

Examining the Implementation of Good Governance Pillars: Public Participation, Effectiveness and Efficiency in Rural Land Administration of Enebsie-Sar-Midir District

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Abstract

This study is aimed to examine the implementation of good governance pillars in rural land administration of Enebsie-sar-midir district of Amhara region. Specifically, this study is to investigate public participation, effectiveness and efficiency application of good governance principles in land administration because those pillars accomplish sustainable development in rural society. To attain its objective, the study employed a mixed research approach with exploratory strategy of inquiry. Data were collected by employing tools such as key informant interview, semi-structured interview, group discussion, and questionnaires. Purposive and simple random sampling by 193 household heads, thematic and descriptive analysis were undertaken. The study found that weak implementation of good governance pillars; low public participation, less effective and efficient service delivery, low accountability mechanism, and poor transparency of information in the study area. Likewise, corruption, weak monitoring and evaluation, inadequate institutional capacity, and the like were the factors which impeded the overall implementation of good rural land governance. Based on the finding of this study, setting up active public participation, provide effective service delivery, strong accountability and transparency mechanism is commended.

Keywords: Effectiveness and efficiency; Good governance; Public participation; Rural Land.

1. Introduction

Effective governance in the public sector encourages better decision-making, efficient use of resources, accountability; improve public sector performance, and tackling corruption (International Federation of Accountants IFAC, 2013). Good governance depends on public participation, accountability, transparency, provide basic services in an effective and efficient manner to the public, managing problems effectively and giving response in the proper time and satisfactory manner to the society (Abraha, 2016).

Good governance is the heart of good land administration. It is central to the delivery of appropriate, effective and efficient land administration in both developing and developed countries. Thus, the application of good governance in land administration helps to maintain social, economic and environmental issues (Williamson et al., 2008).

However, the land sector is exposed to corruption and rent seeking and it is being one of the sectors most affected by bad governance (Weldeabrha, 2017). In this regard, most of the developing countries land administration suffers from the malpractice of good governance principles (Birhanu D., 2014). Kironde (2009), argues for an urgent need to improve governance in the land sector to ensure economic sustainability, poverty alleviation, and peace and security.

Good governance is not considered as an end by itself rather it is taken as a means to achieve human right, economic growth and development, effective and efficient service delivery to the public, and fight corruption (Gisselquist and Rachel, 2012). But, the main challenge for African countries remain how to sustain positive socio-economic outcome due to structural transformation process via the implementation of good governance pillars (United Nation Economic Commission for Africa UNECA, 2016).

Good governance is not an option for Ethiopia, but a compulsory one to be critically ensured and the country has put to ensure good governance at different levels and deep down to the grass root level. Growth transformation plan II also gives emphasis to good governance and plans the strengthening of accountability, transparency and participation of citizens in the development process (National Planning Commission NPC, 2016).

In contrast to this, there is still a lack of focus on good governance at local level especially in conflict prone-rural land administration (Weldeabrha, 2017). Furthermore, Shimelis (2015) stated that governance performance cannot reach at a reliable stage of development due to the problem of implementation of good governance pillar at the grass root level.

Ethiopia has a federal structure that provides autonomy to the regional states and local levels in terms of socio-economic and political activities including the administration of land (Imeru, 2010). At the same time, Amhara Regional Rural Land Administration Proclamation No.133/2006 explicitly states this delegation process to the local administrative units (Amhara National Regional State ANRS, 2006). This organ is responsible for land administration in the framework of delegation. However, the mandates related to the administration of land to lower level of government organs are neither supported by sufficient policy implementation guidelines nor laws and frameworks that give adequate authority. The regional state usually implements by using unpublished administrative directives. These directives often change quickly without public notice. As a result, the implementation of land policy and legislation has not led to the expected level of public participation on the basis of defined legal framework Deininger *et al.* (2012).

On the other hand, the local institutions lack capacity for implementing good governance principles. Thus, examining the application of good governance principles is necessary. The principles of public participation, effectiveness, and efficiency are chosen for measurement indicators and their contribution to good governance practice in the land administration office was taken for analysis. Because, the application of principles improve local institutional capacity and enables to achieve desired outcomes. Similarly, the implementation of good governance pillars in rural land administration is sensitive and challenging, and its analysis at lower tiers of government is essential. From these considerations the researcher is thus motivated by this problem context and the study mainly aims to assess the application of good governance principles in rural land administration and specifically intended to examine the practice of public participation, effectiveness and efficiency pillar in the study area.

2. Review of Related literature

2.1. Good Governance in Land Administration

Land administration consists of land tenure, use, value and development in which the decision making process and effective policy implementation undertaking is referred to as governance in land administration. This governance takes place both in the formal and informal institution. In addition, governance has fundamental contribution for land administration project. Due to this, land administration depends on good governance which plays major role to effective and efficient land administration system (Whittal and Mabesa, 2014). Good governance in land administration is based on a set of principles (Whittal, 2011). Hence, good governance principles such as accountability, transparency, participation, and effectiveness and efficiency, etc should be taken in to consideration for appropriate, effective and efficient land administration.

Good governance with its principle of transparency, equity, accountability, participation, efficiency and effectiveness, and rule of law should be incorporated into land administration so as to protect property rights of individuals and achieving better governance in society (Gyapong, 2009). Similarly, Zakout *et al.* (n.d) stated that good governance in land administration aims to protect the property rights of individuals, enterprises, and the state by take into account the aforementioned principles into land related public sector management. So, principles of good governance in land administration help to ensure the property rights and achieve governance in the community.

Good governance within land administration and land management institution has role for sustainable development both in terms of operational longevity, equitable stakeholder participation, and consistency in law and policy implementation (Burns and Dalrymple, 2008). In addition, good governance has main importance in the organization systems and especially in governmental systems like land administration system and this system to promote economic growth and reduce poverty (Whittal and Mabesa, 2014). Hence, implementation of principles of good governance in land administration system can realize sustainable development.

Land administration system should ensure a pro-poor and gender sensitive agenda and has to give high priority on areas such as achieving security of tenure and it can benefit the poor as well as promote economic development (Food Agricultural Organization FAO, 2007). And, it requires the principles of good governance as a direction towards balancing social, economic and environmental issues (Samsudin and William, 2014). So, application and practice of good governance principles in land administration leads to ensure land tenure for the vulnerable group such as women, poor, disabled, children, and elder people, etc.

Good governance places all decisions on land upon respect for fundamental human rights and ensures that all relevant stakeholders are enables to effectively participate, particularly women and vulnerable groups (Palmer *et al.*, 2009). So, in order to ensure good governance in land sector the participation of these groups also has great significance.

*Good governance in land administration has advantage for economic growth and job opportunities through increase land tenure security, decreases transaction costs and provides incentives for private sector investment, for the poor in terms of favor inclusiveness, cheap and fast access to land registration services, and protect them from illegitimate evictions, for the environment due to land tenure it enables the people to use their land in sustainable manner, for public sector management via bringing land transfer in to formal market and makes state benefit able to land taxation and to prepare land use plans, for conflict prevention and resolution; conflicts over property rights that are due to bribery and fraud can be avoided, for individual citizens and society as a whole through feel more secure and makes sustaining social and political stability (Zakout *et al.*, n.d).*

Hence, the application and practice of good governance principles in land administration is a fundamental point in social, political, economic, security, and environmental aspect of the society.

Effective land governance and ensuring the security of tenure can contribute to improvements in social, economic and environmental conditions (Palmer *et al.*, 2009). Similarly, good governance in land administration plays paramount role for achieving good governance in society in general and protect the land right of vulnerable group in particular (Food Agricultural Organization FAO, 2007). Therefore, implementation of good governance principles in land administration mitigates the problem of governance in the society like resolving disputes before enter into conflict. Similarly, the improvement of good governance pillars in land administration makes this sector effective. On the contrary, weak governance in land administration enables political elites and senior government officials to illegally grab state properties, seeking large bribes in return of leasing or transferring state properties to investors. Often these acts also can seriously affect vulnerable groups whom are unable to defend themselves or unable to demand appropriate compensation

Burns and Dalrymple (2008), Similarly, weak governance leads to land disputes and impedes its resolution under such circumstance it provides opportunities for the powerful to claim the land others (Food Agricultural Organization FAO, 2007). As a result, weak governance will affect the poor in particular and may leave them marginalized and outside the law and it will undermine security of tenure (Burns and Dalrymple, 2008). Therefore, ensuring good governance in land administration is a fundamental issue and is implemented through the application of good governance principles.

2.2. Rural Land Policy and Legislation in Ethiopia and in Amhara Region

The Federal government of Ethiopia has embarked on land policy and institutional reforms since 1997 which has laid ground for establishing and implementing a good land administration system. Accordingly, the first federal Rural Land Administration and Use Proclamation No. 89/1997 legislation was promulgated in July 1997 and it empowered regional states to enact their own rural land administration laws in conformity with federal land laws (Tigistu, 2011). This law delegated to the regional states to administer land (ELAP, 2012). And, Article 40 (3) of the 1995 federal constitution of Ethiopia (Federal Democratic Republic of Ethiopia FDRE, 1995) states that ownership of rural and urban land, as well as of all natural resources, is exclusively vested in the state and in the peoples of Ethiopia. Because land has socio-economic importance, its ownership goes beyond being a mere policy matter as well as inserted in the constitution of Ethiopia but in many countries land ownership is not a constitutional issue (Daniel, 2015). However, the current land tenure policy of Ethiopia to some extent has similarity to that of Albania and China where land is owned by the state or public state ownership and the idea of private lands are either that held by lease or in use (Ethiopia - Strengthening Land Administration Program ELAP, 2012).

The four regional states of Amhara, Oromia, SNNP and Tigray established land administration offices and drafting and passing their respective laws and regulations to implement the federal and regional land laws (Ethiopia - Strengthening Land Administration Program ELAP, 2012; Tigistu, 2011). These regional governments' land laws initiative was taken by Amhara in 2000, followed by other regions, Oromia in 2002, Tigray in 2002 and SNNP in 2003 (Yigremew, 2007, cited in Birhanu (2009)). In the late 1990s and early 2000s the Federal government and various regional governments formulated land administration and use policies and legislation and Tigray and Amhara leading the way (Romano, 2013). The fundamental goal of the land policy and law is to improve tenure security.

The current governing Federal Rural Land administration and land use proclamation No. 456/2005 which replaced proclamation 89/1997 that repealed proc.31/1975 of the Derg period (Ethiopia - Strengthening Land Administration Program ELAP, 2012). This recent revised land legislation reaffirms ownership of rural land to the state but it confers indefinite tenure rights to small holders; provides for the registration and certification of land use rights, provides for land succession and leasing; abolished further redistribution of land, except under special circumstances; and provides for the preparation and implementation of land use plans and the establishment of land administration (Romano, 2013; Tigistu, 2011). Hence, the aim of this land proclamation is for ensuring tenure security, promoting natural resource conservation, and to make efficient and effective land administration in the country.

Romano (2013), Tigistu (2011), and Zemen (2013) stated that based on the changes in the Federal rural land proclamations, four of the major regions have also revised their rural land administration and land use proclamations so as to conform to the federal land proclamation Amhara National Regional State ANRS (2006); Oromia National Regional State (ONRS) (2007); Southern Nations Nationalities and Peoples (SNNP) (2007) and Tigray National Regional State (TNRS) (2007). Likewise, Beneshangul-Gumuz, Afar, Gambella regional states enacted their rural land proclamation (Romano, 2013; Tigistu, 2011).

So, land administration has been decentralized to the regional government even though enactment of broad land policy still vests up on federal government. And, rural land administered by regional state via district while urban land is administered by respective town administrations (Daniel, 2015).

The rural land administration and use laws in the federal ministry of agriculture have noted that the current land administration and land use laws were primarily aimed at the settled agricultural areas of the highlands of Ethiopia in mind mostly in Amhara, Oromia, SNNP and Tigray but the land administration process is not that much applicable to pastoral and agro-pastoral lowlands of the country that predominantly characterized by communal land tenure systems (Romano, 2013; Tigistu, 2011).

Hence, Ethiopia strengthened land tenure and administration program through funded by USAID from 2005 to 2008 and this first stage rural land registration and certification project focused on implementing in the above four

regions (USAID, n.d). This system of rural land holding certification is first introduced in the Tigray region in 1997 subsequently followed by the Amhara region in 2003 and afterward by the Oromia and SNNP regional states so as to reassure rural land holders of their use rights and to promote tenure security (Deininger *et al.*, 2008b). And, the rural land certification program is conducted based on decentralization process through elected Land Use and Administration Committees (LACs) at the village level (Romano, 2013).

Similarly, second stage land administration program (2008-2013) project is designed in Ethiopia to enhance Ethiopian rural land tenure security via improving the legal framework; advancing public awareness on land use rights and obligations as provided in federal and regional state land administration and land use laws (Ethiopia - Strengthening Land Administration Program ELAP, 2012).

These two land tenure and administration projects in Ethiopia have contribution to improve land governance and land administration and strengthen land tenure rights in Ethiopia because the programme supported by USAID which is partnership agreement among donor groups. Hence, a partnership between government of Ethiopia, United States, United Kingdom, and Germany has role to improve rural land governance and support its transparency, improve Ethiopia's legal framework and practices related to rural land administration and land use (Antwi-Bediako and Tia, 2016). So, partnership and collaboration in rural land administration is a means to ensure rural land governance and to implement its rural land administration and use plan.

2.2.1. Rural Land Policy and Legislation in Amhara Region

The Amhara rural land administration and use law was enacted based on proclamation No.133/2006 which repealed proc.No.46/2000. The revised regional land administration proclamation is formulated consistent with federal rural land administration and use proclamation No.456/2005, and contains provisions that take account of this proclamation (Amhara National Regional State ANRS, 2006).

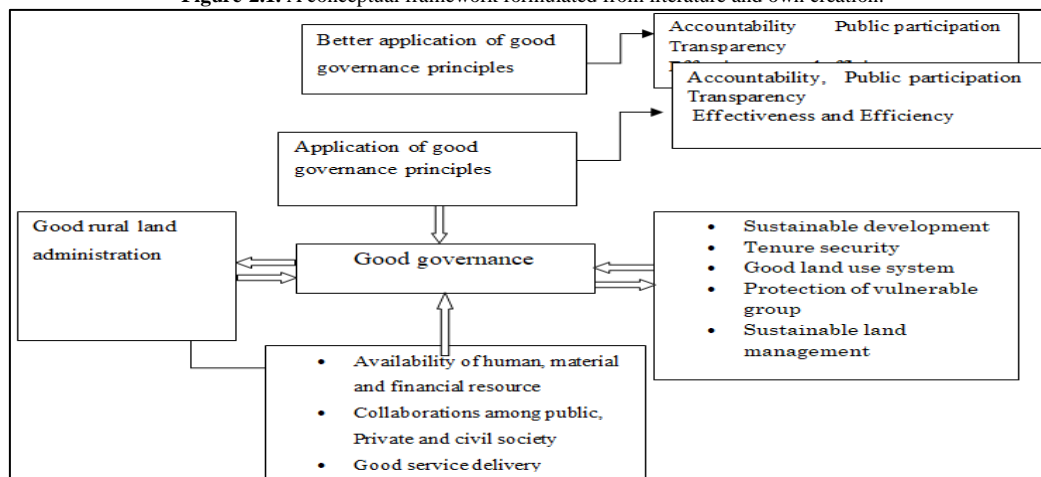
And, this regional proclamation law which treats the issue of expropriation and compensation in its land administration and utilization legislation in accordance with the federal law but Oromia and SNNP do not ensure the above aforementioned issue (Ethiopia - Strengthening Land Administration Program ELAP, 2012). Likewise, in the Amhara region communal holding right is recognized but in the other regions land administration and use laws are not clear whether community held land is eligible for compensation (Imeru, 2010) even Tigray land administration and utilization proclamation No.97/2006 does not describe communal land (Ethiopia - Strengthening Land Administration Program ELAP, 2012). So, the Amhara region land administration law has special circumstance which makes differ from other regional land administration.

Moreover, the aim of the proclamation to provide the rural land administration and use; to maintain its fertility and to be able to transfer to the next generation by using it properly; and to create conducive situation in the region to fully make practical the rights of farmers and semi-pastorals to get and use land freely and not be displaced from it (Antwi-Bediako and Tia, 2016).

Birhanu (2009), stated that the Amhara regional government is a pioneer in initiating systematic land administration system in the country as well as issued its first land administration and use law in order to ensure tenure security and proper resource use. Therefore, Amhara region has made land administration laws in line with federal laws to practice good rural land governance. The revised rural land administration and use proclamation gives priority in land allocation to the disabled, orphans and women who are actively participated in local level formal government land administration institutions and grass root organization (Romano, 2013).

Amhara rural land administration institutionally organized from regional environmental protection land administration and use authority up to the lowest level of kebele land administration institution unit for the purpose of land administration and use. As a result, the proclamation stipulates for the establishment of kebele and sub-kebele land administration and use committee (Amhara National Regional State ANRS, 2006). So, the land law of the region confirms decentralized land administration system. And, (Tigistu, 2011) asserts that the Amhara regional state has established land administration office at kebele level because of the strong political commitment of the regional administration. Therefore, land administration in the region is set up kebele level of governance.

Figure-2.1. A conceptual framework formulated from literature and own creation.



Source own: compilation from literature review

3. Description of the Study area and Research Methodology

3.1. Description of the Study Area

Enebsie-Sar-Midir district is located in Amhara regional state and particularly found in East Gojjam Zone. The study area district town is Mertulemariam which is 180km from Bahir-Dar; the regional capital and also 197 km from Debre Markos. Geographically, this district is bordered in the south Enarge- enawuga district, in the north south Gonder, in the east Abay River and south wollo Zone, and the west Goncha-siso-enesie district. According to office of environmental protection and land administration unit so as to enhance security of holding rights or to reduce land dispute Amhara region has adopted and implemented rural land administration system.

Rural land administration implies rural land holding security is provided, land use planning is implemented, dispute between rural land holders are resolved, and the rights and obligations of any rural land holders are enforced as well as information on farm plots and grazing land of holders are gathered (ANRS, 2006). In line with this, Enebsie-sar-midir district land administration office has been implementing major land administration techniques such as land registration and certification, the transfer of property or use from one party to another (land inheritance), adjudication of doubts and disputes, cadastral surveying and mapping, land value (land compensation), land use, land rent etc.

Enebsie-sar-midir district rural land belongs to household, communal, church, and NGO's land. Accordingly, 32,993 population land holders have registered and certified land, among which 32,131 population land holder under household heads certified land. Out of the total population land holder, 26,314 populations of land holders have got cadastral map (Enebsie-sar-midir district land administration office, 2017).

3.2. Research Methodology

This study employed both qualitative and quantitative research approach through exploratory research design. The nature of the research problem most often determines the methodology of the study. This study aims to examine the implementation of good governance pillar in rural land administration at Enebsie-sar-midir district. Both the views of participants (in words) and attitudes of respondents (in numeric) regarding the problem were measured. Cognizant of this, subjectivity and objectivity study needs mixed research design.

3.2.1 Types, Sources, and Tools of Data

Both primary and secondary source of data were carried out throughout this study. The primary data were collected from key informant interview, semi-structured interview, focus group discussion, and questionnaire. The secondary data, on the other hand, gathered from published and unpublished sources.

3.2.2. Sampling Techniques

This study used both probability and non-probability sampling techniques or purposive sampling for qualitative and simple random sampling for quantitative data was employed for the purpose of this study.

3.2.3. Data Presentation, Analysis and Interpretation

The study was applied descriptive statistics by sequential triangulation techniques. Quantitative data collected from questionnaire was analyzed through the use of statistical package for social science (SPSS) 20 analysis versions and qualitative data was analyzed thematically.

3.2.4. Research Ethics

This article does not contain any studies with animals conducted by any of the authors. All procedures performed in this study involving human participants in accordance with the ethical standards of the individual, institutional, community and national research ethics. Hence, in order to maintain ethics in the research process, after getting permission from Debre Markos University Research and Community service office, the researchers asked participants to get their willingness to be part of the interview. In this regard, kebele and district land administration experts; committees; kebele "yemeret shimagle", and officials', administrative, and ombudsman, women affairs, administrative and security, manager, chairperson, and household land owners were asked for their willingness to allow the researchers to collect relevant data. More importantly, in order to ensure that the results of this research are purely the original works of the researchers, various plagiarism tests, and appropriate citation procedures are followed.

4. Result and Discussion

4.1. Demographic Characteristics of Respondents

Table-4.1. Ages, Sex and Educational status of the Respondents

Variable	Cases	Frequency	Percent
Age	31—40	81	41.97
	41—50	60	31.09
	51-60	41	21.24
	greater than	61	11
	Total	193	100
Education status	Illiterates	108	55.96
	1-8	68	35.23
	9-12	16	8.23
	greater than	12	1
	Total	193	100
Sex	Male	152	78.8
	Female	41	21.24
	Total	193	100

Source: Own field survey data (March, 2017)

The data collected in the above table indicated that 41.97% of the respondents were in 31-40 age groups, 31.09 % were in 41-50 age groups, 21.24% were in 51-60 age groups and 5.7 % were greater than 61 age groups. Hence, the data implied that majority respondents were in 31-40 age groups.

With regard to education status, 55.96%, 35.23%, 8.23%, and 0.53% of the respondents were illiterate, 1-8 grade, 9-12 grade, and greater than 12, respectively. As a result, this statistical data showed that majority respondents were illiterate and this situation influenced the household awareness about how good governance practiced in the land related issue.

Regarding sex, 78.8 % and 21.24 % of the respondents were male and female. So that majority of the respondents were male headed household land holder. In addition to this, the relationship between education status and age of respondents were described below.

Table-4.2. Education status and Age of the Respondents

Education status	Age of respondents				Total	percent
	31-40	41-50	51-60	>61		
illiterate	39	49	16	4	108	55.95 %
	25	11	25	7	68	35.23%
1-8 grade	16	0	0	0	16	8.29%
9-12 grade	1	0	0	0	1	0.5%
greater than 12						
Total	81	60	41	11	193	100%

Source: Own field survey data (March, 2017)

As the above table showed that 108(55.95 %), 68(35.23%), 16(8.29%), and 1(0.5%) of the respondents were illiterate, 1-8 grade, 9-12 grade, and greater than grade 12, respectively. This data implies that majority of the respondents were illiterate or uneducated. And, this illiterate respondents were 49(45.37%) in age group of 41-50, 39(36.11%) in age group of 31-40, 16(14.81%) in age group of 51-60, and 4(3.7%) in age group of greater than 61. Moreover, regarding 1-8 grade respondents were 25(23.15%) in age group of 31-40, 25(23.15%) in age group of 51-60, 11(10.19%) in age group of 41-50, and 7(6.48%) in age group of greater than 61. Finally, with regard to 9-12 grade and greater than 12; 16(100%) and 1(100%) for the former and the latter education status of respondents were in the age of 31-40. Hence, as can be observed from this relationship between education status and age group respondents the data displayed that the majority of illiterate, 1-8 grade, 9-12 grade, and greater than 12 respondents responded in age group of 41-50, 31-40, 31-40, and 31-40, respectively.

4.2. Analysis of Good Governance Principles (Public Participation, Effectiveness and Efficiency)

4.2.1. Analysis of Public Participation

It is one of the basic indicators of democracy and good governance in government. Participation is undertaken through direct and indirect mechanism. Widespread public participation is essential for generating social capital and societal unity. It helps to foster mutual trust between citizens and governments, state and private sector.

Table-4.3. Descriptive Statistics of public Participation in Land Administration Institution

Variable	Cases					Total
	SD	D	NA/D	A	SA	
public participation in decision making practiced in land administration system						
Frequency	38	85	7	42	21	193
Percentage	19.69	44.04	3.63	21.76	10.88	100%
Active public participation undertaken in land administration system						
Frequency	44	80	9	49	11	193
Percentage	22.79	41.45	4.66	25.39	5.69	100%
Availability of stakeholders involvement in land administration system						
Frequency	5	101	32	40	15	193
Percentage	2.59	52.33	16.58	20.73	7.77	100%
Land administration officials and expert conduct collaborative participation with the public regarding land issue						
Frequency	18	91	20	51	13	193
Percentage	9.33	47.2	10.36	26.42	6.74	100%
people like you involved in the appointment or dismissal of local land administrative officials						
Frequency	17	89	12	65	10	193
Percentage	8.81	46.11	6.22	33.68	5.18	100%

Source: Own field survey (March, 2017) NB. SD =Strongly Disagree, D=Disagree, NA/D=Neither Agree nor Disagree, A=Agree, SA=Strongly Agree

As clearly indicated in the above table 4.3 item one , 44.04%, 19.69%, 21.76%, 10.88%,and 3.63% of the respondents replied disagree, strongly disagree, agree, strongly agree, and neither agree nor disagree, respectively to the statement. This data implied that majority of the respondents are disagreed about public participation in decision making practice in land administration system.

Semi-structured interview at kebele and key informant interview participants confirmed that participation of the public in land administration is good. At the same time, focus group discussion participants at kebele land administration committee affirmed but they said that '*there was no suitable environment for public participation*'. In contrast, focus group discussion participants at household agreed that there is low public participation in land administration system like cadastral map preparation. Moreover, these participants said that '*even if public has interest to participate in land administration, there is no conducive environment created to them and women's participation is especially low*'. In line with this, semi-structured interview at kebele, key informant interview, and focus group discussion participants confirmed that women participation directly or indirectly is less practiced. [Amhara National Regional State ANRS \(2006\)](#), land proclamation article 2(4) clearly stated that land administration system shall be based on public participation. And, Ethiopia's vision is to reach middle-income countries in which democracy and good governance are maintained through people's participation ([Ministry of Finance and Economic Development MOFED, 2010](#)). In contrast, limited public participation in Ethiopia's current land administration system can lead potential entry points for corrupt activities to occur ([Samira, 2014](#)).

Hence, the result showed that public participation is low in land administration due to the absence of conducive environment which influenced good rural land governance. Similarly, [Nigussie \(2016\)](#) finding revealed the existence of weak citizens' participation in urban land development and management. This implies that public participation habit is poor in urban and rural land administration system.

As illustrated in the above table 4.3 item two, 41.45%,22.79%,25.39%,5.69%, and 4.66% of the respondents replied disagree, strongly disagree, agree, strongly agree, and neither agree nor disagree, respectively to the statement. This statistical data revealed that the majority of the respondents disagree regarding active public participation undertaken in land administration system.

Semi-structured interview participants at kebele agreed that public participation via public forum is not that much but they are participated and make dialogue with land administration and other management bodies individually for their personal land case. Similarly, key informant interview participants at district said that '*even if public participation in land administration is good but all people do not actively participated*'. Besides, one of key informant interview participants at kebele said that '*inactive public participation during first level land registration programme (giving land holding certificate book) for land tenure evaluation and second land registration programme (cadastral map preparation)is lead to an obstacle to good rural land governance in the contemporary*'.

Moreover, focus group discussion participants at kebele agreed that public participation in land administration became low owing to limited participation environment. Therefore, it can be argued that active public participation is lagging in rural land administration.

As shown in the above table 4.3 item three ,52.33% and 2.59% of respondents replied disagree and strongly disagree while 20.73% and 7.77% of respondents answered agree and strongly agree and the remaining 16.58% of

respondents responded neither agree nor disagree to the statement. This data reveals that the majority of respondents are disagreed regarding the availability of stakeholders' involvement in land administration system.

And, key informant interview participants agreed that stakeholder involvement from other local institutions such as women affair and children, political and community participation, administration, agriculture and rural development, and justice office at district is less practiced in land administration institution. In this regard, one of key informant interview participants at kebele said that *'district management bodies make little discussion with the public in land administration system rather than agriculture, health, and education aspect, etc'*.

Moreover, the abovementioned participants also affirmed that low non-governmental organization participation in land administration system even land investment for transformation programme began in the district for second land registration and certification but did not finish its project activity and withdrew from the project area. However, literature revealed that participation implies the act of engagement of stakeholders at various levels in decision making process related to land issues (Takele *et al.*, 2014). In line with this, Tilahun (2014) revealed that district and kebele level administrative units are given special focus but they lack involvement of stakeholders.

Besides, Melkamu and Shewakena (2010) stated that government and civil society stakeholders need to work together to remove the barriers, and overcome the bottlenecks, to promote and scale up sustainable land management in Ethiopia. So, the study revealed that stakeholders are not actively participating in land administration system in the study area.

As can be observed from table 4.3 item four, 47.2%, 9.33%, 26.42%, 6.74%, and 10.36% of respondents responded disagree, strongly disagree, agree, strongly agree, and neither agree nor disagree, respectively to the statement. This data showed that the majority of respondents disagreed that land administration officials and experts conduct collaborative participation with the public regarding land issue.

Likewise, semi-structured interview participants agreed that collaborative participation of land officials and experts with the public concerning land administration is not well-developed. And, key informant interview participants of kebele *yemeret shimagele* and district experts stated that land officials and experts did not jointly participate with public rather than pushing each other. In line with this, focus group discussion participant of kebele land administration committees said that *'intra-coordinated and inter-coordinated participation with the public is still the main problem in land administration system'*.

However, Amhara National Regional State ANRS (2006) land proclamation article 27(1) stipulates that kebele land administration committees administer the land found in kebele through participation of public, cooperation with the professional assigned in kebele and the district office authority. Accordingly, Kassahun (2010) argues that local governance is the process of interaction between local governments, citizens, and civil society organization. Based on the data there was no coordinated participation with the public in the case of land administration institution and it has harmful effect on good land governance practice.

As depicted in the above table 4.3 item five, 46.11% and 8.81% of respondents responded disagree and strongly disagree and 33.68% and 5.18% of respondents replied agree and strongly agree and the remaining 6.22% of respondents answered neither agree nor disagree to the statement. Hence, the majority of respondents disagreed on the involvement of people in the appointment or dismissal of local land administrative officials.

In relation to this, focus group discussion participants at household confirmed that the participation of rural people in election of land administration committees and kebele executives is low because officials appoint or dismiss each other without the engagement of the public. On the contrary, key informant interview participants agreed that people participate directly through election of kebele land administration committees and indirectly kebele committee that pass decision in land administration system. And, Amhara National Regional State ANRS (2006) land proclamation article 26(1) stated that land administration and use committees should be established through public election in kebeles. The data indicated that people's engagement in election or dismissal of their land administrators is low.

4.2.2. Analysis of Effectiveness and Efficiency

Effectiveness and efficiency indicates that the services and results of land administration system need to meet the requirement of society while making the optimal use of resources. It is described by the rapid reaction of time, simple and short procedure, affordable service cost (Ashenafi, 2015). And, land administration system is effective and efficient while government is able to improve the service delivery to the client and reduce their service cost. This principle of good governance is used as the benchmark to evaluate whether the rural land administration system is in line with good governance.

Table-4.4. Descriptive Statistics of Effectiveness and Efficiency

Variable	Cases					Total
	SD	D	NA/D	A	SA	
quality service delivery within a reasonable time period to the public						
Frequency	41	93	14	29	16	193
Percentage	21.24	48.19	7.25	15.03	8.29	100%
Effective and efficient land dispute resolution mechanism in the disagreement of land users						
Frequency	54	72	8	38	21	193
Percentage	27.98	37.31	4.15	19.69	10.88	100%
Having competent land administration bodies in providing quality service delivery						
Frequency	48	77	9	40	19	193
Percentage	24.87	39.89	4.66	20.73	9.85	100%
Availability of one-stop shops service delivery to the public						
Frequency	83	69	4	25	12	193
Percentage	43.00	35.75	2.07	12.95	6.22	100%
Separation of "front -office " and "back-office in service delivery						
Frequency	51	83	1	42	16	193
Percentage	26.42	43	0.52	21.76	8.29	100%

Source: Own field survey (March, 2017) NB. SD =Strongly Disagree, D=Disagree, NA/D=Neither Agree nor Disagree, A=Agree, SA=Strongly Agree

As shown in the above table item one, 48.19%, 21.24%, 15.03%, 8.29%, and 7.25% of the respondents responded disagree, strongly disagree, agree, strongly agree and neither agree nor disagree, respectively to the statement. This statistical data implied that the majority of respondents disagreed about quality service delivery within a reasonable time period to the public. Therefore, quality service delivery is not provided for the client in the required time.

Semi-structured interview participants at kebele said that 'there is no quality service delivery and there are delays in decision –making process from kebele to district land administration institution but people who have money get quick response'. Likewise, key informant interview participants agreed that land administration institution has gap in terms of providing service delivery. In line with this, one of key informant interview participants at district said that 'there is no good service delivery in the institution as a result of pushing each other/megefafat/ activity in the employees'. In addition, focus group discussion participants at household agreed that people do not get service delivery within a reasonable time frame for land related question, there is even too much delay to get response.

Furthermore, one of the focus group discussion participants at one kebele land administration committee said that 'community or people do not acquire service within the required time, especially the poor do not get quick service compared to the rich who get service because of pushing factor from district and kebele expert towards land administration committee'.

In line with this, [Weldeabrha \(2017\)](#) stated that there is discriminatory treatment in public service delivery in land administration. But, District level Decentralization programme in Ethiopia at district and kebele is institutionalized to promote good governance and effective provision of service delivery at the local grass root level ([Abraham, 2014](#)). Therefore, it can be argued that ineffective service delivery is undertaken in local land administration institution. Similarly, [Dinka et al. \(2016\)](#) finding in urban town showed that there is ineffectiveness and inefficiency of land administration bodies in delivering services to the public. This implies that service delivery activity is ineffective in urban and rural areas.

As illustrated in the above table item two, 37.31%,27.98%,19.69%,10.88%,and 4.15% of the respondents replied disagree, strongly disagree, agree, strongly agree, and neither agree nor disagree, respectively to the statement. This data indicated that the majority of respondents disagreed about the existence of effectiveness and efficiency of land dispute resolution mechanism in the disagreement of land users. As a result, conflict over land tenure is not solved in effective and efficient manner by the concerned bodies can lead to weak land governance.

Semi-structured interview participants agreed that land user disagreement is not resolved in effective and efficient manner owing to lack of commitment and delayed decision in kebele land administration committee and *yemeret shimagele*. Similarly, some of key informant interview participants of land expert at the ground said that '*yemeret shimageles are looking in to personal interaction with conflicting parties rather than resolving the conflict effectively and efficiently*'. In line with this, one of kebele land experts said that '*land administration committees became the source of violent conflict in the land user parties*'.

However, potential source of conflicts are handled in a consistent basis and the institutions to resolve disputes and manage conflict need to work effectively to ensure land governance and social justice (Deininger *et al.*, 2012). Therefore, effectiveness and efficiency in resolving conflict over land tenure is not well-developed in the land administration institution. Haftom (2011), finding confirmed the existence of improper rural land dispute settlement mechanism in Tigray region.

As depicted in the above table item three, 39.89%,24.87%,20.73%,9.85%,and 4.66% of the respondents answered disagree, strongly disagree, agree, strongly agree, and neither agree nor disagree, respectively to the statement. This data showed that the majority of respondents disagreed regarding the issue that competent land administration bodies in providing quality service delivery in the district. Therefore, there is weak governance of land because of lack of competence of the land administration bodies in delivering service with regard to land administration system.

In this regard, semi-structured interview from some kebele councils, key informant interview, and focus group discussion participants confirmed that there is lack of capacity available in kebele land administration institution in order to provide effective and efficient service delivery. Also, one of the semi-structured interview participants at district level from civil service officials said that land administration office compared to other sector evaluation or efficiency registered too low score while it got yellow color as civil service standard. However, the effectiveness of land administration depends on capacity building (Zakout *et al.*, n.d). Therefore, capacity problem at the ground level made ineffective land administration which implied weak governance. Also, Tigistu (2011) revealed that the regional land administration agency has weak capacity in implementing the regional land administration and use laws.

As can be seen in the above table 4.4 item four, 35.75%,43%,12.95%,6.22%,and 2.07% of the respondents replied disagree, strongly disagree, agree, strongly agree, and neither agree nor disagree, respectively to the statement. This data clearly witnessed that the majority of the respondents strongly disagreed concerning the availability of one-stop shops service delivery to the public As a result, long bureaucratic system in the service provision prevails in the institution then good governance practice for rural community diminished. In support of this, customers' movement from one office to another office to obtain what they need makes service providing ineffective (Food Agricultural Organization FAO, 2007).

As indicated in the above table items five, 43%, 26.42%, 21.76%, 8.29% and 0.52% of the respondents responded disagree, strongly disagree, agree, strongly agree, and neither agree nor disagree respectively to the statement. The data implied that the majority of the respondents disagreed on the availability of separation of front-office and back office in service delivery. As a result, service providers do not easily handle customers and ineffective service delivery.

Similarly, key informant interview participants at kebele and district said that '*lack of office and its infrastructure hindered us to give effective service delivery in the institution*'. Likewise, the absence of back office and not well-organized front office with unclear and long procedures makes impossible to easily interact with the client and less contribution to develop efficiency, office image, customer satisfaction then leads to weak governance (Zakout *et al.*, n.d). Therefore, absence of good office and its materials (chair, stationery, computer, etc) made poor service deliver in the institution. Similarly, Nigusie (2016) finding revealed low service delivery in urban land office.

Table-4.5. The Overall Practice of Good Governance Principles in Land Administration System

Variable	Cases					Total
	SD	D	NA/D	A	SA	
Practice of good governance principle is available in land administration system						
Frequency	11	96	17	45	24	193
Percentage	5.79	49.74	8.81	23.32	12.44	100%

Source: Own field survey (March, 2017) NB. SD =Strongly Disagree, D=Disagree, NA/D=Neither Agree nor Disagree, A=Agree, SA=Strongly Agree

As displayed in the above table 4.5, 49.74% and 5.79% of the respondents disagree and strongly disagree while 23.32% and 12.44% of the respondents replied agree and strongly agree and the remaining 8.81% of the respondents responded neither agree nor disagree, respectively to the statement. The data showed that the majority of the respondents did not agree about the practice of good governance principles in the land administration system. Hence, the result indicated that good governance principles are not practiced in land administration system.

Semi-structured interview and key informant interview participants confirmed that good governance principles are not really implemented in practice in land administration system. At the same time, focus group discussion participants at household said that '*good governance in principle has no problem in idea but it is not implemented in practice by administrative bodies*'.

Likewise, good governance is complex because gulf between its theory with reality and its practice becomes difficult in most African case (African Good Governance Network AGGN, 2010). In addition, serious malpractices and governance challenge in rural land administration and problem of governance is still widespread in rural community (National Planning Commission NPC, 2016). In contrast, district and kebele good governance package have been designed to achieve good governance principles while avoid poor governance (Ministry of Finance and

Economic Development MOFED, 2007). Therefore, practice of good governance principles are still poor at desired objective. Similarly, Shimelis (2015) finding confirmed that good governance performance cannot reach reliable stage of development due to a problem of implementation on the ground.

5. Conclusion and Recommendation

5.1. Conclusion

Principles of good governance are cornerstone for good governance practice. Thus, application of its principles has fundamental contribution to ensure good governance in Africa in general and in Ethiopia in particular. In this study, the researcher tried to assess application of principles in rural land administration since the application of the principles in land administration makes the institution effective and efficient, mitigate the problem of rural land governance and realize sustainable development. As a result, in this finding the researcher concluded that the practice of good governance principles in rural land administration system from the perspective of participation, effectiveness and efficiency pillars of good governance. Hence, based on the finding of the data, the following major conclusions are made.

Firstly, public participation in land related issues such as land registration and certification, allocation, etc. is minimally practiced due to the absence of conducive environment for their participation and active public participation in rural land administration is still not well-developed. Also, people are not involved in election or dismissal of their land administrator. Moreover, kebele land administration committees, land experts and district land administration bodies conduct less collaborative participation with the public about land administration system. Furthermore, stakeholder's like other public office, non-governmental organization, and civil society have not actively participated in the study area. Thus, low participation of land administration bodies and stakeholders with the public regarding land administration is still unresolved problem in the study area.

Secondly, concerning effectiveness and efficiency, kebele and district land administration office did not provide good service delivery to the public due to different reasons. In line with this, long bureaucratic system in the service provision and too much delay to get response for the client prevailed in the study area. Besides, competency and capacity problem at the ground office, lack of office and its infrastructure exist in kebele and district land administration office, and the institution has poor performance in terms of efficiency. Thus, service delivery is not carried out in an effective and inefficient manner owing to low performance of local land administration institution.

Last but not the least, there are different fundamental factors which hindered the application of good governance principles in the study area. These are shortage of financial, material, and professional human resource, and capacity constraints from land administration bodies in the study area. To sum up, the practice of public participation, effectiveness, and efficiency principles is not respected in the district land administration institution. Thus, poor rural land governance greatly took place in the study area.

5.2. Recommendation

The following recommendations and policy implications were forwarded by the researcher. These are:

- To address low public participation in land administration system, district local government needs to develop and create appropriate environment for public participation via public forum and indirect participation in land administration system. In addition, district local government should give emphasis for collaborative participation with the public from stakeholders such as public office, non-governmental organization, and civil society in kebele and district level.
- Regarding effectiveness and efficiency, kebele and district land administration office did not provide good service delivery, and there is weak competency, and lack of office and its infrastructure. Therefore, to handle such problems the district should allocate sufficient finance for this institution office and material infrastructure, human resource and the district land office should upgrade the competence of land committees and experts through training so that the performance of land office will be better enhanced to achieve service delivery.
- To address poor rural land governance practice in the study area, the district should implement kebele and district rural land governance package based on the responsibility of civil service office through continuous and extensive training of this packages to the concerned bodies.
- Last, the researcher recommends further research because the implementation of good governance pillar should not assessed only from the perspective of public participation, effectiveness and efficiency.

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