AJOLD

African Journal of Leadership and Development

2018, Vol. 3 No. 1, 1-19

DOI: https://doi.org/10.63990/2018ajoldvol3iss1pp1-19

Evaluation of the Construction Inspection and Building Occupancy Permit Issuance Services in Addis Ababa: The Case of Municipality, Bole and Lideta Sub City

Abay Asnake[1]

Abstract

Construction inspection and building occupancy permit services are the two significant instruments that enable the building permit and control authority to check the quality and the right purposes of the buildings to secure society's safety. Therefore, this study Evaluates the Construction Inspection and Building Occupancy Permit Issuance Services in Addis Ababa at central (Municipality) Bole and Lideta Sub-cities. The paper addresses the efficiency and effectiveness of the services, service quality, customer satisfaction, major challenges, impacts, and measures that should be taken. Both qualitative and quantitative approaches were used. Study sites were selected purposively, and out of 1032 service seekers, 300 were selected as samples. In addition, 24 experts and three officials were respondents and collected data from them through questionnaires, interviews, focus group discussion, and observation. The data were analyzed quantitatively and qualitatively and also presented in text, figures, and table forms. The study found that the performance of the offices was not effective and efficient; the negative SERVQUAL result implies that the service lacks quality, and the majority of the service seekers satisfied moderately. Long appointment and absenteeism, knowledge gap, inadequate office equipment, corruption, and rent-seeking were some of the challenges which had different impacts like improper building construction inspection, a huge amount of fine, and buildings under construction damage their surroundings. Stakeholders' participation, capacity building, and the application of the SERVQUAL and Common Measurement Tools are the recommendations as remedial actions to alleviate the problems.

Key Words: Construction inspection, Occupancy permits issuance, SERVQUAL, Common Measurement Tools, Impacts

1. Introduction

Because of the power of globalization, service and information are the two dominant sectors at the global level in this era. Currently, one of the dominant sectors related to service is

[1]Lecturer, College of Urban Development and Engineering, Ethiopian Civil Service University, Addis Ababa, Ethiopia, email: abayasnake@yahoo.com

ISSN 2519-5255(print) ISSN 2957-9104(online)

construction, which contributes to the lion's share of the countries' Grows Domestic Product (GDP). The sector also absorbs a large number of the labor force in all levels, skilled, semiskilled, and unskilled. Therefore, every service should bind by related regulations, so that forced the stakeholders to provide better and quality services and finally develop the sector and at large the suitable and standard construction regulation and related services matters for public safety, the development of the construction sector, and the economy of the country as a whole.

Urban centers, especially in the developing countries, because of the high growth rate of urbanization either through economic or population growths; there is a mass construction in different aspects. Since 2007, more than 50 percent of the world's population has been living in urban areas and generating more than 80 percent of global GDP. By 2050 there is an expectation that the share of the urban population will cover 70 percent (McKinsey Global Institute, 2011 and World Health Organization (WHO), 2010), which maximize the service demand. Under the umbrella of the construction sector, the number of services provided by both the public and the private actors. Construction Inspection and Building Occupancy Permit Services are two of the services provided by the public sector.

Nonetheless, a 2009 survey of 218 companies in 19 Asia-Pacific Economic Cooperation member economies identified that time and procedures in construction as the biggest "regulatory impediment" to do business (Singapore Business Federation, 2009). Most of the developing countries' constructions are undertaken without the proper procedures and standards. As the World Bank Group (2013) stated, about 60–80 percent of building projects were undertaken without the proper permits and approvals. In the Philippines, 57 percent of new construction is considered illegal (De Soto, 2000 cited in World Bank Group, 2013).

Addis Ababa City enacted building codes and established an autonomous authority, Building Permit and Control Authority (BPCA), to ease the construction inspection and occupancy permit. The vision of this authority is to provide modern, quality, and integrated building permit and inspection services and makes the city of Addis Ababa an African model regarding building construction.

In order to facilitate the service process, building construction and occupancy permit-related standards like proclamations, manuals, and directives are publicized at different times. For instance, the construction inspection and building occupancy permit procedures and related standards were publicized by Federal Negarit Gazeta in 2009 and also in 2011. Other than these different manuals prepared by the Ministry of Urban Development and Construction in 2011 at Addis Ababa level, in 2012 by the Land Development and Management Bureau, and in 2013 by Addis Ababa City Administration Land and Development Management Office (AACALDMO) (Abay, 2016).

The above documents have detail information related to the procedures that should be followed by both the service providers and service seekers. Among these are the type and magnitude of material and human resources, time given to accomplish different services in different stages for different types of buildings, the amount of money the service seekers should pay, and other related information.

Construction inspection and building occupancy permit services are the third and fourth stages in the building construction service process after the planning consent and building permit services. There are different mechanisms countries, specifically the service providers, used to improve their services. They also applied different tools to evaluate their service status and customer satisfaction. The most dominant and popular tools are SERVQUAL and CMT.

Table 1.1: Building Category and Type of Buildings

Building category	Type of building	Inspection service time	Occupancy permit	Section was issued
Category 'B'	A building with a span of more than 7 meters between two reinforced concrete, steel, or other structural frames or of two or more stories not covered in category 'C' or a real estate development of category 'A.'	4 hours, but service seekers should apply before five working days	Three working days	Sub-city level
Category 'C'	Any public or institutional building, factory or workshop building, or any building with a height of more than 12 meters.	4 hours, but service seekers should apply before five working days	Seven working days	Municipality

Sources: AACALDMB, 2013 and Federal Negarit Gazeta, 2009, p. 4674

SERVQUAL is the approach that enables the service providers to evaluate their service quality. According to Arash (2004), the approach was designed and applied by Parasuraman, Leonard Berry, and Valerie A Zeitham in 1985 and improved at different times (Arash, 2004).

Another approach that is also applied commonly by different countries is CMT. It was first introduced and applied in Canada in 1998 (Information Victoria, 2010). However, in Ethiopia, except for Abay in 2016, researchers did not find a single research output that evaluates the quality and effectiveness of the service provided and customer satisfaction by using the aforementioned evaluation tools. Therefore, it is worthy studying the effectiveness of construction inspection and building occupancy permit services in the city to manage the service well. In addition, it helps to revise and crosscheck the right implementation of the related legal documents for policymakers and initiate the researchers to identify the unresolved parts of the problem and conduct further research to provide quality services and satisfy the service seekers.

As Addis Ababa is the primate city of Ethiopia, it dominates other parts of the country in all social, economic, and political aspects, attracting skilled, semiskilled, and unskilled peoples, national and international organizations, investors, and researchers. The concentration of people accelerated the construction sector and demanded huge public services. To efficient and effective public services to the service seekers, the city is mandated by Addis Ababa's charter (Addis Negarit Gazeta, 2012, p. 49).

Several countries introduced and applied major reform tools and tried to realize the standard and efficient service provision. But, because of the huge gap between the growing demands and the application and implementation capacity of the service providers, the issue made the researchers curious.

It is unthinkable how construction in Addis Ababa boom, almost in all parts of the city. This vibrant construction sector, especially the construction inspection and building occupancy permit, needs related standards and efficient services. The problems related to the service delivery hampered the process of addressing the demand and affected the performance of the service providers. Different service providers under the Addis Ababa building permit and control authority also share the problem.

Researchers like Mesfin (2009), Mesfin and Taye (2011), Emnet and Habtamu (2011), and Abay (2016) studied the public service delivery in different aspects, but there has been scant research output in construction inspection and building occupancy permit services. In addition, service seekers, experts' and the officials' grievances about the services motivate the researcher to investigate the problem and forward alternatives to address them. Hence, this study will narrow the knowledge gap and accompaniment the existing research output in the service sector to augment the service provides quality and satisfy their customers.

Therefore, the purpose of this study is to evaluate the construction inspection and building occupancy permit issuance services in the city administration of Addis Ababa. The service seekers of the construction inspection and building occupancy permit services are the affected groups who suffered from poor service provision. Lengthy and bureaucratic procedures, lack of accountability and responsiveness, rent-seeking and corruption, and insufficient equipment are some of the challenges which imposed the service seekers to pay an unnecessary administrative fine. So that this paper mainly addresses the following specific objectives: a) to evaluate the efficiency and effectiveness of the construction inspection and building occupancy permit issuance services against the set standards; b) to evaluate the service quality and customer satisfaction; and c) to determine the impacts of the existing service performance of construction inspection and building occupancy permit services on public safety.

2. Literature Review

2.1 Construction Inspection and Building Occupancy Permit

Conceptual Definitions

Defining important and repeatedly used words in this paper is mandatory to clarify the concepts and understand the document to the readers. Below there are some words that are key for this paper.

Inspection: it is defined as the data gathering process by the inspector through visual observation on the site, reviewing readily available documents (the site book) and also interviews with readily available personnel, either the contractor, supervisor, or owners, and preparing meaningful reports International Association of Certified Home Inspection (InterNACHI, 2013).

Occupancy permit: it is a permit for category 'C' building after applying by the building owner by including the necessary information in the application form (Federal Negarit Gazeta, 2011).

Inspection is mandatory for any building construction, especially in developing countries; the implementation of laws, standards, and directives is under big question, even if most of the building owners under construction do not fully understand why their buildings are inspecting. The main objective of inspecting the building under construction, as mentioned by InterNACHI's (2013), is that just to provide written communication to the owner of the building by collecting information through visual observation about the status of the building, interview and by reviewing the document available on the site, and finally to give comment or correction if there is any mistake or if the construction is not based on the standard.

According to Marie Huntington (2016), construction inspection is a prerequisite for an occupancy permit. Different inspections take place to determine whether the space is fit for the selected building use, to test the level of fire safety measures in the building, to check and

determine whether the electrical and mechanical fixtures in the building are based on the plan and standard and also whether hazardous building materials are there or not.

The building occupancy permit issuance service is the last part of the service, given by the building permit and control authority. The process and the requirement are different in different countries. For instance, according to Marie Huntington (2016), in order to get the building occupancy permit, the authority should check whether the business space conforms to building standards, a federal employer identification number, a lease contract with the business owner, property deed, dimensions and size of the business, important documents, information about how you will operate the business-like, materials used for operations and the types of employees are necessary. After fulfilling all the aforementioned requirements, the owner can apply for issuing the building occupancy permit.

2.2 Public Service Provision

Different scholars argued that there are situations that force the public services providers' organizations to reform their administrative system. As they stated, the previous public administration system is traditional, so that it is ineffective, insensitive, inefficient, rigid, and often hostile to the service seekers (Hood 1991; Pollitt, 1990; Osborne and Plastrik 1997; Rhodes 1997). And also, in the last three or more decades, because of the need to make the public agencies responsible for the citizens' demand, the situation forced to restructuring and reshaping the public service providers organizations.

One of the public management approaches common and applying in different countries is the New Public Management (NPM). It is a collection of different managements that developed in 1980 and applied since then and evolved along the New Public Service (NPS) lines. The major purpose of the above two is reinforcing and managing the public sector service delivery process. One of the major reasons behind the public sector reform is that customer satisfaction. To achieve customer's satisfaction, the management should be client-oriented, mission-driven, quality-enhanced and participatory, so that they can amplify the efficiency and effectiveness of public service delivery (Jahangir, 2008; Abay, 2016).

Another important issue for the better performance of public service delivery is good governance. It first appears in the World Bank Study under 'Sub-Saharan Africa – from Crisis to Sustainable Growth' in 1989. Organizations like World Bank, 1989; 1992; Asian Development Bank (AsDB), 1995; United Nations Development Program (UNDP), 1997; and Africa Development Bank (AfDB) & Africa Development Fund Bank (ADF), 1999 have tried to make a framework and identify the elements of good governance. Accountability, transparency, legal framework/the rule of law/ predictability, and participation are common elements to all the definitions that constitute good governance. Therefore, by practicing the above good governance elements, the service providers can provide quality and effective public service (Abay, 2016).

Urban centers are centers of many types of public sectors and the means of the economic development of one country. Therefore, urbanization is a worldwide process and a core issue, especially in developing countries with the alarming rate of its process. Since the urban population increase with a high growth rate in developing countries, their demand also increases through time. By the year 2030, United States Agency International Development (USAID) (2013) estimated that the urban population at the global level would increase by 1.4 billion. The developing countries of Africa, Asia, and Latin America contribute the lion's share of this growth; these additional populations demand additional public services.

2.3 Models Used

For this research, to measure the quality of the service provided and the level of customer satisfaction, the researcher applied SERVQUAL and Common Measurement Tool (CMT) models. The SERVQUAL model was developed by Parasuraman, Leonard Berry, and Valerie A Zeitham in 1985 and improved in different times (in 1985, 1986,1988, 1990, 1991, 1993, and in 1994) (Chris Gibson, 2011; and Jyotsna Hirmukhe, 2012 cited in Abay, 2016).

The model developers identified twenty-two statements or factors under the umbrella of five service quality dimensions to measure the organization's service quality performance. The model has used a Likert scale with seven agreement levels. As stated by Zeithaml, Parasuraman, & Berry (1990, p. 24) cited in Chris Gibson (2011, p. 28); the model was developed to measure the service quality by identifying the gap between the customers' expectations about the service prior and their perception after getting the service. Some of the countries using the model are Catering companies in Canada by the year 2001; the state of Maharashtra, India in 2012; and United States of America, Oregon State, Oregon High-Intensity Drug Trafficking Area in 2011. The following are the five service quality dimensions:

- **Tangibles** - physical facilities, equipment, staff appearance, etc.;
- **Reliability** - ability to perform service dependably and accurately;
- **Responsiveness** - willingness to help and respond to customer need;
- **Assurance** - the ability of staff to inspire confidence and trust; and
- **Empathy** - the extent to which caring, individualized service is given.

The other model which enables the researcher to measure the level of customer satisfaction is CMT. *It* was first introduced in 1998 in Canada to measure customers' satisfaction based on the service given by the public sectors. CMT is a question bank, which applies the five-point Likert scale of measurement. Canada applied the model widely in more than 30 municipal, provincial, territorial, and federal levels. Otherworld countries like New Zealand, Singapore, Kenya, Namibia, the United Arab Emirates, and Australia also applied the model. The model helps and allows the researcher to know about the clients' expectations, their level of satisfaction and helps to identify the focus areas and improve the service (Information Victoria, 2010, cited in Abay, 2016).

3 Research Methodology

Methodology (how to conduct the research) is mandatory to one research that enablesenables to accomplish the research with the appropriate standard and achieve the research objectives by collecting valid and reliable data, analyzing them accordingly, and extracting meaning from them based on the objectives.

Both qualitative and quantitative research approaches and descriptive survey methods were employed for this research. Non-probability sampling method was employed to select the two sub-cities, namely Bole from the expansion area and Lideta from the inner city, and also the Municipality at the central level purposively. The researcher employed Yamane (1967) cited Glenn D. Israel (1992) formula to determine the sample size and then selected the final sample by applying proportional stratified sampling method.

Sample determination formula (Yamane, 1967)

$$n = \frac{N}{1+N(e)^2} \qquad \frac{1032}{1+1032\,(0.05)^2} = \frac{1032}{3.58} = 288 + \text{contingency } 12 = 300$$

Where, n = sample size N = Population number

e = level of precision, which is 95 percent confidence level

In this study, both primary and secondary data sources were used. Primary data were collected directly from 300 respondents: construction inspection and building occupancy permit services seekers, which include owners, contractors, supervisors, foremen, and site engineers, 24 experts and three concerned officials as key informants through questionnaire, structured and semi-structured interviews, focus group discussion and non-participant observation.

The researcher collected primary data from 24 experts (16 from the inspection service and eight from the building occupancy service) and three officials by using structured and semi-structured interviews after preparing the questionnaire and checklist, and then arranging an interview schedule so that the researcher did not miss the issue which is important to address the study objectives. The focus group discussions were held in the three study areas for about 1:20, 1:45, and 1:30 hours in the Municipality, Lideta, and Bole sub-cities. The number of discussants at Municipality was 10, Lideta and Bole sub-cities were 6 and 5, respectively. In all cases, the researcher was moderating the discussion.

Through observation, the researcher obtained information about how the service providers and seekers behave, act and react in the real ground, especially in the construction sites; the researcher can easily observe the inspection process and the availability of the necessary documents. In order to address the objectives of this research, the researcher developed a questionnaire. In the questionnaire, in addition to other questions, the researcher applied SERVQUAL and the CMT as service quality and customer satisfaction measurement tools to evaluate the efficiency and effectiveness of the services.

Table 3.1 Sample Selection Process from Primary Source

Study Area	Study Sites	Population		Sample
		Frequency	Percent	Frequency
The Municipality (central level)	Bole	264	33	77
	Kirkos	192	24	56
	Nifas	104	13	30
	Yeka	56	7	16
	Lideta	48	6	14
	Arada	40	5	11
	Kolfe	32	4	9
	Akaki	24	3	7
	Addis	24	3	7
	Google	16	2	5
	Total	**800**	**100**	**232**
Municipality		800	77.5	232 (230 Public
Bole		147	14.3	43 (12 Public
Lideta		85	8.2	25(4 Public and
Grand Total		**1032**	**100**	**300**

Source: Own computation, 2016

Secondary data were collected from published and unpublished both soft and hard copies documents, like office reports, proclamations, directives, manuals, brushers, others' research results, which were utilized to supplement the primary data obtained from the service provider and recipients. In order to know how the service providers deliver their services effectively, the quality of the service and customer satisfaction, and the impact of their service provision, the researcher also utilized the office registry book, annual office reports, and other related documents from the three study areas.

From Municipality, the researcher used the data related to building inspection from the registry book which registered from 07/01/06 up to 09/10/08 Ethiopian Calendar (E.C.) and the site report book, which registered from 18/05/07 up to 09/10/08 E.C. And also, the researcher used the building occupancy permit service document registered from 2/11/2007 up to 28/10/2008 E.C. which comprises the name of the owner who issued the building occupancy permit, the time they issued, the standard and the actual time, their performance level, and the reason why some services were below the standard. From Bole and Lideta sub-cities also the researcher used similarly except for the time the service was provided.

The collected data were valid and reliable because the instruments yield similar results from those respondents, and also the instruments SERVQUL and CMT were applied in other countries and measured similarly. The researcher first conducted a a pilot test to measure the validity and reliability of the instruments and then duplicated the questionnaire, finalize the checklist and collect the necessary data from the respondents. The representativeness of the sample to the population is also another means for evaluating the validity. The researcher added a contingency sample beyond the sample size calculated through the formula. The collected reliable and valid data were analyzed using both qualitative and quantitative data analysis methods. To analyze the quantitative data, the study employed Statistical Package for Social Science (SPSS) software, and by descriptive statistical analysis method used the document analysis, narration, and summarization wasfor qualitative data. The analyzed data also were presented in tables, different types of figures, and in text form.

4. Results and Discussion

4.1 Existing Services against Standards

4.1.1 Building Purpose and Floor Number

There are different services provided by the service providers related to constructing buildings, and the service seekers also requested for different purposes. The purpose of 82 percent of the respondents' buildings is public, and the rest 18 percent of them were constructed for residential purposes. About 67 percent of the buildings' floors are six and above.

4.1.2 Procedures and Legal Documents

Public services are the services which provide by the civil servants to the service seekers. In order to make their relationship smooth and effective, services should have legal bindings, and the service providers can provide the service based on the standard. Also, these legal documents enable the service seekers to know which type of service they need, what type of document needed, and when. For example, construction inspection and building occupancy services are like other services have their standards, which enable both service providers and seekers to know

when one building construction site inspects, how many times, and how to issue the occupancy permit.

To provide effective service and perform well, legal documents like Building proclamations, regulations, and directives; Ownership directive number 12/2004 E.C.; legal documents which have the plan laws; and any building-related legal documents formulated at the federal level should be accessible in the building permit and control authority offices in the three study areas (AACALDMO, 2013, pp. 72 - 73). But actually, most of the documents were not accessible there, and as they mentioned, even some of the experts did not know some of the documents.

As per the Federal Negarith Gazeta (2011) and AACALDMO (2013), to start the construction of the building, one should fulfill the document and the procedures. Some of them are commenced construction slip, building permit certificate, plan, lease agreement, contractor's license, contractor's agreement, business registration, and taxpayer certificate.

After fulfilling the above conditions, one can start the building construction. And through the process for building categories B and C, the owner or contractor should notify the starting date of each stage of work to the building officer through written application. According to Federal Negarith Gazeta (2011, p. 5898), there are four common inspection stages, and others are depending on the number of floors. These are 1) On completion of surveying work for the foundation; 2) Before starting concrete cast for grade beam; 3) Before starting final concrete works; and 4) During testing of completed sanitary, electrical, and electro-mechanical installations; and also 5) Before starting floor concrete works at all levels; and other stages of work required by the building officer based on the type and method of construction.

After five working days, the inspector shall inspect the site and ensure that the construction of such stage is based on the permit. As per the Federal Negarith Gazeta (2011), all orders and notifications should be written and oral order or notification is invalid. After completing the building construction through proper inspection, the owner of building categories 'B' and 'C' can apply for the building occupancy permit. If the construction qualifies the criteria and is based on the standard, the building officer should give the performance certificate to contractors and consultants, and then the building owner can issue the occupancy permit of the building. But if one starts to use the building without issuing the occupancy permit, the building official may charge fines, suspend its service, or take both measures simultaneously (Federal Negarith Gazeta, 2011).

As experts responded, standards were accessible and provided the service based on them, but the majority agreed that the standards are general, they lack clarity and detail, and also there were knowledge and implementation gaps regarding the standards. Most of the service seekers were also not aware of the standards and did not fulfill the necessary documents, so they could not get the service they needed on time. Regarding the complaints handling mechanisms, they used and displayed the suggestion and comment books and boxes with forms, which allow the service seekers to write their comments, and finally, the service providers through 1 to 5 change agent groups read, discuss, and tried to address the issues.

4.1.3 Office Equipment against Standard

In order to provide the service properly and perform well, standard office equipment is mandatory. The AACALDMO (2013) set standards for the construction inspection and occupancy permit services to provide their services effectively. Regarding the office equipment in all study areas, as the officers and other office experts replied that the major limitations which hinder them from providing effective service to the service seekers were the absence and/ or

limited car accessibility, absence of meter, especially Rollo meter with 5- and 10-meter lengths, safety materials, Geographic Information System, and the inadequate office layout. According to the Officer, surprisingly, they (the office workers) collect money from their pocket for office cleaning purposes and bought dividers for the office computers. They brought the file folders from other offices and share the available car and other equipment for construction inspection and occupancy permit services.

4.1.4 Actual Human Resource against Standard

Enough and qualified human resource is the heart of the service providers' organizations. Since it is the service provision, in order to perform the service effectively, standardized professionals and enough human resources must be there. AACALDMO (2013) set the standard human resource for each and every service in terms of quantity and quality, a total of 25 experts. But in reality, except for the Lideta sub-city, the human resource is below the standard. At the central level, the Municipality fulfilled 80 percent (20 experts) of the standard, the fulfillment of the Bole sub-city was 87.5 percent, and Lideta was 100 percent.

Table 4.1: Standard against Actual Office Equipment

Equipment Type	Standard		Actual Quantity						
			Bole sub-city		Lideta sub-city		The Municipality (Center)		
Scanner	Sub-city	Center	Freq.	Per	Freq.	Per	Freq.	Perc.	Remark
Computer			0	0	-	0	-	0	No scanner at all
Printer	2	4	> 10	100	> 10	100	7 (one for two experts)	52(including building permit)	Less than the standard for Municipality, but for the sub-cities, one computer for each.
Laptop	20	40	6	150	2	50	5	50	More than for Bole, and a half for Lideta and Municipality
Plotter	4	10	-	0	-	0	-		No laptop at all
Photocopy machine	1	5	-	0	0		-		No plotter at all
Cars	-	1	1	100	1	100	2	100	Based on the standard in the three study areas
GPS	1	2	2	200	-	0	1with others	12.5	No car in Lideta sub-city
	1	8	2	200	-	0	-	0	GPS – only in Bole Sub City
	1	4	Freq.	Per	Freq.	Per	Freq.	Perc.	Remark

Sources: Federal Negarit Gazeta, 2011; AACALDMO, 2013; and Field Survey, 2016

But for Bole and Lideta sub-cities, the high percentage value resulted because of more building inspection service experts while other experts were below the standard.

Regarding capacity-building absence and/ or limited opportunity of the capacity building because of budget and other related reasons, almost none, so that service provider unable to improve their capacity (skill and knowledge). But in the Bole sub-city, there was experience sharing between the senior and junior staff in the field. Lideta sub-city also planned to capacitate the experts through experience sharing.

4.1.5 Actual Against Standard Time

Time is another major factor and indicator to provide effective service. Different services have their own standard time, but usually, especially in developing countries, the public services are not provided on time. Construction inspection and occupancy permit services also have their own standard service provision time. The table below shows the standard time the service seekers should get the service.

Table: 4.2: Standard and Actual Periods to Get the Building Permit

Standard Periods			**Service Seekers Response about Inspection**			
Building category	Inspection service time	Occupancy permit service time	Inspection	Category	Frequency	Percent
			Inspected	Yes	288	96
				No	12	4
			On-time application	Yes	273	91
				No	27	9
Category 'B'	4 hours, but service seekers should apply before five working	Three working days (sub-city level)	Inspectors on-time response	Yes	262	87.3
				No	26	8.7
				Not requested	12	4
Category 'C'	4 hours, but service seekers should apply before five	Seven working days (central level)	Number of inspections	Once only	37	12.3
				Two times	60	20
				Three times	54	18
				Four times	45	15
				Five times	37	12.3
				Six times	26	8.7
				Seven times	11	3.7
				Eight and	16	5.4
				Not at all	14	4.6
			Inspectors' qualification	Yes	278	92.7
				No	8	2.7
				I do not know	14	4.6

Sources: Federal Negarit Gazeta, 2011; AACALDMO, 2013; and Field Survey, 2016

As both service seekers and providers responded, the majority of the service seekers applied on time. Most got the service on time and received the approval in written form, but regarding the number of inspections, more than half of them inspected below the standard with the reason of knowledge and skill gap of the experts and the service seekers did not apply on time, and service providers also did not inspect on time. Because of the gap between the standard and actual date to get the service, there was a delay in the construction, and some were simply constructing their buildings without inspection and prefer to pay the fine. Concerning the actual time of the building occupancy issuance service, the municipality majority of the service seekers did not issue on time and the situation was worse in the Bole sub-city.

4.1.6 Service Cost

The cost of the service was another major issue to evaluate the efficiency of the service. Every service has its own service charge, which service seekers have to pay. More than half of the respondents replied that the service charge is not costly. According to Federal Negarith Gazeta (2011), an administrative fine is paid by a person who violates the standard, which ranges from 2000 to 5000 Ethiopian Birr (ETB). Within one and half years only at Municipality, 185 building owners under construction paid the amount of fine between 3,000 up to 403,000 ETB., implying that how the number of buildings was constructing without the proper procedures and standards, and incur unnecessary cost. The table below shows the administrative fines for the violation of the law or standard.

4.1.7 Stakeholders' Participation

Participation of stakeholders is important and mandatory in all stages of the service provision process, including developing the standard and performance evaluation of the service providers. Without the participation of the stakeholders, one cannot expect better achievement or performance because the service seekers are the mirrors of the service providers. However, considering the participation of the service seekers in the preparation and revision of the standards and also in the annual, half-year, and/ or quarterly performance evaluation of the service providers', only 1.7 percent of the total respondents had a chance to participate in the aforementioned meetings.

Table 4.3: Administrative Fine for Violation of the Law (In Ethiopian Birr)

No.	Types of breaches	Building categories and amount of money	
		Category	Category C
1	Frailer to display copy of plan permit at the construction site	2000	3000
2	Commencing construction works without fulfillment of preliminary works or facilities	2000	3000
3	Failed to notify completion of rectification orders	2000	3000
4	Failed to effect orders within the given time limit	2000	3000
5	Failed to remove construction materials or residues out of site in accordance with the given written notice	2000	3000
6	Working without inspector	3000	5000
7	Starting construction without notification	2000	4000
8	Renovating without permit	3000	5000
9	Carry out an expansion work without a permit	3000	5000
10	Demolish without permit	3000	5000
11	Failed to take safety measures during construction	3000	5000
12	Failed to obtain an occupancy permit	3000	5000

Source: Federal Negarith Gazeta, 2011, p. 5914

4.2 Service Quality and Customer Satisfaction

4.2.1 Service Quality

Service quality is the main target of the service provision process. It determines the existence and sustainability of the service providers. An organization should provide quality service to satisfy its customers and sustain its service provision. Without the provision of quality service, an organization cannot compete with others, so that in the end, competent organizations kick it out from the market. In the case of public service providers, if the service provisions are not effective enough, the situation forced the government to allow the private sector to provide the services or take any type of measurement like reform.

In order to evaluate the quality of the service, the researcher applied SERVQUAL Model, which has five dimensions and 22 statements, by identifying the gap between the 300 respondent customers' expectation about the service prior and the service actually performed by the service providers later, and the then by manipulating the mean gap of the two.

As it can be seen from the figure below, the average gap score and all the SERVQUAL results are negative, which indicates that the service seekers were ambitious and their expectation prior about the service was exceeding the service providers actually performed in the three study areas. Regarding the five dimensions, the reliability means the gap is higher than other dimensions, which implies the service providers should focus on this dimension and should take action to improve the quality of the service. Even though the whole results are negative, relatively, the result (the gap) of the responsiveness dimension is a little bit smaller than other dimensions, which means the service provider was relatively better in this dimension. The researcher also observed the service provision process and found similar results. The SERVQUAL result presents as follows:

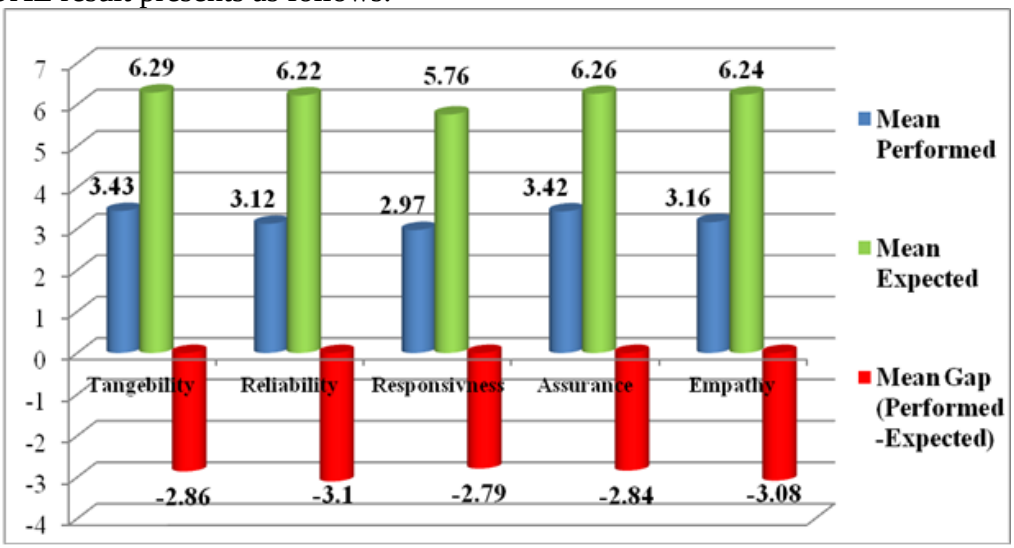

Figure 4.1: SERVQUAL Summary Result

Note: Average SERVQUAL Gap Score = **Total / 5 = -14.67/ 5 = -2.934**

Source: Field survey, 2016

4.2.2 Service Seekers Satisfaction Level

Customer satisfaction is one of the missions of the service providers. Any service provider can evaluate and measure its performance by the level of the satisfaction of its customers. In addition

to focusing group discussion and interview by applying the CMT, using accessibility, fairness, information dissemination, extra mile, knowledge and competency of the staff, wait time, the service output, and the overall service quality as indicators and outcome measures; the researcher gathered data from the owner of the building construction, the experts and officials. The respondents replied that 75 percent of the respondents were moderately satisfied with the service, 18 percent of the total respondents satisfied, and around 4 percent of the total service seekers were dissatisfied with the overall service quality. The table below shows the detailed satisfaction level of the service seekers.

Table 4.4: Level of Service Seekers Satisfaction

Drivers and outcome measures	**Study Areas**	**Not at all satisfied**	**Slightly satisfied**	**Moderately satisfied**	**Very satisfied**	**Extremely satisfied**	**Total**
Level of satisfaction for the time to get the service	Municipality	15	17	169	31	0	232
	Bole Sub-city	0	1	18	24	0	43
	Lideta Sub-city	0	0	18	7	0	25
	Total	**15**	**18**	**205**	**62**	**0**	**300**
Level of satisfaction for the service accessibility	Municipality	10	18	159	45	0	232
	Bole Sub-city	0	0	33	10	0	43
	Lideta Sub-city	0	0	11	11	3	25
	Total	**10**	**18**	**203**	**66**	**3**	**300**
Level of satisfaction for the overall quality of the service delivery	Municipality	11	8	171	41	1	232
	Bole Sub-city	0	0	42	1	0	43
	Lideta Sub-city	0	0	12	10	3	25
	Total	**11**	**8**	**225**	**52**	**4**	**300**

Source: Field survey, 2016

4.3 Challenges of the Existing Service Provision

It is unthinkable that any service provision process without challenges, especially public service in developing countries, cannot imagine without those bottlenecks. The situation is similar in the construction inspection and building permit issuance services in the three study areas, which affect the smooth and effective provision, hamper the service quality, lower the level of customers' satisfaction, and affect the safety of the society.

Challenges that come from the service providers as mentioned by service seekers and providers include long appointment and absenteeism, knowledge gap about the standards, lengthy time to issue the building permit, standard and directive gaps in applying properly and taking action, corruption and rent-seeking, information gap and documentation problem, insufficient human resource and workload, and inadequate office materials.

All the service seekers, service providers and also researcher mentioned the challenges come from the service seekers. Some of them are awareness and knowledge gap about the standard

and directives, prefer fine instead of waiting for the inspectors, prefer to rent the ground floor to get money and finalize other floors, violate the standard and agreement and construct by their new design, prefer to get the service illegally and misunderstanding about the inspectors' visit and believed not for the quality of the construction. The following figure shows the rented under construction buildings.

Figure 4.2 Rented Buildings under Construction

Buildings that were giving services before getting a building occupancy permit

Source: Field survey, 2016. Own picture **Source:** Eleni Araya, 2013

4.4 Impacts of the Existing Service Provision

Impacts are the outcomes of challenges. The impacts are different depending on the type and level of the challenges.

Table 4.5: Administrative fine and buildings which were not under inspection

Administrative Fine of Municipality Service Seekers			**Building Constructions at Central Level which were not Under inspection**		
N	**Amount of fine**	**Frequency**	**No.**	**Sub-city**	**Frequency**
	Below 5000	6	1	Bole	253
2	5000 - 15000	90	2	Kirkos	153
3	15001 - 30000	35	3	Nifas Silk Lafto	102
4	30001 - 45000	22	4	Yeka	63
5	45001 - 60000	15	5	Arada	49
6	60001 - 75000	11	6	Lideta	46
7	75001 - 90000	2	7	Kolfe Keraniyo	32
8	100000 - 18000	2	8	Akaki Kality	26
9	353000 & 403000	2	9	Google	25
	Total	**185**	10	Addis Ketema	24
				Total	**773**

Source: Municipality, 2016 unpublished document

As collected from secondary data sources, because of the challenges mentioned above large number (773 only at municipality level) of buildings were constructing without inspection, and

out of these, more than 30 percent of building construction time already terminated, again 185 constructing building owners paid a large amount of fine, and also some constructing buildings fallen and created problems in their surroundings. One can easily observe and understand from the following table and pictures how the poor inspection and mistakes from service seekers affect society.

Figure 4.3: Impact of Improper Construction Inspection

The building fell which were giving services Construction of building without retaining wall risk before getting building occupancy permit the nearby building and road.
Source: Municipality, photo taken by the Officer, 2016

5. Conclusions and Recommendations

It is known that there should be a concluding remark about each specific objective and simultaneously addresses the main objective of the research.

5.1 Conclusions

To evaluate the efficiency and effectiveness of the existing service, the procedure and legal documents, the existing office equipment and human resources, the time service seekers waited and should wait, the service cost and amount of fine, and the stakeholders' participation used as indicators. Most of the legal documents were available, but only a few accessible and applied by the users. Any building construction should pass through the proper inspection so that finally, the owner can obtain the occupancy permit issuance certificate. After getting the construction slip to commence and start the work, one building under construction should inspect a minimum of 4 times plus the number of floors. But the result shows that a large number of buildings construction took place without proper inspection and affected highly. If one fulfills the standards and procedures, he/she can issue the building occupancy permit and use the building for the right purpose.

Office equipment was another indicator, and as a result, most of the office equipment did not fulfill by the three service providers' offices. Regarding the human resource, except in the Lideta sub-city, the available one was less than the standard. Concerning the time to obtain the service, most of the services did not achieve the standard. The service charge was medium for the majority, and the integration and participation of the stakeholders were almost none. Therefore,

the construction inspection and building occupancy issuance service providers did not perform effectively, and the efficiency of their services was low.

The researcher measured the quality of the services provided and the level of customer satisfaction by applying SERVQUAL and CMT. The cumulative result of the three study areas shows that the average SERVQUAL gap score was negative accounts -2.934, which means the service seekers' expectation about the service was beyond the actual service performance of the service providers. There was a big mean gap in the reliability dimension among the five dimensions, which implies that the service providers were in poor condition and gave more attention to the reliability dimension. The CMT result shows that three-fourths of the respondents were satisfied moderately by the overall service quality.

The provision of public services cannot be without challenges, especially in developing countries. The challenges of long appointment and absenteeism, knowledge gap about the standards, inadequate office equipment, and corruption and rent-seeking which came from the service providers, and knowledge gap, and prefer an illegal way to obtain the service from the service seekers sides were the major challenges among the many mentioned by both.

As a result, some of the major impacts are a large number of big buildings were under construction without proper inspection, a large number of building owners paid huge amounts of fines, the ground floor of some buildings under construction rented, and surprisingly as one can see from the picture included in this paper some of the buildings fallen. Therefore, one can conclude that the poor and inappropriate service provision has great and multifaceted impacts on service seekers, providers, and society.

5.2 Recommendations

The final target of any research is to recommend possible solutions to the very problem of the study through addressing the specific problems. The following are some of them.

- The Addis Ababa Building Permit and Control Authority (AABPCA) should take appropriate measures like access the standards, fulfill the necessary office equipment and human resources for effective services provision;
- The AABPCA should allow a capacity-building like training and educational opportunity for the service providers;
- The AABPCA should create awareness about the services through different media, including computer technology;
- In order to alleviate or minimize the negative impacts of different challenges or problems, service providers have to be responsible, accountable, and provide on-time services;
- Service seekers should fulfill the necessary documents, know the standards, and fight corruption and rent-seeking, get the service in the right way, and correct the mistakes based on the inspectors' comments;
- From the development of the standards up to the evaluation period, there should be public participation and stakeholders' integration;
- Addis Ababa City Administration Land and Development Management Office (AACALDMO) should apply the SERVQUAL and CMT models to evaluate the quality of the service given by the service providers and to measure the satisfaction level of their customers; and
- The AABPCA should assign professional groups each from different related professions and send them to visit the reality of how to affect the poor service performance in the

society. And after gathering information through these groups, the authority should take appropriate measures.

Therefore, to know whether the service providers provide quality service based on the set standards or not, AACLDMO should evaluate the performance of the service providers' authority so that improve the sector.

References

AACALDMO (2013), *Building Permit and Control Authority Manual* Number 1/ 2013, Addis Ababa.

Abay Asnake (2016), *Evaluation of Building Permit Issuance Process and Customer Satisfaction in Addis Ababa: The Case of Municipality, Bole and Lideta Sub-cities*. Proceedings of the 2nd National Conference June 27-28, 2016. Ethiopian Civil Service University, Volume 1, October 2016. Editor-in-Chief – Teshome Tafesse (PhD), Managing Editor – Zigiju Samuel (MA), Addis Ababa, Ethiopia.

Addis Negarit Gazeta (2012), *Proclamation 35/2012*, Addis Negarit Gazeta of the City Administration of Addis Ababa.

Arash (Dr.) (2004), *SERVQUAL and Model of Service Quality Gaps: A Framework for Determining and Prioritizing Critical Factors in Delivering Quality Services*, Department of Management, University of Isfahan, Iran.

Chris Gibson (2011), *Using Servqual to Assess the Customer Satisfaction level of the Oregon HIDTA ISC Analytical Unit*, Hatfield School of Government Executive Master of Public Administration 2009 Cohort.

Eleni Araya (2013), *Unfinished Business.* FORTUNE STAFF WRITER, PUBLISHED ON MARCH 24, 2013 [VOL 13, NO 673]

Emnet Tadesse and Habtamu Abebachew (2011), *Business Process Reengineering Value Handovers in Public Sectors of Ethiopia*: In proceedings of the 4th National Conference on Effectiveness and Efficiency of the Public Services. Ethiopian Civil Service University.

Federal Negarit Gazeta (2009), *Ethiopian Building Proclamation*, Proclamation No. 624/ 2009, 15th Year No. 31, ADDIS ABABA 6th May, 2009.

Federal Negarit Gazeta (2011), *Council of Ministers Building Regulation*, Regulation No243. /2011, 17h Year No. 71 ADDIS ABABA 24 th May 2011

Hood, C. (1991), A *Public Administration for All Seasons*, Public Administration, 69: pp.3-19.

Information Victoria (2010), On *the Road to Satisfaction: Using the Canadian Common Measurements Tool to Measure Satisfaction with Government Services,* Department of Innovation, Industry and Regional Development. Available at: http://www.vic.gov.au/blog/research-reports/road-satisfaction-using-canadian-common-measurements-tool-measure-satisfaction-government-services/. (Accessed on 15/ 2/2014).

InterNACHI, (2013), *International Standards of Practice for Inspecting Commercial Properties*, 6th edition, Boulder, Colorado. https://www.nachi.org/comsop.htm.

Glenn D. Israel (1992). *Determining Sample Size*. University of Florida, , Florida Cooperative Extension Service. IFAS EXTENSION. Retrieved from https://docplayer.net/25587124-Determining-sample-size-1.html

Jahangir, Hossain, M., (2008), *Seminar Paper on Citizens Charter*: A Study on Dhaka City Corporation.

Marie Huntington (2016), How to Get a Business Occupancy Permit. Demand Media, Hearst Newspapers, LLC. Available at: http://smallbusiness.chron.com/business-occupancy-permit-80118.html (Accessed on July 22, 2016)

McKinsey Global Institute (2011), *Urban World: Mapping the Economic Power of Cities*. Available at: http://www.mckinsey.com/. (Accessed on 11/05/2014).

Mesfin Lema & Taye Alemu (2011), *The Contribution of Service Delivery Reform to Promote Good Governance in Addis Ababa*. Ethiopian Journal of Public Management and Development. 2 (1): 63-90.

Mesfin Taffesse (2009), *The Ethiopian Civil Service Reform Program*: In Taye Assefa (Ed.): Digest of Ethiopia's National Policies, strategies and programs. FSS. Addis Ababa.

Municipality, 2016 unpublished document, office registry book, Addis Ababa, Ethiopia.

Osborne, David and Peter Plastrik (1997), *Banishing Bureaucracy*: The Five Strategies for Reinventing Government, Addison-Wesley.

Pollitt, C. (1990), *Managerialism and the Public Services*: The Anglo-American Experience, Oxford, Blackwell. Potential for SERVQUAL", Total Quality Management, 7(4): 357-365.

Rhodes, R.A.W. (1997), *Understanding Governance*: *Policy Networks, Governance, Reflexivity and Accountability*, Buckingham, Open University Press.

Singapore Business Federation (2009), *Key Findings from ABAC 'Ease of Doing Business' (EoDB) Survey*. Presentation at Singapore Business Federation "Removing Barriers for Business Growth in APEC" dialogue session, Singapore, July 9.

USAID (2013), *Sustainable Service Delivery in An Increasingly Urbanized World*; USAID Policy Washington Dc.

WHO (2010), *Media Notice on Global Forum on Urbanization and Health*. Available at: http://www.who .int/mediacentre/. (Accessed on 22/6/2014).

World Bank Group *(*2013), *Good Practices for Construction Regulation and Enforcement Reform, Guidelines for Reformers*, Investment Climate.