

CHRISTIAN SERVICE UNIVERSITY COLLEGE

**AN ASSESSMENT OF COMMUNITY PARTICIPATION IN THE
PREPARATION AND IMPLEMENTATION OF LAND USE PLANS IN THE
TAMALE METROPOLIS IN THE NORTHERN REGION OF GHANA**

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2019

CHRISTIAN SERVICE UNIVERSITY COLLEGE
DEPARTMENT OF PLANNING AND DEVELOPMENT
MASTER OF SCIENCE IN MONITORING AND EVALUATION

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BY

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**Dissertation submitted to the Department of Planning and Development,
School of Graduate, Christian Service University College
in partial fulfilment of the requirements for the
award of a degree of Master of Science in
Monitoring and Evaluation**

2019

DECLARATION

Candidate's Declaration

I hereby declare that this special study is the result of my own original research and that no part of it has been presented for another degree in this university or elsewhere.

Candidate's Signature:..... Date:.....

Name: Takora Saaka

Supervisors' Declaration

I hereby declare that the preparation and presentation of the thesis were supervised in accordance with the guidelines on supervision of thesis laid down by the Christian Service University College

Supervisor's Signature:..... Date:.....

Name: Mr P.K.B Asamoah

ABSTRACT

A well prepared land use plans to guide the growth of communities come with benefits and challenges. Land use plan stands the high chance of addressing the real needs of the people if the beneficiaries are actively involved in the plan preparation process. This study sought to assess community participation in the land use planning process in the Tamale Metropolis. A case study approach was adopted. Research instruments such as questionnaire and interview guide were used to gather information from households and intuitions in the area. The study found that the awareness of the decentralized planning system is very low and only a few (27.3 percent) is aware of the process. Community participation in the preparation of land use plans is very low (28.1percent). The techniques for organizing community members are consultation meetings and workshops (49.1 percent). The study again found that people agreed that factors such as leadership qualities, transparency, resources and centralization of decisions have great influence on successful community participation. The benefits of engaging communities in plan preparation were revealed during the study to be sustainability of the plan, effectiveness and efficiency of decisions taken, well as self-reliance of communities during plan implementation. It was found out that community participation is faced with challenges like land ownership system, delay in decision making, poor commitment of planning authorities and low attention for spatial planning by government. The study recommends that people should be sensitized on the decentralized planning system, draft land use plans should be displayed at public areas for awareness and inputs, formation of community society groups who will act as watch dog and the budgetary allocation by the planning authorities for spatial planning activities in the Metropolis.

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DEDICATION

To my family and friends

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LIST OF ABBREVIATIONS

TCPD	Town and Country Planning Department
TaMA	Tamale Metropolitan Assembly
LCS	Lands Commission Secretariat
CLS	Customary Lands Secretariat
SPC	Statutory Planning Committee
PVLMD	Public and Vested Land Management Division
SMD	Survey and Mapping Division
UN	United Nations
MMDAs	Metropolitan, Municipal, District Assemblies
NDPC	National Development Planning Commission
MDAs	Ministries, Departments and Agencies
RCCs	Regional Co-ordinating councils
DAs	District Assemblies

CHAPTER ONE

GENERAL INTRODUCTION

INTRODUCTION

Tamale is one of the fastest growing cities in Ghana and this physical growth is well managed and organized by land use plans for communities within the metropolis. Over the years there have been conscious attempts by the Planning Authority (Tamale Metropolitan Assembly) to prepare land use plans for the various communities to ensure orderly physical development. As the plans are prepared for communities, it is proper to engage them in the planning process to ensure that plans really address their needs. It is therefore against this background that the study was conducted to assess their participation in the land use planning process in the Tamale Metropolis.

1.1 Background to the Study

The growth of population leads to the need for additional land for housing and demand for other infrastructural facilities. The various needs that accompany the growth of cities result in the physical manifestation on land. The phenomenon of urban and cities growth has both problems and benefits to its inhabitants depending on the way the growth is managed. For effective and efficient urban growth, there is the need for land use plans to guide the expansion in an orderly and sustainable way. Land use plans serve as tools and techniques that are used to guide and manage the orderly growth of cities in a conscious manner and as such, the Land use and Spatial Planning Act, Act 925 (2016) has made it mandatory for planning authorities in Ghana to effectively prepare land use plans to guide the growth and development of cities to promote orderliness and quality environment. These plans represent the various needs and aspirations of communities and their implementation also is of a higher importance since plans not implemented had better not been prepared. The provisions in most land use plans for our communities do

not see the light of day. A possible factor for the poor implementation of the land use plans is lack of community participation in the plan preparation process.

The concept of participation in development activities is certainly not a new one. One of the cornerstone of democracy is the participatory decision making process which is required by those in government. According to UN (2005), community participation is the creation of opportunities to enable all members of a community to actively contribute to and influence the development process and to share equitably in the fruits of development. People's participation in the preparation of land use plans is essential in order to establish economic and political relationship within the wider society and it is not just a matter of involvement but rather the process by which people are able to organize themselves, ability to identify their own needs, share in design, implement, and evaluate participatory action (Kumar, 2002). Participation is therefore a vehicle for influencing decisions that affect the lives of citizens and an avenue for transferring political power.

The decentralization concept in Ghana was initiated to promote popular grassroots participation in the administration of the planning, implementation, monitoring and delivery of services to improve the living conditions of the rural poor (Ahenkan et al., 2013). Article 35(6) (d) of Ghana's 1992 Constitution explain that the State must make democracy a reality through decentralization to offer greater opportunities for greater citizen participation at all levels of local decision-making. The key reason for the decentralization process was therefore the desire to increase citizen's participation in local governance. According to Ahenkan et al (2013) it was a deliberate effort by the government to eradicate the economic, social, cultural and political challenges that contribute to poverty in the country.

According to Local Governance Act, 2016, Act 936, the new decentralized development planning system in Ghana made Districts the main focus of planning action through a participatory approach. This process provides greater opportunity for the local communities within the districts to participate effectively in the conception, planning and implementation of development programmes and projects. The purpose of community participation in the preparation of land use plans is to influence decisions and proposals that affect the lives of citizens.

As land use plans are prepared and implemented, there is the need to conduct a thorough study to ascertain whether the processes in the preparation and implementation give opportunities to the communities to participate. The study therefore seeks to assess the extent of community participation in the land use planning process at the local level and the impact on sustainability of land use plans proposals in the Tamale Metropolis.

1.2 Statement of the Problem

Decentralization in Ghana has increasingly focused attention on Metropolitan, Municipal and District Assemblies (MMDAs) as key institutions responsible for managing development and at the local level. Also democratization has opened opportunities for citizens to articulate their views, needs and also engage themselves in the management of societal affairs. The Local Governance Act, Act 936 of 2016 has provided the MMDAs with responsibility for the preparation, implementation and monitoring of approved district development plans and settlement structure plans.

According to Falade (2003), land use plans for most communities often seek to make life better for the masses living in them as a major goal, but the reality of the case is that these laudable goals are never achieved. The issues that affect land use plans implementation among others include the lack of a framework for coordination of spatial

and economic plans as well as inadequate community participation in the process of planning. Sustainable land use planning ensures that people are able to satisfy their basic land needs responsibly without compromising the right of future generations to same. This can only happen if land use is participatory planned and managed by Metropolitan, Municipal and District authorities in the country.

Tamale Metropolis is the only Metropolitan Assembly in the Northern Region, which is also the administrative capital of the region, with an estimated annual population growth rate of 3.5 percent. The fast expanding in size of the Metropolis by growth and investments in existing businesses is a major factor of attraction of prospective developers. Considering the expansion of the city, efforts are being made by the Physical Planning Department in collaboration with the land owners and the Tamale Metropolitan Planning Authority to prepare land use plans to control the growth of various communities in the Metropolis. However, these plans are beautifully done on paper but do not get the full support of the communities which are the beneficiaries. This situation result in haphazard developments, encroachment on public lands, traffic congestion, building on water ways which lead to flooding and difficulty in the provision of infrastructural facilities in the Tamale Metropolis. Also there are instances that community members do not support the siting of certain projects in their areas even though such a use might be proposed in a local plan. Burgeoning studies in conventional literature have indicated that one major cause of the above problem is the inadequate involvement of stakeholders during the preparation of land use plans (Ahmed & Swapan; 2009; Zhang, & Wang, 2019).

It is against the above considerations that this study intended to assessed the level of community participation in the process of the land use plans preparation in the Tamale Metropolis.

1.3 Research Objectives

1.3.1 Broad Objective

The main objective of the study is to assess community participation in the preparation and implementation of land use plans in the Tamale Metropolis in the Northern Region.

1.3.2 Specific Objectives

Specifically, the study seeks to achieve the following:

1. To examine the knowledge of communities in the decentralized land use planning system in the Metropolis
2. To assess the level of community participation in land use planning in the Metropolis.
3. To assess the factors that affect community participation in preparation of land use plans in Tamale Metropolis.
4. To examine the benefits of engaging communities in the preparation of land use plans in Tamale Metropolis
5. To analyze the challenges of community participation in land use plans preparation in the Tamale Metropolis.

1.4 Research Questions

In view of the above problem, the research will address a broad question which will be followed by specific ones as indicated below.

1.4.1 Broad Research Question

Are community members involved in the preparation and implementation of land use plans in the Tamale Metropolis?

1.4.2 Specific Questions

1. What is the knowledge of community members in the decentralized planning system in the Tamale Metropolis?
2. To what extent are people involved in the preparation of land use plans in the Tamale Metropolis.
3. What factors affect community participation in the preparation and implementation of land use plans in the Tamale Metropolis?
4. What are the benefits of engaging communities in the preparation of land use plans in Tamale Metropolis
5. What are the challenges to community participation in land use plans preparation in Tamale Metropolis?

1.5 Delimitation

The study was delimited to households, stakeholders such as institutional heads and traditional Authorities who have stake in the preparation and implementation of various land use plans in the Tamale Metropolis. Besides, other structures like the Sub metros and assembly persons as well as the existing Customary land Secretariats provided relevant information about plan preparation and implementation.

1.6 Scope and Limitation of the Study

The study was carried out in the Tamale Metropolis in the Northern Region of Ghana. Tamale Metropolis is a preferred area because it depicts traits and features of a growing area due to increase in the population and other economic activities over the years. In addition, a lot of land use plans have been prepared for communities in Tamale Metropolis over the years to guide the physical growth of the entire Metropolis. The Tamale Metropolis also has a lot of major roads passing through it which attracts physical developments along them. The location of the Tamale Metropolitan Area has made it a commercial, educational, and service hub for other districts in the Northern Region and even to the Upper East and Upper West Regions of the country and for that matter its expansion and physical growth.

In context, the study covered community participation in preparation and implementation of land use plans in Northern region with particular reference to Tamale Metropolis. It focused on the extent at which people are involved in the preparation of land use plans. Also, the major factors that militates against community participation in the preparation of land use plans in the Metropolis as well as well as key benefits and challenges associated with the preparation of the plans in a participatory manner were studied.. The study also looked at the awareness of people in the decentralized planning in the Metropolis. This will eventually give a basis for good recommendations for planning authorities of land use plans in Ghana.

1.7 Significance of the Study

Community participation in the process of preparing land use plans is paramount because regional developers believe that for plans to succeed, communities need to actively partake in designing, implementing and sustaining the plans that affect their

condition of living. In Ghana, more communities are becoming urbanized and other urban centers are becoming metropolitan areas, and land, which is limited in supply, becomes scarce in these communities as a result the need for good land use plans to make a balance for the various uses. This calls for pragmatic measures to ensure that land use plans are prepared to cover the aspirations of the beneficiaries in towns and settlements.

The research will be very useful for national development, as it will attempt to investigate and find answers to the underlying factors affecting community participation in land use plan preparation and implementation and then further come out with policy guidelines for sustainable and effective land use planning in the country. It will contribute to knowledge and literature as its report will serve as an important source for further studies in community participation in land use plan preparation and implementation in growing communities and possibly identify other areas for future research.

Generally, the results and findings of the study will serve as an avenue for designing land use projects for the Tamale Metropolis and other parts of the country. The result will therefore be useful to policy makers, urban managers, development practitioners, academics as well as the various MMDAs in the Northern Region and then charter a policy direction to enhance the effective and sustainable urban land use planning and management.

1.8 Definition of terms

Land use plan: Land use plan indicates the distribution of development of industry, the wholesale, supplier and trans-shipment functions, centers for retail and related functions, and residential areas relative to open space, transportation systems and other community functions.

Community: a group of people living in a geographically defined area, or a group that interacts because of common social, economic, or political interests.

Participation: participation is an approach through which beneficiaries and other stakeholders are able to influence project planning, decision-making, implementation and monitoring phases.

Stakeholder: Stakeholders are persons, groups or organizations that may influence or be affected by policy decisions.

1.9 Organization of the Study

This dissertation is organized into five chapters. Chapter one includes a background to the study, the statement of problem, the study objectives, the scope of the study, the significance of the study and the operational definition of terms of the study.

The second chapter reviews relevant literature in relation to the study and the conceptual framework of the study.

Chapter three is the methodology, which comprises the study design, study type, study data collection instruments, sampling procedure and sample size, study population, data collection methods, quality control measures, ethical considerations as well as plan for dissemination of results.

The fourth chapter contains the presentation of the data and discussion of findings of the study. The summary of findings, conclusion and recommendations of the study will also be presented in chapter five. The references cited in the study will be presented immediately after chapter five whilst the study questionnaire will be attached as appendix.

CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

This chapter reviews relevant concepts on community involvement in the preparation of land use plans. The general planning theory is the theoretical foundation whereas concepts such as land use planning, participatory land use planning are reviewed to guide the discussion of community involvement in the preparation of land use plans. These theoretical and conceptual frameworks helped position the study within an intellectual context and discussion which provided an avenue for analysis and criticism.

2.1 Planning Theory

Planning is unique and as a result there is no single definition for planning because different authors defined it differently depending on the context and discipline. Todd (2013) explained planning as the process of deciding what to do and how to do it and the process should be compressive, efficient, inclusive, informative, integrated, logical and transparent. Abukhater (2009), explained that the availability of various definitions of planning have created a lot of tension and confusion in the minds of so many people and to deal with the aforementioned confusion there is the need for a sound and independent body of thought as planning theory.

Laszio (2004) explained that the general theory of planning is one of the practice-oriented social sciences, concerned with the possibility, ways and processes that have to actively shape our future instead of passively enduring what life may bring or being satisfied with simple, ad hoc actions. It also provides guidance about the possible interpretations of events in the past and present or the tools allowing the management of future events. The idea and concept of planning theory is crucial because it provides an

organization with the field and a systematic direction which helps to solve controversies in society.

It also helps planners to identify the interpretation (belief/paradigm/theory) that is most easily compatible with their views, most suitable for the object of planning and is – at the same time capable of increasing awareness and strengthening planners' commitment.

2.1.1 Procedural Planning theory

The procedural theory (theory in planning), on the other hand is focuses more on the practice of planning, describes the various phases and techniques used in designing the future, clarifies the role of planners and other actors involved, and recommends various tools for the solution of the problems/tasks. According to Galloway and Mahayni (1977), the procedure theory presents the process of planning, including its ideology, values, purposes, and principles. This approach is through the study of the structure as well as the morphology of urban activities to enable the right measures to be employed in solving the problems.

2.1.2 The Rational Comprehensive Model

The rational planning or synoptic approach is the dominant tradition, and the point of departure for most other planning approaches which represent either modifications of synoptic rationality or reactions against it (Barclays, 1976). The Rational Comprehensive Planning has four classical elements which include: (1) goal-setting (2) identification of policy alternatives (3) evaluation of means against ends, and (4) implementation of policy. The process is not always undertaken in the above sequence and each stage permits multiple iterations, feedback loops and elaboration of sub-processes. According to Friedmann (1971), proponents of comprehensive planning perceive it as a necessary

rational tool that incorporates multiple essential elements of planning including physical land use planning and social, economic and environmental aspects to safeguard public interest and guide the city's long-range future. Rational planning typically looks at problems from systems viewpoint, using conceptual or mathematical models relating ends (objectives) to means (resources and constraints) with heavy reliance on numbers and quantitative analysis. It sees the planner was the decision-maker and supposed to be the expert in urban development

This model of planning was practiced both in the United States and Britain and dominated the planning horizon until the 1960s, when practitioners identified some weaknesses in the model.

Forester (1996), criticize this model that it neglects ideal characteristics of real-world decision-making situations, namely the fallibility of human comprehension ability, the limitation in resources, time, and access to information, the multiplicity of competing rational actors and power structure imbalance.

Another criticism related to the lack of public participation as planners took all decisions supposedly in the public interest, which interest usually failed to reflect the poor or disadvantaged of society. It also assumed that no other groups of professionals were competent enough to scientifically and rationally analyze and formulate plans. It was also criticized that the model did not foster integration with other sectors such as the socio-economic aspects of society. As an instance, infrastructure provision was not related to the plans and tended to fall behind demand.

Finally, critics were concerned about the cost of data collection and time involved which makes it expensive and time-wasting in that by the time the plan was formulated, it was based on outdated information.

2.1.3 The Incremental Model

The case of incremental planning derives from a series of criticisms leveled at comprehensive rationality, its insensitivity to existing institutional performances capabilities and failure to appreciate the cognitive limits of decision-makers, who cannot optimize but only satisfies choices by successive approximation.

Charles Lindblom (1965) advanced the incremental model notably in his essay "The Science of Muddling Through". He postulated that it is difficult to implement plans in the way the rational model contends in that the influence of politicians can affect the implementation in terms of cost and time. A feature of this model was a narrower or limited scope to planning with a shorter time frame to reduce risk and cost. The premise was that man cannot possess all knowledge of his environment and might not be able to collect all the information he needs to understand a phenomenon. The model was criticized for being narrow in scope but it did advise planners about the need to be conscious of time and cost in plan making. It also did not assume neutrality in the role of planners as in the case of the rational model, but saw them as advisers, because decisions about plans rested ultimately with politicians and other bureaucrats.

2.1.4 The Advocacy Model

The advocacy model is largely attributed to Paul Davidoff (1973) who stated the need for more voices to be heard in the planning process. The adherents of this model stressed among other things the issue of human rights, the environment and sustainability in the planning process. The proponents argued that the main feature of the advocacy

planners was their concern of the role of planners and not the plan process by itself. Though they accepted the views of the instrumentalists, they argued that the planner should not be neutral. Planners needed to influence policy makers and politicians to get the interest of the poor and voiceless to be heard and integrated into plans. The model challenged planners to widen their scope in advocating for the public interest and promote participatory and plural planning. The issues contended by advocacy planning was also the harbinger of social planning in the planning profession to highlight the influence of political and socioeconomic systems in society.

From the analysis, Planning theories present enormous understanding of involving communities in the preparation of land use plans because they are the beneficiaries and theses plan seek address their needs. The procedural planning theory has spelt out the procedures which include engaging the communities as key stakeholders in the plan preparation process.

2.2 The Concept of Community

Community has been defined in different ways by several authors. However, the definitions convey the same meaning. According to Fortmann and Roe, (2013) communities are typically, not universally, defined on the basis of their geographical foundations, as occupying a particular geographical space. However, communities can be defined by characteristics that the members share, such as culture, language, tradition, law, geography, class, and race. UNDP (2005) defined community as a group of people living in a geographically defined area, or a group that interacts because of common social, economic, or political interests. Community do contain interest groups and they are made up of individuals, but they are more than interest groups and are more than the sum up of the individuals who make them up. The existence of community is not

something that can be demonstrated, it is a philosophical point of departure that is shared, albeit implicitly by most of the key players (Schouten & Moriarty, 2003).

Shaeffer (2008) explained that communities are either homogeneous or heterogeneous group of people who may be either united or be conflictive and are governed and managed by leaders chosen democratically who act relatively autonomously from other levels of government. Shaeffer (2008) further argued that some communities are governed by leaders imposed from above who represent central authorities. Bray (2006) on the other hand categorized communities into three. The first is geographic community, which is defined according to its members' place of residence, such as a village or district. The second type is ethnic, racial, and religious, in which membership is based on ethnic, racial, or religious identification, and commonly cuts across membership based on geographic location. The third one is communities based on shared family or educational concerns, which include parents associations and similar bodies that are based on families, shared concern for the welfare of each other. Zenter (2002) also defined a community by pointing out three aspects of community. First, community is a group structure, whether formally or informally organised; in which members play roles which are integrated around goals associated with the problems from collective occupation and utilization of habitational space. Second, members of the community have some degree of collective identification with the occupied space.

2.3 Participation

Participation to development have been proliferating in third world countries since 1980`s, and they are now accepted components of projects design among mainstream donor agencies. The advocates and practitioners of the concept proclaim that people's

empowerment, local knowledge and community ownership are indispensable ingredients of project success and sustainability.

The World Bank (2014) defines participation as a process through which stakeholders' influence and share control over development initiatives, decisions and resources. This means that gone are those times when development agents had to solely determine, design and impose development projects or plans on intended beneficiaries. The democratization in development has been a long standing objective of radicals in both the developed and the developing world. The aim of this is to prevent adverse impact of normal development on disempowered actors and to generate receptiveness to the interests of the people. In the third world countries there is widespread resistance to development projects that serve the interests of national elites and donor nations or foreign policy. This has precipitated grassroots movements demanding participation in project planning and decision making (Bastian and Bastian, 2006: 54).

Kasiaka (2004) stated that 'participation is an approach through which beneficiaries and other stakeholders are able to influence project planning, decision-making, implementation and monitoring phases. On the other hand, participation is considered to be a prerequisite for project ownership, successful implementation and sustainability of the projects in question. Participation does not mean acceptance of all ideas from diverse groups. In participation, there is a need to combine indigenous and intellectual knowledge. However, care must be taken so that intellectual knowledge does not influence that of the indigenous''

In the perspective of rural development, participation implies/includes people's involvement in the decisions making process, in implementing programmes, and their sharing in the benefit of development programmes (Cohen & Uphoff, 1972). This

argument is crucial for engaging community members in the preparation of land use plans because it looks at the decision on land which largely the community is the beneficiary.

At the social level, Pearse and Stiefel (1979) explained participation as an organized effort to increase control over resources and regulative institutions in given social situations on the part of groups and movements of those hitherto from such control. At the project level Paul (2007) sees participation as an active process by which beneficiary or client groups influence the direction and execution of a development project with a view to enhancing their well-being in terms of income, personal growth, self-reliance, or other values they cherish. They range from seeing participation merely as people's involvement in a project where they can obtain economic and social benefits. This implies participation in decision making empowers communities.

2.3.1 Stakeholders

Public participation in governance and development projects involves the direct involvement – or indirect involvement through representatives of concerned stakeholders in decision-making about policies, plans or programs in which they have an interest. Stakeholders are persons, groups or organizations that may influence or be affected by policy decisions (Freeman 2010). Through public participation, stakeholders may interact with government agencies, political leaders, nonprofit organizations and business organizations that create or implement public policies and programs (Smith, 2010). While participation may be limited to discrete areas (e.g., a town hall meeting or citizen survey) or described by a set of practices (e.g., convening public hearings or other types of consultation processes), participation more generally is the process of engagement in governance.

Public participation thus is a fundamental part of the public–government relationship in democracies (Roberts 2004; Bryson et al. 2013). Just as governance has moved beyond government, so too have the scope and need for public participation (Osborne 2010; Bryson et al. 2014; Morgan and Cook 2014).

In the explanation of Thenen (2007), all stakeholders should be able to participate in the design of a project. Besides, he said that, active participation increases acceptance as concerned groups and individuals feel that their needs are heard and taken into account and that it can start at the very beginning while assessing demand. It therefore means that right from conception to design and implementation of land use plans, grassroots participation is critically required. However in recent times participation is associated with some difficulty. Fetterman (2005) explained that while participation is about engaging people, it sometimes deprives groups, because it puts much emphasis on beneficiaries to the detriment of other significant stakeholders such as donors, Government and NGOs who command the greater proportion of resource and technical skills.

The problem however, lies with the fact that, most communities are limited in terms of resources and require skills to provide as well as manage facilities effectively and efficiently. According to Kumur (2002), participation places empowerment of the beneficiaries at the center where the people or communities have to be empowered to make decisions where donors, governments, and other players may have to relinquish power and control. This could weaken the pursuit for sustainable development as other stakeholders may withdraw resources and managerial know-how. Another criticisms as explained by Woodhill (2004) against participatory approaches is that, they down-play the potential of power and conflict and over-simplify dynamics of social change where if

care is not taken participatory platform can indeed be hijacked and dominated by more powerful groups. These compel Goddard and Cotter (1987) to argue that participation is a development strategy that has been oversold. Implying, the theory is not without some shortcomings and so must be adopted with a bit of caution.

Notwithstanding the above criticism, participation as a development model can serve as a significant basis towards community participation in preparation of land use plans. The term participation as explained can then lay the fundamental principle for community participation in land use plans preparation dialogue. Once community participation is a collective initiative which invites diverse stakeholders to participate in decision making and in sharing management responsibilities, it becomes key concept in land use plans discourse (Simpungwe, 2006). Thus the concept of participation does not only go to support some of the planning theory discussed earlier but also places importance on the significant role beneficiary communities can play in decision making and development in general and for that matter preparing the use of land which is a resource.

2.3.2 Community participation

The term community participation also carries different interpretations and inclinations although the interpretations and inclinations cannot be divorced from the broader aim of encouraging the active participation of local people in the process as a whole (Oakley, 2009). Community involvement ranges from participation in activities defined by outsiders to the management and ownership of activities developed primarily by community members themselves (Aubel & Samba, 2006). The foundation of community-based development initiatives is the active involvement of members of a defined community in at least some aspects of project design and implementation

(Mansuri and Rao, 2004). Colletta and Perkins (1995) illustrate various forms of community participation which includes research and data collection, dialogue with policymakers.

2.4 Theoretical Model of Participation

The theoretical model used by this study is the model developed by Arnstein (1969). This theory of community participation also called “a ladder of citizen participation”. Arnstein (1969) presented her model for evaluating participation according to her understanding and experiences in urban areas of the United States in the 1960s. The core of her discussions focused on neighbourhood councils, NGOs and municipality organizations. Arnstein suggested that although her model used illustrations of federal programs, such as urban renewal, anti-poverty programs and model cities, it could be employed in churches, colleges and universities, public schools, city halls and police departments. She indicated that her eight-rung ladder is a simplification of the reality, but it can illustrate some essential elements of participation and non-participation among citizens. According to her model, the eight types of participation and non-participation are: manipulation, therapy, informing, consultation, placation, partnership, delegated power and citizen control.

The lowest rungs of the ladder are Manipulation and Therapy, which describe the levels of non-participation. The real objective of these two stages is not to enable people to participate in planning or fulfilling a program, but to allow power-holders to educate or rehabilitate participants.

Arnstein continues that rungs three and four, i.e., Informing and Consultation, enhance participation to levels of Tokenism and allow people to hear and to have a voice. When people are engaged by power-holders as the total extent of participation, citizens

may indeed hear and be heard. However, in this condition, people lack the power to ensure which of their voices will be heeded by the power-holders.

Rung Five, Placation, is simply a better style of Tokenism because people are allowed to play advisory roles, though power-holders still retain control of decision-making. The higher rungs of the ladder signify that citizen power, particularly decision-making power, has dramatically increased. In the Partnership stage, people are enabled to debate and involve themselves in negotiations with power-holders. On the highest rungs of Delegated Power and Citizen Control, citizens achieve the majority of decision-making seats or attain full managerial power. Thus, it is clear that this model for evaluating participation fits the theory of participatory democracy.

On the lower rungs of the ladder, the political and social influence of participants is limited and the level of democracy in these stages has been criticized by the participatory democracy theory. In the middle, it appears that citizens are experiencing a state of representative democracy. This level of participation, as far as participatory democracy is concerned, is simply inadequate. Higher levels of participation in Arnstein's model for participation evaluation are almost similar to the definitions and situation of participatory democracy. On these rungs, people are empowered and free to make decisions and to fulfil these decisions unfettered – a complete manifestation of participatory democracy and participatory project development. Figure 2.1 shows the model of participation as used in this study.

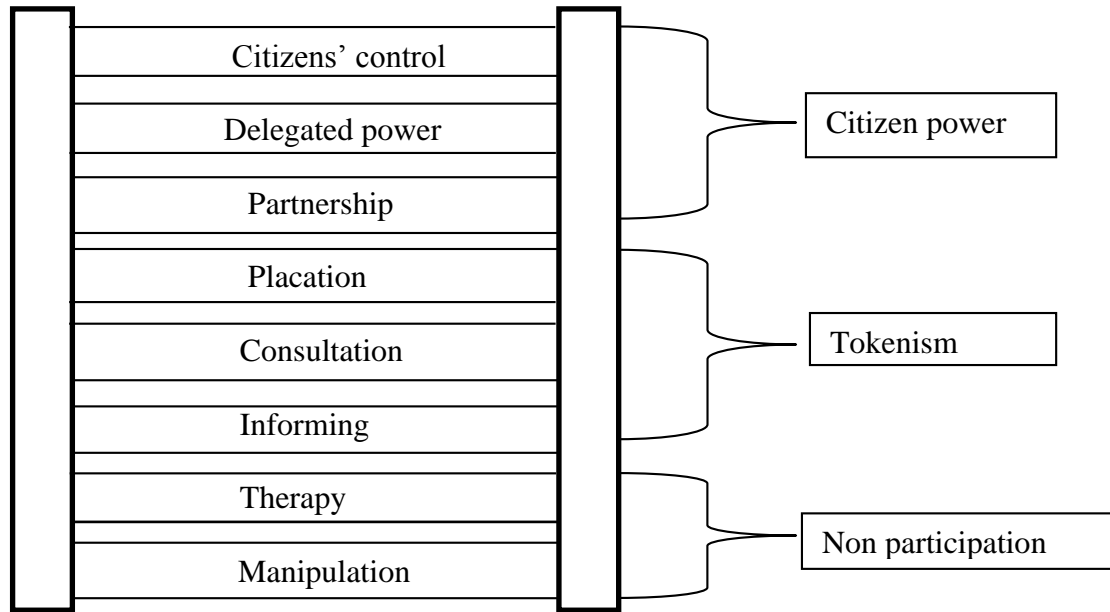


Figure 2.1: The Eight Rungs on the Ladder of participation by Arnstein (1969)

2.5 Land use plan preparation

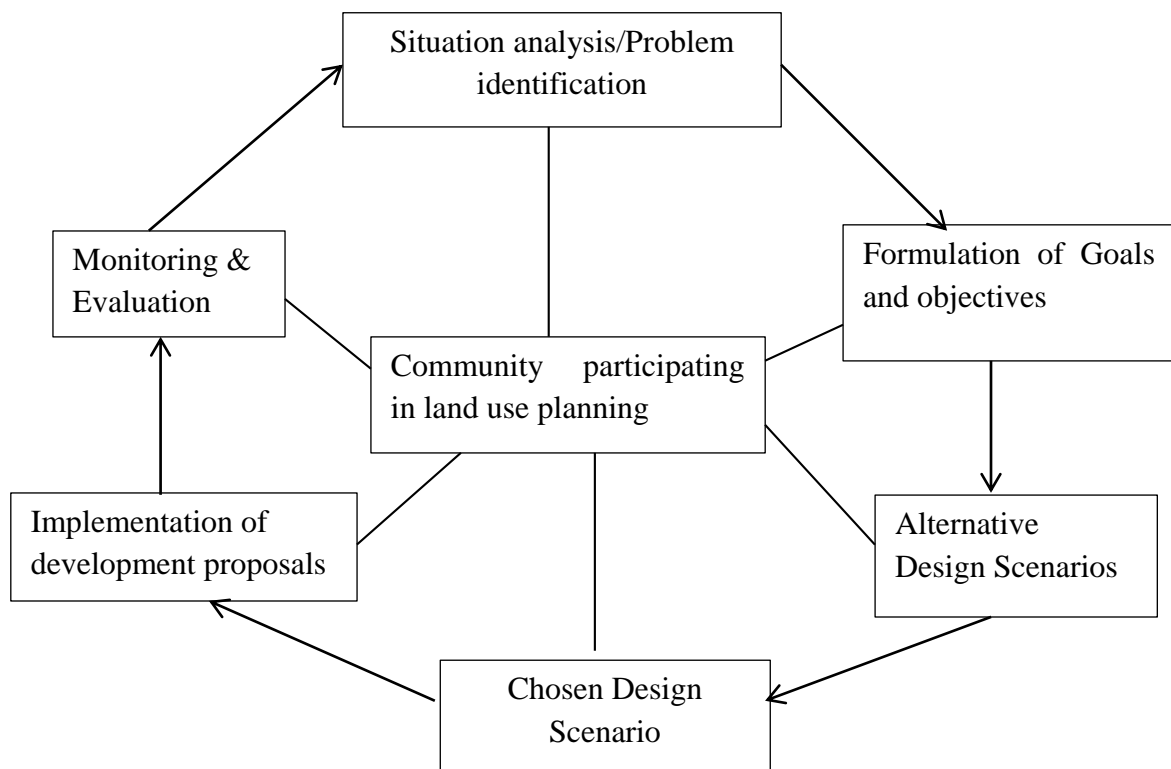
A land use plan is one of the key tools for the control of physical development of an urban or rural area. According to Ecotrust-Canada (2009), a land use plan is a conception about the spatial arrangement of land uses with a set of proposed actions to make it a reality. Chapin and Kaiser (1979), argued that land use plan indicates the distribution and intensity of development of industry, the wholesale, supplier and trans-shipment functions, centers for retail and related functions, and residential areas relative to open space, transportation systems and other community functions.

Land use plan preparation can therefore be explained as the output of a systematic process of identifying problems of society and developing solutions to solve them within the context of limited resources. As urban areas are dynamic and complex in nature, a plan preparation must go through a lot of processes to ensure a successful implementation and management. A plan that goes through the right processes will definitely represent a

choice made from all possible alternatives and will surely stand for the aspirations of all the stakeholders.

The planning process model (Figure 2.2) provides an operational process for land use plan preparation and implementation as well as plans to be monitored and evaluated to enable feedback into the implementation process. It enables an opportunity for decision makers to scan the environment and do effective analysis which brings out all the problems and potentials of the place. Land use plans are then formulated for implementation to address the identified social-economic problems that manifest in space. The implementation of the plans are monitored to ensure that there are no deviations from the proposals and this enable a feed back into the system to enable planning to continue and demonstrated in the planning process model.

Figure 2.2: Participatory Land Use Planning Process Model



Source: Patrick Geddes adopted by Leung (2003)

2.6 Participatory Land Use Planning Process

Participatory planning is a process by which a community works actively to fulfill a given socio-economic goal by consciously defining its problems and planning a course of action to resolve those problems. As stated by Babette (2011), participatory land use planning is a people-centered, bottom-up approach that recognizes the differences that exist from place to place with respect to socio-cultural, economic, technological and environmental conditions. Ecotrust-Canada (2009) argued that a successful planning process include diverse views and backgrounds, encourages participation from community in all stages and creates specific and measurable outcomes. According to Babette (2011: 32) integrated participatory planning generally aims to introduce or improve a complete spatial planning approach at local level. Again Ecotrust-Canada (2009: 4) said land use planning has led many communities to realize unexpected benefits beyond their initial planning intentions which include:

- An increase connection and understanding of their resources
- Forged relationships with other governments, neighbours and businesses
- Strengthened capacity and technical skills
- Reinforced cultural importance and identity amongst community members
- A sense of ownership and engagement in future development.

Inherent in the participatory planning process is the notion that the entire community has a stake in and a contribution to make the achievement of a sustainable commune. The commitment and actions of various community members, groups, and other stakeholders are critical to the successful attainment of the vision, goals, and actions that have been articulated in the plan.

2.7 Factors that Influence Community Participation

It is widely documented that community participation depends on many factors amongst them are individual attitude towards participation, leaders, qualities, centralisation of decision-making, transparency, rules, availability of resources and personal attributes.

2.7.1 Attitude

The term attitude is frequently used in describing people and explaining their behaviour. More precisely according to Luthans (2005), an attitude can be defined as a persistent tendency to feel and behave in a particular way toward some object. Attitudes are evaluative statements either favourable or unfavourable concerning objects, people or events (Robbins, 2005). Luthans (2005) provides three components of attitude as emotional, informational and behavioural. The emotional component involves the person's feelings or affect- positive, neutral, or negative about an object. The informational component consists of beliefs and information an individual has about the object. It makes no difference whether or not this information is empirically real or correct. He proceeds by saying that the third component of attitude is behavioural, which consists of persons' tendencies to behave in a particular way toward an object. Of the three components of attitude, only the behavioural component can be directly observed. It is assumed that if you want to know someone's beliefs, feelings, and behavioural tendencies toward an object, all you need to do is measure his or her attitude. In this study, therefore, the third component of attitude which is behavioural component was studied specifically on the individual attitude towards community participation.

2.7.2 Leadership qualities

Jain and Saakshi (2005) define leadership as a process of influencing subordinates so that they cooperate enthusiastically in the achievement of group goals. Yet another definition says leadership is the ability to influence through communication, the activities of others, individually or as a group toward the accomplishment of worthwhile meaningful and challenging goals (Ivancevich *et al.*, 2003). It is further said that leadership occurs whenever one person attempts to influence the behaviour of an individual or group.

Jain and Saakshi (2005) emphasise that the success or failure of an organisation to a great extent depends on the quality of leadership. Nirmal (2002) asserts that there are three broad categories of the qualities of successful leadership namely personality traits, knowledge and ability and lastly skills. Personality traits cover issues of good character, intelligence, will power, judgment, fellow feeling, faith mental and physical energy, enthusiasm and drive, emotional stability and tact, and humour.

Knowledge and ability is the second category which covers aspects of good educational background, technical competence i.e. ability to plan, organise, delegate, analyse, make decisions and capacity to control and coordinate the group efforts; ability to appraise and evaluate employees' performance as well as self-appraisal. Leaders' possession of skills is the third category of leadership qualities that focus on the following skills: problem-solving and decision making skills, communication skills, human relations skills, conceptual skills, social skills and administrative skills.

2.7.3 Centralization of decision-making

Cole (2004) asserts that decisions can range from those of a vital, once for all nature to those of a routine and relatively trivial in nature. He sees management as having three principal decision areas: strategic, operating and administrative

Centralization of decision-making is the concentration of authority and decision-making at the top of an organisation. It is a structural policy in which decision-making authority is concentrated at the top of the organisational hierarchy (Koontz and Weihrich, 1998). A corollary to the importance of communities sharing decision-making power is that they share development costs (Shashi, 1999). If community members have little authority over the decision made about the allocation of resources, they may lose interest and decline or fail to effectively participate in the activities planned (Paul and Demarest, 1984). Contrary to centralization of decision-making, greater decentralization yields higher peoples' satisfaction, quicker response to problems and many people want to be involved in decisions affecting their work (Schermerhorn *et al.*, 1982).

2.7.4 Transparency

Making processes transparent is an effective way to encourage community participation as it can potentially change power relations between communities and development organisations and between interests within communities (Shashi and Kerr, 2002). Merely transferring funds to committees is not adequate to introduce community control, as communities need to be protected from the abuses of committees hastily assembled to present them. Agrawal and Ribot (1999) further say that accountability of the actors can be increased if information on the roles and obligations of the government is made available by the media.

2.7.5 Resources

Resources are the organisation's assets and are thus the basic building blocks of the organisation. They include physical assets, such as plant, equipment, and location, human assets, in terms of the number of employees and their skills, and organisational assets, such as culture and reputation (Hunger and Wheelen, 2007). Barney (1991) cited in Millmore *et al.* (2007) identifies three categories of resources that is physical, human and organisational. Of these categories, human resources are conceived in terms of experience, knowledge and understanding that managers bring to the context of the organisation. The third category of organisational resources includes formal organisational resources such as its structure and its systems for planning, coordinating and controlling as well as informal aspects such as the nature of internal and external relationship.

2.7.6 Rules

Chandan (2003) defines a rule as a specific policy statement about conduct of certain affairs. Jones and George (2001) further narrate that rules are formal written instructions that specify actions to be taken under different circumstances to achieve specific goals. They govern specific questions, issues and circumstances (Griffin and Ebert, 1991). Some rules are positive requirements that certain actions be taken while others are prohibitions against unethical, illegal or undesirable actions (Anthony and Guvindarajan, 2004). Rules are substitutes for managerial direction and they may be used to specify the goals of the workers, indicate the best method for performing tasks, show which aspects of task accomplishment are most important and outline how individuals will be rewarded (Schermerhorn *et al.*, 1982).

2.7.7 Personal attributes

It is widely accepted that households' participation depends on the characteristics of the household. Education is a significant instrument to stimulate local participation in a variety of development management initiatives. Heads of households with primary education are more willing to participate in economic activities than illiterate farmers (Dolisca *et al.*, 2006). However, Godquin and Quisumbing (2006) have different views regarding relationship between level of education and community participation. They argue that people with less education are less likely to participate in community projects. Age of a head of household is another attribute influencing participation in the participatory projects. Age has a negative impact in explaining the level of participation (Dolisca *et al.*, 2006). This means that younger people are more willing to participate than older ones. Thatcher *et al.* (2007) found that age has no influence on participation of households. A study done by Batwel (2008) showed that there was relationship between age of the people and their participation in communal projects whereby younger people participated more than older ones.

Gender of the head of household can also influence participation of the households. A study done in Malawi indicated that there were gender inequalities in community contribution within households especially in providing non-monetary contributions whereby females provided most of the labour than males (Rose, 2003). Salami and Kpamegan (2002) cited in Rose (2003) argue that women have been found to be involved in providing human contributions, while men contribute more in financial and material terms. On the other hand, Agrawal *et al.* (2006) found that females participate more in participatory projects than men regardless of their triple role they perform in community. Dresbach (1992) argues that occupation is one of the factors

which can influence individual's propensity towards participating in any communal projects.

2.8 Importance of participation in project development

There are series of arguments which see participation as extremely useful to the functioning of development projects. These arguments are much more fragmented often extremely localized and are expressed in a range of quite different terms. The following are the more substantive arguments.

1. **Efficiency:** participation implies a greater chance that resources available to development projects will be used more efficiently. Participation can help minimize misunderstanding or possible disagreements and thus the time and energy spent by professional staff explaining to people land use plan benefits, can be reduced. Participation is also cost effective since, if rural people are taking responsibility for a project, then fewer costly outside resources will be required and highly paid professional staff will not get tied down in the detail of project administration. Participation, therefore allows for more efficient use of the resources available to a project (Marks, Komives, & Davis, 2014). According to Burns et al (2004), participation by communities plan preparation process adds economic value both through the mobilization of voluntary contributions to deliver regeneration and through skill development, which enhances the opportunities for employment and an increase in community wealth.
2. **Effectiveness:** Participation will also make project more effective as instruments of rural development. Projects are invariably external instruments which are supposed to benefit the rural people of a particular area. Participation which allows these people to have a voice in determining objectives, support project administration and make their

local knowledge, skills and resources available most results in more effective projects. A major reason why many projects have not been effective in the past, in achieving the intended objectives is because local people were not involved (Swanepoel & De Beer, 2012). Also as explained by Burns et al (2004), it enhances effectiveness as communities bring understanding, knowledge and experience essential to the regeneration process. Community definitions of need, problems and solutions are different from those put forward by service planners and providers.

3. **Self-reliance:** This refers to positive effects on people participating in development projects. Participation helps to break the mentality of dependence which characterizes much development work and as a result, promotes self-awareness and confidence and cause rural people to examine their problem and to think positively about solutions. Participation concerned with human development and increases people's sense of control over issues which affect their lives, help them to learn how to plan and implement and, on a broader front, prepares them for participation at regional or even national level (Oakley, 2009)
4. **Coverage:** Participation will extend this coverage in that it would bring more rural people within the direct influence of development activities. Participation will increase the number of rural people who potentially can benefit from development and could be the solution to broadening the mass appeal of such services (Ife, J. 2013). Burns et al (2004) added that it enhances social cohesion because communities recognize the value of working in partnership with each other and with statutory agencies.

5. **Sustainability;** Participation is seen as the antidote in that it can ensure the local people maintain the project dynamics (Wasilwa, 2015). Burns et al (2004) argued that it promotes sustainability because community members have ownership of their communities and can develop the confidence and skills to sustain developments once the 'extra' resources have gone. They added that it gives residents the opportunity to develop the skills and networks that are needed to address social exclusion.

2.9 Obstacles to Community Participation

As participation in any form involves and concerns people, it is established in a social and cultural context given that participation is more than a physical input in development projects (Bevir, 2013). It thrives within a social cultural context and it is exposed to negative influences by the forces that mould that context. Oakely (2009) suggests three major obstacles to be aware of for community participation be effectively achieved. These obstacles are as follows:-

- (i) **Structural:** A centralized political ideology encouraging central control rather than people centered development and existence of social stratification with inbuilt dominant relations of power and production that obstruct people's participation. Also existence of ant participatory structures like modern technology, bureaucracies, industrial enterprises, ant participatory character of ideologies (stereotypes and myths of class; caste race, gender), also hinder participation. In addition, the inherent bias in legal system to maintain status quo and ignorance by rural poor of their rights are some other obstacles to people's participation.

(ii) **Administrative:** A centralized administrative structure retains/hinders control over decision-making, resource allocation and information that rural people require to participate in development activities thus hinders participation. This kind of obstacle is seen and justified in the words of Robert (2010) when he said:

(iii) **Social and Cultural;** further the ignorance of people about their rights, the prevalent social, economic and gender stratification alienate the people from the development process, strengthening their dependence on the elite. The existing cultural norms and values like the culture of silence, the women's role are some of such processes. The mentality of dependence and feeling of inferiority of many poor people has deep historical roots. For generations, poor people have been dominated by the elite, and depended on them to make decisions. These feelings leave people without initiative and self-esteem needed for participation.

2.10 The Concept of the New Decentralized Development Planning System in Ghana

The new decentralized development planning system is designed to restructure the political and public administrative machinery for development decision-making at both national and local levels, and to organize development in space to attain functional efficiency and environmental harmony.

The new decentralized development planning system represents a complete departure from the past in that; the planning system is "human centre" and its main objective is to promote and improve the livelihood of the people of Ghana. It is comprehensive as it examines the social, economic, environmental and spatial aspects of development as a single integrated task; it represents the co-ordinate efforts of districts, sub-districts, the government agencies, NGO, donors and the private sector.

At the base of the new decentralised development planning system are the unit committees which represents a settlement/community with a population of up to 1,500. The unit committees are expected to be closely in touch with the local communities, and to articulate their needs and aspirations.

The unit committees comprise ten elected and five appointed members. For the participation of the local communities, the identification of the community problems and determination of the goals and objectives are expected to be undertaken at the unit committee level prior to for the formulation of development plans.

2.10.1 The structure of the New Decentralized Development Planning System

The legal instruments which established the system of decentralisation in Ghana also determined the structure of the new decentralised development planning system in Ghana as follows:

- The National Development Planning Commission (NDPC)
- Ministries, departments and agencies (MDAs)
- Regional co-ordinating councils (RCCs)
- District assemblies (Das)

From the NDPC Act 479 of 1994, NDPC is responsible for co-coordinating all national development plans. It is mandated to provide the framework and direction for national development planning and implementation. It provides guidelines for the preparation of district development plans to ensure that each district plan is consistent with the overall policies and strategies of national development plan.

Under the Local Governance Act 936 of 2016, MMDAs have executive, deliberative and technical support services to articulate the views and aspirations of the local communities for development at the district level.

This function assists the DAs not only to prepare district development plans but also to subject such plans to public hearings.

2.11 Land use Planning and Community Participation in Ghana

During the past two decades, there has been a paradigm shift from a rationalist approach to land use planning, where decision making process was controlled mainly by few technocrats, experts or government officials, to a more participatory approach which supports participation of wide-range of stakeholders including local people. According to UN Habitat (2010), this form of participatory planning is a departure from planning “for” the people, to planning “with” the people. The Agenda 21, a major blueprint that came out of the United Nations conference on environment in 1992, emphasised active participation of local communities as fundamental in achieving sustainable development, because it enables local planning authorities to develop strong policies that reflect the views of local people and also addresses wide range of social, economic and environmental problems effectively (UNCED 1992). Access to and utilisation of land resources are essential bedrocks to sustainable livelihood (Berry, 2009; Basset, 2003), with positive multiplier implications on the fight against poverty and hunger (SDG 1 and 2). This makes land use planning a critical issue of concern. Changes in land use patterns makes citizen participation necessary in planning. Any alteration that will affect the stakeholders directly, the more important it is to encourage public involvement to avoid unwanted issues. This stems from the fact that, land since time immemorial has been the most important asset of many community regardless of racial origin, political

state and economic stage. It is the locus of productive activities and a source of political power of men (Toulmin, C. 2009). Indigenous people believe that you must treat land with utmost respect, getting only enough to sustain your needs. Their culture, social structure and economic activities are very much tied to land and water resources. Times changed, and with modernization come new civilization, ruling classes and policies.

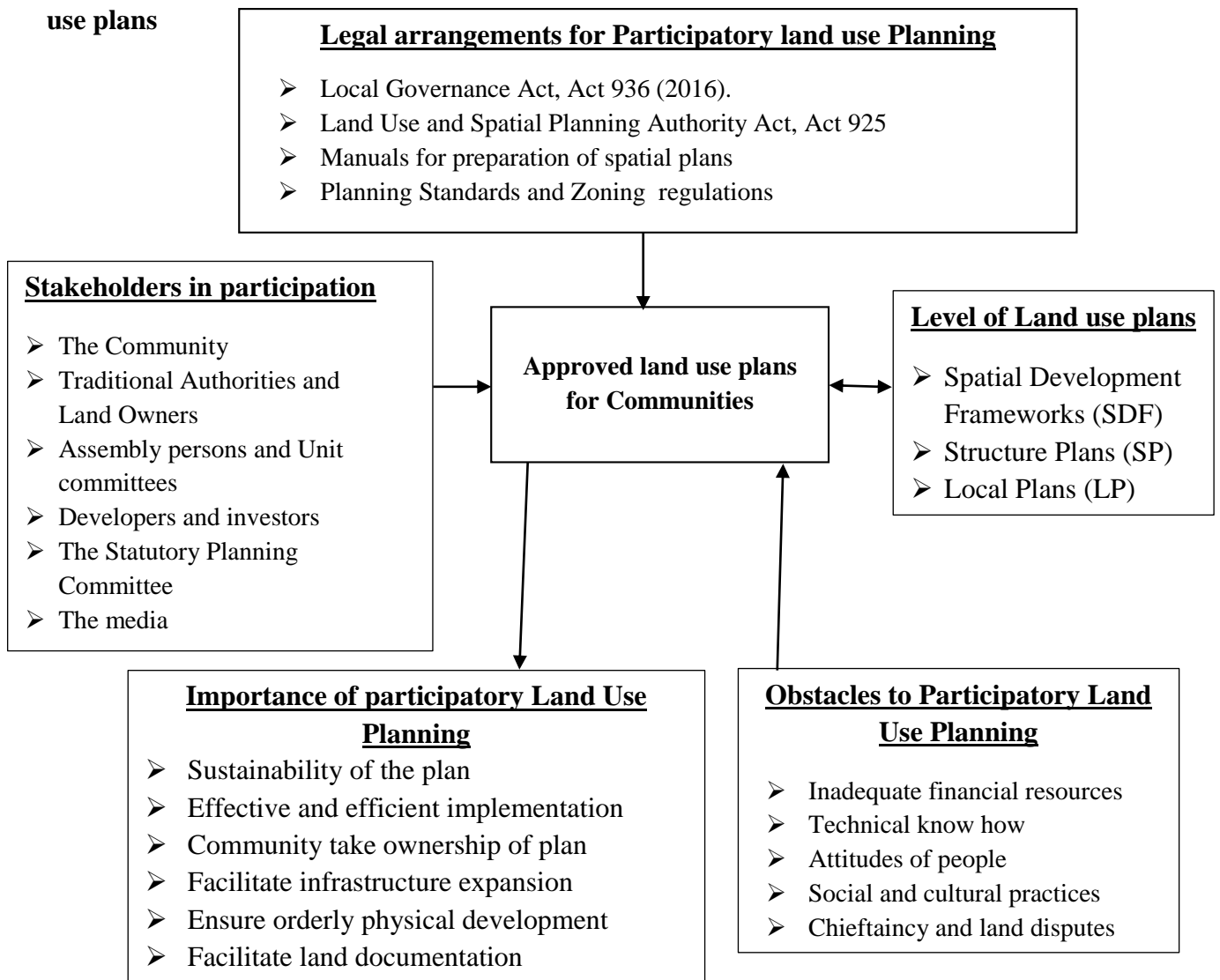
Like most countries in Sub-Saharan Africa, Ghana's land use planning system is a relic of colonialism, which was instituted to pursue the British colonialists' agenda (Rakodi, 2006a; Njoh, 2009). (For a detailed historical analysis of Ghana's planning regime, see Afrane, 1993; Larbi, 1996; Baffour Awuah et al., 2011.)

In spite of the passage of the Local Government Act (1993) (Act 462) to decentralize planning, the main driver of the country's land use planning regime is Cap 84 (1945) and its subsequent amendments. This is assisted by the National Building Regulations, Legislative Instrument (Li 1630 of 1996). Cap 84 prescribes a modernist rational approach to land use planning with the use of master plans. Thus, the country's planning practice is based on the concept of land use segregation, which espouses unifunctional land use; discrete zoning; regulation; and consensus (Afrane, 1993). In practice, the planning regime promotes the plan, service, develop and occupy model (Nkum and Associates, 2001). The regime requires that upon declaration of a statutory planning area, the area must be zoned and covered by an approved sub-division plan before development commences. Prospective developers are also supposed to obtain prior building permits for development. This requires pre-permit items such as architectural designs and formalized titles.

2.12 The Conceptual Framework

From the reviewed of relevant literature, community participation is not a new concept and Ghana has policies and regulations that empower the local people to participate in the decision making process. As stated by Babette (2011), participatory land use planning is people centered, bottom- up approach that recognizes the differences that exist from place to place with respect to socio-economic, technological and environmental conditions. The figure 2.3 is therefore developed to give an appreciation of stakeholders, levels of land use plans, regulations, obstacles to participation and the importance of community participation in the planning process. As indicated in figure 2.3, to complete an effective land use plan, various stakeholders need to be involved in the process as well as the utilization of planning regulations, policies, planning manuals and zoning guidelines. Also it has been noted that a well-planned and implemented community has a lot of benefits however there are a number of obstacles that hinder stakeholders' participation that need to be noted in conducting participatory land use planning.

Figure 2.3 Conceptual Framework for Community Participation in Preparation of land use plans



Author's Construct, 2018

2.13 Conclusion

The review covered both theoretical and conceptual frameworks in the study area. The theoretical framework considered the planning theory and participation model as propounded by Arnstein. The planning theories have developed over the years and each new one pointing out the weaknesses of the previous ones before proposing a new model. It is therefore important that in the planning process, the strength of each of the theories must be used to have a perfect plan which will address the needs of the people.

Also the explanation of the concept of community by many Authors in the review along the lines of ethnic, racial, and religious is an indications that in engaging the communities for development projects, these social structure must be properly considered because different groups require different needs.

It was further observed in the review that in the engagement of community in decision process, representatives can stand for the interest of the people because of the cost implications of meeting with every person in that community. This situation as argued by most of the authors in stakeholders' analysis held the view that representatives will be able to adequately express the needs of their groups very well. However, the representation might not be entirely right if a proper analysis of the selection of the stakeholders is not done.

The theoretical model by Arnstein looks very technical and does not offer an easy explanation to its stages to a lay man. For the factors and obstacles that influence community participation, most of them are tool general and might be applicable in other areas which are contrary to the arguments of the authors.

In conclusion, the review provide a roadmap to the formulating the methodology which help in the achievement of the research objectives.

CHAPTER THREE

RESEARCH METHODS

This chapter provides the procedures, approaches and methods upon which the research goals and objectives are grounded. The chapter covers the research design, sampling techniques, instruments for data collection, methods of data collection and data analysis. It will use both quantitative and qualitative techniques.

3.1 Research Design

Considering the nature of issues on community participation in the preparation of local plans in the country, the study used the case study approach. According to Buame (2010), the case study is focused on a holistic way of investigating an issue by examining an entire sample, collect a variety of data of the issue under study. However, the case study approach offers little basis for establishing reliability or to generalizing findings.

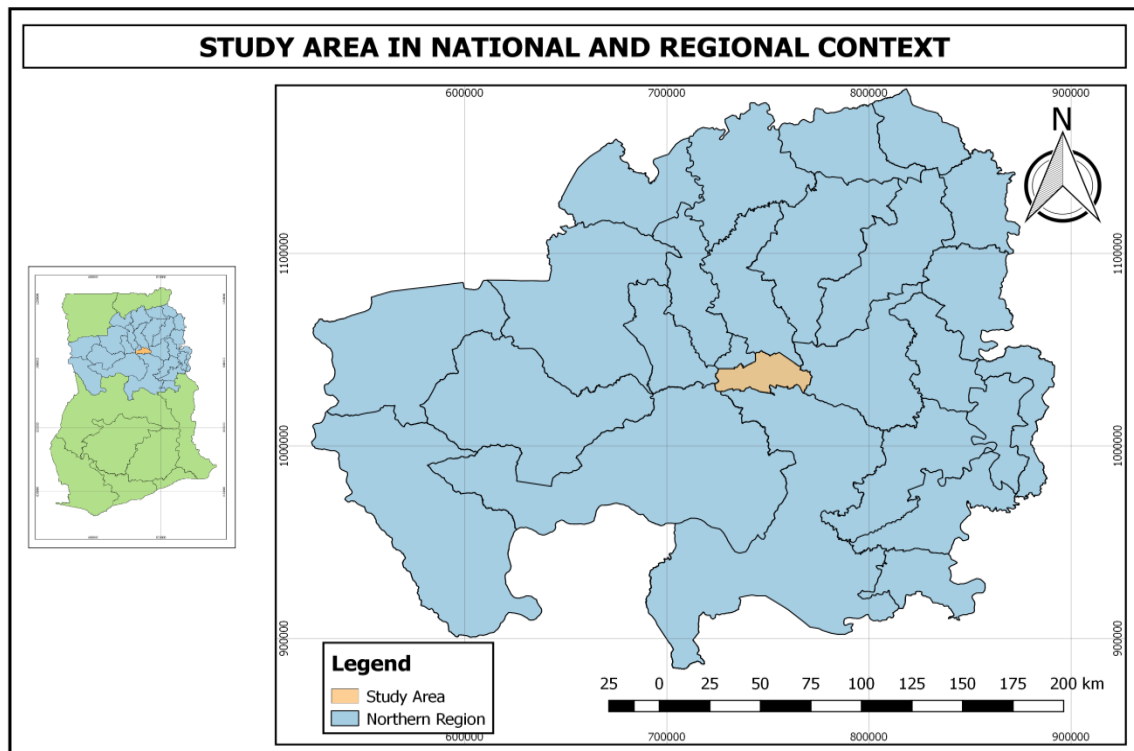
The researcher deemed it appropriate to use a case study method to find out the level of involvement of communities and stakeholders in the preparation of land use plans in the Tamale metropolitan area

3.2 Study Area

Tamale Metropolitan Assembly (TaMA) is located at the center of the Northern Region of Ghana and it is the only metropolitan area in the region. It shares boundaries with Sagnarigu Municipality to the north, Tolon and Kumbungu Districts to the west, Central Gonja District to the South-West, East Gonja to the South and the Yendi Municipal Assembly to the east. The Tamale Metropolis occupies approximately 750 square kilometers which constitutes 13 percent of the total land area of the Northern Region. It was initially known and called West Dagomba District Assembly (WDDA) which encompasses a much larger geographical area than now. It attained a municipal

status and was therefore called West Dagomba Municipal Assembly in 1994 and finally elevated to the status of a Metropolitan Assembly in 2004 by legislative instruments (LI) 1801 of the Local Government Act 1993, (Act 462).

Figure 3.1 Tamale Metropolis in the National and Regional Context



There are a total of 115 communities in the Metropolis of which 33 are urban communities. The built up area (urban Tamale) is approximately 12% of the metropolitan area with 67.1% of the population residing there. The rest of the population 32.9% is scattered in 23 rural communities. Most of the rural communities still lack basic social and economic infrastructure such as good road network, school blocks, hospitals, market and recreational centers. As a result land use plans become a foundation for these communities to grow in an orderly manner.

3.3 Study population

The study Population is the total number of all possible elements which could be included in a study. Defining clearly the study population is crucial in the design of the research study because it a set of similar items or events which is of interest for some question or experiment. The target population in the study is households which are about Thirty-Five Thousand Nine hundred and Eight-Five (35,983) in the Tamale Metropolis. Also critical institutions such as heads of land sector agencies, Assembly persons, traditional rulers and land owners are all targets.

3.4 Sample Size and Sampling Technique

Sample size is defined as the number of elements to be included in a study or part of the population of interest in a research. In this study, the sample size was one hundred and twenty-seven 127 respondents as they were considered to provide sufficient input to ascertain findings.

The sample size of the households was determined using the mathematical approach:

$$n = \frac{N}{1+N(e)^2}$$
, where: **n** = the sample size (?), **N** = the sample frame, **e** = the margin of error (0.095) and 95% confidence level. The statistical sampling method adopted was used to determine the sample size from a population of 35,983 households at 0.095 error margin and 95% confidence level. Thus a household sample size of $n= 35408 \div [1+35983 (0.095)^2] = 110$

The study adopted both probability and non-probability techniques to reach out to the various respondents in the Tamale Metropolis. The techniques used in the process included stratified, simple random, and purposive sampling techniques. The reason was to obtain a representative sample from a large targeted population which helped to come out

with accurate generalization in community participation in land use plans preparation in the Metropolis.

The Metropolis was put into two (2) Sub Metropolitan areas as established by the Tamale Metropolitan Assembly. The Sub Metropolitan areas are Tamale Central and Tamale South. The simple random sampling technique was used to select 10 communities out of the total of 115 communities within the two sub metros. This meant that 5 communities from each Sub Metro which helped in reducing biasness and then provided fair representation of respondents. The selection of the communities was done based on communities with land use plans which were prepared not more than three years in the Metropolis.

The study used the purposive sampling approach to speak to some heads of institutions in the study area who are directly involved in the day to day handling of land use matters. Purposively, departments such as the Town and country planning Department and Lands Commission Secretariat were interviewed to collect their views on the involvement of community members in preparation of land use plans. Key Officers and assembly persons in the Tamale Metro assembly were spoken to since they are the planning authorities in their respective areas. Traditional leaders such the Gulkpegu Palace, Bamvim Palace, Lamashegu and Nanton were engaged for their views on the subject matter. In each traditional area, the head and the secretary were interviewed because they work closely together on land matters in their respective areas. These categories of respondents are key informants who provided specific important information for the study.

The simple random sampling technique was used to interview households of communities in the study area. The simple random procedure was then used to select the first household and the rest systematically using the formula: $R = \frac{N}{n}$, where R is the sampling interval for selecting the sampling units, N is the sample size and n is the number of households interviewed in each Sub Metro. The selection was done using an interval of 3. This implies that the 1st, 3rd, 6th, 9thnth were selected. Table 3.1 indicates the composition of the sample size from the respective sample frames and the possible sampling technique to be adopted in each case.

Table 3.1: The composition of the sample size

Sample Size	Sampling Technique	Estimated Sampled Size
Households	Simple random sampling	110
Heads of land sector agencies and other departments	Purposive sampling	5
Coordinator of Customary Land Secretariat and traditional rulers	Purposive sampling	6
Key Assembly officers	Purposive sampling	5
Total		126

In total, 110 households and 16 intuitional heads and key informants making 126 respondents were used as respondents as indicated in table 3.1

3.5 Data collection Instruments

Data collection techniques allow researchers to systematically collect information about the objects of study and the different instruments that can be used to collect the data. The common ones include questionnaires, interviews, focus group discussion and observations. The technique employed in data collection was through questionnaire for

the households and the interviews for the heads of institutions. The questionnaires had both closed and open ended questions and were structured into sections such as personal information about respondents and along the objectives of the study.

Questionnaire is one of the instruments used to collect data on specific issue of study. According to Kothari and Garg (2014) a questionnaire consist of a number of questions typed in a definite order on a form or set of form and it is quite a popular method for data collection. Specifically, questionnaire was designed with both closed open-ended options to solicit information from household heads in the study area.

For the purpose of enhancing the quality of the data, heads of institutions, traditional leaders and key assembly officers were granted interviews. This was done with the help of interview guide which were semi-structured to provide respondents enough options to express their views.

There was the need to engage research Assistants to collect data from the sampled households in the study area. Five (5) research assistants were then trained in the questionnaire administration as well as ethical issues on conducting research. Each research assistant was the assigned two (2) communities and a piloting of the questionnaire was carried out in the communities. Before the pilot study, the assembly persons and chiefs of the selected communities were informed about the data collection exercise and appropriate dates were agreed upon.

The researcher then made preliminary visits to the sampled institutions for an introduction and the mission for research and sought for permission from authorities to enable him collect the require data. The interview guides were then given to the heads and dates scheduled for the facial interactions. The answers were collected by the researcher

and then additional views were collected during the interactions. The whole data collection exercise took one month.

3.6 Data processing and Analysis

The data was edited to detect possible errors and omissions as well as ensuring consistency across respondents. The data was then coded to enable the respondents to be grouped into categories taking into consideration the research objectives. The Statistical Package for Social Scientists (SPSS) software was then used for the analysis. The software allows data to be presented in tabular, graphical and descriptive forms. Descriptive statistical tools such as bar graph and pie charts were used to represent processed data.

CHAPTER FOUR

RESULTS AND DISCUSSION

4.1 Introduction

This chapter looks at the study results, analysis and discussions of field data collected during the survey. The major areas of this chapter include demographic characteristics of the respondents, awareness of the decentralized planning system, community participation in land use plans preparation, how communities participate in land plans preparation, factors that affect community participation and major challenges militating against community participation the preparation of land use plans in the area of implementation.

4.2 Background Characteristics of Respondents

4.2.1 Age and Sex Distribution of Respondents

The issue of gender in the study is to assess the level of involvement of both men and women in the development planning process in the Tamale Metropolis. From table 4.1, 66.4 percent of the respondents are men while the remaining 33.6 percent are women. Also majority of the respondents are within the ages of 45-54 (43.6 percent) while only 6.4 percent of them fall within the ages of 18-24 years.

Table 4.1 Age and age Distribution of Respondents

Sex	Frequency	Percentage
Male	73	66.4
Female	37	33.6
Total	110	100

Age	Frequency	Percentage
18-25	7	6.4
26-35	23	20.9
36-45	23	20.9
46-55	48	43.6
56 and above	9	8.2
Total	110	100

Source: Author's Field Survey, May, 2018

With the above results, it could be said that the respondents were matured and understood issues of land use planning in the study area, hence, being able to understand the issues to respond to the research questions.

4.2.2 Educational Background of Respondents

The study also considers the level of educational attainment of the respondents in the Tamale Metropolis. This is critical in participatory planning because it enables the planning authorities to get to know the level at which the participants will understand the issues and respond accordingly. From figure 4.1, 81.9 percent of the respondents had formal education while the remaining 18.2 percent had no any formal education. This implies that majority of the people will easily understand participatory processes and tools in plan preparation. They can then make meaningful contributions and inputs when involved in the plan preparation process. It also means that for those who never had any formal education, the planning authority might rely on local language or other practical approaches to be able to communicate effectively with them.

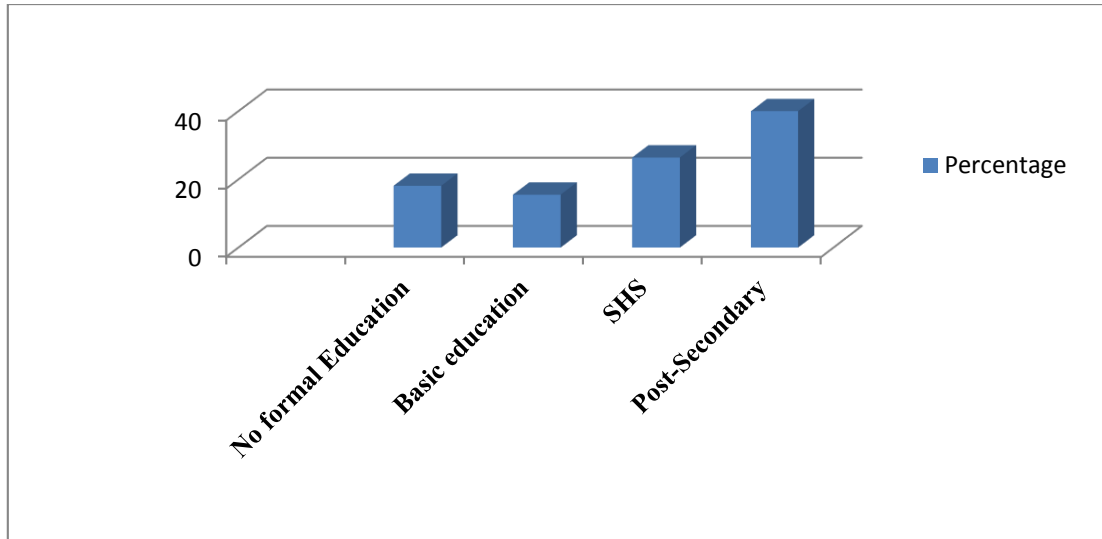


Figure 4.1` : Education attainment of respondents

Source: Author’s Field Survey, May, 2018

4.2.3 Knowledge of Communities in Decentralized Planning System in Tamale

Metropolis

The new decentralized development planning system represents a complete departure from the past in that, the planning system is human centered and its main objective is to promote and improve the livelihood of the people of Ghana (Local Governance Act, Act 936, 2016).

From figure 4.3, the study revealed that 27.3 percent are aware of the concept of the decentralized planning system while 72.7 percent have no idea at all of the process. Even though 27.3 percent admitted they are aware of the system, only 15.6 percent could explain the processes in the decentralized planning system while the rest agree they only heard about the system during meetings. This situation implies that a lot of the local people are not properly informed about the system and its components which can affect community participation in decision making process. It also means that most of the plans might not be addressing the needs and aspirations of the communities. However, the

awareness of the decentralized planning system of some people in the metropolis is an indication that the Metropolitan Assembly is gradually adopting the bottom-up approach to development.

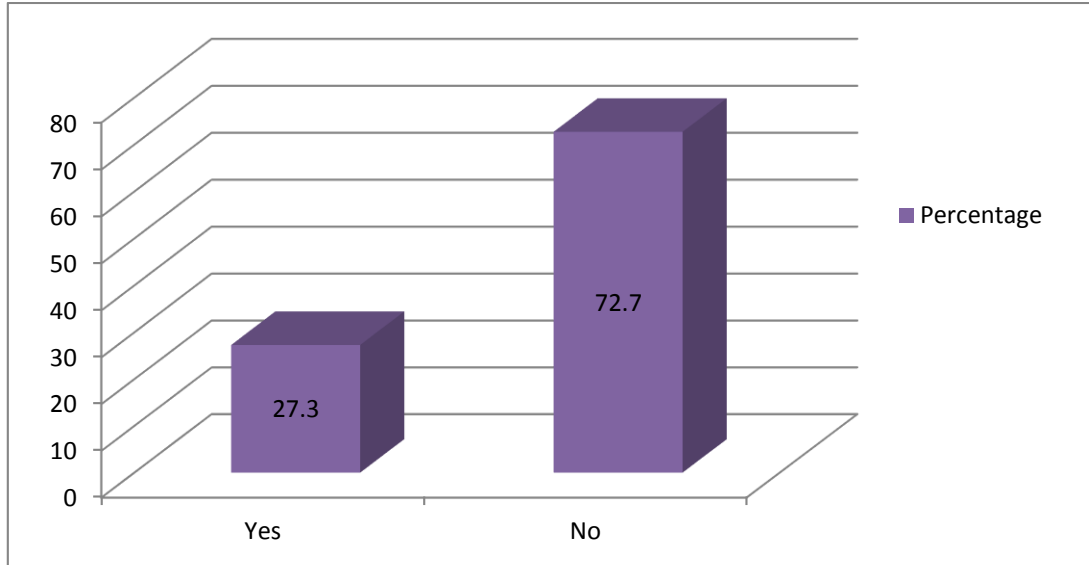


Figure 4.2: Awareness of Decentralized Planning System

Source: Author’s Field Survey, May, 2018

4.2.4 Community Participation in Land Use Plans Preparation in Tamale Metropolis

The foundation of community-based development initiatives is the active involvement of members of a defined community in at least some aspects of project design and implication (Mansurice and Rao, 2004).

Table 4.2 Community Involvement in Preparation of Land Use Plans

Community Involvement	Frequency	Percentage
Yes	31	28.1
No	79	71.8
Total	110	100

Source: Author’s Field Survey, May, 2018

From the study, 28.2 percent of the respondents agreed to the fact that community members participate in the preparation of land use plans as against 71.8 percent who said communities are not involved in the planning process at all. Even though 28.2 percent admitted that community members are involved in the plan preparation, all of them said they have never participated in the preparation of any land use plan in the metropolis. This therefore means that the communities do not know the processes in plan preparation in the Metropolis. This is because it is only true by taking part that they will get to know all the details involved in land use plan preparation. It also implies that completed and approved land use plans might not address the needs and aspirations of communities and it can even affect the implementation of the plans on ground. This is because since people are not mostly involved, they would not see the significance of the land use plan as well as what it entails to stick to it people did not make inputs.

4.2.5 The Organization of Communities in land use planning process in Tamale Metropolis

This is to show the mode or the level of involvement of communities in the land use planning process in the Metropolis. It is revealed that the main mode of engagement of communities is through stakeholders' consultation meetings with total score of 41.8 percent as indicated in table 4.3. This view was further confirmed by the Town and country Planning Department that since it is always difficult to organize the entire community, during the plan preparation process, key stakeholders such as chiefs/land owners, assembly persons, land sector agencies, civil society groups among others are usually engaged in the communities as argued by (Freeman 2010). This means that due diligence need to be done in the process of stakeholders' selection to ensure that diverse groups are properly represented to provide inputs that address the aspirations of the community. The study also revealed that the key stakeholders consultation meetings is

normally done once at the draft stage of the plan, which they cannot even tell whether their inputs are incorporated into the final plan. TCPD again explained that the “*normal process in involving communities in the plan preparation should start from data collection and analysis, formulation of goals and objectives, generation of development scenarios, selection of the best option, implementation of the approved plan and the monitoring of proposals. But due to inadequate resources, the process is not religiously followed because financing of planning schemes is left in the hands of the chiefs and land owners*”.

Table 4.3: The organization of communities in land use planning process

Techniques of organizing communities	Frequency	Percent
Through Key Stakeholders Meetings	54	49.1
Community workshop sessions	19	17.3
Both meetings and workshops	20	18.2
No idea	17	15.4
Total	110	100

Source: Author’s Field Survey, May, 2018

Also from the table above community workshops were mentioned as a way of engaging communities and it constitute 17.3 percent while those who indicated both meetings and workshops constitute 18.2. Interestingly, respondents who do not have any idea of how communities are engaged took 15.4 percent. These ways of organizing communities were confirmed by interviews of the Metropolitan Development Officer (MDPO) and Head of the Metropolitan works department. On his part, the MDPO explained that community participation activities are usually conducted through workshops and key stakeholders meetings for them to offer inputs and review decisions

during plan preparation in the Metropolis. He added that during the planning process, Officers are the facilitators who will take the participants through the process and eventually put them into groups to solicit their views. In a separate interview, the head of works department added that such meetings are usually conducted within the communities where the technocrats interact with people to make them feel the plan is for them.

Stakeholder meetings are the predominant method of engagement which can serve as formal platforms of organizing people to express their views in the plan preparation. It means that due diligence need to be done in the process of selecting stakeholders to make sure that the community is properly represented. This could be done through by organizing community engagements prior, during and after the preparation of the medium term plan.

4.2.6 How often are the engagements organized

It was worth finding out how frequent these meetings are organized during the preparation of any given land use plan in the Metropolis.

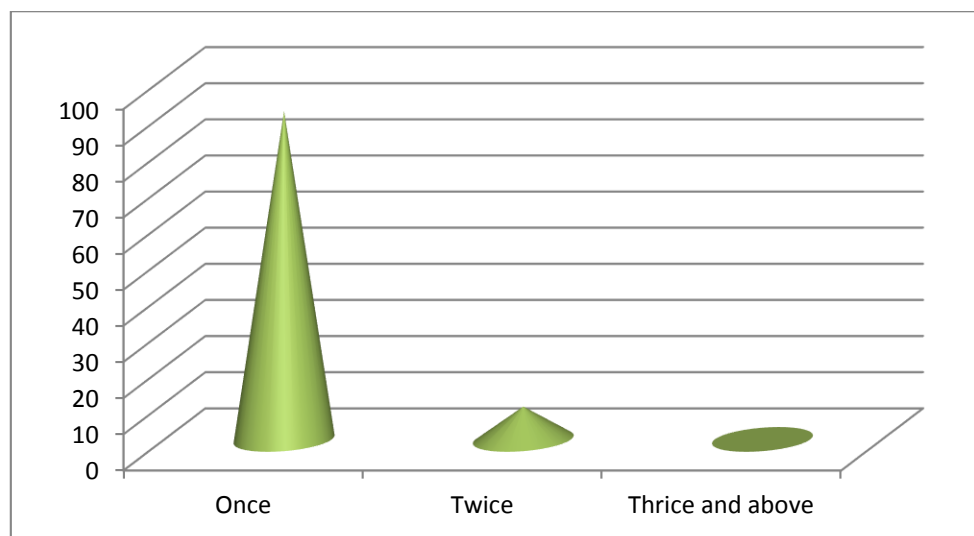


Figure 4.3 Frequency of participatory planning meetings

Source: Author's Field Survey, May, 2018

As indicated in figure 4.3, 90.9 percent of the respondents admitted that for any given plan preparation, a community will only meet once while 9.1 percent attested that they meet twice. The fact that meetings are organized once means that stakeholders will not have enough time to make meaningful inputs into land use plans. The Town Planning Officer added that even the once the meeting is normally target stakeholders such as chiefs, elders and other opinion leaders due to inadequate financial resources for planning activities. This suggest a neglect of the many local people who are going to be the beneficiaries of the plans. Therefore, the plan implementation becomes difficult as the greater majority of people's view are not represented.

4.3 Factors that influence community participation in plan preparation

Community participation in plan preparation depends on several factors and the study sought to identify these factors in the Tamale Metropolis. Table 4.4 shows the various factors that influence community participation in land use plans preparation.

As indicated in table 4.3, 19.1 percent of the respondents strongly agree that the attitude of people influence the involvement of community members in planning process while 72.7 percent disagree with that view. Again 8.2 percent strongly do not agree that the attitude of people influence the participatory activities in any way. Besides, with transparency, 36.4 percent strongly agree while 63.6 percent agree that it impact on community participation in the planning process. On the issue of leadership qualities, 38.2 percent strongly with it while 57.3 percent just agree that it has an influence. However, only 4.5 percent of the respondents disagree.

Again as indicated in table 4.3, 13.6 percent of the people strongly agree that centralization of decision making can influence community participation and 50 percent only agree to the same statement. On the other hand 27.3 percent are not sure while 9.1

percent disagree that centralization of decision has influence on community participation. For them if decisions that affect the local levels are taken at the top and pass it to the communities might not necessarily address the aspirations of the communities. The Metropolitan development Planning Officer on his part said from the decentralized planning system, the top only give policy guidelines for the people at the bottom to enable them take local decisions on their developmental aspirations.

Furthermore 61.8 percent strongly agree that resources has a lot of influence on community participation while 27.3 percent agree to the same factor with 1.8 percent and 9.1 percent are not sure and disagree respectively.

This means that without resources, organizing communities for a development decision will be difficult and for that matter a decision can be taken without inputs from the beneficiaries. The Metropolitan Town Planning Director stated that inadequate resources affect most of the activities in the preparation of land use plans as a result technical people are not able to offer explanation to people on major proposed land uses and reasons certain activities should not be located in certain areas before a plan is completed. He added that land use plans that are prepared with wider consultation and participation are well implemented than those that do not engage people.

Table 4.4: Factors that influence community participation in land use planning.

Factors	Strongly Agree		Agree		Not Sure		Disagree		Strongly Disagree	
	F	%	F	%	F	%	F	%	F	%
Attitude of the people	0	0	21	19.1	0	0	80	72.7	9	8.2
Transparency	40	36.4	70	63.6	0	0	0	0	0	0
Leadership qualities	42	38.2	63	57.3	0	0	5	4.5	0	0
Centralization of decision	15	13.6	55	50	30	27.3	10	9.1	0	0
Resources	68	61.8	30	27.3	2	1.8	10	9.1	0	0

Source: Author's Field Survey, May, 2018

It therefore means that to be able to promote participatory land use planning in the metropolis greater attention and consideration must be given to resources mobilization.

4.4 Importance of involving communities in preparation of land use plans

Community engagement is a condition for success as studies have demonstrated that involving citizens and partners in the work of community development raise more resources, achieve more holistic and ultimately more beneficial way. The study therefore considers how people view being part of the planning process in the communities.

Table 4.5: Importance of involving communities in planning process

Importance	Strongly Agree		Agree		Do Not Know		Disagree		Strongly Disagree	
	F	%	F	%	F	%	F	%	F	%
	Sustainability of plan	56	50.9	50	45.5	4	3.6	0	0	0
Effectiveness of decision	34	30.9	46	41.8	20	18.2	10	9.1	0	0
Efficiency of decision	60	54.5	55	50	0	0	5	4.5	0	0
Self-reliance in the decision	20	18.2	70	63.6	15	13.6	3	2.7	2	1.8

Source: Author's Field Survey, May, 2018

From table 4.5, the study revealed that 50.9 percent of the respondents strongly agree that community participation in the plan preparation process will lead the sustainability of plan while 45.5 percent agree to the same statement which confirm the claim of Burns et al (2004).the results in table 4.5 revealed that 3.6 percent said they do not know that involving people in plan preparation can lead to sustainability of the plan. This is an indication that community members will feel like owners of a plan that they have been fully involved and will do everything possible to protect it as their property. On his part the Coordinator for Customary Land secretariat said that *“the local people will naturally feel happy that they are recognized by Planning Authorities in the decision making process on their land and will definitely support the course very well”*.

On the effectiveness of decision, it was realized that 30.9 percent and 41.8 percent strongly agree and agree respectively to the statement that once communities are participate in the decisions on a land use plan, its implementation becomes effective. However, the results show that 18.2 percent of the respondents say they do not know whether engaging people in the plan preparation will make it effective with 9.1 percent disagree completely with the statement. As supported by TCPD, when the views of

community members are properly incorporated in an approved plan which indicates where certain major proposals are located, it becomes difficult for planning Authorities to easily do changes to the plan.

Again the results as indicated realized that 54.5 percent strongly agree that community members participating in the decision making process will make it efficient because it minimize misunderstanding or possible disagreements and thus the time and energy spent by professional staff explaining to people land use plan benefits, can be reduced. Again 50 percent of the respondents agree participation will lead to efficiency of resources in the planning process as argued by Marks, Komives, & Davis, (2014) with only 4.5 percent of the people disagree with the statement. This is because alternatives in terms of land use plans will considered and the best option will be selected taken into consideration the available resources.

On self-reliance in the decision process, 63.6 percent agree it is very important factor as 13.6 percent do not know of the importance it in the participatory land use planning. However, 2.7 percent and 1.8 percent disagree and strongly disagree respectively to the fact that involving people in plan preparation will make people comfortable with the outcome of the plan. By this, people take decisions together and feel they are one and any decision taken will be in their interest suggested by Burns et al (2004).

From the analysis in table 4.5 generally the respondents in one way or other recognize the importance of participation and for that engaging them in the planning process will achieve the objectives of the plan. This is because, as they understand the relevance of participation and how it could affect the final output of land, hence will

providing their maximum inputs. Providing their inputs means that the plan will be a representative of their views. This means the plans will be meeting their needs.

4.4.1 Town and Country Planning Department

The department has a responsibility to ensure and promote the orderly growth and development of human settlements in the country. It prepares land use plans, formulate planning standards, coordinate diverse type of spatial developments and provide various forms of physical planning services for both the public and private agencies. From the study, it was realized that TCPD play critical role in the preparation of land use plans in the Metropolis. According to TCPD, the Metropolis has a master plan and one hundred and thirty (130) local plans for about Seventy-Five (75) communities. TCPD argued that land use plans are needed for the following reasons such as controlling physical development, preventing developments in water ways, facilitate land registration and documentation, facilitate in the provision of utility and infrastructure services like water, electricity, roads, schools and health facilities in the Metropolis.

TCPD explained that the process of preparing land use plans in the metropolis currently is not participatory enough. The department admitted that consultation during land use plans preparation is predominantly limited to the chiefs and elders and the members of the Tamale Statutory Planning Committee.

According to TCPD, the department upon receiving a request to plan an area begins consultation meetings with the chiefs and elders for them to determine the boundary of any intended plan during which period the processes involve in the plan preparation are explained. A base map will then prepared by the Survey and Mapping Division of Lands Commission. The planner said a draft plan is produced and presented to the chief and elders for inputs. The plan will then be submitted to the Statutory

Planning Committee for approval and then demarcation. The planner indicated that the key stakeholders currently in the preparation of land use plans include chiefs, assembly persons, and SPC members of the assembly who are mainly heads of technical institutions of the assembly. This current participation approach does not cover wider community members and for that matter can lead to implementation difficulties. The department said there are a lot of benefits in involving a good number of these community members in the plan preparation so of which are plan meeting the aspiration of people, sustainability, self- reliance and facilitate the implementation of the plans as argued by (Wasilwa, 2015) and (Oakley, 2009).

TCPD further stated the participatory processes in land use plans preparation are mostly organized by Town Planning in collaboration with the Tamale Metropolitan Assembly. According to TCPD *“the process is supposed to allow communities members choose the right development scenarios for their communities and also make sure that people are taken to the ground to identify where these proposals are located but that is not the case as a result decisions are largely in the hands of the technocrats which might not address completely the aspirations of the people”*.

However, the planner added that, the new land use planning system has made provisions for all land use plans to go through wider stakeholder consultation process which will allow inputs from the people to be incorporated in the final plan. He added that the new law, land use and spatial planning Act, (Act 925, 2016) has made provisions for a data room to be created by MMDAs for all spatial plans and other proposals to be exhibited for public inputs, comments and awareness.

On the factors that influence the involvement of communities in plan preparation, TCPD strongly supported all such ownership and sustainability, democratic and accountability, enhance social cohesion and then promote understanding of policies as explained by Burns et al, (2004)

The metropolitan Director of TCPD enumerated the following as the critical challenges to participatory land use planning in the Metropolis as follows land boundary disputes among some paramounts, inadequate financial resources, inadequate policy guidelines on participatory land use, lack of broader spatial plans like spatial development framework, more attention for socio-economic development at the expense of spatial planning and weak implementation of the decentralization concept

4.4.2 The Customary Land Owners/Customary Land Secretariat

There are two different types of land ownership in the Tamale Metropolis which are customary/traditional land ownership and state acquired lands. It was realized during the study that prospective developers acquire lands from sub-chiefs which are generally confirmed by the paramount chiefs before registration and development of the lands could be done.

The study revealed that on the preparation of land use plans, the customary land owners initiate the process in the Metropolis with the assembly doing the approval. The chiefs and elders are usually the key stakeholders that are involved in plan preparation. This is done by giving inputs to the planners which might not necessary reflect the aspirations of the entire community.

The Gulkpegu Customary Land Secretariat admitted that it is important and necessary to involve community members in the process of plan preparation so that everybody will be aware of all the proposals especially the public uses and then take steps to protect them. The coordinator said over the years some community members become agitated when completed plans are being implemented on the ground and for that matter wider consultation of community members is laudable idea must be considered in the future plans.

4.4.3 Lands Commission Secretariat

The Commission operated under the Lands Commission Act (Act 483 of 1994) with the advent of the 1992 Republican Constitution. According to the Lands Officer, Article 258 (1) of the 1992 Constitution spells out the functions of the Lands Commission to include keeping records of all land transactions. He said the new Lands Commission comprises the Survey and Mapping Division (SMD), Public and Vested Lands Management Division (PVLMD), Land Valuation Division (LVD) and Land Title Registry Division (LTRD). In effect the new Lands Commission Secretariat has the mission to provide high quality, reliable and efficient services in geographic information, guaranteed tenure, property valuation, survey and mapping through teamwork and modern technology to all stakeholders in the country.

All the divisional heads of the LC admitted that land use plans have a lot of benefits to communities and for that matter communities' involvement is equally crucial and must be encouraged. The head of SMD said as stakeholder in land use plans preparation, SMD usually prepare the base map upon the request of the chiefs and land owners and it is at that stage they interact more with the people especially chiefs and elders. SMD also added that they participate in the draft plan as technical subcommittee

members as well as in the approval of the plan as Statutory Planning Committee Members.

The PVLMD on its part said their outfit participates in meetings of the SPC and it is at stage that they make inputs into the plan but they never had the opportunity at the community level to participate in the plan preparation process. According to the PVLMD, participatory land use planning where owners as well as the beneficiaries make inputs will help avoid multiplicity of public uses.

The heads of the Lands Commission Division noted that the following as challenges that can affect the involvement of community members in the preparation of land use plans the centralized nature of the commission at only the regional offices, Inadequate skilled personnel and logistics and lack of current satellite images to aid the preparation of base maps and spatial plans.

The Lands Commission concluded that involving communities in the planning process should not just be a mere formality but practical as possible to enable meaningful contributions and inputs to be made.

4.4.4 Tamale Metropolitan Assembly

The Tamale Metropolitan Assembly (TaMA) is mandated by law to prepare and implement land use plans in collaboration with other key stakeholders in the Metropolis. The assembly persons of the assembly, during the interview, admitted that they are not fully involved in the preparation of land use plans but said the process is not participatory enough. The assembly persons said that currently, the metropolis has only planning schemes some of which are even old. According to them land use plans are usually

prepared by the Town and Country Planning Department and approval lies with the Metropolitan Assembly.

Furthermore, the assembly persons admitted that most proposed roads and public uses such as school sites, sanitary areas, and public open spaces are being encroached upon in their electoral areas due to the fact that community members are not properly involved in plan preparation level. On the factors that affect the involvement of communities in the preparation of land use plans in the Metropolis, the assembly officials attributed it to inadequate planning education, weak enforcement of planning regulations, inadequate resources for spatial planning matters and weak supervision of developments.

From the study the assembly persons agreed that there are very beautiful land use plans for most communities in the Metropolis but the implementation on ground generally is not good and to improve upon the situation offer the following policy suggestions:

- Strong involvement of the local people in the plan preparation.
- Pragmatic public education programmes must be embarked on land use planning.
- by laws must be formulated that a percentage of the building permit fee paid must be earmarked for spatial planning matters in the Metropolis

4.5 Main Challenges to community involvement in preparation of land use plans

These are collated from various respondents as to the challenges hampering the involvement of community members in land use planning process in the metropolis. As participation involves and concerns people, it is established in a social and cultural context given that participation is more than a physical input in development projects (Bevir, 2013).

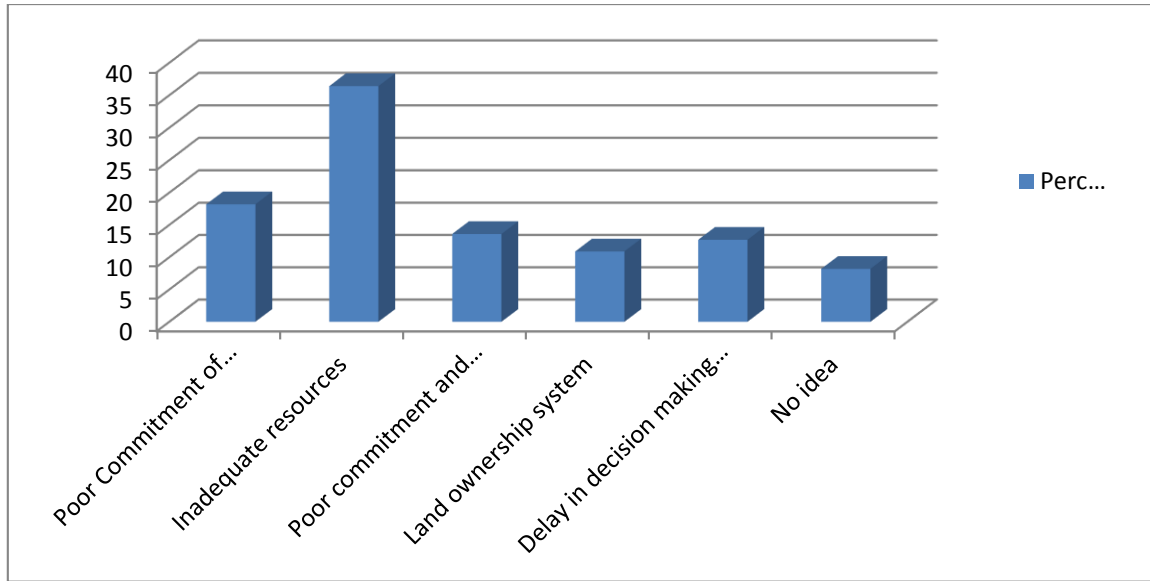


Figure 4.4 Main Challenges of Community Involvement in Land use Planning

Source: Author's Field Survey, 2018

From the discussion of participatory planning activities, it shows positive impact on sustainable land use planning and implementation; however, some challenges have been identified from the study as indicated in figure 4.5. As indicated in the figure 4.5, 36.4 percent of the respondents identified inadequate resources as a challenge to community involvement in plan preparation. This is supported by the MDPO and TPO as they strongly emphasized in their interviews that inadequate resources affect communities' participation.

Also 18.2 percent of the respondents hold the view that poor commitment of Metropolitan Planning Authority is a serious challenge to the organization of participatory land use planning activities. It was further observed that 13.6 percent of the respondents saw poor communication and facilitation as a challenge while 10.9 percent noted that delay in decision making as a challenge. Though this challenge seems to be comparatively small, the significant role play by facilitation in participatory planning cannot be over looked and for that matter needs to be given attention.

Considering the challenges as discussed above, organization of participatory land use planning activities, will be poor which will have serious consequences. Planning authorities of such programmes must therefore take serious considerations at community in the preparation of land use plans.

CHAPTER FIVE

SUMMARY, RECOMMENDATIONS AND CONCLUSION

The chapter looks at the summary, conclusion and recommendations from the study and the possible future research area. It concludes with recommendations on how community participation can be improved and strengthened in the light of preparation of land use plans.

5.1 Summary of the Study

Importantly the study looked at the involvement of communities in preparation and implementation of land use plans. To achieve the broader goal of the study, specific objectives such as the knowledge of communities in the decentralized planning system, factors that influence community participation and the challenges of community participation in the Tamale Metropolis.

Research questions were then formulated which looked at what is the knowledge of communities in the decentralized planning system?, what factors affect community participation in preparation of land use plans?, and what are the challenges of community participants in land use plan preparation.

The purpose of the study was basically to assess how communities are engaged in decision making in the preparation of land use plans for their communities. It was against this background that the study reviewed relevant concepts and theories on community participation and land use planning.

5.1.1 Background characteristics of respondents in Tamale Metropolis

The analysis and discussion of the study took into consideration age, sex and the level of education of respondents. The findings revealed that majority of the respondents (81.9 percent) had formal education while a smaller number of the respondents have no formal education at all.

5.1.2 Knowledge of the decentralized planning system in the Tamale Metropolis

The study again showed that majority of the respondents have no knowledge or any form of idea about the decentralized planning system in the metropolis. This means that citizen are not even aware that it is their responsibility to be part of the land plans preparation process and for that matter if not involved can raise legal actions against the Planning Authority.

Also on the issue of involving the community members in the plan preparation process, the study revealed that community participation in land use plans preparation is generally low to an extent that most people in some communities are not even aware that their communities are covered by land use plans and major proposed areas for public uses.

5.1.3 Factors that influence the community participation in Tamale Metropolis

As to the main factors that influence community participation the preparation of land use plans, the study attributed it largely to resources, transparency and leadership qualities that are needed to engage the communities in the Metropolis.

5.1.4 Importance of engaging community participation in preparation of land use plans in Tamale Metropolis

The study further revealed that involving communities in the preparation of land use plans has a lot all of benefits to the general growth and development of communities. It was revealed that involving community members in the planning process will lead to sustainability, effectiveness, efficiency and self-reliance of the plans which will ensure enhances social cohesion and then protection of ecological sensitive areas in the community.

The study also showed that the predominant techniques or tools used to organized communities during plan preparation are key stakeholders meetings and workshops. According to the study, a particular technique can only be used once or not at all during the preparation of a given plan which is woefully inadequate to properly get the contribution of people into a completed plan.

5.1.5 Challenges to community Participation in preparation of land use plans in Tamale Metropolis

On the issue of challenges to community participation, the study determined that there are a number of challenges that hampers the effective ways of organizing participation programmes. The critical challenges according to the study are poor commitment of the Metropolis planning authority and inadequate resources for spatial planning matters.

Also the study revealed that low attention is given to spatial plans in the metropolis. Land Use Planning matters are mostly left in the hands of TCPD and the land owners/chiefs with the assembly doing the approvals of the plans as the planning Authority. This situation gives the chiefs the power to go into major proposed public land uses to the detriment of the future development needs of these communities.

Considering all findings and the challenges, engaging communities in the preparation of land use plans is very important since it gives beneficiaries of these plans to make meaningful inputs into the plans. This will eventually let the people feel that they own the plans and for that matter appreciate all the proposals in the plan which will to affective implementation of the plans.

5.2 Recommendations

Community participating in the preparation of land use plans has the tendency to improve upon the implementation and execution of the plans. It is therefore significant that the community members who are the beneficiaries of the plans must be adequately involved in the process from the collection of both spatial and socio-economic data, design of alterative scenarios to the implementation of the plan on ground. Considering the findings from the study, the following are recommended in an attempt to address the findings.

There is need to sensitize the general public on the content of the decentralized planning system in Ghana by local Assemblies. This should be taken up by the Planning units of the various Assemblies in Ghana. They should periodically organize community engagements to discuss with communities how the decentralized planning system works. With the awareness of what is expected of community members in the planning process, it gives room for transparency and accountably which will promote effective implementation of completed land use plans. This will also let people know their roles in the planning process and are able to deliver when called upon.

Also it is recommended that the Tamale Metropolitan assembly must ear mark or allocate a percentage of the revenue granted from spatial planning activities to TCPD purposely for organizing community workshops during plan preparation. Basically with

adequate resources, TCPD can be held accountable for not facilitating community participation activities in the metropolis during plan preparation.

In the process of preparing land use plans, draft copies must be displayed at public areas of communities with a technical officer around to explain the proposals within the plan to the people. This situation will enable diverse groups of people who might not have the opportunity to participate in formal meetings to ask questions for clarification. This will allow for wider views of communities members into the plan which will address the aspirations and actual needs of the people. Also the data room concept proposed in the Land Use and Spatial Planning Authority Act, Act 925 of 2016 where plans are displayed for comments and inputs from the general public must be operationalized and enforced. Again, the intention to prepare land use plans for any community in the Metropolis must be published in the daily graphics for public comments into the process.

The study further recommends that participation in land use plans preparation should be extended to the implementation of the plan. This is because for land use plans implementation is where demarcation of various parcels of land in the plan is done on ground. This process will make it possible for communities to take cognizance of proposed public uses and then act as watchdogs to protect them for the interest of future development of communities.

Formation of community society groups as watchdogs who will take it upon themselves to ensure that communities participate adequately in the preparation of land use plans. These groups can hold the planning authorities accountable for not involving community members during the preparation of a plan.

Finally, community participation in preparation of land use plans must be tied to the Functional Organizational Assessment Tool (FOAT) of the Tamale Metropolitan Assembly such that the more an assembly engages its citizens in the plan preparation, the more funds that assembly will receive for their development activities.

5.3 Conclusion

The study is aimed at assessing the involvement of communities in the preparation of land use plans in the Tamale Metropolis. From the assessment it was revealed that the awareness of people in the decentralized planning system in the Metropolis is very low. People do not know the kinds of roles that they are supposed to in the land use planning process and for that matter will not be able to hold the planning authority accountable.

Also for the factors that influence the community participation in the planning process, the study revealed availability of resources, leadership qualities, approaches to decision making to the critical ones among others. This is therefore clear that for every successful community participation activity the said factors must be taken into consideration.

The importance of engaging communities in plan preparation process are enormous and the study pointed out ownership and sustainability of plans, promoting social cohesion and spirit of oneness among community members, democratic and accountability as well as bringing understanding of public policies to communities.

The study further identified challenges such as inadequate resources, poor commitment of planning authorities, and delay in decision making in the communities. All the challenges need to be taken into consideration in organization of communities to participate in the preparation of land use plans.

Finally from the study it has been observed that community participation in the preparation of land use plans is very crucial because it allows an awareness to be created and give community people the opportunity to make inputs into the plan which will be addressing the real needs of the people and not the assumed needs by development practitioners. Involving communities in the planning process will eventually promote transparency, effective implementation and monitoring and then holder stakeholders accountable about their responsibilities.

5.4 Suggestion for Further Research

Considering the nature of the research, modern technology in participatory land use planning is paramount for sustainable management of land. This is necessary because land is a natural resource and in seeking to utilize it, geographical assessment of land can help communication of knowledge and understanding among and between stakeholders. It is therefore recommended that a further research should be conducted in Participatory Geographic Information Systems (GIS) in land use planning to see how this technology can assist stakeholders appreciate the planning process.

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LIST OF APPENDICES

Appendix I: Study Questionnaire

CHRISTIAN SERVICE UNIVERSITY COLLEGE

KUMASI-GHANA

DEPARTMENT OF DEVELOPMENT AND PLANNING

MSC. MONITORING AND EVALUATION

Research topic: An assessment of community participation in the preparation and implementation of land use plans in the Tamale Metropolis in the Northern Region of Ghana

The researcher is a student of CSUC pursuing Msc. Monitoring and Evaluation and for that matter conducting a study on the above-mentioned topic. The questionnaire therefore has been designed purposely for data collection for academic work only and will be treated with serious confidentiality.

Part One: Demographic Information of Landlords

- 1. Sex 1. Male 2. Female
- 2. Occupation 1. Civil Servant 2. Teacher 3. Nursing 4. NGO 5. Farmer 6. Trader
- 8. Others
- 3. Marital status 1. Married 2. Single 3. Widowed 4. Divorced 5. Others
- 4. Level of Education 1. No formal education 2. Basic education 3. Arabic education
- 4. SHS 5. Post-secondary (specify).....
- 5. Age 1) 18 – 24 2) 25 – 34 3) 35 – 44 4) 45 – 54 5) 55 and above

Part Two: Community Participation in Land Use Plans Preparation and Implementation

➤ **Knowledge of decentralized planning system in Ghana**

- 1. Are you aware of the decentralized planning system in Ghana? (1) Yes (2) No.
- 2. If yes, state the elements the new planning system

.....
What are the roles of community in the decentralized planning system

➤ **Factors that influence community participation in preparation of land use plans**

- 3. Do your community members participate in the preparation of the land use plans? (1) Yes (2) No
- 4. If yes, indicate how they participate in the plan preparation process
 - 1) Community meetings 2) key stakeholders meetings 3) Data collection 4) public hearings 5) Consultation workshops 6) other (s).....

5. The following factors influence community participation in preparation of land use plans. Tick what you think in each case please.

Factor	Strongly agree	Agree	disagree	Strongly disagree	Not sure
Attitudes					
Leadership qualities					
Centralization of decision – making					
resources					
Transparency					

7. How do you view the community participation in preparation of land use plans? 1) Effective 2) Ineffective 3) Averagely effective 4) Very effective 5) Others

8. Which of these stages is regarded keen in the organization of communities in land plans preparation? 1) Planning 2) Facilitation 3) Objectives 4) Communication 5) Others

9. Can Community participation in preparation of land use plans impact on the implementation of the plans 1) Yes 2) No

10. If yes, what are the impacts? 1) Plans addresses the aspirations of people 2) the community members own the plan 3) Community might protect major land uses in case of encroachment 4) others.....

11. How are decisions made decisions made in participatory process of preparing land use plans?

1) Agreement of all participants 2) Leadership agree on behalf of participants 3) technical officers/facilitation decision 4) Others

12. Who are the specific stakeholders in the preparation of land use plans? 1) the Chiefs and elders 2) all SPC members 3) Assembly persons 4) NGOs 5) Opinion leaders 6) Others specify.....

13. Who organizes community/stakeholders in participatory land use planning process?

- 1) The Chief of the Community 2) Tamale Metropolitan Assembly 3) Town and Country Planning department 4) other(s)

14. What are the specific objectives of community participating in the preparation of land use plans? 1) Mobilize resources 2) agree on major land use proposals 3) Community awareness of location of major proposals 4) approval of plans 5) others.....

15. How frequent are stakeholders organized during the preparation of a land use plan? 1) One 2) Two 3) three 4) Four 5) Five 6) six and above 7 I don't know

➤ **Benefits of community participation in the preparation of land use plans**

16. Please tick the appropriate response in respect of the benefits of community participation in land use planning

	Strongly agree	Agree	disagree	Strongly disagree	Not sure
Efficiency in plan implementation					
Community ownership of plan					
Sustainability of plan					
self-reliance in community					

17. Which agency is responsible for preparing land use plans? (1) District Assembly (2) Town & Country Planning Dept. (3) Lands Commission (4) Environmental protection Agency (5) I do not know (6) Others.....

18. What are the benefits of a land use plan for a community? 1) It facilitates land documentation 2) it facilitates the provision of infrastructure 3) it ensures judicious use of land 4) it ensures orderly physical development 5) Others.....

19. Have you witness the preparation of land use plan in your community? 1) Yes 2) No.

20. Do you think it is good to plan the use of land? (1) Yes (2) No 3) I do not Know

21. Give reasons for your

.....

22. Who do the implementation of the land use plans?

- 1) Landowners/Traditional Authorities (2) Developers (3) District Assembly (4) Land Commission (5) Town and Country Planning Department (6) Community members (7) Others.....

23. Would you say participatory processes are well organized in the Tamale Metropolis?

1) yes 2) no.

24. Give reasons for your answer

.....

.....

➤ **Challenges of community participation in land use plans preparation**

25. Do you think the land use plans address the aspirations of the communities (1) Yes (2)

No

26. Give reason(s) for your answer

.....

27. What are the challenges to community participation in land use plan preparation

- 1) Land ownership system 2) Administrative procedures 3) Financial resources 4) land and chieftaincy disputes 5) other (s).....

19. What suggestions do you have community participation in land use plan preparation?

.....

.....

Appendix II: Questionnaire For Stakeholders

CHRISTIAN SERVICE UNIVERSITY COLLEGE

KUMASI-GHANA

DEPARTMENT OF DEVELOPMENT AND PLANNING

MSC. MONITORING AND EVALUATION

Research topic: An assessment of community participation in the preparation and implementation of land use plans in the Tamale Metropolis in the Northern Region of Ghana

The researcher is a student from CSUC pursuing Msc. Monitoring and Evaluation and for that matter conducting a study into the above-mentioned topic. The questionnaire therefore has been designed purposely for data collection for academic work only and will be treated with serious confidentiality.

PART ONE: BACKGROUND OF RESPONDENT

a) Position of respondent.....

b) Department/Division.....

Part Two: Community Participation in Land Use Plans Preparation and Implementation

6. Are there land use plans covering communities in Tamale Metropolis? (1) Yes (2) No
7. If yes, what type of the land use plans? (1) Spatial Development Framework (2) Structure Plan (3) Local Plan (4) Others, if any

8. Do you think it is good to plan the use of land? (1) Yes (2) No 3) I do not Know
9. Give reasons for your
10. How are land uses plans prepare?
11. Are community members involve in the preparation of the land use plans (1) Yes (2) No
12. If yes, indicate how the communities participate in the plan preparation process
13. Do you think the land use plans address the aspirations of the communities (1) Yes (2) No
14. Give reason(s) for your answer
15. Do you think the local people/community members should be involved in the preparation of land use plans? (1) Yes (2) No.
16. Give reasons for you answer
17. Mention the type of stakeholders that participate in land use plans preparation
18. What are the specific objectives of community participating in the preparation of land use plans? Who organizes community/stakeholders in participatory land use planning process?
19. How are decisions made decisions made in participatory process of preparing land use plans?
20. What role does your department play in the participatory land use planning?
21. How frequent are stakeholders organized during the preparation of a land use plan?

22. The following factors influence community participation in preparation of land use plans. Tick what you think in each case please.

Factor	Strongly agree	Agree	disagree	Strongly disagree	Not sure
Attitudes					
Leadership qualities					
Centralization of decision – making					
resources					
Transparency					

23. What is the current structure of plan preparation in the decentralized planning system in Ghana?

24. Are all the substructures utilized in the plan preparation process? 1) Yes 2) No

25. If no what roles do the sub structures play at the Assembly?

26. What are the roles of your department in community participation in land use plans preparation?

27. How is community participation in land use plans organized?

28. How can involving communities promote land use plans preparation and implementation?

29. What are the challenges to community participation in land use plan preparation?

30. What recommendations do you have community participation in land use plan preparation?