms of experience sharing and in terms of promoting accountability. The public under the study woreda formally assesses the performance of the tabia and woreda officials throughout the year. According to the focused group participants periodic “gimgema” are conducted via public forum, through the newly government based teams like networks and development teams. The objective of the forum (“gimgema”) is to encourage those who register good performance and to criticize those who have had bad records in their performance. However, some people have negative attitude because of its subjectivity and lack of standard for performance indicators. In summary, the community of woreda under study has been using gimgema to sack land committee both at tabia and village level. Besides, this accountability tool has been used also to fire off the local councils.



**Suggestion box:** is another tool that the land administration has been using to receive opinion about the performance of service provided. Hence, those who can write provides their feeling, perception and suggestion in written way whereas for those who cannot write, there are three cards where the clients express their satisfaction about the service of the offices /institutions. These were green for very satisfied, yellow for satisfied and red for dissatisfied. However, there is suspension whether there is an immediate feedback to the clients' suggestions and the service users have full awareness regarding these accountability mechanisms.

**Opinion satisfaction survey:** Different stakeholders in the study area conduct opinion satisfaction survey. For instance, the woreda land desk conducts clients' opinion satisfaction survey twice a year in sample tabias and a compiled list of questions were prepared to be filled by the clients. The standing committee of the woreda council also conducts a client satisfaction survey in a selected tabias once a year before the date that the land sector offices provides its report to the council.

**Local council oversight the executive:** It is apparent the local councils that represent the citizens are expected to oversee the performance the executive implementation policy and the service delivery and hold the service providers accountable its performance. In the woreda under study, the councils oversee the land administration offices through its standing committees both at woreda and tabia level. However, the problem particularly at woreda level is when councils have a dual role .The head of the woreda land desk in the study area is both an executive and member of the woreda council. In this regard, Yilmaz and Venugopal (2008) noted the dual role of councils being as full time executive at woreda level creates a conflict of interest and challenges the local council to oversee the performance the executives. Thus, this may create formidability in the overseeing process at the woreda desk.

Unlike to woreda land desk, the land committees at tabia level in the study were not members of the council. Thus, the overseeing process may not as difficult as in the woreda. However, the underlying reasons for weak oversight of the council over the service delivery process are, among others, lack of capacity both knowledge and skill, lack of planning at tabia level

and lack of incentives. In line with this, Kumera (2007) and Negalegn (2010) noticed the bottlenecks in overseeing service delivery of local government in Ethiopia, among others, illiteracy, low commitment of the local councils and inadequate training to scale up their capacity to oversee the service providing agencies. In that regard, one of the woreda council pointed out that:

*“In fact, I can’t read and write, but I don’t think that because of this I am falling to discharge my responsibilities .What matters to me is I am a female headed farmer and I don’t have anyone that helps in leading my life. If, for example, the woreda calls me to follow-up or to meeting on any issue of the community during the season of crop gathering I used to be in my activity than going to the issue of the community”.*

The council further noted that the problem over overseeing process is that there is strong influence by the executives over the councils. This clearly implies that if the councils are strong, the executives try to let them out of the game. The power of the chief of the woreda and chief of the tabia in influencing the decision of local councils over the accountability of the executives is worth mentioning in this regard.

## 5.5. Responsiveness in the Land Administration

Responsiveness in the context of this study refers to the degree to which land administration sector installs institutions and mechanisms to determine and satisfy the need and demands of the society and its performance in terms of timeliness of response and quality of response.

**Table 5.11: Perception of Respondents on Responsiveness**

Variables	Cases	Fr.	Prt.
Mechanisms are in place to determine people's needs and demands.	Strongly Disagree	4	2.2
	Disagree	27	14.8
	Undecided	1	0.5
	Agree	116	63.8
	Strongly Agree	34	18.7
Total		182	100.0
The decision making process is given within reasonable time framework.	Strongly Disagree	45	24.7
	Disagree	94	51.6
	Undecided	1	0.5
	Agree	42	23.2
	Strongly Agree	-	-
Total		182	100.0
The land administration workers gives due attention to the problem of the people like you.	Strongly Disagree	28	15.4
	Disagree	99	54.4
	Undecided	3	1.6
	Agree	51	28.0
	Strongly Agree	1	.5
Total		182	100.0

*Source: Own field survey, 2014*

As depicted in Table 5.11, respondents were asked their agreement whether mechanisms are in place to determine the peoples need and demands. Accordingly, 116 (63.8 percent) and 34(18.7 percent) of the respondents replied agree and strongly agree while few of the

respondents replied disagree. Thus, from Table 5.11 it can be stated that majority 116 (63.8 percent) of the respondents confirmed that mechanisms were established to determine the need and demand of the people. In line with this, the new rural land proclamation of Tigray regional state Article 18 sub Art 3, undoubtedly gives a first priority to women and disabled people. Therefore, the existence of systems to determine the need and demands of the people comparing to the previous time seems at a good beginnings. Indeed, it becomes easier said than done to consider the demand of the all people given the scanty nature of land.

In summary, it can be stated as it is shown in table 5.11 and the document review, the systems to determine the needed and demands of the people in the land administration are already entrenched in the study area.

In parallel with the above, respondents were asked whether decision-making process to the people given within reasonable period. As a result, as indicated in Table 5.10, 91(51.6 percent) and 45 (24.7 percent) of the respondents replied disagree and strongly disagree while 42 (23.2 percent) and none of them replied agree and strongly agree. Understandably, to ensure good governance not only systems to determine the need and demand of the people are to be placed, citizens or service users should also given the right response at the right time. The package of good governance under the civil service of the woreda states that service providers should provide immediate feedback to the issues raised by the community and solutions should be given as soon as possible. Despite that, the finding in table 5.10 above shows majority (51.6 percent) of the respondents confirmed that decision-making process in the land administration is not given at reasonable time frame. The focused group participants further noted that wittingly or unwittingly, procrastination is the common trait of in the land administration. During the interview, member of the land committee claimed that it is obvious to see delay of decision making in the land administration due to factors like policy gab, blurred responsibilities and low capacity. The interview further confirmed that there are problems in implementation of decisions that had already given by any of the land administration from above. This is particularly persistent when the *tabia militia* and the then “*meret shimagle*” of Tigray are not responsible to finalize the case for the very reason that they always claim *per diem*.

On the other side, according to the bylaw of the rural land administration any land issue is expected to get a final say within the range of fifteen to thirty days. However according to the key informants, some files wait unsettled until the time where the crop is collected whereas the file has been opened before the land is ploughed meaning about six months earlier. Moreover, according to document review by the researcher a case in the rural area takes a minimum of one week and a maximum of three years.

## **5.6. Complainant and Grievance Handling Mechanisms**

The role of compliant and grievance handling mechanisms in public service providing offices has a momentous role in facilitating timely response to clients in particular and ensuring good governance in general (Kumera, 2006).

With a view to tackling the challenges in service delivery process, the woreda understudy has established different grievance and complain handling mechanisms. The rural community in the woreda have different compliant and grievance handling mechanisms. According to key informants, if a farmer has any complain in the village land administration he /she can complain to the tabia land committee and still if he /she is not satisfied with the decision at that level he /she can apply to woreda land desk and then to the Office of Security and Administration.

Lastly, any compliant can deliver his/her case to the woreda chief. Key informants further noted that tabia manager; tabia council and tabia leader can hear land related complain. In line with this, the researcher also observed that the when the woreda desk receives complain of the farmers every Wednesday and Friday. Besides, focused group participants noted that complainants could made by phone and orally to any complain receiving institution from tabia up to woreda.

## **5.7. Perception of Respondents on the Level of Good Governance**

Under this, respondents were asked their perception on the existence of awareness creating meetings/conferences, timelines and the level of good governance in land administration.

**Table 5.12: Perception of Respondents on the Level of Good Governance**

Variables	Cases	Fr.	Prt.
Explanation on the importance of good governance.	Yes	152	83.5
	No	30	16.5
	Total	182	100.0
Timeliness of explanation on the importance of good governance.	Always	-	-
	Usually	28	15.4
	Sometimes	54	29.7
	Rarely	70	38.5
	Not applicable	30	16.5
	Total	182	100.0
Participation of respondents in good governance meetings /conferences.	Yes	76	41.8
	No	106	58.2
	Total	182	100.0

*Source: Own field survey, 2014*

As depicted in Table 5.12, first, respondents were asked whether they their local administration explains the importance of good governance or not. As a result, majority 152 (83.5 percent) of the respondents replied yes while few (16.5 percent) of the respondents replied no.

Moreover, respondents were asked to confirm their participation in good governance meetings/trainings and conferences in the last three years. Accordingly, as shown in Table 5.12, 106 (58.2 percent) of the respondents replied no while 76 (41.8 percent) of responded yes. In line with this, those who replied no were asked on the open-ended part to explain the reason behind for not participating. In view of that, most of the respondents replied that they were not informed on the issue of good governance. The reasons were plainly mentioned that they were not liked to participate on the issue of good governance rather they were only informed to participate solely when there is community obligation or other agenda from the higher government.

In line with this, focused group participants at village level pointed out that:

*“Of course we participate, but the issue of good governance is mainly discussed once year at beginning of September. Of course, they also sometimes call us to participate and discuss on the issue, however, after we go what we get is another agenda. It is certainly a means of communication for the other agendas of the local government”.*

In this regard, one of the key informants from tabia Adi selam added that there is an attempt of calling the people to discuss on the issue of good governance though not fairly enough. He further noted that not only public forums trainings and conferences are lacking, but also they are not fruitful and people do not actively participate since it has a negative consequence.

In parallel with the above, focused group participants were asked to evaluate the level of good governance. Accordingly, majority of the focused group participants replied that:

*“It is not an exaggeration to testify that the performance of good governance in the sector is better than the three lapsed years, but aggregately it is not satisfactory yet. It is a good start particularly after the new land proclamation is promulgated. Despite that, its implementation is downed by low commitment of leadership, low capacity in knowledge and skill and corruption.”*

The package of good governance under the GTP period vividly states that good governance should get a due emphasis and the rural community should be empowered to take part in the decision making process of their local affairs.

During the interview, the deputy speaker of the woreda council on his part claimed that:

*“In our woreda, we noticed that land is the source of bad governance. Realizing this, we have been making continuous follow-up via different mechanisms. For instance, the standing committee of woreda council and the tabia councils conducts a public meeting on the land issue once a month. However, the progress so far by the standing committee of the councils at tabia level has been giving lip service. The good governance front /committee headed by the tabia administrator at tabia*

*and by the chief of the woreda level are at a good start. Therefore, notwithstanding the existing problems in the sector, there is if not impressive, slight improvement that needs further solidarity among the community and CBOs, and the local government”.*

Similarly, Mardiasmo (2007) on his study in Indonesia found that despite that the local governments seems to have strong commitment, the practice of good governance on the ground was found dissatisfactory because of weak monitoring and evaluation process, absence of vibrant civil society participation and lack of clear guidelines.

## **5.8. Factors that Influence the Performance of Good Governance in Land Administration**

The theoretical literature suggests that the effectiveness of local governments is measured based on its capability of establishing mechanisms and process that facilitate service delivery and on its competence to good governance in its public sectors (Bell, 2007). Previously, insufficient attention has been given in land-related development cooperation to the integration of good governance and land administration. It is only more recently that an increasing attention is given to the issues of good land governance. Not surprisingly, there are different factors that hinder the performance of good governance in both in public and private sectors. Land sector is among the public sector organization that is highly exposed to bad governance for various reasons (Bell, 2007). Bad governance in land administration flourishes where there is complex, inconsistent or obsolete land law, fragmented institutional arrangements, weak institutions, ambiguous laws and corruption (FAO, 2007).

Even though there are many improvements in providing public services there by good governance in the woreda land administration, there are still lots of constraints that undermine the efforts of the land administration in ensuring good governance. The problems that were mentioned from the focused group participants and the key informants are mainly corruption, weak coordination in implementing decisions among the local administration, lack of sound monitoring and evaluation over the performance of land administrators, lack of incentives, low educational level and weak institutional capacity. Besides, inadequate human power and inadequate resources, low public participation and consultation in the land law,



low commitment of leadership were mentioned as factors that have been undermining the performance of good governance in this regard.

**Corruption:** Land administration is often perceived as one of the most corrupted sectors in public administration (Burns and Dalrymple, 2010). In this regard, almost all focused group participants agreed that corruption is the most challenging issue in the land administration of the woreda. Similarly, Tesfaye (2007) also found land as the most corruption prone area in Ethiopia. Given the scarcity of land, it is likely that speedy increment of the population and high demand of the people to a plot of land in the study area could escalate the seriousness of corruption in the land administration.

In this regard, the speaker of the woreda council pointed out that corruption in the land administration is mainly manifested as in bribe to transfer land illusively to a third party ,change or forged title and favoritism and land garbing using once power particularly by the tabia administration .

According to FAO (2007), corruption noted as a common factor in governance problem is mainly stemmed from low pay, low motivation and favoritism. Similarly, key informants confirmed that land administration officials in the study area too seek bribes to evade or speed up administrative procedures and to produce results that favor the bribers. For instance, users of land registration services were obliged to make additional illegal payments to obtain officials to process their documents like certificate of ownership and other services. Key informants further noted that not only favoritism in the study area is expressed by giving land to their favorite, it is also manifested, for example, in hiding plot of land to a relative who doesn't reside in the area where the agricultural land is located, hiding the land of government and NGO employees. Speaker of the woreda council further confirmed that:

*“Corruption in land administration is a burning issue in our woreda. We (the woreda council) have indentified corruption as the key bottleneck of good governance in our woreda. What makes this irritating and shameful is that tabia cabinets, tabia speaker of councils are active participants in land grabbing. For instance, the woreda council in collaboration with the others stake holders has investigated 800 hectare looted land*

*of which all individuals mentioned in the above took part and now they all are restrained via the court order since the last three years”.*

In Ethiopia, a key area where corruption in land occurs is in the allocation of land (Plummer, 2012). All key informants in the interview, too, confirmed that corruption is rampant in land allocation and land distribution. As aforementioned, a plot of land is given for those that have favored by the land committees of course, including for those that pay a bribe and for those who are their friends and relatives. Key informants pointed out that bribe in the land administration of the woreda are commonly carried out via honey, local beverages, and cash and a gift of cereals. Besides, the use of one’s own power by the tabia administration to get a plot of land was also the manifestations of corruption. The focused group participants further noted that the old saying of the community ‘He *who does not eat while in power, will regret it when he is out*’ signifying that appointment into the public service is not perceived as serving the public rather it to the benefit of the appointee.

**Lack of adequate and qualified manpower:** Lack of qualified human power has been responsible for the absence of sound strategic planning, monitoring and evaluation all potentially hindering good governance. A study conducted by Makanyeza (2013) in Kenya revealed that some of the critical institutional challenges facing service delivery at the level of local authorities include limited skilled manpower and resources. According to the interview made with the village farmers and researchers observation, there is ample manpower both at tabia and at village level. Thus, compared to the then periods, there is a good launching in having adequate manpower at tabia level, but the question that can be posed is up on their competency?

With regard to this, interviewee from tabia land committee claimed that:

*“I am grade three and I have been working as a tabia land committee since the past three years and surprisingly, the trainings I took so far are merely two times for two days from the woreda”. There are some issues that need clarity in the land law, but they simply impose us to implement it without enough training”.*

The land committees both at tabia and village level are not only unqualified, but also they do not get adequate training. They have an immense power and functions, which indeed is incompatible with their education level. In a similar vein, the Department for International Development (2007) found lack of competence and capacity to properly implement policies and regulation in Ethiopia as the bottlenecks in ensuring good governance in the public sectors.

With regarded to woreda desk, given the responsibilities and roles it has given it is found understaffed. The researcher had observed when an expert on land use planning works as a complain focal point and a lawyer at the same time. Moreover, as per the structure of the BPR, the land desk is required to have professionals of agricultural economics, natural resource management, management and agro business, but the woreda civil service was unable to recruit those professionals yet. Besides, it is worth noting that due to the sensitivity of the issues of land it is better to have a responsible body that keeps and organizes the files of the woreda land administration. However, it was observed that there is lack of responsible body that keeps and organizes the files in the woreda desk. In other words, storekeeper is lacking in the woreda desk. The files were put haphazardly here and there. Some of were shabby and torn out.

In addition to the above, lack adequate resource is also another challenge in the study area. According to the informal interview made with head of the woreda land desk, like to the other sectors, the woreda has not been given a due emphasis in terms of finance yet. Let alone at tabia level where unpaid individuals and an administration with no formal budget performs the tasks of land administration, there are no adequate materials, for example, means of transport and communication for supervision of activities, computers, and stationary materials at the woreda desk. Similarly, USID (2013) found that land administration at the regional and local levels is constrained by a shortage of trained staff and finance, exacerbated by the intent to decentralize land administration to land administration committees at the woreda and kebele levels without always providing sufficient resources.

**Weak coordination of stakeholders:** Land administration needs solidarity of different individuals and offices. So far, the woreda land administration has accomplished its tasks in

collaboration of various stakeholders. For instance, land committees, land tribunals, the tabia councils and cabinets, local militia and the former rural land administrators of Tigray locally known as “*nay seban shewaten meret shimagle*”, woreda desk and woreda court are among the stakeholders which are expected to deal with land issues.

However, notwithstanding the achievements made so far, focused group participants noted that weak coordination among the tabia and village land committee and tabia land tribunal, the tabia administration and the local militia are among the challenging issues in the service delivery of the woreda. In this regard, focused group participants further pointed out that one of the hurdle in implementing decisions over land and related issue is because the local militia and the then “*meret shimagle*” of the villages don’t work jointly if they are required to submit a plot of land which given for somebody in case of transfer, redistribution and allocation. Similarly, the Department for International Development (2007) found that coordination and integration among different stakeholders as a setback for inefficient service delivery to the rural community.

**Weak education system:** Public education be it formal or informal has viable role in the implementation of development policies and strategies. Realizing this, GOE has already reiterated in its GTP to scale up and empower the participation of the public in the formulation, implementations, monitoring and evaluation of the policies and service delivery via educating the public. In view of this, the land administration is one that a due emphasis has been given in the plan period. However, unlike to the other sectors, the land administration has been remained the most challenging issues in the last three years. In this regard, focused group participants claimed that:

*“One of the giant problem is the farmers don’t know the policies, laws, proclamations and rules and regulations of land. If you don’t know what the law says, you can’t demand your rights and also you can’t realize what went wrong and right”.*

In the same vein, the Department for International Development (2007) found lack of awareness among the people (especially, the rural community) about existing policies, laws, regulations, their right and obligations the underlying factors that retard the

performance of good governance in fighting poverty in local governments of Ethiopia. Most of the focused group discussion participants also confirmed that informal education that local government has been delivering is more of how to improve sanitation, how to use the agricultural technologies than empowering to know policies and strategies and their rights and duties of the farmers.

**Weak monitoring and evaluation:** A monitoring and evaluation scheme is critical for assessing the effectiveness of measures to eradicate hunger and poverty. Cognizant of this fact, the woreda under the study has established systems that monitor and evaluate the performance of land administration. At woreda level, the land desk is monitored and evaluated by woreda Finance and Economic Development Office and the standing committee of woreda council. Similarly, the tabia council via its standing committees monitors and evaluates the performance of the tabia land committee. There are also reporting mechanisms, for instance, the tabia land committee reports monthly to the tabia administration and they are evaluated accordingly by the tabia council. The participation of the mass associations in the evaluation of the reports of the tabia land is also worth mentioning in this regard.

However, one of the daunting challenges in this regard is the tabia council cannot technically evaluate the performance of the land administration due to lack of knowledge and skill (Fenta, 2008; Meskerem, 2007). In similar vein, the speaker of the woreda council noted not only capacity of the councils is the challenge, there is also no continuous monitoring and evaluation, for instance, the standing committee of the woreda council conducts a field visit in tabia sectors only if it reported there is a problem. It is worth noting that that monitoring and evaluation is a continuous process from the outset up to the end where the concerned offices scale up their best practice and learn from their pitfalls. Despite this, performance of the woreda Vis-a-Vis monitoring and evaluation in the land administration of the woreda is reactive. Similarly, AfDB (2009) found that the dearth of sufficient capacity to monitor and evaluate the progress and implementation of the local service delivering sectors is a daunting challenge towards the realization of good governance in Ethiopia.

## CHAPTER SIX

### SUMMERY, CONCLUSION AND RECOMMENDATIONS

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*The objective of this chapter is to summarize the main findings of the research as discussed and analyzed in the preceding chapters. The findings are drawn on the basis of interview with key informants, focus group discussion, survey questioners and document survey which reveal the performance of good governance pertaining to transparency, accountably and responsiveness. Besides, this chapter provides summery, conclusions and recommendations towards reorienting the implementation of good governance in the land administration.*

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#### **6.1. Summery and Conclusion**

Good governance is a prerequisite to sound national development. Realizing this, the GOE has expressed its commitment and zeal towards ensuring good governance thereby to bring a fast growing economic development. This research was mainly aimed at assessing the performance good governance in land administration from transparency, accountability and responsiveness perspectives.

In view of the objectives of this study, the finding from the perception, feeling and experiences of the respondents on the performance of good governance in land administration of the woreda is concluded as follow.

The study reveals that there are easily accessible land conflicts resolving institutions in the study area. The performance of the woreda in establishing accessible land institutions is encouraging. Rural land committee at tabia and kushet/village level, land tribunals and the woreda desk are in place in a way that the respondents can easily access them. Not only this, the process that disputes and conflicts over land are addressed is also clear than before. This was the good steps forward of the land administration of the woreda. Because the role of these institutions in tackling conflict and dispute over land thereby ensuring good land governance is undeniable. However, there is a concern with regard to the competency of these institutions especially the competency of the rural land committees both at tabia and

kushet level and the land tribunal in which much powers and functions are given without having enough education.

Notwithstanding the efforts made so far in promoting transparency in the land administration of the woreda, absence of guidelines, unclear land laws and obscure role and function of local administration have been remained as daunting challenges in this regard. Similarly, Haftom (2011) found that lack of clear legislations/rural land laws under the category of institutional problems are causes of rural land disputes and bad rural land governance.

The finding shows that the land laws, rules and regulations are not accessible to the rural community. It is obvious that without out knowing what the land laws, rules and regulations say that service users are unlikely to demand their rights. Despite that, majority (64.3%) of the households and focused group participants confirmed that it is hardly possible to access land laws, rules and regulations. One of the difficult issues to rural societies where majority of them are illiterate is lack of information on the land law. According to Samsudin (2011), inadequate knowledge of the local land administrating agencies coupled by high literacy rate of the rural societies is one of challenge of good land governance. Thus, lack of adequate print laws, lack of commitments and top -down policy implementation could be among the bottlenecks of ensuring transparent operation systems in the land administration in the woreda under the study.

The study also underscores albeit it is not remarkable, an improvement on the openness of the decision making process of land administration has been seen since the last three lapsed years. There is encouragable progress on publicizing land information at the center of the tabias, religious institutions and public meetings especially on the issues of land that are to be redistributed and allocated. Despite that, there is still high concern on the decision making process over communal land demarcation and land use. After all, most of the communal lands in the study area do not have clear boundary. Apart from this, what makes this issue terrible is that the there are many individuals that have a power to have a say on communal lands without clear guideline. The involvement of tabia councils, chief tabia administrators and tabia managers in a fragmented way has been complicating the openness of decision-making process in this regard.

The appointment and dismissal of land administration of workers especially at the rural land committee is at satisfactory level where their appointment and dismissal is made public to the people. However, although there is a good start in making public on the appointment and dismissal of land administrators public, there are still problems on it due to party interference and personal tie of individuals with the executives. The chief of the tabia administrators and chief woreda administrator hegemonic role is worth noting in this regard.

Computerization of land records is under developed in the woreda desk. The files of the farmers are recorded in an old and shabby document. One cannot easily identify files related to land and some of them are torn out and lost. This has hampers the service providing individuals not to give a speedy service in one way and becomes formidable to ensure accountability on the other way. Computerization strategies are very useful for supporting public information access policies as they can significantly improve storage, access, retrieval and sharing of data, both spatial and textual. In sum, despite the progress of the woreda vis-a-vis transparency is a good step forward, transparency and information are not enough yet.

With regard to accountability, regardless of their robustness formal and informal accountability mechanisms and tools are in place. However, the performance of the land administration in performing accountability is not yet satisfactory. The accountability mechanisms and tools were poorly utilized which means these mechanisms has been remained nothing rather than giving lip service. Accountability mechanisms and tools are not an end by themselves if are not accompanied by strong commitment.

To ensure administrative accountability, not only the local councils should strong enough, citizens should also directly take part in monitoring the service delivery process. In spite of that, in one hand, members of the councils in the woreda under study are expected to act in accordance with party lines rather than being accountable to their constituents or to their conscience due to the intervention of the woreda head and tabia heads. On the other hand, woreda and tabia councils are rubber stamps to the executives than standing on the behalf of their constituents to account the service providers. In this regard, focused group participants and key informants noted low capacity of councils, low public participations and lack of information as hindrances in ensuring accountability. Similarly, Yilmaz and Venugopal



(2008) found that low capacity of local councils, lack of information on how and where to lodge complaints, absence of protection for whistle blowers and low civic engagement as for ensuring accountability in service delivery of the Ethiopian local government. Thus, in the presence of the above problems it is unlikely that the service providing individuals to be accounted.

The 1995 constitution of the FDRE, the package of good governance and the rural land proclamation of Tigray regional state vividly stipulates that any public official on public duty is accountable downward to its constituents. Despite that, accountability in the land administration of the woreda is up ward either to the party or to their boss. According to Mulugeta (2012), the survival of the local officials in Ethiopia is determined not by satisfying the interests of the people, but by satisfying the upper government. Overall, the performance of the land administration with regard downward accountability is lacking.

The performance of the land administration with regard to responsiveness has also remained dissatisfactory. A responsive service-providing agency should reactive, sympathetic, and capable of feeling the public needs and opinions. Since the demands and needs of the society are dynamic, there is a need for systematic and continuous approach to understand and take actions as per the demand of the people. Although the woreda land administration seems to insulate mechanisms to determine the demands and needs of the rural community especially the poor, the reality on the ground is the vice versa. Procrastination wittingly or unwittingly is well entrenched in the land administration institutions. Although there is a good start than before in fulfilling the demand of the rural community particularly women, youths and disabled people, its overall quality has remained unimpressive yet. The reason for this could be weak coordination among the stakeholders, for instance, the land tribunals, land committees and the security in investigating and enforcing decisions. Besides, absence clear service standards, attitudinal problems connected with corruption, poor documentation are among the major the impediments of responsiveness in ensuring good governance in the land administration of the woreda. Furthermore, lack of incentives to the land committees is one of the daunting challenges towards responsiveness.

By and in large, the research found the commitment towards ensuring of good governance in the woreda is merely in talk than in practice. Its performance in the land administration is found low and disappointing to many of the rural community of the woreda. Good governance conferences, meeting and public forums are scanty. Although the package of good governance under the civil service of Tigiray underscores that good governance issues should boldly get a due emphasis in the woreda administration, surprisingly, the woreda and tabia administration were used the agenda of good governance for calling the people to another agenda like to discuss on agenda of public duty than using as an end by its self. Hence, in one way or the other way, the level of good governance in the land administration of the woreda is low.

In sum, the performance of good governance in land administration of the woreda is hindered by lack of qualified man power and in adequate resources; weak coordination among stakeholders; weak implementation capacity; weak public awareness coupled by weak education system; absence of strong monitoring and evaluation mechanisms and corruption.

## **6.2. Recommendations**

Based on the findings of the study and conclusions made, the following recommendations and policy implications are forwarded to different level of decision makers and potential researchers in the area.

- The result indicates that there are accessible land institutions that the farmers can take service until to their village /kushet. However, there are several units involved in land administration, with overlapping roles and responsibilities. Thus, the agency of rural land administration and the woreda desk should clearly set the roles and functions of the tabia administration. Not only that, the woreda should clearly communicate and create awareness on the roles and responsibilities of tabia administration and land committees, land tribunals and the other stakeholders by creating horizontal coordination frame work.
- Besides, the result indicates that land laws and regulation are not accessible to majority of the rural people. Not only they are physically inaccessible, they are also not communicated. Thus, the regional government should deliver both short and long-term trainings on land law, rules and regulations to at least to the tabia land committees. And,

then the woreda land desk with collaboration of the other stakeholders should educate the rural mass along with the Adult- Education Program and with the farmers training program.

- Moreover, the woreda desk should use the newly established government teams like network, development team and cell as a center of education on the land laws, rules and regulations and information dissemination to boom up the awareness of the societies thereby the people will clear with the operation of the land administration.
- Besides, to promote transparency, the Tigray region like the Amhara region should introduce and use the modern and scientific international cadastral system via GPS to demarcate land there by to tackle the complains that arise over land ownership and land use.
- The woreda should continue with civic education campaigns on the good governance agenda to make the people aware of its implications on their lives. This will in turn empower the people and be able to hold their service providers accountable. In line with this, the representatives of mass associations like youth, women and peasant associations both at woreda and tabia level should empowered to engage in evaluating and monitoring the service delivery process of the land administration.
- The majority of the woreda council and tabia councils are unpaid and with no offices. Thus, the woreda government should introduce positive incentives to the office of councilors so that they should be dedicated to the job for which they are elected.
- The woreda should set a code of conduct for land administration workers. The code should embrace all staff to apply a high level of commitment, and to act with dignity and honesty in all aspects of work adhering at all times to this code of conduct with the aim of contributing to the government's efforts to achieve sustainable progress and justice.
- The other facet of the finding is responsiveness, which its performance in the woreda land administration is underperforming. Lack of incentive to the land committee is the daunting challenge in this regard. Thus, like the land tribunals, the woreda should give an incentive to the land committees. This could motivate the land committees to serve the people in speedy and honest way. Besides, it was found that there are no service standards on the land administration. Due to this, the range of time to implement a single case took up to three years. Hence, the woreda desk should set service standards and

service standards should publish and communicate in the center of the tabias, farmers training centers and the religious institutions.

- Furthermore, to minimize the transaction costs of the farmers the woreda desk and woreda court should work jointly investigating and finalizing the case of the farmers going down to the center of the tabia and villages.
- Corruption was also found as major hindrance of good governance in the land administration. Tackling corruption in the land sector is intrinsically linked to improving its governance (FAO, 2007). Thus, the Regional government of Tigray should follow the Botswana land policy against corruption that is “naming and shaming” of those involved in corruption in front of the public like in the religious and public institutions. In line with this, the public should be inculcated, as they are the driving forces and the watchdogs in the struggle against corruption via monitoring, checking and exposing and corruption and this should be with full protection and incentives for whistle blowers.
- Poor coordination and communication systems are also the problems identified in the land administration office. Thus, to avoid this, the woreda desk should prepare different manuals, plans, guidelines and directives for stakeholders. This may solve the problem of communication barriers among different actors in the land administration by creating awareness.
- The study also underscores that the overall performance of good governance is at its infancy stage where much is left to be done with. Thus, the regional government should set of good governance related rules and regulations that have mandatory legal backing where input from the regional government are considered for their implementations. A strong political commitment and acceptance good governance by the politicians should be the underlining bases for realizing good land governance in the woreda.
- Finally, the researcher highly presumes that in spite of its role in the development of the country, little attention is given to good governance research. Hence, good governance should be assessed not only from transparency, accountability and responsiveness, but also from the other principles of good governance. Therefore, the study suggests that to investigate the performance of the good land governance and in order to fully indentify the role of good governance in land administration is left to other interested researchers for further study to obtain relatively fully conclusive results.

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# APPENDICES

## Appendix I

Mekelle University

College of Business and Economics

Department of Management

Post Graduate Program in Development Studies

Household Survey Questionnaire to be filled by Households Heads

### Introduction

A postgraduate student (development studies) in Mekelle University for partial fulfillment of Master Degree prepares this questionnaire. The aim of this questionnaire is to collect data about “The Performance of Good governance at Local Level: The Case of Naeder Adet Woreda, Tigiray, Ethiopia”. The information you provide me is believed to have a great value for the success of this research. I kindly request you to spare some of your precious time for filling this questionnaire. In line with this, I confirm that all data will be used for academic purpose and will be analyzed anonymously and you are not exposed to any harm because of the information you give. Finally, I highly appreciate in advance to your kind cooperation in providing the necessary information. Thank you!

General instruction:

Please put (✓) that appropriately represents your response in the multiple-choice questions.

2. For the open-ended questions, please write your response on the space provided.

### Section I: General questions

1. Age of the respondent \_\_\_\_\_ years

2. Education status

1. Illiterate

5. Preparatory

2. 1-4 grade

6. Certificate

3. 5-8 grade

7. Diploma

4. 9-10 grade

8. Degree & above

3. Household type

1. Male headed

2. Female headed

Section II. The Performance of Transparency, Accountability and Responsiveness in Land Administration.

A. Transparency

The following items are intended to assess transparency of land administration in your tabia. Please, respond by putting the tick (“√”) to the response that best represents your degree of agreement with one of the five alternative rating scales given below.

(SA) = Represent Strongly Agree =5 (A) = Represent Agree =4 (UN) Undecided =3 (D) = Represents disagree =2 (SD) = Represent Strongly Disagree =1

	Descriptions	Rating Scale				
		SA	A	UD	D	SD
4	Laws, rules and regulations about land are easily accessible to the public.					
5	Your land administrators are committed enough to aware you the land laws and proclamations.					
6	All written records land including minutes of proceeding of meetings is made available to the public.					
7	The decision making process on land use, land distribution and allocation is made in a clear way.					
8	Institutions to resolve land conflict like the land tribunals and land committee are accessible to the public.					
9	The way land disputes are solved is clear.					

10	It is based on public knowledge that the land administration officials are appointed or dismissed.				
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11. How do the people like you are informed regarding land information? You can choose more than one.

1. Through public meeting in tabia  2. Through the DA in conducting development activities  3. In religious ceremonious  4. I don't know

If there is any other means of communication, please specify here.

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12. Provide any other comment on the level of transparency of land administration.

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#### B. Accountability

Please, indicate your level of agreement on the accountability of the land administration using the following indicators

	Descriptions	Rating Scale				
		SA	A	UD	D	SD
13	Land administrators are answerable downward to the people					
14	Land administrators are accountable upward to their party leaders					
15	There are complaint and grievance handling mechanisms					
16	Your land administration officials are committed to justify for any failure of their action					

17	In case of loss of confidence, people can sanction or punish land administration officials					
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18. Do you have a full confidence to question your public officials 1.Yes  2.No.

19. If your answer to question No.18. is yes ,what are the mechanisms that people like you uses to make the government officials accountable in your tabia ? You can choose more than one.

1. “Gingema”  2.Suggetion box  3.Consultiton with local councils  4. land tribunals

If there are others accountability mechanisms, please mention here.

19. If your answer to question No. 18 is no, why? Justify it.

20. Provide any other comment on the practice of accountability in you land administration.

### C. Responsiveness

Indicate your degree of agreement towards the responsiveness of land administration in service delivery using the following indicators.

	Descriptions	Rating Scale				
		SA	A	UN	D	SD
21	Mechanisms are in place to determine the people’s need and demands					
22	The decision making process is given within reasonable time frame work					

23	The land administration workers gives due attention to the problem of the society					
24	There is trust between the people & land administration workers					

25. Please, provide any other comment on the level of responsiveness.

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Section III. The Perception of community on the level of good governance in land administration.

26. What is good governance to you?

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27. Does your tabia administration explain the importance of good governance to the public like you? 1. Yes  2.No

28. If your answer to question No.26 is yes, how frequent it is?

1. Always  2.Usually  3.Sometimes  4.Rarely

29. Have you ever attended any good governance awareness raising meetings, trainings and workshops during the last 3 years?

1. Yes  2. No

30. If your answer to question No. 29 is yes, many times did you participate

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31. As per your perception, how do you evaluate the commitment of Woreda land administration workers toward ensuring good governance?

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## Appendix II

### Interview for Woreda and Tabia land administration workers

#### 1. General perception of land administration workers on the level of good governance

1.1. Do complete documents related to the good governance package reached this implementing body on time.

1.2. Does your woreda provide you any trainings and educations on good governance implementations to you so far? How frequently are delivered to you?

1.3. How do you express the clarity of policies, laws, rules and regulations of land?

1.4. Does your mandates and responsibilities are clear.

1.5. Do your woreda delivers you enough capacity building trainings on the land and land related issues?

1.7. How do you perceive the level of good governance in your land administration?

#### 2. Transparency

2.1. How do you express the level transparency of land administration sector service delivery in terms of accessibility to land information to the all land users ,openness in decision making process and utilization of resources {private and communal resources and access and openness land dispute resolving institutions

2.2. What mechanisms and tools are in place to promote transparency in the land administration?

#### 3. Accountability

3.1. How do your institutions account for land allocation and utilization of resources?

3.2. What accountability mechanisms are in place in your institution to promote good governance?

#### 4. Responsiveness

4.1. What mechanisms are in place to ensure responsiveness ?

4.2. What do you do if there is misunderstanding by the claimants and if immediate solution is not possible?

4.3. What do you do if there is misunderstanding by the claimants and if immediate solution is not possible?

4.4. How long does it take to dispose a single case?

5. Factors that inhibit or promote the performance good governance

5.1. Would you please mention the major success to date because of good governance implementation?

5.2. Mention some of the challenges for good governance implementation. What solutions do you suggest for the challenges encountered?

### Appendix III

#### Interview for Woreda and Tabia Councils

1. Perception of the councils on the level of good governance

1.1 Do the woreda provide you trainings and educations on good governance implementations to you so far? How frequently is conducted?

1.2. As representative of the people, it is your responsibility to inform and consult the people on land laws and regulation .did you conduct this in your previous working years.

1.3. What is your view regarding the accountability of the land administration workers?

1.4. To what extent is the responsiveness of the land administration workers to the people?

1.5. What mechanisms and systems are in place to ensure accountability and responsiveness?

1.6. In your opinion, what things do hamper good governance practice in land administration? What solutions do you suggest to tackle the problems?

1.7. Eventually, what is your general perception on the performance of good governance in the land administration?

## Appendix IV

### Interview for Local Residents

1. Perception on the level of good governance

1.1. What is your level of understanding regarding good governance practice in land administration?

1.2. Have you ever attended any training /awareness creating regarding good governance by the woreda/tabia? If you yes, how frequent is given ?

1.3. How do you express the level of good governance at land administration?

1.4. How do you evaluate the commitment of the land administration officials towards forging good governance?

2. Transparency

2.1. To what extent is the level transparency of land administration sector in terms of the following issues?

- Accessibility of land information
- Openness of decision making process over land service delivery
- Accessibility land dispute resolving institutions/ mechanisms
- Openness of the dispute resolving institutions

2.2. Do you feel free to ask/demand information about public documents?

2.3. What is your perception regarding your right to take part in discussions and public hearings of land issues?

2.4. Do you know when the land administration officials are appointed or dismissed?

2.5. Over all, what is your perception regarding the level of transparent working procedure and its applicability of the land administration?

### 3. Accountability

3.1. How do you express the degree of accountability of the land administration sector?

3.2. What systems and tools are in place to ensure accountability in the land administration?

3.3. What is your opinion regarding the applicability of accountability mechanisms and tools?

### 4. Responsiveness

4.1. To what extent is the level of responsiveness in land administration sector in your tabia?

4.2. In your opinion, how do you explain the land administration responsiveness to the need, interest and claim of the public with regard to land and land related issues? In terms of their commitment, capacity and time?

4.3. What grievance and conflict handling mechanisms are in place to tackle the issue of local community?

5. Factors that inhibit the performance of good governance in the land administration service delivery.

5.1. In your opinion, what do you think are the challenges towards ensuring good governance in the land administration?

5.2. What solution do you suggest for the challenges encountered?

## Appendix V

### Questions for Focused Group Discussions

1.1. What is your level of understanding regarding good governance practice in land administration?

1.2. Have you ever attended any training /awareness creating regarding good governance in your woreda? If you yes, how frequent is?

1.3. How do you express the performance of good governance in the land administration?

1.4. How do you perceive the commitment of the land administration officials towards forging good governance? At woreda and tabia level

1.6. How do you evaluate the capacity and adequacy of the land administrators?

#### 2. Transparency

2.1. How do you express level transparency of land administration sector in terms of the following issues?

- Accessibility of land information to all people
- openness of decision making process of land service delivery
- accessibility dispute resolving mechanism related to land
- openness of the dispute resolving institutions
- clarity of land laws ,rules and regulations
- applicability of land laws ,rules and regulations

2.2. What is your opinion regarding your right to take part in discussions and public hearings of land issues?

2.3. Over all, what is your perception regarding the transparent working procedure and its applicability of the land administration?

#### 3. Accountability

3.1. How do you express the degree of accountability in your land administration ?

3.2. What happens when either the councils or executives fail to discharge their responsibilities?

3.3. What systems and tools are in place to ensure accountability in the land administration?

3.4. What is your opinion regarding the applicability of accountability mechanisms and tools?

#### 4. Responsiveness

4.1. How do you express the degree of responsiveness land administration in terms of time and quality of response?

4.2. In your opinion, how do you explain the land administrators responsiveness to the need and claim of the community vis -a`-vis land and land related issues?

4.3. What grievance and conflict handling mechanisms are in place to tackle the issue of local community?

#### 5. Factors that inhibit performance of good governance in the land administration

5.1. In your opinion, what do you think are factors that hinder the performance of good governance in the land administration?

5.2. What solution do you suggest for the challenges encountered?