

Participatory Issues on Urban Upgrading Projects: The Case of 35 Meda LDP, Addis Ababa

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Abstract: The Addis Ababa city government has taken urban upgrading as one of the major interventions to improve and maintain infrastructure and services for the benefit of the community and to make the city economically vibrant, socially equitable, and environmentally viable without relocating the local residents. It requires the need and interest of inhabitants and stakeholders' involvement in the planning and decision-making process because participation is the heart that pumps the community's lifeblood—its citizens—into the community's business; it is a condition for success. The government will only achieve many of its objectives if it fully involves citizens and communities. Therefore, the general objective of the research is to assess participatory issues in urban upgrading in Addis Ababa in the context of community participation by taking the 35 Meda LDP upgrading project as a case study. The researcher used both a qualitative and quantitative approach to a descriptive type of research. The data sourced for the study were primary and secondary data sources, including interviews, group focus discussions, desk reviews, and archival research of official records. The study employed 46 sample sizes, which consisted of 38 in-depth interviews with key informants and 8 participants in FGD through purposive sampling methods. The data was collected from kebele and private land owners' residents, youths, traditional peacemakers, gender, technical experts, woreda, and sub-city leaders, as well as archival and desk reviews. The findings were analyzed using both qualitative and quantitative methods of analysis. The findings of the research showed a low level of participation that did not involve the integration of different stockholders during the planning and decision-making processes of local development projects, resulting in less demand responsiveness, less efficiency, less effectiveness, and less coverage due to structural, administrative, and socio-economic factors such as political influence, bureaucracy, weak governance, and barriers to information dissemination that were the main factors influencing community participation in the project area. Based on this, the study recommends promoting capacity buildings, ensuring active participation by all groups of community and stakeholders, ensuring integration and cooperation among different stockholders by the lead agency, and ensuring good governance.

Keywords: Local Development Plan, Urban Upgrading, Structural Plan, 35 Meda, Community Participation

1. Introduction

Participation has increasingly become one of the most vital ingredients of democracy to effectively and efficiently utilize potential of community in urban planning process and implementation issues. It has increasingly become one of the most hotly debated concepts in urban planning and development [5, 6]. Yet the notion is as old as democracy itself. It emerged during the time of the Greek city-states, where it was believed that every citizen should be allowed to participate in decision-making. participatory planning is planning about people and the development of their

communities. It is where the beneficiary communities participate in a particular way on the implicit assumption that their participation is a means to some further action on their part to bring about specific change [16, 23].

Accordingly, different nation of the world has been developed various urban planning types particularly LDP to improve the environment of their cities/towns and make favorable areas for living, entertaining and working atmosphere. In developing countries, the practice of public participation is traditional method; ranging from public hearing, information meeting, and writing comments, to public representatives in the context of decision making for

urban development [6] because it is already prepared by urban planners exclusively based on their technical knowledge and implemented by the government with the absent of community participation, lack of transparency and stockholder involvement during the planning process. Local actors, inhabitants, entrepreneurs and different service provider communities – have not been sufficiently integrated in urban planning [7, 8, 13].

When it comes to the Ethiopian milieu, some argue that public involvement has been limited to a low level of participation while attention is increasingly growing, particularly at the local level due to Urban development, especially planned urban development, is a recent phenomenon in the history of urban development in the Ethiopian context in general and particularly in Addis Ababa. Various attempts were made to guide the development of Addis Ababa in a planned manner. Starting with the more traditional city organization of Empress 'Taitu', the implementation of portions of the other successive master plans contributed their share to the birth of the present urban form of Addis Ababa. It was founded as a village-like military encampment in the mid-1888s by the Minilik. Then, it emerged with a layout fit for defense but without any formal city master planning. In the years following its formative age, a number of “master plans” were made to modernize it. However, the plans had little or sporadic influence, and the city has continued to evolve spontaneously [18]. The study area is found in the Kirkos sub-city in the inner city of Addis Ababa, where there is inadequate provision of infrastructure and services.

As a result, it has been characterized by poor infrastructure, slums, and shortages of houses, all in conjunction with a rapidly expanding city population. The city administration has taken different development strategies, such as urban upgrading and renewal, towards addressing these problems and improving the physical image of the city through local development plans [16]. This requires strong community and stakeholder involvement during the planning process so as to identify serious problems and set priorities' according to the demands of the residents, and limited resources result in effective implementation due to the fact that 'the government will only achieve many of its objectives if it fully involves citizens and communities' [4, 25]. Therefore, the study is to assess the participation issues' in urban upgrading intervention in Addis Ababa in the case of the 35Meda LDP upgrading project as a case study. The study is responsible for determining the level of community participation from planning to implementation stage of 35 Meda local development plan for the development of Addis Ababa and determine the factor influencing community participation in local development planning in terms of upgrading intervention.

2. Materials and Methods

Descriptive method of research type was used in order to well address the research objectives that deals with a purposive process of gathering, analyzing, classifying and

tabulating data about the prevailing conditions, practices, trends and cause-effect relationships [2]. In order to analyze this relationship, the research has undertaken case study research strategy because it is descriptive research that involves describing and interpreting events, conditions, circumstances or situations that are occurring in the present.

This research is comprised both qualitative and quantitative research approach so as to collected and analyzed the desired information. The reason why the researcher used qualitative approach is qualitative method provides a richness and detail to the data and view of alternative explanations which deals with attitudes, opinions, experiences and behavior of the community. In qualitative approach, the data collection and analysis are based on the condition of social reality and it allows in depth investigation [23]. In the qualitative designs keeping the flexible nature of interview guides can be modified over time to focus attention on areas of particular importance, or exclude questions the researcher has found to be unproductive for the goals of the research.

The research made use of qualitative methods of data collection; however, to support the qualitative triangulating and checking the validity of information the study is supplemented by quantitative data generated from the in-depth interview, focus group discussion and secondary methods of data collection. The data collection methods encompassed in-depth interview, focus group discussion, desk review and archival document.

It has taken purposive method through key informative because the study conducted on behavior, perception, ideas and experience of the community participation in urban upgrading projects to get sound and in-depth information that examined the reality about the project. Therefore, the researcher has taken 46 sample sizes; 38 of them were employed in interview and 8 of them were participated in FGD. The data was collected by using different research methods to investigate ideas, perceptions and experience of participation of the respondents towards the project. The interviews lasted between 1 and 1.5 hours, using interview guides. Each interview was attended by 3 members of the research team, one to lead the interview and two to take notes. Similarly, FGD was held by 3 members; one leading the session and 2 of them took notes. As much as possible the interviews and focus group discussion were recorded with consent of the respondents. The data generated through in-depth interview and focus group discussion first translated and transcribed from Amharic into English. Then three techniques of data analysis were used these are condensation- paraphrasing long interviews into succinct statements or shorter formulations; narrative- creating a coherent story out of the many happenings reported in an interview; and interpretation- recontextualizing of the statements within broader frames of reference. The data generated from the secondary material was used to supplement and validate the data generated by the primary techniques. Then described and narrated the items based on objectives of the research. Unique informative and demonstrative statements by the respondents are included in this research as quotes in order to substantiate what has been

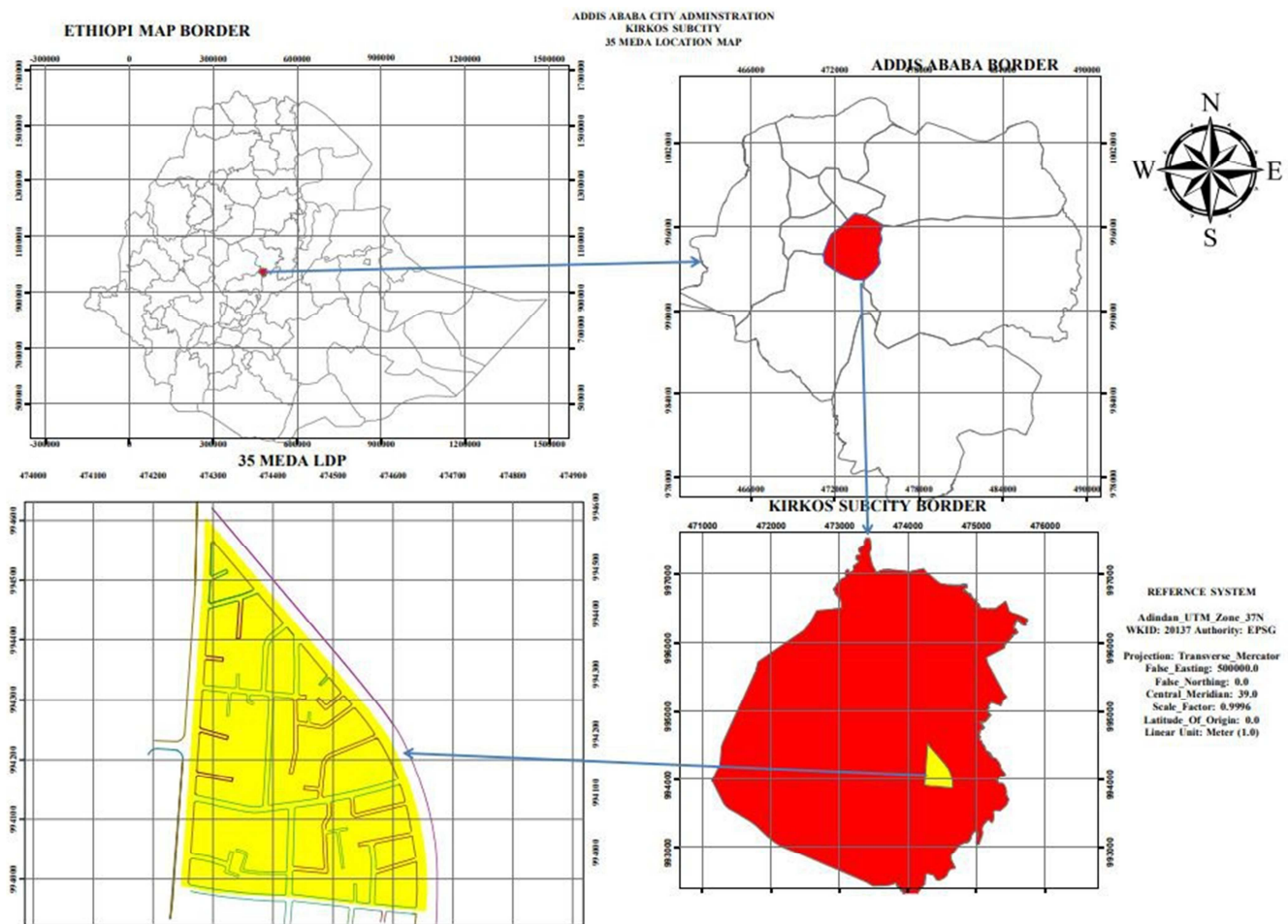
commented and discussed before. Then, the findings were interpreted based on the research objectives so that the data was organized and presented by using different forms such as textual, figure, numerical, photographs and maps.

3. Results

The total population of the project area according to approved LDP study document (2015), the total household's head which is 221 and the total population of the action area is 1105 population. However, out of the total population 42.2% are male while 57.8% are female population. The average house hold size of the area is 5 persons per family. Based on the survey, the total population of respondents were 53.5% female and 46.55 male. The study area resident's religion followers of Ethiopian orthodox tewahido, catholic, protestant, Muslim and others 60.5%, 10.5%, 15% and 4% respectively. Their marital status seemed as 51% married, 25% single, 20 divorced and the rest 4% were belong to others. When we

came to their educational status which consisted of 40% of 10 and 12 completed, 35% diploma holders, 20% degree and above, the rest 5% were illiterate. The employment condition of respondents were 20% governmental employed, 5% NGO employed, 60% are engaged in their private business and 15% belong to other kind of business who received different amount of income per month in the following 30%, 25%, 18%, 12%, 15% <2000 bir, 2001-4000birr, 4001-8000birr, 8001-10,000birr and >10,000birr respectively.

The study area is located in Addis Ababa city at kirkos sub-city worda 02 former named kebele (district) 35 which covered 16.8 hectares of the land where name of the project is given based on the old kebele (district) name and it has big open space that is called meda. Therefore, it is name is already derived from this the so called 35 Meda LDP projects. The project is studied in 2015 by three expert members two of them were urban planner responsible for spatial planning and socio-economic of the area respectively.



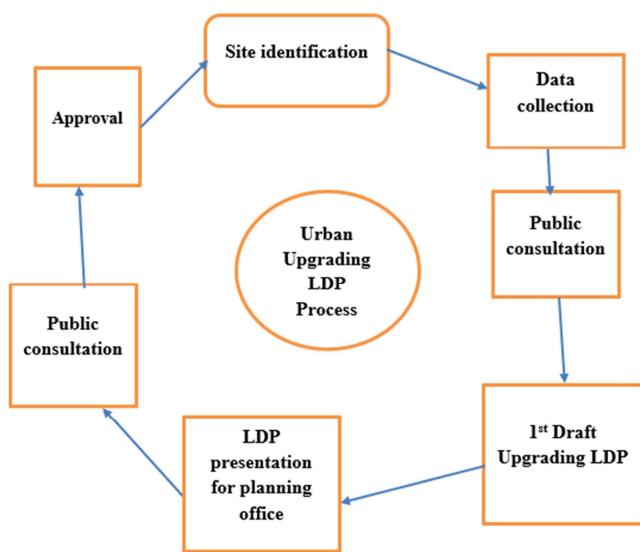
Source: owned 2020

Figure 1. Location of study area.

According the project study, the land use of the area where residence is the dominant which covered 62.9% and followed by 8.3%, 1.5%, and 7.2%, 20% commerce, residence, service, open space and road respectively. In the action area most of

the houses are privately owned which accounts 66%. AARH, and kebele owned houses accounts 1.4% and 32.6% respectively. Whereas the morphology of the area is dominated by villa detached houses. There are also high raise

buildings and the standard of houses in the action area is at good conditions were built up area of the action area is about 4.4ha. BAR is about 40% and Lesser BAR is due to large plot occupied by private owners. This shows 60% of the plot in the compounds is un built and needs proper regulation for efficient use land. The above figure showed that, the local roads were tramway, SAS, CS, LS. LS and AC which consisted of road width 33m, 25, 10, 8, 6 and 6 m respectively. Addis Ababa city government has taken urban upgrading as one of the major interventions to improve and maintain infrastructure and services for benefit of the community and to make the city economic vibrant, social equity and environmental viable without relocation of the local residents. According to Addis Ababa LDP manual, it is developed by a group of distinct professionals such as urban planner, architect, geographer, economist or sociologists go through different steps and procedures based on LDP manuals. Accordingly, it has 8 phases. Those are: Preparatory Phase, Data Collection and Analysis Phase, Strategies Phase, Proposals Phase, Integration Phase, Appraisal and Approval Phase, Implementation Phase, Monitoring and Evaluation Phase [10-12] through adopted twice community participation in the planning process. According to urban planning expert's interview LDP process was undertaken in the following point.



Source: Field survey 2020

Figure 2. Upgrading LDP planning process.

Based on archival and LDP documents (2014), The site identification of the study area was done by the SP criteria where the area requires upgrading intervention where the question of development has not raised from community, developers, private land owner or state housing owner's interests' community interest but expert curiosity. For this reason, access and drainage problem was the main to be considered to create planned & compatible living environment in accordance with the leading structure plan, to create better accessibility in collector and local roads as well as Alleviate problems of unemployment. Even though it was expert driven, the first public consultation held by urban planning head and

land development and management office manager with the communities describing about the concept of upgrading and stated its objective. They informed that next time urban planners would come your home to collect data so that you are requested to give proper information for experts during survey. Next to this, urban planning experts were going to field to collect data through questionnaire both open and closed end questions, then they collected, organized and analyzed based on the objective of the project.

The survey was designed mainly to provide information on the socio-economic characteristics of the population of the kebele and the physical conditions of the existing site. The survey used a well-structured questionnaire in Amharic. For collection of data ten enumerators were assigned and all of them were information officers in each kebele in the sub city. A one-day training on how to fill the questionnaire was made to create awareness to the residents of kebele 35 (present kebele 02/03). And the basic source of data is a primary data) up on which the analysis has been based in the information collected directly from respondents covered by the survey. The physical situations were taken from secondary data, which are GIS, Google earth and LDP formats.

After this, the 1st LDP was developed and presented to Addis Ababa city plan commission planning institute directors, sub process owner and urban planning experts in 2014. The audiences gave comments, appreciation and criticism based on the presentation and work outputs. Based on feedbacks and comments, the final LDP were developed. Following this, the plan had presented to local community via public consultation. As like above, the residents would have given a chance once to appreciate, comment and criticize on the planning issues of the project through public meeting. Planning experts based on the interview stated that if the community ideas are vital and keep line with SP, it will be incorporated. otherwise, it can't. Eventually, final LDP had approved by sub-city administration top leaders. After the plan approved, it will be governed all the development activity based this LDP for 5 years. However, it is possible to change or improve the plan after two years implementation time when it contradicts with SP and development pressure come from the community. Public participation is a crucial issue for development and gives opportunity to local residents to participate and criticize the development plan regardless of their social status, economic, religion, power, education etc so as to ensure sustainable development. Ethiopia is guided by a constitution that assures its citizens right to be consulted with respect to policies and projects affecting their community [20]. Accordingly, the constitution of FDRE article 43 sub article 2and 4 the right to development offers people right to participate in any development including disadvantaged groups. The basic aim of development activities shall be enhancing the capacity of citizens for development and to meet their basic needs. These provisions were the one of the legal obligations that made the City Administration to consult the public and undertook the upgrading project on their behalf. The Federal Constitution provides a strong basis for decentralization in Ethiopia.

Similarly, Addis Ababa structural plan [10, 11] permits communities and stakeholders to participate 2 times during initial and final project planning because the purpose of setting the objective is to have cleared, meaningful, and shared targets between the major stakeholders. However, the interview data showed, urban planners didn't allow community participation in planning preparation and exclusively perform by themselves, they don't punish because there are no legal manuals for urban planning expert's punishment based on their faults. Ethiopia has adopted democracy since 1991 that the power is given to the people to involve and participate in any development planning and decision-making process in their concern. Whatever a good urban planning has prepared, it is difficult to implement effectively and efficiently without the willingness of the politicians. Therefore, the planning issues at the first must be recognized by the politicians before go to the study in order to mobilize resources, give due attention to the project, to perform community convincing activity and leading the project in healthy way. According to interview, 68% of local residents 15 out of 22 of the respondents revealed that the politicians forced them to accept and implement the plan without any complains. When we solicited about land tenure right, relocation and compensation instead of making clear the issues and questions, ordered and imposed us to accept their agenda by violating our democratic right. Since the owner of the land in Ethiopia is government and people, then, when land is needed for development purpose benefited for the majority it will not be stopped. Due to the fact that, the one who has affirmed stand differ from their idea, do have zero tolerance for diversity of ideas and immediately considered as anti-development activist. Where us 32% of the residents 7 out of 22 described that the politicians were good and convinced us through discussion until we reached agreement on the issue.

Whereas 60% of Governmental officials 3 out of 5 believed that the politicians have been good political involvement in planning preparation and decision-making process relies on freedom and democratic mode. The rest of 40% which 2 out of 5 believed that there was weak political involvement in the project process.

According to sub-city urban planner head, "unlike redevelopment, upgrading has not been given due attention by the politicians. They were not seriously involved in the management and coordination of the project plan and implementation process with the community and other stakeholders due to the fact that upgrading could not immediately show up their effort. It is a process that needs an integration and willingness of 'local residents and key stockholders. That is why most of LDP could not be implemented as pre required".

Based on urban planning expert, 100% of 2 (2), relatively we have a political freedom that did not intervene our task that we performed based on our knowledge and skills focused on the real problems. However, there was little politicians had aggressive behavior that showed misbehaving during consultation time when unique question raised by the participants. As FGD participants, the majority of the participants described that the politicians were not democrat

and believed on discussion resulted in rigid and inflexible led the meeting forceful. It is plan and development commission at the City and urban planning office at Sub-city level is mainly responsible for the urban design, land use plan and study and investigation of the city at large and sub-city in particular to create the city economic vibrant, social equity and good image. Demand responsiveness is the ability of the project to address the needs of the people. It is showing the local residents their feeling towards the project either accepts or reject. According to the minute (2014), 36% of local residents and stockholder's 82 out of 227 had showed high demand responsiveness but 64% of local residents and stockholders were unresponsive in the 34 Meda LDP from planning inception up to implementation. Based on the interview results, 68% of local residents 15 out of 22 were unresponsive where 9 of them were private land owners that did not support the project implementation due to no compensation for local roads constructed by cobble stone, less compensation and fearing of relocation. Especially, if partially demolished their home or yard for the sake of development that could not get land replacement but they will be compensated for their assets. Whereas 6 of them were kebele owned residents because of fearing of loss of home and lack of kebele home replacement as well as relocation. 32% of the remained respondents 7 out of 22 on the other hand, were responsive and high responsive. The reason for high responsive and responsive was no one could not be relocated, it might not loss large plot for development, if they are affected, they would receive fair compensation and it will also create job opportunity for the youth and improve and maintain infrastructure and service provision.

As FGD results, the local residents perceived the project as more of its negative effects in the social, economic and environmental aspects than its benefit over them. The first reason, the question of development was not raised by community but it was the interest of experts and government leaders because the objective of the project was the objective of technical experts that developed based on their knowledge, skills and attitudes rather than real problems with the absent of community participation in the planning process. The second reason, unfair compensation and no land replacement for partially demolished homes or yards in the case of private land owners because the owner of the land is government. Therefore, they will be compensated only their assets. The third case related with kebele owned residents, if loss their home for development purpose, they will not get kebele home around their surrounding due to scarce of kebele home that created fearing of relocation results in social bound devastation. Due to all the above factors, the majority of local residents were unresponsive.

100% of Governmental officials 5 out of 5 revealed on the contrary, majority of the local residents accepted the project and were high responsive because they understood that could benefit them from infrastructural and services provisions with no relocation as it is. Similarly, 100% of Urban planning experts 2 out of 2 revealed that majority of local residents were responsive. The remained residents were unresponsive due to

lack of awareness, fearing of relocation and ruin of social ties. The study realized efficiency in terms of resource mobilization and time spend on consultation. As urban planning experts revealed, 82 and 94 households participated in the consultation during the first and second period of consultation respectively. However, it was expected 222 households and 5 stockholders' to be presented twice six hours due to information dissemination problems, economic problems, lack of awareness, carelessness that perceived no change would happen some of the residents relating development with politics and cultural constrains. Normally, we don't have any standards law, rules and regulation that how many participants must be participated in the consultation time during different planning process. The community raised various question regarding to upgrading planning intervention such as land use, morphology, road improvement, solid and liquid waste management, open space during initial phase before data collection. Then we incorporated some important ideas, and questions go line with the standards of structural plan, for example we took some ideas from the community that local road how we developed. However, we don't accept any question come across along the community which breaks the rules and standards of structural plan in the initial and final phase of planning process. According to 60% of government officials, 3 out 5 public consultations held two times that high resource mobilization due to participation but 40% of 2 out 5 it was carried out the session once with less resources mobilized from the residents like financial contribution to constructed local roads due to time constraint, low participation, lack of awareness, poor information dissemination and advertising about the project and weak governance.

The study showed in FGD, the participants revealed that we don't have confident to say the government efficiently mobilize and utilize the resources from the residents and other stakeholders, due to low community participation and participatory development planning i.e. top-down approach they followed. The second, no coordination and integration among sub-city and woreda administration, sometime woreda ordered to do anything by collecting the residents without announcing and informing sub-city, the sub-city also gave negative response it must stop performing because it is illegal which did not follow the legal procedure and the woreda vice versa.

According to planning experts," There is no any legal binding punishment which could describe punishments' according to their fault for those who violate community participation and key stakeholder involvement in planning and decision-making process. It simply says breaking the rules, regulation and standards of planning will be punished by the law. However, the upgrading project manual also fails list of punishment when experts and leaders break the law. This is the major hinder cooperatively and integrative works communities and stockholders together in the project objective achievements."

The third one is weak governance and bureaucracy, even voluntary residents wanted to contribute financial support to the project suffered from high bureaucracy that could not executive as fast as they need rather it takes more than one month the leader would not available and he/she attended meeting, and also other factors which is not renewed identity card, comeback tomorrow, the light is off and the like that could not able to encourage to efficiently mobilized resources.

Table 1. Land Use Proposes Vs Implementation.

Land use type	Proposed (hectare)	Implemented (hectare)	Achievement (%)
Mixed (R1)	15.05	11	64.7
Mixed (R3)	--	4.12	24.2
Social service	0.78	0.47	2.76
Open space and greenery	0.92	0.92	--
Old industry	0.15	--	--
New industry	0.10	--	--

Source: Kirkos sub-city plan commission performance reports (2019/1920)

The above table showed that, mixed R1, mixed R2, social service, open space and greenery, old industry, new industry has achieved of 64.7%, 24.2%, 2.76%, 0%, 0% and 0%

respectively. However, Mixed (R3) has been achieved more out plan by engine of developers.

Table 2. Road Plan Vs Implementation.

Road type	width	Coverage (hectare)	Completion%
Tramway	33m	2.53	14.88
Secondary arterial street	25m	1.66	9.76
Collector Street	10m	0.39	2.29
Local collector	8m	0.50	2.94
Local Street	6m	0.51	3
Access corridor	6m	0.39	2.29

Source: Kirkos sub-city plan commission performance reports (2019/1920)

Accordingly, the project has planned to create better accessibility in collector and local roads easily movable and

favorable areas for living by improving the existing road networks through tramway, SAS-25, CS-10, LS-10, LS-8, and

AC-6 that has been implemented 14.88%, 9.76%, 2.29%, 2.94%, 4.58%, 3% and 2.29% respectively. Moreover, the project planned to create job opportunities for 100 unemployed households by the project implementation. According to sub-city community participation development office performance report (2019), 33% of the asphalt road constructed and 39% of cobble stone construction achieved its objective via community participation. Regarding to job opportunity, 40% achieved its objective by creating job opportunities for unemployed households in the area. The study revealed that 23% of the local residents 5 out of 22 believed that fairly achieved through community participation ties with government cooperatively that the project was successful in achieving its targets mentioning that they got better environment, provision of infrastructure and created job opportunities.

On the other hand, 36% of 8 out of 22 respondents believed less achieved where as 41% of 9 out of 22 the project fails to achieve its objective due to low community participation, weak administration, integration and coordination problems. The government official informants stated that 40% of 2 out of 5 the project fairly succeeded its objective resident participation especially infrastructural improvement and maintenance. Whereas 60% of 3 out of 5 did not know the level of achievement due to lack of well and organized information, no governmental office follows the activity of the project independently, poor integration and coordination. The urban planning office is responsible exclusively preparing plan and follows up developmental activities when they are asked, and offer the plan to key stakeholder service provider. Unlike redevelopment, it has not a phase the time to implement because that does not have its own budget.

As FGD results, we have seen some infrastructural improvement through community participation financing the project that constructed cobblestone in a limited area in a dispersed way. Even some asphalt roads were constructed by private land owner make the area movable and accessible. The project created job opportunities for unemployed little local residents engaged in urban agriculture. They are suffered from different problems such as they don't have market connection, have not got training about the business to develop business skills, no supervision and follow up from the concerned bodies. Due to these factors, they have been disintegrated and declined their revenue so that it is very less achieved its objective. This section is focused on the target group that how many of them benefited from the project and what has done. According to community participation development office performance report (2014), 0.3 km asphalt and 0.7 km cobblestones with in drainage system has done since 2010 through community involvement in the development by themselves and government cooperation. It created job opportunity for 40 households that enhanced their income for youth, house maid, and retired persons engaged in urban agriculture along the river side organized in micro and small enterprise to make money and serve their life. The study revealed based on local residents, 28% of 5 out of 22 the project benefits the target group by improving infrastructure where as 72% of 15 out of 20

described it did not benefit the whole because it covers a small area that benefits some part of the households an infrastructure improvement and job opportunity. Local roads construction, however it did not provide for the local residents instead open for all via bids then, the winner of SME got the chance from anywhere.

100% of the governmental officials 5 out of 5 believed that the project did not benefit majority of target groups due to weak governance, poor coordination and integration, low participation and low creating awareness hinders the projects extensively and comprehensively performed that advantages for target groups. Similarly, all urban planning experts 2 out of 2 consistently believed that the project could not benefit the target groups due to no governmental agent follows and supervises the project process properly and take majors when it fails and get challenges to effectively implement the project as per required. As FGD revealed, the majority of local residents did not get benefit from the project that few target groups were benefited because of low participation, inadequate information dissemination about the project objective towards the community, absence of nongovernmental involvement, poor integration and coordination between the community and local governance.

This section presents the project life through determining the findings in terms of social and organizational sustainability.

A. Social sustainability: social organization is one of the indicators of social sustainability. It is a social relation and interaction among the residents. The local residents of the project area are different members of Iddirs and Ekub organizations. Idir is the most popular grass root level community organization, in which people organize theme selves to help each other in time of death. Nowadays, idir helps the people in local development activities and in income generating activities. Ekub is also the most popular community organization in Ethiopia in which people organize theme selves to save money according to their capacity. Hence, the formation of ekub has a long history in Ethiopia even before the emergence of modern banks. According to upgrading project study result, 81.4% of the population participate only in Idir, 12.2% participate both in idir and ekub, 1.4% of the population participate only in ekub. 5% had no participation both in idir and ekub. The study has shown, 36% of 8 (22) local residents depicted that the organization Will sustain since various infrastructural development has been improved by avoiding relocation the local residents. Whereas 64% of 14 out of 22 revealed that the continuity of social organization would not be sustained in the project implementation because that has not been strong community ties with organization office how the development is going on line with plan and discussing about the progress of implementation. As a result, the communities had poor sense of ownership. Therefore. it difficult to sustain the project in terms of social sustainability. Hence, the community can protect their area collaborates with the local government through our community representative.

Governmental officials, on the other hand, 5 out of 5

believed that the development would carry on through community participation and stakeholder involvement by taking supervision which creates awareness of the community enhancing their knowledge and develop sense of ownership.

Urban planning expert's stated "that we don't have any meaningful connection with the local residents of social organizations, representatives and the community at large relating with the project progress except at the initial and final phase during LDP planning process. The project couldn't affect any social organization but we have failed creating sense of ownership that able to sustain the project life by sound social bond."

B. organizational sustainability: this is another indicator of sustainability presents in terms of creating awareness, communication process and follow up the project. According to, Governmental officials 100% of 5 out of 5 revealed that did establish a firm organizational structure which followed up community participation till close the project. Similarly, Urban planning experts 100% of 2 out of 2 described that unlike redevelopment, it cannot be implemented in phase because it has not its own budget but it can be evaluated by plan executive experts how the development plan is going on either it is good or not. If it encountered a problem, it would change or improve the plan after collecting the data and investigating the reality, after two years life of the project. The project organization has not provided creating awareness for the local residents about the objective of the project and its significant role in their life. We had weak communication process that we could not use different print and electronic Medias about the project. Due to those factors it hinders organizational sustainability. Based on the study, there were several factors responsible for influencing community participation towards the project. According to interview, 32% of the local residents 7 out of 22 believed the major factor influencing community participation in the project area was political compression because the politicians that did not have political commitment and devotion mobilizing the people and coordinating stakeholders in the project plan and implementation process through free discussion where the stage was leaded by the politicians that enforced us to accept and implement the plan without any complains otherwise they judged us anti-development activist even they would have inspected us till the program applied instead of gave proper answer for clarity.

Whereas 40% of 8 out of 22 believed that administrative factor was the most influencing factor due to bureaucracy, lack of skilled man power and poor communication process. If once they planned to held that would not have a chance to change the program and improve their plan according to our comments. Not only our comments, but if we want to develop our environment ourselves that will not easily apply to the ground because of their bad bureaucracy.

More ever, it was top-down plan that required to implement from the top leaders without considering the interest of the community and also information's were disseminated informally that did not reach the mass. The presentation was by English and Amharic that the community did not

understand what they did say because they have been used jargon and professional words. The remained 28% of local residents 5 out of 22 believed socio-economic and cultural factors was the major factor influencing community participation due to our low income they disregarded us and also we were not interested to waste our time that the government did not give some many for participation and also women did high responsibility to lead the family especially child care that unable to actively participate in the development issues.

Governmental officials, 60% of 3 out of 5 informants described the main factor influence community participation were administrative factors such as bureaucracy, shortage of skilled man power and weak communication process that did not reach the information to the whole local residents. Where us 40% 2 out of 5 governmental officials revealed that economic factor was responsible for influencing participation due to low income of the residents, they did not attend the consultation looking for better income than present the session. According to urban planning experts 2 out of 2 socio-cultural is main influencing factors for community participation due to Lack of awareness and cultural constraints. As FGD results, the participants notified that administrative was critical factor influencing community participation in the life of the project. The motives for this are bureaucracy, lack of qualified manpower and fragile communication process.

4. Discussion

This section describes interpretation and discussion on participatory issues in regarding to upgrading projects based on the research objectives relating with review literature. Participatory issues are the most important issue in enhancing and promoting developments. Especially, it is very critical in applying of upgrading interventions through local development plans intended to provide citizens power and influence because it has increasingly become adopted as an approach in the provision of urban upgrading [25]. With the absent of participation and stockholder involvement that will hinder for a great success and bring sustainable development. Due to the fact that, it argued that, community participation is one of the key ingredients of empowered community. Participation is the heart that pumps the community's life blood-its citizens-into the community's business; it is a condition for success. He continued that communities that engage their citizen and partners deeply in the work of community development raise more resources achieve more results, develop in a more holistic and ultimately more beneficial way. Community Participation, then, is critical to community success [9, 22].

Moreover, Contemporary development scholars have been advocating the inclusion of people's participation in development projects. It is aligned with the concept of communication through democratic decision-making processes which seek to bring to bear a range of stakeholders' views on decision spaces that are often entangled with sets of 'wicked' problems and issues Community participation

generally is more successful when the community

takes over much of the responsibility than when higher level public agencies attempt to assess consumer preferences through surveys or meetings. Because their major argument has been that the goal of any project cannot be fully achieved unless people meaningfully participate in it, and argument, people's participation in development projects may help bring about effective social change [17, 19]. "The community knows the area and their problems better than the practitioners as outsiders will ever know. A feeling of "ownership" will be developed and the project's chances of success will be increased by soliciting their opinions and involving them in the decision-making process. Another consideration is sustainability; without community support, the initiative will not be able to continue [18, 22].

Indeed, the right to participation is enshrined in international human rights law. General Comment No. 4 (1991) of the Committee on Economic, Social and Cultural Rights, on the Right to Adequate Housing states that governments should adopt a national housing strategy that reflects "extensive genuine consultation with, and participation by, all of those affected, including the homeless, the inadequately housed and their representatives". Considering this, FDRE constitution has given the citizens' the right to participate in development activities as it is a democratic right for everyone to participate in development issues. Proclamation No. 107/2006 states the principle as follows: "Ensuring the satisfaction of the needs of the society through public participation, transparency and accountability. Even though the FDRE constitution grants participation and UDPE allows community participation in urban development.

When it comes to the ground, it fails ensuring community participation and stakeholder involvements in the planning and decision-making process that had not integration and coordination among different key stockholders. It is hard to take the whole process solely planning office with the absent of other actors or complex issues facing communities cannot be solved by any one person or sector alone but requires collaboration. According to [3, 9, 12, 14] brings together a broad range of stakeholders – community residents, elected officials, businesses, civic, faith, health and human service, and professional services to effectively implement the project.

In regarding to this, the study showed that low level of participation during at initial planning and implementation stage. It was carried out the participation through consultation that has not given the power of influence and the right to decision. It was simply informed and created awareness about the plan which was expert driven development, mostly driven by spatial and economic concerns, and were authoritarian and exclusive with low participation and involvement of stakeholders because it has shown on its objective of the project study to achieve the structural plan not to fulfilled the interest of community where the area required upgrading intervention to develop the area. Similar projects have not been successfully completed in China because traditional planning is insufficient to meet the demands of emerging developments; instead, a revised approach to planning is

required. This situation calls for a shift from traditional planning methods, and participatory planning—which is primarily defined by public involvement—can be a useful tool for collaboration and communication [19].

Community engagement is not a meaningless concept; rather, it is founded on the benefits that the community receives from its members' involvement, which help the community as a whole and achieve more outcomes [24]. According to Arnstein (1969) produced a seminal work which critiqued and defined participation in terms of power relationships participation" which defined different degrees of involvement of participants in relation to the delegation of decision-making power. While Arnstein herself admits that the ladder is a simplified model of participation, it precisely captures an important point that many people can be disempowered in decision-making processes. She developed a "ladder of eight levels of citizens' participation in planning process as Manipulation, Therapy, Informing, Consultation, Placation, Partnership, delegated power and citizen control. Based on her analysis, the study belongs to Degrees of Tokenism which is informing and consultation which is clearly described here [1]. According to [11-13], structural plan and local development plan preparation stated twice about 8 hours community participation is allowed during first phase and fourth phase planning process before approval. This description showed that despite adoption of a bottom-up approach to development planning, communities were only participated in the planning process mainly during the initial and final stages. This involvement was also mainly in the form of consultative meetings. There is an element of participation but given the limited time frame of the planning cycle, adequacy of participation is still lacking. Therefore, the local residents fall in the consultation level of [1] Ladder of Citizen Participation whereby the community was able to forward their concerns with no guarantee of being considered as it was evidenced by the dissatisfaction with the public consultation of the study's informants and failure to consider some of the public's demand. There was no any connection to local residents with project office to negotiate their demands properly which helps to increase the level of participation to [19] because the decision-making power is the hand of the sub-city officials only the office needs the community to be informed about the project's objective and information sharing. The finding of the study showed that there were different factors responsible for community participation problems in the project area. those are:

Structural factors; genuine participation in the project depends on willingness of the politicians. The study result showed Politian's were unwillingness and aggressive that forced the local residents merely to accept the project without clearly stating the objective of the project to accomplish their political mission because the Political interference by the ruling party to co-opt the direction of the intervention for their political benefits [15]. On the political side awareness for the need for substantial participation processes is occasionally missing, because decision-makers (sometimes even the urban administration) fear a limitation of their powers. The formerly familiar assertion

“What are citizens good for in planning-processes? Nothing. They lack expert knowledge” [15].

Administration factors; bureaucracy, weak administration and communication barrier were main drawback unable to participate the local residents in the project affairs that must pass-through procedures of bureaucracy though they may come up with essential points and contributing something that could bring significant change for the project due to most often planners, professionals and local government officials view the inputs of communities and activists as banal and which lacks technical knowledge [19]. Disseminating of full of information has been limited to community to be actively participate through home-to-home informing and notifying at any public meeting. This was also misguided the perception of community in the participation issues because information is power.

Therefore, the participation of the people that key factors were information perception from various kinds of media such as newspaper, books, journal, documents, radio or television. Therefore, the local administration organization should develop the effective and diversify infrastructure which was concerned about the communication process in the community. Communication to the people to let them participate should begin at the first stage of the preparation process, before the implementation process of the organization's administrator.

Social and economic factors; this was also other obstacles to ensure participation towards study area due to the socio-economic conditions of people determine their participation in project planning and implementation [6, 21].

5. Conclusions

Urban upgrading is crucial intervention to improve the infrastructure, service and the environments enable to make favorable and conducive environment for living and work. However, with the absent of community participation, it can't be effectively and efficiently implemented and achieved its goals and objectives. Therefore, community participation is essential and key point in any developmental issues to ensure success and brings sustainable urban development. The issue of development was top to down which highly driven by technocrats and administrators with low level of community participation resulted in less demand response, less efficiently utilize the potential of the community, less effective achievement of the intended objective, and less coverage of benefited from the target group from the development. This is like the one who is trusty demands water delivered him a bread to satisfy his trusty. Experts considered themselves knowing all urban related problems beyond the community who are entertained. More ever, the study area had no integration and coordination among different stakeholders because there is no lead agency to coordinate all the other stakeholders to be actively participate during development interventions through different major serious factors influencing community participation in upgrading intervention in the study area those were: structural, administrative, and socio-economic aspects. Structural factor is particularly the politicians that did not give high attention on upgrading project as like redevelopment in

changing the life of the community and the image of the city by active community involvement. in spite of the fact that, they were not committed and devoted in involving in management and community participation development activity in achieving the project objective in one hand that will not show their efforts unlike redevelopment. The Bureaucracy and weak governance, information dissemination problems on the other hand were the major influence community participation in the project area in the case of administrative approach.

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Conflicts of Interest

The authors declare no conflicts of interest.

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