

SITE SELECTION IN GHANA

Report of the Field Survey Team
for the Office of Urban Development's
Land Use Programming In An
Intermediate-Sized City Project

by

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Foreword

Following a research study into the feasibility of land use programming in small- and intermediate-sized cities in developing countries, which Rivkin/Carson, Inc., conducted under contract, the Office of Urban Development in the Bureau for Technical Assistance (TA/UD) in the U.S. Agency for International Development (AID/W) designed a project to demonstrate the application of the conclusions of the research study report.

Potential sites were selected initially with the cooperation of the regional bureaus in AID/W, and the field missions were consulted. On the basis of the nomination of site cities by the host countries and the field missions, an AID/W field survey team was organized for each of three regions -- Latin America, East Asia, and Africa. The teams visited the countries and the prospective site cities, and in cooperation with local host government and AID officials selected a site in each region.

The initial descriptions of the TA/UD Land Use Programming project were broadly drawn and a considerable degree of flexibility was initially provided for in order to permit the specific project design to account adequately for and reflect local conditions in prospective host countries. However, several broad criteria were considered necessary for the successful implementation of the project. In terms of the alternative sites in Africa, these criteria included:

1. intermediate size: while this criterion is a relative measure, it was inclusive of cities of between 50,000 and 200,000.
2. location: preference was given to cities located at sufficient distance from the primary cities to act as growth centers in formerly less developed areas.
3. urban growth: primary consideration was given to cities which exhibited recent, rapid urban growth and which might be experiencing related urban problems.
4. agricultural role: the role of the city as a major center of agricultural development, as a market center for collection, distribution, processing, and servicing an expanding agricultural hinterland.
5. decentralization: the extent to which decentralization is a policy goal of the government and the extent to which administrative and political mechanisms exist to effect such decentralization.

6. national commitment: the degree of national commitment to effective planning and development of centers outside of the major city or cities, including fostering of local planning and implementation capacity.
7. interest: the extent to which interest is shown at both the national and local levels in the major objectives of the project.
8. demonstration: the degree to which the project site might be expected to act as a demonstration city for others within the country, or similar cities elsewhere.

The field survey team for Africa consisted of Eric Chetwynd, Jr., Project Manager and Urban Development Advisor, TA/UD, and Michael L. McNulty, Professor of Geography and Director, Center for the Study of Urban Growth in Developing Countries, University of Iowa.

The team went to Ghana and the Ivory Coast. Herewith is a report of the team's visit to Ghana.

The city of Tamale in the Northern Region of Ghana was selected as the Africa site for TA/UD's Land Use Programming project. Details of the urban development context in Ghana, the project setting, and the key components of the project are set forth in the following pages.

INTRODUCTION AND CONCLUSIONS

The survey team was invited to Ghana to examine the City of Tamale as a potential site for the TA/UD Land Use Programming project. In Ghana the team found a high level of receptivity to the project at all levels of government and a national and local developmental setting that fits very closely the site selection criteria. The government is in the initial stages of a new local government set-up and an economic development program both of which are geared to decentralization of development. The economically and demographically fast-growing city of Tamale has been designated as the pilot growth pole in the new Five-Year Development Plan Guidelines and already serves as the major service center for Ghana's Upper and Northern Regions -- now the locus of what is termed Ghana's "agricultural revolution." Moreover, the Regional Commissioner for the Northern Region, of which Tamale is the capital, has expressed a determination to strengthen further the city's developmental impact on the two regions, and sees a definite role for the TA/UD project in this regard.

This combination of factors and more has led to TA/UD's choice of Tamale as the setting for the Africa demonstration of the Land Use Programming Project. It is intended that further negotiations on project scope and detail will proceed with the Ghanaian Government and USAID/Ghana forthwith.

THE SETTING

Ghana. The population of Ghana in 1970 was approximately nine million. This figure represented an increase of approximately 27% from the 1960 census figure with relatively high growth rates evident in some of the principal towns including Accra, Sekondi-Takoradi, Kumasi, and Tamale.

Accra, the capital city, had an estimated population of 700,000 in 1972. The urban area of Sekondi-Takoradi accounted for approximately another 100,000 people. Kumasi, the second largest city in the country, had an approximate population of 350,000 in 1972.

The pattern of development in Ghana is similar to that found in many other West African countries. The major growth poles are found in the southern one-third of the country and include the important centers of Accra, Kumasi, and Sekondi-Takoradi. These southern centers are well integrated through a system of railways and roads. They define what is often referred to as "The Golden Triangle", which contains much of the export production which forms the basis of Ghana's economy. The Northern Region is considerably less well developed, despite the fact that several areas along the northern border have quite high population densities. The development of the Northern Region has been a stated objective of governments from the time of Nkrumah.

The principal exports of gold, timber, and cocoa are all obtained in the southern part of the country. Although the Northern Region holds considerable agricultural potential as a source of

both food production and for agricultural industries, it has continued to lag behind developments in the south.

Tamale serves as administrative capital of the Northern Region, and had a population of 84,000 in 1970, having doubled between 1960 and 1970. The present population is estimated at 110,000. The growth of Tamale from a relatively small shrine town at the beginning of the century was greatly accelerated by the colonial government's decision to move their administrative headquarters from Gambaga to Tamale in 1907. The town occupies a relatively central location in the Northern Region and lies on the principal north-south road. It has emerged as a principal center for distributive trade in the whole of northern Ghana, and is the site of a number of present-day agricultural industries, including several rice mills, a vegetable oil mill, and a cotton ginnery.

Tamale occupies a very central position in the Northern Region and serves a large and expanding agricultural hinterland. In addition, the foodstuffs produced in the Upper Region also flow through Tamale on the way toward the markets of the south.

The Northern Region produces a number of foodstuffs including yams, maize, millet, beans, groundnuts, sorghum, and tomatoes. Commercial crops like cotton and rice are being expanded greatly. Mills and cotton gins have been built in Tamale to process the growing output in the region. The increased production of rice has been spectacular, and current production is straining the local milling, transport, and marketing capacity. Expansion of these facilities

is currently underway.

The importance of Tamale's role as an agricultural service center is increasing rapidly, and continued development of its agricultural hinterland will depend, at least in part, upon the adequacy of the urban infrastructure, service facilities, and commercial and industrial capacity.

Recent improvements and extensions of the road system in the Northern Region are increasing the centrality of Tamale. In addition, a number of recent government projects have been sited in the town. As part of the government's low-cost housing scheme, approximately 630 low-cost houses and bungalows were scheduled to be constructed in the Northern Region, of which 330 are located in Tamale. Other projects are underway to expand several local secondary schools, and to improve the general level of infrastructure in the town.

Its central location in northern Ghana, the administrative functions that it performs, and its role as a major agricultural collection point and processing center, suggest that Tamale will play a most important role in the development of the Northern Region. As the principal center on the north-south route from Upper Volta to Kumasi, it may play a potential role as an intervening opportunity for migrants who regularly engage in seasonal or permanent migration.

THE DEVELOPMENT CONTEXT

Decentralization. Serious consideration of decentralized development in Ghana began nearly a decade ago. In 1967, a commission was appointed to examine the structure of the public service in Ghana. Its report, the Report of the Commission on the Structure and Remuneration of the Public Services in Ghana, criticized the then strongly centralized structure of government in which central and local government belonged to two separate services with a wide gap in pay and skill levels between the two levels. The report recommended an integrated civil service in which national and local level officials would be on a more equal footing in all respects.

Today decentralization in Ghana is a clearly articulated policy manifested in the national economic development guidelines, the regional and spatial development guidelines, and the new local government structure. Guidelines for the five-year development plan (1975-80), published in January 1975, call for equitable income distribution and the elimination of extremes in the distribution of income and wealth. This is one of the six key goals or objectives of the plan and is preceded only by economic growth and the promotion of full employment in order of importance.

An important component of the equity goal is the regional planning and rural development program outlined in the guidelines. The government sees development of the regional and rural areas, meaning the non-metropolitan areas where some 70% of the people live, as a crucial indicator of overall developmental success. As

such, the more conventional sectoral approach to development will be augmented in the new plan period by a strong emphasis on regional planning and development and the development of rural areas in this context.

In spatial terms development has been focussed on three main urban-industrial areas; namely, Accra-Tema, Kumasi, and Sekondi-Takoradi. Because of their considerable accumulation of infrastructure, functions, and activities, these three centers will remain the principal growth poles at the national level. However, to help offset their economic dominance and to spread development to other regions, growth centers will be established at the regional level, primarily in what are now the regional capitals.

Tamale will be the only such center to be developed during the new five-year plan period, due to the heavy commitment of resources required for this kind of development. It was selected as the pilot center because of its size -- with a population of 110,000, it is the fourth largest city in the country -- and its strategic central place function as the primary service center and growth point for the Northern and Upper Regions of Ghana. The regions already are called the bread basket of Ghana, and are undergoing what rightfully is termed an agricultural revolution in new production of rice and other crops.

The new regional development policy in Ghana addresses all the levels of the regional urban hierarchy. Below the regional level growth centers a role also is perceived for the district level growth points and for development service centers at the local and village levels. Centers will be selected carefully for concentrated

development at both of these levels. Selection will be based on the potential of each center within the government's new accelerated agricultural development program. For example, district level centers will be selected for their central place function -- service, collection, distribution, processing -- for district agriculture, and local level centers will be selected for their location in intensive agricultural zones. They are seen as diffusion points for agricultural innovations and base services.

Hence, the Ghanaian regional development scheme encompasses the four basic levels of the urban hierarchy - national, regional, district, and local centers. The national level centers are identified, and Tamale is the first regional center selected for concentration. The Ministry of Economic Planning is studying and classifying centers at the district and local levels so that implementation of this program can proceed on a basis of ordered priorities.

Perhaps the most dramatic component of the government's decentralization policy is the new local government structure. This is in part a follow-up of the 1967 Commission report, and it already is in various stages of implementation. Basically, the new program calls for the integration of the civil service, putting national and local level officials within the same system, and the decentralization of formerly national level functions (e.g., Coordination of Budgets and Work Programs) and authority to the regional and district levels, so that the responsible officials will be closer to the problems and programs with which they are dealing. To quote a recent government report, "The introduction of the new structure of local administration ... would abolish the distinction between local and central

government and create at the local level one monolithic structure to which will be assigned the totality of government activity at the local level." This will "take the decision-making function in respect of matters of a purely local significance away from Accra closer to the areas where the decisions are implemented."

The new system will consist of four tiers of government: (1) Regional Councils, (2) District Councils, (3) Municipal, Urban and Local Councils, and (4) Town and Village Development Committees. Appendix B attached explains the nature and structure of the Regional and District Councils, the establishment of which already is in process. Creation of the lower level units still remains to be worked out.

The degree to which implementation of the new structure has taken place within the proposed project area, the Northern Region and Tamale District, will be discussed in a subsequent section.

Urban and Regional Planning. Plan preparation and implementation in Ghana involves a large number of government ministries and departments at the national, regional, and local levels. In terms of the activities described as part of the TA/UD project, at least three national ministries are of immediate concern:

1. Ministry of Local Government,
2. Ministry of Economic Planning, and
3. Ministry of Works and Housing.

It may develop that other government entities, such as the Ministry of Labor and Social Welfare and the Highway Authority, should

be involved directly in the project, although the three above would seem to be the core group for this purpose.

The Ministry of Economic Planning plays a central role in the preparation of national development plans and development budget. The five-year plan (1975-1980) is presently under preparation and guidelines were published in January 1975. The preparation of regional development plans for each of the nine regions is the responsibility of the regional offices of the ministry. Regional resource planning is a function of the Ministry of Economic Planning, a function which in part was performed formerly by the Ministry of Works and Housing.

The Ministry of Works and Housing is responsible for physical planning, as well as implementation of programs of infrastructure, (but not roads which are the responsibility of the Ghana Highway Authority) and housing. The preparation of physical plans for individual towns is the responsibility of the Department of Town and Country Planning. Once the physical plan of a town is completed, implementation is the responsibility of a wide variety of ministries, departments, parastatal organizations, and private interests.

In a sense, it is useful to distinguish between the functions of:

1. Urban planning (preparation of physical plans -- usually a master plan and a series of detailed plans), and
2. Urban development planning (the determination of particular roles a city will play in regional development, a siting of particular projects, establishment of industries, services, housing, etc.).

At present, these two functions are performed somewhat separately in Ghana. For example, while the physical plan may have specified a particular section of the city as an industrial site, the determination of which industries will actually be located there is the responsibility of other government departments and ministries. Specific projects (infrastructure, housing, industrial, etc.) must conform to plan specifications and require a development permit, a certificate of entry, and building permits. In fact, projects and any modification of the physical plan must be approved by the ministry in Accra.

The Ministry of Local Government is preparing guidelines for decentralizing certain functions currently performed by the central government to the regional, district, and local levels. This should have the effect of allowing for more local decision making and initiative in physical and development planning. At the local level, therefore, this should provide an opportunity for closer coordination of these activities. In light of recent decisions concerning decentralization, the objectives of the TA/UD Land Use Programming project are more likely to be realizable than under previous administrative and planning structures. It would appear that the TA/UD project could play an important role in aiding the Ghanaian government in achieving their objective of effective local development and administration.

Institutional and Private Professional Resources. Ghana has three universities: University of Ghana (Legon), Kumasi University of Science and Technology (KUST), and University of Cape Coast (primarily teacher training).

KUST is the primary source for professional training in urban and regional planning (both B.Sc. and M.Sc. levels). Many of the planners in government are graduates of KUST. It has been suggested that a planning curriculum may be established also in Legon.

Since the TA/UD project is expected to make maximal use of local planning expertise as subcontractors on various survey, research, and training elements of the project, the availability of professionals from the universities should enhance the success of the project.

In addition to the universities, a limited number of private planning firms already are operative in Ghana. Such firms would be available for specific research or planning tasks as required by the TA/UD project.

The involvement of professionals from the universities and private sector would strengthen the cooperation between these institutions and government planning agencies -- an objective consistent with the TA/UD project goals.

International Programs. There is considerable evidence of international agency interest in the Tamale area. Since the late 1950s the Christian Service Committee (CSC is composed of Ghanaian and foreign missionary groups) has been operating a successful program which is geared to the extension and service needs of the many small farmers in the Northern and Upper Regions of Ghana. The CSC has a headquarters in Tamale and ten service stations in remote locations in the two regions, such as those at Yendi and Garu.

A more recent program in the area is the large rice production program begun in 1970 under the sponsorship of the West German Government. Influenced by the CSC program this project focused

initially on development and delivery of a smallholder package, including fertilizer, improved seeds, crop rotation, bullock plowing and grain storage. However, in response to pressures to meet production targets for the region, the project has tended to benefit primarily the large-scale farms in the two regions. Efforts are underway to reorient the project towards the smallholder farmer.

There are other international programs geared to the Northern and Upper Regions. The National Investment Bank has created the Nasia Rice Mills Corporation which is developing a 6,000-acre area northeast of Pong Tanale (30 miles north of Tamale) for production of rice. The corporation already has an African Development Bank loan and has asked for AID assistance as well. The IBRD is about to undertake the definitive planning of a comprehensive regional development program for the Upper Region and the UN-WHO Onchocerciasis (river blindness) program is also operating throughout the two regions.

Finally, the UNDP is sponsoring a study of potential Volta Lake fishing ports. This study is related tangentially, at least, to the proposed TA/UD project in Tamale, although it will focus primarily on areas south of the Northern Region.

Land Tenure, Acquisition, and Administration. Effective instruments and legislative power for the acquisition and administration of land is central to the land use programming and control process as conceived in the TA/UD project.

Land is an important resource in Ghana. In a sense no parcel of land is without an "owner", although the proper "ownership" may not belong to a single individual. Several traditional systems of

land tenure exist within the different regions of Ghana. Patterns of land ownership, land utilization, and inheritance differ from one cultural group to another.

The basic categories of land ownership in Ghana are:

1. Private land (including family land)
2. Stool/Skin lands
3. Stool/Skin lands vested in the State
4. State or Government land.

Certain features of each of these categories, together with a brief description of the legislation and other instruments of land use control, are contained in a report prepared by Mr. Fred Owusu, Acting Deputy Chief Lands Officer (see Appendix A attached).

Disputes over land were and still are a matter of concern, and often require legal action. In addition to traditional tenure systems, land use laws patterned after British ordinances have been enacted. These are often at variance with traditional land laws and are the subject of additional confusion.

The inadequacy of existing legislation for effective urban planning is a matter of concern to the government. In the five-year Plan Guidelines (p. 42), the Government has suggested that two of the main problems of physical planning are:

1. obsolete planning legislation and defective urban planning machinery, and
2. an ineffective land management system.

Thus, during the plan period, the government will make an effort to:

1. promulgate a comprehensive physical planning act to replace

the Town and Country Planning Ordinance of 1945, and

2. revise building regulations, define town boundaries, set simple rules and adequate standards, coordinate groups concerned with planning, and accelerate the rate of plan preparation.

At the local level inadequate instruments of acquisition and management have meant that local authorities are not able to monitor and control land use effectively. For example, at the time of the TA/UD project team visit to Tamale, the local government was unable to affect the growth of uncontrolled settlement in the town.

THE CASE OF TAMALE

Regional Institutions. There are a number of institutions in Tamale whose existence suggests a growing developmental capacity for the region and central role for the city. For example, two of these institutions, the National Investment Bank (NIB) and the Regional Development Corporation, were established in Tamale during the past two years. The NIB is a national organization with branches in various locations. During its first year of operation in Tamale (1974), the Bank developed a portfolio of 32 projects. Most of these were in the new rice production and involved loans to fairly large holders of between 50 and 1,000 acres. While these projects were primarily on the production side, the NIB can and probably will become involved also in the growth of processing industries in the city proper.

The Regional Development Corporation in Tamale is only two years old and already is engaged in a wide range of agricultural and construction projects. Its role is to stimulate development in the region, and it operates primarily on profits from its initial capitalization. It tends to seek out the innovative and the difficult projects, which is consistent with its developmental role. For example, it operates a 500-acre rice farm, raises sheep and goats, has a vegetable and a yam farm, and grows cassava, maize, and groundnuts. In the transport field it runs a fleet of trucks over the more difficult routes (e.g., feeder roads) which are not covered by private transportation companies. The corporation also is in the distribution

field, dealing in such items as cement, iron rods, and food imports, such as sugar. One of the projects it is developing strictly with earned profits is a building brick and tile factory. The corporation is still young and faces the problems and the challenge of any organization in business for both public service and profit.

An example of a well established institution in the region is the Agricultural Development Bank. Its portfolio is large in terms of the number of loans, although most of them have been quite small. Of a total of 480 projects in 1973 alone, 272 were for less than \$450 and 421 were for less than \$2,700. Most of these loans went to small farmers working on from 5 to 10 acres and involving a wide variety of agricultural activities, including cotton, rice, groundnuts, maize, yams, pigs, poultry, and vegetable oil mills. The bank has professional project development officers who work with the clients to improve management and techniques, and who coordinate closely with the Ministry of Agriculture in this respect.

There are in addition to these institutions several commercial banks, both government and private, including the Bank of Ghana, Standard Bank of Ghana, Ltd., Barclays Bank of Ghana, and Barclays Development Corporation, Ltd. These institutions serve the entire Northern Region and in some instances even extend their services to the Upper Region and its capital of Bolgatanga. This institutional base is just one example of Tamale's centrality to a very large physical region.

Regional and District Councils. The TA/UD team was able to observe firsthand the impact in Tamale of the new national decentralization program. The proposed regional council has not yet been established, although the Regional Commissioner and his staff are busy laying the groundwork for it, including planning for regional development and coordinating regional budget submissions of various ministries. Actually the Regional Council is the supervisory body, which is composed of representatives of the District Councils and the regional heads of departments. As such, its establishment must await the creation of the District Councils, now in various stages of organization.

The District Chief Executive for Tamale, the equivalent of an appointed mayor (he is an officer of the Ministry of Local Government but is seconded to the Regional Administration), is currently overseeing organization of the new district level structure which is destined to become the Tamale District Council. His original organization consisted of himself as District Chief Executive, an Assistant Secretary for Administration, and small administrative sections concerned with local government inspection, treasury affairs, health, works and construction, transport, and estates. Under the new structure this staff will be expanded greatly to include at least one representative from each of the formerly wholly centrally-based or centrally-operated organizations: Education, Agriculture, Health, Parks and Gardens, Town and Country Planning, Posts and Telecommunications, Social Welfare, Public Works, Treasury, and Fire Services. Some of these new decentralized functionaries are established already in Tamale, under the administrative control of the District Chief

Executive, and physically located within his organization. Some are not yet physically located within his organization and thus not yet wholly under his supervision, and others are not yet officially transferred to the District. All of these units shortly will be a part of the new district level organization under the District Chief Executive, and most will be located in a yet-to-be-constructed District Council Headquarters building, the site for which already has been secured.

Once fully established and if properly orchestrated, the new district level set-up should make for a highly effective administrative planning and developmental team. In this sense the TA/UD Land Use Programming project can make a considerable contribution, if it is used to help give technical and professional guidance and coordination to the diverse developmental units concerned with the growth and development of Tamale and its hinterland. At the national, regional, and district levels, this is one of the important roles seen for the project.

Planning and Implementation. The future growth of Tamale will be affected by planning at each level of the newly decentralized structure -- national, regional, and district.

At the national level, Tamale has been designated as the first of several regional level centers to be developed -- the primary one to receive attention during the new five-year plan (1975-80).

While the detailed national plan is not yet available, the designation of Tamale as the regional center to be developed suggests that a considerable effort will be made to ensure its future growth.

This plan focuses upon the development of Tamale as a major agricultural service center and locus of agricultural processing industries in the Northern Region.

Tamale was designated as a planning area under the terms of planning legislation (cap 84, which is to be revised in conjunction with plans for administrative decentralization); as such, a plan for Tamale was begun about 1970. The legislation at that time provided for the plan to be prepared by the central government through the Office of the Commissioner for Housing and Works in the Town and Country Planning Department.

The plan for Tamale is being sent to the printers in preparation for first deposit. It will then be available for public comment and suggestion. Once revised, if necessary, and approved, the Plan will become official.

Under the same legislation, plan preparation (vested in the Commissioner responsible for Town and Country Planning) was separate from plan execution (vested in local authority). Present reorganization of the local government and planning machinery should aid in bringing these two functions together at the local level.

To facilitate the merging of plan preparation and plan execution, the various national ministries are creating district level positions which will form part of the district development planning committee working with the District Chief Executive. The Ministry of Housing and Works presently has a trained professional planner at the regional level and an assistant who is assigned to the district level.

In Tamale the Regional Commissioner has launched a campaign entitled "Operation Face-lift", aimed at improving the physical

condition and appearance of the city center. Similar projects are underway in several other major centers. The Regional Commissioner has established a committee to aid in this effort, and regional representatives of several ministries and local community leaders and businessmen are members.

The efforts to decentralize the planning function in conjunction with local government reorganization provide an important opportunity to fuse the functions of plan preparation and execution. This exercise is made more difficult because of the scarcity of trained and experienced personnel to fill the district level posts of the various ministries. In this regard the TA/UD project might be very opportune -- that is, by providing additional technical expertise and training capacity during the initial phases of the new administrative/planning structure.

CONCLUSIONS: THE PROJECT SETTING IN TAMALE

In discussions with officials at the national, regional, and district levels, the TA/UD team found a keen interest in and support for the TA/UD Land Use Programming project.

Included in the discussions at the national level were the Commissioner for Works and Housing, Lt. Col. R.E.A. Kotei; the Principal Secretary for Works and Housing, Mr. E. A. Sai; the Principal Secretary for Local Government, Mr. G. T. Oddoye; the Technical Director for Works, Mr. E. Y. S. Engmann; the Technical Director for Housing, Mr. A. N. Nartey; the Chief Town Planning Officer, Mr. P. N. T. Turkson; the Deputy Chief Town Planning Officer, Mr. N. M. Obuobisa; and Assistant Chief Town Planning Officers Messrs. C. N. K. Boateng and G. A. E. Sepenu. In addition, the team discussed the project with Professor S. A. Darko, Faculty of Social Science, KUST, Kumasi.

Discussions at the regional level were with the Regional Commissioner, Lt. Col. Festus Addae; the Assistant Chief Town Planning Officer, Mr. H. S. K. Gadzekpo; the Regional Resource Planning Officer, Mr. Mensah; and representatives of the National Development Bank, the Agricultural Development Bank, and the Regional Development Corporation.

At the local level discussions were held with the District Chief Executive, Mr. Tettey.

At each of these levels, the key elements of the project were considered -- namely, its potential role or contribution in Tamale; the administrative structure in which it might operate; the nature of the AID input to the project; and the level of project support at the national, regional, and local levels. The following is a summary of the conclusions reached jointly by Ghanaian officials and the AID team.

Key Factors Considered. Many forces are converging in Tamale now which, taken together, clearly articulate a role for the Land Use Programming project. These are: (1) the government's decentralization program and new local government set-up; (2) the designation of Tamale as the pilot growth pole in the new Five-Year Development Plan Guidelines; (3) the "agricultural revolution" taking place in the Northern and Upper Regions with Tamale as the key service and administrative center; (4) the dramatic growth of population and activity in the City of Tamale; (5) the determination on the part of the Regional Commissioner to strengthen further the central place role of Tamale in the Region; and (6) the imminent approval of a long-range development plan for the city.

Proposed Project Focus. In this context the role of the project would be to: (1) help integrate decentralized services and functions at the district level; (2) help plan and guide the growth of the city within the framework of regional and local development plans and objectives; (3) assist with identification and application of appropriate land use control and guidance mechanisms; (4) aid in the transition from existing

plans to implementation through project identification, timing or phasing, design, and packaging; (5) contribute to identification and cultivation of a variety of funding sources; and (6) help establish an evaluation and feedback mechanism for regular adjustment and correction of the planning and development process, including improved mechanisms for citizen input (see Appendix C, The Land Use Programming Process).

Administrative Structure. It was generally agreed that the project should be located at the district level in association with and under the direction of the District Chief Executive Officer and integrated with the District Development Committee. The need for designating a technical coordinator to work with the District Development Committee was discussed, but final determination of this point is up to the Ghanaian officials. It is understood that such a position is envisioned for the district level in the new Ghanaian local government set-up, but that his designation now in Tamale to help accommodate the TA/UD project would represent an acceleration of this plan.

It is the technical judgment of the TA/UD team that if such a position were established in Tamale, it should be filled by a broad-gauged, multi-disciplinary, and experienced officer professionally qualified in the field of urban and regional development. He could be at the Assistant Secretary level in the district government and operate as a counterpart

to the existing Assistant Secretary for Administration. His rank should be sufficient to enable him to coordinate effectively the work of the District Development Committee. In essence, this officer would be an Assistant Secretary for Development reporting directly to the District Chief Executive.

The AID Input. Through a contractual arrangement AID would provide a technical associate for two years to help train and advise the officer responsible for coordination of the District Development Committee. AID could provide funding through appropriate government channels for the first year's salary of this Ghanaian officer, provided that this position would be fully funded by the appropriate Ghanaian Government agency in subsequent years.

The AID contractor would help also to train District Officers in integrated land use programming through seminars, workshops, and through supporting special short courses arranged through local institutions, such as the Kumasi University of Science and Technology. Local research also would be funded through the project to the extent possible within the given funding level, and special short-term consultants (e.g., urban finance specialists) would be made available as needed. To the maximum extent possible, Ghanaian resources would be tapped for these activities.

The AID associate would have a project vehicle to be used by himself and the coordinator officer. This would become the vehicle for the

coordinator's use upon departure of the AID contractor. Special equipment for the project would be provided by the AID contractor as necessary.

A joint AID-Ghanaian evaluation team would be established early in the project to monitor and advise on project progress and problems.

Local Level Project Support. The District Council would provide office space and furniture and secretarial staff for the Ghanaian coordinating officer and his AID associate and for special short-term consultants. The District Chief Executive would provide an organizational structure in the district government within which the project could function effectively to achieve its objectives. In addition, the Regional Commissioner and the District Chief Executive would provide facilitative assistance in establishing the project, including such logistical matters as finding adequate housing for project associates and helping to clear personal effects and project vehicle and equipment through customs, and similar matters.

National Level Project Support. The appropriate ministries at the national level (e.g., Local Government, Housing and Public Works, and Economic Planning) would establish suitable backstopping mechanism for the project. This would be for the purpose of budgeting salaries for additional personnel required for the project at the district level (e.g., the coordinating officer and secretarial staff), providing technical assistance to the project as necessary, and giving overall guidance to the project in the context of national goals and objectives.

Timing. Attempts would be made to have an AID contract associate in Tamale by November 1975, so that the project could anticipate the FY 1977 Ghanaian budget cycle. The AID contract would terminate after a period of up to two years. The project would be continued by the Ghanaian Government, should a joint Ghanaian-AID evaluation indicate that the project is sufficiently effective to warrant continued government support.

APPENDICES

APPENDIX A

LAND TENURE IN GHANA

Prepared by

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March 1975

LAND TENURE SYSTEM IN GHANA

A. CATEGORIES OF LAND OWNERSHIP

Land ownership in Ghana falls into four categories:-

1. Private land including family land.
2. Stool/Skin land.
3. Stool/Skin land vested in the State.
4. State or Government land.

PRIVATE AND FAMILY LANDS:-

These are lands in the ownership of private individuals and families.

STOOL/SKIN LANDS:-

As defined under Section 31 of "The Administration of Lands Act, 1962 (Act 123)" "Stool land" includes land controlled by any person for the benefit of the subject or members of a Stool, clan, company or community as the case may be and all land in the Upper and Northern Regions other than land vested in the President and accordingly "Stool" means the person exercising such control."

STOOL/SKIN LANDS VESTED IN THE STATE:-

These are stool and skin lands which have been vested in the State under various executive instruments in accordance with Section 7 (1) of the Administration of Lands Act 1962 (Act. 123).

The Section States as follows:-

"Where it appears to the President that it is in the public

interest so to do he may, by executive instrument, declare any stool land to be vested in him in trust and accordingly it shall be lawful for the President on the publication of the instruments, to execute any deed or do any act as a trustee in respect of the land specified in the instrument".

Section 1 (1) of the Public Conveyancing Act, 1965:-

(Act 302) dated 29th September 1965 has the same effect as above.

The Section states as follows:-

"Whenever it appears to the President in the public interest so to do, he may by executive instrument declare any area of state or stool land to be a selected area, and, accordingly, on the making of such instrument such area shall for the purposes of this Act be a selected area and titles to land therein shall be granted as prescribed under this Act".

Section 1 (2) also states as follows:-

"Where any stool land in respect of which an executive instrument has been made under subsection (1) of this Section has not been vested in the President under Section 7 of the Administration of Lands Act, 1962 (Act.123) such instrument in respect of such land shall have the same effect as an instrument made under the said Section 7".

STATE OR GOVERNMENT LANDS:- These are lands which have been legally acquired by the Government under executive instruments.

B. MANAGEMENT OF LANDS:

1. Private and family lands:- Management of private and family lands is the responsibility of the private individual or family that owns the lands.
2. Stool/Skin Lands:- Stool lands are managed by the occupants and the elders of the Stools concerned.
3. Stool/Skin Lands vested in the State:- These are managed by the Lands Commission which was created by Article 163 (1) of The Constitution dated 22nd August, 1969, and established by an Act of Parliament i.e., The Lands Commission Act. 1971 dated 3rd July 1971 (Act.362). The relevant sections of the Act are as follows:-
 - (1) "In accordance with article 163 of the Constitution there shall be a Lands Commission hereinafter in this Act referred to as "The Commission".
 - (2) "The Commission shall consist of a chairman and not less than five other members".
 - (6) "The Commission shall hold and manage, to the exclusion of any other person or authority, any land or minerals vested in the

President by the Constitution or any other law, or vested in the Commission by any law, or acquired by the Government, and shall have such other functions in relation thereto as may be conferred or imposed by this Act or by any other enactment."

By the Lands Commission Decree, 1972 (N.R.C.D.24) of 6/2/72 articles 162, 163 and 164 except clauses (2), (3) (4)a (4)b of article 163 continued in force after the suspension of the Constitution. The Lands Commission Act, 1971 (Act.362) also continued in force, except subsections (2) (3) (4) (5)a (5)b of Section 1 and subsection (1) of Section 3.

By the Lands Commission (Amendment) Decree, 1972 (N.R.C.D.112) dated 16th September 1972 Regional Sub-Committees of the Lands Commission were created for each region.

Moneys accruing out of the management of such lands are paid into the Administration of Stool Lands Account on behalf of the stools concerned.

4. State or Government Land:- Management of public lands is the responsibility of the Lands Commission.

C. ACQUISITION OF LANDS:

1. BY AN INDIVIDUAL: An individual or a group of people can acquire (a) a private or family land (b) a stool/skin land, (c) a stool/skin land vested in the State or (d) a Government land.

(a) A private or family land can be acquired by direct negotiation with the owner or owners of the land.

(b) A Stool/Skin land can be acquired by negotiating with the occupants and the elders of the Stool/Skin concerned. Section 2 (1) of the Lands Commission Act, 1971 (Act. 362) however states that "Any assurance of stool land to any person shall not operate to pass any interest in or right over any stool land unless it is executed with the consent and concurrence of the Lands Commission" and by the Lands Commission (Amendment) Decree, 1972 N.R.C.D.112 "assurance of stool land" includes conveyance or transfer of stool land or any interest therein and the instrument of transfer of such land or interest".

(c) Stool/Skin land vested in the State can be acquired by applying to the Lands Commission through the Regional Sub-Committees. Leases are normally granted.

(d) State or Government land can also be acquired by direct application to the Lands Commission through the Regional Sub-Committees.

2. BY THE GOVERNMENT: Where public land is not available, for any particular project, Government can acquire private or family land, Stool/Skin land or Stool/Skin land vested under the State Lands Act 1962 (Act.125). The site proposed to be acquired is considered

for its suitability or otherwise by a Site Advisory Committee. The site plans and the Committee's reports duly signed by the members receive the approval of the Regional Commissioner and the Commissioner for Lands and Mineral Resources before acquisition notices are published. Thereafter compensation is paid to the interested owners and the land then becomes public property.

In my opinion the present legislative machinery for the acquisition of land either by an individual, a group of people or the Government is adequate. What needs to be done is rigid enforcement of the law as it is now.

APPENDIX B

An Extract From

THE NEW LOCAL GOVERNMENT SET-UP

Government of Ghana

1975

REGIONAL COUNCILS:

The Regional Councils will be composed of representatives of District Councils and Regional Heads of Departments. The Regional Commissioner will be the Chairman. The Council will be responsible for development planning and programming for the Region. To this end there will be a Regional Development Planning Committee whose functions will be to examine and approve estimates of District Councils within the framework of broad policy directives issued by the Ministry of Economic Affairs and determine the final allocation of funds to the District Councils. The Regional Council will supervise the operations and functioning of Councils to ensure a fair and equitable distribution and efficient management of public services throughout the Region.

They will act as agents of Central Government in respect of national programmes and development projects within the Region; they will be the main executing and management agencies for projects and services which by reason either of size or complexity or of their regional character, fall outside the competence of District Councils.

Regional Councils will raise no revenue since their expenditure will constitute a direct charge on the Consolidated Fund.

60 new District Councils as in Appendix I have been created with boundaries that are coterminous with those of the administrative districts of the country. These will constitute the basic units of administration

at the local level and they will be the sole rating authorities. They will be responsible for the good government and ordered administration of their areas of authority and ensure the provision, maintenance and efficient management of the public services within the area. These will include public works - construction and maintenance of streets, bridges and culverts, public buildings, the proper layout of towns and villages, public transportation systems; provision of markets and lorry parks, facilities for conservancy and refuse collection, control measures to ensure public hygiene and public health, traffic control and fire protection; facilities for education and social welfare.

In effect the local authorities i.e. the District Council, will cease to have a separate identity from Central Government institutions operating at the district level, the two institutions being fused into one through a process of institutional integration and manpower absorption. Thus Central Government agencies operating at the local level, will, except in a few cases, become integral divisions of the District Council.

In effect the District Council organization will be composed of the following central government agencies now operating at the District level:

- Office of the District Administrative Officer
- Ministry of Education (Ghana Teaching Service)
- Department of Social Welfare and Community Development
- Ministry of Agriculture
- Ministry of Health
- The Controller and Accountant General's Department
- Public Works Department

Department of Game and Wildlife

Department of Parks and Gardens

Department of Town and Country Planning.

APPENDIX C

THE LAND USE PROGRAMMING PROCESS

March 1975

Office of Urban Development
Bureau for Technical Assistance
AGENCY FOR INTERNATIONAL DEVELOPMENT
U.S. Department of State
Washington, D.C. 20523

THE LAND USE PROGRAMMING PROCESS

Land use programming, as the term is used by USAID TA/UD, is quite different from the more usual approaches to planning for urban development. The end-product of the process should be a portfolio of implementable projects which are supported by government at the national and local level and also by the community-at-large. The end-product should not be a traditional master plan report, although it may be necessary to document various aspects of the programming process. Broadly speaking, land use programming has two major objectives:

1. To provide a realistic and implementable action program which is of a scale and time frame needed to keep pace with population growth and other development.
2. To consolidate the known techniques for controlling the use of land so as to achieve a desired pattern of urban growth.

It is clear from these objectives that the process of land use programming must have certain characteristics if development is to occur at the right scales, at the right time and in the right place. First, the process must be oriented to the needs of implementing agencies; it, therefore, must be oriented also to creating financeable development projects. Second, the process must be flexible enough to respond to changes in policies and programs, to differences between projected and actual needs, to stimuli generated by urban growth and change. Finally, the process must be a relatively fast one, so that cycles of programming and implementation can occur at a pace which will meet the needs of rapid population growth and other developments.

Following is a brief discussion of the elements which together comprise the land use programming process. Although they are set forth in what seems to be serial fashion, there is in fact no established procedure for getting the programming process in motion. The order in which these items are addressed must be determined by the local situations. Two or more items, for example, may be the subject of immediate effort at the same time. Above all the process should seek "targets of opportunity" that will provide maximum payoff and further impetus to meeting overall urban development objectives.

1. Goal Setting: objectives as they may be set by national and local government (political leaders and the civil service) and from representatives of the community.
2. Implementation Structure: identification of implementing agencies at the national, regional and local levels; identification of urban development programs, and potential resource levels that are available to municipalities.
3. Guide Planning: Generalized planning to establish a "main framework" for urban development. The "main framework" should consist of major transportation corridors, major elements of water supply and sewerage, open space systems and public land, existing employment centers, both industrial and commercial. Ultimately, individual residential projects will be fitted to the main framework and other main framework elements will be developed as needed, within the guide plan time frame.
4. Land assembly: An active program of acquiring land directly or of acquiring development rights to land which is needed to accommodate urban development projects. The location of this land is in part determined by items 1 & 2 above, although any developable land available should be considered a target of opportunity for possible public action.
5. Project Packaging: To include identification of most appropriate implementing entity (in either the public or private sector); detailed development program (e.g., number of housing units, type of housing, densities, land implications, supporting community development progress); project budgets and schedules; financing and operating statements (income, expenses, capitalized values, cash flow, equity requirements).
6. Control Mechanism: Identification of the most appropriate techniques to limit and channel the impact of spontaneous growth. Should include statement as to cost of control and potential effectiveness (e.g., the installation of infrastructure in a particular location to encourage growth in that location instead of the use of police to ward off invasions of public and private land).

7. Evaluation and Feedback: This is a two-way process:(a) from the guide planning exercise into project formulation so that projects are more closely tailored to objectives of the overall plan;(b) from the process of project packaging and implementation into the guide planning exercise so that the effect of development bottlenecks and notable successes can be accounted for in planning. Baselines should be established at appropriate phases of the process and evaluation methodology structured into the system so that the various approaches and techniques of land use programming can be assessed and adjusted as necessary.

8. Local Capacity and Participation: Fundamental to the Land Use Programming process is its institutionalization at the local level. The capacity to carry on the process should be established as close as possible to the level at which developmental action is to take place, and involve as directly as possible the people affected by these actions.