

**ASSESSMENT OF DEVELOPMENT CONTROL CAPACITY OF  
MMDAS: A STUDY OF SELECTED WORKS DEPARTMENT IN  
THE GOMOA DISTRICT**

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**BY**

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## DECLARATION

I hereby declare that this work is the result of my own original research and this thesis has neither in whole nor in part been prescribed by another degree elsewhere. References to other people's work have been duly cited.

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## **ABSTRACT**

Effective development with respect to the capacities of MMDA's works department has been a major concern for districts across the shores of Ghana. This concern has been as a result of a lot of factors including political interferences, bribery and corruption, the illegal conversion of residential structures for commercial usage, inadequate equipment and machinery needed for the effective discharge of duty at the various districts, understaffing and inadequate training of staff and many more. The objectives of this study are to assess development control capacity of Metropolitan, Municipal, and District Assemblies with particular interest in the works department of MMDAs, investigating the challenges facing development control, with focus on the Gomoa Central, Gomoa East, and Gomoa West Districts in the Central Region of Ghana. The researcher adapted both quantitative and qualitative approaches with regards to the collection of a primary data from fifty respondents. Both deductive and inductive approaches were used for the analysis of the data with the validity and reliability of data being tested using Cronbach's Alpha test. The empirical data collected were analysed using the Statistical Package for Social Sciences (SPSS 21). The results of the analysis revealed that the staffing level of the works department of the MMDA's needed to be reconsidered to ensure that staff of the works department are not only adequately trained to understand nature and rudiments of their jobs; the staffing level be increased to accommodate more staff to help monitor the developments of buildings in the various communities as a step towards the effective control development in the ever-increasing urban population. Therefore, the study recommends that staff of the MMDAs be periodically trained and appraise on the legal rules for construction work, building regulation/code, land management, town and country planning rules/laws; They should also be made to understanding that as part of their requirement to undertake their duties

in their various capacities, their knowledge of the various tools they need to equip themselves for the job is of eminent importance; MMDAS should use their internal staff to execute majority of their projects instead of hiring or giving out the projects on contract; The MMDAs adapt innovative method of financing public works, such as Public-Private-Partnership; The Central Government should be more flexible in releasing and allocating central budgets to the various MMDAs to better place the latter plan and work more efficiently; The MMDAs should improve remuneration/service conditions to attract more technical/professional staff into the service to help in the attempt to effectively control the development of buildings and other structure in the communities; and the MMDAs encourage stakeholder participation in determining local infrastructure needs.

**Keywords:**

Assessment, development control, capacity, MMDAs, Works department, Gomoa Central, Gomoa East, Gomoa West, district assembly

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## **LIST OF ABBREVIATIONS**

BDP – Building and Development Permit

BIU – Building Inspectorate Unit

BOT – Build Operate and Transfer

CBOs – Community-Based Organisation

CTC – Construction Technician Certificate

DASIP – District Assembly Service Improvement Programme

DPA – District Planning Authority

EPA – Environmental Protection Agency

FFR – Fee fixing Resolution

HND – Higher National Diploma

IDRE – Institute for Digital Research and Education

IGF – Internally Generated Fund

LI – Legislative Instrument

MLGRD – Ministry of Local Government and Rural Development

MMDAs – Metropolitan, Municipal and District Assembly

MTDP – Medium Term Development Plans

NADMO – National Disaster Management Organisation

NBR – National Building Regulation

NDPC – National Development Planning Commission

PGD – Post Graduate Diploma

PHC – Population and Housing Census

PSDP – Public Service Development Programme

PSDS – Public Service Development Scheme

SPSS – Statistical Package for Social Science

TCPD – Town and Country Planning Department

TCPO-Town and Country Planning Ordinance

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## **DEDICATION**

This thesis is dedicated to my supportive wife, Mrs. Rachel Ruth Nkum and our beloved children Samuel Fiifi Nkum, Kizito Kwesi Essel Nkum, Pricilla Essaba Nkum, Justice Godsent Nkum Jnr and Chantel, Korantemaa Pobi Djan.

## **CHAPTER ONE**

### **INTRODUCTION**

#### **1.1 BACKGROUND OF THE STUDY**

Development control is aimed at encouraging the use of land resource in a way that promotes prudent management of the natural environment (Mugenge, 2015). Development control as an effective tool for urban control, guarantees that the continual growth and management of settlements may be such that make for orderliness, progressed reflection of settlement aesthetics and healthy (Lekwot et al, 2013). According to Iddrisu, (2017), it is aimed at enhancing environmental quality, efficient delivery of utility services, beautiful layout and access, optimum land use, improved housing conditions, privacy among residents and proper ventilation, among others.

One of the main departments of District Assembly is the works department. Its key functions is to administratively advice, guide and participate in any function that may be deem necessary to engage the staff of the works department and this is done in respect of the framework of the rules and regulations binding the particular activity (Ada East District Assembly, 2018). The works department is structured administratively to collaborate with all regional heads (roads, water and sanitation, building works and housing) and also coordinate the activities of roads and building sections in a way that can bring about effective utilisation of resources.

With respect to Ghana, MMDAs stand for Metropolitan, Municipal, and District Assemblies. Ghana has a total of two hundred and fifty-four (54) MMDAs, thirty-eight (38) of which were created in 2017 (Ghana Web, 2017).

Although this study focuses on Gomoa District which comprises Goma East, Gomoa West, and Gomoa Central Assemblies, a review of related studies reveals interesting facts about development control in other parts of the world.

In a study by Kahi (2015) focused on the assessment of development control systems in Vihiga Town – Kenya, the researcher identified several challenges to development control. These challenges included ineffective policy guiding development control, unsuitable methodology, delays in approval of development applications, weak institutional capacity amongst agencies charged with development control, political interference and lack of political will, weak legal machinery, and inadequate awareness of development control activities and public participation. Amongst the above challenges, political interference and lack of political will ranked highest.

With respect to Abu, (2015) studied the effectiveness of development control in regulating urban housing: a case study of Sagnarigu District. The study identified problems hindering effective development controlling from inadequate personnel, inadequate supervision of on-going developments, lack of organized public education on development control mechanism, and above all, lack of coordination between the various stakeholders of development control. In his assessment of the effectiveness of physical development planning and control mechanisms in Wa Municipality, Abugtane, (2015) recommended that monthly education should be organised on the various radio stations to intensify public education on the strategy already adopted to reduce the lengthy and cumbersome process in permit applications.



## **1.2 PROBLEM STATEMENT**

Despite documented evidence on the value and essence of development control, the prevailing state of most making plans authorities showed that there may be shortage of qualified manpower to display the short growing bodily development (Obabori et al, 2007). Literature by Aluko (2011) also argues that, there is preferred lack of dedicated and capable body of workers to put into effect the constructing legal guidelines. Studies by Tipple (2001) indicates that, most of the agencies (MMDAs) have critical ability boundaries in terms of the considered necessary making plans employees (in both numbers and competence) and equipment. In a few instances, the state of affairs is so dire that even workplace space for group of workers is non-existent which affect all efforts by officials to perform their responsibilities. Other than human and administrative capacities, Leke (2009) indicated that, the major challenge confronting physical planning and development is due to non-integration of socio-economic goal with physical planning objectives, legislative bottleneck, lack of public participation and corruption. Of the literatures reviewed, the technical and administrative capacities of the works department in relation to development control have not been addressed. There is therefore the need to investigate the technical and administrative capacities of the works department and to what extent this phenomenon affects the effectiveness of the department in controlling infrastructural development in the three districts as well as the strategies to promote or enhance the technical and administrative capacities of the works department of the MMDAs.

### **1.3 RESEARCH QUESTIONS**

In order to achieve the stated research objectives, this study intends to answer the following questions:

- i. What technical and administrative capacities are required to effectively implement and enhance development control measures in the Gomoa District with respect to development control?
- ii. What are the existing challenges facing the works department of assemblies in the Gomoa District with respect to development control?
- iii. What possible interventions would enhance development control capacities in works departments of assemblies in the Gomoa District

### **1.4 AIM AND OBJECTIVES**

The key study is to assess development control capacity of Metropolitan, Municipal, and District Assemblies with particular interest in the works department of Gomoa District, comprising Gomoa East, Gomoa West, and the Gomoa Central Assemblies.

The main objectives of this study are as follows:

- To assess the institutional capacities of the Works Department of Gomoa East, Gomoa West, and the Gomoa Central Assemblies.
- To find out the challenges facing development control in the Gomoa East, Gomoa West, and the Gomoa Central Assemblies.
- To recommend possible interventions to enhance development control capacities in the Works Departments of Gomoa East, Gomoa West, and the Gomoa Central Assemblies.

## **1.5 SIGNIFICANCE OF STUDY**

There is the need to address some of the weaknesses associated with development control mechanisms in order to avoid the usual problems associated with uncontrolled spatial expansion typical of the major Ghanaian cities.

Recommendation from this study, if properly implemented, is likely to help mitigate existing challenges and enhance development control capacities of MMDAs.

## **1.6 SCOPE OF THE STUDY**

The contextual extent of this study is narrowed to the municipal, metropolitan, and district assemblies in Ghana with specific interest in the Gomoa District in the Central Region. The district comprises three assemblies: Gomoa East Assemblies, Gomoa West Assemblies, and Gomoa Central Assemblies. Although each of the assemblies has a number of departments, this study is focused on the Works Department of the three assemblies. The choice of location was due to the rapid expansion in infrastructure in the district. Also, the Gomoa District was selected for this study due to proximity to the researcher, which in essence will make the collection of data within the restricted time easier. The data to be collected will be restricted to just the respondents that have the skills and knowledge regarding the research topic.

## **1.7 RESEARCH METHODOLOGY**

As indicated earlier, this research is a case study of three assemblies in the Gomoa District of Ghana. These assemblies are the Gomoa East, Gomoa West, and the Gomoa Central Assemblies. According to (Crowe et al, 2011), a case look at approach is particularly beneficial to hire while there is a want to attain an in-depth appreciation of an problem, event or of hobby, in its natural real-life context. A case examine studies paper studies an area, man or woman, occasion or incidence, different kind of problem

of analysis a good way to extrapolate key issues and effects that help predict destiny development, light up previously hidden problem that can be carried out to practice, and/or offer a method for information an important research problem with more clarity (Miles et al. 2014). Although a case study, the research adopts both the qualitative and quantitative methods. Research student collected data from both the primary and secondary sources. This was to help enhance the depth of information gathered for the study. Literature was reviewed and structured questionnaires designed to collect primary data from estate developers, town planning officers, technical staff of works department of the Gomoa District, individual developers, land owner, and other relevant stakeholders. Secondary data from desk study of materials available at the various assemblies, news reports, field investigations, etc. Finally, the above were complemented with personal observations of development of physical structures within the three district assemblies. The research student adapted a deductive approach. Here, literature gathered are reviewed followed by the analysis data and the results of data analysis compared with the findings of the literature review. The empirical data collected were analysed using the Statistical Package for Social Sciences (SPSS) due to its ease of use and wide range of descriptive and statistical tool. Out of the analysis, conclusions were then drawn out of the comparison and recommendations made.

With respect to sampling technique and sample size, a non-probability sampling method was implored in determining the sample. The respondents were selected on purpose. The study aim requires that staff of the works department of the three districts under study be involved in the research. The Physical Planning department and the building inspectorate of the Gomoa District were chosen purposively based on their role in controlling development in the area. The heads of the institutions gave out

information for each department. To solicit opinion from the land owners. This method was used because of the ease it affords in selecting respondents to be interviewed.

## **1.8 ORGANISATION OF THE STUDY**

This study comprises five chapters. Chapter one gives a general introduction to the study and this consists of the research background, problem statement, the research aim and objectives, the scope of the study, research methodology and the structure of the study. Chapter two entails an in-depth literature review of existing studies undertaken similar to the research topic.

Chapter three covers a detailed explanation of the research methodology. The research methodology looked at how data for this study is collected, how the population is sampled, the scheme of the questionnaire, and how the questionnaire is distributed. Chapter four presents the data collected and the analysis of the collected data. The last chapter concludes the study, makes recommendations based on the outcome of the study. It also proffers suggested areas for further research.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 INTRODUCTION**

This chapter reviews relevant literature on development control capacity of MMDAs. The chapter also examines development control in relation to issues of housing, especially in urban areas. Also considered in this chapter is an outline of the history of development control in Ghana. An insight into the concept of development control and how it is generally practiced in Ghana is also provided in this chapter. The chapter also discusses various regulations, objectives and tools used for controlling development.

#### **2.2 THE CONCEPT OF PHYSICAL DEVELOPMENT**

Kendie et al. (2011) explained development as a concept has been in existence for long and it is generally seen as a change which involves people trying to find new ways to improve on their living conditions. In diverse ways such as a scholarly and an enterprise discipline, the progress became noteworthy in the period immediately following, World War II when the western world became confronted with the new challenge of rebuilding countries (Rapley, 2007). For the purpose of this study, the concept of development will focus on the spatial dimension to development.

The concept of spatial development is comprehensive and generally viewed as universal in all parts of the world. Town and Country Planning Ordinance of Ghana (1945), (Cap 84) defines development as any building or rebuilding operations and any use of land or any building thereon for a purpose for which it was last being used. This definition is similar to the case of England where the Town and Country Planning Act (1971) Section 22(1) defines development as “the carrying out of building, engineering, mining and other activities on, in, over or under land; and the making of any material

change in the use of any buildings or other land”. With reference to the above definitions, the concept of development in the planning field goes beyond just the presence of erected structure to include legal frameworks. In a simple form, development can be seen as a process of change from one state of the built environment or the use of land to an alternative state (Davies et al. 1980). The Local Government Act of Ghana, 1993, (Act 462) section 162 further defines development as “the carrying out of building, engineering, mining and other operation on, in, under or over land or the change in material the current use of land or building and includes subdivisions of land or disposal of waste on land including the discharge of effluent into a body of still or running water and the erection of advertisement or hoardings”.

The concept of development in this definition is broadened to include subdivisions and the discharge of contaminated matter into still or running water. This is proposed to replicate the current development trends Ghana is experiencing. Thus, development that goes beyond the mere erection of building to include channels of waste disposal and the management of the building environment. In all, Development embraces all features of the use of land and buildings operations which includes any roads, works preliminary to or incidental to the erection of buildings. In all the definitions and conceptions of physical and spatial developments, land forms the basic entity on which all most developmental activities are undertaken.

### **2.3 DEFINING CONTROL**

According to the Free Dictionary (2011), control is to exercise authoritative or dominating influence over something. Control can also be to adjust to a requirement or regulate it. It can be further explained as the management or restrictions of something

as a means of limiting or regulating it. Controls exist in the form of laws and powers formulated to guide the operations of something.

Fayol (1949) described control as an undertaking which consists of seeing that everything is being carried out in accordance with the plan which has been adopted, the orders which have been given, and the rules which have been laid down. The purpose of “control” is to point out mistakes for them to probably be rectified and prevented from recurring. Obabori et al., (2007) further argued that, for any system to work as expected there is always the need for control which is a form of regulation for necessary operation.

In relation to regulating urban housing development in the Gomoa District and in Ghana as a whole, control involves guiding, assessing and rectifying environmental and physical activities undertaken in putting up houses. Control is done in order to assist in the development of habitable and standard houses in the urban areas by ensuring that housing operations and performance conform to plans.

## **2.4 THE CONCEPT OF PHYSICAL DEVELOPMENT CONTROL**

The scope of development control is wide. It covers everything for which planning permission is needed (Keeble, 1972). Development control can be viewed as a means which enables local authority to protect residential areas from inappropriate intrusions, reserve land for new industries, maintain green belts, keep valuable buildings and trees as well as prevent ugly environmental signs (Daniel, 2000). McLoughlin (1973) also explained development control to be a process laid down in legislation, which regulates physical development as well as serves as a way, whereby, policies are being implemented and unauthorized development prohibited and incompatible land uses curb by local authorities. McLoughlin (1973) further noted that, development control



generally provides a course in conformance of variations from system objectives within allowable limits. United Nations Centre for Human Settlements (2008), also explained development control to be the process of carrying out the structural works which changes the use of land, intensity and or existing use in a manner not affecting the environment. They further elaborated that, the activities involved in physical development are varied and affect the environment either positively or negatively. There is, therefore, the need to put in place the necessary checks to minimize the adverse effects on the lives of the people, for establishing directions for urban development, for preserving national resources. Davies et al., (1980) claimed that the basic principle of development control is seeking planning permission from local authorities. This is to say, every proposal to develop land or change its use requires an authorization from the local authorities in charge of the area's development.

## **2.5 OBJECTIVES OF DEVELOPMENT CONTROL**

The aim of development control is to promote good health and general welfare of residents of a particular settlement. According to James (2007), below are some of the objectives of development control to ensure harmonious location of land uses: this is achieved by arranging the various land uses in a way that they are properly located in relation to each other, relative to spatial and environmental requirements and its impacts. For instance, activities that produce gaseous pollutants should be located on the leeward side of residential areas to avoid the pollutants being swept into the residential areas.

- To protect the natural environment: that is preventing development in sensitive ecological zones such as wetlands and watersheds.
- To ensure physical efficiency and cleanliness of settlements: this is achieved by organizing space in such a way as to facilitate the movement of people, goods and services at the lowest possible cost by providing an efficient circulatory system. It also ensures that efficient drainage systems and ensuring access to well organised refuse disposal systems.
- It protects against Aesthetic Nuisance: this involves protection against the development of structures and establishments that are offensive to the sense of sight or beauty. There is however, a misconception due to the fact that one cannot zone for aesthetics alone.
- To avoid overcrowding and safeguard life and property: in this case, efforts are made to protect man from hazards. This aims at providing a rational approach to channelling development into appropriate areas but discouraging development in areas considered to be unhealthy for human habitation. Such areas may include areas liable to floods, earthquakes etc.
- Development control is a tool used to achieve its original objectives of safety and better health and to implement planning strategies.

## **2.6 DEVELOPMENT CONTROL IN GHANA**

As noted in Ahmed and Dinye (2011), the genesis of development control can be associated with the Municipal Ordinance of 1859 in the coastal towns of Ghana. According to these writers, the ordinance was promulgated to regulate spatial development in these Municipalities. It was to place all lands under the realm and jurisdiction of the governor who had the power to regulate the uses of land. This was misunderstood by the locals as an attempt to take away their land from them so they

resisted to the implementation of this attempt and it failed. Similar attempts followed between the periods of 1894-1897 but failed for the same reasons. From this experience, the Town & Country Planning Ordinance (TCPO) was promulgated which declared the Town & Country Planning Authority as the sole authority of land use management and made all Municipalities Statutory Planning Areas.

In 1925, the Town & Country Planning Ordinance was put in place with the focus on promoting a well-planned human settlement that conformed to health regulations. This led to the creation of Health Boards, some of which were the Central Health Board and the Kumasi Public Health Board (CAP 13, 1925) as well as the Mining Health Areas (CAP 106, 1926) to deal with water and sanitary works, drainage, town planning and housing.

A more comprehensive Ordinance than the Town & Country Planning Ordinance (CAP 84) was promulgated in 1945. This sought to remedy some of the defects of previous legislations by creating appropriate institutions with the powers to deal with the problems of towns and villages in Ghana. “Systematic development of towns land, and other areas, whether urban or rural and to preserve and improve the amenities thereof and for other matters connected therewith”. Following the appointment of a designated minister, in 1958, CAP 84 was amended with the appointment of a Minister of Town and Country Planning.

## **2.7 LAWS GOVERNING DEVELOPMENT CONTROL IN GHANA**

The practice of development control in Ghana in many respects reflects the ideas and practices developed in Britain. Legislations for human settlements were based on early British enactments which had their foundation in the Health Codes of post-industrial revolution. According to Domfeh (2001) cited in Augustine (2012), four major

legislations responsible for controlling development in Ghana are: Physical Planning Ordinance, 1945 (Cap 84); the Local Government Act, 1993 (Act 462); the National Development Planning (Systems) Act, 1994 (Act 480); and the Building Regulations/Codes, which include Accra Building Regulations (1944), the Model Building Code, (1959), the Kumasi Building Regulations, (1963), the National Building Regulations, (1996) (L.I 1360) and other relevant bye-laws enacted by various, Metropolitan, Municipal and District Assemblies.

### **2.7.1 Physical Planning Ordinance, 1945, (Cap 84)**

This ordinance formed the bedrock of planning and laid the platform on which other comprehensive planning legislations were built (Augustine, 2012). It is the act that had established a Physical Planning Board, responsible for the orderly and progressive development of land, towns and other areas whether rural or urban, and the preservation and improvement of amenities in these areas, (Ministry of Land and Natural Resources, 2015). The Physical planning ordinance has made provisions for controlling development to achieve an orderly environment. Some of these measures include but not limited to the following:

- Declaration of planning area.
- Preparation and Approval of Schemes
- Execution of Schemes
- Compensation and betterment which arise out of the implementation of the planning scheme.

With the above relevant provisions stipulated in the Ordinance with its subsequent amendments, it still failed to see the light of the day due its inconsistency with current

trends of development planning and management (Ministry of Land and Natural Resources, 2015).

### **2.7.2 Local Government Act, 1993 (Act 462)**

The act provides the legal backings to the MMDAs who are the highest political entities in their respective areas. For the purpose of national development planning, each MMDA is by section 46 (1) of Act 462, established as a planning authority for its areas of jurisdiction. They are expected to have direct responsibilities in land management, enforce by-laws, undertake planning schemes, issue planning and developments permits, and enforce building regulations (Institute of local government studies and Friedrich Ebert-Stiftung, 2010). Section 52 sub-section 1 of Act 462 gives the Assembly the power to enforce developments that conform to the layouts that the Assembly approves for any locality. Sub-section (4) states that any person who fails to comply with the terms of an approved development plan in this section commits an offence and is liable for conviction. Furthermore, Section 55 of Act 462 states that a District Planning Authority may without prior notice, effect or carry out instant prohibition, abatement, alteration, removal or demolition of any unauthorized structures being carried out that encroaches or is likely to encroach upon a community right of space.

### **2.7.3 National Building Regulation, 1996 (LI 1630) (NBR)**

The National Building Regulations (L.I. 1630) was enacted in 1996 in Ghana. The NBR are set of rules and standards that must be followed to satisfy the minimum acceptable levels of safety for buildings and non-building structures in Ghana. It mandates the Local Government to regulate the erection of buildings, alteration of building structures and execute works or install fittings in connection with any building in the country. The

L.I seeks to provide for the promotion of uniformity in the law relating to the erection of buildings in the area of jurisdictions of local authorities; for prescribing building standards; and for the matters connected therewith.

The responsibility for the National Building Regulation lies with the Minister of Water Resources, Works and Housing by virtue of Section 63 of Act 462. The Administration of the NBR is the responsibility of the Local Government System as represented by District, Municipal and Metropolitan Authorities. Based on the L.I. 1630, the DPA is to implement the regulations on behalf of every local authority. The DPA is also required to appoint a qualified building inspector who oversees and inspects daily work on buildings, erection and installations to ensure compliance with the requirements of these regulations.

According to VonWeller, (2017) cited in Simon & Samuel (2013), building regulations exist to ensure building works satisfies minimum constructional standards, energy conservation requirements and also ensure the health and safety of people occupying the building. This L.I is therefore geared towards achieving the above stated requirements. The sections of the building regulations reviewed for the study are application of regulations and building plans and plot development explained below.

## **2.8 KEY STAKEHOLDERS IN DEVELOPMENT CONTROL**

Development control is seen as a process involving many actors (Harding, 2011). From the inception of a development project to its completion, many individuals, groups, agencies or professionals are involved in its execution. Harding, (2011) also believes that the actions and inactions of these actors are influenced by development control conditions and limitations. Hence, it is prudent to understand the importance of these actors. Some of the actors include land owners, developers, Planners, Public sector and

government agencies, building contractors and architects. The built environment is shaped by these professional actors in the light of their particular way of seeing buildings and cities and of their subsequent goals and actions (Guy and Henneberry, 2000).

### **2.8.1 The Role of Land Owners in Development Control**

According to Wilkinson and Reed (2008), land owners may either play an active or passive role in the development process. The role of land owners can therefore not be underestimated in the development process. For instance, land owners may develop the desire to improve the value of their property and therefore actively initiate the development process. They may also become standing blocks to development by refusing to lease up land for development, especially when the local administration needs such land for important public works (Wilkinson and Reed, 2008).

Land owners can have a substantial influence on the nature of development. Since every development is supposed to receive planning approval, land owners can aid or hamper the process based on their adherence to or contravention of local plans in their area of jurisdiction (Amponsah, 2011). For example, if a land owner sells a piece of land which is in a non-buildable area for development purposes, the likelihood of such a development receiving planning permission is almost non-existent. In developing countries where many land owners are either chiefs or families (Forkuor, 2010), the situation is even more unpredictable as many may disregard planning restrictions in the disposal of land.

### **2.8.2 Physical Developers/Contractors**

Developers in the development process vary. The developers may be individuals, companies, and agencies. These all have a common interest – development of land, whether for private use or for sale. However, before any such development can take place the developer, must as a matter of regulation, make a development application to the local planning authority for permission. Many developers, especially house builders in developing countries have however tried and do flout important components of the development process. The first thing that goes into the minds of developers after acquiring land is to dig the foundation and get some quantity of sand and gravel in preparation towards commencing development. Obtaining planning approval is not their priority (Yeboah and Obeng-Odoom, 2010). The authors further note that the continued issuance of —Stop notices‖ may be the clearest indication that developers do not comply with planning regulations.

### **2.8.3 Physical Development Planners**

According to Wilkinson and Reed (2008), the UK planning system has established planners as the professionals to regulate development. There are two major group of Planners; the politicians and professionals. The authors further believe that politicians mostly act upon the technical advice of professional planners in their line of work. In Ghana, every Ministry, Department or Agency has a planning department responsible for making the technical decisions. The Town and County Department, which is the body responsible for the Planning of settlements makes decisions which are implemented by the government. The planners are also responsible for determining whether applications for permission for development proposals should be approved or refused. Those who are responsible for advising the politicians and administering the system are professionals.



Planners perform the function of safeguarding development by adhering to government policies and development plans in the review and approval of development applications.

In areas of low economic activity, planners usually place little restrictions on development proposals especially those that would generate employment. On the other hand, planners in developed regions usually impose higher standards, and even slow down the pace development to ensure that there is a better balance between the design and use of a building. According to Millington (2007), the fact that planners are relevant in determining whether a development will be accepted or prevented is a very important consideration for property development.

#### **2.8.4 Public Sector and Government Agencies**

A number of public sector and government agencies are involved in controlling development. These institutions are either developers in the development process or controllers of development activities. Wilkinson and Reed (2008) have noted that planning authorities are largely concerned with developments for their own uses or community use and the delivery of infrastructure. Local authority participation in the development process will be subject to whether promoting development or controlling development to preserve higher standards is a main concern.

In Ghana, the public agencies with a direct say in the control of development include the Physical Planning Department, the Lands Commission, the Works Department under the auspices of the Metropolitan Engineer, Municipal Engineer or District Engineer, the Environmental Protection Agency, and the Survey Department, these institutions make sure that the development of land is done according to government policy and approved development plans.

### **2.8.5 Architects and Building Contractors**

According to Wilkinson and Reed (2008), Architects and Building Contractors play very important roles in development control. While architects design the appearance of new buildings or the refurbishment of existing buildings, the building contractors use this design to build. These actors both work to ensure that the desired final product of the developer is achieved. However, the design and construction of building must meet planning specifications and conditions. Anything apart from this would lead to difficulties in securing planning permission. Even after the permission has been secured, the actions or inactions of a contractor or builder could still hamper development. A contractor who does not build according to the conditions or limitations imposed on a development permit may be forced to abate, alter or even demolish a structure. These actors as discussed have valuable roles to play in the control of development. A lapse by any one of them in the performance of duties and responsibilities can go a long way to derail efforts to effectively control development.

### **2.9 PROCESS OF DEVELOPMENT CONTROL IN GHANA**

Layouts form the bases measuring and controlling development in Ghana. The process of development control according to the Town and Country Planning Act, (1945) (CAP 84) involves the following;

- Demarcation of an area as a statutory planning area
- Appointment of planning committee
- Preparation of base map
- Publication of scheme or layout
- Permitting process

The area is declared as a statutory planning area by the District Planning Authority (DPA) in charge of planning in conjunction with the Local Authority on the advice of the TCPD in accordance with section 9 of CAP 84. The declaration published gazette and copies posted all over the planning area to notify the dwellers that the area in question has been declared a statutory planning area. Once the area is declared a statutory planning area, there is total prohibition of any form of development. This means that any form of development such as building operations, extensions and any other development that will cause material change in the existing or proposed development must stop. Exception can be made to prospective developers who have genuine reasons to develop the land when they appeal to the DPA.

## **2.10 FACTORS AFFECTING EFFECTIVE DEVELOPMENT CONTROL IN GHANA**

The literature review has revealed certain challenges that militate against effective development control. Here, a brief mention of them shall be made. Aluko (2011) identifies that the problems of development control are:

- Encroachment on public rights of way and open spaces;
- In urban areas the building setbacks have been taken over by front shops and a variety of unsightly development;
- Legally converting of residential property to commercial premises, banks, places of worship, schools, Town Halls etc;
- Construction of buildings in violation of building approvals; and
- Corruption by enforcement officers.

Yohanna and Nuhu (2013) also identified other major factors inhibiting effective and efficient development control as:

- Interference by personalities;
- Lack of cooperation by the Land Owners;
- Inadequate funding;
- Inadequate equipment and machinery;
- Scarcity of man power; and
- Abuse of official power.

Ogundele et al., (2011) have also studied development control and conclude that development control (notwithstanding the advantageous effects on the physical environment) face many problems. These problems include:

- Land use maps are not up-to-date and therefore do not echo the trend of development and instruments used for development control purposes. Again, the procedures for development control are not operational because they do not ensure or provide easy access to the police and/or other law enforcement agents when the need arises for a quick response against unauthorized development.
- The departments responsible for development control are ill-resourced as compared to other public developments. Therefore the development control system lacks adequate funding unlike the other sectors of the economy. The system therefore suffers obvious setbacks.
- The public is also not enlightened on physical development matters. They are therefore illiterate on physical planning programmes. This results in the development of unauthorized structures to satisfy the parochial interest of

developers without taking into consideration the negative impacts of such actions.

- Inappropriate or insufficient monitoring of developments to ensure compliance with planning regulations, especially in cases where development permits have been granted for such developments.
- Also, residential structures are illegally converted into other uses especially mixed uses (mostly residential and commercial;).
- An additional factor is the bribery and corruption, which has bedevilled the processing and approval of applications for planning permission.

Obeng-Odoom and Yeboah (2010) also concede that several challenges inhibit planning efficiency. Five of these are mainly pervasive, namely: inflexible land tenure systems; a weak legislative framework; undue political interference in the planning process; weak human resource capacity; and inadequate funding. These issues are inextricably linked and are mutually reinforcing. Furthermore, the challenges are national in character and are more pronounced in urban areas owing to population pressures.

These studies have shed light on what problems are hampering effective control of development in urban areas. As can be seen, the same problems are common in all the localities studied, suggesting their near universality. What makes these problems persist is a matter that this study seeks to uncover.

## **2.11 CAPACITY OF STAFF OF WORKS DEPARTMENT**

Not much on capacity of staff of works department (In fact, not a single literature in sight) has been covered in literatures. However, the District Assembly Service Improvement Programme (DASIP) as published by the Ministry of Local Government and Rural Development (2010) explained that the improvement of capacity building needs of the MMDAs operatives cannot be totally met with capacity building efforts under DASIP alone. There is the need therefore to liaise with the Local Government Service and other Stakeholders so as to ably address the deviation of capacity building needs of the MMDAs.

### **2.11.1 Identification of capacity building needs**

The Public Service Development Programme, PSDP, task team is expected to liaise with the National Development Planning Commission, NDPC to identify the various logistics, skills and organisational needs based on the DASIP at MMDA level. The team will ensure that the needs are provided so as to boost the MMDAs to deliver DASIP.

### **2.11.2 Organisational change and strengthening**

To ensure MMDAS perform creditably in delivering their mandate with regards to the FFR, BDP it is imperative that some organizational changes take place at the MMDA level. This will require the strengthening of existing administrative and technical structures in the District Assembly.

In implementing the needed organisational change systems for the effective operation of MMDAs, there will be the need to strengthen the operational relationships between the Assembly and its sub-structures and other stakeholders such as rate payers, developer and Community-Based Organizations (CBOs).

### **2.11.3 Monitoring and Evaluation of Physical Development**

The ministry of Local Government and Rural Development has overall responsibility for decentralisation policy development and monitoring of the local government system. The Ministry will monitor the operations of the PSDS MLGRD Task Team and MMDAs with respect to compliance policy directives.

The monitoring Unit of the MLGRD currently undertakes monitoring of project activities. The inspectorate Division of the Ministry also monitors the district sources of funding through the submission of financial report, the performance of the IGF of Districts and compliance with the gazetted fee fixing resolutions as well as legislative Instruments of the assembly.

The major monitoring role of the PSDS MLGRD Task team is to ensure that MMDAS are compliant with the validated reforms pertaining to the FFR, the BDP and BOT processes.

## **2.12 THE HUMAN AND ADMINISTRATIVE CAPACITY TO ACHIEVE EFFECTIVE DEVELOPMENT CONTROL**

A strong and capable local government is considered a key lever to ensure inclusive and sustainable urban development, facilitating governance systems that are accountable and promote balanced multi-stakeholder involvement (Sorensen & Okata, 2011). Even though many cities have undergone substantial social, economic and physical transformation, the human and administrative capacities of municipal governments have failed to keep pace (UNESCAP, 2015).

According to Avis et al, (2015), Impediments to building human and administrative capacity and examples of low capacity include:

- complex and unclear organisational structures;
- unclear assignment of tasks between managing authorities and intermediate bodies;
- inadequate capacity and power within coordinating bodies to fulfil their role;
- poor governance measures for holding managers accountable for performance, controlling corruption and avoiding undue political influence over project selection and staff appointments;
- very high turnover staff rates and lack of appropriately qualified and experienced staff – often as a result of patronage systems;
- poor institutional capacity of municipal governments, especially smaller local authorities;
- insufficient professionals leading to issues of compliance with complex national and international regulations e.g. public procurement, aid and environmental legislation;
- limited analytical and programming capacity, including insufficient capacity (and political backing) to deliver result-oriented strategies.

### **2.13 SUMMARY**

In reviewing the relevant literature on the effectiveness development control in regulating urban housing developments in Ghana, it was realised that the Physical Planning Department is the key institution responsible for physical development control and supported other land sector agencies. It was also noticed that the Metropolitan, Municipal and District Assemblies are responsible for overall development of an area.



Literature has it that, the urban planning and land use regulations when effectively operated could result in a more functional spatial organization of town. If the objective of orderly physical development is to be achieved, regulations need to be audited and amended from time to time to make them function effectively. Regulations and processes that facilitate land availability and uses for physical development at affordable costs need to be continued and those that lead to contrary results need to be eliminated or modified.

It was also revealed that, it is very essential that governments and stakeholders need to look beyond their term of office in the formulation of housing policies and for a workable national policy framework where the duties and responsibilities as well as commitment is long term, independent and its support is bipartisan. The following chapters will therefore critically analyse the issues of development control and management, the development control techniques available in the Gomoa District compared to the reviewed literature.

However, of the literatures reviewed, the technical and administrative capacities of the works department in relation to development control were not addressed. This study therefore seeks to investigate the technical and administrative capacities of the works department and to what extent this phenomenon affects the effectiveness of the department in controlling infrastructural development in the three districts. With respect to strategies to promote or enhance the technical and administrative capacities of the works department of the MMDAs, the literatures also fell short of addressing this key aspect of the study in debt. This study also intend to investigate strategies to promote or enhance the technical and administrative capacities of the works department of the MMDAs.

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.1 Introduction**

This chapter entails the methodology and profile aspect of the study. It explains the research design, sampling procedure and other issues relating to data collection and analysis. The chapter also gives details of the study area. It also gives a brief outline the study area.

#### **3.2 Research Methodology**

The research methodology used in the study covers the research design, the study population, data required, collection and instruments used, among others.

##### **3.2.1 Research Design**

The design study approach was adopted to draw on its strengths as a qualitative methodology. Soy (1997) explained the design study approach as a research method that excels at bringing an understanding of a complex issue or object and can extend experience or add value to what is already known through previous research. This approach to research involves an observation of a single group or event at a single point in time, normally subsequent to some phenomenon that allegedly produced change (Nachmias, 1992). In the case of the Gomoa District, it has been observed that, urbanization which is rapidly on-going has a direct influence on the development of housing. This design study is therefore employed in assessing the effectiveness of development control in managing housing development of the District. (Crowe et al, 2011) is also of the view that, the case study approach allows in-depth, multifaceted explorations of complex issues in their real-life settings. The unique strength of case study is its ability to deal with a full variety of evidence- thus, documents, artefacts,

interviews and observations beyond what might be available in a conventional historical study (Yin, 2008). The distinctive need for case study and for which reason it has been used in this study is therefore to critically understand the complex phenomenon of development control in managing the housing development in the Gomoa District. The case study method allows a retain of holistic and meaningful characteristics of real-life events and not mere abstractions.

### **3.2.2 Population of the Study**

Hungler and Polit (1999) refer to population as an aggregate or totality of all the objects, subjects or members that conform to a set of specifications. It can also be described as a set of all cases from which a sample is selected. Thus, population constitutes the target of the study and must be clearly defined and identified. In this research, homeowners and institutions involved in the control of housing development constituted the study population. These included all the stakeholders in land administration and the control of development in the Gomoa District Assembly, Works Department and other relevant organizations in the District.

### **3.2.3 Sampling and Sampling Technique**

A non-probability sampling method was implored in determining the sample. The respondents were selected on purpose. This makes the sampling technique a non-probability purposive sampling technique. The study aim requires that staff of the works department of the three districts under study be involved in the research. The Physical Planning department and the building inspectorate of the Gomoa District were chosen purposively based on their role in controlling development in the area. The heads of the institutions gave out information for each department.

### **3.2.4 Sample Size**

The sample size comprises the Physical Planning department and the building inspectorate of the Gomoa District. The determination aimed at selecting part of the population from which information was drawn to form conclusions that reflects the characteristics of the entire population. A sample frame comprised the various stakeholders in the land development sector. In all 50 respondents were involved in the study. Considering that the total population of the technical staff of the works department of the three districts are 55, the indicated sample size of 50 represents slightly more than 90% of the staff of the three departments targeted for the study.

### **3.2.5 Data Collected, Sources and Techniques**

Several categories of data were required to assess the effectiveness of development control in housing development at the Gomoa District. These included data on development control practices in the district and the legal and institutional capacity of the Gomoa District in controlling development. Attempts or efforts being made by the authorities in controlling housing development, the strategies employed as well as the primary causes and effects of development control problems in the area was also needed.

Primary and secondary data source were both used for the study. From the field survey of developers in the communities and interviews with officials of relevant departments and agencies, primary data was obtained. The study also relied on secondary sources of data such as existing literature and materials related to the subject matter. Others were also obtained from journals, unpublished thesis, articles, and the internet.

Several data collection techniques were employed for this study. The main forms of primary data collection were questionnaire administration, interviews and observation.

These were done with the focus on the objectives set in the study. The primary data was collected from the selected respondents within the sample frame in the research population. The major data collection tools used was semi-structured questionnaires. The questionnaire was designed to ensure coverage of issues from different dimensions. This was employed for this purpose because of its easiness to use when dealing with literates who can provide information with little or no guidance.

Direct observation was employed as a data collection technique and it accorded an opportunity to see directly some of the activities carried out by individuals, households and corporate institutions that have bearing on development control in the district. It also contributed in appreciating the capacity of the various institutions concerned in the areas of logistical support; staffing and recognition by the general public as far as their operations are concerned.

Desk study was also employed to gather and analyse existing secondary data. These techniques helped in providing an avenue for the researcher to seek for all information relevant to the issues investigated into. Secondary data used for this study was taken from scholarly journals and books. This was based on a protocol of purposive sampling with strict quality, inclusion and exclusion for selecting relevant articles for the study. Traditional literature review approach was also employed to ensure deeper understanding of the study issues (Armitage et al, 2008). The secondary data was collected from a variety of documented sources, including District Medium Term Development Plans (MTDPs), TCPD documents, legal documents, census reports and many others from both libraries and internet sources. The secondary data, coupled with the primary data assisted in understanding issues on development control in Ghana and

beyond, getting a description of the study areas and approaches used in undertaken this the study.

### **3.2.6 Data Processing and Analysis**

The data obtained during the survey was analysed using both qualitative and quantitative techniques. Deductive and Inductive methods were employed for the analysis. The type of data collected necessitated more qualitative and few quantitative analysis. The data collected was coded and loaded on to SPSS and analysed systematically to “make sense” of the data. The quantitative method was used in deriving percentages, averages, means and presenting data numerical terms where appropriate.

Qualitative data gathered from the field through interviews and key informants was summarized into statements and used to clarify some of the results obtained in the study. The qualitative data was used support various quantitative analyses carried out. This formed the basis in coming out with findings and recommendations to inform policies. As part of the qualitative analysis, content analysis was applied to the interview transcripts to “extricate issues of relevance” and emergent themes within the data sets.

### **3.3 PROFILE OF GOMOA DISTRICT**

With reference to the Ghana Statistical Service (20104), Gomoa West District was created in July, 2008 by Legislative Instrument (LI) 1896 following the division of the former Gomoa District into two, East and West. Apam is the District capital for West and Afransi for the East. The West district start from Gomoa Antseadze which is in the west to Bewadze in the east. It bounderd at the west by Ekumfi district, North-West

by Ajumako-Enyan-Essiam District, North by Agona East and East by Effutu Municipal, as well as the Atlantic Ocean in the south.

The Gomoa East District is one of the seventeen (17) districts in the Central Region of Ghana. The district was created out of the then Gomoa District in 2008 by the Legislative Instrument 1883 and became operational on 29<sup>th</sup> February 2008. It covers an area of 539.69 square kilometres with a total population of 207,071, comprising 47.5 percent males and 52.7 percent females (2010 PHC). The district is situated between latitudes 5°14' north and 5°35' north and longitude 00°22' west, and 00°54' west. It is situated in the south-eastern part of the Central Region. It is surrounded by a number of districts, to the north-east by Agona-East, south-west by Gomoa West, east by Awutu Senya and Ga south in the Greater Accra Region and to the south by Effutu Municipal, the south-eastern part of the district which is the border of Atlantic Ocean.

## **CHAPTER FOUR**

### **DATA ANALYSIS AND RESULT**

#### **4.2 INTRODUCTION**

This chapter presents the empirical data collected through the structured questionnaire and how the data was analysed. The data is presented in the forms of tables and charts. As mentioned under methodology, the analysis was done using the SPSS.

The research instrument was divided into four sections, viz: respondents' details; technical and administrative capacity; Challenges facing the works department; and strategies to promote and enhance the technical and administrative capacities of the works department of the MMDAs. Questions on respondents' details captured the specific assembly they worked, how long they have been working there, what their highest qualification was, main activity at the department, and their role at the works department. Questions on technical and administrative capacities sought to determine how well resourced the respondents were technically to undertake their daily tasks of controlling development and how well the department in itself is structured to ensure compliance to development control mechanisms. The third section of the questionnaire had eleven (11) questions which aimed at determining the challenges the department faces. Whilst the fourth section had eight questions, all of which respondents were expected to rank on a Likert scale of 1 – 5. Where 1 indicate least important and 5 most important.

Before the analysis, the collected data were subjected to reliability and validity. The test was conducted using Cronbach's Alpha Test.



## 4.2 TEST FOR VALIDITY AND RELIABILITY

According to the Bruin (2006), Cronbach's Alpha is a measure of how internally consistency and closely related a set of items are as a group. This is used to measure the scale of reliability. A value for alpha does not imply that the measure is unidimensional. The Cronbach Alpha ranges from zero (0) to one (1). A test result closer to zero indicates that the test designed is not accurately measuring the variable of interest, whereas a value closer to 1 indicates that the test designed is accurately measuring the variable of interest. This implies that the higher the Cronbach Alpha for a set of multiple-choice question based on a Likert scale, the better. The generally acceptable value is 0.7 as shown in Table 4.1.

**Table 4.1: Rule of thumb for interpreting alpha for dichotomous questions**

Cronbach's alpha	Internal consistency
$\alpha \geq 0.9$	Excellent
$0.9 > \alpha \geq 0.8$	Good
$0.8 > \alpha \geq 0.7$	Acceptable
$0.7 > \alpha \geq 0.6$	Questionable
$0.6 > \alpha \geq 0.5$	Poor
$0.5 > \alpha$	Unacceptable

A summary of the Cronbach Alpha for Section 2, 3, and 4 is presented in Table 4.2.

**Table 4.2: Reliability Statistics for Section 2, 3, and 4 based on Cronbach Test**

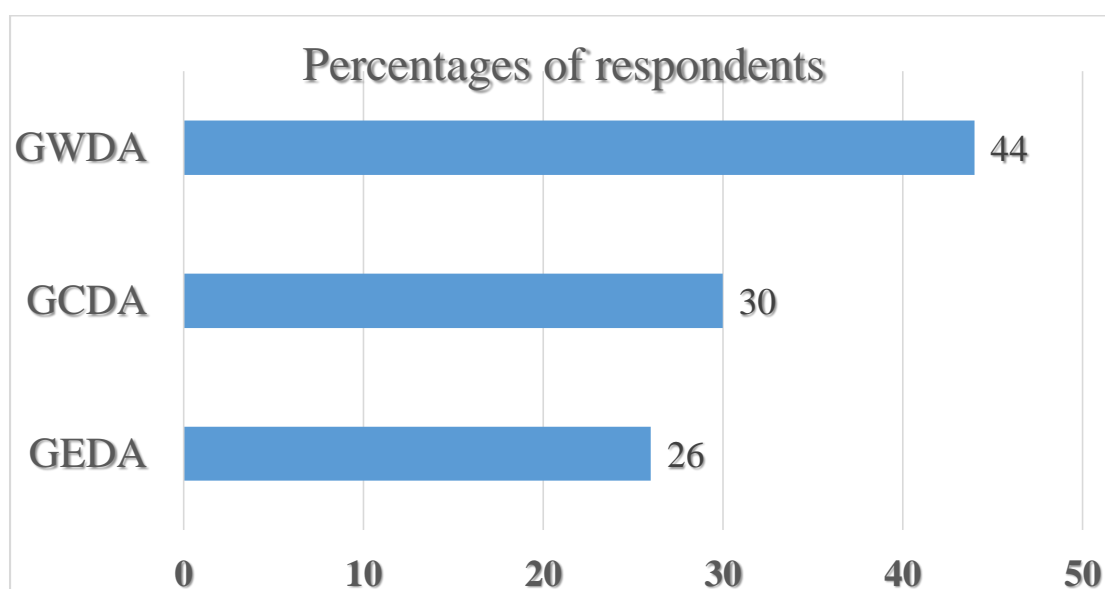
Section s	Title	Cronbach Alpha	Number of variables
2	Technical and Administrative Capacities	0.962	8
3	Challenges facing the Works Department	0.988	11
4	Strategies to promote or enhance capacities of MMDAs	0.989	8

Source: [statisticsshowto.com](http://statisticsshowto.com)

When compared to Table 4.1, the results displayed in Table 4.2 are ‘excellent’ and indicate that the data collected with the research instrument was reliable and thus valid.

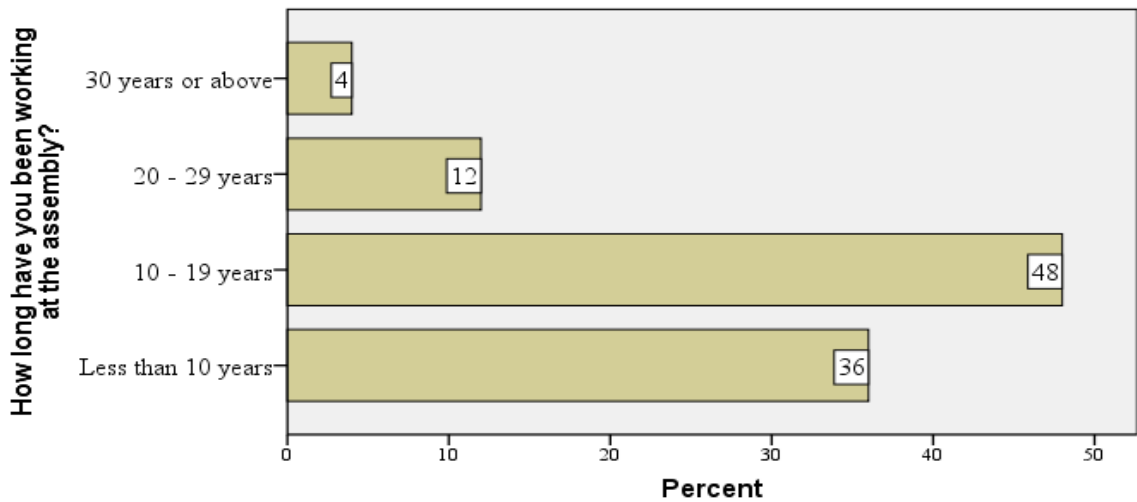
### 4.3 RESPONDENTS’ DETAILS

Out of fifty-five (55) questionnaires administered, fifty-one (51) was returned. Of the returned, one was rejected because it was not filled according to the instruction or preamble at the beginning of every section of the questionnaire. Details of the fifty (50) respondents are discussed in this section.



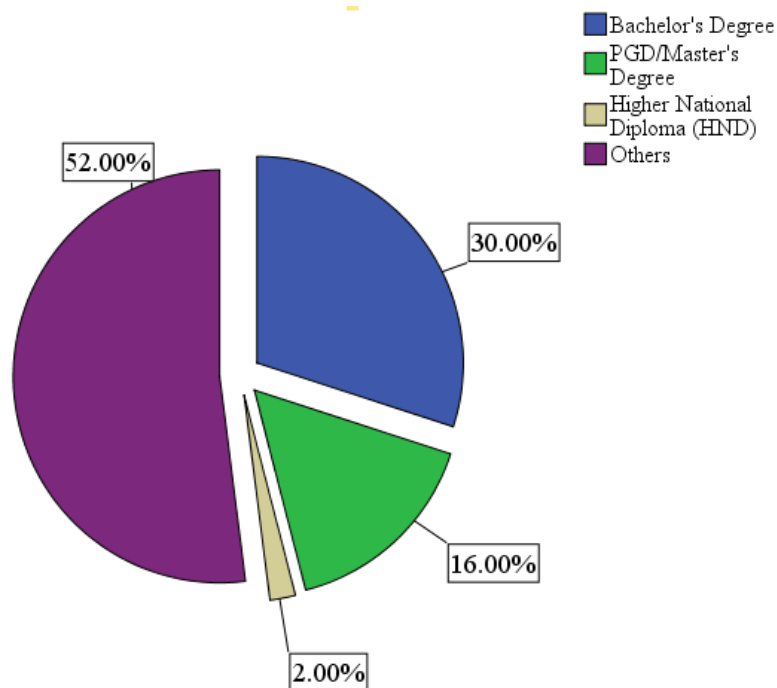
**Fig. 4.1: Which of the following assemblies do you work?**

Thirteen (13) of respondents, representing 26% work at Gomoa East District Assembly; fifteen (15) of them, representing 30% work at Gomoa Central District Assembly; and twenty-two (22) respondent representing a majority of 44% work at the Gomoa West District Assembly. Considering that the respondents are well represented from all three categories, we can conclude that the data collected covers a wide scope.



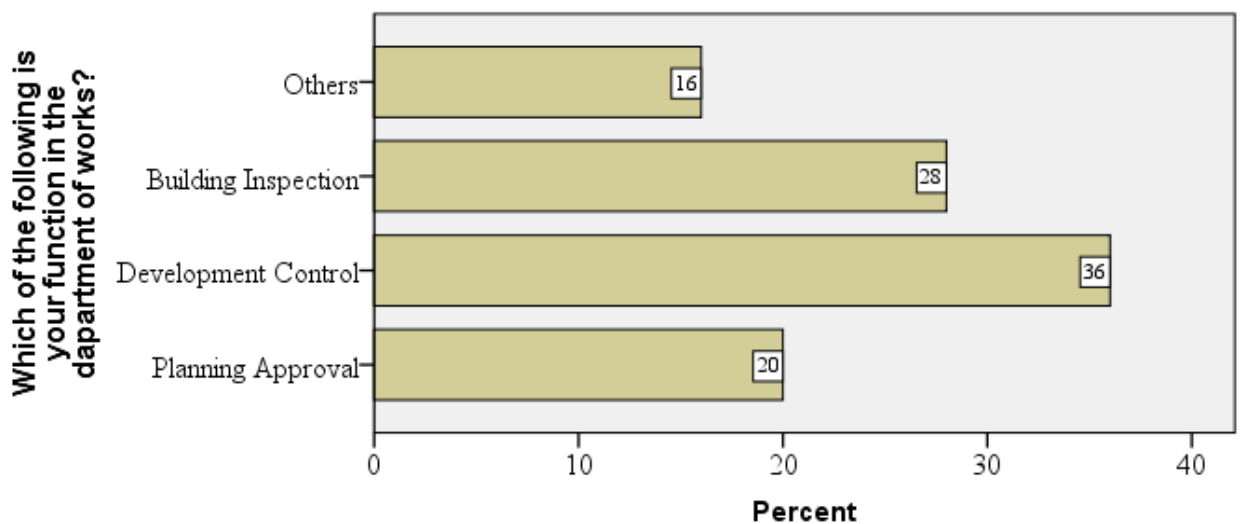
**Fig. 4.2: How long have you been working at the assembly?**

Majority of the respondents have worked at their respective assemblies for 10 – 19 years. Followed by those that have worked for less than 10 years. The fewer number of respondents are those that have worked for over 30 years. Only 12% of the respondent have worked in the assembly for 20 – 29 years. In all, the result shows that there respondents have worked long enough to acquire the needed experience over the years.



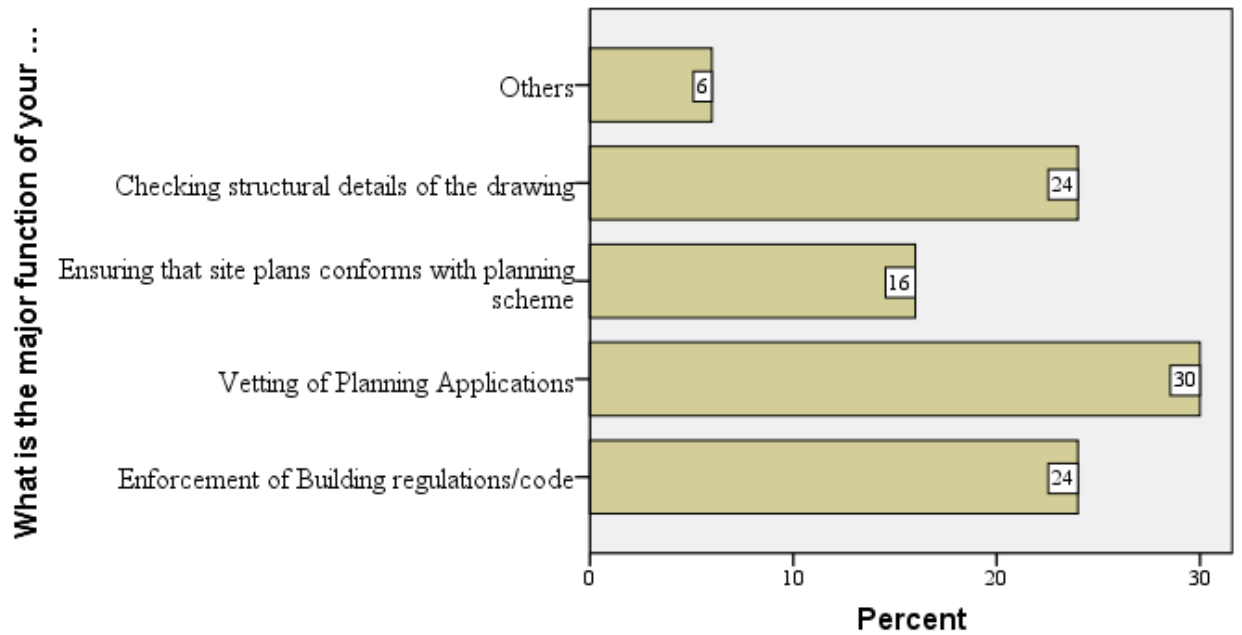
**Fig. 4.3: Highest educational qualification attained**

With respect to highest academic qualification attained, 1 (2%) had acquired HND; 8 (16%) had PGD or Master’s degree; 15 (30%) had bachelor’s degree. The remaining respondents had lower educational qualification. This group, forming the majority with more than half the number of respondents, indicated that they had either CTC I, II, and III. This class of respondents are mostly technical officers, and technician engineers. In terms of technical competence, it can be argued that they are the least ranked amongst the options provided in the research instrument. Moreover, they are not regarded as professionals. Professionals are those with a minimum of BSc. /BTech.



**Fig. 4.4: Functions of Works Department**

In Fig. 4.4, most of the respondents engaged in development control, followed by building inspection, and planning approval. 7 (16%) are fire officers, NADMO coordinators, environmental officer, staff of lands commission, staff of the environmental protection agencies, EPA.



**Fig. 4.5: Major functions of respondents' department**

Data on the major functions of the various department from which the respondents were sampled as shown in Fig. 4.5 showed that 30% of the respondents worked on the vetting of building plans, 24% on enforcement of building regulations/code and checking structural details of the building drawings. 16% ensured that site plans conform to planning scheme. Others, representing 6% worked at departments that do draft and model structures amongst other roles.

#### **4.4 TECHNICAL AND ADMINISTRATIVE CAPACITIES OF WORKS DEPARTMENT**

This was captured in Section 2 of the questionnaire. There were three main categories of questions in this section. The first set of questions attempted to determine the training/education the respondents did not focus attention on prior to joining the service. Table 4.3 summarises the shortcomings.

**Table 4.3: Which of the following skills in your opinion your Education/Training did NOT focus attention?**

	Frequency	Percent	Valid Percent	Cumulative Percent
1 Legal Rules for Construction Work	8	16.0	16.0	16.0
2 Building Regulation/Code	8	16.0	16.0	32.0
3 Land Management	22	44.0	44.0	76.0
4 Town and Country Planning rules/laws	12	24.0	24.0	100.0
<b>Total</b>	<b>50</b>	<b>100.0</b>	<b>100.0</b>	

From table 4.3, 8 (16%) of the respondents indicated that prior to joining the Assembly, specifically the Works department, they were not very familiar with legal rules for construction Work. The same number of respondents indicated that they equally were not familiar with the various building regulations or codes. Twelve (12) representing 24% indicated that they were not familiar with the Town and Country planning rules/Act. However, the majority of them, representing 44% indicated that prior to joining the department, had no much knowledge about land management. This implies that they had gained the understanding of whatever shortcomings they had initially had over the years with experience and education. The various assemblies also periodically organise internal training and short courses for its staff. However, these training and short courses many not be sufficient to place the respondents on a position where they can confidently display their comprehension of the various regulations and codes. A number of them had to over the years upgraded their educational status by further studies at the universities or polytechnics.

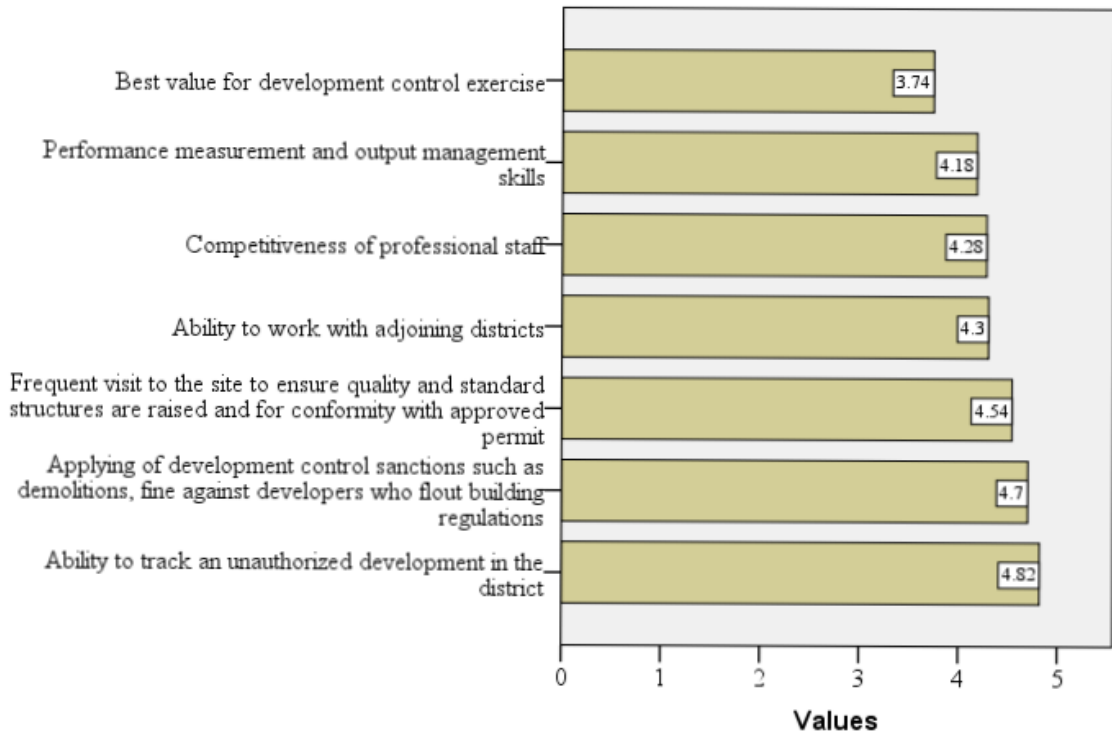
When asked to indicate from a list of items which in their opinion was necessary to strengthen the development control exercise at their respective MMDA, the response was as shown in Table 4.4. Majority of them indicated that government policies in the

MMDAs must be implemented to improve physical development that also support socio-economic development. There are a number of policies crafted to support and strengthen the MMDAs if rightfully implemented, will take off a lot of the challenges attributed to the setbacks in the MMDAs. For instance, the assembly is not only expected to facilitate the acquisition of land and preparation of relevant documentations towards the establishment of any government programme targeted at bettering the livelihood of the targeted community, but ensure that the facility is protected from encroachment. 16% of the respondents indicated that there must be coordination and supervision of the implementation of physical planning schemes. Another 16% in line with the vision of strengthening the development control exercise of the MMDAs, agreed that attention must be paid to the implementation of policy programmes aimed at ensuring the efficient management of human settlements. The remaining 14% indicated that the assessment of overcrowding and slum conditions in the cities must be made and the recommendations made thereof be enacted towards achieving the set goal of improving the control exercise of the MMDAs.

**Table 4.4: Which of the following skills in your opinion is needed to strengthen the development control exercise at your MMDA?**

	Frequency	Percent	Valid Percent	Cumulative Percent
1 Coordinates and supervises the implementations of physical planning schemes	8	16.0	16.0	16.0
2 Implement government policies in the MMDAs to improve physical development that support socio-economic development	27	54.0	54.0	70.0
3 Assist in the implementation of policy programmes that ensure efficient management of human settlements	8	16.0	16.0	86.0
4 Assesses overcrowding and slum conditions in the cities and makes appropriates recommendations	7	14.0	14.0	100.0
<b>Total</b>	<b>50</b>	<b>100.0</b>	<b>100.0</b>	





**Fig. 4.6: Mean values of best practices of the works department of the MMDAs**

With respect to Fig. 4.6, respondents were required to choose from a Likert scale of 1 – 5 how significant they saw the given criteria as best practices of the works department of the MMDAs. The average or mean value as used in the Figure can be determined by summing up 1 to 5 and dividing the result by 5. It is expected that for a variable to be relevant, its mean should be greater than 3.0, which is the median of 1 -5. The higher the mean value, the more important the variable and the lower the mean value, the less important the variable. Considering the Fig. 4.6, all variable can be said to be relevant but some more relevant than the others. The ability to track unauthorised development in the district was considered most significant with a mean value of 4.82. This was followed by the application of development control sanctions such as demolitions, fine against developers who flout building regulations; frequent visit to the site to ensure quality and standard structures are raised and for conformity with approved permit; ability to work with adjoining districts; competitiveness of professional staff;

performance measurement and output management skills; and best value for development control exercise, which had a mean value of 3.74.

The ranking done with the mean value can also be done by considering the Cronbach's Alpha if Item Deleted. The Cronbach's Alpha if item deleted indicates how one variable relates to the other variables. For instance, what will be the effect of deleting 'Competitiveness of professional staff' from the given options? If done, it implies that the new Cronbach value will be 0.948. Notice that this value is less than the combined alpha index of 0.962 (see Table 4.2) for section 2. This implies that the deletion of the variable is significant because the interest is not to lower the reliability index, but rather to increase the index. In a nutshell, the higher the value of the Cronbach alpha if deleted, the lesser or more irrelevant the variable when compared to the others and vice versa.

**Table 4.5: Cronbach's Alpha if item deleted for technical and administrative capacities of your MMDA?**

	Cronbach's Alpha if Item Deleted
Competitiveness of professional staff	.948
Performance measurement and output management skills	.949
Best value for development control exercise	.962
Ability to work with adjoining districts	.950
Ability to track an unauthorized development in the district	.967
Applying of development control sanctions such as demolitions, fine against developers who flout building regulations	.959
Frequent visit to the site to ensure quality and standard structures are raised and for conformity with approved permit	.954

#### **4.4.1 Competitiveness of Professional Staff**

In today's fast-paced economy, competition is an issue of services and products. Much attention has been directed to a better service and the best product and how this can be achieved through utilising the human resources. It is important to identify the competitive advantage concepts and models, competitive strategies and the main human resource practices that have a significant impact on the employee's performance.

#### **4.4.2 Performance Measurement and Output Management Skills**

Performance is understood as achievement of the organization in relation with its set goals. It includes outcomes achieved, or accomplished through contribution of individuals or teams to the organization's strategic goals. The term performance encompasses economic as well as behavioural outcomes. The MMDAs must also consider the measurement of performance and output.

#### **4.4.3 Best Value for Development Control Exercise**

The development control function is an important one and those who work to evaluate applications for development permission; grant or refuse permission; and inspect development have a tremendous responsibility to ensure that the problems just identified do not arise. The MMDAs have a responsibility to ensure that development occurs in the right place, at the right time; that buildings are structurally sound and will not endanger the safety or lives of those who live in or use them; that they are provided with the basic services and facilities necessary to support the purpose for which they are erected; and to ensure that the environment and natural resources of the districts are managed carefully and prudently for the enjoyment of present and future generations.

#### **4.4.4 Ability to Work with Adjoining Districts**

To enhance efficiency, maximize time, and reduce administrative cost, it is important that the various districts in the region within the same metropolis work hand-in-hand and share information. This will go a long way to help the various district track progress at all time and improve upon working techniques.

#### **4.4.5 Ability to track an unauthorized development in the district**

The ability of the works department of the MMDAs to effectively track unauthorized developments in the community is a very important task that need be mastered to ensure that districts stamps full control of the development with their catchment.

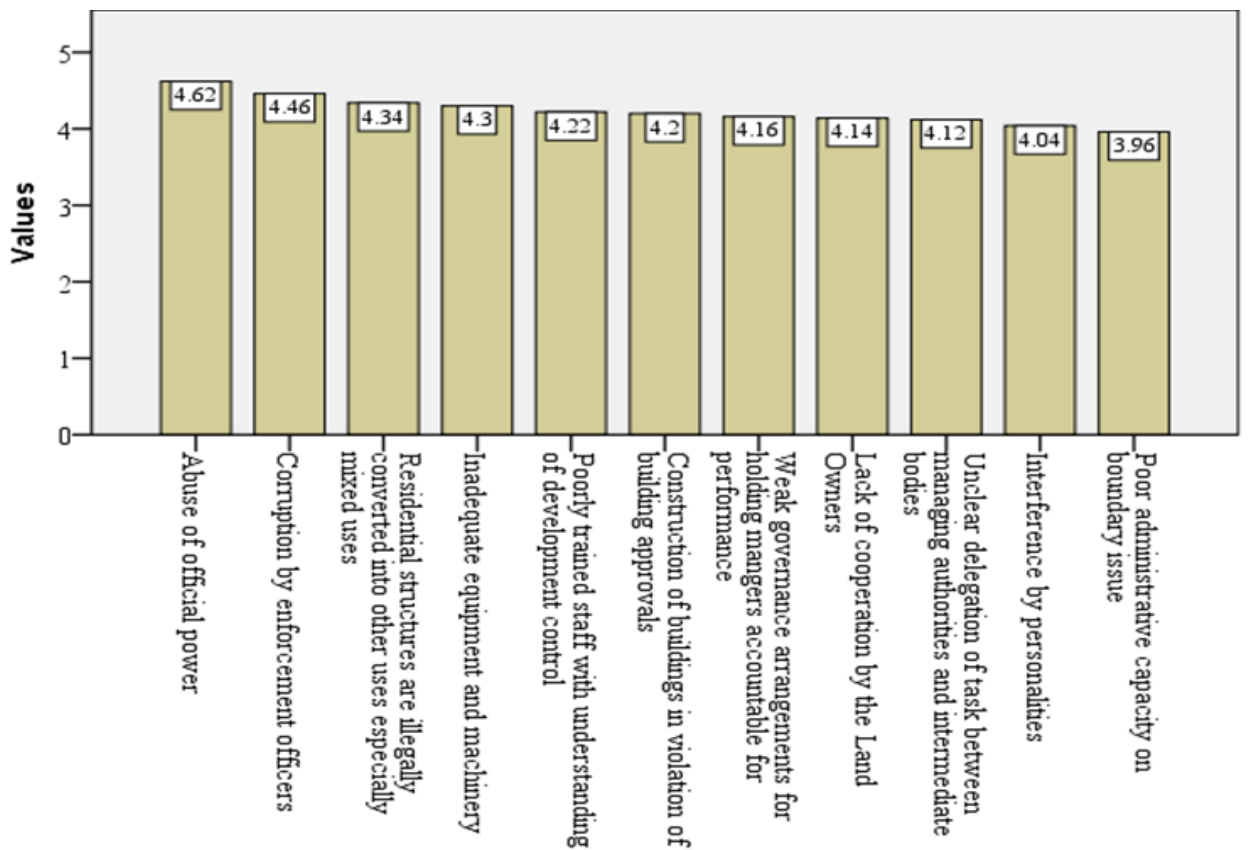
#### **4.4.6 Applying of Development Control Sanctions such as Demolitions, Fine Against Developers Who Flout Building Regulations**

As part of its functions, the MMDAs applying of development control sanctions such as demolitions, fine against developers who flout building regulations is key to deterring developers from indiscriminately building structures without permission or proper documentation and authorization from the appropriate quarters.

#### **4.4.7 Frequent Visit to the Site to Ensure Quality and Standard Structures Are Raised and For Conformity with Approved Permit**

Frequently visiting the site to ensure quality and standard structures are raised and for conformity with approved permit is equally important to ensuring that the right structures are put up in conformity with the approved permits. It is common practice for developers to erect structures contrary to what has been approved by the works department of the districts.

#### 4.5 CHALLENGES FACING THE WORKS DEPARTMENT OF THE MMDAs



**Fig. 4.7: Mean values of challenges facing the works department of the MMDAs**

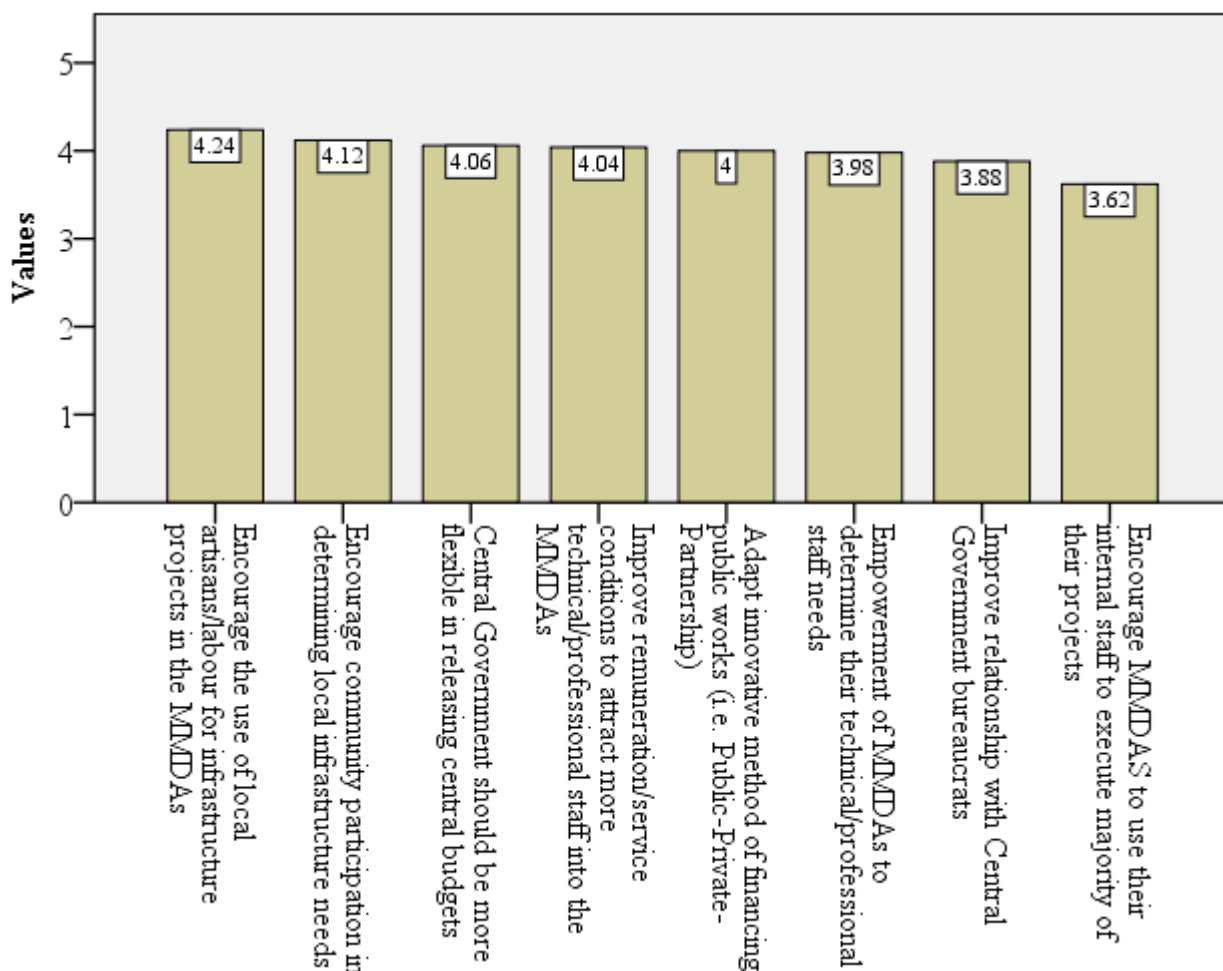
Based on the mean value of the variable shown in Fig. 4.7, the order of importance or how critical the challenges are as follows: Abuse of official power; Corruption by enforcement officers; Residential structures are illegally converted into other uses especially mixed uses; Inadequate equipment and machinery; Poorly trained staff with understanding of development control; construction of buildings in violation of building approvals; weak governance structure arrangements for holding managers accountable for performance; lack of cooperation by the land owners; unclear delegation of task between managing authorities and intermediate bodies; interference by personalities; and poor administrative capacity on boundary issue.

With respect the Cronbach alpha if deleted, the order of relevance of each of the values put together is similar to the order as in the mean value. For instance, the Cronbach value if deleted for Abuse of official power is 0.988, which is the highest.

**Table 4.6: Cronbach’s Alpha if item deleted for challenges facing the works department of the MMDAs**

	Cronbach's Alpha if Item Deleted
Poorly trained staff with understanding of development control	.986
Lack of cooperation by the Land Owners	.986
Construction of buildings in violation of building approvals	.986
Corruption by enforcement officers	.987
Interference by personalities	.986
Inadequate equipment and machinery	.986
Residential structures are illegally converted into other uses especially mixed uses	.986
Poor administrative capacity on boundary issue	.986
Abuse of official power	.988
Unclear delegation of task between managing authorities and intermediate bodies	.987
Weak governance arrangements for holding managers accountable for performance	.987

#### 4.6 STRATEGIES TO PROMOTE OR ENHANCE THE TECHNICAL AND ADMINISTRATIVE CAPACITIES OF THE WORKS DEPARTMENT OF MMDAs



**Fig. 4.8: Mean values of strategies to promote or enhance the technical and administrative capacities of the works department of MMDAs**

The mean value of the strategies to promote or enhance the technical and administrative capacities of the works department of MMDAs as given in Fig. 4.8 suggests that the encouragement of the use of local artisans/labour for infrastructure projects in the MMDAs is the most relevant strategy followed by encourage community participation in determining local infrastructure needs, central government should be more flexible in releasing central budgets, improve remuneration/service conditions to attract more

technical/professional staff into the MMDAs, adapt innovative method of financing public works (i.e. public-private-partnership), empowerment of MMDAs to determine their technical/professional staff needs, improve relationship with central government bureaucrats, and encourage MMDAS to use their internal staff to execute majority of their projects.

**Table 4.7: Cronbach’s Alpha if item deleted for strategies to promote or enhance the technical and administrative capacities of the works department of the MMDAs**

	Cronbach's Alpha if Item Deleted
Encourage MMDAS to use their internal staff to execute majority of their projects	.988
Adapt innovative method of financing public works (i.e. Public-Private-Partnership)	.987
Central Government should be more flexible in releasing central budgets	.987
Improve remuneration/service conditions to attract more technical/professional staff into the MMDAs	.988
Encourage the use of local artisans/labour for infrastructure projects in the MMDAs	.988
Empowerment of MMDAs to determine their technical/professional staff needs	.986
Encourage community participation in determining local infrastructure needs	.987
Improve relationship with Central Government bureaucrats	.987



#### **4.7 SUMMARY**

With the research question and objectives in mind, this chapter of the study has profiled the background of the respondents, assessed the technical and administrative capacities of the works department in relation to development control, challenges facing the works department of the MMDAs, and strategies to promote or enhance the technical and administrative capacities of the works department of the MMDAs.

## **CHAPTER FIVE**

### **CONCLUSION AND RECOMMENDATIONS**

#### **5.1 INTRODUCTION**

This chapter presents the findings of the study, conclusions and recommendations towards enhancing the technical and administrative capacities of the MMDAs and directions for further studies.

#### **5.2 FINDINGS AND CONCLUSIONS**

It has been established that the staffing level of the works department of the MMDAs needs to be reconsidered to ensure that staff of the works department are not only adequately trained to understand nature and rudiments of their jobs, but also the staffing level be increased to accommodate more staff to help monitor the developments of buildings in the various communities as a step towards the effective control development in the ever-increasing urban population. Else considering the technical capacities of the human resources, the MMDAs can enhance their administrative capacities by putting in place mechanisms to effectively coordinates and supervises the implementations of physical planning schemes, implement existing government policies targeted at improving physical development in tandem with enhanced socio-economic development, implementation of new policy programmes to efficient management human settlements to avoid overcrowding and slum conditions.

The challenges facing the works department are unique and varied, but similar for all three districts considered in this study. Predominant of them are the interference in the activities of the works department in the control of development by political officials, bribery and corruption by enforcement officers during the exercise of their duties; the illegal conversion of residential structures for commercial usage; inadequate

equipment and machinery needed for the effective discharge of duty at the various districts; understaffing and inadequate training of staff to withstand the challenges that come with development control. The others are the construction of buildings in violation of building approvals; weak governance arrangements for holding managers accountable for performance; lack of cooperation by the land owners; unclear delegation of task between managing authorities and intermediate bodies; and poor administrative capacity on boundary issue.

### **5.3 RECOMMENDATIONS**

The researcher highly recommends that the following based on the objectives of the study:

To enhance Institutional capacity,

- MMDAs should periodically train and appraise their staff on the legal rules for construction work, building regulation/code, land management, town and country planning rules/laws. The staff should be made to understand that as part of their requirement to undertake their duties in their various capacities, their knowledge of the various tools they need to equip themselves for the job is of eminent importance.
- MMDAs to use their internal staff to execute majority of their projects instead of hiring or giving out the projects on contract. This will end up reducing the cost of the projects and the difference in the cost can be channelled to enhance the technical and administrative capacities of the MMDAs

To address the challenges facing the MMDAs,

- MMDAs should adapt innovative method of financing public works, such as Public-Private-Partnership.

- MMDAs improve remuneration/service conditions to attract more technical/professional staff into the service to help in the attempt to effectively control the development of buildings and other structure in the communities.

With respect to the possible interventions to generally enhance development control,

- Central Government should be more flexible in releasing and allocating central budgets to the various MMDAs
- MMDAs encourage stakeholder participation in determining local infrastructure needs

#### **5.4 LIMITATION OF STUDY**

This study is limited in geography to the Central Region of Ghana, specifically the districts under study in the Region. The researcher wished he had more resources and time enough to have included in his study more districts within the region and some other regions with high rate of expansion in infrastructure.

#### **5.5 DIRECTION FOR FURTHER STUDIES**

The researcher hereby suggest that further studies should be conducted on the staffing level of the entire structure of the works department of the MMDAs, especially the project management unit. The objectives of the proposed study are to determine the effect of understaffing of the effective execution of projects executed by the MMDAs, and how to determine the appropriate staffing level. The recommendations from the findings of the proposed topic would go a long way to improving the working conditions and services of the MMDAs.

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**APPENDICES**

**APPENDIX I: INTRODUCTORY LETTER**

Justice Godsent Nkum  
P.O .Box 36  
Winneba

Dear Respondent,

**COLLECTION OF DATA**

I am studying for a Master of Science degree in Construction Management at the Kwame Nkrumah University of Science and Technology, KNUST. As part of the requirement for the award of the degree, I am undertaking a research on:

**ASSESSMENT OF DEVELOPMENT CONTROL CAPACITY OF MMDAS: A STUDY OF SELECTED WORKS DEPARTMENT**

Kindly assist me fill the questionnaires attached. The response you provide will be used for research purpose only and your identity will remain confidential.

Your co-operation will be appreciated.

Yours faithfully,

.....  
Justice Godsent Nkum

## APPENDIX II: QUESTIONNAIRE

### SECTION 1: RESPONDENT'S DETAILS

**1.1** Which one of the following assemblies do you work? (tick  appropriate box)

Gomoa West District Assembly

Gomoa Central District Assembly

Gomoa East District District Assembly

Other ..... (Please specify)

**1.2** How long have you been working at the Assembly?

Less than 10 year       10 – 19 years       20 – 29 years       30 years or Over

**1.3** What is your Highest Qualification?

Bachelor's Degree

PGD/Master's Degree

Higher National Diploma (HND)

Others (Please state): \_\_\_\_\_

**1.4** Which of the following is your function in the Department of Works? (tick  appropriate box)

Planning Approval

Development Control

Building Inspection

Others (Please state): \_\_\_\_\_

**1.5** What is the major functions of your Department?

Enforcement of Building regulations/code

Vetting of Planning Applications

Ensuring that site plans conforms with planning scheme

Checking structural details of the drawing

Others (Please state): \_\_\_\_\_

**SECTION 2: TECHNICAL AND ADMINISTRATIVE CAPACITIES OF WORKS DEPARTMENT IN RELATION TO DEVELOPMENT CONTROL**

**2.1** Which of the following skills in your opinion your Education/Training did NOT focus attention?

- Legal Rules for Construction Work
- Building Regulation/Code
- Land Management
- Town and Country Planning rules/laws

**2.2** Which of the following skills in your opinion is needed to strengthen the development control exercise at your MMDA? Indicate by ticking the appropriate boxes.

- Coordinates and supervises the implements of physical planning schemes
- Implement government policies in the MMDAs to improve physical development that support socio-economic development
- Assist in the implementation of policy programmes that ensure efficient management of human settlements
- Assesses overcrowding and slum conditions in the cities and makes appropriates recommendations

**2.3** Please rank on a scale of 1 – 5 how significant you determine the following performance at the works department of your MMDA. The scale is:

1 = not significant 2 = less significant 3 = neutral 4 = significant 5 = very significant

	1	2	3	4	5
Competitiveness of professional staff					
Performance measurement and output management skills					
Best value for development control exercise					
Ability to work with adjoining districts					
Ability to track an unauthorized development in the district					
Applying of development control sanctions such as demolitions, fine against developers who flout building regulations					
Frequent visit to the site to ensure quality and standard structures are raised and for conformity with approved permit					
<i>Others (Please state)</i>					

### SECTION 3: CHALLENGES

To identify the challenges faced by the works department of the MMDAs in the delivery of development control exercise. Please rank on a scale of 1 – 5 how negative the challenges are to them. The scale is:

1 = not negative 2 = less negative 3 = neutral 4 = negative 5 = very negative

	1	2	3	4	5
Poorly trained staff with understanding of development control					
Construction of buildings in violation of building approvals					
Corruption by enforcement officers					
Interference by personalities					
Lack of cooperation by the Land Owners					
Inadequate equipment and machinery					
Residential structures are illegally converted into other uses especially mixed uses					
Poor administrative capacity on boundary issues					
Abuse of official power					
Unclear delegation of task between managing authorities and intermediate bodies					
Weak governance arrangements for holding managers accountable for performance, controlling and avoiding undue political influence over project selection and staff appointments					
<i>Others (Please specify)</i>					



**SECTION 4: STRATEGIES TO PROMOTE OR ENHANCE THE TECHNICAL AND ADMINISTRATIVE CAPACITIES OF THE WORKS DEPARTMENTS OF MMDAs**

In your view, what strategies would promote or enhance the technical and administrative capacities of the Works Departments of assemblies in the MMDA. (Rank your response in order of importance on a scale of 1 to 5, where 5 = most important and 1 = least important)

	1	2	3	4	5
Encourage MMDAs to use their internal staff to execute majority of their projects and development control works					
Adapt innovative method of financing public works (i.e. Public-Private-Partnership)					
Central Government should be more flexible in releasing central budgets					
Improve remuneration/service conditions to attract more technical/professional staff into the MMDAs					
Encourage the use of local artisans/labour for infrastructure projects in the MMDAs					
MMDAs should be empowered to determine their technical/professional staff needs					
Encourage community participation in determining local infrastructure needs					
Improve relationship with Central Government bureaucrats					
<i>Others (Please specify)</i>					