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## Summary

Mekelle is the capital city of Tigray National Regional State in Ethiopia. For the past fourteen years it has experienced rapid population growth and increased demand for infrastructure services including housing. New settlements have been produced due to the large number of plots allocated for housing by the city administration. The housing production however has not been accompanied by the necessary provision of infrastructure services. The absence of these services is a major problem in the city. The development of new settlements is affected by the absence of infrastructure systems especially roads and drainages.

Since 1991 when a new government came to power, a series of changes has taken place in the city. Decentralization programs are among the changes that have taken place in the region. Decentralization resulted in a number of institutional reforms that affected who is responsible for infrastructure service provision in the city. Local government now has to play a more important role. The provision of services like roads and drainage systems are under the responsibility of the local government in the city, but the local government has difficulty to provide these services by itself. The lack of involvement of other actors in the provision of these services remains critical in the city especially in new settlements.

The current thesis aims to identify the reasons why these services are poor in the new housing settlements of Mekelle. The role that various stakeholders play in the provision of these services in the new settlements, mainly the role of local government, is the main focus of the present research. The paper also analyses the potentialities and constraints of community participation in the planning, execution and maintenance of these services.

A fieldwork was conducted from July 14 to August 3 of 2005 in the cities of Mekelle and Addis Ababa. In the city of Mekelle, 31 representatives of various stakeholders from regional and local governments, and also private housing developers were interviewed. The data gathered during the fieldwork allowed the author to understand the extent of the problem in the city and in particular in the new settlements. It also allowed the understanding of the roles of several actors in the provision of the services. The experiences of the capital Addis Ababa in the field of community participation were also assessed.

The analysis of the data obtained from the fieldwork together with review of relevant literature and documents has enabled the identification of some of the main problems that affect the provision of the services and the role that local government plays in its provision in Mekelle. The following are the major findings identified by the study: a) absence of clear organizational structures, functions and roles in the whole range of local government that enable both the provision of these services and involving the community in this process; b) lack of involvement of the community through the entire participatory infrastructure cycle including policy formulation, planning, implementation, maintenance and operation, and evaluation; c) the existing infrastructure service delivery is focused on the old settlements and little attention is given to new settlements; d) absence of a permanent institution responsible for community participation endeavours; e) poor communication and relationships among the different and various actors involved in the provision of the services.

A series of social, technical, financial and management measures aimed at tackling the problems identified to improve the qualitative and quantitative provision of the services are recommended.

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**Yigzaw Amare Tesfay**



## **Chapter 1 Introduction**

### **1.1 General Background**

Urbanization is increasingly becoming a critical phenomenon in Mekelle and in other cities in Ethiopia. A range of changes has been taken place in the city over the last few years, especially after a new government came to power in 1991. Urban areas including the city of Mekelle have received more attention. Intensive institutional reforms and decentralization programs have taken place in the city as the result of the new policies implemented by the government.

Mekelle is the seat of the Tigray National Regional State, one of the nine regional states in Ethiopia. It is located at the northern part of the country at a distance of 870 km from the capital Addis Ababa. The post war political, institutional and economical conditions brought deep transformations to the city, especially in terms of local administration and policy. Due to its favourable conditions people began to come to the city from other urban centres and nearby rural areas. Over the past 10 years the population grew at a rate of 5-5.7% per annum. The Economic and Planning Department (2003), estimated the population of Mekelle to be 165,858 compared to only 70,000 in 1991.

Although decentralization is a recent phenomenon in the country, it has achieved a number of benefits to the inhabitants of the cities in the region. A number of powers have been devolved by the regional government to the city administrations. These have allowed the city administrations to make decisions based on their choices and local conditions. Several structural reform programs have been carried out in Mekelle as means to accelerate this decentralization process. Many reforms aimed at improving the provision of the infrastructure have been also introduced in the city. Services which were among the responsibilities of different local government organizations before are now delivered by the municipality after the reform has taken place. A section under the department of works and urban development was responsible for the provision of the infrastructure services like road and drainage, but after the reform has taken place in the municipality the services resumed to be provided by separate department with relatively better capacity to perform.

Over the last fourteen years infrastructure services have been delivered through two different methods in the city. First, when the government and its agencies were directly responsible of identifying what kind of infrastructure services were needed and how these must be provided. The second phase which has not developed very well yet, is the period where the community and the private sector begin to take part in different stages of the infrastructure development in the city. In the last couple of years a number of attempts have been carried out to involve the community in the provision of infrastructure services like road and drainage and a few numbers of private investors are also taking part in limited number of infrastructure services like solid waste management in the city.

For the purpose of this research local government refers to the city administration of Mekelle which is divided into three municipal service areas and consists of ten 'Kebelle' Administrations. The 'kebelle' administrations are the entities of the local government closer to the community and responsible for mobilizing the residents of settlements in the development of infrastructure. While the municipal service areas are focused mainly to functions of urban planning, land administration and tax collection activities but they are not

responsible for provision of infrastructure services implemented through participation of the community, in spite of their closeness to the people.

The responsibility for infrastructure provision in the city is divided among several organizations. According to the City Proclamation of the Regional Government of Tigray (2002), services including the construction and management of city roads, sewerage and drainage lines, parks, gardens and recreation areas; waste disposal, prevention and control of floods are the responsibility of the Municipality. The water supply service is provided by an office with full authority for management and function of the systems including installation of pipelines, user taxes collection etc. But strategic decisions of the services are under the responsibility of the City Administration and the office is also accountable to it through the municipal service manager. On the other hand physical infrastructure services like electricity and telecommunication are under the responsibility of corporations directly accountable to the federal government, in which the local government role is limited to monitor that the implementation corresponds to the development plan of the city.

In general housing infrastructure include various services like water supply, neighbourhood access roads, storm water drainage, electricity, and telephone and communication services, but the thesis concentrates on access roads and storm water drainage services for a number of reasons. First, these are the main services that are provided by the local government. Second, these services are highly lacked in the new settlements compared to the other infrastructure services, and thirdly these are among the main services which are currently provided through the participation of the community at the Kebelles.

## **1.2 Statement of the Problem**

The demand for housing has increased due to the population growth in the city over the last few years. A significant number of houses have been constructed by various actors as a response to these growing housing demands. The low-cost housing cooperatives, low cost houses enterprise, individual builders and NGOs are among the actors which involve in the production of houses in the city. The low cost housing cooperatives and the individual builders constitute large share of the produced houses. According to the report of the city (2004) about 90% the total newly produced houses in the city are constructed by these two groups of producers. In general the houses producers contribute to improve the dwelling stock in the city and the local government considers this quantitative increase as solutions for the severe housing shortage in the city.

The allocation of large number of plots to various housing producers mainly the housing cooperatives and the individual builders become very continuous process in the city. The number of plots sub divided among various builders by the municipality become increasingly growing over the last three years. For example, 262, 1324 and 1542 plots of land was allocated by the municipality in the years 2002, 2003, 2004 respectively according to Municipality Report (2004), but these newly constructed houses are suffering from the absence of the infrastructure services like roads and storm water drainage for the local government is focused only the allocation of land not provision of the necessary infrastructure services.

The physical conditions of the houses constructed in the new settlements have good quality comparing to the majority of the housing units in the old settlement. In one of the new settlement called 'Adihawsi' significant numbers of high rise buildings are also available and



even the other kinds of houses have good and attractive designs comparing to the houses in other parts of the city. But the lack of infrastructure services especially road and drainage is very serious according to the city report (2004), and this could be among the main reasons why a significant number of these houses stand empty even though they are completed and the demand for new housing remains high in the city.

Ideally elements of housing production processes like plot subdivision and construction take place after infrastructure services like road and drainage have been introduced. However in the city most of the limited local government efforts to provide the services are implemented after the other processes of housing production had already taken place. Sometimes the occupation takes place before the introduction of the services. This later provision of the services is causing an increase in infrastructure costs for the levels of the constructed houses and the road and drainage lines are mismatched.

Mekelle Water Supply Office and the Ethiopian Electric Power Corporation are responsible for the physical provision of water supply and electricity services in the new settlements, but the installation costs are covered by the municipality and the builders of the houses. The municipality is responsible to contribute fifty percent costs of these services besides the resource needed for the provision of roads and drainage services and other fundamental municipal functions. Therefore the required investments for all these municipal services are becoming beyond the financial capability of the local government. Hence, the need for community participation in the provision of these services is important to reduce the financial overburden of the local government besides the other advantages of community participation. The absence of potential private and institutional investors that can take part in the provision of roads and drainage services according to the municipal report, (2003) is also the other reasons raise the demand for community participation in the provision of the services.

Some planning regulations enacted and implemented both at the regional and local/city levels are also influencing the cost of infrastructure in the city. For instance, the Regional Urban Development Office has categorized the urban centres in the region into four grades on the basis of their per capita income, population, level of development and other relevant criteria (Regional City Proclamation, 2002) and Mekelle is the only city in the category of the first grade according to the classification. But the size of land provided to individual builders in the first, the second and the third categories of the cities is similar i.e. between 140-175 sq.meter. The large numbers of housing plots that are allocated by the municipality over the last few years have resulted in unprecedented physical growth of the city. Thus, these horizontal expansions in the city are generating additional problem on the investment required for the development of the services in the city.

The imbalance of the budget generated by the amount of resources needed for the introduction of infrastructure services and the annual revenue collected by the municipality is another obstacle for the proper development of infrastructure services and provision of the services by the sole role of the local government is difficult. Therefore the need for an enabling role of the local government to involve other actors in the provision of the services might be important, but certain conditions need to be satisfied in order to make involve other actors in the provision of the services. According to Rudolph, j. (2001) as a prerequisite for success creating enabling environment for private sector participation in infrastructure is very important and the participation of the private sector includes Non-Governmental Organizations (NGOs), Community Based Organizations (CBOs) and the local government

need to create conducive environment to involve these actors. The participation of these actors might help to reduce the huge gap between the investment requirements with the available financial resources. According to the City Administration Report (2004), the government budget should only be used as leverage for the other actors mainly the residents to make more contribution in developments taking place in their locality.

Since 2001, various efforts aimed at improving community participation in provision of infrastructure services like road and drainage have been carried out by the local government. Offices of the local government like the City Administration, the Municipality, and the Kebelles etc are taking part in various stages of the local development activities. Especially the 'Kebelle' administrations which are close the residents are playing a leading role in organizing of community participation efforts in the city. Nevertheless the efforts were highly fragmented and not well coordinated as well; instead they were conducted on campaign and unplanned manner according to the City Administration Report (2004). Therefore, well structures community participation programs need to be designed by the local government in order to strengthen the existing efforts.

According to the City Administration Report (2004), the existing local development experiences carried out through the participation of the communities are not successful due to the lack of proper local governments' role. Traditional methods are still used by the local government to involve the community in their local development activities and this resulted in a waste of resources, and damages the trust that developed between the authorities and the communities. However, the extensive roads and drainage infrastructure problems in the new settlements is difficult to be solved unless some measures in which other actors the inhabitants at large has taken place by the local government.

The absence of legally responsible institution for organizing and coordinating of the local development efforts is a problem in the city of Mekelle. The local government offices which are currently involving in the local development efforts have no any mandate of community participation instead these existing attempts are implemented as additional mandates of their responsibility according the City Administration Report (2004). "Failure in the coverage and quality of service reflect, in part, aggregate resource constraints. The deficiencies in urban services in the cities of developing countries are a reflection not merely of absolute resource constraints but also of other constraint, particularly the institutional arrangements of urban services delivery" (World bank 1995, p.14). And the absence of responsible office could also a reason for the poor functioning of the existing efforts. Therefore, responsible organization with ability organize the community is needed to achieve viable results.

Lack of coordination among the services provided by different actors is another major problem in the city according to the MCPPO (2005), and this is causing wastage of resources in the city. "city development efforts are nothing more than the coordinated efforts of different city actors such as the National/ Regional Government, International, National or Local Non-Governmental Organizations (NGOs), City or Local Governments and the City Community at large"( Davidson et al., 1996). Hence, the local government as responsible body for monitoring of infrastructure services provided by other actors besides the direct provider some of the services need to play a vital role in the coordinated provision of infrastructure services. Because unless the local government has taken such measures the community could refrain from being involving in projects that generate wastes.

## **1.3 Objective of the Research**

### **General Objective**

The general objective of the research is to assess the role that the local government of Mekelle is playing in the provision of infrastructure services mainly roads and drainage.

### **Specific Objectives**

- To identify the role of the local government in the provision of infrastructure, especially road and drainage.
- To analyze and assess the procedures and methods used by the local government to make the communities participate and to use the good experiences for development of infrastructure services in the new settlements.
- To analyze initiatives taken so far by the local government in response to demands from the communities for the development of their localities.
- To propose suitable recommendations on the way the local government role is improved and participation of the community is promoted based on the analysis and relevant literatures.

## **1.4 Research Questions**

### **Main Research Question**

What should be the role of the local government of Mekelle in delivering urban infrastructure services especially roads and drainage through community participation?

### **Sub-Research Questions**

- Is there a local government and community partnership in infrastructure provision in the city? How can it be used in solving infrastructure problems in new residential neighbourhoods?
- What are the enabling roles of the local government in the provision of infrastructure services through community participation?
- What procedures are followed in attaining infrastructure provision through community's participation?
- What kind of support if any are "Kebelle" administration accorded by the city administration and municipality?
- What are the main constraints that local government at different levels faces in fulfilling their objectives?

## **1.5 Research Strategy**

The research starts with a review of literature on the role of local government in infrastructure provision and community participation. The research strategy focuses on identifying the role of local government/city administration in provision of infrastructure services such as road and drainage in new settlements.

### **Justification**

There are a number of reasons for choosing the theme of the role of local government and community participation in the provision of roads and drainage infrastructure in new housing settlements in Mekelle, Ethiopia. First as the demand for housing increases the formation of new settlements become a continuous phenomenon in the city. Newly formed settlements lack basic infrastructure services including roads and storm water drainage systems.

Secondly, according to the City Administration Report on Infrastructure (2004), the financial constraint of the local government together with the high-priced of the services of roads and drainage systems and weak performance of the local government make difficult to provide the services in the new settlements. Therefore, this calls for the local government to play a role which enable to involve of other actors in the development of the services in the new settlements. The absence potential private and institutional investors that could take part in the provision of services of roads and drainage systems in the city increase the need for the focus of the community participation. In addition the involvement of the community in the development of the infrastructure facilities help to mobilize the local resources needed for the delivering of the services besides the other advantages of community participation like the effective provision of the services. Thirdly, the local governments are the entities of the government units closest to the communities. Local development activities which are implemented through community participation can easily be organized by these levels of government. A number of successful experiences on the provision of infrastructure services executed through the participation of the community and the local government plays its enabling role are also the other forth reason. Lastly not least the very limited time of conducting field data collection and analysis make the study area to be not too big and/or not too small for research to be conducted fully and easier.

## **1.6 Research Methods and Data Collection**

The research involves both qualitative and quantitative methods. The following sections were explained how primary and secondary data are collected:

### **Primary Data Collection**

Qualitative information was obtained from interviews and series of discussions with various relevant stakeholders during the period from July 14-Augst 03 2005. Structured and semi-structured questions were prepared. Based on the focus of the research the primary data was gathered from intensive structured and semi-structured interviews with government officials at various levels and local development community leaders and representative of the housing cooperatives. Three categories of housing cooperative representatives were interviewed. The first are representatives of the cooperatives who have completed their houses where the majority of them are living in the neighbourhoods, the second groups are owners of the houses which are under construction, and the registered housing cooperatives that are waiting to acquire land from the municipality are the third groups. In addition three kebele chairpersons where the new settlements are comprised in their administrative territories were also interviewed. The number of interviews conducted with various stakeholders and the institution they represent and their positions are presented in the following table.

**Table 1.1 List of People Interviewed**

No.	Name of the Institution	Position	No. of respondents
1.	Regional Urban Development Office (RUDO)	Acting head	1
2.	RUDO Wing Office	Acting head	1
3.	City Administration	Head for CIS	1
4.	Municipality		
	4.1 Department of CCA	Acting head	1
	4.2 Department of RAE	Head	1
	4.3 Department of TPLA	Head	1
5.	MCPPPO	Manager	1
6.	OTIC	Section head	1
7.	Kebelle Administrations	Chairpersons	3
8.	Local Development Community leaders	Chairpersons	2
9.	Housing Cooperatives		18 (3 Groups)
	Total		31

Interviews were arranged with 31 representatives of various local government offices that can influence the provision of infrastructure services like roads and drainage. The majority of them are also key actors in the local development activities implemented through community participation. Representatives of the housing cooperatives which have big contribution in the production of the houses of the new settlements are also interviewed.

Site visits to the projects carried out through community participation in Kebelle ‘Industry’ and the new settlements of ‘Adishimdhun’ and ‘Adihawsi’ were also conducted. The experience of the capital Addis Ababa with regard to the local development activities carried out through community participation were also assessed and the local development office in the city administration which is responsible for organizing of local development efforts were also visited. Though, interview was not possible for the absence of the concerned people necessary documents which give the picture of the community participation efforts in the city including plans and performances of the office were collected.

### **Secondary Data Collection**

Available and existing literature review books, reference books, internet, publications that relates to the chosen topic to form back ground information, build arguments and write literature review. In addition, city administration and municipality annual and evaluation reports, various documents and reports of the Addis Ababa local development office were also used. Municipal and local government regulations and proclamation associated to the responsibilities of providing the services in the city etc have been employed.

### **1.7 Scope and Limitation of the Study**

The study will concentrate on the role of the local government in infrastructure services through community participation. Geographically the study is limited to the city of Mekkele and the infrastructure services to be studied are roads and storm water drainage systems. Furthermore, the infrastructure services of the new settlements are also the main focus of the research for problems of these services is much more serious in the new settlements.

Based on the focus of the research most of the primary data were gathered from interviews with government officials at various levels. In addition government reports and publications were also sources for most of the secondary data. Hence, nothing can prevent the result especially the data gathered about the existing problems of the local government from being government bias as the interviews with other representatives were very few. In addition, in

some of the interviews conducted with the representatives of the housing cooperatives were problems. The representatives were reluctant to express their feelings and were unenthusiastic to comment on the problems of the local government in delivering of the infrastructure services for they knew I was an employee of the municipality.

Time for interviews and discussions with most of the government officials were problem as they were often busy on endless meetings. The very limited time for conducting field data collection and analysis was another major constraint for the research.

## **1.8 Organizational Structure**

The thesis is organized in five chapters. The first chapter gives a general background of the research area. The main problem, objectives and research questions with its scope and limitations are presented. The justification of the study is also discussed. The second chapter deals with global trends on the role of the local government in provision of infrastructure services. The concept of community participation and their role in participatory infrastructure service management is also analyzed. Finally, the various strategies for participation of the community are dealt. The third chapter gives a general overview of the city related to its organizational setup, financial circumstances and the overall situations of infrastructure services. Based on the literatures and the responds of various interviewed actors in the field work the fourth chapter analyzed. The summary of the major finding of the analysis and the field work will also be presented in this chapter. Finally, the fifth chapter gives a summary, the conclusion and suggested recommendations to improve the role of the local government and community participation based on the major findings of the research.

## **Chapter 2 Review of Relevant Literature**

### **Introduction**

These literature review aims to explore the existing experiences of the local government role in provision of urban infrastructure services through communities participation, and the enabling role of it based on the available literature review.

The global scenarios of infrastructure provision and trends towards decentralization, local government's enabling role under decentralized states and problems in securing of infrastructure finance, and the general concept and definitions of participation and its potentials and constraints will be discussed on the first and second parts of the session. And the possible forms and conditions of community participation in participatory infrastructure management and the cyclical process of infrastructure service management functions and the communities' participation and contribution through out the entire process of the cycle and the four basic participatory strategies of infrastructure services are also elaborated in the next sections of the literature review.

### **2.1 Infrastructure Provision and Participation**

#### **2.1.1 Local Government and Urban Infrastructure Provision**

(Serageldin, Kim & Wahba 2000) "Decentralization has given local governments the discretion and scope they need to take a lead role in responding to the challenges of economic downturn, degradation of the urban environment, and social hardship."

The provision of infrastructure services in decentralized institutional settings need not be necessarily the responsibility of a single actor. (Serageldin, Kim& Wahba 2000) describe that Regulating, financing, and undertaking of functions like choice of alignments, service standards, project priorities, construction and operation and maintenance of services should be allocated in accordance with the particular characteristics of each service. The assignment of these functions varies among countries according to institutional and policy frameworks, and also between jurisdictions and communities in response to need, means, and the various actors from the public, private and NGO sector operating at the local level. The decisions regarding services should rest with the entity of governance closest to the community that is able to deliver these services in a cost effective way.

#### **2.1.2 What is Participation?**

(Schubeler 1996, p.32) defines "Community participation means readiness of both the government and the community to accept certain responsibility and activities. It also means that the value of each group's contribution is seen, appreciated, and used. Mere tokenism or propaganda will not make participation meaningful" (Peter Schubeler 1996, pp.32-36) describes as participation in infrastructure service management is a process whereby people – as consumers and producers of infrastructure services and as citizens –influence the flow and quality of infrastructure services available to them.

Participatory infrastructure service management depends on voluntary relationships between two or more groups, actors, or stakeholders. This implies that participation is a two-way process; it is concerned not just with the inputs of beneficiaries to a project or program but with the interaction on a continuing basis between beneficiaries, government, and others. Participatory relationships are voluntary and their effectiveness will depend on each stakeholder convinced that the process serves his or her interests.

### **2.1.3 Who are Participants?**

It is important to note that the basic unit of decision-making and action regarding infrastructure is always an individual or, in practical terms, a household. In addition to residences, infrastructure users include private enterprises and institutions.

The engagement of infrastructure users in participatory activities depends upon their infrastructure related interests, and the extent to which these interests may be promoted through participation. (Schubeler 1996, p.21) describes that, a number of social and political interests in dealing with local problems and the influence that the community acquires in its dealings with government authorities that may also be promoted through participatory provision and operation of infrastructure services.

#### **Community Based Organizations**

Community-based organizations (CBOs), which are often formed when neighbours join forces to improve local security, housing quality, environmental quality, basic utilities, and social services, community leadership is very important to participatory infrastructure development.

It plays a vital role in the organization of all forms of participatory infrastructure development. There are many types of CBOs and accordingly many kinds of leaders may be presenting a community: traditional or ethnic; tribal and/or religious leaders; leaders whose status depends on connections with external authorities; leaders representing political parties; and elected local officers and informal activists whose roles derive simply from their engagement on behalf of community interests (Ward and Chant 1988, p.21)

#### **Non-Governmental Organizations**

In recent years, development oriented NGOs have become increasingly effective in promoting practical approaches toward development problems. NGOs usually concentrate their support at the community level while at the same time seeking to promote improved communication and cooperation between communities and government authorities. According to (Schubeler 1996, p.26) Their specific contribution may include: awareness building and mobilization, strengthening the organization capacity of CBOs, provision of technical know how, enabling access to credit, establishing communication channels, and assisting communities to play a more active role in public planning and decision making processes.

#### **Local Authorities**

The responsibility of local government authorities encompasses all infrastructure sectors, social services, and general urban economic and spatial development. However, according to (Schubeler 1996, p.21), functions and interests differ somewhat between the technical (line) agencies responsible for the implementation and operation and maintenance of infrastructure facilities and services, and local political authorities responsible for overall urban management and development. These local political authorities are, in addition, politically accountable to the public. Being at the “contact” level of government, local authorities are very much concerned with the level of satisfaction of the people with service delivery performance.

### **2.1.4 Types of Participation**

Eight levels of participation are arranged to the extent of citizens’ power in determining the end products. (R. Aronstein 1969, pp. 1-13) the bottom rungs of the ladder are Manipulation



and Therapy which can describe as levels of non-participation that have contrived by some to substitute for genuine participation, and their real power is not to enable people to participate in planning or conducting programs, but to “educate” the participants. Rungs of informing and consultation that allow the have-nots to hear and to have a voice, but under these conditions they lack the power to ensure that their views will be heeded by the powerful, and “when the participation restricted to these levels, “there is no follow-through, no “muscle,” hence no assurance of changing the status quo.” And the rung of Placation is simply a higher level tokenism because the ground rules allow have-nots to advise, but retain for the power holders the continued right to decide. Further up the ladder of Partnership enables the community to negotiate and engage in trade-offs with traditional power holders. In the ladders of Delegated Power and Citizen Control, the have-not citizens obtain the majority of decision making seats, or full managerial power.(ladder of participation will be inserted)

**Figure 2. 1: Arnstein’s Ladder of Citizen Participation**

	Citizen Control	
	Delegated Power	
	Partnership	
	Placation	
	Consultation	
	Informing	
	Therapy	
	Manipulation	

**Source: Madiarti, S. (2002), Community Participation: Enhance the Participation in Urban Infrastructure Provision.**

**2.1.5 Why Real Community Participation**

The reason for participatory approaches to urban development planning and management can be roughly divided into two major groups according (Fritschi, Kristiyani, Steinberg 1991, p.11)

Firstly, it refers to people’s rights that implies people have a right to be involved in affairs related to their own lives, they have a right to be involved in decisions that affect their day to day existence and their future. Secondly, a group of reasons is related to effectively and efficiency if the community is actually given the opportunity to actively participate in urban development, this development is assumed to take place more effectively and efficiently.

**2.2 Global Trend of Infrastructure Provision**

According to (Wu, W. 1999, p.29), for variety of reasons, the public sector has had a dominant role in infrastructure, although few successful examples of options persist because

public provision is vulnerable to political changes. Changes in the institutional environment can lead to improved performance of the public sector. The delivery of services is often better carried out when public organizations are run on commercial principles, subject to normal commercial codes and regulations, and are held accountable by using performance agreements.

Developed and industrialized countries alike increasingly put considerable emphasis on the role the private sector in the provision of infrastructure. And several sectoral reform processes are taking place. Rudolph, J. (2001) explains as those countries, which enhance the cooperation with the private sector, are increasingly capturing the benefits of increased private sector participation in infrastructure and increasing their efficiency.

Many governments are coming to realize that demand-orientation, competition, and accountability in infrastructure service delivery may be more readily achieved the involvement of the commercial private sector in selected service delivery functions or activities, rather than attempting to incorporate these commercial principles into public sector institutions. (Rudolph 2001, p.37-39) The essential condition for these partnerships is that the selected activities or functions be opened to competition among several actual or potential suppliers.

The concept of participation in development activities is certainly not a new one. In rural development, community participation has been recognized as an essential component at least since the early 1950s. The importance of participation in urban development activities has lagged behind. One reason may be that rural projects are mainly production-oriented, and it is quite evident that the beneficiaries as producers must be involved in the development of production systems. In urban projects, beneficiaries have been seen primarily as consumers of services, and their role in developing supply systems has therefore been accorded less importance (Moser 1987, p.311)

### **2.2.1 Enabling Local Government Role**

As a prerequisite for success creating enabling environment for private sector participation in infrastructure is very important and the participation of the private sector may extend from management contract to leasing of arrangements and licensing/franchising contracts, as well as full-scale privatization.

(Rudolph 2001, p.87), Private sector participation (PSP) is a viable alternative to the provision of urban local government. And Sustainable private sector participation in infrastructure requires opening of markets, deregulation and privatization, but also strengthening structures to guarantee a stable framework for investment. It also requires good governance, a market oriented economy, the rule of law and a corruption free environment. The challenge for public sector is how to secure the professional quality of regulation and the political support to sector reform commitments.

In most of the cases there is a need of reform of relevant sector policies and the establishment of legal and regulatory framework conditions conducive to private sector participation in infrastructure. In some sectors it further requires the adoption of a tariff structure that covers cost. Private enterprises and financial institutions will not invest in non-profitable projects bearing the risk of failure and bankruptcy.

Pervasive difficulties in securing financing for infrastructure investments and in building the capacity of the local governments to deliver services in many parts of the developing world has prompted poorer households to seek access to services through collaborative action at the community level. (Serageldin, Kim & Wahba 2000, p.32), and this situation is leading to a gradual shift towards partnership between local governments, NGOs and CBOs.

(Serageldin, Kim & Wahba 2000, p.32), states that “The privatization of infrastructure has in no way diminished the public role in the sector. Rather at all levels of government; this role has shifted from provider to enabler”, with an emphasis on the ability to act as:

- Regulator, monitoring service quality, ensuring equitable access and limiting monopolistic pricing;
- Catalyst, providing incentives and streamlining procedures regulations; and
- Partner, contributing to project finance directly or through incentives and credit enhancements.

(Leach et al. 1994, p.34) have suggested four models of such enabling authorities. These are the traditional bureaucratic authority, the residual enabling authority, the market-oriented enabling authority and the community-oriented enabling authority. However, the adoption of the market-oriented and community-oriented models presupposes a strong role for local government. This implies there is difficulty in moving towards the direction of a market-oriented enabler or a community-oriented enabler if the local government is weak.

### **2.2.2 Infrastructure Management, Institutional Setup and Finance**

Financing of urban infrastructure is primarily through budgetary allocations of central, state and local government, grants and loans from multilateral or bilateral agencies or through institutional lending and financial sustainability of the urban local bodies (ULB) would be critical for satisfactory provision of urban infrastructure services. (Serageldin, Kim & Wahba 2000, p. 89)

(Serageldin, Kim & Wahba 2000, p.112) describes the following as recurrent challenges which central and local governments in different countries and regions have to address in the provision of infrastructure.

- Overcoming a tradition of centralized administration entrenched through state control planning systems. This legacy is reflected in regulatory ability and fiscal control, which can still be rigid enough to constrain local government’s ability to exercise statutory powers. In particular, the reluctance of central governments to devolve control over revenues and the allocation of resources has adversely affected infrastructure services;
- Addressing problems of coordination among public agencies, private enterprises, NGOs and CBOs delivering services within the framework of integrated local development programs;
- Building awareness among local representatives and community leaders which are affected by infrastructure decisions; and
- Putting in proper perspective concerns regarding the ability of local leaders and officials to pre-empt or influence resource allocation decisions to serve their own private interests. These concerns should not be allowed to overshadow the fundamental role of civil society in defining priorities, allocating resources, and managing services at the community level. However, most localities in developing countries are ill equipped to address these challenges.

### **2.2.3 Applying Participation**

A review of case studies demonstrates that each strategic approach has its own strength and weakness but they can complement each other that the strengths of one approach tend to counteract the weaknesses of another. (Schubeler 1996, pp. 5-6), Due to their complementary nature, it can be beneficial to employ all approaches simultaneously.

Opportunities exist for improving service delivery through user participation in each infrastructure management function. For example, users' direct financial contribution to the implementation of facilities has proven to be quite feasible. Furthermore, user participation may likewise enhance operation and maintenance by making better use of existing infrastructure facilities, reducing maintenance requirements, and mobilizing user contributions to maintenance functions. The willingness of users to contribute to both implementation and operation and maintenance may be promoted through user participation in systems planning, public information, and the choice of appropriate technical solutions.

### **2.2.4 Performance of Infrastructure Service Management**

Participatory infrastructure service management can only be successful when local government institutions are willing and able to involve all stakeholders who play a role in infrastructure management. (Schubeler 1996, p.87) And the performance of infrastructure service management systems should be examined with regard to:

*Impact:* the degree to which infrastructure service systems contribute to the goals that have been established for this society;

*Effectiveness:* the extent to which service delivery corresponds to the real needs and Demands of the society;

*Efficiency:* the extent to which services are being delivered at the possible life-cycle cost; and;

*Sustainability:* the long-term physical, financial, and institutional stability of the systems.

## **2.3 Significance of Participation**

In most cities in developing countries, the dramatic pace of demographic, economic, and social change severely overburdens the capacity of local authorities to provide urgently needed infrastructure services. In fact, the challenge of providing adequate service cannot be met through investment in technical facilities alone; the required funding is just not available and the needs and problems themselves are evolving too rapidly. In these circumstances, service provision depends very much on an efficient organization of service delivery processes and the best possible use of available material and human resources. It is mainly a question of management, which calls for active cooperation between agencies and infrastructure users, as well as private sector actors.

### **2.3.1 Potential and Constraints of Participation**

The potential benefits of participation have been discussed in relation to the specific interests of each stakeholder. However, it is important to recognize that participation, as any process of socioeconomic development, involves costs and risks as well as benefits. (Schubeler 1996, pp.7-14) It is a process of give –and- takes in which each side must surrender certain current positions and assume additional costs in the interest of a greater overall benefit.

### **Potential of Participation**

Experience with participatory infrastructure development demonstrates that community-based organization and infrastructure users can make important contribution to the provision and operation and maintenance of infrastructure systems. Benefits derive not only from cost reduction and resource mobilization, but also from better targeting of project measures to peoples' real needs through their involvement in the planning phase. Furthermore, participation enhances the "ownership" of the facilities by the user community and thus ensures more extensive and efficient use of facilities, better maintenance, and more reliable operation.

### **Constraints of Participation**

In spite of the apparent advantages of participatory approaches to infrastructure service provision, it has also problems and this may be traced to legal, regulatory, and technical constraints, as well as to inappropriate policies and the absence of required management capacities.

*Legal constraints:* The residents of informal residential areas do not possess legal title to their plot constitutes an important constraint to their participation.

*Regulations and technical standards:* Further constraints to participation derive from the regulations and technical standards which municipal governments apply to infrastructure construction. Full compliance with prevailing infrastructure service regulations and standards often raises the price of infrastructure services beyond the means of low-income households.

*Planning methods:* Prevailing planning methods and procedures often hinder participation in infrastructure development. Employing a sectoral master plan, conventional planning which is a top-down process that focuses on the desired future state of a single infrastructure sector hampers participation. By contrast, the bottom-up participatory planning approach begins with present needs and priorities, and takes an integrated view of all service sectors in a particular location or place promotes as per (Peterson et al.1994). Besides planning methods, the administrative procedures and practical interests of external support agencies often restrict the scope of participatory infrastructure development.

Practical constraints to participation often arise when a project is scaled up from the pilot or trial phase to a larger-scale application involved a change in the operating pattern of project management, and the role of participants in project planning was reduced rather than expanded.

### **2.3.2 Organizational Requirements**

(Vives and Chrisney 1995, p.12) "Basic goals of an infrastructure strategy are to expand coverage and improve the quality of services. Clearly, the relative importance of each of these goals will vary according to the state of infrastructure development. Yet, regardless of which goal is given priority, governments must establish the appropriate institutional and legal framework, paying careful attention to the incentives created by the regulatory and management arrangements in infrastructure"

Participatory strategies must determine whether development activities should be channelled through existing organizations or whether new organization needs to be established at the community and/or government levels. The need for new organizations will depend upon the tasks and responsibilities to be authority

### **2.3.3 Participation and Management Reform**

#### **The need for reform**

Growing recognition of the importance of participation is part of a more general move toward reform in urban infrastructure service management. In spite of considerable development efforts and investments in the past years, pressures for reform are mounting because inappropriate investment decisions often result in unaffordable infrastructure systems and reduce overall operational efficiency. The capacity to raise revenue is weak and the employment of available financial resources is often ineffective. And the management capacity is among the other reasons like extremely rapid pace of urban growth in developing countries, the associated explosion of service needs, and the prevailing shortage of investment resources which affects infrastructure provision according to (Israel 1992, p.14).

### **2.4 Participation in Infrastructure Service Management**

In simple terms, infrastructure service management may be viewed as a cyclical process that, beyond the operation and maintenance of existing facilities, comprises the interrelated functions of goal setting, planning, programming, implementation, monitoring, and evaluation. (Schubeler 1996, pp.59-75) The main management functions are:

- formulation of goals and policies;
- long-term planning;
- medium-term investment programming;
- implementation of system construction and extension;
- operation and maintenance; and
- monitoring and evaluation of system performance and relevant condition

#### **2.4.1 Participation in Policy Formulation**

A primary function of urban management is the formulation of development goals, policies, and strategies. At this level, infrastructure systems must be considered in terms of their potential impact on the broader values and goals of society and in particular on the goals of urban development. And the development goals should, in principle, express the values, needs, and aspirations of the people and interest groups concerned. The process of defining, prioritizing, and mobilizing support for development goals thus implies a two-way process of public information and consultation. A principal objective of this process is to build a constituency for the identified goals and strategies.

#### **2.4.2 Participation in Medium Term Investment Programming**

Medium-term investment programming is a process for fixing immediate development priorities, deciding on infrastructure investments to be implemented in the medium term (three to five years), and identifying sources of financing for these investments. Existing structural development plans and sectoral master plans provide the general framework for programming, however, actual priorities must be established through consultative processes. It also involves coordination and trade-offs between sectoral alternatives beyond the consideration of individual investment alternatives. Medium-term investment programming is basically a bottom-up process that depends upon a flow of information concerning infrastructure demands, needs, and problems in each sector, from each locality in the city.

### **2.4.3 Participation in Implementation**

Implementation encompasses the realization of physical improvements and extensions to infrastructure facilities. It includes detailed design, organization, and supervision of implementation; cost control; and commissioning the completed works.

As producers, people are involved in the implementation of infrastructure systems in a variety of ways that involves direct user contribution of financing, labor, or material into a government –sponsored and directed process of infrastructure construction.

### **2.4.4 Participation in Operation and Maintenance**

The operation and maintenance function comprises all those activities required to deliver urban services and maintain the condition and operational capacity of infrastructure facilities, equipment, and organization systems. Requirements for adequate operation and maintenance include technical capacity, financing, clear assignment of responsibility, adequate information regarding the system functioning and condition, and incentives, where the linkage between suppliers and users occurs most directly through operation and maintenance. (Schubeler 1996, p.65) elaborates that the patterns of payment for infrastructure services are also influenced by people's attitudes and on their relative satisfaction with the quality of services provided. Institutions may influence the payment discipline of users by involving them in the processes of system management (such as participation in the operation and maintenance) and responding to customer concerns (such as complaints).

### **2.4.5 Participation in Monitoring and Evaluation**

Monitoring and evaluation are those activities in the management cycle that close the line between planning, programming, and implementation functions on the one hand and policy formulation on the other. In principle, the conditions that evolve as a result of system planning. The scope of monitoring and evaluation encompasses the whole of infrastructure or service delivery system – including physical facilities, institutions, and user activities – as well as the relevant natural, socio-economic, and institutional contexts in which these systems operate. Being in direct contact with most of these factors, users are in a good position to contribute to the monitoring of system performance

## **2.5 Strategies for Participation**

The four basic participatory strategies of infrastructure service management encompass a range of cooperative relationships or partnerships between the parties concerned. As in any partnership, the basic purpose is to create mutually advantageous interactions and synergy in which the strengths of one partner balance the weaknesses of the others; together, partners should be able to achieve results that would not have been possible independently. It must be stressed that the value of participation derives not only from mobilizing additional community resources but, more importantly, from the greater effectiveness with which available resources are used. The primary objective of a participatory strategy is therefore to establish an appropriate basis for this division of tasks and responsibility; in other words, to frame the partnership in such a way that it is clear who should do what, and how the various activities will be coordinated.

Participation exists in a wide variety of forms, ranging from government involvement in community-based development activities to people's participation in government-directed management functions. Four main strategic approaches are identified according to (Schubeler 1996, p. 48-57)

### **2.5.1 Community-Based Strategies**

Which constitute the most elementary form of participatory development. The frame of input for development is the community itself. The main objectives are to support the local development of infrastructure services; enhance community groups' capacity to manage service development; and enable these processes through appropriate changes in the legal, technical, and policy context. The principal strength of this approach derives from creative learning and the community potential for self-organization. However, this bottom-up, community-based approach also faces inherent difficulties in linking locally developed infrastructure systems to municipal networks. The approach is seldom able to mobilize more than a modest volume of resources.

### **2.5.2 Area-Based Strategies**

Which are the common forms of government-directed programs for participatory infrastructure upgrading. Rather than a social group, a particular residential area constitutes the frame of reference of development efforts. Programs involve beneficiaries at various stages of the development process, and the typical measures include awareness building, community participation in demand analysis and the choice of solutions, and mobilization of resources for implementation and operation and maintenance. This approach is well suited for ensuring more effective linkages between local level development and municipal systems, however, loss of community "ownership" and poor cost recovery are common problems face.

### **2.5.3 Functionally-Based Strategies**

Which employ the functional structure of the infrastructure system as the frame of reference for organizing development inputs. The main objectives of this approach are first to designate areas of responsibility within which each stakeholder may pursue particular interests and exercise capacities, and second to establish effective collaboration between these various domains. Typically, a community group will take responsibility for managing and financing "internal" activities such as local garbage collection, while the municipality will ensure the "external" tasks such as on ward transfer and disposal of waste materials.

### **2.5.4 Process-Based Strategies**

Which take the entire process of infrastructure management as their frame of reference. The basic objective is to improve the efficiency, demand responsiveness, and accountability of infrastructure service management through a general decentralization of delivery processes. Decentralization implies a double movement of, on the one hand, devolving decision making processes and operational responsibility to more local bodies and, on the other hand, opening management functions at each level to the exchange of information from 'below'.

### **Summary**

The shift of the local governments' role from direct provider to the enabler in the provision of infrastructure services becomes a general trend in the industrialized countries. The concept also begins to be introduced in some developing countries. The need for well decentralized system is important as a prerequisite for realization of enabling local governments' role, but decentralization is very recent concept and has not developed very well in Ethiopia. Therefore the local government continues to provide the services without involving other actors in the city despite of the limited efforts that implemented through the participation of the community.



According to Rudolph, J. (2001), sustainable private sector participation requires opening of markets, deregulation and privatization. The limitation of potential private and institutional investors in the provision of the infrastructure services is a problem but also the challenge to secure professional quality of the local government to play its enabling role like monitoring service quality and producing procedures and regulations needed in the implementation of projects carried out through participation of private sectors is also a major challenges to the existing local government in the city. And establishment of relevant sectoral policy, legal and regulatory framework, awareness building programs and conducive conditions for the involvement of the other actors including the community other than government is needed for the full realization of the concept in the city.

The general approach to infrastructure management in decentralized institutional settings needs to unbundled provision of the services in accordance with the particular characteristics of each service and to allocate responsibilities accordingly. Decisions regarding services should rest with the entity of governance closest to the community that is believed to deliver the services in cost effective way. However, application of such concept to the context of the city is difficult for the capacity of the Kebele administrations including the city administration which is the highest level of the local government is weak to carryout such responsibilities capacity building programs aimed at enabling role of local government has been realized.

Local development activities undertake through the participation of the community need not only the community and the local authorities but also the need for the facilitating role of the non-governmental organizations is also important and in the recent years NGOs become increasingly effective in promoting practical approaches towards development problems. According to Schubeler, P. (1996) the kind of support that could be offered by them to the community in participatory infrastructure provision could be: awareness building and mobilization, strengthening the organizational capacity of CBO, provision of technical know how, enabling access to credit, establishing communication channels and assisting communities to play a more active role in public planning and decision making processes. Rural development are the major concerns of the existing NGOs in the city even though the need for such role of NGOs were important to the existing local development efforts conducted at different Kebelles.

The infrastructure service management may be viewed as cyclic process that beyond the operation and maintenance of existing facilities comprises the interrelated functions of goal setting, planning, programming, implementation, monitoring, and evaluation according to Schubeler, P. (1996), despite of the few attempts to involve the people in identification of their local needs and making decisions of their choice, the existing participation practice in the city are targeted only to the implementation element of the process in which residents make several contributions that can be expressed in terms finance, labour, material and skill. In general, the participation efforts are taking place not because it is people's right to be involved in affairs related to their own lives and/or for the more effective and efficient implementation of the services, but the existing efforts derived from the benefits of cost reduction and resource mobilization is the principal objectives of the existing practices. The involvement of the community in the entire processes of participation are important for achieving the benefits of participation and nothing can prevent it from being applied to the city if certain organizational reform and capacity and awareness building programmes are introduced.

Participation exists in a wide variety of forms, ranging from government involvement in community-based development activities to people's participation in government sponsored management functions. Community-based strategies; Area-based strategies; Functionally-based strategies; and Process-based strategies are the four major types participations approaches. The frame of reference for community-based strategies is the community itself, and its main objectives are to support the local development of infrastructure services; enhance community groups' capacity to manage service development; and enable these processes through appropriate changes in the legal, technical, and policy context. The Area based strategies in which particular residential area is the frame of reference of development efforts, and the typical measures include awareness building, community participation in demand analysis and the choice of solution, and mobilization of resources for implementation and operation and maintenance. The functionally-based strategies, which employ the functional structure of the infrastructure system as the frame reference for organizing development inputs. The main objectives of this approach are first to designate areas of responsibility within which each stakeholder may pursue particular interests and exercise capacities, and second to establish effective collaboration between the various domains. Process-based strategies, which take the entire process of infrastructure management as their frame of reference and with the objectives of improving the efficiency, demand responsiveness, and accountability of infrastructure service management through a general decentralization of delivery processes. The community-based and the area-based strategies are suitable to apply for the on going infrastructure provision activities executing through participation of the community. But in the new settlements for the people that are the main input of the approach are not available in the area it is not easy to apply the community based strategy.

And the functionally-based and process-based strategies require unbundling of the services before their application. But unbundling of infrastructure services like road and drainage are not easy to implement like the services of solid waste management. In addition the processes in the services of road and drainage are highly interrelated and difficult in splitting and managing with the existing capacity of the local government.

According to Peter Schubeler (1996) Opportunities exist for improving service delivery through user participation in each infrastructure management function. User involvement in supervising the implementation of infrastructure improvements may significantly increase the value for money achieved. User participation may likewise enhance operation and maintenance by making better use of existing infrastructure facilities, reducing maintenance requirements, and mobilizing user contributions to maintenance functions. The willingness of users to contribute to both implementation and operation and maintenance may be promoted through user participation in systems planning, public information, and the choice of appropriate technical solution. According to Bep Fritschi (1991) experience with participatory infrastructure development demonstrates that community-based organization and infrastructure users can make important contribution to the provision and operation and maintenance of infrastructure systems. Benefits derive not only from cost reduction and resource mobilization, but also from better targeting of project measures to peoples' real needs through their involvement in planning phase.

## **Chapter 3 Description of the City**

### **3.1 Introduction**

This chapter describes the general feature of the city of Mekelle related to: the organizational setup of the city structure; the coverage and situation of the infrastructure services; and its financial situation and responsibilities for provision of the urban infrastructure services. In addition, the description of the two areas of the new settlements of 'Adishmdihun' and Adihawsi and the existing experience of local development efforts take place through the participation of the community the city will be illustrated.

### **3.2 Overview of the City**

The Tigray Region where the city of Mekelle is found is the northernmost region of Ethiopia. The city of Mekelle is found along the principal transport axes connects Addis Ababa and Asmara. It is located at a distance of roughly about 870 km from the capital Addis Ababa. According to the Strategic Plan of the City (2003), the total area of the city is 53 km.sq. Geographically, the city is found in 39° 28' East and 13° 28' North at an average altitude of 2000 m above sea level, with an average mean temperature of 19°C and the annual rain fall varying between 50 to 250 mm.

Mekelle city is one of the ancient urban centres in Ethiopia, although well written documents are not found about its history. Its foundation goes to the 14th century during the period of Atse Wadm according to oral sayings. However, it was, until 1869 founded that it was as urban setting by the regime of emperor Yohannes IV as the official seat for his administration. Mekelle has passed through different phases of development in various periods ranges from the national seat of Ethiopia during Yohannes IV to the period of decline in the Derg regime. This first phase of growth of the city is ended with the death of Yohannes IV and the founding of Addis Ababa. The second phase of strong growth occurred during the brief Italian occupation in 1936-41. The third phase of decline during the period of war took place in the Derg regime between 1974-1991 according to (ed. Jogan and Patassini, 1996).

The city of Mekelle acquired its status of municipality in the year 1942 during the regime of Emperor Haile selassie. Since 1991, after the fall of the military regime the city became the seat for the Government of National Regional State of Tigray.

The population of Mekelle was estimated to be 165,858 in 2002 48.6 percent male and 51.4 percent female. The average population growth rate ranges between 5-5.7 percent per annum. The 1994 Population Housing Census shows that the largest ethnic group of the city is Tigraway (96.5) with minor of Amhara and Oromo nationalities. The overwhelming majority (91.3 percent) of the population of the city are Orthodox Christians, followed by Muslim (7.7 percent). Protestants, Catholics and other religions account for the remaining.

The livelihood and occupation of the city population is principally based on the expansion and occupation of Micro and Small Scale trade and industries. According to the (MCSP, 2002) there are 8800 micro and small scale industries in Mekelle. Moreover, the same document indicated that more than 65 percent of the population of Mekelle was engaged in the informal sector. Sizable portion of the population of the city is found under absolute poverty line and more than 45,000 people are highly vulnerable to chronic food insecurity. There is also 21 percent of unemployment rate in the city according to the (MCSP, 2000).

### **3.2.1 Political Situation**

According to the City Proclamation of Number 65/2003, The Council- Mayor model of governance has been introduced to the city. The Council-Mayor system is a governance arrangement whereby the city council makes all policies and major decisions and enacts pursuant to powers vested by the City Proclamation. The highest executive powers are vested in the Mayor and the Mayor's Committee. The system has the following organs: The City Council and the Speaker of the Council, the Mayor and the Mayor's Committee, the Manager of the Municipal services and the City Court.

The municipal and state functions are clearly demarcated and are under the supervision of the Mayor and the Manager. The Manager remains under the supervision of the Mayor. According to the proclamation, the Council from among its members elects the mayor. The highest political body of the city is public representative council that has 181 members directly elected from all Kebeles of the city.

The administrative territory of the city is divided into three Municipal Service Areas: Semen, Debub and Quiha and 10 kebelles Administrations. The Municipal Service Areas are established to provide municipal services effectively. The main functions are mainly related to building permissions, land administration and tax collection activities. In addition these Service Areas consult and provide technical assistance to the kebele administrations in the city for municipal functions. The Service Areas contain from the maximum of 5 kebelles in Semen to the minimum of one kebele in Quiha under their supervision for municipal functions. The managers of the Services Areas are under the direct supervision of the Municipal Manager. The kebele administration offices are under the direct supervision of the Mayor's committee. They are responsible for mediating between the city administration and the population in carrying out certain administrative functions. They also play key roles in organizing the people during local development activities.

#### **3.2.1.1 Organizational Structure of the City Administration**

Each member of the mayor's committee has a defined executive role in one or more non-municipal functions. All government functions within the city are coordinated by these committee members. According to the City's Proclamation (2003), the heads of departments, agencies, support staffs and offices who are engaged in non-municipal services will be accountable to these different sectors of the mayor's committee (See Annex 2). The mayor committee is accountable to the Mayor and to the City council. The mayor's committee formulates social, economic and development policies, strategies, programs adopted by the city council, it shall implement. The mayor's committees are responsible for several development activities in the city. The Trade, Industry and Urban Development (TIUD) and the Culture and Information Sectors (CI) especially can influence the infrastructure development and community participation activities of the city.

Mobilizing, coordinating and organizing of the community in several local development activities are among others, the responsibility of the CI Sector. The Sector uses the lower government entity i.e. kebele administrations to organize the community efforts. According to the City's Proclamation (2003), the urban kebelles are the administrative sub unit of the city which are accountable to the electorate within it and to the city government. The City Council alone determines the functions and the internal organization of the urban kebelles. The TIUD sector is one of the other mayor's committee that takes part in housing

development in the city. The OTIC that is responsible for organizing of the housing cooperatives in the city is under the direct supervision of the sector.

### **3.2.1.2 Organizational Structure of the Municipality**

According to the City's Proclamation (2003), the heads of departments, agencies, support staffs and offices who are engaged in municipal services are accountable to the Manager of the municipality. The municipality is organized into five departments and three municipal service areas (See Annex 2). The three principal departments that influence the provision of infrastructure services including road and drainage are: Town Planning and Land Administration (TPLAD), Construction and Contract Administration (CCAD) and Revenue Administration and Expenditure Departments (RAED). These three departments have various sections under their responsibility.

According to the City's Organizational Structure Study (2003), the TPLA department is responsible for ensuring the planned physical, spatial and architectural growth and development of the city and the efficient management of land and land information systems in the city. Coordination of organizations involved in infrastructures development and to prepare integrated maps for water, drainage, underground telephone, and electric lines is also under the responsibility of the department. The department includes the following sections: Town Planning and Design; Construction Design and Building Permit; and Land Registration and Administration.

The CCA department is responsible for ensuring that residents and users of the city get adequate and reliable city infrastructure services and public utilities. In addition the department is responsible for: design and construct a network for roads, drainage, bridges, canals and other infrastructure; coordinate, guide, and direct the rehabilitation and maintenance of roads, drainage structures; and guide and direct the management, utilization and rent of the construction equipment of the municipal services. The Construction and Maintenance; Contract Administration and Supervision; and Administration of Construction Equipments sections are under the direct supervision head of the department.

The Administration of Revenue and Expenditure is also responsible for the collection, growth and expansion of the city revenue and the efficient utilization of the municipal services budget according to the City Organizational Structure Study (2003). The department consists of three sections of: revenue collection, budget and finance, assessment of revenue and supervision. Above these five departments are three support services dealing with matters of: auditing, planning and information, and administrative supports.

### **3.2.2 Infrastructure Services**

Social services like Education and Health are managed by the Capacity Building Sector of the city administration. Water supply is provided by separate office but administered by board and accountable to the municipal service manager. The electricity and telecommunication services are controlled by independent corporations: The Ethiopian Electric Power Corporation and the Ethiopian Telecommunication Corporation respectively which are directly accountable to the Federal Government. The construction and management of the physical infrastructure services like road and drainage lines are implemented by the Municipality.

The coverage of the road infrastructure services in the existing settlements of the city is not adequate. According to the City Administration Report (2004), the total length of the roads in the city is about 270 km. The main, collector and local access roads proportion are 67.9 (26%), 112 (41%) and 90.1 (26%) respectively. From the total length of 67.9 kms main roads in the city the asphalt ones accounts only 22.3 kms i.e. 8.26 percent of the total length. The other 21.6 kms and 24 kms are gravel and natural earth road types respectively. Data was not available on the total length of the roads required in the city in order to compare with the existing situation. But the existing asphalt road consists of only 22 percent of the asphalt roads needed in the city according to the three years Strategic Plan of the City (2003). The bad conditions of the roads irrespective of their type especially during the rainy season are also a problem according to the report.

According to the City Administration Report (2004), only 5.6 km of drainage lines are installed in the existing settlements, in spite of the fact that the city's topographic feature is highly vulnerable to floods. The absences of these drainage systems are aggravating the bad condition of the roads. The problem is also common to the areas of the new settlements according to the interviews of different people done in the field visit.

Since 1999, the city has been supplied with 24 hours electricity service. According to the three years City Strategic Plan (2003), there are more than 15,000 registered customers and due to high installation costs and inefficiency of the corporation, electricity is still inaccessible to several neighbourhoods of the new settlements. Street light is also a problem in many roads of the city.

At present, the majority of the population of the city has access to safe water the (CSP, 2003), although still it is a problem in some new developments according to the interviews held with representatives of the housing cooperatives. In addition water in the city will be a problem to cope with the continuous horizontal expansion trends of the city. The ground water found in the 'Aynalem' which is one of the Kebelles administrations is the main source of the water supply for the city. There are 19 new and old bore holes in 'Aynalem' out of this only 13 are operational and their capacity of generating water is decreasing.

### **3.2.3 Municipal Finance**

The expenses of providing for infrastructure services road and drainage are fully covered by the municipality despite of the recent limited community participation efforts. People start to contribute certain amounts to the municipal services carried out in their localities. Fifty percent of the costs for the services of electricity and water supply in new settlements are also contributed by the municipality. Currently, the municipality of Meklle is obliged to respond to the constantly increasing demand for infrastructure and urban services. It is therefore, necessary to identify the municipal financial capacity so as to fine tune its role in the infrastructure provision.

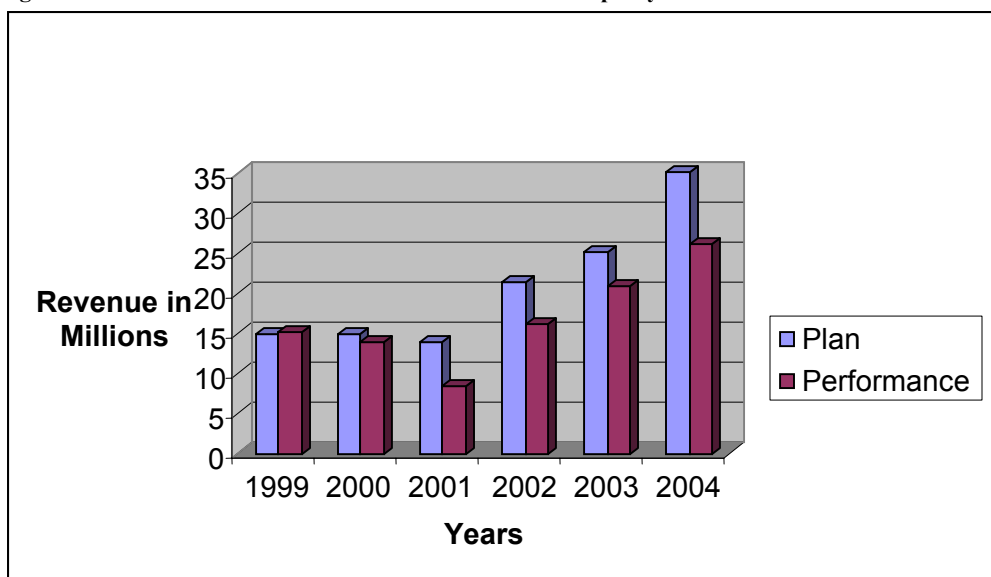
The inflows of the budget are grouped in chapters. Specifically, income is divided into revenue from: taxes; service charges; income from municipal properties; and Expenditure are grouped into the following outflows: expenditure for personnel; working expenses; capital expenditure.

**Table 3.1: Revenue Plan and Performance of Mekelle Municipality**

Years	Revenue Source						Total		%
	Tax		Service		Property		Plan	Performan ce	
	Plan	Performan ce	plan	Performa nce	Plan	Performa nce			
1999	4420845	4175539	3751635	2841916	6653307	8212864	14825788	15230320	102.73
2000	5339000	4453048	4235000	3800690	5426000	5544507	15000000	13798246	91.99
2001	4875842	3934545	4300000	2796869	4824158	1775614	14000000	8507029	60.76
2002	6895826	4873987	6782918	4730327	7769744	6463999	21448488	16068314	74.92
2003	8704400	7910744	5766000	6813168	10529599	6092907	25000000	20816820	83.27
2004	10835000	8947325	9450000	8536092	14715000	8689740	35000000	26173158	74.78

Source: Department of Revenue Administration and Expenditure, Mekelle Municipality 2005.

An increasing trend in revenue collection is evident in the plan except for year 2001. The achievements comparing it to the plan vary from minimum of 60.76 percent in year 2001 to the maximum of 102.73 percent in year 1999. The extensive municipal reform programs took place during the year of 2001 might be the reason for the low percentage of achievements that follow. In general the revenue of the city over the last six years ranges between the minimum of 8.5 million birr (2001) to the maximum of 26.3 birr (2004) roughly about 3.2 million USD. An amount between the ranges of 2.5 to 3.1 million birr is also obtained from the road fund of the Federal government which is commonly used for maintenance of the main roads.

**Figure 3.1 Revenue Plan & Performance of Mekelle Municipality**

Source: Department of Revenue Administration and Expenditure, of Mekelle Municipality 2005.

With regard to the expenditure an amount of 9 million and 12 million birr was allocated for the infrastructure services road and drainage in years of 2003 and 2004 respectively. This is large amount comparing to the annual revenue and finance required for other municipal functions. But, the unused budget of the previous years and funds obtained from the road fund were used to perform the projects. In addition the projects' life time especially for the asphalt roads usually goes beyond the budget year that the municipality allowed to carryout the projects though the projects cost much. The ration for the capital to recurrent budget was planned to be 70% to 30% in the year 2004. But the performance for the recurrent budget was

only 25% of the expenditure. Improvements have been achieved when compared to previous performances, according to the Head of the READ in the Municipality.

### **3.2.4 New Settlements of ‘Adishimdhun’ and ‘Adihawsi’**

‘Adishimdhun’ and the ‘Adihawsi’ are the city areas where settlement expansions have taken place. According to Berhe (2005), so far, the construction of 3890 houses has been completed. The number of houses in Adishimdhun comprises 2462 of the total completed houses in the new settlements. The other 1428 housing units are found in the settlement of Adihawsi. A significant number of houses are also under construction. Unfinished and discontinued housing units are also common in these settlements. But there are houses which are not occupied though their construction is completed according to Berhe (2005). The owners of these completed houses continue still to live in expensive rental houses in the center of the city because of the absence of the infrastructure services especially roads, drainage, water and electricity. The amount of investment required only for the installation of water supply service in these settlements is estimated to be about 3.7 million birr roughly about 430,000 USD which is beyond the capacity of the inhabitants although 50% of the costs should be covered by the municipality.

The settlement of Adishimdhun is found in the North West direction of the city. The Semen Municipal service area is responsible for the supervision of the constructions in the settlement. The houses types are predominantly row houses and the residents are under the category of the middle class groups (Berhe, 2005). In addition well organized development committees are also available in the settlement compared to the settlement of Adihawsi. But the situation of infrastructure services in the both settlements is similar, while the absence of well organized development committees makes difficult to provide the missed services in the settlement of Adihawsi.

### **3.2.5 Community Participation Experience**

The most important practical experience of community participation efforts in the city is the project of beautifying Mekelle. Since its establishment in 2003, the project has undertaken a number of activities. The development of two squares, the construction of a 350 meter road pavements and putting protection fences for trees planted inside the median of the streets in several parts of the city are among the undertakings of the project. Funds for about one million birr were donated by private firms, volunteer individuals and enterprises according to Kidane (2005).

A committee composed of several city government representatives and different prominent individuals has been organized and a number of sub-committees with several responsibilities like mobilizing of the necessary resources have been established. Making the city attractive for tourism and maintain its ecological balance was also the aim of the project.



## **Chapter 4 Analysis**

### **4.1 Analysis of Stakeholders Role**

This section presents and analysis the responses of various relevant stakeholders in the provision of infrastructure services such as: the Regional Urban Development Office, Mekelle Plan Preparation Project Office, Trade Industry and Cooperative Office, Housing Cooperatives, three Departments of the Municipality and the City and Kebele Administrations. The interviews and analysis of these respondents are presented as follows:

#### **4.1.1 Regional Urban Development Office (RUDO)**

The representative of the regional office stated in decentralized systems the local governments are responsible for development of infrastructure services in their localities. It is needless to say that the regional office still plays an important role. Every local government in the region including Mekelle is encouraged to promote and boost up its human settlement development activities by itself after decentralization has introduced. However the support of the urban development office is still important as decentralization has not developed well in the region and the city has capacity limitation in conducting development of the services alone. City administration seeks a technical assistance of the RUDO in delivering of infrastructure services in the new settlements as well.

Preparation of infrastructure standards that correspond with the development level of the cities in the region is responsibility of RUDO. But no standards has been prepared yet by the office, though their need is crucial in existing local development activities executed through participation of the community. Apart from the main regional office two Wing Offices aimed at providing technical assistance to the local governments in the region has been established. And one of the two wing office exists in the city with a mandate of assisting local developments like planning of new settlement for Mekelle and other urban centres in the south eastern part of the region. But no supports have been yet done by the Wing office though its location is suitable to provide the necessary assistances to the city. And the reason given by the officials for the absence of the support is that assistances are often provided when the local governments are requested, and no sort of request has been presented yet by the city administration. But it also observed a lack of clear communication channel is a problem between the office and the city administration also nothing is pointed out in the annual plan of the office about issues associated to training and community participation strategies that are needed be focused by the office for the promotion the local development activities in the city.

The local government budget allocations are the principal sources of finance for the provision of the infrastructure services in the existing and new developments in the city. Financial constraint is mentioned as critical problem of the local government by the majority the respondents during the survey. However, according to the head of the office, several measures that aimed at improving of finance for infrastructure services are being undertaken by the office. As the result of the actions that are taken by RUDO the city administration becomes beneficiaries of the soft loans for development of infrastructure services and other capacity building programs. An amount of one million euro is expected to be released in three year period by donors. The type of infrastructure services to be financed and selection of the

site where infrastructure services to put are left to be decided by the city administration. Thus, as problems of infrastructure services in the new settlements are resumed to be recognized by the local government there could be high possibilities for using these loans for development of infrastructure services like roads and drainage in the new settlements and for supporting of the existing local development efforts.

He concluded that, apart from this several studies intended at improving financial capacity of the municipalities including the city of Mekelle are taking place by different consultants in which the office is taking part actively as counterpart. In addition similar to the efforts of the MCPPPO, the RUDO is also undertaking various efforts on revising the existing residential plot size which has an impact on the costs of infrastructure services like road and drainage in the new settlements.

#### **4.1.2 Mekelle City Plan Preparation Project Office (MCPPPO)**

According to the manager Mr. Asmerom Tadesse, issuing long-term policies and goals about urban infrastructure services are among the main responsibilities of the project office. In addition design of standards that guides community based infrastructure projects in the city should also be the responsibility of the office. However, the office is still in structural plan preparation stage that focuses on general frameworks of several urban development plans including the infrastructure services. The standards are planned to be prepared during the stage of local development plan and no standards has been prepared yet by the office, although these standards were essential for coordinating of the local community based projects with the city level infrastructure development programmes. The manager stated that, currently the project office provides several aids to the local government especially to the municipality as demands are presented and he conclude that some of the supports that have been made so far were not elements of the office's plan and now it is also possible for the office to prepare the standards if they are highly needed for the existing local government development efforts.

The manager stated that, road and drainage master plan of the services is undergoing in the city. The areas within the range of 25 kms from city center shall be considered in the infrastructure master plan. The new developments that can take place be in coming 10 years as demand of several land use functions are taken into account in the plan. This can be used as a frame for the detailed standards that needed in the future for the existing efforts of community-based projects. It can also utilize for the infrastructure services that should implement through the participation of the community in the new settlements according to the manager.

Inception paper for preparation of strategic and comprehensive infrastructure plan is also undertaking by the office, however, this paper's intention was targeted on coordinating of various actors' effort in the system of infrastructure provision. Among the actors identified by this inception paper are: the governments at different levels (Federal, Regional, and Local/city Administrations), Mekelle Municipality, the Mekelle Water Supply Office, Mekelle Transport Office, Regional Transport Office, Ethiopian Telecommunication Corporation and the Ethiopian Electric Power Corporation. But neither of the communities nor the lower entities of the local government are identified as stakeholders in the paper aimed in preparing strategic and comprehensive infrastructure plan of the city. The integration of the infrastructure services provided by different levels of the government office and agencies were the center of the inception paper, while integrating of the city level

programs with the projects that will be conducted at neighbourhood level of settlements through the participation of the community are neglected.

The project office's support was directed to the municipality; no direct communication exists with the other local government's entities like Kebele. The demands derive from the Kebele as the need support of the project office are demands of the to provide the necessary supports directly, according to the manager's explanation, due to the lack of direct communication with the other entities of the local government all the support demands of the local government entities especially the kebele which play a leading role in the local development efforts passes through the municipality. Hence, the absence of communication system may contribute for neglecting of the community and the Kebele to take as stakeholders in the preparation of infrastructure plan conducted by the office. Due to the absence of relationship the prevailing development efforts have not yet get any support of the office though both are accountable to the city administration.

Establishment of permanent institution in either of authority or agency form which is recommended by the project office in its inception paper prepared for strategic and comprehensive infrastructure will be an important step for improving of infrastructure services in the city including the new settlements and the existing community based efforts which are currently suffering from the absence of responsible organization could get a solution. All the necessary technical and other kind of supports could be provided by this institution according to the manager. According to the inception paper, (2005) the intended tasks of the new agency or authority will be summarized as follows:

- Supervises and follow up the consultancy work and decide on proposals and recommendations forwarded by the consultant.
- Ensure the necessary participation and collaboration of infrastructure providers, government offices and agencies at various administrative levels;
- Serves as an authority and primary sanctioning agent of the plan preparation and implementation.

As an effort of infrastructure development the project office has introduced site-and-service scheme programs in the city, the schemes were designed on partnership model in which the public and the private sector could take part in the provision of the services. The manager stated that, the programs were not able to produce fruitful results due to the absence of potential private and institutional investors that can take part in the provision of infrastructure services like road and drainage in the city. As other models infrastructure development schemes upgrading and renewal programs were also planned by the project office in the slum neighbourhood adjacent to the new settlement of Adihawsi. Intensive discussions and debates were taken place among the various actors including the residents of the settlement when the options were presented by the project office. Finally the option of upgrading program was selected by the participants though the renewal option was the preference of the project office according to the manager. In general, the debating took place in making decisions of the two alternatives is noticed as prominent community participation experiences in planning by the project office. According to the manager during the beginning of the project professionals working in the office were thought as plan preparation is a technical exercise to be carried out only by professionals without involving the operational government institutions and the population concerned. This kind of professionals' perception has hindered the participation of the community in the planning exercises conducted by the project office, though certain improvements are evidenced at present.

Financial constraint in the municipality is among the other reasons for low expansion of the infrastructure services in the city. Various strategies aiming at reducing the infrastructure costs are being introduced by the project office and the strategies may allow the city administration to improve the services with its available resources. According to Mr. Asmerom, among the project office strategies designed with the objective of reducing the infrastructure cost are: (1) Infill development approaches to use the vacant spaces located near the existing infrastructure services (2) increasing the density of the city through making revision of the existing plot size, i.e. from 140 sq. meter to 100 sq. meter (3) initiatives towards the condominium housing development scheme in order to promote the vertical growth in the city (4) Initiatives on the arrangement of the plot's layout, for example as Mr. Asmerom, the cost of infrastructure with small length of the frontage is lower than the plot of the same area with large length of the frontage.

#### **4.1.3 Town Planning and Land Administration Department (TPLAD)**

According to the explanation of the department head Mr. Solomon Haile, over the last fourteen years a total number of 8253 plots of land were allocated for residential houses in the city. However, it is only about 31.2 percent of the total housing demand. While the remaining significant portion of the people are waiting for acquiring land, actually all the people may not afford to construct the houses by their own but a land is required whoever will build it.

A total of 350 hectares of land were provided for different uses including residential houses so far, but the problem of infrastructure services is very critical to most of these new settlements especially those took place over the last five years. Provision of the land becomes continuous process in the city even though infrastructure development lags behind according to Mr. Solomon. The housing demands in the city are classified into four different categories by the municipality: inhabitants who obtain plot of land on lottery basis; the region's indigenous people but they work in the defence ministry; association of the war disabled people; and the self help housing cooperatives. About 81.9 percent of the existing demand for self help housing cooperatives is satisfied, but not more than 20 percent the other demands have yet satisfied according to the head. The supply for housing cooperatives demand has got special attention of the local government. The local government supposes that participating this group of builders in local development activities including infrastructure services in the new neighbourhoods was easy, and this was the main reason for such special attention according to the head. But the department fails to organize these cooperatives and no other responsible organizational was also available to mobilize them in development of the infrastructure services.

Land supply in the city is hindered due to the increased costs for compensation of the farm land and the technical capability of the department for supervising of the housing construction. Because the houses built in the new settlements need to correspond to the approved design and plan of the city according to the head of the department. But, the investment required for development of infrastructure services is not getting attention of the local government for lands are often provided without these basic infrastructure services. He explained to increase the supply if the technical capability of the department and the required finance for compensation are improved. It is possible to imagine how the infrastructure problem would grow as the municipality continue to supply the land with the existing trend.

The absence of infrastructure services like roads and drainage was among the other problems which are generating range of troubles to the residents of the new settlement according to the explanation of Mr. Solomon, water services are also a problem these settlements especially in the developments took place recently. The distant of the settlements together with the absence of adequate road accesses are generating a problem particularly to the disabled group of the builders. According to the head of the department, the poor development of roads drainage services in the new settlements are caused by: (1) the plans of service providers like water supply office were not considered during the sites the sites for new settlements were selected by the department (2) absence of responsible local government organization that can coordinate and organize various housing developers in providing infrastructure services in their neighbourhoods (3) the absence of innovations that create and promote vertical growth in the city (4) and lack of coordination between the two departments TPLA and CCA within the municipality.

However, according to the head the department has conducted few attempts to improve the provision of the services in the new settlements. The housing cooperatives groups were put together with the other groups in the same blocks though the department usually tries to place them in separate blocks. But the housing cooperatives face difficulties for organizing the other groups like the individual builders in the block during the provision of the services like water supply. As the result the department is currently making an effort to accommodate the cooperatives in separate blocks.

In addition as a strategy of reducing the cost for infrastructure services in the new settlements certain arrangement on the layout of the blocks are intended to be conducted. For example, the length to the road side of the plots without affecting its total areas is one the efforts that planned to reduce the infrastructure costs like roads and drainage services. But programs aimed to decrease the existing plot size is difficult to apply, even though some efforts are being undertaken by concerned organizations like MCPPO and RUDO according to Mr. Solomon's explanation. He says that the strategy seems feasible but people might not accept it for the people are also complaining as the existing plot size is small.

#### **4.1.4 Trade, Industry and Cooperatives Office (OTIC)**

The office is accountable to the trade, industry and urban development sector in the city administration which is headed by the deputy mayor of the city and it is responsible for organizing the housing cooperatives. Housing cooperatives are among the key actors in residential housing production. Large numbers of residential housing units are produced by several housing cooperatives in the city and the majority of these cooperatives are found in the new settlements. The RUDO was responsible for organizing the cooperatives, but the responsibility now lays in OTIC after the organizational reforms that took place in the city.

According to the Directives of the Housing Cooperatives (1996), the responsibilities of the office in organizing activities of these cooperatives are limited to: (1) familiarizing of the cooperative members with housing cooperative regulations, (2) Screening of the housing cooperative members that do not own other house for the law prohibits to acquire a land if you have already a residential dwelling unit, (3) To save their money in a blocked account in the bank, (4) To write letters to the municipality about their eligibility to acquire land, (5) and sub dividing of the plots among the individual members of the cooperatives after they completed the substructure of their houses. Nothing is stated in its directives about the provision of the infrastructure services like roads and drainage systems.

The organizational setup of the section has only two diploma holder professionals with limited skill and experiences in organizing housing cooperative activities. The section is not organized in the way that enables it to deal with an ever increasing number of housing cooperatives. Besides, the existing relationship between the office and the cooperatives is limited to writing of letters to different local government offices like the Municipality and the Water Supply Office and no sort of regular communication channel is existed between them.

As Mr. Hailesslasse response, the housing cooperatives are not willing to take part in the provision of infrastructure services. And/or they are willing to take part only in services like the water supply for the reason it is important to survive and/or necessary during the construction stage. The financial constraint restricts the cooperatives from being involved in provision of infrastructure services like roads and drainage according to him. The cooperatives lack the money even to finish their buildings and often ask the office to release their money saved in the blocked account. On the other hand, representatives of housing cooperatives respond that they are willing to participate in any local development activities including infrastructure services in their neighbourhoods if responsible local government body that can organize them is emerged.

Mr. Hailesslasses stated that, in some cases the plots of the housing cooperatives and individual builders are put together in the same block by the municipality. But the cooperatives need to start the construction as soon as they get the land. Different from the other groups the cooperatives often save minimum of 15 percent costs of their houses before the land has secured, and due to this and other kind of preparation often they tend to start the construction soon. The variation of demands to start the construction that exist between the cooperatives and the other builders are generating a problem to organize the people in provision of the infrastructure services in the new settlements according to the head. For example, at present this problem is evidenced in water supply services delivering of some new settlements, and nothing can prevent the problem from being faced to the infrastructure service provisions like roads and drainage.

The lack of appropriate organizational structure that enables to organize the cooperatives in development of infrastructure services of their neighbourhood is a problem. But also the entire absence of an organization which is responsible for mobilizing and organizing of the other housing builders like the individuals is critical. No organization exists in the city even if the individual builders need to contribute in participatory infrastructure provision. According to the respondent also the housing cooperatives that acquire land between areas of 175-500 sq.meter on lease basis, are suffering from the lack of responsible organization to coordinate their efforts.

The need for involving the housing cooperatives in infrastructure development of their respective neighbourhoods is paramount important according to the respondent. And an organizational structure which could coordinate efforts of all the actors that involve in housing production in the new settlements is very essential. Otherwise the existing limited endeavours which are focused on housing cooperatives' that take land between the ranges of 140-175 sq.meter alone could not improve the infrastructure services in the new settlements. Realization of such efforts might require either of channelling the responsibilities to the existing relevant organizations or establishing another new organization that can organize the actors effectively. And the existing trends of providing the services like road and drainage

also desired to be improved and their installations should taken place before houses have been constructed according to the representative.

#### **4.1.5 Housing Cooperatives (HC)**

Representatives of three categories of housing cooperatives were interviewed. Responds of these three groups towards the interviews issues were similar hence its summary is presented as follows:

According to the Directives of the Housing Cooperatives (1996), designing of economical house and supplying of construction materials were main the focus of the cooperatives' duties and responsibilities. Also the duties and responsibilities of the development and technique committee in the cooperatives is associated to housing designs and site selections, but nothing is mentioned about the infrastructure services , in spite of the fact that these services are very crucial in the settlements according to the representatives explanation.

They also stated that problems of infrastructure services like roads and drainage are critical and placed as first priority problem in their neighbourhoods. Usually the problems of road accesses and drainage systems are common to all neighbourhoods of the new settlements. Services like electricity and water supply are relatively available in the developed settlements, but the lack of these services is also common in the settlements where the houses are under construction. Water services are disconnected very frequently in the developed settlements where occupation of the residents has already been taken place as mentioned by the representatives.

The absence of these infrastructure services, mainly the roads and drainage is originating several problems to the residents of the new settlements, and the problem becomes much worse during the rainy seasons. According to the respondents, the problems generated are: (1) the builders are reluctant to occupy their completed houses unless they have no alternative in other locality (2) lowering of the rental prices of the houses. For instance, some people prefer to stay in the private rental houses due to the absence of these infrastructure services, but if they want to rent their houses the amount they can earn from the rent is very low to compensate the expenses of the rental costs they were live. The rent of the housing units in new settlements is estimated to be four times lower than the cost of the same quality house in the center of the city according to the respondents. Even if locations and other factors could influence the rent cost, the contribution of the infrastructure problem is very significant according to the respondents (3) Absence of transportation facilities and/or increase in the costs of transportation. For example, the taxi drivers are not willing to go to the neighbourhoods during the rainy seasons or sometime they increase the cost or shortened the taxi stop. (4) Very slow construction of the houses is also common in the settlements due to the absence of these infrastructure services according to the representatives.

The inadequate attention of the local government to the development of the infrastructure services is one of the reasons for the poor provision of the services in the new settlements according to the representatives. Over the last few years the number of housing plots allocated for builders especially for the cooperatives is increasingly growing but infrastructure services are neglected by the government unanimously said by the respondents. For example, in the year 2003, 37 housing cooperatives have acquired land from the municipality, but neither of them has accessed to infrastructure services like roads and drainage yet. People who are living in the new settlements are saying the local government is currently engaging in new rural development not expansion of the existing urban areas

according to Mr. Mebrahtu Haile representative of the cooperative live in the Adishimdhun settlement. There is a popular joke in the city that the new settlement situated in the area commonly called 'Adishimdhun' is begin named ' Good bye Mekelle', due to the lack of road which connects the settlement with the existing developments.

As other respondents, they also explain that absence of a responsible unit of organization at the local government is a critical problem in the city. Apart from this even the existing limited efforts of infrastructure development through the participation of the housing cooperatives are focused on the neighbourhoods where the houses are completed and occupied by the residents. It could be for the reason that existing efforts are done on community-base strategy in such strategy the frame of reference for development inputs is the social group or community itself according to Peter Schubeler (1996), and the absence of residents could be a problem on the settlements where construction is undergoing. The existing few participation efforts of the cooperatives are focused on the contribution of money for fuel consumption of the construction machineries, but the selection of the routes to be constructed and other decisions are made by the municipality itself. The infrastructure services that are introduced based on this kind of arrangement is mainly local gravel roads not drainage systems according to the representatives.

The communication system among the several housing cooperatives in the settlements is weak, and their relationship with the entities of local government is also limited although it was important for coordinated provision of the services. The housing cooperative members express their willingness to participate in the provision of the infrastructure services like road and drainage though opinion of OTIC respondent was different. The cooperative members are composed of civil servants who work at various levels of the government and among them many engineers and other professionals are available. The engineers can contribute during the design and supervision phases of the projects, and the non-technical professionals can also contribute in the other elements of infrastructure provision processes like policy design and planning programs. The respondents' of all groups express as they are committed enough to make any sort of contribution needed from them, if the local government introduced infrastructure provision programs like road and drainage in their settlement, and they explained as they could have covered costs for fuel and overtime of the operators if the municipality has provided the necessary construction machineries.

#### **4.1.6 Revenue Administration and Expenditure Department (RAED)**

The need of finance for the infrastructure service provision is fundamental. It might be difficult for the local government to play its enabling role without finance. Even in participatory infrastructure service provision where substantial share of the costs are likely to be contributed by the communities the need for local government finance is important according to Mr. Hagos the head of department. The financial assistances that are made by the local government to the local development efforts can raise the contribution of the community. Moreover, it helps to bridge the gap of the required budget for the investment.

According to the head of the department, the city has increased its revenue over the last six years. However, despite of that improvement in revenue, the expenditure on infrastructure services and expenses earmarked to other fundamental municipal functions is also becoming growing. Fore example, the proportion between the capital and the recurrent costs was planned to be 70 to 30 in 2003, but the share for the capital project has risen in the actual



implementation and it becomes 75 to 25 only. This implies improvement of the municipality's efficiency according to the head.

The annual collected taxes from different headings are the revenue sources of the city. The local government's budget is also the main source of finance for of the government sponsored infrastructure services and the contributions made to the community based projects. Very few funds are also available from different organizations though they are directed to use for development of specific infrastructure projects. For example, the aid gained from the road fund of the federal government is allowed to be used only for maintenance of main arterial roads, while the majority of the roads done through community participation are the local roads. And the funds obtained from GTZ and Urban Development Fund were also targeted to infrastructure services other than roads and drainage moreover infrastructure development with an estimated cost of 250,000 USD were also financed by the regional government for development of infrastructures in specific areas of the industrial zones.

According to the department head, the Regional Lease Proclamation (2002), states that 90 percent of the tax collected from land lease should put directly to the development of infrastructure services, but in practice the investments required for development of infrastructure services far exceeds to the amount of tax collected from lease headings. For example, the budget allocated for construction of only asphalt road is about 3 million USD in 2005, while the amount of revenue collected from lease taxes during the period of 2004 is only about 650,000 USD which represents about 21 percent of the budget needed for asphalt according to Mr. Hagos.

The revenue of the municipality is therefore lagging behind the budget needed for infrastructure development. The problem is encountered by a number of factors, however the major factors for the reducing of the revenue according to the head of the department are:

- Lack of clarity between the municipal and regional government's tax shares. As some municipal taxes goes to the pocket of the regional government. For instance, the city administration obtains no share of the taxes collected from the bus terminal though the necessary services like roads and street lights are provided by the municipality.
- Lower and unreasonable tariff rates. For example, the amount of tax puts on environmental cleansing is uniform 3 USD/annum/household despite the housing units vary in location and size of their plot, and the rate is also low according to the respondent.
- Unfair tax exemptions for example, garage and industry services which are likely to produce huge quantity of wastes are exempted from paying the environmental cleansing charge.
- Absence of effective land information system for example, only 15,000 housing units are paying land taxes though the total housing units in the city are estimated to be reached about 21,000.
- Lack of enforceable instruments for non-payers of taxes and overlapping of responsibility. For instance, granting and renewing of trade license are the mandate TICO in the city while the service charges are collected by the municipality. In case the business people fail to pay the charge the municipality is authorized by the regional regulation to takeout their licenses, but these becomes difficult during implementation, and huge amount of tax remain uncollected because of such problems.

#### **4.1.7 Construction and Contract Administration Department (CCAD)**

The strategic plan of the city aimed to construct 25km length of gravel road every year in the city. However, the main assumption of the strategic plan was not the road demands in the city; instead the municipality's implementation capacity was the focus. Based on that, the CCAD has constructed a uniform of 25kms length of gravel roads for the last three years in the city. A length of 2.5km gravel road is constructed in each kebele, and this is done simply by dividing the plan among the 10 kebelles of the city, according to Mr. Haylay the head of the department. He added that the residents' participation was ensured through involving the Kebele administrators in the selection process of the routes on which the roads has to pass. However, the community participation concept extends beyond involving in selection of the sites in which the roads and drainage lines need to be constructed according to the Peter Schubeler, (1996), Involvement of the people in the other functions of infrastructure management like planning, implementation, operation and maintenance and evaluation are needed to be conducted. But the existing participation experiences are aimed mainly to implementation element of participation stages. In addition, the residents had not involved in identifying their needs from early stage of preparing the strategic plan of the city, if they allowed involving, the problems of roads might not be identified by all the kebelles because drainage systems are more serious in some kebelles than the problem of road accesses.

Mr. Haylay explained that, problem of infrastructure services like road and drainage are very crucial in the city, and more seriously in the new settlements at the periphery. But, the central location of the city is the main focus of the existing infrastructure developments carried out by the department. For example, the majority of the asphalt roads which consume a large share of the municipal resources are constructed in central locations. Even though, the lack of good quality roads is a problem in the central location but the complete absence of the services that makes the problem in the new settlements more critical. Therefore, the limited efforts of the department have not aimed at the developments infrastructure services in the new settlements.

The support made by the department to the existing infrastructure development activities carried out by the Kebele administrations is very inadequate. Lack of direct relationship and absence of communication channels between the department and the kebele administrations are the main causes for the problem according to Mr. Haylay. Managing the construction activities of kebelles was among the duties and responsibilities of the department according to the (COSS, 2003) but they do not have any formal communication system among themselves. They communicate each other through the city administration in which the chairpersons of kebelles' local development committee and the department head of the CCA are both members of development committee established at the city level.

Apart from the absence of appropriate and direct communication systems with the kebelles, inadequate number of staffs in the department is another problem that affects its capacity to provide all the necessary supports for the kebelles undertakings. In addition, the existing structure of the department is not ready to accommodate the participation of the community because neither of the sections in the department is responsible in dealing with community participation affairs, even though, the (COSS, 2003), stated that the department is responsible for managing the kebelles' construction activities.

In general, according to the head no formal evaluation has been done so far for the projects implemented by the department in collaboration with the community. But, even though

participatory infrastructure provision are started to be introduced in the city the community is not involving through the entire process infrastructure management process hence this resulted in problems on maintenance and operation of completed projects. For example, it is not uncommon in the city to see completed projects of roads and drainage that are filled with waste thrown by the residents that live near the projects.

Projects which are executed fully by the kebelles without involving the department are also facing a problem in their quality as stated by the head of the department. For example, in the Kebele named 'Industry' selection and construction of drainage sites have been carried out by the kebele itself and the department was not involved. But the completed project has a problem that the storm water is not flowing smoothly. He added that, such fragmented drainage projects might not considered the overall drainage systems of the city besides to its problem of quality. Therefore, local development projects carried out by the Kebelles where the department is not involved might not correspond with the infrastructure development programs conducted at the city level.

According to the head of the department, infrastructure services like drainage should not be done with the participation of the community for it requires technical skills to prevent similar problems as to the ones that happened in kebele 'Industry'. But drainage infrastructure services include elements infrastructure management function like the selection of the sites that can be done through community participation even though the design, construction and supervision phases require technical skills, in addition technical people of the Kebele residents can also contribute technical inputs.

The department is actively participating in the preparation of the master plan of road and drainage services in the city which could contribute for the community participation efforts that can take place in the new settlements. In addition good qualities of roads and the small culvers are also constructed by various kebele administrations without the substantial support of the department. For example, kebele named 'Industry' constructs 3km length of gravel road in its different localities, also 120meters of stone pavement walkways was constructed by the kebele 'Kedamayweyane'. A number of roads and drainage has also be done through the collaborative efforts of the 'kebelles' and the department even though their communication is not direct so far, 25 percent of the project's costs are contributed by the community and that is used for fuel of the machineries. The cost is estimated on the average cost of 110,000-120,000birr for construction of 1km gravel road according to the head. The contribution of the community can be boost up as the existing bad image of the municipality is improved according to the head.

The coordination between the Departments of TPLA and the CCA within the municipality is very poor, and this becomes a problem on the provision of the infrastructure services in new settlements. Both departments have similar final goal of providing effective, efficient and equitable services in the best interest of the city residents according to the strategic plan of the city (2003). But he said the department of TPLA is only focusing on the number of plots to be provided annually in which the department of CCA is not consulted on the infrastructure services like roads and drainage.

According to the explanation of the head, currently the growth level of the city is at the stage that can easily be corrected in spite of the tremendous increase over the last few years. But the infrastructure problems in the city in general and the new settlements in particular could spread to the extent that local government can control, unless certain measures are taken in

coordinating the existing efforts. In addition the numbers of infrastructure provision activities that implement by various kebelles are growing; therefore these become difficult to be coordinated by the department even though the existing problem of communication between the department and the Kebele has been addressed.

#### **4.1.8 Culture and Information Sector (CIS)**

Community participation is a recent phenomenon in the city, but now it is getting an importance and becomes one of the three important tasks of the administration office according to the head of culture and information sector in the city administration. The three important activities that get the attention of the administration office are: (1) expansion of small and micro scale enterprises (2) capacity building programmes (3) the local development activities that conducted through community participation. And for the promotion of it 20 representatives of the kebele administration has made a ten days visit aiming at sharing of experience from the capital Addis Ababa.

The city administration has identified four important tasks before the start of the participation process. (1) Identification of duties and responsibilities of the city's and the Kebele's administrations in the local development projects. The responsibility of the city administration is focused on issuing of general directions, but the detail implementation, action plans and prioritization tasks are left to the kebelles.(2) classifying of services that should be provided by the municipality and services that need to be provided by the kebelles.(3) determining the share of the municipality and the residents in local development projects i.e. to become 30% and 70% respectively.(4) to determine the sources of the resources for both local development committees at both City and Kebele levels. Residential contributions within the territory of the kebele is determined to be the sources of the kebelles' local development sources, while the resources obtained from the enterprises will be the sources for the development committee in the city according to the direction of city administration. But if the people's place of living and working are different the place of living is taking for granted.

Establishment of local development committee at various levels of the local government has conducted, and the committee formulated at the level of the city is one of the others. Its members were composed of various stakeholders that can have a stake in the development of the services in the city. The heads of the utility services like Water Supply, Electricity, Telecommunication, manager of municipal services, the head of the CCA department, the head of the City Capacity Building and the head of the CI sectors in the city administration are among the other members of this development committee, thus implies that community participation has received considerable attention by the city administration.

After the establishment of the committee an intensive awareness building programs has been carried out according to the head of the city's CIS head. Also building the awareness of the development committee leadership at different levels such as the neighbourhoods, kebelles and the city were the main targets of this program. Further it extends to civic associations, civil servants, informal saving associations and to the different segment of the residents of the city that can contribute to the local development activities. Conferences and meetings were among the other methods employed to introduce the awareness program. Significant results have been achieved with introduction of this program, for example, the city development committee has organized fund raising program following this intensive awareness created among the society in the city. The plan of the committee was to collect 2.5million birr but

they able to collect an amount of 2.9 million birr in a few number of days according to the head.

According to the City Administration Report (2005), the existing local development efforts are supported with several implementation directions which are issuing by the city administration. Standards on width and thickness of both gravel road and pedestrian pavements; standards of drainage constructions; and toilet and water tap designs, specification and their locations from the waterline and main road are clearly stated in the standard document. And these standards are helping the local development committee during implementation of the projects as the respondent. Reporting system which includes details of construction stage, budgets allocated, problems and other description of performance evaluation is also produced.

The other important document produced and serves as direction for implementation is the methods on the use of labor contribution which also includes: estimation and recording of labor contributions; distinguishing of the community group that can contribute labor; identifying of the activities that can be done through labor contribution; duties and responsibilities of the several development committee at kebele level has been addressed according to the head. But on the evaluation report it stated that these standards and directions lack clarity and detailing for using.

As other attempts of support, the city administration has arranged training programmes using its own organization. For example, the Office of Finance and Plan in the city has provided trainings to the cashers of the local development committee. The municipality of city has also contributed some technical assistance during the implementation of the projects at local level. In addition according to the explanation of the respondent, there are plans in which the sector offices in the city could provide support in their field of concerns to the local development activities. For example, the office of education to provide support for educational activities that will take place in the kebele, but this is not still developed well according to the representative.

According to the head, the city administration employs radio, visit programmes, and festivals and other public meetings as a means of communication in the process of the participatory infrastructure provision activities take place in the city. The city has regular 30 minutes radio programme per week in the regional radio station. Development activities of the city are broadcasted in this regular programme. The programme is used by the city administration as an incentive to the performance of the kebelles in local development activities. Kebelles like 'Industry' has got a chance to transmit their activities for that was evaluated as performing well. The other forms of communication used by the city administration are the regular meetings held with members of the several development committees, regular council meetings and reports made by all committees to their top level authority are some of the examples according to the City Administration Report (2005), and several visiting programmes arranged by the city administration creates sense of trust with the people beyond their communication role, as the respondent.

**Table 4.1: Budget Plan of Local Development for 2005**

Kebelle's Name	70% Public Contribution in Birr	30% Municipal Contribution in Birr	Total
Hawelti	377,776.35	161,904.15	539,608.50
Adihaki	226,692.58	97,153.96	323,846.54
Addis Alem	366,318.25	156,993.54	523,311.79
Hadnet	385,653.50	165,280.07	550,933.57
Quiha	254,731.50	109,170.64	363,902.14
Industry	206,425.00	88,467.86	294,892.86
Ayder	242,726.75	104,025.75	346,752.50
Sewhi Ngus	256,361.55	109,869.24	366,230.79
Kedaayweyane	172,000.00	73,714.28	245,714.29
Aynalem	203,125.00	87,053.57	290,178.00
Total	2,691,810.54	1,153,633.00	3,845,443.54

Source: Mekelle City Administration, 2005

The table indicates that large share of budget is expected to be contributed from the residents of each kebele for their local development activities. As the budget earmarks by the kebele increases the share the kebele obtain from the municipality will also increase. For example, the budget which is earmarked by kebele Hadnet is the largest of the others and the municipal contribution to the kebele is also the biggest.

The local development committee organized at the level of the city has planned to undertake several activities through participation of the community. Some of the activities planned in the year 2004 were; 25km gravel road, 10 small culverts, stone pavements, local street lights and public water taps and these activities are identified as local development activities. The local government's role was limited to preparing of the annual plans and making contribution of 30% financial share to the local development projects. However, though the plans were prepared by the city local development committee, these plans were endorsed by the councils in each kebelles. For instance, plans which were designed by the city development committee were rejected by the councils of kebele 'Industry' according to the City Administration Report (2005). The evaluation results of the kebelles on implementation of the local development activities revealed that, among the ten 10 kebelles of the city the four are assessed as they are performing well, the three are moderate and the other three has evaluated as they are performing bad.

Local development is a new concept and not yet developed very well in the city, however some problems has prevailed during the implementation of the limited activities. Summary of these problems based on the explanation of the respondent and other secondary documents is presented as follows:

- Absence of responsible organizational structure that can organize and coordinate the existing local development activities, currently the activities are performed by various levels of the local government as an extra functions of their responsibilities.
- Lack of commitment in the leadership especially at the level of the neighbourhoods.
- Absence of adequate reward and incentive mechanisms to motivate the actors who play key role.
- Deficiency of regional government's assistance in the preparation of the general directions and making of financial donations.
- Absent of responsible body for organizing of development activities that need to extend to the new settlements especially in the settlements where occupation is not taking place.

#### **4.1.9 Kebele Administrations (KA)**

Communities' participation in development services in its locality has started in the early 1996 according to the Kebele. The participation was only focused contribution activities and the amount of money that needs to be contributed by each of the residents in the kebelles was determined by the administration itself. The people begin to complain about this forced contribution approach and that was evaluated as the approach could not achieve the intended results according to the Kebele administrators. In the late 1996 the kebele of 'Industry' has planned to collect 150000 birr but only about 90000 birr was collected. But the kebelles could influence the payment of users by involving them in the processes of system management and responding to customer concerns.

The Kebele administration together with administration of the city has made an evaluation about the overall procedures used in the participation process took place during the year. A festival was arranged by the kebele after the evaluation, various segments the kebelles' residents were invited and briefing was made by the concerned official about the need and objective of community participation in local development activities. An amount of 51000 birr was contributed by the participants. Second round of a festival programme was arranged in the time of 15 days and representatives of various enterprises other than the residents were available in the programme. The majority of the participants pledged to contribute an amount between the ranges of 30-4000 birr roughly about 3.5-470 USD which implies as contribution could increase that the Kebele attempts to conduct interest based community participation.

Local development committee which comprises of six sub-committees was established with several mandates of local development activities in the ten kebelles. The total number of 30 people from one kebele and 9 people from the neighbourhoods within the kebele are elected as committee members, five executive members were also elected from the total of the 30 members.

The six sub-committees embrace committees of planning, construction, maintenance, finance, mobilization, and documentation. All these sub-committees have several mandates that could contribute to the community based projects. The performance of all these six sub-committees varies accordingly according to the explanation of the respondent, for example the sub-committees of planning and construction are among the committee who are performing well in Kebele 'Industry'.

The committee and sub-committees members are elected by the residents of the kebele. The kebele administrations role in the election process is limited to organizing the meeting and briefing about the need for the establishment of the committees. Also a general guide about the required quality of the leadership is also presented by the administrators, though the right for decision would leave to the residents. Actually no clearly written criteria are used to determine the quality of the committee members, but educational background and public trust are mentioned for the people that to be taken into account. And majority of the committee members satisfies the needed requirements but their contribution to the local development efforts is very limited, for they are often busy in their everyday jobs as stated by the representatives.

Three of the five executive committees of the Kebele's administration are members of the local development committees. But the people do not elect them to be local development committee members though they are elected to be administrators. The executive members

play key role in the functions of the development committee. For example, money transferring, resource mobilization and collection of the contributions are done by these three Kebele executive committee members. This implies that the role of the other committee members elected by the residents is very limited hence this could damage the trust of the people on the local development committee. But several substantial results have been achieved by these newly elected leaderships even though they have a number of problems. For instance, in Kebele 'Industry' an amount of 418,000 birr roughly about 47,000 USD was collected from the residents, though only 220,000 birr was planned according to the representatives of the kebele leadership committee.

The Kebele local development activities were mainly targeted on projects that were not incorporated in the plan of the municipality and assumed to be priority of the Kebele residents. The plans are prepared by the kebele administration together with the local development committee elected by the inhabitants. Local street lights, small culverts, gravel roads, schools, sport fields, public toilet and showers and additional kebele offices are among the projects carried out in the administration through participation of the community. For example, 3 small culverts, 4km of local gravel roads, completion of school with total cost of 33000 birr are some of the examples executed by kebele 'Industry' in year 2004 according to the chairman of the kebele administration.

The provision of electric supply services in the kebele is conducted on special form of arrangements in which the community obtains the electric services on the long term loans that arranged by the municipality. It could be an example where facilitating role of the enabler local government is practiced and that could also be essential to apply for other local infrastructure services. The process used to provide the street lights, according to the respondent is; For example, in Kebele 'Industry', the Kebele was responsible for covering 50% of the installation cost while the remaining 50% would be contributed by the municipality, total estimated cost for installation was about 438,000 birr. The Municipality signed an agreement with EEPC to take the guarantee for paying the entire cost of the installation in 5years period. Furthermore, the Kebele administration also signs a contract with municipality to pay its share of 219,000birr in the period of 5 years, but the services were provided in the first year of the agreement.

In the local development activities the participants concerned are not limited to residential communities; other grouping of infrastructure users or even individual users and also include private sector enterprise in particular can participate and also in the kebele not only the residents, but also enterprises are taking part in the development of the service, but all of these enterprises are found within the territory of the kebele administration. According to the respondents Tigray Rural Roads Authority, 'Sur' Construction Share Company, 'Mesfin' Industrial Share Company, Trans Ethiopia Share Company, Tigray Region Water Enterprise and the Catholic missionary of charity were among the enterprises involved in the local development activities of Kebele 'Industry'. Several kinds of supports expressed in terms of finance, material and skill have been made by these enterprises. For example, preparation of designs for the culverts, 69 drainage pipes, dump trucks, and an amount of 57,000 birr are among the contributions that are made by these enterprises in the local development of Kebele 'Industry'.

In local development efforts communication is not only important between the government and various population groups, but also between the different populations groups themselves.



Various communication mechanisms exist among the different levels of the community leaderships and the public according to the respondent, city council which comprises large representatives from the residents holds a meeting regularly twice a year. The annual plans of the city including local development plans are endorsed at the council meeting arranged at the beginning of the year and their performance are also evaluated end of the year. In addition the kebele council held regular meetings every two months. Endorsing of the local development plan, and evaluating and monitoring of its performance are among the main responsibilities of the council. Brochures which consist of information of the implemented projects that executed through the participation of the communities are also distributed to the people during the festivals and meetings according to the representatives. The local development committee members have regular meetings every week. Also the chairperson of this committee is member of the development committee at city level. Hence these forms of communications are generating good spirit among the people and its leadership in which the people encourages to participate as the respondent.

The engagement of infrastructure users in participatory activities depends upon their infrastructure related interests, and the extent to which these interests may be promoted through participation according to Schubeler, P. (1996). An example of this, residents of some localities were reluctant to take part in projects designed by the kebele for that failed to consider the interest of the people in specific locality according to the respondents. For instance, the settlements of 'Adi Kenferom', 'Felegdaero', and 'Lachi' were among the rural areas incorporated in the territory of the city administration, and these are found in the administrative boundary of the kebele 'Industry'. The kebele has planned to construct a small culver in areas far from these new settlements; also the project was schemed to be implemented through the participation of the community. The kebele seeks to mobilize the residents of these settlements to involve in the construction of the project. But the people rejected the Kebele's mobilization and the project failed from being executed through the participation as intended. The lower interest of the residents could be derived from the extent that these people could benefit from the execution of the project. But when similar project of culver is designed in their localities the people has participated actively and the project has completed before its schedule.

The kind of contribution that can be made by the community during participation is influenced by the resources in which communities of different localities own. For example according to the chair person of the kebele administration, the settlers of the newly incorporated rural settlements including settlements of 'Adi Kenferom', 'Felegdaero', and 'Lachi' are willing to contribute labor, on the other hand the settlers of the old part of the same kebele are willing to pay money instead of labor.

The existing community based strategy is not easy to apply for development of the infrastructure in the new settlement. The respondents stated the problem, they know where the areas of new settlements are within their territories, but lack of the community that is essential for community based development efforts is a problem in these localities. Because about 10% of the houses are not still occupied even their construction has been completed, also there are large numbers of incomplete houses and their construction is discontinued. Moreover, large numbers of houses are also under construction. Data for the owners of the uncompleted houses is not available in the Kebele administrations even it may exist in the municipality. The absence of residents who can take part in the infrastructure development

activities in this new settlements are the main problems faced to the kebele administration to extend the participation efforts to the new settlements.

In general the problems face to existing local development efforts which are implemented through community participation according to the respondents of Kebeles and the result of the analysis are:

- The local development efforts have not yet evaluated, but municipality's 30 percent share could be beyond the financial capability of the municipality as the number of projects done by the kebeles' grow.
- Poor financial management system of the Kebeles, that occurs mainly when the Kebeles are requested to show their financial statement in order to get the 30 percent share of the municipality.
- Absence of well trained and skilled permanent staff in mobilizing the resources in order to accelerate the local development efforts.
- Lack of transparent financial management system which promote the people's contribution through creating trust among the residents and the development committee.
- Problems encountered during the implementation of infrastructure services that require technical inputs.
- Lack of incentives that can be expressed in terms of recognition, money and other kinds in order to encourage the key actors of the development efforts.
- Absence of the necessary resources like vehicle and telephone services for the local development activities.
- Absence of separate responsible organization to organize the local development activities where these tasks are vast to be conducted by the kebele, though the need for involving of the kebele might also be important in some processes.
- Lack of formal communication between the kebele administrations and the municipality despite of that they are key actors in local developments.
- Some of the residents lack clear understanding of the objectives and purposes of the activities; hence, not all people contribute finance on the mutual spirit and attend the meetings.

## **4.2 Community Participation Programme in Addis Ababa**

The experience of the capital Addis Ababa associated to participatory infrastructure provision that takes place at the government entity closest to the community might be important for the case of Mekelle. Because, these two cities have many things in common, the culture and economic situation of the people that can influence the participation and the extent of the infrastructure problems in these two cities are similar according Experience Sharing Report of Mekelle (2003). Over the last couple of years, several local development efforts have been undertaken by the city administration of Addis Ababa. The local government entities have played a key role in the development activities conducted through community participation. Infrastructure services of several localities have been improved as the result of the newly introduced community participation efforts according to the Evaluation Reports of the City (2003). As per the Evaluation Report of the City (2003), the major changes of these community participation efforts were focused on four basic things of: awareness building programs aimed at community's perception; establishment of organizational institutions; identifying of the procedures that should be employed in community participation; and the community; and identifying of the role that the local government should play according to the Evaluation Report of the City (2003). According to the report details of the activities carried out by the city administration during the implementation of the programme are:

### **Awareness Building Programmes**

Major problems related to the perception of the people and the administrators that can hinder the local development efforts have been identified before the local development program has been introduced. The summary of the identified problem according to the Evaluation Report of the City (2003) are the following:

- The communities were waiting for government and non-government interventions for the development efforts that need to take place in their locality.
- To limit the local development efforts that can be done through community participation only to activities like cleansing of the environment.
- Concentration of power and responsibility in the hands of the higher levels of the local government instead of devolving to the lower units of the government closest to the community.
- Inadequate or inappropriate use of the available local resources, typically the segments of the community that can organize, coordinate and offer other technical contribution in development of infrastructure services were not involved in the city.

Based on the identified problems, several measures have been taken by the city administration to correct the wrong insight of the people, and that enabled to improve participation of the community. As a result the people start to cover 75 percent costs for local development activities. The contribution in kind of labor become increasing important for the reason that financial contribution could be difficult to low incomes of the residents. For example, the estimate of labor and financial contributions made by inhabitants of various Kebeles in the city in 2003 is presented as follows:

**Table 4.2: Financial and labour contribution of few Kebele the year 2003**

Kebeles	Contributions of labor and finance		Percentage
	Plan	Performance	
Akaki	1,057,806	1,135,206	107%
Cherkos	187,569	407,759	154%
Kolfe	325,980	638,821	196%
Gulele	185,000	293,000	157%

**Source: Addis Ababa Local Development Office 2003**

It indicates the performance of the kebelles is more than 100% implies that community contribution were underestimated by the kebele administrations even after the introduction of these intensive awareness programs. The other measures taken to improve the community participation and mobilization of the local resources were:

- The data on the inhabitants of each kebele and the kind of contribution that these people could make in the community-based projects were collected.
- People with various political thoughts began to take part in the local development activities. Because common understandings were created among the various actors especially the local government representatives not to take people's political stands as selection criteria to involve in local developments.
- The leadership quality of local development committees become improved by involving people of different professions in the Kebeles. The newly elected professionals start to play a vital role in the participatory infrastructure services; they participate from design to the supervision of various projects according to the Evaluation Report of the City (2003).
- The community mobilization programs have scaled up to large scale projects like asphalt road from the routine practice of gravel road constructions.

### **Organizational Setup**

The local development consists of three bodies: the local development office, the development committees, and the council. The office is established at the level of the city with a responsibility of coordinating local development projects that undertake at different tiers of the city administration like the Municipal Service Areas and the Kebele administration. The office is also responsible for coordinating these efforts with the city wide development programs, and providing the necessary supports for these local development projects. A section with the responsibility for mobilizing the local efforts is available in the Municipal Service Areas of the city. In addition an expert is also found in the Kebele administration to provide technical support and to work together with the executive committee members of the kebele administration in local developments. The accountability of the office is to the Deputy Mayor of the City different from the other municipal agencies which are accountable to the Municipal Service Manager. The direct accountability of the office to the deputy mayor together with the organizational structure that established at the municipal service areas and the kebele administration implies that the community development subject has received important attention of the city administration.

Three Councils at the levels of the City, Municipal Service Areas and the Kebele Administrations were established. The main objective of these councils is to consult the local developments that take place at various levels. The council members have representatives from all segments of the inhabitants of the city according to the Evaluation Report of the City (2003). The chair person of the city council is the deputy mayor of the city, while the councils for the kebelles and the municipal service areas are headed by the administrators of their respective kebelles and municipal service areas. The development committees are organized on the basis of Kebelles, neighbourhoods and small areas. Committee with members of 9-15 people who are responsible for implementation and supervision of the projects carried out in their particular areas are elected by the residents.

### **Process of Implementation**

- Identification of the problems areas and prioritization of the projects are rested under the responsibility of the community.
- The designs, standards and the specifications which are needed for the implementation of the projects are prepared by the Office of the Local Development in collaboration with the Infrastructure Development Agency in the city.
- The Offices of Local Development together with the Infrastructure Development Agency have prepared various manuals related to utilization of public contribution particularly labor, supervising of projects and manuals system of reporting.
- The financial contribution of the community both with the share of the city administration are saved in a bank in a Kebele's account.
- The contribution of the government budget is released only to kebele offices that opened bank accounts and are ready to undertake local developments. The government's share can shift to other kebelles budget as an incentive for their performance, in the Kebelles fail to open bank accounts and to use the allocated resources of City Administration.
- Evaluation of the kebelles' performance is carried out on regular basis monthly, and ranking of the kebelles administration based on their performance is also taking place to create competition among them.
- Completed projects are handed over to maintenance committee to take care of it.

Completed projects are presented to the public on exhibitions and in the forms of magazines and reports in order to motivate the communities.

Based on the good performance of the 2004 the share of the community to the government has grown from (35% to 65%) to (75% to 25%) in year 2005. In totality, a project with total cost of 300 million birr (38 million USD) have been planned to be carried out by contribution of the public in all the municipal service areas in the city.

### **Conclusions**

The city of Mekelle can take several experiences that Addis Ababa city administration has adopted in the introduction of the local development activities through the participation of the community. The first important lesson that can be adopted to Mekelle is that the efforts undertaken in order to identify the existing overall problems of the city before community participation are introduced. And the procedure they follow in gathering of data about the available resources of the city and the attempts carried out to involve different segments of the city residents especially the professionals of various disciplines were among the good experiences that need to be adopted to Mekelle. The leadership quality of the community leaders were also improved by involving people's of different professions.

The level of attention in which organizational structure of the local development activities acquired by the city administration was also one of the important lessons needs to be considered. Different organizational structures were created at various levels of the administration. Responsibilities for the several functions of the participatory infrastructure provision like identification and prioritization of the problems and preparation of the necessary standards and designs and evaluation of the performance has been also identified.

### **4.3 Major Findings**

The findings that need to be tackled and/or strengthened and useful for recommendations are summarized. These findings are identified during the field visit and analyzing of the data. The assessed literature review in connection with the main objective of the research is also considered and presented as follows:

- The information that obtained from various respondents on similar issues was varied. The information provided by the representatives of the City and Kebele Administrations about training and the explanation of the HC and OTIC about willingness of the cooperatives to participate in infrastructure provision is some of the examples.
- Some respondents explained that potential private investors are lacked in the city but it contradicts with the existence of private investors in the other field of infrastructure services like the solid waste management in the city.
- All the respondents have identified roads and drainage services are critical problems in the new settlements even though that the respondents' opinions vary on causes of the problems.
- The budgetary allocation of local government is the principal source of infrastructure finance in the city and no other substantial sources are available. The taxes collected from land leases are very small to cover the required investment costs.
- The absence of responsible organization for the ongoing community participation efforts.
- The existing experiences of community participation efforts in the city are focused mainly on community based strategies which is not easy to apply in the new settlements.
- The existing community based efforts are focused mainly to the construction and contribution stages of participation.

## **Chapter 5: Conclusions and Recommendations**

### **5.1 Conclusions**

The Municipality is responsible for the direct provision of infrastructure services like road and drainage in the city. According to ( COSS, 2003), designing and constructing of road and drainage, coordinating and directing of rehabilitation and maintenance, developing of work programs and schedules for implementing of construction projects were among the duties and responsibilities of the municipality. According to Schubeler, P. (1996), being at the ‘contact’ level of government, local authorities are very much concerned with the level of satisfaction of the people with service delivery performance. Local government technical departments are particularly concerned with reliable operation of infrastructure facilities, minimization of operating costs, and adequate cost recovery.

However, the other sectors of the local government found at different levels have also their own role in the provision of the services, though the kind of role they can play is not clearly stated legally. Specially, the Kebele and City Administrations are playing a leading role in the provision of these services through the participation of the communities. Other actors like OTIC plays a role of organizing the low cost housing cooperatives though its role in the provision of these services very limited. In addition, the municipality is responsible to contribute 30% of the costs of local development activities besides the technical support that provided to the implementation of these local efforts. Also, it is responsible for the full provision of the city wide infrastructure projects.

The present role of the Kebele administrations in the provision of these services is limited to the mobilization of the local resources through organizing the residents. Designing of the general direction that help to provide the services through the community participation are also conducted by the city administration. But, the different actors that involve in participatory infrastructure provision lack clear share of duties and responsibilities among themselves, hence this is causing for the poor provision of the services in the city especially in the new settlements. Also the municipality is legally entitled for the provision of the services according to the City Proclamation (2002), but the roles that need to be played by the municipality are not clearly identified.

The problems of these infrastructure services are very critical in the city according to the different respondents. The organizational setups of the various local government levels are not structured in the way that other actors including the community could take part. The financial position of the local government is also weak to provide the services. The city revenue is growing over the last few years however the need for investment of infrastructure services and the investment costs of the services are also growing. The absence of other financial sources for the provision of infrastructure services, the inefficiency of tax collection, lack of proper land information systems and the unreasonable tax exemptions and the lower tax rates are among the reasons mentioned by the respondents for the poor financial position. In general these shortcomings may be explained in part by the extremely rapid pace of urban growth, the associated explosion of service needs, and the prevailing shortage of investment resources and management capacities. For these enabling role of local government call for the need of responsive organizational structure and finance according Serageldin, Kim & Wahba (2000).

Financing of infrastructure services like road and drainage in the city is primary through allocations of local government and no other substantial sources of finance is available for the

provision of the services in the city despite of the recent community contribution. The limited financial grants from others like the road fund of the federal government, the regional government and donors are either they are oriented to specific projects or to other infrastructure services other than the road and drainage services.

The infrastructure costs of the road and drainage services in the new settlements are increasing due to the lack of coordination among the various levels of the local government including within the departments of the municipality. For example, because of the absence of appropriate coordination between the departments of TPA and CCA within the municipality, the costs that needed to introduce infrastructure services like roads and drainage is increased especially in the new settlements where housing construction has started. The minimum size of the plots that allocated for individual house builders and the arrangements of the plots are also influencing the infrastructure costs. This infrastructure cost increase is causing for the low involvement of the community in the development of the services as the analysis.

The roads and drainage infrastructure services are identified as very critical problems in the city especially the new settlement though the opinions respondents vary for their causes. The governments representatives identified that inadequate local government finance and absence of organizational structure are the main reasons for the deficiency, but the absence of enabling role of the local government that could involve the community and lack of coordination among the different levels of the local government are contributing for the deficiency of the services in the city including the new settlements.

The absence of potential private investors in the city is also mentioned as a reason for the poor developments of infrastructure services like road and drainage in the new settlements. The absence of these investors respond to take part in the provision of the services despite of the various incentive programs introduced was the main reason for the respondents conclusion about the absence of potential private investors in the city. For example, the lease proclamation of the region allows the real estate developers to take a land at lower prices. But attraction of private investors goes beyond making of land rent : As Rudolph (2001) explains as sustainable private sector participation in infrastructure requires opening of markets, deregulation and privatization, but also strengthening structures to guarantee a stable framework for investment, good governance, a market oriented economy, the rule of law and a corruption free environment. Unless these and other prerequisite for private sector involvement are satisfied it will be difficult to conclude absence of potential private investors is a problem in the city.

The existing role of the local government at different levels is identified. In the community based projects local government bodies at different levels are playing various types of roles. The municipality, the city and the Kebele administrations are playing a leading role. General community based development strategies are resumed to be introduced based on the experiences of the capital Addis Ababa in the city. Municipality which is responsible for the technical provision of the services is making various technical supports and necessary machineries, and the Kebele administration is also doing in organizing and mobilizing of the local resources. However all these efforts are not well coordinated and the communication systems among the various actors of the local government are very weak. The local development activities that are carried out by different levels of the local government bodies are taken as additional task of their responsibility. But also theses exiting efforts are focused to the old settlements and not yet extended to the new developments.

In the existing limited infrastructure development efforts several methods are used by the local government to involve the community. The leadership of the local development are directly elected by the community itself with out the government's interference. Various awareness building programs are also conducted in several council and public meetings. Also various awareness building forums are arranged. However, the efforts were focusing in the process of implementation and getting community contributions in order to bridge the financial gap of the local government, though the need for involving the community through the entire process was important according to Osborne and Gaebler (1992), the community participation that is conducted by local government has to start from identifying the needs of the community and to use its powers to meet the identified needs and need to continue through the entire processes of infrastructure management function includes: formulation of policies, planning, programming, implementation, construction and maintenance and monitoring and evaluation.

Certain initiatives are taking place in the country for the provision of the infrastructure services through participation of community, the experiences of Addis Ababa is one of the best practices with this regard. The possibility for the application of the Mekelle is high. In the capital Addis Ababa several local development efforts are taking place. These local development activities become important tasks of the city administration. Establishing of local development committees at various levels of the city has undertaken. Councils with special attention of the city administration are also set up and an office with the responsibility of providing technical supports during the implementation of these development efforts has also formulated. These local development activities are contributing in the development of infrastructure services in the city though it is recent phenomenon. And these local development activities are scaling up from construction of lower quality local road accesses to asphalts. However in the city of Mekelle the concept is not well developed and the absence of responsible organization for organizing efforts become continuing as crucial problems.

## **5.2 Recommendations**

Based on the results of analysis and the knowledge attained form the literature the following points are recommended to be carried out to promote provision of infrastructure services in new settlements. The recommendations are categorized into four components of social, technical, organizational and financial. Researches might need to conduct before the applications of the some of the recommendations while the others can be employed immediately without delay for researches.

### **5.2.1 Social Measures**

The existing community participation efforts are mainly focused on process of implementation in which the people make different types of contributions. Also the point of departure for participation is mainly to promote local resource mobilization but not as right of the people to decide on its own affairs in provision of infrastructure services in its locality. In addition the cyclic processes of participation are not taken into account to the existing practice of participation in the city. Therefore, the need for involving the community from the very early stages of decision making in needs and resource assessment, priority setting and in general through the entire processes of participatory infrastructure provisions important.

The existing communications among the various actors involved in the provision of infrastructure services and housing developments is weak though communication is important



in participatory infrastructure provisions. For example, the departments of TPLA and the CCA within the municipality lack coordination during implementation of their activities affect the service in the new settlements also the relationship of the municipality the RUDO and the Wing Office not strong. The relation between the municipality and the kebele administrations is also weak though both are key actors in the local development activities. Viable communication systems among the various entities of local government and other actors like the regional urban development office and the wing office is important to promote infrastructure services in the city.

### **5.2.2 Technical Measures**

For the proper implementation of the existing local development efforts various kinds of supports are mentioned as necessary by the respondents especially the representatives of the kebele. The local government need to support kebelles that are weak in terms of key-prerequisites for community participation in the development of motivated and effective leadership and in organization of the community to address infrastructure development and related issues. The local government should arrange trainings using the several sector offices under the direct supervision of the city administration as needed. The necessary standards should be prepared using its knowledge and others like the MCPppo and RUDO.

The need for involving of private investors in the provision of the services is also become increasingly important. The NGOs can also play a key role as channel between the community and local authorities. Hence involvement of these actors can improve the infrastructure problem in the city and in the new settlement as well. Therefore, a research is needed to be conducted about the role the private investors and the NGOs can play in the provision of infrastructure services and the way these could participate in infrastructure provision in new settlements.

For the absence of residents in most of the new settlements the ongoing community based development strategies are focused on the existing settlements only, though the infrastructure services like road and drainage are also poor in the new settlements. The way the house builders participate in development of infrastructure services before their occupation has to be introduced by exchanging information about the builders between the municipality and the kebele which is currently responsible for such efforts and/or the area-based strategies need to be established for it is more suitable to apply with the absence of the community.

### **5.2.3 Organizational Measures**

Participatory infrastructure management calls for an appropriate organizational set up for the actors with clear division of tasks in line with interests and capacity of the actor. Adequate communication pattern among the actors is also needed. Re-examining and redefining of the functions of the section in the office of the TIC and the Municipal Services Areas in light of the infrastructure services needed in the new settlements and problems of housing cooperatives is also important.

The existing experiences of Addis Ababa City Administration in the field of local development activities, especially to the programmes implemented in the organizational reforms need to be considered. Hence separate organization which could provide emphasis to the infrastructure services of the new settlements need to be established; provisionally the allocation of duties and responsibilities among the various existing actors is also important. The considerations initiated by MCPppo to establish permanent institution with an aim of

developing strategic, cost efficient and comprehensive road and drainage infrastructure plan in the city have to take into account the issues of community participation in delivering of infrastructure services.

#### **5.2.4 Financial Measures**

Financial constraint is one of the other reasons for the poor development of the infrastructure services in the new settlements and the number of reasons described by the respondents for decreasing of the city's revenue seems incredibly sound. Hence, certain measures like completing the Land Information System, negotiations with the regional government on the way that grants could obtain and introduction of devices that the house builders could contribute to infrastructure services can be done on the short term. While the others issues of revising the tax rates, introducing of new tax bases, tax exemptions and identifying of the regional and municipal tax shares call for other researches before they are addressed.

The existing areas of the plots that are allotted to individuals and their arrangements, and continuous horizontal expansion of the city are contributing for increasing the costs of infrastructure services like roads and drainage systems as pointed out on the analysis. Thus, a research has to be conducted on their contribution to the increase of infrastructure costs and if it is proved strategies aiming at decreasing of their costs need to be designed in order to reduce the financial burden of the local government. The arrangements done by the municipality in collaboration with the Ethiopian Electric Power Corporation in the provision of street lights in the kebelles need to be extended to the other infrastructure services specially in the new settlements as a strategy for decreasing the existing financial burden.

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## **Annex-1 Summary of the Interview Questions**

### **Culture and Information Sector in the City Administration.**

1. The role and objective of in community participation efforts in the city.
2. Existing efforts problems encountered and measures taken and achievements.
3. The way to extend the existing efforts to the new settlements.
4. Process of involving the community.
5. Kind of support provided to the lower level of the local government.
6. Ways of communication with the other stakeholders like the municipality, the “kebelle” administration, and the various development committees.
7. Opinion on the willingness of the community to participate and make different types of contribution.
8. Its role in the election of local development committees.
9. In general the role the city administration is playing.
10. Suggestions on what should be done in the future to promote the existing efforts and what would be its role.

### **“Kebelle” Administrations in the City.**

11. Community participation efforts in the kebele.
12. The procedures employed to participating the people.
13. Kind of contributions made by the people (quantitative data)
14. Kind of infrastructure services done in the “kebelle” through the participation of the community.
15. Willingness of the people to make contributions.
16. What problems are faced during the implementation of participatory infrastructure management function?
17. How they integrated with the city wide development programs.
18. their role in election of development committees in their respective “kebelles”
19. In which functions of infrastructure management the community is involving.
20. The share of community in provision of the local infrastructure development.
21. Kind of support they get from the higher level of the local government and kind of needed for the future.
22. Their opinion about the quality of leadership of the committees.
23. Ways of communication with the various committees, with people, municipality and the city administration.
24. The role they are playing in provision of the services to the new settlements.
25. Suggestions about what has to be done in the future to promote the participation of the community.

### **Department of Construction and Contract Administration.**

26. The level of infrastructure problem in the city and the new settlements.
27. The problems of the local developments in connection to the programs that undertaken by the department.
28. Kind of support and contribution made by the department to the local development efforts.
29. Organizational structure of the department in relation to the community participation process.
30. Responsibility of the department in provision of the infrastructure provision.
31. Ways of communication to the other actors in the provision of the services.

32. Relationship with other departments in the municipality which could influence the infrastructure services such as the Town Planning and Land Administration.
33. Suggestions on the future role of the department and other actors and what to be done to improve the services.
34. The plans the department has and what has to be done in the future.

**Department of Town Planning and Land Administration.**

35. Number of housing units allocated over the last 3 years.
36. Their relationship with the department of construction and contract administration within the municipality and trade industry and cooperatives office in the city.
37. The size of the plot allotted and its impact on the increase of infrastructure cost.
38. Its organizational structure in respond to the needs of the housing cooperatives
39. Adoption of the new transport planning concepts i.e. major shift from transport planning to demand management and accessibility planning in the roads of the new settlements.
40. If the department takes into consideration the financial capability of the local government in plan of the road.
41. Observation on the physical growth of the city associated with the need in infrastructure services.
42. Suggestions on the future role of the department and what needs to be done in the future particularly in improving the infrastructure services in the city.

**Mekelle City Plan Preparation Project Office**

43. Adoption of the new concept of bottom-up planning approach and transport planning concepts like the shift from transport planning to demand management and accessibility planning in the roads of the new settlements.
44. Contributions towards the integration of the community-based projects with the city wide infrastructure provision programs.
45. Consideration the local government’s financial capability in the plans of the city’s infrastructure services.
46. Their role in preparation of necessary standards for the implementation of infrastructure services.
47. Efforts to increase the density of the city in order to reduce the infrastructure cost.
48. Participation of the community’s participation in policy design of infrastructure services.
49. Site and service schemes to improve infrastructure services particularly in newly developed areas.
50. If any strategic plan towards communities involvement in local development efforts.
51. Any available infrastructure related plans towards the new settlements and opinions on what to be done in the future to the improved infrastructure planning and community’s participation.

**Department of Revenue Administration and Expenditure.**

52. The annual revenue collected by the municipality over the last few years and expenditure.
53. The trend of budget earmarked for infrastructure services.
54. Source of finance for infrastructure services.
55. Comment on the financial position of the municipality, and the reasons for constraint, if any.
56. Kind of support provided to the “kebele” local development committees on management of financial matters and problems encountered.

57. The share of the municipality in local development projects.

#### **Office of Trade, Industries and Cooperatives**

58. Aim of the office related to the involvement of the housing cooperatives in the provision of infrastructure services.
59. Its organizational structure in respond to the need of the housing cooperatives.
60. Kind of support provided to the housing cooperatives by the office in the efforts of service provision in their neighbourhoods.
61. Existing efforts in provision of infrastructure services through involving the cooperatives, if available.
62. Ways of communication with the relevant departments within the municipality and the housing cooperatives.
63. Stages of involving the cooperatives in infrastructure provision in their respective neighbourhoods, if any.

#### **Regional Urban Development Office**

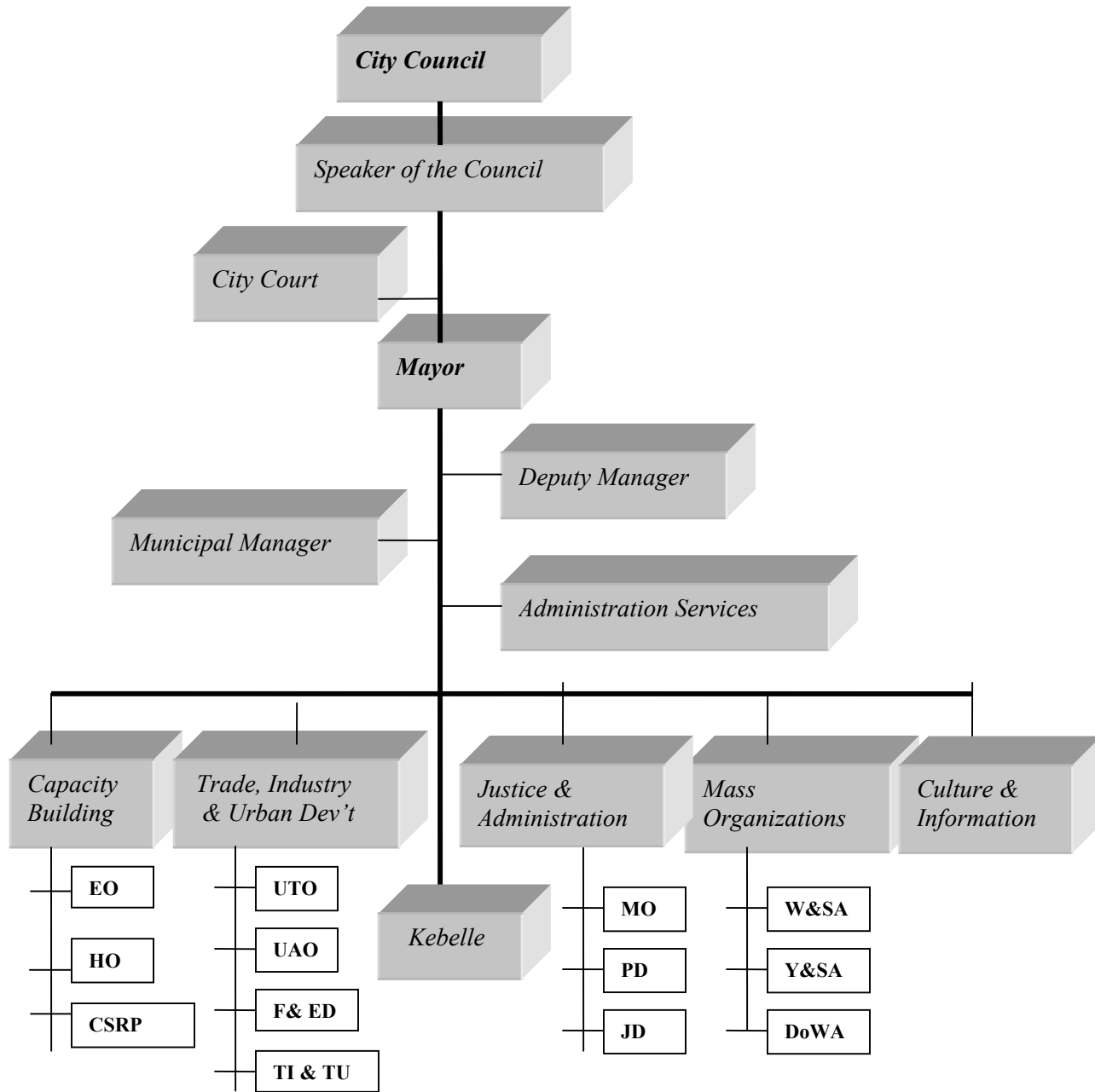
64. The focus of the questions are on the efforts and supports undertaken by the office related to community participation efforts, supports provided to the city administration to play its enabling role and towards the improvement of infrastructure services in the neighbourhood.
65. Town planning regulation related to the plot size in the city related to the expansion of the city and the need for infrastructure services.
66. Available policies on decentralization to enable the local governments.
67. Kind of support provided to enable the local government/city administration.
68. Policies on introduction of infrastructure finances.
69. Policies on designing of strategies for community participation.
70. Suggestions on what to be done in the future.

#### **Housing Cooperatives**

71. The objective of the cooperatives in general and the development and technique committees in particular related to infrastructure provision.
72. Are infrastructure services like road and drainage a problem in their settlement and how it is expressed?
73. if yes why it is a problem
74. What efforts are taking place as a solution to the problems
75. Do they involve in the in the existing efforts, if yes in what form and in which stage
76. What achievements registered so far
77. Are the cooperatives willing to participate in infrastructure provision in their neighbourhood and the kind of contribution can make.
78. The kinds of communication system exist among the other cooperatives and other relevant actors in the provision of the services.
79. The kind of support they need from the local government at various levels.
80. Suggestions what has to be done in the future to improve the services in their neighbourhoods.

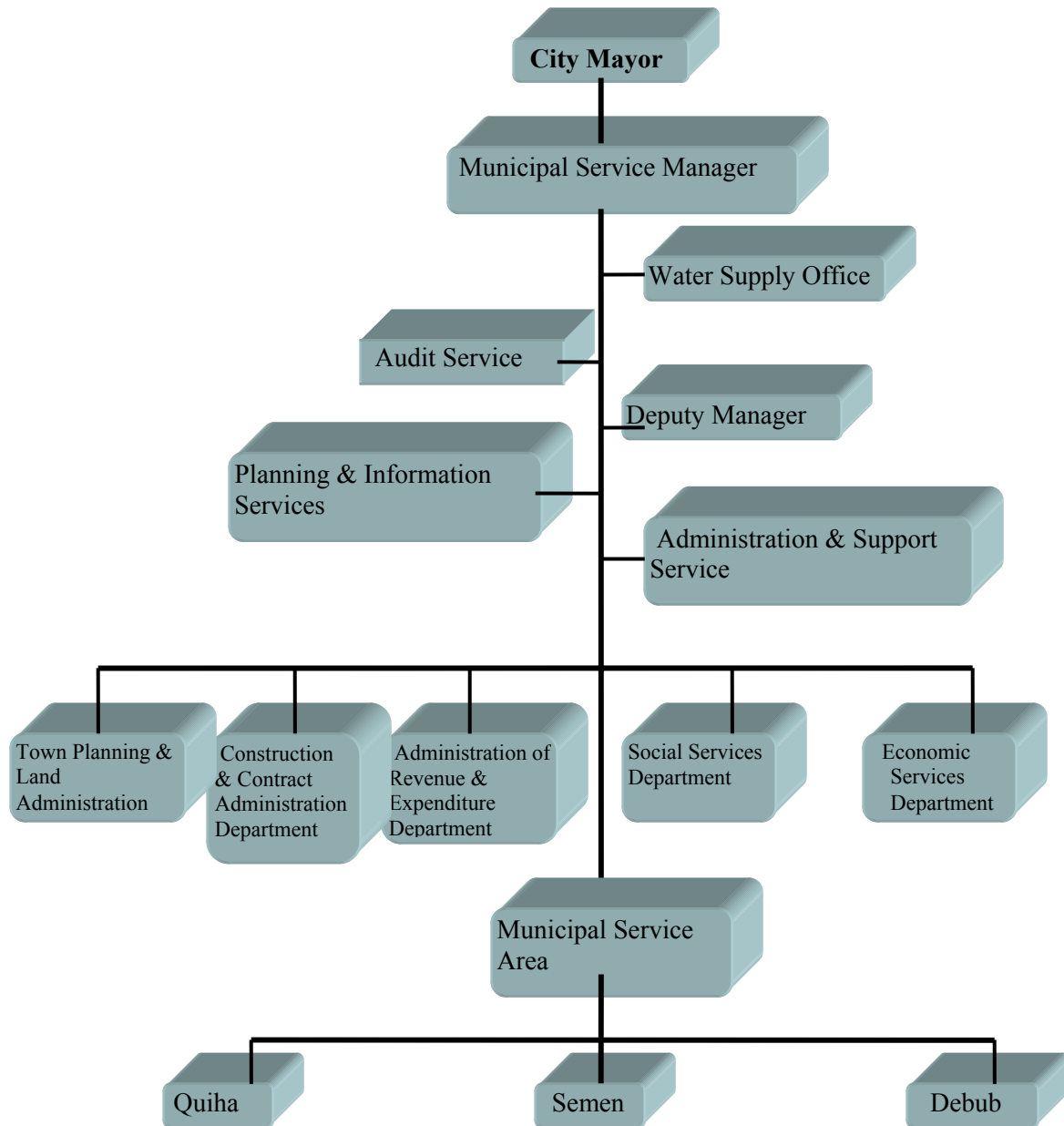


**Annex No. 2 Organizational Structure of the City Administration**



<i>Abbreviations</i>	
EO: Education Office	MO: Militia Office
HO: Health Office	PD: Police Department
CSR: Civil Service Reform Program	JD: Justice Department
UTO: Urban Transport Office	W&SA: Works and Social Affairs
UAO: Urban Agriculture Office	Y&SA: Youth and Sport Affairs
F&ED: Finance and Economic Development	D&WA: Desk of Women Affairs
TI&TU: Trade, Industry and Trade Unions	

### Annex No. 3: Organizational Structure of the Municipality



**Annex 4 Roads and Drainage Problems of the New Settlement of ‘Adihawsi’**



**Annex 5 Roads and Drainage Problems of the New Settlement in ‘Adishmdihun’**



**Annex 6 Quality houses under construction in ‘Adihawsi’**



**Annex 7 Quality of houses under construction in the settlement of ‘Adishmdihun’**

