

UNIVERSITY FOR DEVELOPMENT STUDIES

ASSESSING THE PERFORMANCE OF SUB-MUNICIPAL STRUCTURES
IN GHANA'S DECENTRALIZATION PROGRAMME: A CASE OF THE
WA MUNICIPALITY

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BY

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JULY, 2019



DECLARATION

Candidate's Declaration

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

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

Name: TAHIRU ALI FOROKO

Supervisor's Declaration

I hereby declare that the preparation and presentation of the thesis were supervised in accordance with the guidelines on supervision of thesis laid down by the University for Development Studies

Supervisor

Signature.....Date.....

Name: Dr. (Mrs.) Felicia S. Odame



ABSTRACT

Decentralization is globally recognized as the way of ensuring community participation and local development. Many countries including Ghana have adopted decentralization and implemented the concept in different ways. In the Wa Municipality of the Upper West Region, though the Sub-Municipal structures in the decentralization process have been confronted with much challenges, there has been some remarkable performances. Therefore, the study sought to assess the performance of the Sub-Municipal Structures in Ghana's decentralization programme. Cross sectional design was adopted where qualitative data in some cases was triangulated with the quantitative data. Simple random and Purposive sampling were used to select 87 respondents for the study. Primary and Secondary data were sourced. The study revealed among others that there is effective collaboration between the committees, the sub-municipal structures and the Municipal Assembly. The Common Fund and the Internally-Generated Fund were the main sources of funds for the Municipality. The stakeholders of the communities and the youth leaders are mostly involved in the implementation of policies in the local governance. The study further revealed that payment of the allowances apportioned to the assembly members delayed. It is concluded that the Municipal Assembly, political interference, inadequate resources, inadequate transparency and accountability are some of the challenges confronting the Municipal Assembly. The study recommends that the Municipal Assembly should endeavour to ensure that the disbursement of the common fund and the Internally Generated Fund to the Assembly.



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God bless you all.



DEDICATION

This work is dedicated to my lovely wife, Barikisu and my children; Ra-ef and Sobraiya
for their immeasurable supports.

I love you all!!!!!!!

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LIST OF ACRONYMS

AIDS	Acquired Immunodeficiency Syndrome
BECE	Basic Education Certificate Examination
CDD	Centre for Democratic Development
CSO	Civil Society Organization
DA	District Assembly
DACF	District Assembly Common Fund
DCE	District Chief Executive
FCUBE	Free Compulsory Universal Basic Education
GSFP	Ghana School Feeding Programme
GSS	Ghana Statistical Service
HIV	Human Immunodeficiency Virus
IEA	Institute of Economic Affairs
IGF	Internally Generated Fund
JHS	Junior High School
KG	Kindergarten
KVIP	Kumasi Ventilated and Improved Pit
LEAP	Livelihood Empowerment Against Poverty
LI	Legislative Instrument





MCD	Municipal Coordinating Director
MCE	Municipal District Executive
MMDA	Metropolitan Municipal District Assembly
MOF	Ministry of Finance
MP	Member of Parliament
MPCU	Municipal Planning Coordinating Unit
MTDP	Medium Term Development Plan
NDC	National Democratic Congress
NDPC	National Development Planning Commission
NGO	Non-Governmental Organization
NLC	National Liberation Council
NPP	New Patriotic Party
NRC	National Redemption Council
PDC	People's Defense Committees
PHC	Population and Housing Census
PNDC	Provisional National Defence Council
RCC	Regional Coordinating Council
SPSS	Statistical Package for Social Sciences
UC	Unit Committees

UNICEF	United Nations International Children's Emergency Fund
UWR	Upper West Region
W H O	World Health Organization
WASH	Water Sanitation and Hygiene
WASSCE	West African Senior School Certificate Examination
ZC	Zonal Councils



CHAPTER ONE

INTRODUCTION

1.1 Background of the Study

Decentralization in different forms has been part and parcel of Ghana's public administration system since the colonial era. The British colonial indirect rule in the Gold Coast from 1878 until 1951 was a form of decentralization (Ayee, 2000). During this period, the colonial administration governed indirectly through the native traditional political institutions by constituting the chief and elders in a given district as the local authority. The institutional and legal arrangements of Ghana's public administration system after independence had gone through a number of reforms.

The need and desirability of mass participation in the political processes of society have been widely proclaimed over the years by different writers and philosophers. In ancient Greece where direct democracy was practiced, all important decisions were taken by popular assemblies and the citizens were active participants in the affairs of the state (Basu, 2004).

Today, the increase in the size and population of modern states has rendered the ancient practice of direct democracy impossible. For this reason, modern states now operate on the principle of indirect public participation through legislative representatives and other public institutions by which the people exercise their rule at the sub-national levels (Plattner, 1998). There is consensus in democratic political theory that extensive public





participation in decision making ensures that vested interests of the few privileged do not prevail over interest of the majority. To safeguard this, it is considered necessary that adequate measures of public accountability and ventilation of public grievances should exist side by side with the avenues for citizens' participation in the decision-making-processes (Basu, 2004).

There is also increasing recognition and acceptance that significant improvements in the quality of life and well-being of the poor can largely be attained through popular participation in decision making at the local level. This largely accounted for the resurgence of decentralization as a key component of political and administrative reforms in many developing countries since the late 1980s (Crawford, 2003). State and institutional reforms aimed at engendering community participation in the development process have evolved to become a key topic on the world's political system today. The process of reform which began in the 1970's reached its climax in the mid-1980's and the 1990's, especially after the collapse of the Soviet Union and the apparent demise of Socialism in Europe and elsewhere (Hickey & Mohan, 2005).

As part of the reforms, the concept of decentralization became a prescribed basic policy reform tool (Todaro, 2013). Much of the decentralization that has occurred in the last decade has been motivated by the political rationale that good governments are those closer to their people. This is justified by the spread of multi-party political systems in Africa which is increasing the demand for more popular participation in decision making so as to give voice to people at the grassroots and to bring economic and political power closer to local communities (Hickey & Mohan, 2005). Various African countries across the

continent including Tanzania, Ghana, Nigeria, Uganda and South Africa among others have implemented various forms of decentralization.

The support for decentralization though for varying purposes thus spans a continuum; from multilateral to international development agencies to national governments, nongovernmental organizations and to grassroots organization. Crawford (2003) revealed that it is difficult to find a country in the West African sub-region that has not attempted a decentralization programme in one form or the other. This indicates the wide recognition and acceptance of decentralization in Africa as a major mechanism for enhancing grassroots participation. Decentralization can be manifested as a hierarchical system which involves the pushing of specific decision authority down to lower levels of an administrative hierarchy. Decentralization can also be termed devolution, which is more radical in that it entails passing a specific authority across an organizational boundary that is, giving it to a separate subordinate or an independent agency (Pollitt & Bouckaert, 1995).



Ghana, like other developing countries adopted and instituted a decentralization policy in 1988. The policy seeks to create a kind of governance that will encourage a greater degree of local autonomy and make local administration and development more efficient and responsive to the needs of the local people (PNDC law 207, 1988, at 462 1993). The factors which accounted for the decentralization policy include: an urge of the international donor community to establish democratic structures and strengthen local government and bottom-up decision making to achieve greater participation in the development process; and a demand (internal and external) for a devolution of power globally to subsidiary levels to

ensure efficient mobilization and utilization of local resources on a sustainable basis (Todaro, 2013).

Among the broad objectives of Ghana's decentralization and local governance system are the desire to ensure efficient allocation of resources, reduce over-dependence on central government, promote power sharing, and ensure the building of adequate capacity at the district level for effective and efficient management, reducing rural urban drift and promoting accountability and responsiveness in local governance (Todaro, 2013).

According to Kokor (2004), these objectives which are expected to result in the localization of development can be achieved through an enhanced role of MMDAS and the active participation of their communities in development decision making. This means that in order to achieve the goal of rapid socio-economic development desired by most governments, grassroots participation in decision making must be a key development priority. Given the critical role of participation in enhancing democratic governance and in promoting socio-economic development in Ghana's decentralization process, it is important that attention is paid to the level of grassroots participation in local decision making, the functions of sub structures and governance under the new local government system in Ghana.

1.2 Problem Statement

A well-resourced sub-district structure is necessary for an effective decentralized local governance system. The Ministry of Local Government and Rural Development (2005) has



emphasized that the sub-Municipal/district structures are crucial for the sustenance of local governance because they serve as the main link between the districts and the grassroots. Any Local Government system that aims at putting the sub-Municipal/districts at the centre of local governance should meet the following necessary conditions among others:

- A well-defined structures and roles of the sub-district institutions;
- Strengthening the logistical and staffing capacities of sub-districts;
- Creating functional working relationship in terms of roles and resources allocation between the sub-districts, the MMDAs and the communities;
- Creation of the desired space for local governance stakeholders such as the Private Sector, Traditional Authorities and Non-Governmental Organizations to contribute to the improvement of the effectiveness of the sub-districts.

The Decentralization Policy Review (2007) identified the following obstacles to the effective and efficient performance of the sub-Municipal/district structures:

- Conflicts between the MMDAs and the sub-district structures over roles, functions and resources;
- Polarization of the sub-district structures around local disputes especially chieftaincy and partisan disputes;
- Lack of required number of membership or quorum at the unit committee and for that matter the other sub-structures because people are reluctant to file their nominations for the ten elected unit committee positions; and
- General apathy towards the activities of the sub-district structures because members are not paid any sitting or transport allowance.



The Decentralization Policy Review Final Report (2007) agreed with the Dege Consult (2007) and the USAID (2010) on the weak state of sub-Municipal/district structures more than two decades into the implementation of the local government system. The sub-Municipal/district structures of the Zonal Councils (ZCs), the Town/Area Councils (T/ACs) and the Unit Committees (UCs) which form the foundation of the local government system have serious challenges. The Dege Consult (2007) summed up the state of the sub-district structures as; The sub district local government structures are not viable; there are too many, they are too small, they have too many members and they are not fully elected. The functions of sub-district structures are unclear and they have virtually no personnel or financial resources to perform.

The findings on the state of the MSS/SDS by the Decentralization Policy Review Final Report (2007), USAID (2010), and the Dege Consult (2007) revealed the following gaps in the operation of the sub-districts: poor human and financial resources base, incomplete T/ACs and UCs, and poor staff motivation among others. In sum, do these challenges in anyway inhibited the Sub-Municipal structures in the performance of their mandated roles as captured in The Local Government (Urban, Zonal, Area and Town Councils and Unit Committees) Establishment Instrument; 1994 (L.I. 1589). Providing an answer to the question posed above, subsequently calls for the examination of these issues with reference to the Sub Municipal Structures.

Gyimah et al (2008) also opine that, they do not really know what their roles are and do not have the required human resources to function effectively due to absence of financial and material incentives. In addition, ‘there are no real success stories as far as improved

development at the local level is concerned’ (Adamolekun cited in Francis & James, 2003). Given these practical challenges of decentralization and participation in the Municipality the functions of these sub structures are not clear (Issahaku, 2012). Against this background the study sought to assess the performance of the Sub-Municipal Structures in the implementation of the decentralization process in the Wa Municipality.

1.3 Main Research Question

- What is the performance of the Sub-Municipal Structures in the implementation of the decentralization process in the Wa Municipality?

1.3.1 Specific Research Questions

- How effective is the relationship between the sub-structures and the Municipal Assembly?
- How effective are the roles of the Sub-Municipal Structures in the Wa Municipality?
- What is the level of grassroots participation in the implementation of the decentralization process?
- What challenges are hampering the attainment of full decentralization at the Sub-Municipal structures level in the Wa Municipal Assembly?

1.4 Main and Specific Objectives

1.4.1 Main Research Objective

- To assess the performance of the Sub-Municipal Structures in the implementation of the decentralization process in the Wa Municipality.



1.4.2 Specific Objectives

- To investigate the relationship between the sub-structures and the Municipal Assembly?
- To examine the effective roles of the Sub-Municipal Structures in the Wa Municipality
- To assess the level of public participation in the implementation of the decentralization process
- To investigate the challenges hampering the attainment of full decentralization at the Sub-Municipal structures level in the Wa Municipal Assembly

1.5 Significance of the study

Studies conducted by Gyima et al (2008), Isshahaku (2012) and Abanga (2014) concluded that the Common Fund given by the government is the main source of funding to the development of Districts and Municipal Assemblies without concentrating on the performance of sub structures of the Municipal Assembly and hence the study. This makes the study very imperative to fill this gap. The study found that even though the common fund and IGF were the main sources of revenue, the IGF is the major source of revenue for the Municipality. Therefore, the IGF together with other sources of funding spearhead the development of the Wa Municipality. The study further reveals that members at the grassroots of the municipality are involved in decision making and enhancing developmental projects through the various committees in the assembly.

The study continues to be important since it could help development policy implementers to address the overlooked issues regarding political interference and inadequate resources hampering the development of the Wa Municipality.



Again, the research findings are extremely useful to the district authorities, civil society groups and development partners who would want to explore appropriate ways of improving community participation in decentralized governance in the Wa Municipality in particular and the country as a whole. Beyond these, the study contributes to available literature in the field of participation and local development. The practical realities are laid bare and other researchers interested in the subject matter could further explore the details.

1.6 Organization of the Study

The thesis comprised five chapters. Chapter one discusses the introduction of the study which starts in generic terms indicating the worldviews, African perspectives and narrowed it down to Ghana, thereby specifying Wa Municipality which is the study area. It further considers the problem statement, the research questions and objectives, significance of the study and the organization of the study. Chapter two delves deeper into the review of relevant literature. Chapter three discusses the research methodology which encompasses the study profile, the study design, target population, sampling, and data analysis among others. Chapter five summarizes, concludes and presents the recommendations of the study based on the findings.



CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

This section takes into cognizance the operational definitions of key concepts of the study, review of scholarly materials that relate to the study. This was done base on the study objectives. Also, Scouffle' Theory of Decentralization and the Arnstein Theory of participation were used. Ainstein Theory of participation anchored the study. Additionally, in order to get a clear conceptualization of decentralization, the origin of decentralization was discussed.

2.1 Operationalization of Concepts

2.1.1 The Concept of Decentralization

Sharma (2000) considered decentralization important process for the promotion of citizen participation in governance and development. He continued that the decentralized local governance contributes to development in terms of promoting participatory development strategies, and the production of policies that are adapted to local needs. Kauzya (2007) corroborated that promoting participation of the people in decision-making processes as well as the development activities, the policy of devolution of power and authority to sub-national governments is increasingly adopted and applied in many countries as one of the tenets of good governance. Kauzya continued that decentralized governance provides a structural arrangement and a level playing field for stakeholders and players to promote





peace, democracy and development. The findings of Boschmann (2009) revealed that involving beneficiaries either directly or indirectly in planning for allocation of public resources are likely to suit local needs as compared to a situation where central Government plans and deliver on their behalf. Also, Rondinelli and Nellis (1989:5 cited in Chuli (2011) described decentralization as the transfer of responsibilities for planning, management and the raising and allocation of resources from the central government to the regional, semi-autonomous public authorities regional and to the grassroots among others. The United Nations Development Programme (UNDP) alleged that decentralization is the process by which authority, responsibility, power, resources and accountability are transferred from the central level of government to sub national levels. According to Manor cited in Chuli (2011) pointed out four types of decentralization. These types are; Political which according to him, is known as devolution which transfers powers and resources legally recognized sub-national authorities which are independent of the central government. In consequence, administrative decentralization involves the assignment of responsibilities and authorities to lower levels of administration as asserted by Ahwoi (2010).

According to Ahwoi the administrative is classified into three namely, deconcentration, delegation and devolution. The deconcentration considers the relocation resources of the central government to the local areas and holding the local authorities accountable to central government ministries and agencies. The devolution looks at transferring of responsibilities to district and Municipality that elects their own authorities and raised their own revenues and make investment decisions independently. Ahwoi further describe delegation as a part of decentralization as the process where the central government transfer



responsibilities for decision and administration of public functions to semi-autonomous public bodies. Egbenya (2009) considered fiscal decentralization which considers decisions about expenditure raised locally or externally. The findings of the Litvack (1999) described economic or market decentralization which considered the public and private partnership. Therefore, this study conceptualized the decentralization by considering the roles of the central government to the grassroots and considered the performances and implementation of decentralization from the Municipal Assembly to the grassroots by considering the types of decentralization as well.

2.1.2 Concept of Participation

Participation has become an essential ingredient and a prerequisite of good governance. Development as a process of increasing people's capacity to determine their future means that people need to be included in the process of planning their needs and development. Participation is part of the process and definition of development. There is, therefore, a growing consensus that people everywhere have a basic human right to take part in decisions that affect their lives. According to the report of World Bank (1996) participation is a process through which stakeholders influence and share control over development initiatives and the decisions and resources which affect them. Participatory development in Africa, came to the pinnacle of development discourse following the signing of the African Charter for Popular Participation in Development and Transformation (ACPPDT) agreed at Arusha, Tanzania in 1990 (Africa Institute of South Africa, 2002). Currently, participatory planning at local level is important because decentralized development planning remains a valid framework for sustainable development and good governance

agenda (Chinsinga, 2003). Participation as used in this study refers to local population being part of project identification and implementation. This is because individuals should fully participate and decide on their needs for their development. Mollel (2010) talked about grass root participation development starts from the bottom-up to the central government.

Matson (2009) viewed grassroots as involving the common people as they constitute a fundamental political and economic group. He observed grassroots to be a movement for nuclear disarmament. In his explanation, he stated that a grassroots movement in the political context is the one being driven by the politics of a given control with the community taken control of their the entire process of decision making through to decision implementation Ghai and Vivian (2014) emphasized that grassroots participation as the basis of any action taken and it is the consequential beneficiaries of all actions taken. Stemming from the above explanations participation in general is seen by the researcher as the underpinning factor of a development activity.



2.1.4 History of local governance in Ghana

The history of Ghana's decentralization system as traced by Aryee (2000) dates back to the colonial period when the British Authorities introduced the system of indirect rule in 1878 lasting until 1951. During this period, the author argues the colonial administration governed indirectly through subtle maneuvering of local political institutions (i.e. the Chiefs), by constituting chiefs and their elders in given districts as local authorities with powers to set up treasuries, recruit staff and perform local government functions. Nkrumah

(2000) makes the astonishing revelation that under indirect rule downward accountability of chiefs to their subjects was replaced by upward accountability to the colonial authorities. The democratic ideals underlying chieftaincy in Ghana, which made chiefs accountable to their people, began to suffer as the recognition by the central government was more crucial to the chief than the support of his people.

This situation seeks to support the widely held view that the local level has over the years looked up to the centre in decision making, development interventions and controls. This is because central control of the local government bodies is intricately woven in the historical development of the local governance system of the country. This is also the case because over the years central governments are interested in using local governance to reinforce their dominance at the local level. In the post-independence era of 1957 onwards, decentralized local governance was generally weak and subject to the centralization of powers synonymous with the post-colonial state in African countries (Tordoff, 1997).



Over the years various attempts at decentralization were made with the first major attempt made in 1974 under the military junta of Lt. Col. Acheampong. The system under Acheampong was, however, characterized by deconcentration aimed at strengthening central government control of local government bodies (Nkrumah, 2000). A landmark historical aspect was the decentralization reforms introduced in the early period of Rawlings's populist military rule (1981-92). In 1983, Rawlings's PNDC government announced a policy of administrative decentralization of central government ministries, alongside the creation of People's Defense Committees (PDCs) in each town and village. The PDCs, made up of local PNDC activists as self-identified defenders of the revolution,

effectively took over local government responsibilities, though often limited to mobilizing the implementation of local self-help projects (Nkrumah 2000), while the deconcentrated ministries played a more significant role. Currently power has been devolved to MMDAs and other decentralized agencies with human and financial resources to plan and execute development plans for the benefit of their inhabitants.

2.5 Legal framework

The 1992 Constitution, which marked the transition to multi-party democracy at the national level, endorsed the 1988 reforms. It consolidated the aim of decentralization within the overall context of a liberal democratic constitution. Yet essential democratic elements remained compromised, especially through the retention of presidential appointments and non-partisan local elections. The objective of decentralization was laid out unambiguously in Chapter 20 of the Constitution entitled “Decentralization and Local Government”. This state’s clearly that local government and administration ... shall ... be decentralized(Article 240[1]), and that functions, powers, responsibilities and resources should be transferred from the Central Government and its agencies to local government units (Article 240[2]).

Ghana’s current programme of decentralization commenced prior to the national democratic transition in the early 1990s. In 1988, the PNDC government introduced a major piece of legislative reform, the Local Government Law (PNDC Law 207). This created 110 designated districts within Ghana’s ten regions, with non-partisan District Assembly (DA) elections held initially in 1988/89 and subsequently every four years



(1994, 1998, 2002, 2006/2010). In addition to the two-thirds of DA members elected on an individual, non-partisan basis, one-third was appointed by central government, along with a chief executive for each district (Pinkney, 1997).

The stated aim of the 1988 Local Government Law was to promote popular participation and ownership of the machinery of government by devolving power, competence and resource/means to the district level (Map Consult, 2002). Interestingly, the language of participation and ownership anticipated the donor speak of the 1990s, though it also had some resonance with the revolutionary rhetoric of popular participation of the earlier PNDC period (Crawford, 2004). The structures of local government in the fourth Republic of Ghana is made up of a Regional Coordinating Council and a four –tie Metropolitan and a three-tier Municipal, District Assembly system (Ahwoi, 2010).

A four-tier structure of sub-national government was created by the 1992 Constitution [or Local Government Act, Act 462 of 1993] at regional, district and sub-district levels. This comprises Regional Co-ordinating Councils (10), District Assemblies (110) and urban, zonal, town and area councils (1300), plus unit committees (16,000) (Nkrumah, 2000).

Like the District Assemblies in Ghana whose membership is spelt out in Act 462, Legislative Instrument (L.I 1589), which establishes the Urban, Zonal, Town, Area Councils and Unit Committees spells out the composition/membership of the Sub-District Structures. The elections to the sub-district bodies, like the District Assemblies, are conducted on non-partisan basis by the Electoral Commission of Ghana.





It was in 2010 that Parliament passed a Legislative Instrument (LI) 1967, which indicated that a unit committee shall be equivalent to an electoral area in the country. The 16,000 has been reduced to 5,000 to be at par with the number of electoral areas in the country for the year's district level elections (Local Government Service, 2009). A brief description of the composition and function of each tier has been presented in the following sub-sections.

2.6 Regional Coordinating Councils

According to Isshaku (2012), the 1992 constitution of Ghana has marked the transition to multi-party democracy at the national level and this has established the existence of sub-national structures encompassing the Regional Coordinating Council (RCC), metropolitan, Municipal and district Assemblies). The constitution according to Issahaku, mandated the RCC to be headed by a Regional Minister, appointed by the President and vetted by a Parliamentary Committee on Appointments and approved by the National Parliament. To him, the Regional Minister of the RCC is composed in some occasions of his/her Deputy, the Presiding Member and DCEs from districts within the region and two chiefs from the Regional House of Chiefs. The Regional Heads of decentralized ministries in the Region sit as non-voting members. Early assertion by Crawford (2004) reveals that the function of RCC is to co-ordinate and regulate the DAs in their respective regions (Local Government Service, 2009).

2.6.1 Metropolitan/Municipal/ District Level Structures

The Metropolitan Assembly is created for districts with a population threshold of 250,000 and above. Metropolis in Ghana had increased from a humble three to currently eight. The Municipal is established for single compact settlement with population of 95,000 and

above. These are usually ‘One –Town Assemblies’. A District Assembly is created for geographically contiguous areas with population of 75,000 and above. The District Assemblies are the highest administrative and political authority in the district which is therefore regarded as the pillars upon which people’s power is erected. There are currently 270 District Assemblies in Ghana.

2.6.2 Sub-Municipal Level Structures

Legislative Instrument 1589 instituted and defined the operations and functions of sub-district structures consisting of Urban, Area, and Town Councils and Unit Committees. The Sub Metropolitan Council structures are immediately below the Metropolitan Assemblies. The Sub-Metropolitan Council arrangement has been dictated by the complex and peculiar socio-economic, urbanization and management problems that confront the Metropolises. There are currently 33 Sub-Metropolitan Assemblies in Ghana (Ahwoi, 2010: 102). Urban Councils are found in District Assemblies and are created for settlements with population above 15,000 with cosmopolitan characteristics. There are currently 69 Urban Councils in Ghana (Ahwoi, 2010). Zonal Councils are in the ‘one-town’ Municipal Assemblies for which the establishment of Town/Area Councils will raise problems of parallel administrative structures.

Town/Area Councils are found in both Metropolitan and District Assemblies. Town councils in the District Assemblies are established for settlements with population between 5,000 and 15,000 while Area Councils for a number of settlements/villages which are grouped together but whose individual settlements have population of less than 5,000.



However, Town Councils usually found in Metropolitan Assemblies are markedly different in sizes sometimes even exceeding 50,000 (Ahwoi, 2010).

The functions of the Urban, Zonal, Area and Town Councils include the following:

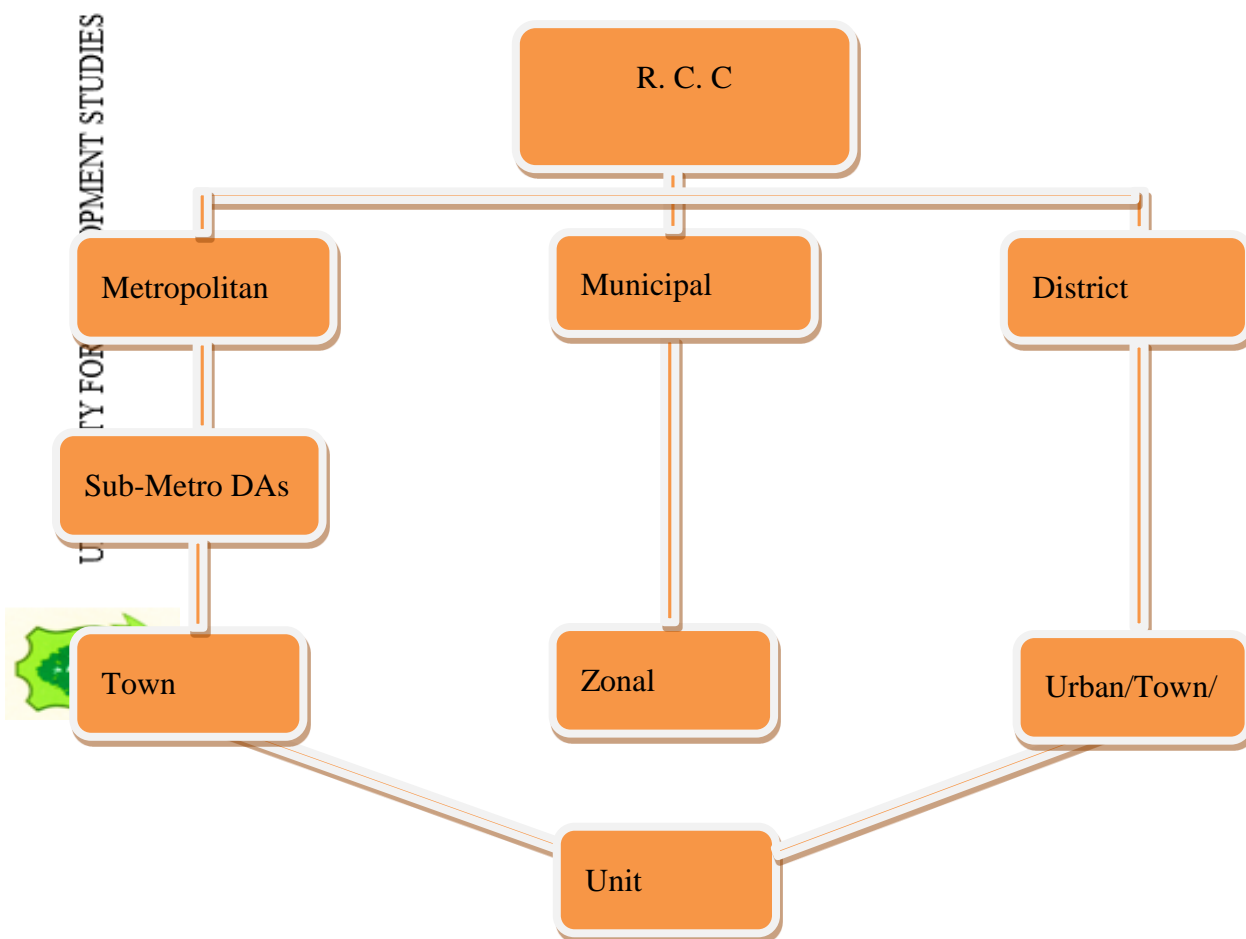
- To take over as appropriate all the functions previously performed by the Town/ Village Development Committees
- To enumerate and keep records of all ratable persons and properties in the Urban, Area or Town Councils
- To assist any person authorized by the Assembly in the collection of revenue due the Assembly.
- To be responsible for the day-to-day administration of the Urban, Area, Zone and Town Council.
- To organize with any other relevant organization annual congresses of the people for the purpose of discussing the development of the Urban, Zone, Area Council or Town including the raising of voluntary or other contributions to fund such development.

The Unit Committees constitute the basic structure of the New Local Government structure. A unit is usually a settlement or a group of settlement with a population of between 500 and 100 in rural areas and a higher population of about 1,500 for the urban areas. The closeness of unit committees to the people justifies the important roles played in terms of community sensitization on policies, organization of communal labour, revenue mobilization, ensuring environmental cleanliness, implementation and monitoring of self-help projects.



In addition, they provide a focal point for the discussion of local problems and take remedial measures where necessary or even make recommendations to the Assembly where appropriate. Under the current Local Government Reforms, the unit committees have not only been reduced to five members but also made conterminous with the electoral areas in order to make them effective.

Figure 2.1: The Structure of the Current Local Government in Ghana



Source: Ahwoi (2010)

2.6.3 Ghana Local Government Planning System

The National Development Planning Commission (NDPC) is responsible for providing guidelines to facilitate the preparation of development plans by the Metropolitan, Municipal and District Assemblies (DAs) in accordance with Section 1(3, 4), 2 to 11 of the National Development Planning (System) Act 1994 (Act 480). The District Assemblies (DAs) are required to prepare development plans in relation to the Guidelines provided by the NDPC. The Ghana local government system (1996) indicates Act 462 and Act 480 designate the District/Municipal/Metropolitan Assemblies as the planning authorities, charged with the overall development of the districts. The planning process has the following as the essential features:

- ✓ Planning at the district level starts with the communities' problems, goals and objectives from Unit committee level through the Town/Area/Urban/Zonal Councils to the District Assemblies.
- ✓ The sub-committees of the Executive Committee of the District Assembly must consider the problems and opportunities of the communities' define priorities and submit them to the executive committee.
- ✓ The departments of the District/Municipal/Metropolitan Assembly, sectoral specialists, non-governmental organizations and other functional agencies must confer and collaborate with one another to hammer out the ingredients of the district plan.
- ✓ The Municipal Planning Coordinating Unit shall integrate and coordinate the district sectorial plans into long term, medium term, short term plans and annual plans and budget for consideration of the executive committee and debate by the District Assembly.



- ✓ The approved plan is to be sent to the Regional Co-ordinating Council for co-ordination and Harmonization with the plans of the other District Assemblies in the region.

An Analysis of the features show that Ghana's planning system is bottom up as all plans have to start from the communities. This implies that local population is expected to initiate projects depending on their needs and priorities as shown in Figure 3.

2.6.4 Decentralized Development Planning

The idea of decentralized development planning needs to be looked at, from the perspective of decentralization. There appears to be an extensive agreement among development practitioner and professionals strongly backed by a large body of literature that it is not only difficult to own and sustain development interventions but also interventions do not address identified challenges unless the needs and aspirations of the people concerned are fully represented in the plan and programmes.

The decentralized development planning system therefore offers not only the appropriate platform but also freedom for the community to participate in the planning process enabling them to identify their basic and priorities to be reflected in the plan (Habtamu, 2004).

Decentralized planning is a system through which planning process is brought close to the people who are the ultimate target of development. It is also a multi-level planning system in which planning is attempted at different politico-administrative and executive levels, so that there is greater integration between the developmental needs and priorities of smaller areas (micro- regions) and different socio-economic classes with the regional, sub-national and national level development policies and goals.





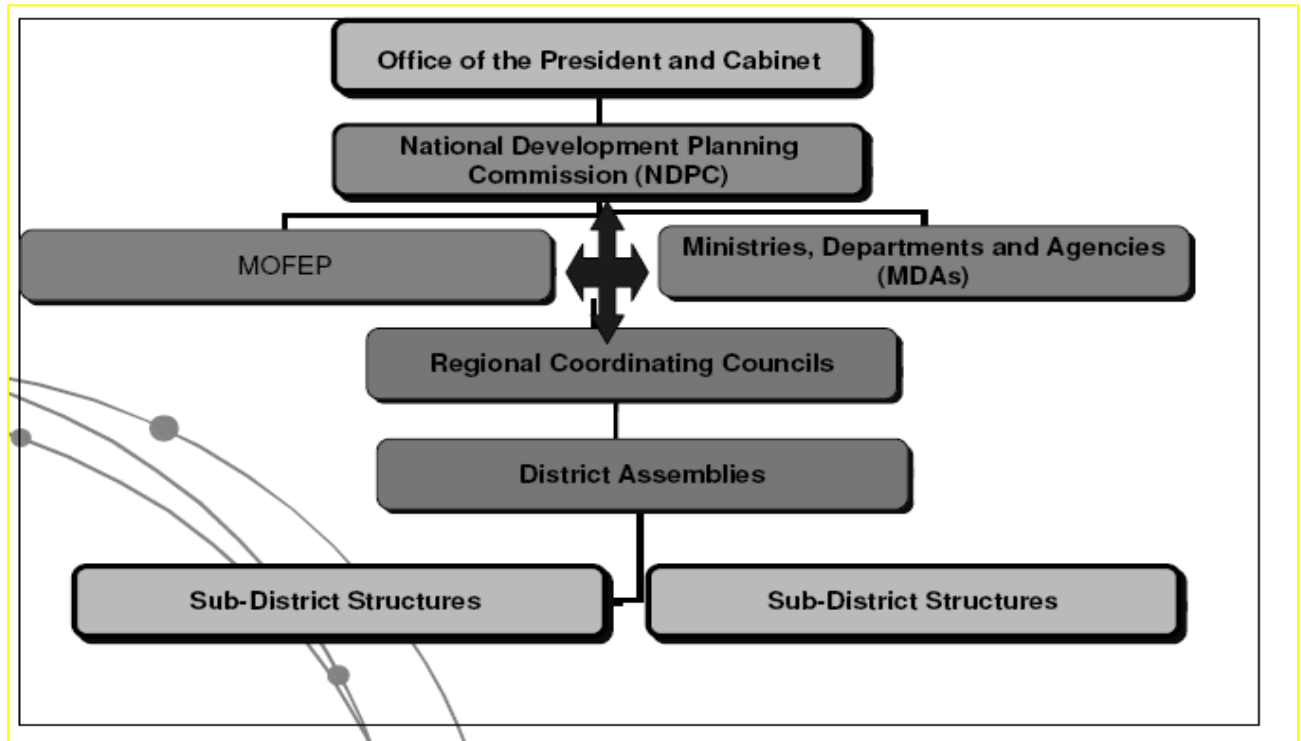
Decentralized development planning was defined as a ‘continuous inter-disciplinary and participatory process by which the present and future aspirations of the community are systematically translated into reality in accordance with their felt and expressed development’. (Mabiriizi, 2001).

According to Ahwoi, (2010), decentralized development planning is often multi-sectorial which strongly emphasizes not only participation and self-determination, but also involves consciously and actively local institutions in income generating and other projects. In the context of this study, the meaning of decentralized development planning as established by the New Local Government System is only the most appropriate but also comprehensive. It defines planning as a “process of preparing and implementing decisions and actions at the local, district, regional and national levels”. It adds that the planning business will be worthless if it does not result in “a transformation of the people of an area and their environment in ways that will improve their existing economic and social conditions and circumstances, their physical surroundings and existing institutions”. (Ghana Government New Local Government System, 1996).

Development planning continues to be the way forward for countries that want to achieve development for their people. This is all the more true when development planning is decentralized to increase particularly informal community stakeholders’ determination of and participation in the issues that are of development concerns to them (Edwards & Klees, 1999).

Hadingham (2003) caution should therefore be taken seriously that the planning system is increasingly required to undertake the function of integrating top-down strategic obligations with the bottom-up outcomes of participatory processes.

Figure 2.2: Figure 2.2. The Decentralized Development Planning Structure in Ghana



Source: Adopted from Mpare, (2007)

2.7 Problems of Decentralization in Ghana

One fundamental challenge for good governance in Africa and Ghana in particular is the lack of deepened political will in support of decentralization. Post-independence governments have never deviated from the practice of central control and use of local government for their political advantage (Kyei, 2000). This has provided 'mixed' results as far as benefits of decentralization is concerned.



Another problem of decentralization in Ghana is lack of fiscal autonomy of the sub-national structures. Internal revenue generation is abysmally poor and sub-national structures over-rely on the central government for funds to implement development programmes and run the affairs of the district assemblies. The fiscal reliance on government makes local government in Ghana vulnerable to central influence. At every level or tier of local government, there is the component of central government appointees. This creates so many cracks for centralization as it can be said from this situation that there is that intent of government to still control the affairs and practice centralized decentralization.

There is also the unpleasant situation of insufficient capacity that puts a constraint on local governments, especially sub-district structures to fully execute their functions. This is in the form of human, financial and logistics. Duties are transferred to sub-districts structures without commensurate transfer of resources. As a result of these drawbacks, most sub-districts structures are therefore presently delivering only a small part of the services of the total that they are responsible for.

2.8 The Scoufflé ‘Theory’ of Decentralization

The “soufflé theory of decentralization” as espoused by Parker (1999) provides a useful framework for analyzing the separate dimensions of decentralization and their interconnections and permits the investigation of patterns of partnership and democratic local governance. Cheema and Rondinelli (1983) recognized the importance of the theory by looking at political, fiscal, and institutional elements of decentralization, but according

to them, it did not explicitly relate these three dimensions to community and rural development outcomes.

According to Parker (1999), these outcomes can be defined in terms of (i) the effectiveness of providing minimum standards of service delivery that are cost-effective and targeted toward disadvantaged groups; (ii) the responsiveness of decentralized institutions to the demands of local communities and to the aims of broader public policy; and (iii) sustainability as indicated by political stability, fiscal adequacy, and institutional flexibility. Factors that appear to have a positive impact on community development outcomes include enhanced participation, greater resource mobilization, more institutional capacity building, and increased accountability (Parker 1995; Okorley, 2007). In line with this study's aim of examining the impact of decentralization on the people I have chosen to modify and use the soufflé theory of decentralization since it identifies and integrates the political and organizational factors required for the success of decentralized systems.

These factors as pointed out determine successful decentralization outcomes such as improved access to services, which in the context of this study, encompasses availability and relevance to community needs (Shah, 2006; Ribot & Peluso, 2003). Work (2002) argues that the western world sees decentralization as an alternative to providing public services in a more cost-effective way. He further argues that developing countries on the other hand are pursuing decentralization reforms to counter economic inefficiencies, macroeconomic instability, and ineffective governance. Post-communist transition countries are embracing decentralization as a natural step in the shift to market economies and democracy while those in Latin America are decentralizing as a result of political





pressure to democratize (Work, 2002). He states that African states view decentralization as a path to national unity. Based on these different perceptions, it can be realized that decentralization is a very broad term which can be interpreted and implemented differently based on the conditions prevailing in a particular environment.

Rondinelli et al (1989) defined decentralization as the transfer of responsibility for planning, management, and the raising and allocation of resources from the central government and its agencies to field units of government agencies, subordinate units or levels of government, semi-autonomous public authorities or corporations, area-wide regional or functional authorities, or nongovernmental private or voluntary organizations.

Decentralization can be in the form of political, administrative, legislative, fiscal, and market decentralization (Rondinelli et al, 1989). At the local level for example, there is population decentralization in which cities or rural communities establish new settlements to reduce congestion. Industrial decentralization is where city building new industrial centers cluster outside normal industrial areas. Transport decentralization is a phenomenon where by transport services and terminals are decentralized to avert congestions within urban centres.

In Ghana, political decentralization took the form of creating District Assemblies and sub-district structures such as urban, town, area councils and unit committees which provided a platform at the local level for the people to deliberate, legislate and execute actions necessary for the development of their areas (Owusu et al., 2005).



Administrative decentralization is another type of decentralization which deals with the transfer of responsibility for the planning, financing and management of certain public functions from the central government and its agencies to field units of government agencies, subordinate units or levels of government (Rondinelli et al., 1989). In Ghana, twenty-two central government agencies have been decentralized administratively to the district level and the district staff of the sector departments take up the functions previously performed by these central government agencies. They include health, education, agriculture, social welfare and community development among others.

The three major forms of administrative decentralization are deconcentration, delegation, and devolution (Egbenya, 2009). While deconcentration is the redistribution of decision making authority and financial management responsibilities among different levels of the central government, delegation, is a more extensive form of decentralization in which the central government transfers the responsibility for decision-making and administration of public functions to semi-autonomous organizations not wholly controlled by the central government, but ultimately accountable to the government. Devolution is a situation in which the government transfers responsibilities for services to municipalities that elect their own mayors and councils, raise their own revenues, and have independent authority to make investment decisions (Egbenya, 2009)

Another type of decentralization is fiscal decentralization. It is a situation in which decisions about expenditures of revenues raised locally or transferred from the central government are done by the local authority (Egbenya, 2009). In many developing



countries, local governments or administrative units possess the legal authority to impose taxes, but the tax base is so weak. Smoke (2001) identifies critical concerns on fiscal decentralization argues that assigned revenues are almost never adequate to meet local expenditure requirements in most developing countries. As illustrated in the model in Figure 1, decentralization can succeed where there is a genuine political will by the central administration to transfer responsibilities for service delivery to local level governments and a clear legal framework to avoid overlapping of roles (Fig. 1). These political factors lead to organizational outcomes such as strengthened institutional capacity, stakeholder participation, accountability and adequate funding (Parker, 1995; World Bank, 2000; Smoke 2001 & Okorley, 2007).

Cheema and Rondinelli (1983) recognized the importance of the political, fiscal and Institutional elements of decentralization, but these three dimensions of decentralization are not explicitly related to community development outcomes. Previous initiatives have often regarded decentralization as a desirable end in itself-contributing to greater participation and bringing decision-making closer to the people-rather than as a means of achieving improved rural development outputs and outcomes. However, our concern is for decentralization as a means to achieve improved rural development outputs and outcomes. The outputs of rural development are the tangible goods and services provided by the range of decentralized institutions involved. Ultimately, this will involve the task of assigning powers and responsibilities to the different institutions on a sectorial basis at the sub function level. Some countries, especially in Latin America, have carefully worked through the assignment process and have implemented programs of decentralized community

development that address the three dimensions of political, fiscal and institutional decentralization (Parker,1995).

Owusu (2008), however noted that, in the developing world, where spatial inequalities in development have remained a pressing challenge for governments, policy-makers, planners and other development workers, the theoretical connection between decentralization and the promotion of balanced regional development is one that cannot be simply ignored, thus promoting decentralization does not only entail transferring responsibilities for planning and democratization but also enhancing the process of spatial decentralization.

2.8.1 Theory of Participation

For the purposes of this work the Arnstein, (1969) theory of participation is used to analyze the various forms of participation in community development. Participation can differ in the level of involvement. Roger (1992), using Arnstein ladder of participation explain the different approaches and practices that organizations take in involving various groups of people in societies such as children, young people and parents/careers in decision making. The Ladder of Participation is based on 8 levels. The levels show an incremental in active involvement, with level 1 being the lowest in terms of people having very little influence on decisions to level 8 illustrating true involvement. Her ladders illustrates the so-called “power” and “powerlessness” of people. It has 8 rungs with each one “corresponding to the extent of citizens’ power in determining the end product”. Sherry Arnstein’s ‘eight rungs on the ladder of citizen participation’ model which include: manipulation, therapy,



consultation, placation, partnership, delegated power and citizen control is elaborated table

2.1

Table 2. 1 Shows the forms of participation

No.	Forms of Participation	Explanation
1.	Manipulation	Participants do or say what staff suggests they do, but have no real understanding of the issue, or have been asked what they think. Staff uses some of their ideas but do not tell them what influence they have had on the final decision.
2.	Decoration (Therapy)	Participants take part in an event but they do not understand the issue.
3.	tokenism (Informing)	Participants are asked to say what they think about an issue but have little or no choice about the way they express those views or the scope of the ideas they can express.
4.	Assigned but informed (Consultation)	Staff decides on the project and participants volunteer for it. Staffs respect their views.
5.	consulted and informed (Placation)	The project is designed and run by staff but participants are consulted. They have a full understanding of the process and their opinions are taken seriously.
6.	Staff initiated, shared decisions with participants, (Partnership)	Staff decides on the project and participants volunteer for it. Staffs respect their views.
7.	Participants initiated and directed (Delegated Power)	Participants have the initial idea and decide how the project is to be carried out. Staffs are available but do not take charge.
8.	Participant initiated, shared decisions with staff (citizen Control)	Participants have the idea, setup project and invite staff to join with them in making decisions.

Source: Roger (1992) cited in Sana, (2011)

2.8 Relevance of Grassroots Participation in Local Governance

Grassroots participation can be used to achieve material benefits in the form of pointed development projects or can lead to the social development of the people in the form of empowerment and independence. In the current context of maximizing opportunities for community development, it is important that participation be used as a tool for achieving something more meaningful than mere physical benefits (Moser, 1983). Today, grassroots participation is considered a key component of community management, not only because of its potential democratizing impact but also because of its positive effect on governance (Bonsón, Torres, Royo & Flores, 2012). In the case of public services, especially in rural areas and small municipalities, community intervention can contribute efficiently to the establishment of policies and the technical and economic sustainability of services (González, 1995). Towards this end, it is necessary to understand the environment, and to know the organizational structure that guarantee good services, transparency and participation. According to Stretton (1978), grassroots participation is of great importance to local governance due to the following reasons;

- ❖ Real needs and priorities are identified, values in conflict are weighed and forgotten factors are identified. Grassroots participation in local governance give an opportunity to solicit the real needs and priorities of the community because what technocrats sometimes impose on a community as their real needs and priorities are not compatible with what the community consider.
- ❖ Greater self-determination in resolving problems and meeting needs is allowed, practical implications of a policy are grasped and a sense of involvement and



commitment to the project is encouraged. Here people consider community problems as their own and that effort to resolve it means an improvement in their general wellbeing and thus they feel involved in issues concerning their welfare.

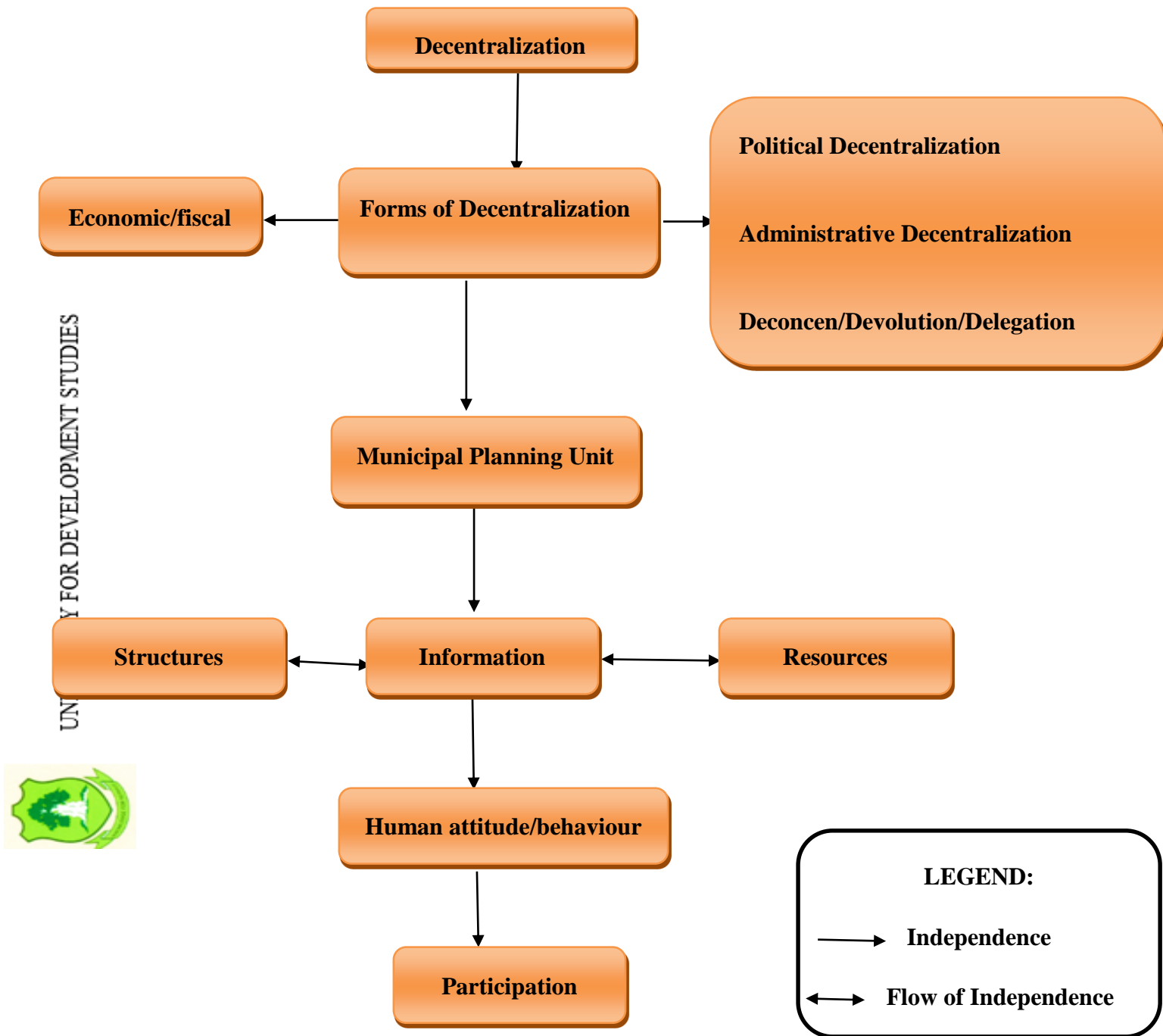
- ❖ In grassroots participation, the community's organizational capabilities are made the most of, as awareness is promoted, the network of processes of communication are improved and strengthened
- ❖ Resource relation: project cost are reduced through labour and other contributions, employment opportunities are provided, the potential of unutilized or underutilized channels of participation are identified and responsibilities are exercised in urban management.
- ❖ As a basic social right, grassroots participation helps the poor who do not have the skills of collective action necessary to improve their lot beyond a certain point and to change their powerless situation. Here the rich and the poor as well as the educated and the uneducated are all represented so as to share views and ideas to the benefit of all.



2.9 Conceptual Framework

Based on the literature review and objectives of the research, a conceptual framework of analysis is developed. The framework as illustrated in figure 4 includes basic concepts of decentralization, the MA Planning unit, the need of structures, information and resources as well as the importance of human attitude for active participation. Figure 2.4 indicates the relationship between decentralization and participation.

Figure 2.2 Conceptual/relationship of decentralization and participation



Source: Fieldwork, 2017

2.10 Conclusion

This chapter took a critical look at the issues in details surrounding decentralization, decentralized planning and municipal structures. Thus, what other writers have written on decentralization and decentralized planning systems, how it relates to the provision of services, community development in the municipality wellbeing of in particular. A lot of information is examined and the critical issues teased out given way for an informed decision to be made on the direction of the thesis write up. The issues were arranged in a sequential order from the terminology the performance of sub-municipal structures and decentralized development planning system and the, the various factors influencing it and the forms it takes and how they relate to the various indices of socio-economic development. It has revealed from the thorough review of literature that the influence of central government on the performance of decentralization and decentralized planning is real and direct. It occurs at all levels of development in the municipality (that is, from the community to the municipal the planning units, regional co-ordinating council, political environment and entire nation). It is however, observed that, the relationship between decentralized municipal administration and participation in project planning and implementation is not cordial. Sustainable development has become an important concept in development discourse globally. Participation is seen as one of the tools for realizing sustainable development. It is therefore important for local actions intended to meet the tenets of sustainability to address issues of participation. More to the point, the assessment did not consider socio- economic development as an effect of the decentralized process but rather how the transfer of power affects the local level structures.



CHAPTER THREE

RESEARCH METHODOLOGY

3.0 Introduction

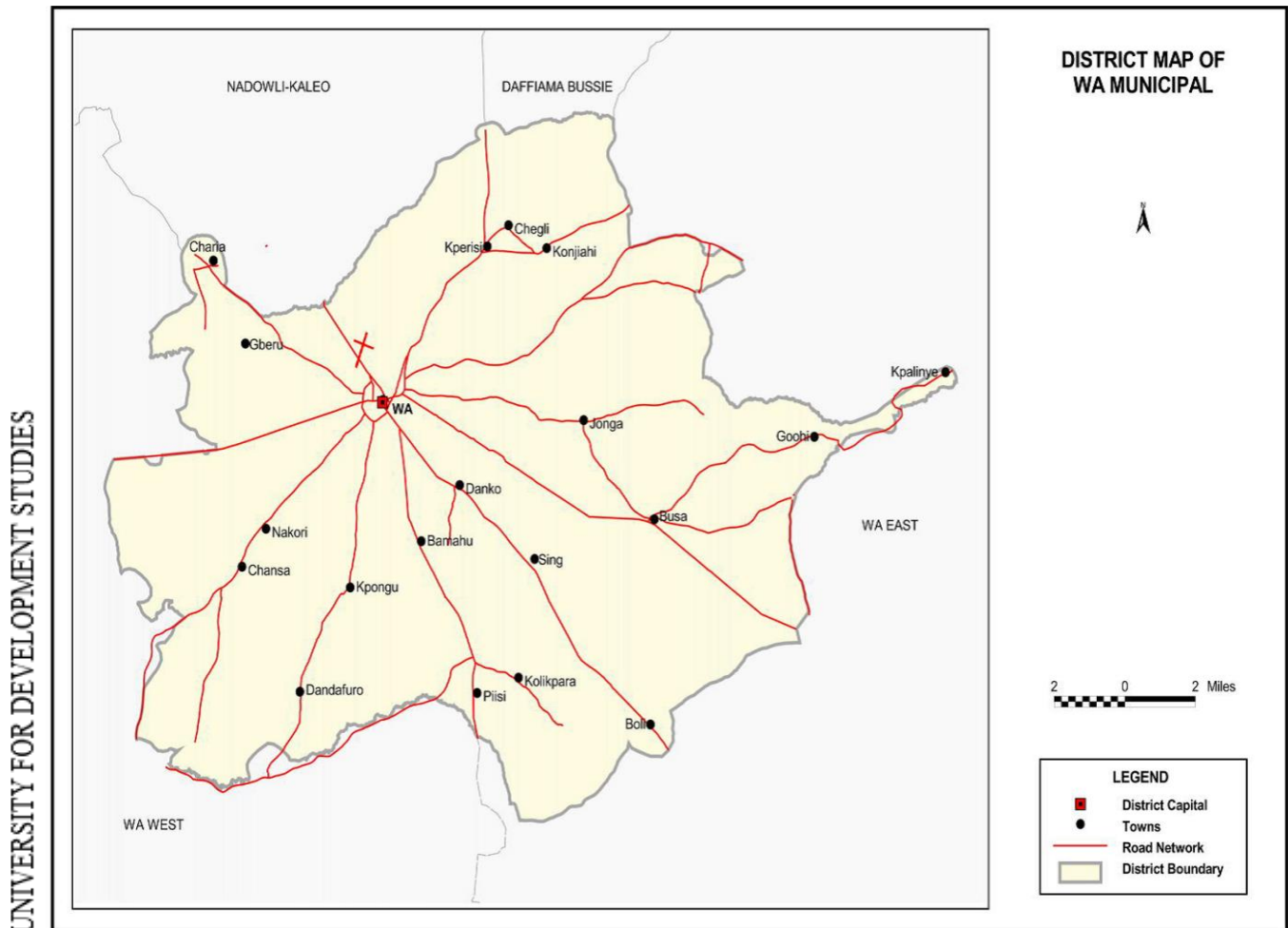
This chapter took a look into how the research was conducted in order to satisfy the objectives of the study. The chapter discusses the study area, the research design, the research methods, the sampling techniques, and the sources of data collection and analysis.

3.1 The Study Area

The research was conducted in the Wa Municipality of the Upper West Region of Ghana. The Wa Municipal Assembly is one of the eleven District/Municipal Assemblies that make up the Upper West Region (UWR) of Ghana. Wa Municipal Assembly was upgraded from the then Wa District in 2004 with Legislative instrument (L1) 1800 in pursuant of the policy of decentralization started in 1988. Under section 10 of the Local Government Act 1993 (Act 426), the Assembly exercises deliberative, legislative and executive functions in the Municipality. The Wa Municipal Assembly shares administrative boundaries with Nadowli District to the North, Wa East District to the East and South and the Wa West District to the West and South. It lies within latitudes 1°40'N to 2°45'N and longitudes 9°32' to 10°20'W. Wa Municipal Assembly has its capital as Wa which also serves as the regional capital of the Upper West Region.



Figure 3. 1: Wa Municipal Map



Source: Ghana Statistical Service (2013).



3.1.1 Political Administration

In its quest to promote participatory planning and decision making at the local level, Wa Municipality has five councils, one urban council and four zonal Councils (Wa, Busa, Kperisi, Kpongua and Boli), and 73 Unit Committees. Each community in the Municipality has a unit committee that works through the Area/Urban Councils to the Assembly level. The Wa Municipality is currently composed of 44 Assembly members (40 males and 4 females): two-thirds are elected and the remaining one-third appointed by the president in

consultation with opinion leaders of the Municipality. There are five mandatory sub-committees namely development planning sub-committee, finance and administration sub-committee, social services sub-committee, works sub-committee and justice and security sub-committee.

3.1.2 Social and Cultural Structure

The 2010 Population and Housing Census show that 80.4 percent of the people in the Wa Municipality belong to the Mole-Dagbani group which comprises the Waalas who are the indigenous people, Dagaabas and the Sissalas. There have been considerable inter-marriages between the Waalas, Dagaabas and the Sissalas. This has removed language barriers to a matter of linguistically and semantic variations especially between the Waalas and the Dagaabas (Ghana Statistical Service, 2014). Peaceful co-existence is further enhanced by commerce. However, the adoption of Islam by the Waalas on one hand and Christianity the Dagaabas on the other remains a factor of value differences between the two groups.

Nevertheless, education and the continuous influence of technology and information is fast promoting tolerance and eroding the dividing forces. Other ethnic groups found in the Municipality include the Frafra, Akan, Ewe, Ga, Dagomba, Grushi, Gonja and Moshies who are engaged in secular work and commercial activities. The role of the peace and security agencies, NGOs (Non-Governmental Organizations), the Municipal Security Council, the Regional House of Chiefs, Family Tribunals, Imams, Juvenile court have



helped to maintain the needed social cohesion to support development (Ghana Statistical Service, 2014).

3.1.3 Population Size.

According to the report by 2000 Population and Housing Census (PHC), the Wa Municipality has a total population of 98,675 (Ghana Statistical Service, 2014). Wa town alone has a population size of 66,441. The growth rate of the Municipality varies between the rural (2.7%) and the urban (4%). Using the two growth rates, the projected population for the Municipality in 2006 is 119,626 with Wa town recording about 83,000. By implication, there is a high density of population in Wa and consequently pressure on land and socio-economic infrastructure. This raises the issue of population management, specifically, Housing. Streetism, conflict management, land-use planning are issues to be addressed.

3.1.4 Education facilities

The District is one of the oldest district in the Upper West Region and was upgraded in 2004 as a municipality. There are established private KG, primary and Junior High Schools, Senior High Schools and Tertiary Institutions in the Municipality.

3.2 Research Design

The study employed cross sectional research design. This allowed the researcher to triangulate both quantitative and qualitative data at a single point in time. This affirms an assertion by Bryman (2012) when he said cross sectional design permits researchers to use



both qualitative and quantitative data. This helped the researcher to utilize the views of other respondents to validate the views of others. This helped the researcher to use non-probability and probability sampling in order to target the respondents appropriately. This helped the researcher to ask questions such as how effective are the roles of the Sub-Municipal Structures in the Wa Municipality? And what is the level of public participation in the implementation of the decentralization process? This confirms an assertion by Wildermuth (2016) that cross sectional design enables researchers to ask questions “how and what”. This helped the researcher to collect data both quantitative (questionnaire) and qualitative (interview guide). This helped the researcher to solicit appropriate information from the respondents at the various units and council in the Assembly. Quantitative and qualitative approaches were used and explanatory enquiry of research was used since much of the issues were explained by the respondents for better understanding of the topic under discussion

3.3 Target Population



The study targeted zonal council members, Unit Committee Members, Assembly members, youth groups, traditional leaders and Municipal Assembly staff. At the institutional level, the units of analysis are the staff of the Municipal Assembly, the Municipal Planning and Coordinating Unit (Municipal Chief Executive, Municipal Coordinating Director and Planning Officer). These categories of respondents were selected as part of the study.

3.3.1 Sample Size Determination

Sample size determination formula of Yamane (1970) cited in Miller and Brewer (2003) was used for the appropriate selection of the respondents for the quantitative data. Below depicts how the formula was used in targeting the respondents.

$$n = \frac{N}{1 + N(\alpha)^2}$$

Where;

n = sample size;

N= Sample frame= 17

e = Margin error or significance level of 10%, [0.10]

$$n = \frac{170}{1 + 170(0.10)^2}$$

$$n = \frac{284}{1 + 170(0.01)}$$

$$n = \frac{170}{1 + 1.7}$$

$$n = \frac{170}{2.7}$$

$$n = 62.99$$

Therefore the desired sample size is n = 63.



Additionally, 24 respondents were selected for the qualitative data. This was adequate to reach the saturation point. This was in conformity with the assertion by Charmaz (2006) cited in Creswell (2014) when he said the researcher stops collecting data when the categories or themes spark no longer new insights or new properties. This was very imperative since it helped the researcher to eschew repetition of responses from the respondents.

3.3.2 Breakdown of Sampling Size

Table 3.1 indicates the breakdown of the sample size for both quantitative and qualitative data.

Table 3. 1Breakdown of Sample Size

Respondents	Sample Size
Unit Committee and Zonal Council Members	63
Assembly Staff	3
Assemblymen	10
Traditional Leaders	4
Youth Leaders	3
Health Officer	1
Environment Officer	1
Municipal Chief Executive	1
Member of Parliament	1
Total	87

Source: Fieldwork, 2017

3.4 Sampling Techniques

Simple random sampling technique was used in selecting the Unit Committee members and the zonal council members. Thus all available unit committee members and zonal





council members in the Wa Municipal Assembly were identified and represented by numbers written on pieces of papers and placed in a covered bowl (lottery method). The numbered papers were thoroughly mixed and sixty three (63) were selected at random for the study.

Also, a non-probability sampling called purposive sampling was employed for the study. This sampling technique helped the researcher to confine himself to specific types of respondents such as traditional leaders, youth group leaders, assemblymen and Municipal Assembly Staff. These categories of respondents helped in providing desired and relevant information to the study. This involves choosing subjects who are most advantageously placed or in the best position to provide the information required as asserted by Sekeran (2003) cited in Albdour and Altarawneh (2014)

The key informants at the various institutions were selected via purposive sampling. These key institutions and actors were Municipal planning Coordinating unit (MPCU) in Wa Municipality, the Municipal Chief Executive (MCE), MCD, Planning Officers, and Assembly Members).

3. 5 Sources of Data

Both primary and secondary data were collected. The primary data were obtained through instrument such as interview guide and questionnaire administration to elicit information from the respondents. The secondary data were solicited through journals, reports, books, articles, government document, internet search and other related research materials.

3.6 Data Collection Technique

Both quantitative and qualitative data were collected through semi-structured and in-depth interview. The semi-structured data were used for the unit committee members and the zonal council members. The in-depth interview was used for the assemblymen, Member of Parliament, traditional leaders, youth leaders, environmental officer and Health Officer.

3.6 Data Collection Instrument

Quantitatively, questionnaires were used to solicit information from the respondents. This helps the researcher to answer questions surrounding the topic under discussion. The questionnaires were used for the zonal council and unit committee members. The questionnaire was semi-structured questionnaire where alternatives were suggested by the respondents as alluded by Neuman (2014). This was subsumed into five sections. Section one discusses the demographic characteristics of the respondents and section two- five were in consonance with the study objectives. This helped the researcher to collect in-depth information about the performance of the sub-municipal structure in the implementation of decentralization process in the Wa Municipality of the Upper West Region of Ghana. The questionnaires were self-administered, nevertheless, in circumstances where the respondents found it difficult in answering the questionnaires, they were assisted by the research assistance. This agrees with the allusion by Fayorsey (2010) cited in Alhassan (2013) that respondents can be assisted by researchers when certain variables are unclear to them.





In consequence, interview guide was used to illicit deeper and proper information from the respondents such as the assemblymen, traditional leaders, youth leaders, environmental officers and health officers. This helped the respondents to freely share their views with the researcher without any intimidation. The researcher did not follow strictly on what were stipulated on the guide to allow the researcher to express their view about the study under discussions. The major faced was that the respondents at times wander into some areas that had nothing to do with the study as indicated by Bowen (2014). When this happened the researcher patiently inform the respondents to answer relevant questions pertaining to the study.

3.6 Data Analysis Methods

The data was analyzed both quantitatively and qualitatively. This helped the researcher to assess the findings of the study. This is in conformity with Miles, Huberman and Saldana (2013) assertion that the analysis of data assesses and evaluates the findings and arrives at some valid, reasonable and relevant conclusions. The qualitative data was edited, coded and scrutinized. Thematic analysis was used to categorize ideas and views into sub-themes. Direct audios recorded were transcribed. In addition, the quantitative data was fed into computer software known as Statistical Package for Service Solutions (SPSS) where descriptive statistics were performed to generate bar chart, pie chart, tables and frequencies.

3.7 Ethical Issues

The researcher observed certain ethical principles in conducting this study. The principle of voluntary participation and informed consent were observed. No respondent was

coerced to participate in the study. The objectives and overall purpose of the study were made known to the respondents. The concepts of confidentiality and anonymity were guaranteed. All references were duly acknowledged to avoid plagiarism.



CHAPTER FOUR

DATA PRESENTATION AND ANALYSIS

4.0 Introduction.

This chapter brings forth the presentation and analysis of the data gathered from the field. The data is presented and analyzed in line with the study objectives. The analysis is presented in five sections. The first section dealt with the demographic characteristics of the respondents which considered their education, age, sex among others. The subsequent sub-sections of this chapter discuss the relationship between the sub-municipal structures of the Wa Municipality and its roles. The chapter further discusses the level of public participation in the implementation of the decentralization process and considered challenges confronting the Sub-Municipal structures in the attainment of full decentralization process in the Wa Municipal Assembly.

4.1 Demographic Characteristic

This section discusses the age, sex, education, occupation and religion of the respondents. This was very imperative since it enabled the researcher to know the profile of the respondents and linking it to the study under investigation. The variables discussed in this section were helpful to unveil the factors contributing to the sub-structure performance of the decentralization process in the Wa Municipality.



Table 4. 1 Demographic Characteristics of Respondents

Variable	Respondents	Frequency	Percentage (%)
Sex	Male	52	83
	Female	11	17
	Sub-total	63	100
Age	18-30	4	18.6
	31-40	13	48
	41-50	29	22.6
	51-60	13	6.3
	60 above	4	4.3
	Sub-total	63	100
Marital Status	Married	33	52
	Divorced	5	8
	Widow/Widower	3	5
	Single	22	35
	Sub-total	63	100
Educational Level	Basic	10	16
	SSS/SHS	31	49
	Tertiary	19	30
	None	3	5
	Sub-total	63	100

Source: Fieldwork, 2017

Table 4.1 indicates that majority (83%) of the total respondents are males whilst the female were in the minority constituting 17%. The study agrees with the findings of Gyimah and Thompson (2008) that males are more than females representing 82.8% in the sub-municipal structures in the municipal and district assemblies. Therefore, it can be inferred from table 4.1 that women are not well represented in the decentralization process despite



the fact that they constitute the majority in the municipality. The study revealed that females have low level of participation in the decision-making in the decentralization process as espoused.

In consequence, majority (48%) of the respondents are within the ages 31-40, 22.6% of the respondents aged 41-50, 18.6% were within the age gamut 18-30, 6.3% are those within the ages 51-60 whilst few (4.3%) are respondent aged 60 and above. Age is the most important variable in this study since it determines the maturity of the person as depicted by the culture of the people and guaranteed in the 1992 constitution of Ghana that a person has the right to vote and to be for at the age of 18years. This implies that at this point the person is considered matured and can take his or her decisions without any intimidation or fear. This could help to enrich the decision of the unit committee and the zonal council, thereby optimizing the growth of the municipality. Nevertheless, taking into cognizance the report by the Ghana Youth and Sport (2010) which stressed that those within the ages of 18-35 are considered youth.



The youth are underrepresented in the decision making process in local governance because they are considered to be inexperienced in taking decision. This is in relation to an in-depth interview with an elderly that much respect and honor accorded the old than the young, especially when it comes to major decisions about the communities. He continued that the youth are considered naïve and still in the process of learning. An assemblyman also expressed the view that the old is more experienced and can exhibit practical knowledge than the young. The study revealed that even though quite a number of respondents were within the ages of 31-40 and the youthful age starts from 18-35 as



reported by GSS (2013), majority of the respondents were within 37-41 years. Interviews conducted with the youth groups' leaders depicted that people fail to vote for them when they contest for an assembly member position with the mere fact that the youth perceived as inexperience and downplays developmental projects of the communities. The study further disclosed that the old are more responsible in performing their duties effectively, especially in monitoring and implementation of the decentralization process in the Wa Municipality. The youth, on the other hand are used for labour work, especially at the communal labour.

Table 4.1 shows that 52% of the respondents were married, 35% were unmarried, thus single, and 8% were divorced whilst few (5%) are widowed. It can be explained that majority of the respondents are married. The married are those legally married through customary marriage and other relevant marriage such as Islamic and Christian marriages, the vice versa is the respondents who are single. Marital status was very imperative since society considers the married as matured and responsible and can handle issues independently. Therefore, respondents would be responsible in the sub-municipal structures of the municipality to enhance their performances. They would help members to devise pragmatic strategies to curtail sub-municipal structures problems hindering the performance of the municipality. The study revealed that married persons have the capacity to effectively manage resources than the unmarried.

Additionally, 49% of the respondents had Senior Secondary School (SSS) or Senior High School (SHS) education. In furtherance with this, 30% of the respondents had tertiary education, 16% had basic education and only 5% had no education. It could further be

observed from table 4.1 that majority (79%) of the respondents had a little higher education. Tertiary education in this study represent those who had completed teacher training, nursing training, polytechnic and university. The study found that majority (50%) of respondent who had SHS or SSS were in pursuance of distance tertiary education. This could equip members in the unit committee and the zonal councils with skills to be able to read comprehend and write concepts pertaining to developmental issues to effectively enhance performance of the sub-municipal structures in the municipality. This could help prevent leaders in higher authority to slam irrelevant ideas on them. This means that their participation in the decentralization process will be enhanced because members will be abreast with specific roles to perform in order to maximize their participation in local governance system, thereby ensuring effective implementation of the decentralization processes in the municipality. This affirms an assertion by Akugudu (2014) that if the members in the local governance are educated, it help to speed up developmental decisions in the decentralization process which improves performance of a particular assembly.

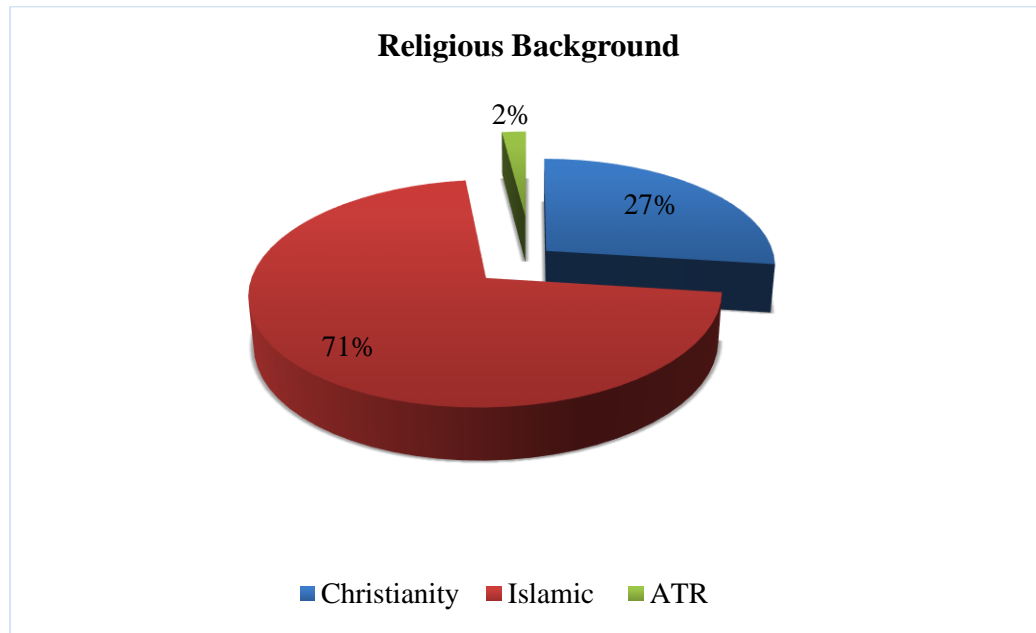


4.1.1 Religious Background of the Respondents

This presents the religious affiliations of the respondents. This was important because religion plays an important role on how people should be serviceable to society. Religion also frowns on idleness and corruption. It encourages its' members to refrain from embezzling states fund meant for developmental projects. This helped the researcher to be abreast with the role religion play in the individuals' life and how it impacts on members to help maximize their performance in the implementation of the decentralization processes

since effective project implementation speed up development. Figure 4.1 detailed the religious affiliations of the respondents.

Figure 4. 1 Religious Background of the Respondents



Source: Fieldwork, 2017



Fig 4.1 indicates that majority (71%) of the respondents belong to the Islamic religion, 27% of the respondents are Christians whilst insignificant number of 2% are of the African Traditional Religion (ATR). This indicates that 98% of the respondents belong to foreign religion. This variable was very imperative since religion train individuals to be responsible in all their endeavors. This could help members in the sub-structure to work assiduously in promoting development and ensuring effective implementation in the decentralization processes in the Wa Municipality.

4.1.2 Economic Status of the Respondents

This considers the occupational status of the respondents. This helped the researcher to be abreast with the various works the respondents do in addition to their membership in the various committees of the assembly in the municipality. Also, it helped the researcher to know the number of the respondents who were gainfully employed and those who are not. This helped the researcher to link their statuses to the election of the respondents. Thus whether the economic statuses of the respondents affect them when aspiring for the assembly member position or not. This investigation was done on open ended questionnaire where options were provided for the respondents to choose and add (if any) their main occupation. This was helpful because it identified how the respondents were able to merge their permanent occupation with the assembly's work to optimize performance in the decentralization processes in the Municipality. Again, the variable factored the workload of their permanent works and that of the committees or councils. This was very crucial since it helped the researcher to ascertain whether their permanent workload could positively or negatively affect the activities of the assembly, thereby slowing down the developmental projects of the municipality which could impede the performance of the assembly members in the municipality. Table 4.2 shows the diverse occupation of the respondents in the unit committees and the zonal councils in the Wa Municipality, Ghana.



Table 4. 2 Employment status of the respondents

Characteristics	Frequency	Percentage (%)
Government Worker	10	16
Private Worker	5	8
Self-Employed	36	57
Unemployed	12	19
Total	63	100

Source: Fieldwork, 2017

The results from table 4.2 shows that 57% of the respondents constituting the majority are public workers, 19% of the respondents were unemployed, 16% of the respondents were government workers constituting both the public and civil servants and 8% were the private workers. The study revealed that the government workers were teachers and the municipal assembly staff. In addition, the teachers were many, especially in the zonal council. The private workers were those working with private enterprises such as Non-Governmental Organizations (NGOs) and those who work under the auspices of private business ownerships thus, working for people by selling their products in order to earn monthly income. Again, majority of the respondents who were self-employed were farmers and a few respondents were traders.

The study disclosed that the farmers were the most dominant, especially in the unit committee whilst the teachers also dominate in the zonal council. The study showed that majority of the respondents were within the adult age bracket of 37-41 as indicated in the study earlier. This implies that this age category has the exuberance to exhibit maturity to enhance performance for effective implementation in the decentralization processes. The





studies showed that majority of the respondents were assemblymen. Therefore, this demographic characteristic was important, because their economic statuses could enable them to register credible campaign to be elected into the zonal council or the unit committee and participate fully in the local governance for effective local community development. It was revealed in an interview with an elderly that the electorates (community members) consider a person's economic background before deciding on either to vote him or her to power. The elderly expressed the view that community members consider this, because they do not want to vote for someone who is unemployed and would use the fund meant for the benefit of the community as his or her monthly salary which will thwart the developmental projects of the communities in the municipality. He continued that even though, there were money mishandling and mismanagement issues over the years, he has observed that majority of the fund squanders were unemployed and those whose monthly income were meager.

The assumptions of the respondent implies that respondents who were employed and economically stable utilize the fund for the purpose it was meant for than the unemployed since they would be able to pay the necessary taxes required of them. This indicates that the money allocated for a particular area could be used effectively to maximize effective implementation of projects if members are employed and economically viable. This is in conformity of the Local Government Act 936 (7d) that a person qualifies to be elected if he or she pays the necessary rates to the appropriate authority in a specific assembly (Local Governance Act Report, 2016).

This indicates that the person who is employed and pays the rates in the municipality is more responsible when giving the opportunity to serve in the unit committees or the councilors. Knowing their responsibilities and what is expected of them would ensure proper and appropriate utilization of the resources assigned to projects in their electoral areas. This could help to speed up development projects in the community, thereby enhancing assembly's performance on projects in the municipality.

Respondents who were gainfully employed were asked whether workloads of permanent occupation affect the assembly's activities. 41 Out of 51 of the total respondents representing 80% responded that their occupation do not affect the activities of the assembly. They maintained that they are not required to meet every day and that gave them an opportunity to combine the assembly's work with regular jobs without any burden. The study revealed that majority of respondents who are able to combine the assembly's activities without any burden happen to be teachers and farmers. This could mean that teachers close early from school each day and always go on vacations as well. This helped them to combine the assembly's work with theirs. This could help to optimize the performance of the assembly since members would always be available to offer a hand in presenting, monitoring and reviewing of policies in the municipality.

It was revealed that farmers also do have an ample time to attend to meetings at the assembly since they do not go to their farms everyday. An interview conducted with one of the selected assembly members revealed that farming is seasonal, therefore during the season of non-farming, they have ample time to attend to all the general meetings, seminars, workshops and conferences of the assembly and participate fully in policies that





are needed to be implemented in their electoral areas of the municipality. To the respondents, the participation in the project implementation gives them enough information to know the detail about every project in the electoral areas. Furthermore, 10 respondents representing 20% explicated that their workload disturbs them in performing their function at the assembly. These respondents are mainly those who work with NGOs and other private entities. To the respondents, their managers and manageress at times prevent them to attend council and committee meetings and this piled up heavy loads at the assembly for them. According to the respondents, the attitude of their employers deprived them from full participation in projects in the electoral areas which culminate in the poor execution of developmental projects in the area for which it impedes the performance of the assembly. This meant that absenteeism at the unit committees and zonal council meetings would deprive them of certain vital information on some specific projects in the municipality. This could lead to mismanagement of resources in the municipality. It is therefore not surprising that an interview with the municipal civil engineer disclosed that members whose business schedules are too tight failed to facilitate projects in the municipality which lead to mismanagement of resources. According to him, this has made many projects in the municipality to stall.

4.2. The Relationship between the Sub-municipal structures and the Municipal Assembly

This section examines the relationship between the sub-municipal structures and the municipal assembly in the implementation of the decentralization processes in the Wa Municipality. It considers the various unit committees or zonal councils responsible for the

implementation of developmental projects. This helped the researcher to unravel the functions performed by the various committees for the effective performance in the decentralization processes. The roles and performance of the sub-municipal structures were assessed. Open ended questionnaire was used to solicit information from the respondents about how the roles of sub-municipal structures are performed in the municipality of the Upper West Region of Ghana. Table 4.3 indicates the various sub-committees they belong to in the municipality.

Table 4. 3: The Sub- Committees of the Municipality

Sub-municipal structures	Frequency	Percentage (%)
Environmental and sanitation	24	38
Finance and Administration	5	8
Social Welfare	4	6
Physical Development Planning	3	5
Justice and Security	5	8
Health	4	6
Education	18	29
Total	63	100

Source: Fieldwork, 2017

From table 4.3 the study shows that majority (38%) of the respondents were members of the environmental and sanitation committee. This could be attributed to the recent environmental sanitation issues battling the municipality as reported by Kosoe and Osmanus (2013) cited in Ameyaw and Odame (2017) that Wa municipality is ranked



second in open defecation. This was confirmed by the environmental sanitation officer who was appointed to the committees when he said:

“...over the years the municipality has been pelted with poor sanitation, especially on open defecation where it has been ranked second in the entire country. Today, the municipality is noted to be open defecated area where toilet facilities are not enough giving room for the inhabitants to defecate in the open. Adding majority of the assembly members in this committee could help improve sanitation menace in the municipality. This implies that members would encourage the various communities in the electoral areas to at least provide a toilet facility when building to ameliorate the sanitation situation in the municipality since efforts to curtail the canker have proved futile”(interview, August 7th, 2017).

This affirmed an allusion by a healthcare officer in the committee who expressed the view that:



“...poor sanitation in the municipality has had bad repercussions on the people, because the sanitation related diseases such as malaria and diarrhea are among the common diseases recorded in the municipality. Hence, informing members on whom the communities have chosen themselves would help reduce the sanitation scourge in the Wa Municipality. Last year for instance, the number of malaria cases recorded at the regional hospital were outrageous which impelled the government and NGOs to invest lots of money to curb the situation” (interview, July 23rd, 2017).



It could be explained from the above narration that if Assemblymen and women are involved in the environmental committees they would help their members to refrain from fouling the environment. This could help to reduce number of malaria and diarrhea cases in the municipality as indicated by a healthcare officer in the municipality. Also, By-laws could be enacted with the help of assembly members and unit committee members to restrict people, especially landlords to provide toilet facilities for tenants. The study revealed that members of the unit committee assisted the assembly enormously to implement sanitation policies such as Community-Led Total Sanitation programme to shame communities from defecating in the open. It was observed that this program has empowered communities to put up their own toilet facilities and encouraged NGOs to support households who want to build a toilet facility but are financially nonviable. In addition, the study showed that sanitations policies such as WASH and open defecation free programs have been implemented in the municipality to improve the environmental situations. This affirmed the Municipal Chief Executive (MCE) assertion when he said that the municipality has provided cesspit emptier trucks to empty households' toilets in the municipality. He continued that refuse trucks has been provided by the government where dustbins have been given to households to help manage waste. According to him, this, to some extent has reduced waste discrimination in the municipality. He was therefore optimistic that in the near future the municipality would be one of the cleanest towns in the country.

Again, the study revealed that though the government is not encouraging the provision of public toilet facilities, the environmental committee petitioned the Assembly to provide the



communities with KVIPs to curb the sanitation menace. This, according to them helped households who do not have toilets to use the public toilets in order to prevent them from resorting to the forest or the bush to openly defecate. It was observed that four KVIPs have been provided in the municipality to help curtail the sanitation threats. The study further showed that the assembly members of the various communities in the assembly monitor the newly constructed KVIPs monthly. This has helped to prevent the facilities from dirt, thereby encouraging inhabitants who have no household toilets to utilize the facilities until the time they would be able to provide their own toilet facility. They stressed that communal labor are sometimes organized to clear the communities, especially when the first Saturday of every month was declared as the sanitation day in the country. Taking into consideration the development projects on sanitation in the municipality, it is obvious that members in the environment committee are working effectively to improve sanitation situations in the municipality. The drastic reduction of sanitation quagmires improved members' performance in the decentralization processes in the municipality. This is what a unit committee member said: *"In fact the only time we are engaged is during clean up-campaigns in our community, as such the assembly use us as working tools. I cannot remember the last time the assembly calls us for a meeting in our community."* (interview, July 22, 2017).

Table 4.3 also indicates that 29% of the total respondents belong to the educational committee. This could be attributed to the fact that the municipality is the poorest region in the country where illiteracy level is in the ascendancy. More members in the education committee would help encourage members of the electoral areas to send their children to



school which would help to drastically reduce poverty and illiteracy level in the municipality. The study indicated that the members of the assembly have endeavored to assist the government in decentralizing policies such as the Ghana School Feeding Programme (GSFP), Ghana Capitation Grant (GCG), Free Compulsory Universal Basic Education (fCUBE) and Free Senior High in the municipality. According to the respondents the GSFP, for instance, started with only four schools at the beginning of the programme but now almost all the public schools in the municipality are enrolled on the programme. They continued that this has attracted many parents who denied their children the right to education with the reason for not having money to send their children to school without any hiss. Apart from this, the respondents alluded that they help write educational proposals to some Non-Governmental Organizations (NGOs) to solicit for fund to supplement government fund in building school facilities for communities who have no school buildings. To them, initially, 24 schools were under trees in the municipality but it has now reduced to 10 schools for which they are still working assiduously to eliminate all schools under tree. It is obvious from the respondents' views that much has been done in improving education in the municipality. This shows remarkable performance of the members in the decentralization process where decisions are not slumped on members but rather members share ideas on the appropriate ways of improving education which is one of the surest ways of escaping poverty.

The respondents further alleged that four thousand school uniforms were giving to all members to be given to needy children in the various communities in the municipality. A headmaster of a school in the committee expressed the view that the national policies that

were encouraged and implemented by the government through the local government has stimulated the interest of the pupil, especially those whose parents could not afford them school uniforms. The committee gives members upon whom the people have chosen to the right to share their views on the appropriate ways to help develop and plan the education in the municipality. This implies their participation in the process allow them to represent and submit the views of the people.

This is in conformity of the findings of Habtamu, (2004) that decentralization offer greater opportunities for representatives to participate fully in the committees to freely represent the people in a particular committee and submit their problems to the government. This is an indication that they are the representation of the people and the people use this committee as a platform to channel their educational needs to the central government.

Additionally, 8% of the respondents belong to Justice and Security Committee in the municipality. This committee has set up security taskforce in the various communities to help curtail crime. This taskforce collaborates with the police service to bring crime perpetrators to face the full rigorous of the law. This was in agreement of an allusion by a traditional elder when he said that the assembly has formed youth taskforce to help combat criminals who snatches motorbikes from owners and stealing livestock. He continued that the existence of the taskforce has helped reduced crime in the municipality. He stressed that community members whose property was stolen reported to the taskforce and they were able to get them their stolen item back. The government ability to work with community members through justice and security committee has helped maintain peace in the communities of the various electoral areas.





The study revealed that before the formation of the security taskforce people were always robbed in many communities, especially at Danko, Nakore and Bamahu. It was observed that the security taskforce has secret guards who sniff for security information and inform the police service about any security threat in the municipality. This implies that the government has endeavored to decentralize justice and security services to help community members to participate effectively without necessarily waiting for the national security services (Police Service) to provide solutions to the communities' security. This committee has put into practice an effective strategy through the sub-committees to work from the grass root which culminate in the effective ways of dealing with issues thereby combating crimes. This suggests that there is a flow of information between the local government and the central government.

Thus, the security taskforce in the communities gives information to the police about the operations of criminals and the police service in tandem with the taskforce arrest criminals to the benefit of the municipality. It is therefore not surprising that a traditional elder interviewed was of the view that stealing of property, especially livestock has reduced drastically. This is attributed to the effective participation of the members within the various sub-committees to make it possible for the committees to function well.

Table 4. 3 indicates that 8% of the respondents belong to financial and administration committee in the municipality. The study revealed that 3 out of the 5 respondents representing 60% happened to be people who have financial background and majority of these people are teachers. The study disclosed that the committee members together with

the urban council and zonal councils mobilizes fund for the development of the municipality.

They check on the people to pay property rate, market tolls and other important revenues which is to the benefit of the various communities of the electoral areas. The study further indicated that the assembly members in the communities educate their members on the need to pay their revenue to the government to provide them some social amenities. The study revealed that even though paying of revue was not encouraging in the municipality, it has been increased by 20%. To the respondents this has helped to accelerate the development projects in the communities since the municipality gives out some quota of the money to the communities.

Again, 6% of the respondents were members of health committee. The study revealed that health expertises were appointed into this committee to help improve the health condition of the people in the municipality. It was observed that members of the electoral areas bring to bear health problems battling their areas. The committee then helps to devise strategies in ameliorating the canker. An interview with the health directorate disclosed in an interview that malaria and diarrhea was troubling people particular the children in rural communities but the committee through effective education to the people has reduced the incident. It was further revealed that the region was taunted with HIV/AIDs which griped members with fear and panic but working in connection the Ghana AIDS Commission, UNICEF, WHO and NGOs have helped to reduce the canker drastically. The study discovered that the committee implements policies concerning health in the municipality.



Furthermore, 6% of the respondents were social welfare committee members. This committee is in charge of the social welfare of the people in the municipality. The study revealed that the committee members played an instrumental role in implementing the Livelihood Empowerment Against Poverty (LEAP) programme, especially its section of migrating the aged and the vulnerable onto the NHIS and identifying the beneficiaries from the various communities in the municipality.

4.2.1 The involvement of Sub-Municipal Structures and the Municipal Staff in the municipality

This was to investigate members' involvement in the decentralization processes. This was very crucial since it determined whether the municipality indeed involves members at the grass root in order to be abreast with the most pressing needs of the communities before implementing projects in the communities. This helped the researcher to determine the participation of the committee members in the decentralization processes and determine the relationship between their levels of participation as to whether they are aware of projects implemented in their communities or not. The responses of the respondents were based on a "yes" and "no" questions. Table 4.4 indicates the response of the respondents on their participation in the decentralization processes.



Table 4. 4: Members responses on their involvement in project implementation

Responses	Frequency	Percentage (%)
Yes	35	56
No	28	44
Total	63	100

Source: Fieldwork, 2017

Table 4.4 indicates that 35 of the respondents representing 56% said they were involved in the implementation of projects in their communities while 28 of the respondents representing 44% were of the view that they were not involved in the implementation of projects in their communities. Therefore, it can be inferred from table 4.4 that even though majority of the respondents expressed sentiments that they were involved in the participation of the projects, the difference of the percentages between members who reported to be involved in the implementation of projects is minimal (12%). This is an indication that the level of participation of members in the implementation of projects is not that much which could serve as a threat to the municipality. This is because the assembly could end up implementing projects that do not reflect the need of the people and this could coerce them to abandon the projects which would not auger well for the development of the municipality.

It is therefore not surprising that an interview with the traditional leader expressed the view that a toilet facility constructed for them in one of the selected communities was wrongly sited and this prevents members from using it thereby resorting to open defecation which goes to the detriment of the people. This is an indication that the relationship between the



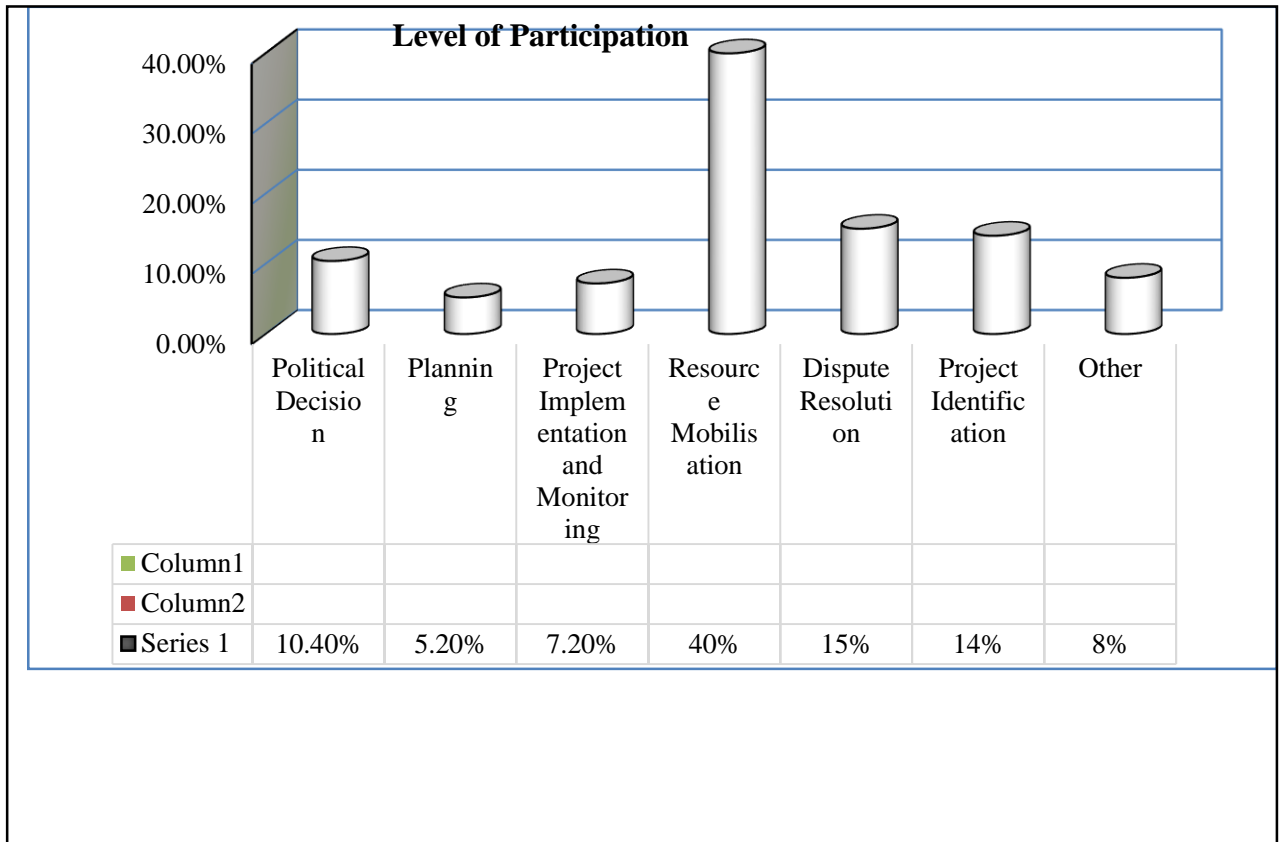
sub-municipal structures and municipal assembly though somewhat strong, the municipal assembly needed to strategize its dealings with the unit committee members in order to make grass root participation stronger than it is as of now. Again the researcher further asked the forms or types of participation respondents were involved in. Section 4.2.2 details their responses on the various forms of participation member are involved.

4.2.2 The levels of involvement of the Sub-municipal structures and the Municipal Assembly

Figure 4.2 details the level of participation of members. This helped the researcher to clearly identify the level of participation between the sub-structure and the municipal assembly. Determining their level of participation helped the study to know the relationship between the sub-municipal structures and municipal assembly. This response was based on multiple responses where members were allowed to choose more than one variable to indicating the level of involvement in the decentralization system.



Figure4.2: Multiple Responses on the Level of Sub-municipal structures' Involvement in Decision Making.



Source: Fieldwork, 2017



Figure 4.2 explains members' involvement in decision making processes in the local governance. Figure 4.2 explains that majority (40%) of the respondents were involved in resource mobilization processes. The respondents disclosed that the assembly involved them in identifying persons in the community to pay their property rates. This is in conformity with the Local Government Act 463 which stipulates that the unit committees in tandem with the urban and the zonal councils assist the municipal assemblies in mobilizing resources for the development of the municipalities.



These revenues are gathered from the urban and various zonal councils in the municipality. According to the respondents interviewed, the codification of the resources of the various communities has helped to maximize development in the municipality. The study revealed that resource mobilization was included to mobilize human resources to sensitize community members on certain diseases as indicated in this study.

Also, it was revealed that members helped educate citizens on the need to pay tax to the government to undertake some development projects. Engaging the zonal councils in resource mobilization has generated lots of funds for the assembly to embark on infrastructural development as asserted by the MCE in an interview. He stressed that this has helped the assembly to overstretch the monumental infrastructural challenges over a period of time. The study revealed that the MCE and the Municipal Assembly staff were satisfied with the involvement of the community members in collecting resources to supplement the local government development budget in the municipality. To them, this has strengthened Public-Private Partnership (PPP) in the municipality which has generated more income to enhance development. Meanwhile, the traditional leaders and the youth leaders expressed dissatisfaction in the conducted interviews that the assembly involved them in resources mobilization, because the assembly has realized that resource mobilization through community stakeholders provides the wherewithal for the existence of the municipality and that is the reason for which they were involved.

The interviewees were of the view that this has been the major decision making process the assembly involved them since it is an axiom to indicate that the key informants of the community helped to ensure the effective mobilization of resources for the



municipality. This implies that resource mobilization is the backbone of the local government without which development will stand at a halt. This agrees with the findings of Bandie (2007) that deep involvement of community members in resource mobilization provides meaningful and realistic backing for the development of district/municipal assemblies in Ghana which enhances the living standard of citizens. This indicates that the performance of the committees and the councils on resource mobilization in the decentralization processes is highly commendable despite the overstretched challenges bedeviling the assembly.

Moreover, 15% were involved in dispute resolution within the communities. It can be inferred from figure 4.2 that this is the second highest variable applauded by members to be involved in decision making. The study revealed that at first the assembly staff imposed on them mediators to settle disputes, especially chieftaincy disputes in the communities. The respondents further indicated that the constant top-down approach of the assembly impelled them to involve members within the communities. Thus, members who know the nitty-gritty about the issues at hand. The study explicated that the failure of the assembly staff in settling disputes, sprang up committees on dispute resolution at the grass root level. This affirms an interview with one of the traditional leaders when he said:

“At first any mere misunderstanding the assembly will bring someone they call ‘peace specialist’ to settle it for us when we can even solve it ourselves. They will not even involve the chief who is the most respected person in this community. When we approached them to involve some elders of this community to redress issues they will tell us if we were able to settle the issue it wouldn’t have reached them. This yielded lots of

controversies between us and the assembly. Now with the formation of the peace committee with the help of the assemblyman and the MCE we are able to settle our own disputes without washing our dirty linings in the public. This has worked out effectively for us, because the members of this committee are natives of the community. This is better than bringing 'kombondoo' (An Asanteman) or 'saana' (stranger) for them to be popping their noses into our matters" (Interview, August 24th, 2017).

It can be deduced from the above statement that the respondent was content with the community involvement in dispute resolution in the municipality. It can further be gleaned that the initial top-down approach adopted by the assembly to settle disputes in the communities proved futile until the community members were fully involved. According to respondents, this has helped communities to drastically reduce disputes within the community and avoid leaking community information to strangers as indicated by an elderly in the above statement.

The study revealed that the youth are not involved in dispute resolution. An interview with one of the youth leaders showed that they were precluded from the peace committee. The youth leader further disclosed that the peace committee is full of the traditional elders and other elderly natives neglecting the youth with the reason that the youth are naïve in handling hot issues such as disputes. An interview with the chief showed that they intentionally excluded the youth, because even their colleagues want their issues to be addressed by an elderly person. Hence, including them in the committee, which has to deal with a cluster of people with requisite experience in handling sensitive matters will jeopardize the security of the community.



Aside not involving the youth in settling disputes in the various communities in the municipality, one can conclude that the various sub-committees or zonal councils in charge of settling disputes participate fully in decision making regarding conflict. This indicates that there is a connection between committees on dispute resolution and the assembly staff. This is the reason for which the assembly adhered to the reportage of the communities on the conflict resolution, thereby changing the channels of solving conflicts. This has helped the assembly together with the community members to devise strategic means in dealing with disputes in the municipality. A traditional elder revealed in an interview that there was a serious conflict between families in the selected communities where the police and the assembly failed to address the issue confronting the community for years. The leader continued that with the emergence of the sub-committees on dispute resolution, the canker which at first endangered peoples' lives has been thwarted. This implies that the performance of the municipality at the decentralization level has improved dramatically over the years.



Figure 4.2 also depicts that 14% of the respondents were involved in project identification decision. The study revealed that even though, the assembly allowed members participation in project identification, members were of the view that their only involvement in project identification is when the assembly is telling them what they are to do in the community without allowing them to identify the real project necessary for their community. To the respondents, their involvement in the project identification is a camouflage, because the assembly wants to create a scene to the people that they are involved in the project identification. Meanwhile, interviews with assembly staff disclosed that they fully involved

the members in the process. An interview with a traditional leader refuted the claims that they are only involved to be spectators of the project. He continued that their views are not considered and when issues are raised on a proposed project for the community, the assembly only tells them they will do what has been captured by the budget or what they are instructed to do from authority.

Therefore, it is not surprising many projects in the municipality are rejected by the community members. This confirms an interview with a youth leader that when a project is identified by the unit committee, they failed to involve them on where to site the project and this has resulted to numerous projects rejected by the community. Therefore, the fear of this study is that if community members with whom the projects are meant for are not consulted before a project is developed, the resources of the government would continue to be a waste which would not reflect the need of the people. This could impede the development of the municipality. It can be said that the sub-committees' involvement in project identification though good, pragmatic measures should be put in place to improve the situation in order to avert any future rejected project.

Additionally, 10.4% of the respondents were of the view that they were involved in political decisions in the municipality. Even though the percentage on this decision was not encouraging, members were happy about the level of political participation in communities.

The study further revealed that members were allowed to freely vote in every election held in the communities without any intimidation or fear. The unit committee members together





with the zonal council members revealed that at meetings, sometimes ballots are casted out of which the majority decision were upheld. This indicates that the assembly acknowledged members right to vote. Therefore, the participation of members in political rights can be attributed to the fact that the 1992 constitution of Ghana has mandated citizens to cast their vote when they are of age. This could be reason for which members are given the mandate to participate fully in this section. Intriguingly, it is required of the Assembly Members to be non- partisans as stipulated in the 1992 constitution of Ghana, Act 72, but a number of the assembly members were strongly in support of political parties. This violates the laws of the country. This could sluggish the developmental process in the various communities, because if the assembly member does not belong to the party of the MCE, the member could be deprived of development funds or resources for his or her area. This agrees with an interview with an assemblyman who was also a renowned community party politician when he remarked:

“...hmmm our people they say ‘when your mother is at the funeral ground you won’t lack food’, because my party is not in power I have been deprived of the allocated resources and monthly allowance by the assembly ever since this government came to power. If my party were to be in power many resources would have been released for my area which would enable me to win the next election. As of now, I am afraid whether I would be able to secure my seat in the next assembly election or not since there is no development at my area” (interview, April 15, 2017).

The above narration meant that the respondent was denied of resources to develop his area, because of his political affiliation. This supports an allusion by Botchie (2000) that when



assembly members become partisans when it is conferred on them to be non-partisans by the constitution, they would become bias in terms of resource allocation and consultation which would affect members' decision in the assembly. This could breed mistrust and suspicion among members which would affect the development of the communities.

Therefore, it is not surprising that the assembly member indicated that development at his area has been stagnated ever since the incumbent government was elected to power. It can be explained that if assembly members hide their political identity from members in the community and the assembly, development would be enhanced. The study found that 80% of the members in the communities know the party affiliations of the assembly members. When members were asked why they make their political affiliation known, members expressed the view that community members vote based on party affiliation. They continued that members' political affiliation accorded them some fame at the assembly, especially when their party is on power which culminates in winning more projects into the communities. This study suggests that the behavior of the assembly members to the violation of the constitution of the country could become a threat to democracy. This could trigger a prolong conflict pangs among members.

Consequently, 8% of the respondents were the others. The others were decisions on environmental sanitation and communal labour. This helped members to mobilize community members to clean the municipality. The study revealed that members are mostly involved in communal labour to embark on school project and cleaning the environment to improve healthy life in the municipality. In subsequence, 12.4% of the respondents were of the view that they are involved project implementation and monitoring

planning. Figure 4.2 shows that respondents are not involved in the aforementioned decisions in the municipality. This indicates that majority of the members in the unit committee and the zonal council members were not involved.

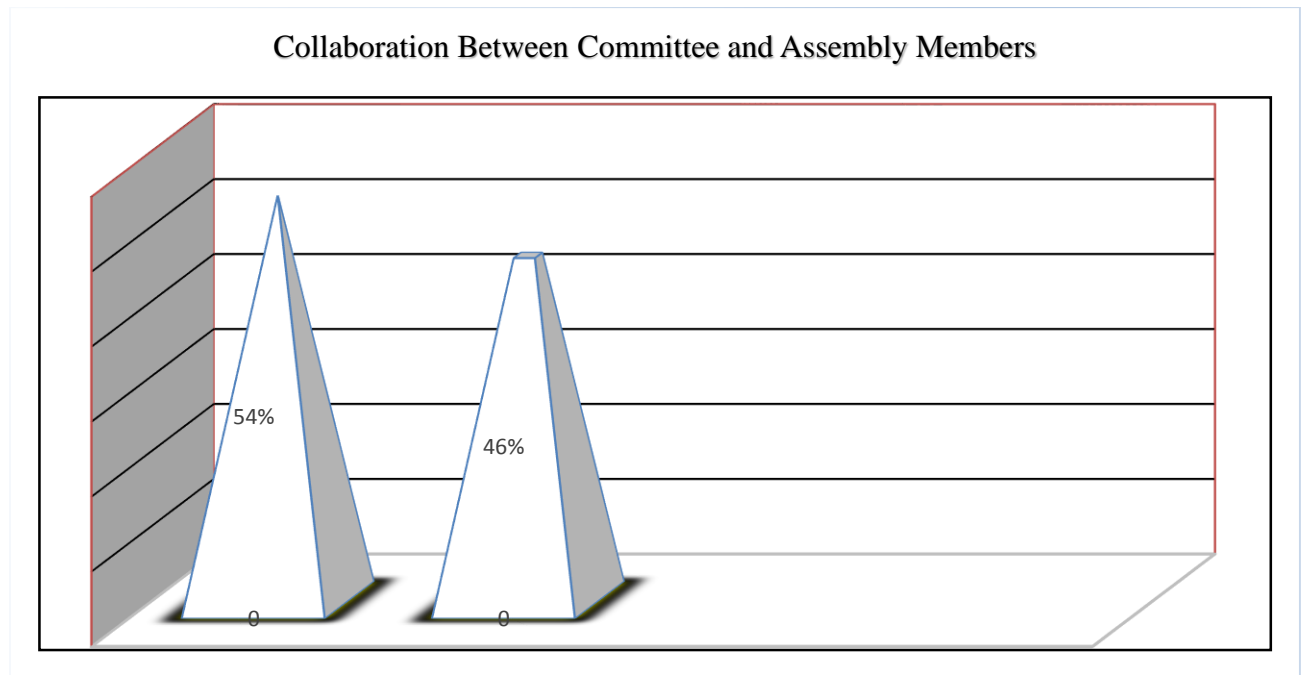
The study found that members were not involved, because the assembly member needed expertise of these areas. Therefore, it can be concluded that the municipal assembly vehemently involved community members in the resource mobilization and conflict resolution, but they failed to involve members in the other decision processes as asserted by Isshaku (2012).

4.2.3 The collaboration between the unit committee/zonal council's members and assembly members

Respondents were asked to assess their collaborations with the assembly in the implementation processes in the municipality. This variable was very imperious to determine the relationship between members and the assembly staff in the decentralization processes. The collaboration of members could enhance development project in the various electoral areas. Effective collaboration among members towards development projects could help the municipality to escape poverty since the municipality and entire region is noted to be the poorest region in the country. Figure 4.3 indicates members' responses on their collaboration with the assembly on policy implementation.



Figure 4. 3: Responses on the Collaborations between the Unit Committee/Zonal Members and assembly staff



Source: Fieldwork, 2017

Figure 4.3 shows that majority (54%) of the respondents agreed that there is collaboration between the members of the unit committee/zonal council and the assembly staff whilst 46% disagreed that there is no collaboration between the members and the assembly staff. Probing further on the majority who agreed that there is collaboration between the unit committees/zonal council members, the study revealed that there is not much collaboration among members. Nevertheless, the respondents explained that they were only involved in 30% of the decisions being taken in the municipality.

The study disclosed that if the decision on certain development involves lots of money, the assembly tells members that the decisions have to be taken by experts and the assembly alone. Therefore, it is not surprising that the distinction between those who disagreed and





agreed are only (8%) as depicted in figure 4.3 above. This indicates that the collaboration between the members and the local government is weak. This slows down development in the municipality, because section 33(1) of the Legislative Instrument (1589) indicates that there should be much cooperation between the assembly, unit committee, zonal council, town and urban council in performing their functions to ensure effective participation for development. Hence, the weak collaboration among members in achieving the goal of LI 33 (1) is a mirage which impedes the development in the municipality. Furthermore, the study revealed that instead of these bodies working together in the mobilization, consultation among others, the committees and the councils are working separately which do not auger well for the development of the municipality. This is in agreement with the findings of Abanga (2014) when he said the link between the Sub-Municipal Structures and the Local Governance (Assembly Staff) is very weak which affects the performance of the various committees of the assemblies. Considering the assertions of the respondents, the researcher further investigated how effective are the roles of the Sub-municipal structures in performing their functions in the municipality. Section 4.3 elaborates the effectiveness of their functions.

4.3 The Effectiveness of the Functions of the Sub-municipal structures in the Municipality

It was very important for the study to examine how effective are the functions of the committees of the sub-structures are to enhance its performance in promoting development in the municipality as sections 33(1) of the LI.1589 outlines the standing committee of the structures. The constitution has assigned special roles to each of the sub-municipal

structures which when harnessed will help promote development. This helped the researcher to know how well the zonal and unit committees are running in achieving their goals for effective development in the communities of the municipality. This helped to foretell the performance of the sub-municipal structures in implementing policies or projects in the decentralization process. The effective contributions of the sub-structures have contributed to the socio-economic development.

4.3.1 The Funding for Sub-municipal structures in the Municipality

Fund is indispensable ingredient in the performances of the sub-structures in the decentralization processes. The indispensability of funding in spearheading development in the decentralization processes inspired the researcher to investigate the potential sources of fund available to the sub-municipal structures to embark on development projects in the various communities in the municipality. This was very essential since fund is the “life-blood” for local governance and development. This enabled the researcher to know the various sources of fund available to the sub-municipal structures in the decentralization processes. The respondents were asked about the major sources of funding for the sub-structure in the municipality. Table 4.5 shows responses on the available major sources of funding for the sub structures in the municipality by the respondents.



Table 4. 5 Sources of Funding for Wa Municipality

Major Sources of funding for the municipality	Frequency	Percentage (%)
Common Fund	6	10
Internally-Generated Funds	53	84
Not Certain	4	6
Total	63	100

Source: Fieldwork, 2017

From table 4.5, it is clear that 84% of the total respondents saw Internally-Generated Funds (IGF) as the foremost source of funding that help the municipality and its structures to perform their roles assigned to them by the constitution effectively whilst 10% indicated common fund as the main sources of income for development and few (6%) were uncertain about the main sources of funding for the municipality and its structures. To begin with the respondents in favor of IGF, respondents indicated that the onus of major developmental projects in the communities' hinges on the IGF and this slows down important projects in the municipality for which some projects have been abandoned for years.

According to them, the common fund which is the revenue giving by the central government is very meagre as shown on table 4.5 above. An interview with the MCE confirmed that the money release to the municipality to be used for development by the



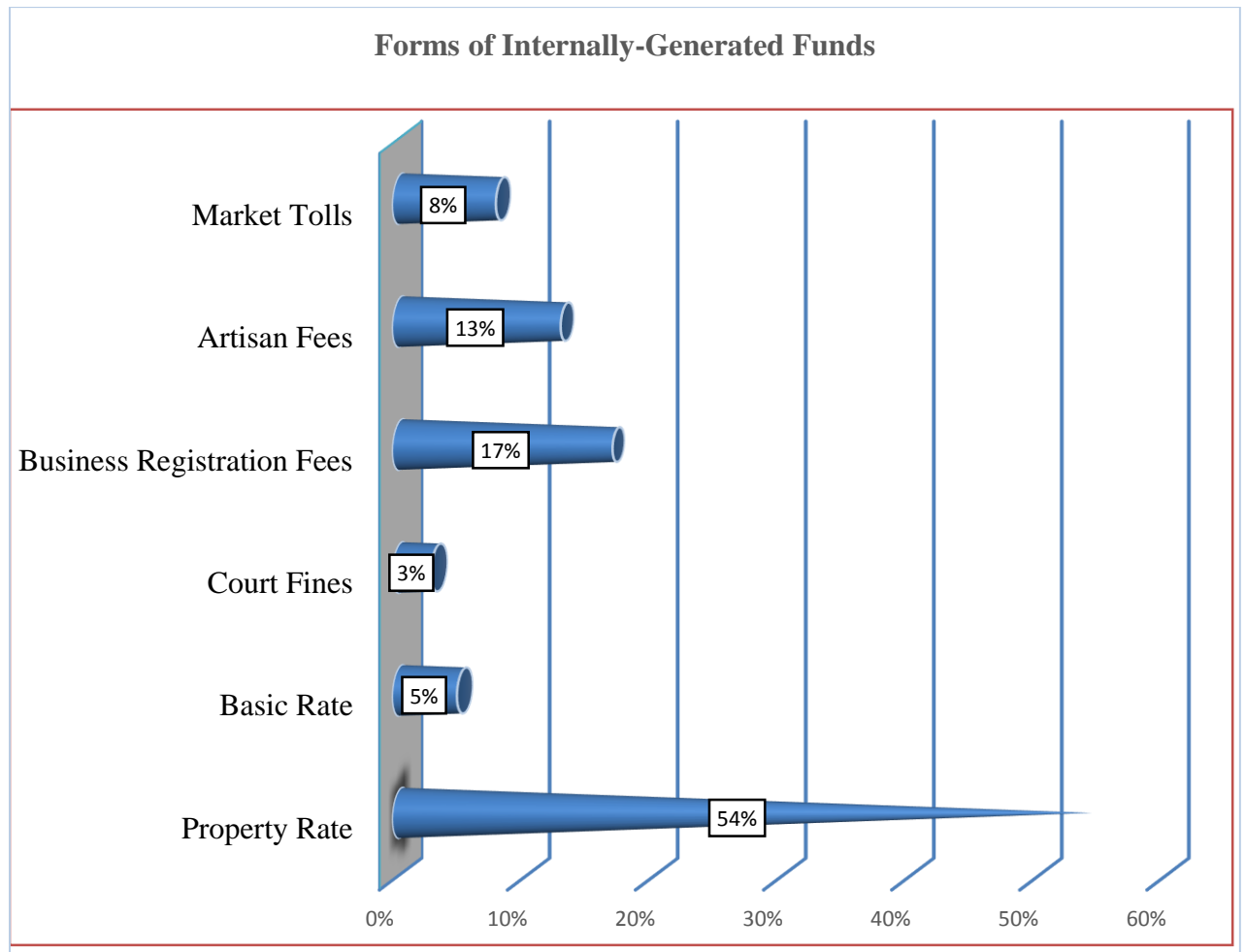


central government is not enough for the various projects in the municipality and this affects the performance of the structures. He stressed that despite its meagerness, the money has to be shared between the Member of Parliament (MP) and Assembly Members (AM). He emphasized that 75% of all projects in the municipality are supported by the IGF and the remaining 25% is from the common fund and benevolent agencies. He further maintained that even though, the money is not enough for development the assembly managed to utilize the little fund for the sub-municipal structures to perform their functions at the local community level.

It also was revealed that the IGF helped the urban, zonal council and unit committees to carry out certain projects in the various communities. However, members added that the fund were too small to provide the developmental needs of the communities in the municipality and suggested that the central government should endeavor to increase the annually mandatorily common fund from 10-15% to at least 14-20% to supplement the IGF for effective development. Considering members who were uncertain about which sources of funding best help the committees indicated that the assembly is not transparent in dealing with monetary issues. They disclosed that the assembly fails to involve them to be abreast with which type of source benefit the assembly. This, to them, gives them no idea on which funds support the municipality.

The researcher probe further to find out what type of IGF available and contributes immensely to the performances of the municipality and its structures towards development. Figure 4.4 indicates members' responses on the revenue that contributes to the development of the municipality.

Figure 4. 4 Forms of Internally-Generated Funds for Sub-municipal structures in the Municipality



Source: Fieldwork, 2017

It can be explained from figure 4.4 that majority (54%) of the respondents indicated that property rate is the highest revenue that contributes immensely for the assembly to perform their roles. The property rate includes the land and house rate paid in the municipality. According to the respondents, property rates generated lots of income for the municipality to perform its roles in the various communities. An interview with an assembly staff disclosed that much money is generated from the property rate because its' identification



is quite easier to the other revenues in the municipality. The interviewee further added that the influx of development in the municipality whereby people are building and buying lands increase the funding each year. This indicated that the number of houses and lands owned by people are many since the municipality is noted to be the fastest growing into metropolitan.

Again, the rapid development of houses is attributable to the increase of tertiary institutions in the Municipality. These institutions include the University for Development Studies (UDS), Polytechnic and satellite campuses of University of Ghana, University of Education, Winneba and Cape Coast University. These tertiary institutions have attracted many business men and women into the municipality to invest in building hostels and houses for rentals. This confirmed an assertion by an Assembly staff in an interview that before the inception of the tertiary institutions, especially UDS market levy was the most major levy in the municipality. This means that the existence of the institutions have positively affected the revenue collection to the performance of the municipality and its structures. According to the respondents, this levy best supports more developmental projects in the various communities.

In addition, 17% of the total respondents indicated business registration fees rate as an effective source that help the assembly in performing its roles. The business registration fees are the levies paid by shops or store owners in the municipality. In consequence, 13% of the respondents indicated that artisan fees is the third most dominant levy for the municipality. This encompasses levies paid by seamstress, tailors, carpenters and other

handiworks. Again, 8% of the respondents espoused that market tolls were the next levies collected by the municipality to help development in the municipality.

This was reported to be daily tolls paid by market women and men, especially in the market. Basic rate was reported to be next revenue that supplements the development of the municipal assembly with percentage of 5. This includes individuals who do not have permanent place of trading in the market, thus the market street traders. The study revealed that with the basic rates, traders are charged based on the quantity of the things vending. The levies paid by these traders are used to undertake some development projects in the communities in the municipality. An assemblyman in one of the communities revealed that his community has built urinary pit for the market out of the basic rate. Few (3%) of the respondents indicated that court fines contribute to the development of the municipality. The respondent further explained that court fines are fines imposed on law breakers.

Also, the study found that rural communities' generated income from minor IGF levies imposed on defaulters of communal labour. This usually happened in the rainy season.

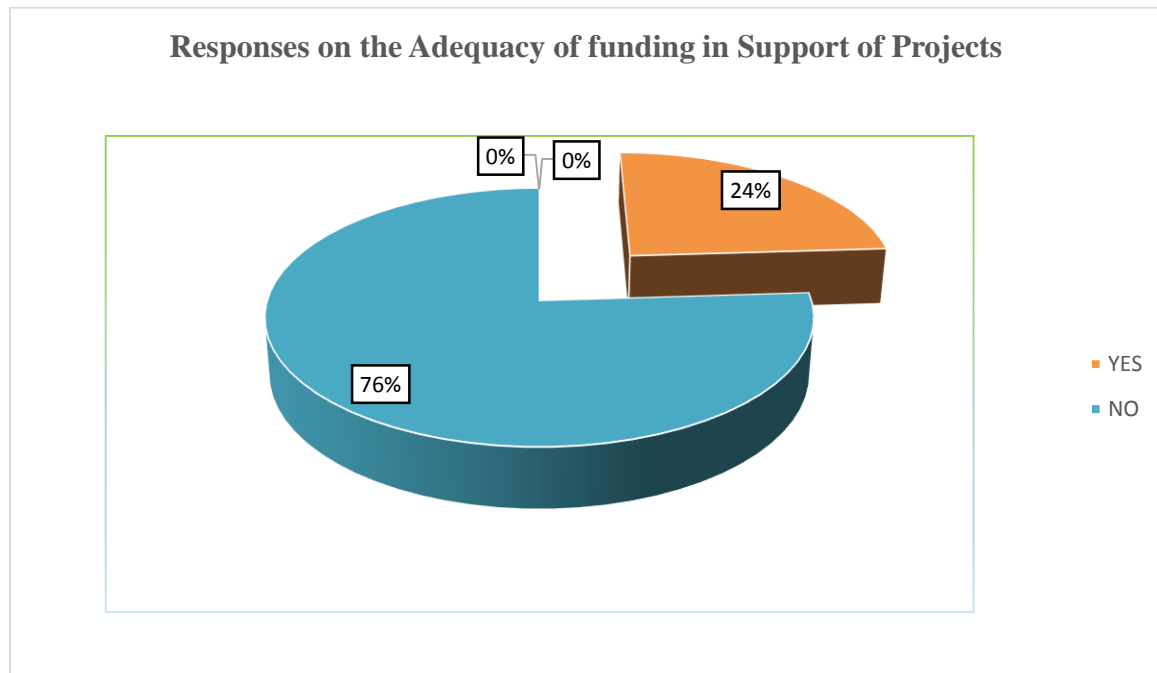
4.3.2 The inflow of funding for the Municipality and its Structures in Support of Projects in the Municipality.

The researcher further investigated how the inflow of the collected fund helps them in performing their roles effectively to the development of the various communities in the municipality. This variable was very imperative because if members are satisfied with the fund allocated for development, it would help them to work effectively. This helped the



researcher to find out whether members were content with the quota of fund allocated to them to undertake developmental projects in the various communities or not and if they are not content, what caused them not be content with the fund. The responses were based on a “Yes” and “No” questions. Figure 4.5 below details the responses of the respondents.

Figure 4. 5: Responses on the inflow of resources in support of project



Source: Fieldwork, 2017

Figure 4.5 reveals that majority; comprising 76% of the respondents were not satisfied about the allocation of the fund for development in the various communities whilst 24% of the respondents indicated satisfaction about the funding in support of developmental projects in the communities. The majority who expressed dissatisfaction were of the view that the money allotted for development is inadequate. They explained that the modern communities are not creative developers compared to the olden communities where

members were their own development initiatives to supplement the local governance without necessarily waiting on the government interventions. They continued that the modern communities of today are waiting on the local government to provide them with everything without taking any initiative to complement the efforts of the local government. An assemblyman disclosed this in an interview:

“The money given to us is inadequate to meet the developmental needs of the communities. But community members nowadays expect us to provide them with almost everything including shelter. Meanwhile there are uncompleted abandoned projects with which the allotted money cannot complete even one of them to the benefit of the community. We have petitioned the MCE for something to be done about the allocation of the money but the complaints made fell on deaf ears. The worse among all is the delay of the money. Meanwhile, when development stands still due to the delay and inadequate funds, community members think that I have squandered the money meant for the community. To be honest with you this affects my performance in the sense that, I can be here for a year without getting any access to the fund to embark on development ”

(interview, November 13th, 2017).

The above narration meant that the fund allotted is inadequate for the development of the communities. Meanwhile, community members expect more from the assembly members and totally relied on them for development to be carried out in the communities. Meanwhile, an interview with a traditional leader suggested that the mouthwatering promises made by the assembly members for providing heaven and earth for members during electioneering campaigns have made members to be reluctant in helping the



community, especially in communal labour, thereby always waiting on the local government for their basic needs and community development needs. According to him, the behavior of the politicians have dwindled community members' interests in contributing their quota for development through communal labour. He suggested that education has to be given to the masses on the responsibility of the assemblymen and women. This, to him will serve as an eye opener to the community members not depend solely on the local government for their needs.

4.3.3: The Level of Knowledge of Key Informants in the Communities about the Sub-Municipal Structures

The key informants comprising the chiefs, the traditional leaders and the youth leaders were interviewed to find out their level of knowledge about the sub-municipal structures. This was to find out whether they are aware of the existence of the sub-municipal structures in the municipality. This has helped the researcher to know the level of knowledge community members have with the responsibilities of the structures since the key informants help the assembly members to carry out their roles.

The understanding of the existence of the sub-municipal structure will equip them with some knowledge on how to cooperate with the assembly members. It was revealed in the conducted interviews that 66% of the key informants do not know about the existence of the sub-municipal structures in the municipality. On the other hand 34% of the respondents had knowledge about the structures but are not aware about the functions assigned to them. These respondents were of the view that the stub-structures are not the effective



instruments use to channel their information to the central government. They saw the local government as a separate entity working on its own in faraway distance in practice. To them, the Assembly Members elected to represent the government in the communities are just mere spectators, because they are not helping in addressing the needs of the communities but their needs alone. This affects the performance of the structures since development partners they are to work with are not aware of their functions in the communities which could hinder development in communities.

4.3.4: The Major roles of the Sub-Municipal Structures

The study revealed that even though majority (79%) of the respondents have had Second cycle and tertiary education, 43 out of the 63 respondents representing 68% were fully unaware of the major roles expected of them in promoting decentralization at the grassroots. The study observed that the assembly members and their units committee members are directed by what respondents call “authoritative wind drive” thus, they are been controlled by higher authority such as the Affiliated Political Leaders, MCE or the MP of the area without making efforts to learn what is expected of them. This could affect their performance in promoting decentralization at the grassroots. When respondents were asked why they adhere to the instructions of the leaders irrelevant to their community, they expressed the views that a person refusal to their command would deprive them of resources to develop the community. Hence, this emerged conflict between the sub-municipal structures and assembly which hinders performance of the sub-municipal structures in the municipality.



This agrees with Gyimah et al., (2008) explanation that lack of well-defined roles of the sub-municipal structures hinders development and breed conflict between the assembly and the sub-municipal structures. In subsequence, 32% of the respondents who happened to know their roles were people working with the resource mobilization and dispute resolution committees and they only know some aspect of it. This is attributable to the initial findings of this study which suggests that these are the major decision-making processes respondents were involved in.

4.4: Public Participation in Local Governance

Participation is an effective tool for sub-municipal structures involving community members in decentralization process in the municipality. This was deemed necessary to unveil the forms of participation in the implementation of decentralization process and investigate how often community members are involved in the process for effective and sustainable development in the community. This takes into consideration the forms of participation and the forms of interaction that involve community unit committee and zonal council members and the assembly.

The community and opinion leaders were also factored in to find out how effective are the participation of decentralization at the grassroots level to enhance development in the communities in order to improve the performance of the sub-municipal structures in the municipality. Table 4.6 below shows the forms of participation between the community members and the assembly members.



Table 4. 6 Key Forms of Participation in the decentralization process

Forms of participation	Frequency	Percentage (%)
Delegation of power	38	60
Partnership	7	11
Consulted and informed (Placation)	18	29
Total	63	100

Source: Fieldwork, 2017

It can be observed from table 4.6 that majority (60%) of the respondents indicated that community members are mostly engaged in delegation of power. The respondents were of the view that the election of the assemblymen and women, president and a member of the parliament mandated them to participate fully in the election.

Also, the confirmation of the MCE is an opportunity given them to participate in the decentralization process. This affirms an interview with the traditional leader that the voting gives the community opportunity to unearth their problems to both central and local government. It is obvious that the community members believed the election of the representatives give them power to present their problems to the local governance and the



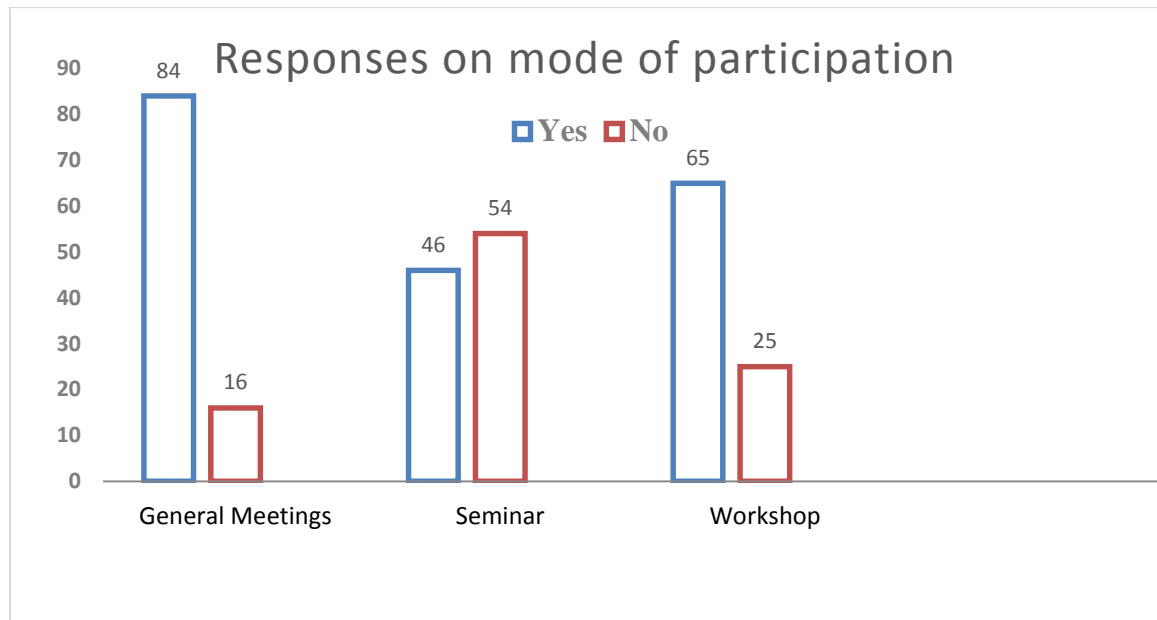
central governance. This indicates that voting has been adopted as a pivotal role for community to prioritize community projects for implementation.

Additionally, 29% of the respondents were of the view that they are involved in the consulted and informed forms of participation in the communities. To the assembly members before any action on project they consult the chiefs, traditional and youth leaders in the communities. This helped them to be involved in the decentralization process in the municipality. Few (11%) of the respondents expressed that partnership was used as a way of participation with the assembly members and the community. To them they partner with community members, especially through sanitation exercises where the assembly contacted the opinion leaders, assembly members and unit committee members to organize their members for the project to be executed. An assembly staff indicated that the assembly allocates 10-15% from the common fund annually and the IGF to communities to supplement their projects where at times community members assist with land, water and sand, especially on school and health projects.



The study found out the mode of participation used with the assembly members and the assembly staff. This was based on yes or no question where members indicated the type of participation assembly has with the zonal and unit committee in the municipality. Figure 4.6 explains the responses of the respondents in involving in certain decision in the assembly.

Figure 4. 6: Mode of decision-making process with unit committee/zonal councils and the assembly staff



Source: Fieldwork, 2017

As can be seen from figure 4.6, 86% of the respondents indicated that they were always involved in general meetings to present key decisions held in the different committees in the municipality. Again, 65% of the respondents indicated that they were involved in workshop organized by the assembly to be part of decision making process. According to the respondents, the assembly organized workshop for them especially when there are problems for the assembly to address. The respondents explained that the workshop helped them to discuss issues such as education, health and sanitation. They delineated that when the performance of the students is poor, workshop is organized to discuss why students perform abysmally in either BECE or WASSCE. Not only this, the assembly members were involved in health issues to address the canker especially when there is an outbreak of chronic diseases in the municipality. The respondents revealed that sanitation problems



are addressed by the assembly members where members are grouped to help solve the problems at hand in the community. It is clear from figure 4.6 that (46%) agreed that seminars were organized for them. According to the respondents, the seminars were not as frequently organized as compare to the workshop. To them the seminars are organized to orient them on their roles assigned them or issues that needed to be taught. This indicates that the assembly directly involves the assembly members from the various communities in decision making process. The respondents were asked about how often they meet in a year. Table 4.7 portrays the number of meetings conducted.

Table 4. 7: Times of scheduled meetings in a year

Responses on times of meetings	Frequency	Percentage (%)
Twice	16	25
Three times	14	22
Once	25	40
None	8	13
Total	63	100

Source: Fieldwork, 2017

As can be seen in table 4.7, 25% agreed that they attended the assembly meetings twice in the last twelve months, 22% of the respondents said they meet three times in the year, majority (40%) of the respondents explained that they meet once a year whilst minority



13% were not sure whether they have had meetings in the last twelve months. It can be inferred from table 4.7 that meetings are not regularly organized by the assembly, meanwhile per the local government constitution the assembly is supposed to meet for at least three times a year. This contradicts an assembly staff in an interview when he said the assembly meets three times a year.

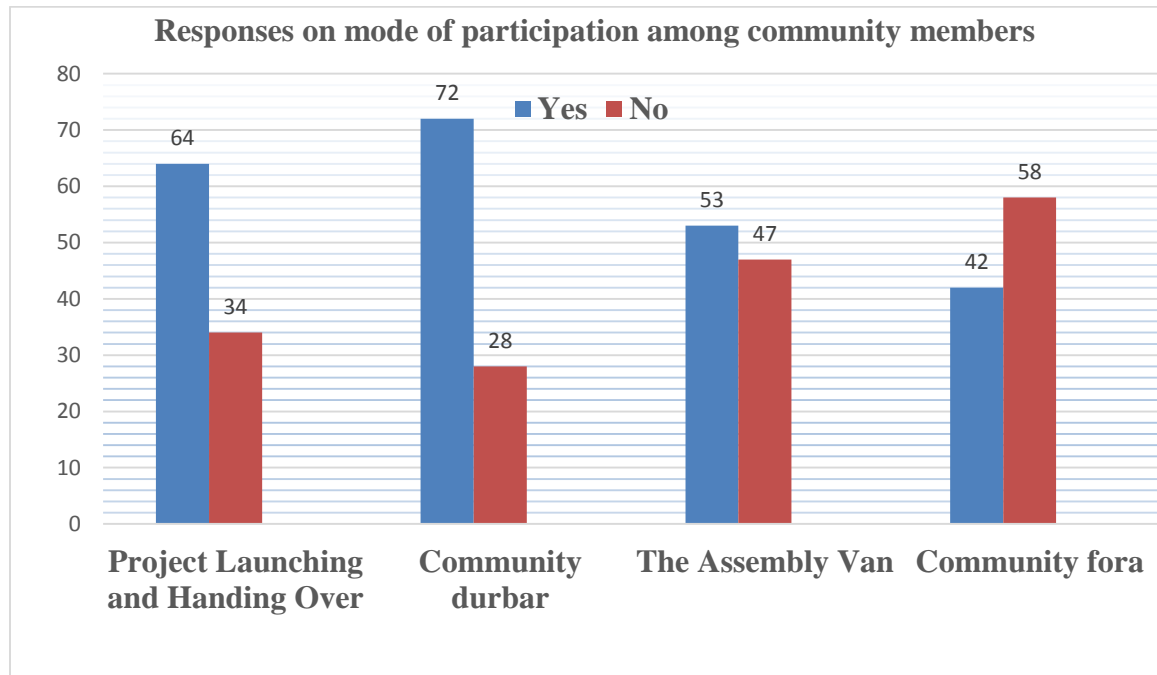
When respondents were asked how the assembly reached them with information before a decision; 63% of the respondents disclosed that the assembly contacted them through summoning, thus sending them letters to invite respondents for meetings, 16% indicated that the information reached them through text message whilst 11% explained that information on meetings reached them through their presiding members. It is important to note that the summoning is their normal meeting they organized by serving letters to notify members of an impending meeting while the text message via mobile phones and the presiding members were used to call for emergency meetings.

The presiding members reach the members through phone calls or text messages before meetings are conducted for decision to be taken. The next section brings to bare the views from local communities about their modes of participation in local government development decision making process.



4.4.1 Mode of Interaction among the community members and assembly.

Figure 4. 7: Community members' mode of participation in the local government development



Source: Fieldwork, 2018



Figure 4.7 show that community durbar was identified by the respondents to be the major (72%) mode of participation or interaction to interact with the assembly members before development is implemented. The project launching and handing over was the next strong mode of interaction identified by the respondent with the percentage of 64 whilst communication van is the next mode of interaction or communication among the assembly and community members in the local government development at the grassroots. The communication van was used to disseminate information to the community members about development projects in the communities. The community fora were identified as the least mode of interaction among the community members. According to the respondents, this

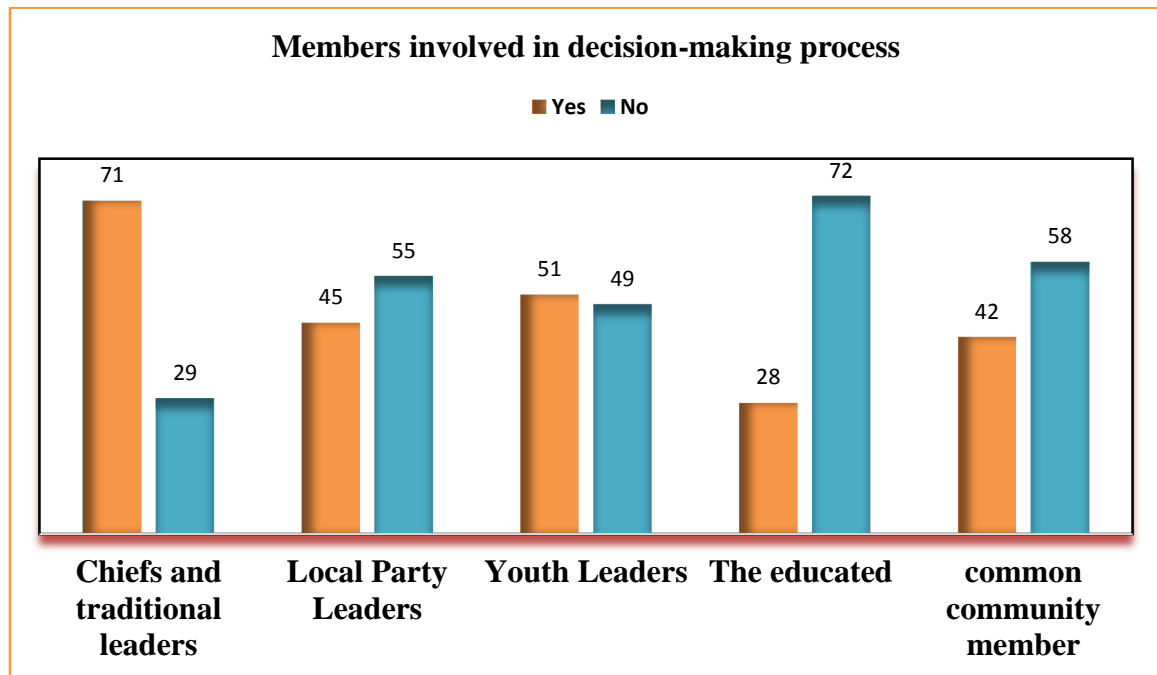
mode of participation is mainly used for key development partners such as the political leaders and opinion leaders in the community. This indicates that the public or the community is allowed to participate in the local government development in the municipality to optimize the performance of the sub-municipal structures in the decentralization process. The next section talks about who is involve in decision making process.

4.4.3 Who is involved in decision making process?

The researcher investigated people involvement in decision-making process in the communities. This was to know the level of participation in the decentralization process in the municipality with the ordinary community members and the opinion leaders. This was very important because their participation help promote development in the local communities. Figure 4.8 shows those involved in the decision making process in the communities.



Figure 4. 8: Members involved in decision-making



Source: Fieldwork, 2017

As shows in figure 4.8, majority (71%) of the respondents agreed that the chiefs and traditional leaders were the people mostly involved in the decision making processes in the communities or the electoral areas. This could be attributable to the fact that the people regarded traditional leaders as people who are knowledgeable and more influential. An assemblyman pointed out in an interview that traditional leaders and chiefs are the most respected people in the society. He continued that people see them as icons with whom the ancestors have chosen to represent them and to watch over the customs, values and norms of the society and hence involving them in decision making represent the interests of the



communities in the decentralization process. This implies that the traditional leaders are greatly involved to use their knowledge for the development at the local government. Meanwhile, a traditional leader expressed the view that they are only involved in decision making but their views are not considered as indicated in this study. He maintained that they were not involved in all decisions. Apart from the traditional leaders, the respondents agreed that the next group or people considered are the youth leaders with the percentage of 51. These are the leaders of the various youth groups in the communities. The study found that the youth were involved to support the community physically. This implies that if the decision is about putting up a structure for the community the youth are involved. Surprisingly, it can be inferred from figure 4.8 that the common community members are not involved in the decision making process.

The study revealed that even though the community members are not involved in the decision making process, they are unperturbed because of the representatives of the traditional leaders in the decision-making process. They believed that since their traditional leaders are involved in the decision making, they would embark on projects necessarily for the communities. It can be explained from figure 4.8 that even though, the presence of the political leaders and the educated is paramount, they are unrepresented in the decision making process at the grassroots. The explanations given were that some of the traditional leaders and the youth leaders involved in decision making are community politicians and educated and for that matter there is no need to include them in decision making process again. The next section has to do with whether prior notice are given to leaders involved in

the decision making process or not. Table 4.8 indicates prior notice given to the community members before a meeting is scheduled.

Table 4. 8: Prior Notice before Community Meetings

Variables	Frequency	Percentage (%)
Always	5	8
Sometimes	29	46
None	22	35
Other	7	11
Total	63	100

Source: Fieldwork, 2018

Table 4.8 shows that majority (46%) of the respondents said they are sometimes pre-informed before meetings are scheduled, 35% had an opposing view that they are not pre-informed. In consequence, few (8%) argued that they are always pre-informed before a meeting is scheduled while 11% of the respondents are the others. The others were those who expressed the view that the assembly consults the chiefs and the traditional leaders without including them in the gallery of community decision makers. It can be explained





in table 4.8 that the community members are regularly not pre-informed before meetings are scheduled. The highest percentage of those who indicated that they were sometimes pre-informed asserted that the notices were too short to the extent that they cannot prepare adequately for the meetings. They continued that at times a day or an hour notice were given to prepare for major meetings concerning the development at the grassroots. They expressed dissatisfaction that sometimes the agenda of the meeting are not given to them before meetings are attended. This was a challenge to them since they would have no idea about what were to be discussed at the meetings before attending. Respondents who indicated that they are not pre-informed at all shared similar view that the assembly only informed them about a meeting and expect them to come in that very moment without finding their whereabouts.

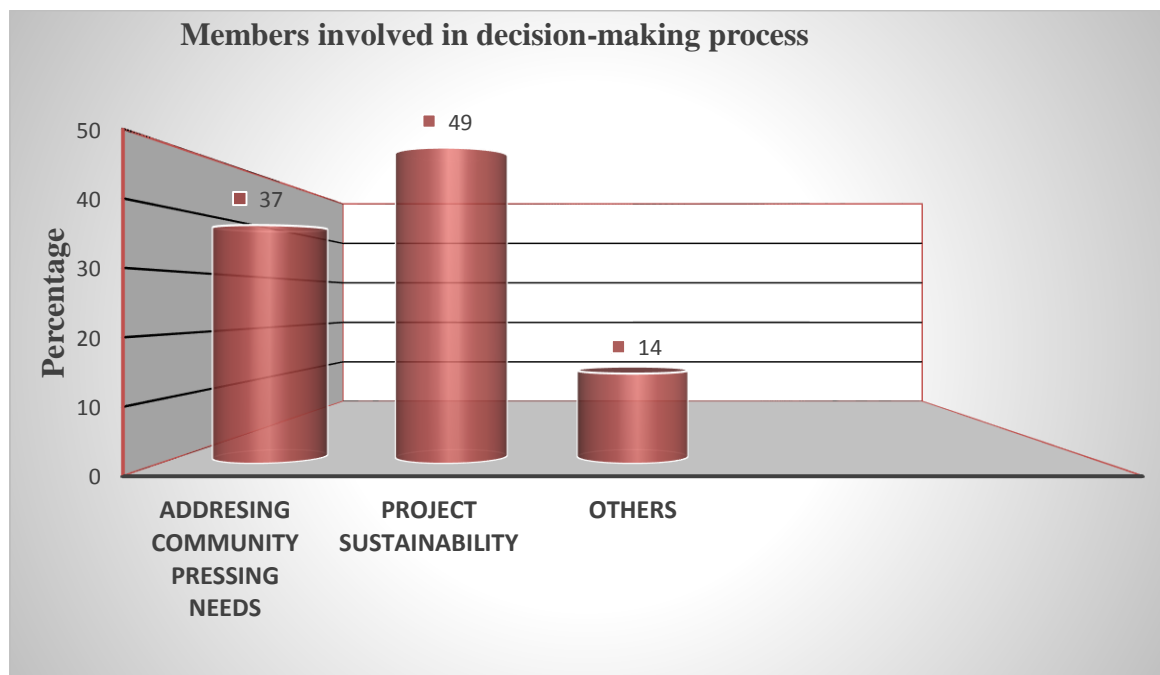
The assembly staff shared an opposing view that members were given two weeks' notice prior to the meetings. This assertion was refuted by a traditional leader who opined that the assembly treat them like children in the community, because not much notice were given to them before a meeting is scheduled. These assertions of the respondents show that there are conflict issues between the assembly staff, unit committee members and the community members as surmised by Gyimah et al., (2008). It is therefore important for the assembly to iron out these differences by given the respondents prior notice and providing them with the agenda for the meetings. This would help members to have fair knowledge about what supposed to be discussed at the meeting; thereby preparing their minds towards it. The study revealed that the 8% of the respondents who opined that they were always pre-informed were those who live closer to the assembly staff. This implies that the proximity

of the assembly members to assembly can provide them with relevant information pertaining to the communities. The next section talks about how important are the involvement of community members in decision-making process in the decentralization process.

4.4.4 Why the involvement of Community Members in Decision-Making

Effective participation in community decision making paves way for sustainable development in the decentralization process. Community Members' participation enhances the performances of the sub-municipal structures at the grassroots. This mandated community members to freely share opinions about developmental projects in the community. Figure 4.9 shows the need for involving community members in decision making in the municipality.

Figure 4. 9: The Need for Community Members' Involvement in Decision-Making



Source: Fieldwork, 2017

As shows in figure 4.9, majority (49%) of the respondents indicated that their involvement in decision making process at the local governance ensure project sustainability. The respondents elucidated that their involvement mandated them to express their views and represent these views in the formulation, implementation and monitoring of projects in the decentralization process. According to the respondents, nothing is worthier than their voices being heard at the local level. They continue that the recognition of their voices give them a sense of ownership of project implemented in the communities. It can be inferred from figure 4.9 that members are enthused when their views are represented. The implication of their involvement in decision making enhances project life span in the community. This will eschew projects being abandoned by community members. Subsequently, 37% of the respondents said their involvement in the decision making helped addressed the most important needs of the communities.

The respondents delineated that they are in the communities all the time and they are much abreast with projects needed in the community than an outsider. Therefore, their involvement helps to solve the problems battling the community. Minority (14%) of the respondents were the others. The others were those who held the view that their involvement in the decision making speed up project completion. It can be explained that the community members cherished their involvement in the decision making than any other thing. Nevertheless, if the community members are not involved in the project it endangers the life span of the projects since that particular project would be seen as projects owned by the government rather than people. This affirms the findings of Sana (2011) that



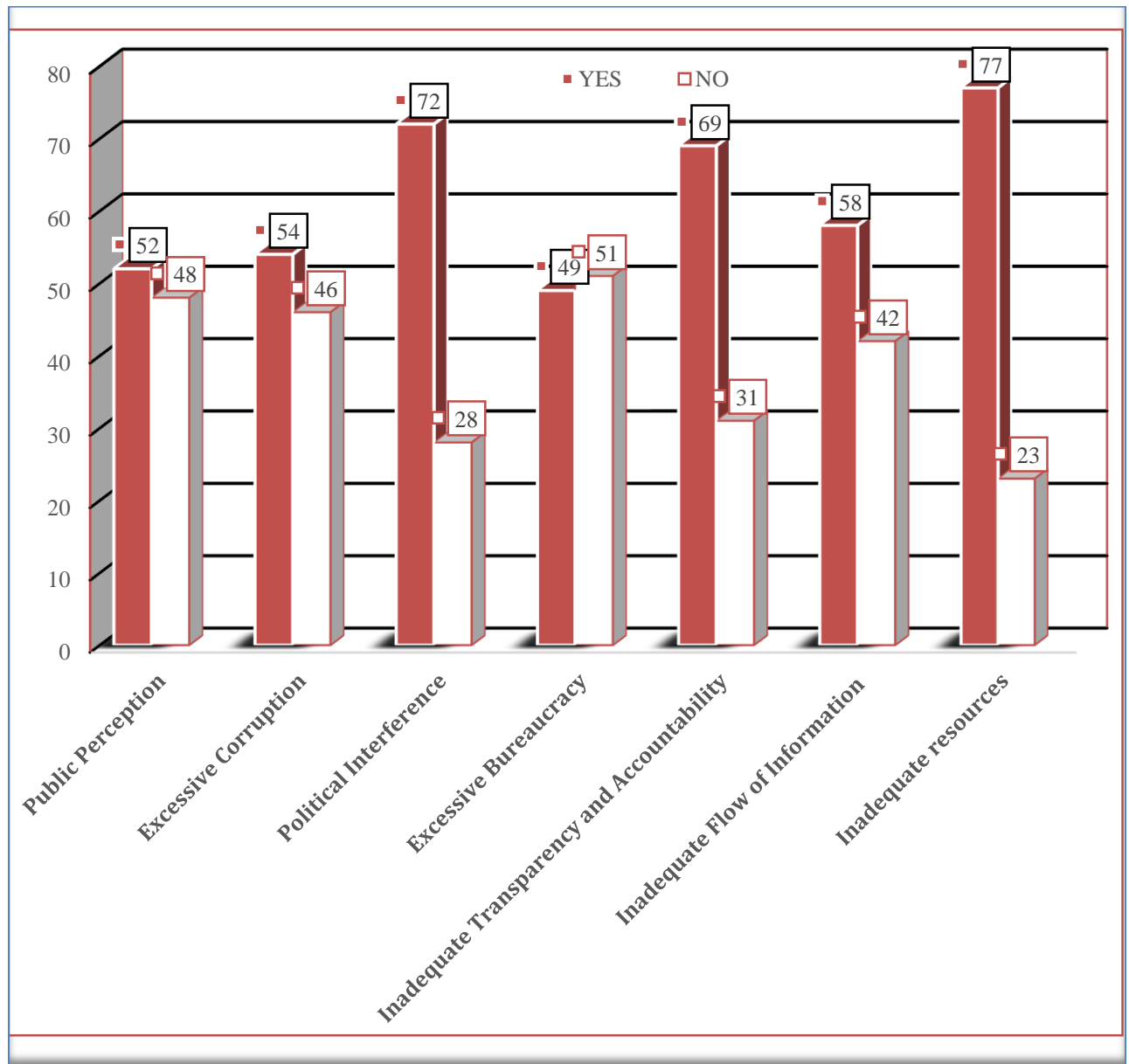
community involvement in decision making gives them a sense of ownership which enhances the life span of the project. The next section discusses the problems that bedeviling the Sub-Municipal Structures in the Municipal Assembly.

4.5 Challenges Obstructing Sub-Municipal Structures in the Decentralization Process

Albeit, participation in the decentralization process has been quite effective in promoting development at the grassroots, the sub-municipal structures are bedeviled with a myriad of challenges hampering their performances in enhancing development at the local governance. The study sought to investigate the major challenges hampering the full attainment of decentralization process in the Wa Municipality. This was based on a “Yes” or “No” question per each of the tested variable. This enabled the researcher to determine the foremost predicaments confronting the sub-municipal structures, thereby precluding it from functioning effectively to the benefit of the various communities in the decentralization processes in the municipality. Figure 4.10 shows the challenges confronting the sub-municipal structures in the municipality.



Figure 4. 10 : Challenges Confronting the Sub-Municipal Structures in the Municipality



Source: Fieldwork, 2018

As portrays in figure 4.10, majority (77%) of the respondents revealed that inadequate resources hamper the performance of the sub-municipal structures in the municipality.



These resources encompass the allowances and fund used for the development of the communities at the grassroots. According to the respondents, maintenance fund for their motorbikes and allowances to fuel their motorbikes have been scrubbed off for the past five years. An assemblyman pointed out that the lack of money in repairing their motorbikes to patronize electoral areas to monitor projects and communicate with the community members have been destroyed due to financial constraints. The respondents expressed the view that the annual common fund and IGF release to the assembly members to undertake developmental projects in the community are inadequate to cater for effective development at the grassroots. He continued that this has hindered development in their electoral areas which has led to the abandonment of many uncompleted projects in the municipality.

The study found that the monthly allowances which served as a motivation for the members sometimes delay or not paid at all. This has dwindled the interests of the assembly members in enhancing the performance of the community. It is not surprising that a traditional leader alluded that the assembly members are members just by names, because they fail to add value to the community. To him, ever since they were elected into the office there have never been any developments or progress in the communities. The assertion of the traditional leader could be attributed to the fact that funds for assembly members to undertake developmental projects are either delayed or not disbursed as indicated by the respondents.

Consequently, 72% of the respondents indicated that political interference impedes their performances in the decentralization process in the municipality. The respondents

delineated that politicians whose party is on power control the money disbursed for the development of the communities in the municipality. They further maintain that the allocated fund for the assembly members are given to members whose party is on power. The study found that assembly members who do not belong to the incumbent government are unable to get hold of the money disbursed.

The study found that during the era of the National Democratic Congress (NDC), a ruling party in 2016, now in opposition, the members of the then opposition party known as the New Patriotic Party (NPP) now the ruling party was deprived of resources. The culture of “new king, new law” and “our party is in power” as pointed out by the respondents have stagnated development in the communities. This confirms the early findings of this study that members who do not belong to the government of the day are deprived of the national cake. Even though it is required of the assembly members to be non-partisan as spelt out in the LI (480), members made their party known to others in order to be favored by the MCE and MPs for them to be given enough money for development. This partisanship among member’s triggers hardship and unprogressive development in the local governance. Members are deprived of resources when the party on whom they are affiliated to lost power which makes development to stand still.

Figure 4.10 shows that majority (69%) of the respondents said inadequate transparency and accountability obstructs development at the grassroots. The respondents explained that the money disbursed to the assembly members are not transparent for community members to know the nitty-gritty of the amount of money disbursed. The assembly members were of the view that the money allotted for the MP in the municipality to be utilized for





development projects are not transparent. According to them, the MP is not seen undertaken any developmental project in the community until the period of election where GH¢5-10 would be shared to community members to vote them to power. The study revealed that the money given to the MPs are not well-defined as to what they should use the money for and that make them to be reluctant to use the money for the purpose for which it was meant for. Interviews conducted with the traditional and youth leaders revealed that money invested into developmental projects are not well-defined for them to know the amount used in undertaken the development in the communities. They expressed dissatisfaction that many projects have been abandoned in the communities with the reason that there is inadequate fund without them knowing the amount invested into the project. This has demotivated community members to fully participate in development projects, because the project will be stuck in the process. Again, 10-15% common fund and IGF given to the assembly members are not made known to community members. This has created some mistrust between the assembly members and community members and this hinders the performance of the sub-municipal structures in the municipality.

Furthermore, 58% of the respondents said that inadequate flow of information between the assembly members, the community members and the assembly staff hinders the performance of the sub-structures in the municipality. The respondents disclosed that the assembly holds back information concerning development in the communities from them. This has created conflict between them which hamper the development of many projects at the grassroots. Interviews with the traditional leaders revealed that sometimes the assembly members though working with the assembly staff are confused on what to do,

especially on project implementation. They explain further that the assembly staff would tell them to embark on a certain project and the assembly members will come out with different project. They said, it seemed to them that there is conflict between the assembly members and the assembly staff. Meanwhile the assembly members have a counter view when they said when project is discussed to be executed and that particular project happened not to be in line with the preference of the MCE, the project can be changed without their notice.

Moreover, 54% of the respondents alleged that excessive corruption hinders the development of the local communities at the grassroots. According to the respondents, sometimes monies have to be paid before they get the quota of the allotted fund meant for the development of the communities. The respondents were unhappy about some decision taking by some officials to collect money from them before given them the allowances that due them. To them, a person inability to provide money could deny him of money that supposed to be disbursed.



The study found that contractors who have been contracted on projects in the communities paid some money before the contract was awarded. According to the respondents, corruption that involves the contractors is at its peak, especially during project bidding. This has led to shoddy completed and uncompleted projects in the communities endangering the development of the communities at the grassroots. This conforms to the chief's assertion when he said, a school was built in this community and after a year the walls of the school have developed serious cracks posing danger to the pupils. This has impelled them from using the building, because the project was giving to a quack

contractor, he added. This could mean that because the contractor paid some money as alluded by the respondents the work was done haphazardly, because nobody could question the contractor due to the already paid money to some public officials. This, to some extent encumbers the performance of the sub-municipal structures at in the municipality.

Consequently, 52% of the respondent agreed that public perception about the structure hinders them from functioning effectively. To them, the public perceived the structures to be the most corruptible structures where people are embezzling state fund meant for development. They maintained that the community members believed that everything must be provided for them by the government. According to the respondents, this becomes serious when the government of the day, promised them of something and failed to honor the promises. The public usually regarded them to be people with flattering lips ready to lie at all cost. This prevents many members to give out their best when the need arises to help in the implementation and monitoring of projects in the communities. Also, it has created lots of public mistrust, where the community members do not have confident in the sub-municipal structures in the decentralization process.

As can be seen from figure 4.10, 49% of the respondents expressed that excessive bureaucracy at the assembly, especially during the implementation of the policies or projects as a way that lead to the poor performances of the sub-structures in the decentralization process. The respondent expressed the view that one has to do a countless follow ups on a project before it can be implemented. This, to them hampers the development of the local communities in the decentralization process in the municipality.



CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.0 Introduction

This chapter presents the summary, conclusions and recommendations of the findings of the study. This was done in consonance with the study objectives in assessing the performance of the sub-municipal structures in the implementation of decentralization process in the Wa Municipality. This chapter takes into cognizance the relationship between the sub-structures, their effective roles, public participation in the decentralization processes and the challenges bedeviling the sub-structures from functioning effectively.

5.1 Summary

The study assessed the performance of the sub-municipal structures in the implementation of decentralization process in the Wa Municipality of the Upper West Region of Ghana with reference to the demographic characteristics of respondents in the sub-municipal structures of the decentralization process. Cross sectional design was used for the study. The researcher was permitted to triangulate both quantitative and qualitative data. Both probability and non-probability sampling techniques with focus on simple and purposive sampling which help in the selection of 63 respondents for the study. The data were collected through questionnaires and interview guides. The data were analyzed using descriptive statistics in the software package dubbed Statistics Product for Service Solution (SPSS version 21) where the tables, frequencies and charts were processed for the



quantitative data. In subsequence, constant comparative analyses were used for the qualitative data under which ideas and concepts were categorized into like or unlike themes.

5.1.1 Major Findings

The section considers the major findings of the study, which discusses the overarching objectives of the study that investigated the performance of the sub-municipal structures in the implementation of decentralization process in the municipality.

5.1.2 Relationship between Sub-Municipal Structures and the Municipal Assembly

Evidence from the study indicated that LI (480) has clearly spelt out the roles of the sub-municipal structures in the decentralization process of the municipal assembly. Committees and sub-committees have been formed to help promote development at the grassroots of the local governance. Majority of the respondents were in the environmental division and education committees. Members were involved in the decision making process to enhance development at the local governance in the implementation of decentralization process. In addition, 54% of the respondents indicated that there is collaboration between the municipal assembly and the committees, but were unhappy about how monitoring, evaluation and implementation were done.

It was evidenced from the findings that members were involved in the decision making process, especially decisions regarding resource mobilization and conflict resolution. Although, members were involved in the decision making process, they consider



themselves to be spectators, because they are not allowed to share their views when needed. The assembly imposed ideas and decisions on them. This has marred the connections between the sub-structures and municipal assembly with lots of challenges which have weakened the connection between them, thereby affecting their performance.

5.1.3 Effectiveness of the Functions of the Sub-municipal structures in the Municipality

The effectiveness of the functions of the Urban, Zonal councils and the Unit committees helps in formulating, monitoring and implementing effective strategies in mobilizing for the funds or resources at the local level.

It was disclosed that funding was indispensable in ensuring the effectiveness of the functions of the sub-structures. The study revealed that the assembly has only two major sources of funding and these are the annual common fund of the central government and the internally-generated funds.

The major fund supplementing the sub-municipal structures to function effectively was the IGF, which contributed 75% to the development of the assembly. The common fund has been minimal since 10-15% was given to the assembly to share among the MPs and the assembly members.

Property rate, business registration fees and artisan fees were the main sources of IGF in the municipality. Majority (76%) of the respondents were unhappy about the disbursement of the fund to the local communities for developmental projects. Even though, majority



(79%) of the respondents have had Second cycle and tertiary education, 43 out of the 63 respondents representing 68% were fully unaware of the major roles expected of them in promoting decentralization at the grassroots. Since majority do not know their functions expected of them, many takes instructions from the MPs, MCE and affiliated political leaders and rely on their knowledge.

5.1.4 Public Participation in Local Governance

The study revealed that the mode of participation at the grassroots were the delegated power, partnership and placation. Additionally, majority of the respondents were of the view that they were mostly involved in the delegated power where participation is done through a referendum. The member's participation is done through the election of the president, Member of Parliament, assembly members and also confirmation of the MCE. The assembly members together with the assembly consult and inform community development partners such as the chiefs, traditional leaders and opinion leaders in the communities to enhance development at the grassroots. The chief, the traditional leaders and the youth leaders are mostly involved in the implementation of policies in the local governance. This helps them to present their views at both the assembly and the central government. Community members are involved in the implementation of projects at the local governance to ensure project sustainability, and addressing the most pertinent challenge in the community. The community members and assembly members interact effectively, especially during community durbar, project launching and handing over.



5.1.5 Hindrances to the Sub-Municipal Structures in the Decentralization Process

The sub-municipal structures have been endeavoring to perform their functions effectively in promoting development at the grassroots. However, the performance of these functions is being thwarted by the existence of a myriad of challenges. The study identified inadequate resources as the highest challenge in the decentralization process. The allowances payable to the Assembly members were not forthcoming to motivate them in the performance of their duties. The Assembly members viewed their tasks in the local governance as lowly motivated since funding from the central and local government were considered as being skewed and woefully inadequate.

This poses a serious threat to the development of the communities in which they operate as they are not able to undertake appropriate activities to foster any evocative development in the communities and the assembly at large. Also, political interference is considered as the second highest problem bedeviling the structures. This is where decisions are being influenced by politicians, particular those whose party is in incumbency. Politicians deprived members their allowances and resources when their affiliated parties are known. This has created hatred among members which affects their performance in the communities in which they operate. The assembly members together with community members woefully asserted that there is inadequate transparency and accountability, especially on the fund allotted for the MPs, assembly members. Inadequate transparency and accountability has made the assembly to be perceived by the public as the corrupt where politicians amassed wealth for their selfish ambition.



5.2 Conclusions

it has been indicated that the framers and the drafters of the sub-municipal structures which is in liaison with the Local Government Acts and the constitution of the state perceived the involvement of the populace at the grassroots in the local governance as a way of ensuring good environmental sanitation, education, social justice, planning among others which geared towards managing the overall development of the country. It can be concluded that the participation of members in the sub-municipal structures have brought governance to the doorsteps of the people by allowing them to choose their local representatives in the local communities.

The study discovered that members are mainly involved in resource mobilization and conflict resolution, which have helped in mobilizing resources and settling disputes or conflicts in support of the development of the communities and the country as a whole. Though the relationship between the assembly members and the assembly is frail in terms of implementing certain policies, members are able to work side-by-side with the assembly to promote development in certain areas in which they operate.

The roles of the sub-municipal structures in the decentralization process in the municipality are effective in promoting development at the local communities. The effectiveness of these functions was possible through funding. Funding has been the life for the sub-structures in the Wa Municipality in promoting development in the local governance. The sources of funding were the annual common fund and Internally-Generated Fund, which have been the pillar of development projects in the local communities at the grassroots in





the local governance. The effective roles or functions of the sub-municipal structures has been stanchd by the Local Government Acts 1589 section 33. This helped members to work in alignment of the acts and the constitution of the state which mandated the local communities to choose their representatives to present their problems in the local governance. Surprisingly, members seemed not be aware of these functions, which pose a lots of challenges in the performance of their duties.

Effective participation in the local levels of governance is through delegation of power where the constitution has mandated citizens to freely to choose their representatives through the ballot box in the national and local governance in the country.

This mandatory right enshrined in the constitution of the country has accredited community members at the grassroots to elect their assembly members, unit committee members, president, MPs and confirming MCEs. The effective participation of this nature authorizes communities to present their problems before the local governance or the central government especially during electioneering campaigns. The participation of members has somewhat enhanced performance in local governance. Not only did they participate through election, the central government and the assembly partner with the communities through their representatives by giving them fund to foster effective community development to enhance the performance of the sub-municipal structures in the local governance.

It can be concluded that the assembly is challenged with political interference, inadequate resources, inadequate transparency and accountability among others. These have been the

major challenges of sub-municipal structures in the local governance, which hampers the performance of the unit committees and the zonal council members. Indications were made that the sub-municipal structure of the municipality and roles assigned them per se are not faulty. However, what they lack most is their inability to effectively use the available resources due them to foster development. This has impinged the performance in the local governance.

5.3 Recommendations

Considering the findings of the study on the performance of sub-municipal structures in the implementation of decentralization process in the Wa Municipality of the Upper West Region of Ghana, the following recommendations were made to help improve upon the performance of the sub-structures in order to deepen decentralization processes.

- The Municipal Assembly should endeavour to cooperate effectively with the unit committees, sub-committees and the zonal councils in the local governance in order to promote development by eschewing conflict among the municipal assembly and sub-municipal structures. The views of members in the committees should be considered when necessary and incorporate their views and opinions into the municipal development agenda. This will ensure effective collaboration among members and encourage members to be part of the decision making process. This will enhance the effective performance of the sub-structures in the implementation of decentralization process in the Wa Municipality.





- The Municipal Assembly should not only involve members in resource mobilization and conflict resolution, but also should involve members in all decision making process. This would help members to improve upon their performance in the areas in which they operate.
- The Municipal Assembly should elaborate and accelerate capacity training programs for the council and unit committee members to enhance their knowledge and skills on their roles and functions. This will clearly distinguish the roles expected of the municipal assembly and the sub-municipal structures and hence promote equal partnership among members. This will help to re-orient them to be abreast with their functions without depending on their knowledge and the authorities. Knowing their functions will help to increase efficiency by reducing public perception about them.
- The Assembly Members, Urban Council, Zonal council members and unit committee should be motivated appropriately through the provision of materials, financial, and some incentives to help boost their morale in the performance of their duties in their areas as enshrined in LI1589. This will help to strengthen and promote appropriate and proper decentralization process and reliable governance in the local governance.
- The community members, especially the chiefs and traditional leaders should be integrated through regular interactions among the members of sub-municipal structures by the municipal assembly. This can be done by organizing regular community fora and community durbar. This will help community members to know the functions of the assembly persons which would prevent them from mounting on them their burdens. This

will help community members to be proactive to take their own initiatives without sole waiting for government interventions.

- Prior notice should be given to community members and assembly members by the assembly before meetings are scheduled. A copy of the agenda of various meetings should be provided for assembly members of the municipal assembly before meetings are conducted. This will give them fair knowledge of matters yet to be discussed.
- The central government should endeavour to increase the annual common fund allocated for the assembly to ensure smooth and effective development in the local governance. The district assembly should ensure that the disbursement of the common fund and IGF are well-defined for development projects. The government in collaboration with the district assembly should disburse the funding on time. They should ensure that unpaid payable allowances for the assembly members are paid.
- The Member of Parliament and the district assemblypersons should be held accountable by the district assembly for the quota of the fund disbursed to them. The assemblypersons and the MP in carrying out projects in the communities should be transparent to community members on the amount of money invested into development projects. This will help to prevent the community members from tagging them as people who amass projects funds for themselves. This will enable community members to confiding in them.



- Bid on development projects before awarding contracts should be avoided by the district assembly to eschew corruption. This will help the municipal assembly to award contracts to qualified and competent contractors, which ensure sustainable development at the grassroots in the local governance.



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Appendix 1

University for Development Studies

Department of African and General Studies

Questionnaire for Zonal and Local Unit Committee Members

I am Tahiru Ali Foroko conducting a study on “The Performance of Sub-Municipal Structures in the Implementation of Decentralization Process in the WA Municipality of The Upper West Region Of Ghana”. This is in partial fulfilment of the requirement for the award of Master of Philosophy degree in Sociology at the University for Development Studies. I would be much grateful if you could help me achieve this aim by answering this questionnaire. Your confidentiality is assured for any information provided.

Thank you for your co-operation

Please tick [] where appropriate.



Demographic Characteristics of Respondents

1. Sex: (1) Male [] (2) Female []
2. Age: (1) 18-25 [] (2) 26-33 [] (3) 34-41 [] (4) 42-49 [] 50 and above []
3. Marital Status: (1) Married [] (2) Divorce [] (3) Widow/Widower [] (4) Single [] (5) Separate []
4. Level of Education: (1) Basic [] (2) SHS/SSS [] (3) Tertiary [] (4) None []
5. Religious Status: (1) Christianity [] (2) Islam [] (3) African Traditional Religion []

6. Occupational Status: (1) Civil Servant [] (2) Private Employee [] (3) Self-employed []
(4) Unemployed []

4. What is your Position in this community?

(a). Ordinary member []

(b).Opinion Leader (Specify []

5. Do you know of any government project in your community in the last five years?

(a). Yes []

(b). No []

6. If yes, what kind of project is it? -----

7. Did you play any role in the design and implementation of the project?

a. Yes []

b.No []

8. If yes, what role did you play?

(a).Project identification []

(b).Communal labor []

(c).Counterpart funding []

(d).Project monitoring []



(e).Others (Specify ☐)

9. How were you involved in the project design and implementation processes?

(a).FGD ☐

(b).Through opinion leaders ☐

(c).Through ISD ☐

(d).PLA ☐

(e).Others (Specify ☐

10 Has community involvement any relevance for project design and implementation process?

(a).Yes ☐

(b).No ☐

11. Please explain your response in question ... above.



12. Has decentralization been beneficial to your community?

(a).Yes ☐

(b).No ☐

13. Please explain your response to question above



14. What are the challenges to community participation in this community?

15. What can be done to improve community participation in this community?

To unearth the challenges faced in the implementation of decentralization at the grass root level.

16. What problems are likely to come resulting from zonal and unit committee members not consulted before sending a project?

17 .What are some of the challenges that make it difficult for the zonal council and unit committee not to play their planning roles effectively?.

18. What do you think can be done to make the zonal council and unit committee effective in their planning roles?

19. What are the major challenges that impede the effective involvement of stakeholders of the zonal council and unit committee level in the monitoring and evaluation process?

.....
.....
.....

20. How would you rate the performance of the area councils and unit committees in the relation to its planning roles (**Please tick only one**)

A) Very High (100-90) ☐

B) High (80-70) ☐

C) Low (60-50) ☐

(D) Very Low (40 and Below) ☐



Appendix 2

University for Development

Department of African and General Studies

Interview Guide for Municipal Planning Unit

UNIVERSITY FOR DEVELOPMENT STUDIES

1. Name: -----

2. Sex: Male ☐ Female ☐

3. Department: -----

4. What is your position in this department?

(a). Director ☐

(b).Deputy Director ☐

(c).Planning Officer ☐

(d).Others (Specify ☐

5. For how many years has this department existed in this Municipality?

(a).3 years -----[☐]

(b).4 years-----[☐]

(c).5 years-----[☐]



(d).6+ years----- []

6. Has the presence of this department helped improved participation in the decentralization processes of the Municipality? []

(a).Yes []

(b).No []

7. Please explain your response to question 6 above.

8 How effective is the MPCU in your district? **(Please tick only one)**

A) Very effective

☐

B) Effective

☐

C) Not effective

☐

D) Very ineffective

☐

9. Are you a member of any committee of this Municipality?

(a).Yes []

(b).No []

10. If yes, which committee?

(a).General assembly []

(b).Entity tender committee []

(c).Tender review committee []

(d).MPCU []

(e).MASEC []

(f).Others (Specify []

11. What are the responsibilities of your committee?

12. Have you been to a committee meeting in the last three (3) months?

(a).Yes []

(b).No []

13. Are there any physical projects being implemented by your department?

(a).Yes []

(b).No []

14. If yes, how were the projects initiated, designed and implemented?

(a).The department's budget allocation []

(b).Through the DA []

(c).Through donor partners []

(d).MP []

(e).Others (Specify) []

15. Who were the stakeholders of the project?

(a).MA []

(b).Department []

(c).Community members []

(d).MP []

(e).Donor partners []

(f).Others (Specify) []

16. Are community members and stakeholders always involved in the planning and implementation of communal projects?

(a) Yes []

(b).No []

17. If yes, how are they involved?

(a).Through their assembly members []

(b).By consultations []

(c).Through their chiefs and opinion leaders []



(d).Through the provision of communal labour []

(e).Through counterpart funding []

(f). others specific ----- []

18. If no, why?

19. How satisfied are you with participatory processes of the departments in the Municipality?

(a).Very satisfied []

(b).Satisfied []

(c).Not Satisfied []

(d).Very Unsatisfied []

20. What are the challenges to community participation in this district?

21. What can be done to improve on community participation?

22. What are the benefits of community participation?

23. How can they be sustained?

