

GHANA INSTITUTE OF JOURNALISM

COMMUNITY PARTICIPATION IN DEVELOPMENT IN THE LA-  
NKWANTANANG-MADINA MUNICIPALITY

WISDOM PETER KOFI AWUKU

A DISSERTATION SUBMITTED TO THE SCHOOL OF GRADUATE STUDIES  
AND RESEARCH, GHANA INSTITUTE OF JOURNALISM, IN PARTIAL  
FULFILMENT OF THE REQUIREMENTS FOR THE AWARD OF A MASTER  
OF ARTS DEGREE IN DEVELOPMENT COMMUNICATION

OCTOBER, 2015

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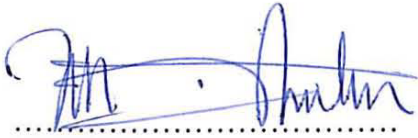
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## DECLARATION

I hereby declare that this dissertation is the result of my original research, and no part of it has been presented for another degree in this Institute or elsewhere. I am solely responsible for any shortcoming



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Wisdom Peter Kofi Awuku

(Student)

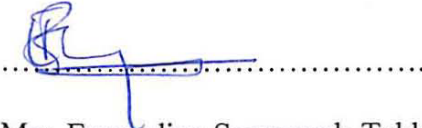


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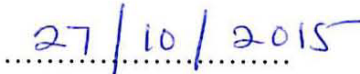
## CERTIFICATION

I hereby certify that the preparation and presentation of this dissertation were supervised by me in accordance with the guidelines of supervision of dissertation laid down by Ghana Institute of Journalism.



Mrs. Ewuradjoa Sangmuah-Tabbicca

(Supervisor)



Date

## **DEDICATION**

This research work is dedicated to God Almighty for His grace, divine providence, support and guidance. I also dedicate this research work to my wife. Her support and prayers have brought me this far.

## ACKNOWLEDGEMENTS

I wish to thank the following persons for their respective contributions to this dissertation:

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## ABBREVIATIONS

ADRA	Adventist Development and Relief Agency
CSO	Civic Society Organisation
DA	District Assembly
DACF	District Assemblies' Common Fund
DAs	District Assemblies
DCEs	District Chief executives
DFID	Department for International Development
E.I	Executive Instrument
FBOs	Faith Based Organisations
FGDs	Focus Group Discussions
GTV	Ghana Television
JICA	Japanese International Cooperation Agency
La-NMMA	La-Nkwantanang Madina Municipal Assembly
LEED	Local Economic and Employment Development Programme
LI	Legislative Instrument
MCD	Municipal Coordinating Director

MCE	Municipal Chief Executive
MDAs	Municipal/District Assemblies
MMDAs	Metropolitan, Municipal and District Assemblies
n.d	Not Dated
NCCE	National Commission for Civic Education
NDPC	National Development Planning Commission
NGO	Non-Governmental Organisation
OECD	Organisation for Economic Co-operation and Development
PA	Public Address
PPAs	Poverty Assessments
PRAAs	Participatory Rural Appraisals
RCCs	Regional Co-ordinating Councils
T&T	Transportation
WC	Water Closet
WVI	World Vision International

## Abstract

*“Community Participation in Development within La-Nkwantanang-Madina Municipality,”* uses the descriptive design to evaluate community participation in development processes within the Municipality. It subsequently describes the development activities, evaluates community participation in the planning, implementation and monitoring of development activities; and makes recommendations to enhance community participation in development. With La-Nkwantanang-Madina Municipal Assembly as Study population, Purposive and Available sampling were used. An interview guide was used for key informants interviews with the Municipal Coordinating Director, Municipal Planner, two former Assembly members and two Unit Committee Members. The verbatim transcription of recorded and analysed findings revealed that, the Unit Committees, have not been functional though it was purported that development activities in the municipality were discussed thoroughly and accepted by the community before implementation. This study recommends that the mandate of the Unit Committees in Act 462 should be enforced to bridge the communication gap between the Assembly and communities in development planning.

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## CHAPTER ONE

### INTRODUCTION

This chapter looks at the background of the study, the statement of the problem and the objectives of the study. It also covers the research questions, the scope, significance as well as the organization of the study.

#### 1.1. Background of the study

Good governance is said to be a key-contributing factor to the achievement of the Millennium Development Goals and sustainable development (United Nations, 2007). Development partners including the Department for International Development (DFID) indicate that good governance involves political systems which give opportunities to all people, including the poor and disadvantaged, to influence development policy and practice (Department for International Development, 2007). The decentralisation agenda is therefore a requirement of international development agencies and donor partners to promoting good governance (United Nations, 2007). However, planning systems have an important role to play in creating an enabling environment for local communities to participate in development decisions and activities (Department for International Development, 2007).

During the early years of Ghana's development, Ghana attempted to improve the livelihood of Ghanaians through a series of development plans but these plans could not materialize because the process suffered prolonged period of birth pangs and became

obsolete before the implementation period was over. The district planning system has also suffered similar fate as it became highly centralised and sectoral, with little or no participation from the communities whose interest the planning system was to serve. Consequently, there was no coordinative framework for resource allocations or policy decisions at the level of districts (Boote & Beile, 2005). Thus, development decisions could not be adapted to conditions and the needs of the districts or enrich the information base for district planning.

Development action within the districts were directed and excessively controlled at the national and regional levels where policy, district programmes and projects, as well as budgets and personnel were imposed on the districts. Consequently, the districts had no power or discretion to make development decisions. Seldom did they have the capacity to carry out required development actions. All forms of development actions within the districts were usually determined in isolated sectoral units by non-integrated central government agencies (Botchie, 2000). Consequently, there was in place an effective administrative machinery at the local level to deal with the critical needs of the communities with regard to development plan formulation and implementation.

A new decentralised development planning system was introduced in 1994 to systematically rectify the problems and deficiencies of the old centralised planning system in Ghana. It is designed to restructure the political and public administrative machinery for development decision-making at both national and local levels. The new system also seeks to organise development in space to attain functional efficiency and

environmental harmony (Botchie, 2000). Therefore, the public administration restructuring and reform sought to integrate local government and central government at the regional and district levels through decentralisation. Furthermore the restructuring was to integrate the development planning and its budgetary system. In so doing it sought adequate transfers of financial, human and other resources from central government to local authorities.

The new decentralised development planning system represents a complete departure from the past in that; the planning system is "human centred" and its main objective is to promote and improve the livelihood of the people of Ghana. It is therefore comprehensive as it examines the social, economic, environmental and spatial aspects of development as a single integrated task. It therefore, represents the coordinated efforts of districts, sub-districts, the government agencies, NGO, donors and the private sector (Botchie, 2000). Consequently, in the new decentralized development planning system, the districts constitute the main focus of planning action through the DAs. This process provides unprecedented opportunity for the local communities within the districts to participate effectively in the conception, planning and implementation of development programmes and projects.

The major objective of the new decentralised development planning system is to establish efficient political, planning and administrative institutions at the district level. These systems would enjoy popular support of local communities and facilitate the mobilisation of support and resources for district development. It was also designed to

facilitate explicitly, the transfer of power, functions, and competence in programme and project implementation from the central government to the district level institutions. The 1994 Local Government System therefore looks at the promotion of power sharing, rational resource allocation, establishment of adequate capacity at the district level for effective utilisation and management of local resources. It also seeks to promote a reduction of dependence of the district level authorities on the central government.

Furthermore, the new decentralised system is also expected to provide opportunities for greater participation of local communities in development planning, effective resource utilisation and management of local resources. Seen from these perspectives, the new decentralised development planning system involves devolution of central government administrative responsibilities to the district level (Ahwoi, 2010). Additionally, the new decentralised development planning system is expected to enhance effective channels of communication between the national government and the local communities.

Government has directed all Metropolitan, Municipal and District Assemblies (MMDAs) to prepare the composite budget for 2014 which integrates departments under Schedule one of the Local Government Integration of Department Act LI 1961. This policy initiative up-scales full implementation of fiscal decentralization and ensures efficient, effective, transparent and accountable utilization of all public resources at the local level for improved service delivery. The District Composite Budget, among others, also ensures that there is effective integrated budgeting system, which supports intended

goals, expectation and performance of government (Botchie, 2000). Therefore, Composite budgeting deepens the uniform approach to planning, budgeting, financial reporting and auditing. It also facilitates harmonized development and introduce fiscal prudence in the management of public funds at the MMDA level.

In 2012, President J.E.A Mills, by an Executive Instrument (E.I), created 46 new Districts. The established MMDAs established were inaugurated and confirmed as operational hence, bringing the total number of MMDAs to 216. The La-Nkwantanang-Madina Municipal with its Administrative capital Madina, was carved from Ga East and forms part of the newly created districts and municipalities (Government of Ghana. Ministry of Finance, 2012). All new districts were inaugurated simultaneously at their various locations on 28th June, 2012. La-Nkwantanang Madina Municipal Assembly (La-NMMA), as one of the new Municipal Assemblies, has to address numerous development challenges. Based on their experience over the past few months, the Municipality intends to intensify its efforts at mobilizing resources both internally and externally so as to be able to execute key projects and programmes. According to their development plan for 2015, the strategic direction for the period is to, among others, provide socio-economic infrastructure (La-Nkwantanang-Madina Municipal Assembly, 2015).

## 1.2 Statement of the Problem

One of the mandates of La-NMMA is to provide the needed development in its jurisdiction. However, proper planning, implementation and monitoring of development projects can help the assembly reach out to the taxpaying community (businesses) to among others, enhance revenue generation and at the same time make the business community understand their taxes obligations while La-NMMA also honours its side of the bargain by providing development. However, when development initiatives are not participatory, thereby, involving the beneficiaries of the intervention, sustainable development is not achieved in that the people do not claim ownership (Kendie & Mensah, 2008).

There are, however, many forms of participation and it is not all of which are source of local empowerment for communities. At its most token, participation is limited to providing information to communities on decision-making about development interventions. It is, however, the responsibility of assembly members and technical officials to ensure participation of communities in the identification and prioritisation of needs and in decision making with respect to the allocation of resources to meet those needs is a more empowering form of participation (Act 462 section 16). In this regard, how is community participation in Development at La-NMMA?

### 1.3 Objective of the Study

The general objective of this study is to evaluate community participation in development within La-Nkwantanang-Madina Municipality. Specifically, this study seeks to:

1. Describe the development activities in the Municipality;
2. Evaluate community participation in the planning, implementation and monitoring of development activities in the district;
3. Recommend development and communications strategies to enhance community participation in development at the La-Nkwantanang-Madina Municipal Assembly.

### 1.4 Research Questions

The research questions the study seeks to address are:

1. What are the development activities in the Municipality?
2. How is community participation in the planning, implementation and monitoring of development activities within in the Municipality?

### 1.5 Significance of the Study

Participation is a catalyst for effective development within the assembly's areas of jurisdiction, the findings of the study would, therefore, add to the existing body of knowledge on the importance of community participation. It would form the basis for advocacy purposes to sanitise Municipal/District Assemblies (MDAs) throughout the country. Furthermore, it would help the MDAs more in the use of effective input from beneficiaries in designing communication policies that would help address some of the yawning gap between the assemblies and their clientele. The findings would help inform policy makers like Parliament and the National Development Planning Commission (NDPC) to prevail upon MDAs to make community participation a prerequisite requirement for the award of the Common Fund. Due to the above-mentioned importance of community participation, this study seeks to highlight whether it exists for development in La-Nkwantanang-Madina Municipal Assembly.

### 1.6 Scope of Study

Resources and time constraint have limited the study to the La-Nkwantanang-Madina Municipal Assembly in Accra instead of the 216 MDAs. The content covers Planning, Implementation, Monitoring and Evaluation of projects as well as communication within the municipality. The research took a period of six months to collect, analyse data and to complete the write up.

### 1.7 Organisation of the Study

The study is organized into four Chapters. Chapter one, the Introduction, which covers the Background of the study; Statement of the Problem; Objectives of the study; Research questions; Significance of the Study as well as the Scope and Organization of the study. Chapter Two, the Literature Review of the study, covers the theoretical framework, Conceptual issues and the review of Empirical Literature. Chapter Three deals with the Methodology. It covers the research design, population, sample and sampling technique as well as data collection methods and instruments. Chapter Four discusses and analyses the data collected as well as covers the conclusion, recommendations and areas for further studies.

## Chapter Two

### Literature Review & Theoretical Framework

This chapter covers the theoretical framework, review of related conceptual issues and empirical literature. Literature review is an evaluative report of studies found in the literature related to one's selected area. The review should describe, summarize, evaluate and clarify this literature. It should give a theoretical basis for the research and help the researcher determine the nature of current research. It involves a selection of a limited number of works that are central to the current area rather than trying to collect a large number of works that are not as closely connected to your topic area. Literature review therefore goes beyond the search for information (Boote & Beile, 2005).

Literature review includes the identification and articulation of relationships between the literature and one's field of research. Furthermore, while the form of the literature review may vary with different types of studies, the basic purposes remain constant. It is to provide a context for the research; justify the research; ensure the research has not been done before or that it is not just a replicated work. The researcher also learns from previous theory on the subject; illustrate how the subject has been studied previously; highlight flaws in previous research; outline gaps in previous research; show that the work is adding to the understanding and knowledge of the field and help refine, refocus or even change the topic (Boote & Beile, 2005).

## 2.1 Model of Participation

One of the oldest and often used theories of citizens' participation is the one advanced by Arnstein (1969). Essentially, the central importance of Arnstein's theory, stems from the growing recognition that there are different levels of participation. The forms comprise the eight rungs ladder of Citizens' participation. This model is subdivided into main three extremes of citizens' power: non-participation, tokenism and citizen power (Kessy A., 2013). Non-participation is at the bottom rung of the ladder and includes forms of participation such as manipulation and therapy. These two forms are not regarded as genuine citizens' participation but rather, they enable power holders to 'educate' or 'cure' participants in participating in programmes.

Tokenism includes informing, placation and consultation, which provide minimal opportunities for citizens' participation. Lastly, citizen power, which comprises the top three rungs of the ladder, involves partnership, delegated power and citizen control. At these rungs citizens can try to reach a compromise, make trade-offs and can have a stake in the decision-making process (Kessy A. , 2013). While the central thesis on the theory is anchored on citizen control, this is an ideal form, which seems to be difficult to attain in the real situation of power relations (Burns, Hambleto, & Hoggett, 1994). Figure 1 illustrates the Arnstein's ladder of participation.

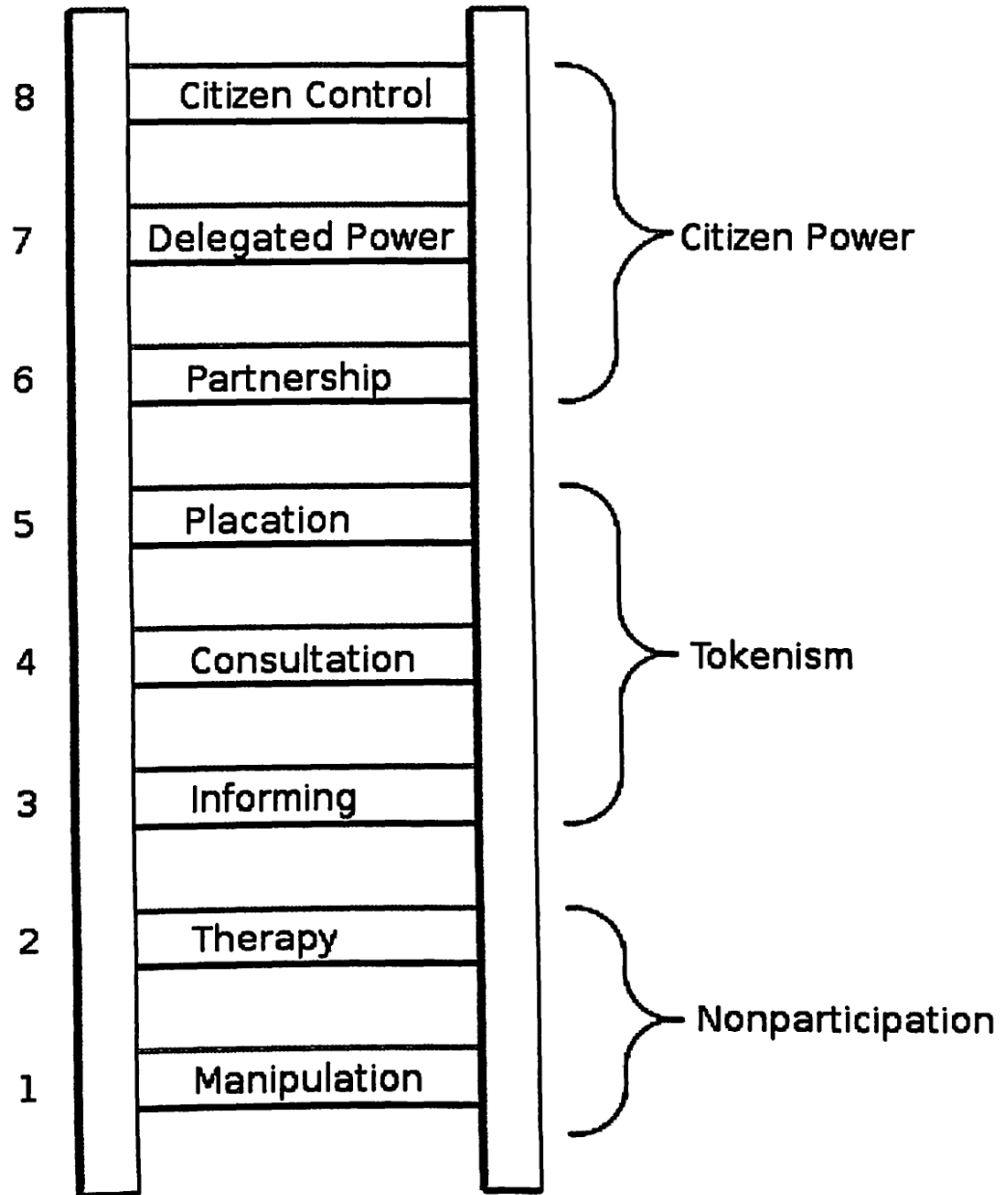


Figure 1: Arnstein's Ladder of Citizens' Participation

Source: Kessy (2013).

The theory, however, has some limitations. Each of the eight steps represents a broad category and thus, one can find a wide range of experiences within it. At the third level of ‘informing’, for instance, some significant differences in the type and quality of the information being conveyed can be identified. In short, though this model is not chosen as the best among others in analysing citizens’ participation, the argument that, “there is a critical difference between going through the empty ritual of participation and having the real power needed to affect the outcome of the process” (see Arnstein, 1969: 216) is a valid one (Kessy A. , 2013). It is, therefore, conceptually sound in terms of how different levels of empowering the citizens in decision-making processes and policy implementation can be viewed.

Some critics have also strongly argued that, “in the real world of people and programs, there might be 150 rungs with less sharp and ‘pure’ distinctions among them” (Gates & Stout, 2000). In a general sense, the theory of citizens’ participation does not include citizens’ participation in elections as one of the main forms of citizen control. However, Burns, Hambleto, and Hoggett, (1994) also argue that this theory is specifically useful for the study of citizens in specific government programmes and in development projects. Thus, it is inappropriate for the study of citizens’ participation in local government in that the model needs modification to include individuals or groups of citizens’ spheres of influence.

Nonetheless, since Arnstein, there have been complex theories of participation, which have been advanced, and new terminologies added. These include other models

such as: Five Rungs of Citizens Participation (Thomas, 1995); Three Models of Citizens Participation- active, passive and transitional (Timney, 1998); an evolutionary continuum of public administrator and citizen interaction (Vigoda, 2002); A value-centered model (Schacter, 1997); the Owner Model (Schacter, 1997); and seven rungs of participatory planning (Pretty, 1995) as cited by (Kessy A. , 2013; p36). However, some of these models overlap, suggesting that there is no single model, which can be regarded conclusive in the study of citizens' participation (Kessy A. , 2013).

The majority of the models of participation cited in the preceding paragraph are a shift towards understanding participation in terms of the empowerment of individuals and communities. In other words, the rationale for these models is to conceptualize the interaction between citizens and their leaders in the decision-making bodies and they also have some strengths as well as limitations (Kessy A., 2013). Arnstein's model however emphasizes the gap between the "haves" and "have-nots," whose boundaries are difficult to establish in practice (Kessy, 2013). Thus it is in this context of power and powerlessness that this study seeks to describe the characteristics of the eight rungs with regards to participation in current development programmes at La-Nkwantanang-Madina Municipal Assembly. It would therefore examine the nature of citizen participation. Thus, it would establish whether people are placed on rubberstamp advisory committees or advisory boards for the express purpose of "educating" them or engineering their support, instead of genuine citizen participation as the bottom rung of the ladder signifies the distortion of participation into a public relations vehicle by power holders, (Arnstein,

1969).

## 2.2. Conceptual Issues

The term ‘participation’ takes different forms and meanings. As used in politics, and hence political participation, it can be seen as, ...activity by individuals ... intended to influence who governs or the decisions taken by those who do so. Citizens can be classified both by the extent of their political involvement by the form their engagement takes. Examples are gladiators, spectators and apathetic; and conventional, unconventional or both. Another development perspective defines participation as: “The redistribution of power that enables the have-not citizens, presently excluded from the political and economic processes, to be deliberately included in the future (Kessy A. , 2013).

It is the strategy by which the have-nots join in determining how information is shared; goals and policies are set; tax resources are allocated; programs are operated; and benefits like contracts and patronage are parcelled out (Arnstein, 1969, p.1). Similarly, Therkildsen (1988) shares this view when he argued that citizens’ participation was aimed at “empowering the intended beneficiaries so that they may share in the control of resources, organise to control their means of livelihood and take action to bring about structural changes that increase their power.” Unfortunately, majority of the contents of empirical studies have been broadly content with this form of participation as an automatic sharing of political power by all local people, which is more apparent than

real.

In practice, the few have control of community power over the majority. Furthermore, ideally, public participation entails that citizens are involved in various stages of the decision-making process right from the beginning of the process with agenda setting to the final stage of decision-making (Rowe & Frewer, 2005). Indeed, there has been controversy over these forms of citizens' participation as genuinely representing interests of majority poor and disadvantaged groups (Gaventa & Valderrama, 1999). Consequently, inability to guarantee citizens' participation is one perhaps, among several conspicuous failures for most post independent centralized, African states. Some countries like Tanzania, however, stayed with the system of local government until 1972. Thus, African countries have been urged to embrace decentralization measures in order to achieve, among other things, citizens' participation (ECA, 2003).

Strong local governments are critical for citizens' participation. Nonetheless, their autonomy and strength have been constrained throughout their history (Report on Poverty Alleviation (REPOA), 2008). Furthermore, it is worth noting that in some contexts, the terms citizens' participation and citizens' engagement have been used interchangeably to mean the same thing. Yet, in some contexts, the two terms are viewed in the set and subset relationship whereby citizens' participation is thought to be a much broader (universal) concept, which subsumes citizens' engagement as just one among several forms by which citizens' participation is expressed (Rowe & Frewer, 2005). In

the case of this study, the words citizens' participation have been used throughout the paper to mean also citizens' engagement.

In attempting to measure citizens' participation, several theories and models have been advanced to explain the relationship between the governed and those who govern (Callahan, 2007), polarized into uninformed and informed citizen models (Kessy A. 2013). The requirement for citizens to participate in development projects added credibility to the projects; either for qualification in getting funded or legitimizing decisions. This is why plans conceived elsewhere are implemented at local levels as though they truly represent interests and the participation of the majority. Kessy (2013) indicates that following the gloom period of centralization policies pursued by most African states immediately after their independence, participatory practices became the yardstick in ensuring development. One would therefore observe that the dominant literature on participation in the 1980s to late the 1990s focused on participatory approaches to development such as Participatory Poverty Assessments (PPAs), Participatory Rural Appraisals (PRAs) and other similar forms of citizens' participation.

### 2.2.1 Participation in Development

To the Japanese International Cooperation Agency (JICA) Research Institute, Participatory development is one of the most important approaches for realizing self-reliant, sustainable development and social justice (n.d). It is contrary to the top-down approach to development, where the entire process of formulating and implementing

policies is carried out under the direction of the donors; and the beneficiaries are put in a passive position. With top-down approaches to development, the social strata that receive the benefits of development have their position as beneficiaries reinforced by this system for promoting development. This approach, invariably, leaves unsolved deep-rooted problems of poverty and disparities in terms of development. Furthermore, it jeopardizes the success and sustainability of development projects. Participatory development therefore arose from consciousness of these inadequacies (JICA, n.d)

Participatory development is, therefore, an attempt to compensate for or overcome the limitations of the top-down development approach by adopting a bottom-up development approach. The latter approach involves taking the needs and opinions of local residents into account as much as possible in the formulation and implementation of development project policy. It is an approach that enables people to acquire the skills needed to implement and coordinate the management of development projects themselves and thus reap more of development's returns. Participatory development when limited to promotion of participation only at the most basic society level or as transient participation is therefore insufficient (JICA, n.d). Participatory development conceived in a broader sense, bears in mind self-reliant and sustainable development.

However, sustainable development cannot be achieved without replacing all government-led centrally administered development programs with local-community-led programs, (JICA, n.d). Waisbord (2008) also posits that participation is essentially about 'whose reality counts?' as indicated by Robert Chambers (1997). Literature

also identifies three key dimensions of participation in development programs (Uphoff, 1985). Firstly, participation refers to the centrality of local knowledge in determining problems, identifying solutions, and assessing results. Communities, rather than experts or other external agents, in such instances, determine challenges and decide appropriate courses of action to tackle problems through dialogue and critical thinking.

Secondly, communities have a protagonist role in making decisions about the goals and the direction of programs and actions. If decisions are left to agencies and their cadres of professionals, programs and actions are often disconnected from the actual motivations and expectations of communities. Thirdly, communities need to be involved in the implementation of activities. When external actors conduct actions, communities are displaced to a secondary role. Thus, they remain distant from actions that are, in principle, designed to have an impact on their lives. Empowerment therefore results from the process by which communities decide what to do, lead where to go, and are involved in actions. Participation, however, plays a weaker role in the first two components than the third one (Waisbord, 2008).

Available evidence also suggests that development programs are more likely to feature active communities involved in the implementation of activities rather than assessing problems and solutions or making decisions about goals on their behalf (Holland & Blackburn, 1998). The participatory processes can be intricately linked to the three approaches to district level development aimed being interactive and

to promote self-mobilisation. An interactive participatory process involves local community participation in decision-making processes for local level planning, effective management of local resources and strengthening local institutions for development. Additionally, it also entails active community participation in optimal resource mobilisation, allocation and utilisation for development. This interactive process is not limited to the local community level (Waisbord, 2008).

Furthermore, through horizontal and vertical participation, the interactive participatory process aims to link national and local level development strategies. Horizontal participation is a collaborative process in which functional agencies; sectorial ministries, regions, districts, local communities and private sector interact horizontally to ensure that development issues are handled across sectors or between areas. This ensures that partnerships are formed where joint actions are necessary. Vertical participation processes link the national development strategies to the district participatory development strategies through the regions (Waisbord, 2008).

Self-mobilisation participatory processes are characteristic of local community development initiatives undertaken independently of external institutions. It, however, involves the provision of external institutional support to the local communities for needed resources and technical advice to implement local community development initiatives whereby the local communities exercise control over the utilisation of the resources provided by the external institutions. In contrast, previous development

planning strategies devoted considerable resources to responding to questions that were perceived by national-level planners to be the problems of the district level communities.

### 2.2.2 Participatory Communication

The modernisation strategies that perceived poverty and underdevelopment as immediate upshots of backward traditional practices in much of the global south is now seen as a bane to development. Community engagement was structured within integrated rural development programs that incorporates external, donor driven and co-opted praxes of participation and consultation. In contrast, today, dominant development thinking and community engagement community capability and strength are building blocks of sustainable development (Hickey & Mohan, 2005). Participatory development emphasizes heteroglossia voice. As such, as indicated by Rogers (1976; 1993) and Servaes (2008), development entails participatory social-economic and political change processes, in which citizens and societies are challenged and empowered to assume greater control over their lives, environment and destiny as cited in (Manyozo, 2012, p36).

At the centre of engaging communities in grass-roots development is the question of communication at the community level. In development practice, communication engagement is located within grass-roots approaches that since the 1970s, have continued to emphasise the basic needs approach. Emphasis was then on the most salient development needs such as food, shelter, clothing, essential services, paid employment

and other qualitative needs (Willis, 2005). Key to the implementation of this approach was the decentralisation and development of governance and development structures and processes (Manyozo, 2012). Furthermore, it involved the moving away from central government activities and decision making to a more decentralised approach” (Willis, 2005 p.106).

A strategic approach to decentralisation brings in cost effectiveness and allows local communities to decided on what kind of development they wanted. In this case, therefore, community engagement emerges as a key development practice in deliberative democracy. Thus, development initiatives to reduce donor dependency, increase local participation and ownership of interventions as well as provide the relevant political economy in which grassroots participation take place. Community communication therefore involves the participatory and grassroots forms of communication that have a “program of motivation and activation, in which the final goal is the improvement of the quality of life for those living in the community” (Kivikuru, 1994).

Therefore, Participatory Communication involves instances like that of Freire’s critical pedagogy, agricultural extension and the knowledge management and dissemination models. Hence, Participatory and community communication offer an opportunity for consultative, collaborative and collegial forms of participation as indicated by Krohling Peruzzo (2004); Tufte and Mefalopulos (2009) cited by (Manyozo, 2012; p.20). The concept of Participatory communication also refers to communication processes such as stories, proverbs or orality taking place within

communities with or without the mediation of media instruments. The media's role in this case is to facilitate access and participation not just for the sake of it but in order to allow for informed, participatory and inclusive decision-making in relation to the formulation of the development agenda (Manyozo, 2012).

Thus, Participatory communication proposes a 'communitarian' view that makes deliberation and participation in public affairs, rather than information-transmission (including message design and media technologies), the essential elements of communication. (Waisbord, 2008). Participatory communication also conceives 'development' as a transformative process at both individual and social levels through which communities become empowered. This differs from the view that links development to the achievement of economic progress and political institutions associated with Western democracies. Additionally, Participatory communication promotes local forms of knowledge and action as the springboard for social change. This view is in sharp contrast with modernization and diffusionism that basically see local cultures as obstacles to progress and development (Waisbord, 2008).

In conclusion, for participatory theorists, 'developmentalism' offers a patronizing approach that assumed that outside expertise 'know better' than communities. Thus for participatory communication to exist, communities should be the main protagonists of processes of social change rather than 'passive beneficiaries' of decisions made by foreign experts. This questions the view of

development as an externally driven process, planned and implemented by external technical experts.

### 2.2.3 Decentralisation

The Decentralization concept, in the context of a state, is said to revolve around how the state structure is designed to allow sharing of power between the centre and its sub-national units (Cheema & Rondinelli, 2007), (Humes, 1991) (Rees & Hossain, 2010) and (Saito, 2011). Humes (1991) looks at decentralisation as more theoretical in operation by most countries who tend to distribute their powers both ‘areally’ (sic) and ‘functionally’ (Kessy, 2013, p.4). He said on an areal (sic) basis, “power is distributed to regional and local governments, while on a functional basis, power is distributed among the specialised ministries and others agencies that are specialised in one or more related activities” (Humes, 1991). The areal and functional aspects were said to be complementary in the process of execution of public duties.

However, Humes also notes that not all governments applied the same level of interdependency in all their functions. Some functions are more controlled by the ministries while others are shared with the local authorities (Kessy, 2013). Cheema and Rondinelli (2007) both indicate that facilities such as education, water, and health sectors tend to be highly centralised in developing countries. This form of decentralization is popularly known as “political decentralization.” Political decentralization, among other things, entails democratization at the local level by enabling the people at the grass-root

participate in decision-making processes. In this form of decentralization, leaders are elected through free and fair elections and occupy public offices for a fixed period. Moreover, the leaders become accountable and responsible to local people (Manyozo, 2012).

There are several decentralization typologies. One common typology is to distinguish de-concentration, devolution and delegation. De-concentration refers to a situation where specific responsibilities and services are transferred from the central government to the lower levels such as regional offices and branches (Kessy, 2013). According to Saito (2011) devolution happens when authority for decision-making and finance is transferred from central government to sub-national level, which enjoys a relatively higher degree of autonomy. Delegation is said to be a problematic typology to define. In an attempt to define delegation some analysts prefer to describe the term as something between de-concentration and devolution, depending on the degree of autonomy transferred from central government to district level.

Another typology of decentralization is privatization. This is not very common and some analysts even see it as not part of decentralization because it is essentially understood as division of tasks among political offices. According to Kessy and McCourt, (2010) some challenges or problems are associated with these typologies because they often become blurred in practical application. More importantly, reality surrounding debates about typologies of decentralization is a profoundly complex 'messy' situation and the debate still remains unclear especially related to empirical

questions (that is, how they translate these abstract terms into reality). Worthy of note is the fact one country can fuse more than one typology of decentralization long side each other at the same time. Consequently, to Kessy and McCourt (2010) as well as Saito (2011) it is impractical to attempt to fit one typology or decentralization measure into a single category as either being devolution or de-concentration (Kessy, 2013).

Decentralisation can therefore be simply referred to as “the transfer of political power, decision making capacity and resources from central to sub-national levels of government”. The main objective of decentralised development is to transfer responsibility for decision-making that directly affects rural communities to the lowest tier of government, as far as possible. The decision-making process thus becomes transparent for all stakeholders, opening up opportunities for citizens' participation at the local level (Botchie, 2000). Decentralization is associated with reformation in the public sector, which occurs in developing countries and countries in transition. Rees and Hossain (2010)s opined that the word became more popular because of its adoption, in part, by people from across the political spectrum (as cited in Kessy, 2013, p.581).

Further, Rees and Hossain indicate at decentralization is a process or an initiative created to empower people by giving them an opportunity to take their destiny into their hands and decide on important issues that affect their lives. This process is said to be one of the characteristics of decentralisation. Others, however, are of the view that decentralisation is basically, “reversing the concentration of administration at a single centre and conferring powers to local government” (Kessy, 2013, p.1). Additionally,

decentralization is viewed as an articulate strategy for governance that seeks to empower citizens by bringing decision-making powers closer to people. Thus, to many “decentralization is a strategy of governance to facilitate transfers of power closer to those who are most affected by the exercise of power” (Kessy, 2013, p.475).

These views and definitions, as expressed from any perspective ultimately, make decentralization an indispensable tool for attaining development, efficiency, democracy and more importantly, bringing about citizens’ participation. Accordingly, for the past three decades, many African countries have been witnessed and embraced initiatives towards decentralization (Kessy A. 2013). The Civil Service Law 327 of 1993 of Ghana, for instance, seeks to restructure ministerial organization and to decentralise public administration. The National Development Planning (Systems) Act 480 of 1994 therefore provides the basis for a decentralized development planning system. It gives DAs planning authority and specifies their functions. The Act makes provision for the actualising of bottom-up decentralized planning.

The drafters of the 1992 Constitution recognized that it would be necessary to strengthen the financial base of District Assemblies (DAs) if decentralization and rural development are to succeed. The law therefore provided for a District Assemblies' Common Fund (DACF). Local government finance is derived from two main sources: funds that are generated locally and funds that are derived from central government. The legal instruments, Act 462 of 1993, which established the system of decentralisation in Ghana also determined the structure of the new decentralised development planning system in

Ghana. The structure comprises: The National Development Planning Commission (NDPC); Sectoral ministries, departments and agencies (MDAs); Regional Coordinating Councils (RCCs) and District Assemblies (DAs).

The new decentralised development planning system therefore operates through the National Development Planning Commission (NDPC), ministries and sector agencies, the Regional Co-ordinating Councils (RCCs) and the District Assemblies (DA). The new decentralised development planning system is built on the principle that development planning process is an integrative, comprehensive, participatory, decentralised, problem solving and continuous task. The focal point of all the administrative arrangements within the new decentralised development planning system is the DAs as decentralised decision-making units.

Under the Local Government Act 462 of 1993, DAs have executive, deliberative and technical support services to articulate the views and aspirations of the local communities for development at the district level. This function assists the DAs not only to prepare district development plans but also to subject such plans to public hearings. The guidelines for the preparation of the district development plans suggested the implementation of development themes through a number of subject areas including agriculture and forestry, industry, social and economic infrastructure and services (Botchie, 2000). The guidelines also laid down a prescribed format and content, which emphasised district profiles or current status of the district, medium-term development

proposals, implementation and proposed monitoring and evaluation, and executive summary.

According to Walker, (2002) the principal influence on the development of planning systems in the last ten years has been the move towards decentralisation undertaken by many developing country governments, often on the advice of international development agencies and donors. It is in this regard that the government of Ghana has taken steps to give meaning to decentralisation. A number of arguments have been advanced to support decentralization including: allocation efficiency; information provision; responsiveness; local revenue maximization and accountability. It is assumed that Local Authorities are more sensitive to local priorities and needs, and can modify service provision to reflect allocation efficiency.

Local government can keep people informed as they are in direct contact with users of services. The proximity of local government to service users means that, provided that they have sufficient autonomy, they can be more responsive to local needs than central government (Walker, 2002). Local authorities can also optimize local resources of revenue by levying local taxes, fees and user charges and using the income locally. Furthermore, communities are better placed to influence politics and policy at the local level than at the national level. They can subsequently put direct pressure on local authorities if they are unhappy with the delivery of services. Local government has contributed to improved service delivery, fostered participatory planning and heightened

a sense of local ownership and improved accountability. It has also improved primary education, healthcare and water and sanitation services as well as empowered citizens.

Consequently, has it increased responsiveness of public investment to local popular demands via better development channels (Botchie, 2000). Decentralised planning and implementation require deep-seated changes to the attitudes and practice of administration, especially at national and regional level. However, the reality often does not keep pace with the declarations of political intent. These are, however, feasible only when there is community participation in development. However, lack of participation can be a challenge to decentralization. In such instances the decentralization of resources and authority do not automatically result in more participatory and inclusive processes and top-down approaches to development continue (Botchie, 2000).

Watson (2002) however, identifies five areas that play an important role in decentralisation. He mentioned clear division of roles, responsibilities and powers between levels of government; the transfer of adequate financial resources to the local level; a clear distinction between the roles of elected assembly members and technical officials at the local level; capacity for planning, budgeting and project management and, appropriate mechanisms of accountability between the local authority and the users of its services. The new participatory and decentralised development planning system focuses on identifying and responding to community problems at this local level (Waisbord, 2008). The scope of planning has expanded and it is increasingly seen to be an important

management tool that “gives life” to many aspects of decentralisation by leveraging in the benefits of these processes and ensuring that the desired outcomes are achieved.

Planning has moved away from being only concerned with the control of land use, and is increasingly concerned with the co-ordination of activities across sectors; The efficient distribution of resources; Facilitating pro-poor outcomes; Providing tools for analysis and implementation; The creation of an enabling environment for development activities; and being able to manage change while continuing to provide guidance in the event of change (Watson, 2002). New approaches to planning have been developed in response to the decentralisation agenda. This new sharp focus, consequently, facilitates targeting of interventions to solve problems.

On the positive side, local communities are able to suggest their priority needs such as latrines, clinics, feeder roads, classrooms and workshops, electricity, water and markets) and discuss these with their elected representatives to the DAs who promote these needs during the Assembly’s deliberations. Prior to the implementation of projects approved by the DAs, local communities are consulted through village/town meetings. Thus, whilst DAs are institutions of representative democracy, they are not able to promote participatory democracy. The opportunities for popular participation, however, exist at village or town levels where the relations between the assembly members and their electorate are rewarding (Ahwoi, 2010).

Popular participation at the local community levels is normally conducted through meetings with village groups or individuals or through developing and implementing local projects (mostly through self help). Through these processes, most local communities are motivated to participate in the planning process and discuss issues that affect their local areas. By this means, most communities become aware of development problems of their areas, their causes and effects as well as how to tackle them. They are also prepared to contribute labour and financial resources through local fund-raising activities for developments, which directly affect their livelihoods (Ahwoi, 2010).

Through the decentralisation process, local communities have accepted the fact that development of their local areas is largely their responsibility. Despite these gains, the expectation that the implementation of the district development plans would improve total rural incomes, employment, general welfare and conditions of life in the rural districts has not yet been translated into reality in most rural districts. There are several reasons for this failure: Most DAs are still experiencing considerable difficulties for mobilising and allocating development resources (Ahwoi, 2010). The decentralisation process is expected to fuse governmental agencies in the districts into one administrative unit through the process of institutional integration, manpower absorption and composite budgeting. However, it is not so in some instances.

As indicated earlier, objectives of the decentralised development planning system is the participation of local communities in programmes and projects and decisions

affecting their livelihoods. Thus, the decentralisation process is expected to "give power to the people" and to ensure "participatory democracy". A major step taken to achieve this objective was the organisation of non-partisan elections for two-thirds of the membership of the DAs. The remaining one-third is nominated by the government in consultation with the traditional authorities and interest groups within the districts (Botchie, 2000). According to Botchie (2000), however, the appointed or nominated members in the assembly form the hub around which the DAs revolve and they dominate the discussions at meetings and take initiatives.

Consequently, the voices of the majority of less-educated members are not often heard and taken into account. This inhibits the effective participation of the DA members and local communities in the DA deliberations. In effect, the DAs are reinforcing the existing power relations without empowering the "people" to ensure participatory democracy at the district level. This situation is exacerbated by the position and performance of the District Chief executives (DCEs) whose position depends on the prerogative of the ruling government. Usually, the DCE is the chairman of the executive committee which is in charge of day-to-day administration of the district. In this capacity, he serves, not only as the link between the central government and the districts, but also as the head of the district administration.

The DCE is therefore conceived as the most important member of the DA. Yet, he or she is not responsible or accountable to the local people. As an ex-officio member, being neither elected nor appointed member of the DA, he stands beside and above

recall. He is responsible to and removable only by the central government that appointed him. He is untouchable. This situation is far removed from the "people's" exercise of power and undermines accountability to the electorate in the districts. Furthermore, some scholars argue that decentralisation not only increases the number of public goods and services, but also the effectiveness with which they are delivered at lower cost (Botchie, 2000).

In Ghana the DAs are expected to undertake development projects in the local communities to improve the livelihood of the rural people. However, the contribution of development projects initiated by district assemblies is still relatively marginal. In a number of cases, projects like provision of water and district assemblies in collaboration with non-governmental organisations such as the World Vision International (WVI) and Adventist Development and Relief Agency (ADRA) have undertaken school classroom blocks. The inability of most DA members to bring development to their electoral areas has led to their frustration, embarrassment and disappointment (Botchie, 2000).

Section 92 (3) of the local Government Act (Act 462) envisages the implementation of the composite budget system under which the budgets of the departments of the District Assemblies would be integrated into the budgets of the District Assemblies (Ahwoi, 2010). The government's decentralised departments are therefore required to operate as institutions of the DAs. This notwithstanding, the district offices of these government departments continue to work as before with their allegiance to their headquarters in Accra. This top-down or vertical institutional relationship tends

to weaken potentially useful horizontal integration of institutional responsibilities at the district level (Ahwoi, 2010).

#### **2.2.4 Profile of the Municipality**

La-Nkwantanang Madina Municipal Assembly was established by Legislative Instrument (L.I.) 2030 in June 2012. It was carved out of the Ga East Municipal Assembly. The Municipality forms part of sixteen (16) MMDAs in the Greater Accra Region. The municipality shares boundaries with Ga West Municipal to the west, Adentan Municipal to the east, to the North and the South Ga East Municipal Accra Metropolitan Assembly respectively. The Municipality is divided into 9 electoral areas with one Zonal Council. The Assembly has 15 Assembly members made up of 10 elected and 5 appointed members. The Municipal Assembly has one Constituency thus, one Member of Parliament, who is a member of the Assembly without the right to vote.

A full house of the La-Nkwantanang Municipal Assembly is made up of 15 Assembly members, one Member of Parliament and the Municipal Chief Executive, making total membership of the Assembly to 17. The La-Nkwantanang-Madina Municipal Assembly exists to proactively improve upon the quality of life of its people by harnessing the resources for the growth and development of the Municipal Assembly. It is to be a model Assembly, tapping and mobilizing both human and natural resources in partnership with both the public and the private sectors, in order to grow and develop through increase in the productivity and incomes of its residents in its development

agenda; to also seek and harness both human and physical resources for the development of social and economic infrastructure to increase employment, productivity and incomes in order to improve on the living conditions of the people in the municipality

The Composite Budget of the La-Nkwantanang Madina Municipal Assembly for the 2014 Fiscal Year has been prepared from the 2015 Annual Action Plan which is aligned to the Ghana Shared Growth and Development Agenda. The Main thrust of the Budget is to accelerate the growth of the District Economy so that La-Nkwantanang-Madina Municipal Assembly can achieve Middle Income Status under a decentralized democratic environment (Ministry of Local Government and Rural Development and Moks Publications and, 2006)

#### 2.2.5. Monitoring and Evaluation in Development

Monitoring and evaluation framework is a system of information reporting policy that is designed with the purpose of informing policy makers on progress of all relevant dimensions. A framework for monitoring and evaluation is only one part of the overall system although it performs the essential function of determining what data is necessary to answer policymakers' questions (Potter & Marchese, 2008). Therefore the core purpose of evaluation and monitoring can be summarised as follows to: demonstrate that the aims of policy are being achieved; demonstrate that this is being done effectively and efficiently and capture lessons that can be learned to improve future delivery and

decision making. As indicated earlier, monitoring and evaluation are critical components that help us to understand and learn (Potter & Marchese, 2008).

Good monitoring and evaluation has a value that goes way beyond mere reporting and audit checks; it gives a deeper insight that can reveal how the fundamentals of development processes actually work. As such, monitoring and evaluation systems must be seen as an essential part of the culture of learning and the development of essential skills in policy and decision makers. It is fundamental to have these evidence based capabilities and capacity within the policy-making arena. Although conceptually and technically different, it is possible to integrate the forms of assessment, in the real world in the case where monitoring, reporting and evaluation are performed by totally separate entities. However, given the close relationship between monitoring and evaluation and their fundamental differences, it is important from the outset to clarify the distinctions between evaluation and monitoring (Potter & Marchese, 2008).

Evaluation has a key role to play in developing “evidence based policy”, as distinguished from opinion based policy. Evidence based policy should not be seen as hard and unequivocal; rather it has been defined as “the integration of experience, judgement and expertise with the best available external evidence from systematic research” (Davies, 1991). Monitoring, which is the collection of pertinent data to demonstrate progress and hopefully success of the policy, and evaluation, the rigorous and systematic assessment of the policy, are tightly interconnected. Consequently, this study is interested in who participates in the monitoring as well the overall evaluation.

Monitoring is the process we use to “keep track” of what is happening, through collection and analysis of information whereas the essence of evaluation is to provide a basis for making a judgement. Good monitoring involves accessibility to good, reliable and updated data, which is instrumental for sound evaluation. For instance, deciding between a YES and a NO. Monitoring is therefore a means of answering the evaluation questions and both happen all the time even if not officially recognised, codified or recorded. Evaluation on the other hand, can help to better monitoring efforts. Evaluation requires one to take a position

Evaluation must be based on reliable, accurate and updated data. Such data can be produced directly as a consequence and for the purposes of programme implementation. This kind of data is referred to as primary data. This notwithstanding, evaluation can also use secondary data, that is data produced independently from the programme, for example statistical information collected and elaborated by some public institution (Potter & Marchese, 2008). ). A report on the Birim North Medium Term Development Plan (2006 – 2009), for instance indicates Monitoring is a valuable management and learning tool for effective development of projects. It is a control mechanism, which limits the level of deviation and keeps the implementation processes of projects on track.

A framework approach brings rigour and method to register evidence in a formal and credible way that can be tracked and analysed over time. Evidence is required about the most cost-effective way of achieving a given objective, as well as to achieve the

greatest benefit and utility from the available resources. This can be approached through the use of a “policy cycle”. In the UK this cycle is called “ROAMEF”. These terms are recognised as follows: Rationale – what is the reason for the programme; why is intervention required; Objectives – what are the specific achievements the programme is intended to deliver; Appraisal – what activities will most effectively deliver these objectives; Monitoring what are the means for measuring the progress of the programme; Evaluation – has the programme delivered effectively and efficiently and Feedback – what has been learned and who should know this? (Potter & Marchese, 2008).

However, when and what to monitor and evaluate, becomes a matter of negotiation and mutual understanding of the value in co-operation for greater long-term reward. With the right approach and a genuine commitment to work in partnership for the greater long term good, evaluation can be the link to feed information and findings back into the policy making and resource allocation process in a positive way that promotes structural change and sustainable development (Potter & Marchese, 2008)

Evaluation, in development terms, is the systematic determination of significance and progress of a policy, programme or projects in causing change. Organisation for Economic Co-operation and Development (OECD) and Local Economic and Employment Development Programme (LEED) for instance, has been instrumental in taking forward the evaluation effort in central Europe and consequently it has helped to raise the prominence of evaluation in developments in practice and methodologies (Potter & Marchese, 2008). Evaluation is distinct from monitoring which

is the process of collecting evidence for evaluation. Evaluation is a critical component of policy making, at all levels. Evaluations allow informed design and modifications of policies and programmes, to increase effectiveness and efficiency.

Evaluation therefore, serves the dual function of providing a basis for improving the quality of policy and programming. It is a means to verify achievements against intended results. Evaluators can offer in support of on-going management, decision-making, resource allocation, and in accounting for results achieved. With accurate and reliable information, evaluation provides governments, development managers and other interested parties with the means to learn from experience, including the experience of others, and to improve service delivery. It serves the dual function of providing a basis for improving the quality of policy and programming, and a means to verify achievements against intended results (Potter & Marchese, 2008).

Evaluation can provide the answer to the question: “Are we doing the right things and are we doing things right?” With answers in the affirmative or with action plans to respond to areas of weakness, evaluation nurtures political and financial support for appropriate policies and help governments to build a sound knowledge base. Thus, evaluation can have a strong advocacy role as well as enhancing the sophistication and quality of institutional performance. For policy makers in particular, evaluation provides a basis for the allocation of resources and demonstrating results as part of the accountability process to key stakeholders. This strengthens the capacity of decision makers to invest in activities that achieve a desired effect or to re-consider those areas

where they do not. However, for this to happen, the approach must be robust, transparent and defensible (Potter & Marchese, 2008).

### 2.3 Review of Related Studies

This section reviews some related empirical literatures. The studies, however, cover community participation in development. Bagenda (2007) in a study entitled "*The challenges of Community Participation in Decentralisation Process in Uganda: Case study of Kibaale District,*" examines how communities participate in decentralization processes and community's perception of decentralization in Uganda. The study was informed by the fact that after many years of decentralisation in Uganda, it should have generated greater participation by the ordinary people. Using the Kibaale District the researcher purposively sampled and interviewed different categories of the community members including the poor people, civil servants, local leaders, youth, politicians and district administrators.

The study used both demographic survey and Focus Group Discussions (FGDs) with members of the local community. An interview guide was used for the discussion and the FGD was recorded and transcribed verbatim. These enabled the researcher to gain insights into how the community perceived decentralisation. Findings of the research revealed that different people perceived it differently. According to her, the 'elite class' perceived decentralization as the "transfer of powers, resources and decision making

from central to local governments.” Civil servants perceived it in terms of “bringing services closer to the people”.

The findings, however, revealed that the community had a narrow understanding of the concept of participation. The women said they actually participated in development activities in their area. They cited an incident where they had to bring bricks and stones during the construction of a community bore hole. In their opinion, this was what participation was all about. However, this is only participation ‘as a means’ to get certain activities accomplished using cheap labour and materials from the community members. Effective participation aims at ‘participation as an end’ to empower the community members to take charge of their own development.

The poor understood “decentralization as bringing ‘development’ to the village” to come to light in an interview, when, one woman said decentralization was about “allowing people freedom to choose their own leaders” The majority of Uganda’s population in general, and in Kibaale district in particular, comprises rural, poor people with little or no literacy. The researcher stated that these people portrayed a limited understanding of this fashionable concept (decentralization) seeing it as “bringing development to an area”. This indicates that the so-called ‘beneficiaries’ of the decentralization processes perceive the concept to mean a vehicle for eradicating the evils of poverty, illiteracy, poor health among others, thus, many are yet to appreciate decentralization as a break up of a concentration of government authority and its related functions in the main centre, to its more widespread and deeper distribution.

Bagenda (2007) concluded her study by stating that: “that there are processes that need a thorough understanding before they can be introduced to the people whom they are intended to benefit. There is a need for effective sensitisation of community members about what these fashionable development concepts can mean. There seems to be a rush in the way development discourses and policies are implemented”. “Participation will cease to be a mere question of ‘who speaks’ but a genuine involvement of people in deciding and effecting their own development. Otherwise, particularly where capacity is weak, decentralization becomes a risky venture”.

#### 2.4. Operational Definitions

**Community Participation:** Participation of both assembly members and Unit Committee members as the representatives of the beneficiaries in the development at the La-Nkwantanang-Madina Municipality.

## Chapter Three

### Methodology

This chapter covers the methods applied in the research. It discusses the study design; the population; sample and sampling techniques; data collection methods and instruments as well as methods of data analysis.

#### 3.1 Research Design

This study uses description research design. The Study involves describing the characteristics of a particular situation, event or case (Brownlee, Varkevisser, & Pathmanathan, 2003). Consequently, this study uses the descriptive research design to elicit views from people in La-NMMA to determine how the assembly has used participatory development and communication to achieve its development mandate.

#### 3.2 Population and Sampling Techniques

The study population is the La-Nkwantanang-Madina Municipal Assembly (La-NMMA). The study used the purposive and available sampling, both non-random sampling techniques to select the participants for the study. Purposive, also known as judgment or judgmental, non-probability sampling technique is used (Babbie, 2011). MacNealy (1999) also refers to it as purposeful. Henry (1990) also breaks purposive sampling down into three different methods: Most similar/dissimilar cases, typical cases,

and critical cases. However, no matter the naming convention used, all the authors have agreed on its classification as non-probability sampling method.

Similarly, purposive sampling is described as selecting a sample “on the basis of your own knowledge of the population, its elements, and the nature of your research aims” (Babbie, 2011). That is the population is “non-randomly selected based on a particular characteristic” (Frey, Gary, & Carl, 2000). The individuals or subjects are selected to answer necessary questions about a “certain matter or product” (Babbie, 2011). The researcher is then able to select participants based on internal knowledge of said characteristic. Furthermore, this method was useful if a researcher wants to study “a small subset of a larger population in which many members of the subset are easily identified but the enumeration of all is nearly impossible” (Babbie , 2011).

Researchers using purposive sampling do not “select respondents randomly from each group within the stratification categories”. It is important to note that purposive sampling precludes that the researcher understand the characteristics clearly and thoroughly enough to choose the sample and relate those findings only to that specific group and not to the population as a whole. Consequently, the study does not generalize its findings and the sample selection was based on the roles each person had to play to ensure development processes in La-NMMA are participatory. The sample consists of the Municipal Coordinating Director, Municipal Planner, two former Assembly members and two Unit Committee Members

### 3.3 Data Collection Methods and Instruments

The study employs evaluation methods. Evaluation is the assessment of the impact of interventions in order to determine whether the set objectives have been achieved or not or whether there is need to review the plans and implementation strategies. Consequently, in the face to face interviews conducted in this study, questions were asked concerning Communication flow and coordination of activities and efforts of the various stakeholders involved in the implementation of the project. The researcher interviewed all the respondents in the study using interview guide.

### 3.4 Data Handling and Analysis

The data analysis began with verbatim transcription of recorded interviews with the Municipal Planner, Municipal Coordinating Director, two assembly members and two Unit Committee Members. After the transcription time was spent reading through the transcripts a number of times and making notes of development activities and Community Participation in Development within the La-Nkwantanang-Madina Municipality (La-NMMA). Note was taken of similarities and differences in terms of corroborations or otherwise in themes from the Central Administration (La-NMM), the Assembly members and the Unit Committee Members.

A list of all emergent themes was ordered coherently. Instances of similar themes were identified in the first interview with the Municipal Planner and the Municipal Coordinating Director and the remaining interviews and also identified new themes that

came up as well. The next process was the arrangement of the related patterns into coherent clusters, and this made it possible to identify emergent common themes. This decision regarding the selection of the themes was guided by the rule of two confirmations and no contradiction (Huberman & Johnny, 1994). The interviews on the themes are supported with direct quotations from the participants' narratives. Direct quotations reveal participations depth of experience and their basic perceptions of the issue.

## Chapter Four

### Analysis and Findings

The findings of this study are dismissed as follows: Development activities, Community Participation in Planning, Monitoring and Evaluation; and Mode of Communication for development activities within the Municipality. These are in line with the specific objectives of the research.

#### 4.1 Development Activities within La-Nkwantanang-Madina Municipality

Some of the development activities or projects in the municipality include a six seater Water Closet (WC) with water tank, a new school block and a footbridge for the pupils and residents of Babayara Basic and Junior High School; a fence wall with three gates for the Fire Armoured Schools and 12 seater water closet; a footbridge at Madina Zongo; renovation of the Madina Magistrate Court building; supply of 1500 dual desk for primary schools and the refurbishment of Water Closet facilities at Oyarifa, just to mention only a few.

##### 4.1.1 Community Participation in the Planning, Implementation and Monitoring of Development Activities in the District

According to the Municipal Planning officer, he gets inputs for his development plans from the members of the community as well as members of the Area Council. According to him, opinion leaders and a cross-section of members of the community

such as the Youth, artisans, women, religious leaders or Faith Based Organisations as well as people with disability, all form part of the planning preparation process. He further indicated that all the participants are taken through situational analysis. This involves asking them “where they find themselves; what are the immediate problem that persists that; what are some of the steps that were taken to solve them; to what extent to those steps taken successful.” After taking note of their needs and problems, because of inadequate resources to solve their problems, they are listed so that they can be ranked in order of priority. He stated the following:

We use some methods ...ranking, voting, raising of hands, sometimes they are given stones to allocate, education is book, ask them to put a book there, health is needle, they then vote. After the voting you prioritise and at the end count. You can then determine which ones are the most (and thus their priorities). It means in that Area Council, those are their needs. It is done area by area; their requests are then harmonized by bringing all the needs to the Municipality in a summarized plan of the municipality. You then categorise them and then look at the budget of the assembly.

The plan is then presented at the People’s Assembly, which is the meeting with the community members to confirm whether those requests were made. This is “to ensure that no one is accused of imposition.” It is subsequently sent to the general assembly and upon being accepted it becomes legally binding on the assembly to execute the plan. With regards to implementation of projects, the Planning Officer assumed that

by deciding with the people what they want and because they live in the communities and see what going on around them, they are involved during the implementation. Furthermore, whenever there was a problem with the project, their feedback was immediate because they would have owned the project.

Subsequently, the citizens checked on issues like the contractor being on the site and as to whether the right kinds of materials were being used. The assembly also has a book that the community signs as a way of being part of the project. The Planning Officer also indicated that, the people as well as the assembly evaluate projects such as School Feeding and, School Blocks. This he calls 'Participatory Evaluation'. He further indicated that there were no projects that there was no community involvement. The Planning Officer also mentioned a disagreement over the building of a footbridge: "the community wanted a small one for immediate use but later realized that they needed a bigger one."

An interview with the Municipal Coordinating Director (MCD), confirmed what the Planning Officer had earlier said concerning participation in the planning of development activities. He indicated that,

In order not to impose decision on the people, they (the Assembly), involve them (the citizens) when taking major decisions. Quarterly town hall meetings well held and was attended by the regional Minister, Stakeholders, FBOs, NGOs,

Persons with Disability, media, residence association, Driver Unions, Market Women, Heads of Department of the Assembly

The MCD also indicated that:

Community is involved from the beginning; the people make request for projects in their areas; street naming-the names were not imposed, 4 stakeholders meeting with proposed names were made. Criticisms were accepted. The chiefs provided names for the street. It is capital intensive.

He also indicated that the budget Committee meets with Financial Institutions “Driver Unions, Market women, to agree on current market premium.” Therefore, agreements were reached as to the benchmark and justifications for fee-fixing rate at 5%. He, however, did not mention any disagreement between the assembly and the community regarding projects in the assembly.

Other interviews held with the Assembly member of Madina West, who happens to be also the immediate past chairman of the Finance and Administration Subcommittee and the Madina East Electoral Area. They also confirmed earlier statement made by the Municipal Coordinating Director and the Planning Officer. These were some of the issues that came up.

I get the project by lobbying and also what my electorates are asking for like drainage system. By the Assembly concept, you need to hold meetings with your

electorate before you go for meetings at the Assembly. By meeting with your people you get to know what they want.

Both also indicated the difficulties in organizing meetings with the community before any assembly meeting as stipulated by Act 426, section 16.

According to the two assembly members, "If you organize the meeting and you don't provide some incentives such as transportation (T&T) the next time you call for meeting, people would not come (attend)." They also indicated that due to the sacrificial nature of the assembly work it becomes expensive if one has to hire canopies and chairs as well as provide some refreshment for meetings. For one of them, he states that

If there are funerals, weddings, naming ceremony, sometimes there are thanksgiving service in churches or in the mosque and when you go there, you talk about the community and how the people can participate in the developmental issues of the community.

Both assemblypersons also indicated the assembly engages the community through Town Hall meetings especially when developing Medium terms plans.

He summed it up by stating: "we organize all the communities to come to the meeting and then we prioritise the projects they want, starting from Health, sanitation, roads, education (and so on). Whichever project comes top, the assembly sees it as a prioritised project." Those invited to meetings by the assembly members included

Resident Associations, Unit Committee Members Chiefs, women's groups, Disabled Groups in all the 9 Electoral Areas.

However, as regards to fix-fixing, he had this to say:

Any time we want to do our fee fixing we invite all the businesses if we want to increase our fees. Residents Associations, Filling stations, banks (and others)...are allowed to tell us their challenges if the fees are increased to this. The assembly does not go to do anything on its own; we engage the people and plan together with them.

They further indicated that all projects mentioned during the Chief Executive Sessional Address are approved before implemented:

If there are some projects that we think are not necessary for now, we put it on hold. We are always aware of all projects and the electorates are also aware because we took them from the grassroots to the assembly.

They also reiterated that since the assembly operates as a team, Sub-Committee meetings are held after which decisions are sent to the Executive Committee Meeting. When decisions are approved, it is then sent to the General House/Assembly.

Not all Assembly members are part of the executive committee hence decisions come back to the General Assembly for approval. "This is where most of the arguments and disagreement occur but by the end of the day, we come to a consensus." They,

however, did not indicate any disagreement as to the siting projects within the communities. Two of the Unit Committee Members, one male and one female, both expressed contrary views regarding participation in the planning, implementation and evaluation of projects in the community. The Unit Committee chairman, who happens to be male, made this statement:

We only see projects in the area without any information. We only come in when the contractor is not performing well in the execution of the projects. Some gutters and road network projects seen in the area were not discussed with us.

This assertion was affirmed by the female Unit Committee who spoke in twi language.

The transcription is as follows:

The Unit committee members are not involved in the decision making of the assembly or the assembly member of the area. We only see projects being executed without our input. There was a time we (Unit Committee members) threatened to stop the contractor from working because were not consulted but later considered the interest of the larger community and so allowed the work to go on.

#### 4.1.2 Communication Strategies used at La-Nkwantanang-Madina Municipality

According to the Planning Officer, they use a number of communication strategies to engage Unit Committee Members, Opinion leaders, farmers. Religious leaders, women's groups, just to mention a few. Despite the fact that the assemblyman

represents them, letters are written to them; they are contacted by phone as well as mass media sources such as radio announcements. The information van is used most of the time for informing people about the People's Assembly. Radio announcements are also held four times a year to attract all stakeholders such as market women, CSOs, FBOs, and a cross-section of people. The People's Assembly provides the assembly with the opportunity to communicate with the citizens.

The MCE presides over such meetings with departmental heads present to answer questions. The Planning Officer, however, expressed difficulty in hiring communication gadgets and the use of the mass media to communicate with the public. The Coordinating Director indicated that they organize quarterly Town Hall meetings which are attended by the Regional Minister and other stakeholders such as NGOs, Persons with Disability, media, Resident Associations, Driver Unions, Market women and heads of department of the assembly. The mode of communication was merely by invitation letters. He, however, indicated other sources of communication available to the assembly.

He indicated that despite the fact that they had no newsletter, which they plan to have one soon, the notice board served as a good source of information flow. Therefore, information on building permit, financial performance and strategic planning are all put on the notice board. They also use Radio Universe for their local dialect programmes targeted at the audience in their area of jurisdiction. The national television, GTV, is also used for communicating with the general public. The Municipality in a Public-Private

Partnership with an NGO, hopes to come out with a Communication Centre soon in order to expand their reach. The assembly members confirmed that they are contacted through letters.

They also assist the assembly to identify groups with the distribution of the letters. Other means of communication is the use of the Information Service's communication van. However, when it is not available, cars are hired and the PA system is mounted on it in order to carry out the information dissemination process. Though, mobile phones are rarely used for communicating, the chiefs are contacted through that medium at short notice. Assembly Meetings are organized in English and Ga. However, English, Ga, Twi and Hausa are used during Town Hall Meetings. Communication between the assembly and the Unit Committee Members can be said to be unsatisfactory.

Although, they are invited to meetings through letters, which sometimes come late, their relationship with the assembly, they claim, is cordial. The former Unit Committee Chairman, who happens to be a male, stated "The Unit Committee works cordially with the Assembly." However, he also made this statement:

We only see projects in the area without any information. We only come in when the contractor is not performing well in the execution of the projects. Some gutters and road network projects seen in the area were not discussed with us.

The female Unit Committee Member made similar statement that they were not involved in decision-making at the assembly. They only saw projects being executed without their

inputs. She further indicated that they had never been invited on participated in Town Hall meetings. Conclusion can be drawn from interviews with both Unit Committee members by their statements that “we haven’t been consulted on any project. The assembly has dumped us somewhere.”

#### 4.2 Discussion

The interview with the Planning officer made it evident that the community members are fully involved in the planning of the project and therefore can be categorized under Arnstein’s Ladder as being on rung 6,7 and 8. Since the community members determine projects and the assembly ensures that the list of projects and priorities are confirmed as demand-driven, community members enjoy citizen power. However, the same cannot be said as regards implementation. The part played by community members can be best described as tokenism because the assembly members as well as community members are not charged with the duty to monitor therefore giving them minimal citizen participation.

It was realized also that though, the Planning officer, MCD, Assembly Members were involved in the planning of the projects within the community, the same cannot be said with the Unit Committee members. Participation of Unit Committee members can therefore be categorised within rungs 1 and 2 of Arnstein Ladder because in most cases, they had no idea of the project that were brought to their community. This questions whether the assembly is just being politically correct when it excludes the Unit

Committee members but still says they practice participatory planning, monitoring and evaluation. For development processes to be participatory, the entire processes have to involve all stakeholders concerned at each stage of the process.

Contrary to what pertains in Uganda from the Bagenda (2007), study, where the Decentralisation concept was barely understood, this study found out that similarly, as in the case of Kibaale district in Uganda, all stakeholders interviewed were aware of their roles and responsibilities. However, it came to light that some community members were not well informed about the DA system and therefore made unnecessary demands on the assembly members:

NCCE must do a lot of education especially telling the community that the assembly work is sacrificial. It is supposed to be the community helping the assembly member with some incentives to give his best because he is not being paid but it is the other way round. People from the community think the assembly member should pay the wards' school fees, hospital fees (and so on). The Demand is too much.

From the discussions with the various elected assembly and Unit Committee members and the staff of the Central Administration it is evident that the Unit Committee members have been denied the opportunity to play their role as stipulated by the Section 10(3) of Act 462. The Unit Committees are the direct link between the Assembly members, Central Administration and the community. Leaving them out of the

communication process truncates messages at a point in time, thereby, making communication non-participatory. The assembly seems to cooperate with the assembly members in reaching the community. It further relies on other modes of communication to the detriment of inter-personal communication, which is very effective at the grassroots level.

Despite their challenges with their current communication strategies, the neglect of part of the members of the decision-making processes, has contributed to making it ineffective. It can therefore be concluded that what exists La-NMMA, cannot be classified as Participatory Communication. In nutshell, one can say that La-Nkwantanang-Madina Municipal Assembly practices neither Participatory Development nor Participatory Communication. Furthermore, though the staff of the Central Administration are aware of Participatory Development Strategies, what is on the ground does not support their assertions.

## Chapter Five

### Summary, Conclusion and Recommendation

Development activities in the La-Nkwantanang-Madina Municipality include a six-seater Water Closet (WC) with water tank, a new school block and a footbridge for the pupils and residents of Babayara Basic and Junior High School; a fence wall with three gates for the Fire Armoured Schools and 12-seater water closet; a footbridge at Madina Zongo; renovation of the Madina Magistrate Court building; supply of 1500 dual desk for primary schools and the refurbishment of Water Closet facilities at Oyarifa, just to mention only a few. These selected projects were approved and executed by the assembly with inputs from the members of the community as well as members of the Area Council.

According to the Municipal Planning officer, members of the community including opinion leaders and a cross-section of members of the community such as the Youth, artisans, women, religious leaders or Faith Based Organisations as well as people with disability The inputs from members of the community form the basis of the development plans of the Assembly. The members of the community are then taken through situational analysis. They are listed so that they can be ranked in order of priority. The plan is then presented at the People's Assembly, which is the meeting with the community members to confirm whether those requests were made. This is done

through their Quarterly town hall meetings usually attended by the Greater Accra Regional Minister and other Stakeholders.

With regards to implementation of projects, the Planning Officer assumed that by deciding with the people what they want and because they live in the communities and see what going on around them, they are involved during the implementation. Furthermore, whenever there was a problem with the project, their feedback was immediate because they would have owned the project. He indicated the assembly together with the community use 'Participatory Evaluation' to monitor and evaluate project Another key decision taken by the assembly as well as the community members is fee-fixing. There was consensus when the assembly decided to increase fee-fixing to 5% rate.

Two assembly members of the Madina West and East Electoral Areas of the assembly also confirmed earlier statement made by the Municipal Coordinating Director and the Planning Officer concerning the participatory nature of planning of development projects of the assembly. They also reiterated that since the assembly operates as a team, Sub-Committee meetings are held after which decisions are sent to the Executive Committee Meeting. When decisions are approved, it is then sent to the General House/Assembly. Not all Assembly members are part of the executive committee hence decisions come back to the General Assembly for approval. Both of them also indicated the difficulties in organizing meetings with the community before any assembly meeting as stipulated by Act 426, section 16. Some of these challenges includes provision of

incentives and transportation during meetings in order to discharge of their duties or functions.

Contrary to assertions made by staff of the Central Office and the two assembly members that decisions of the assembly are always participatory, two Unit Committee members seem to disagree. They said they only see projects in the area without any information and that they only come in when the contractor is not performing. The Unit committee members are not involved in the decision making of the assembly or the assembly member of the area although their relationship with the Assembly was cordial.

On the use of communication strategies, the assembly uses letters to engage Unit Committee Members, Opinion leaders, farmers. Religious leaders, women's groups, just to mention a few. Although the letters usually came late, all stakeholders interviewed confirmed it. Despite the fact that the assemblyman represents them, and letters are written to them, other sources of communication including contacts by phone, mass media sources such as radio and television as well as the information van is used most of the time for informing people about the People's Assembly. Radio announcements are also held four times a year to invite all stakeholders such as market women, CSOs, FBOs, and a cross-section of people to Town hall meetings where the People's Assembly provides the assembly with the platform to communicate with the citizens.

However, when the Information Service's communication van, which is most often used is not available, cars are hired and the PC system is mounted on it in order to

carry out the information dissemination process. Apart from newsletter, which they plan to have one soon, the Assembly claims the notice board serves as a good source of information flow. They also use Radio Universe for their local dialect programmes targeted at the audience in their area of jurisdiction and the national television, GTV, for communicating with the general public. The Municipality in a Public-Private Partnership with an NGO, hopes to come out with a Communication Centre soon in order to expand their reach.

Though mobile phones are rarely used for communicating, the chiefs are contacted through that medium at short notice. Assembly Meetings are organized in English and Ga. However, English, Ga, Twi and Hausa are used during Town Hall Meetings. In conclusion, communication between the assembly and the Unit Committee Members can be said to be unsatisfactory as it they do not practice participatory communication and hence participatory development.

### 5.1 Areas of further Studies

This study used the elected assembly and unit committee members as representatives of the people. Future studies should include community members as well in order to evaluate communication between the community members and their elected representatives.

## 5.2 Recommendations

- The National Commission for Civic Education (NCCE) must intensify education on the role of assembly concept to make the community understand that it is a non-paying job.
- The Unit Committees should be made part of the decentralisation concept by enforcing their mandates in the 1992 Constitution of Ghana.
- The Assembly has to ensure that all existing channels of communication are fully utilised to ensure both participatory communication and development.

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APPENDIX 1:

INTERVIEW QUESTION GUIDE

1. How did you get your inputs to draw up the development plan?

a. (Can you describe the process?)

b. Which persons or organizations/departments are/were involved?

2. Do you see the process as participatory? (give reasons for your answer)

3. How did you communicate with beneficiaries during the planning process?

3. a. How did you go about the implementation process?

(Can you take me through the process?)

b. Which persons or organizations/departments are/were involved in the implementation process?

(Explain answer, please)

4. Were there any agreements/disagreements with the community during the planning or implementation process?

5. How do you monitor the development activities within your municipality? a. Can you describe the process?

b. Which persons or organizations are involved?

6. How do you monitor development activities within the municipality? (Please describe the process)

b. Which persons or organizations are involved?

7. How is the community participation in the planning or decision making of the assembly?

a. Can you describe the process?

8. Have you ever been involved or participated in the decision or planning of the community? Explain your answer

a. If “Yes”, how were your views treated?

b. If “No” why?

9. Which development activities has the community been involved in?

10. Which development activities did the assembly not involve the community?

(Why were they not involved)

11. What do you think can be done to enhance community participation in the assembly’s development activities?

12. How do you communicate within the assembly?

13. How does the assembly communicate with its external partners?

14. What challenges do you face when communicating within the assembly?

## APPENDIX 2: TRANSCRIPT OF INTERVIEWS

### 1. Transcript of Interview with La-NMMA Planning Officer

You know for the plans, they are supposed to be for the people and because of decentralization we don't go and impose our activities on the people. So what we do is participatory planning and participatory planning, unless those days when we have central planning, you're in the village and a beautiful car comes and people get out and say we should bring you toilet, electricity, borehole, then the chief calls one or two people and the project starts. It came out that with the boreholes some of the people refused to use them. It was later investigated why the people didn't use. Sometimes the place they put the borehole is a cemetery or closed to a refuse dump and because you didn't involve the people in choosing the place as well as the project, when you put it there, they think the project is for you. So they won't drink the water. So because of that we started using what is called Participatory Planning Approach to plan the projects. It is simply this, you go to the communities, Unit Committee Members within the Area Council, Opinion Members, cross section of people e.g, the Youth, Artisans, women (for gender purposes), Religious leaders or Faith Base Organisations, people with disability.

“You then take them through the planning preparation process. We do what we call Situational Analysis, where they find themselves, what are the immediate problems that persist there, what are some of the steps that were taken to solve them, to what extent were those steps taken successful, then you take note of all these things. You then ask them in the contest of the previous steps that were taken to address their problems, if you are to come out with strategies and steps to come out with a plan to solve your problems, what are your needs? Then they would start talking about toilet, water, borehole, football park, brass-band. But government has not got

all that money to solve all these problems”. You ask them to list all these up to 10 to arrange them in order of importance or priority. We use some methods ...ranking, voting, raising of hands, sometimes they are given stones to allocate, education is book, ask them to put a book there, health is needle, they then vote. After the voting you prioritise and at the end count. You can then determine which ones are the most (and thus their priorities). It means in that Area Council, those are their needs. It is done area by area; their requests are then harmonized by bringing all the needs to the Municipality in a summarized plan of the municipality. You then categorise them and then look at the budget of the assembly.

You then categorised them and then looked at the budget of the assembly.

The funds include Common Fund

Before the plan would be accepted, it must come to the assembly for the People’s Assembly by meeting the community. The list of projects is read to them to again for them to confirm if they made those requests. Did you say Hospital is number one, etc? This is done to ensure that no one is accused of imposition. It is then sent to the General Assembly and when it is finally accepted, it is legally binding.

Implementation, by deciding with the people, what they want, they live in the community and see what is going on around them. They are involved during the implementation and when there is a problem with the project, feedback is immediate. Since they were part of the project, they won’t abandon it, they would own it and take care of it. They check if the contractor is on site, he is using the right types of materials for the project.

The assembly has a book that the community signs as a way of being part of the project.

Evaluation: the project is evaluated by the people and the assembly e.g. School feeding, school blocks, participatory evaluation

Disagreement.

A disagreement over a footbridge. The community wanted a small one for immediate use but later realized that they needed a bigger one. There must always be a documentary evidence of they people wanted if not so the assembly would have problem/

Communication with the community

Area councils, Unit Committees, opinion leaders, farmers, religious leaders, youth, gender groups, etc. The assembly man represents them. A letter is written to them, phone numbers, mass media, Information Van (most for People's Assembly) Radio announcement is made 4 times a year for the People's assembly-all stakeholders-Youth, market women, CSOs, FBOs, cross section of people;

Challenges

Location of the people is difficult, hiring of communication gadgets, vehicles and the use of mass media. The MCE presides over the People's Assembly with the Departmental heads are present to answer questions.

2. Transcript of interview with La-NMMA Coordinating Director

In order not to impose decision on the people, they, Assembly, involve them when taking major decisions. Quarterly town hall meetings and was attended by the regional Minister. Stakeholders, FBOs, NGOs, Persons with Disability, media, residence association, Driver Unions, Market Women, Heads of Department of the Assembly. Invitation through letters, use of Projectors to showcase their plans; display of photographs, forum of questions, list of future projects. Community is involved from the beginning; the people make request for projects in their areas; street naming-the names were not imposed, 4 stakeholders meeting with proposed names were made. Criticisms were accepted. The chiefs provided names for the street. It is capital intensive Taxation-Budget Committee meet the financial institutions, Driver Unions, Market women, to agree on current market premium and agreements are reached. Fee fixing, 5% as the benchmark and justifications

Sanitation-Invitation to Petty traders association to participate in the national sanitation day

Communication: Leaflet-quarterly, No newsletter, but hope to start one soon. Building permit, information flow is good, notice board, financial performance, strategic planning; radio programmes-Radio Universe, using local dialect and National Television

Communication Centre, Public Private Partnership (PPP) in communication with an NGO

Finance

Common fund, erratic, DDF, IGF-construction of schools at Kweiman, Otinibi, KG at WASS, etc. Taxation-reluctant to pay-property owners, challenge, 1997 properties haven't been value because it is capital intensive, using flat rates and want to go to new development areas.

Leakages, people are fired for corruption. Development must start from the beginning of the year but not at the end of the month.

Education

Residents Association, occasional meetings with MCE and others in attendance to

Payment of tax is not contingent on development.

3. Transcript of Interview with Assemblyman-Madina West and East Electoral Areas-

We get the project by lobbying and also what our electorates are asking for like drainage system. By the Assembly concept, you need to hold meetings with your electorate before you go for meetings at the Assembly. By meeting with your people you get to know what they want. We have one-on-one meeting with the MCE and we even mentioned some of the roads that the community want to be upgraded. He allowed the Urban Roads to come in to do all these roads.

Well, we engage my people whenever we have the chance of any occasion. When you go to Act 462 section 16, it says that before you go to meeting, you need to hold meetings with your electorates, before and after but because there is no resources for that; organizing meeting is not easy. If you organize the meeting and you don't provide some incentives such as transportation (T&T) the next time you call for meeting, people would not come (attend). It is very difficult even though it is in the constitution; it is very difficult for assembly members to organize. You know the assembly work is sacrificial; it is very difficult to hire canopies, chairs and some refreshments. That aspect is very hard so I use some occasions; if there are funerals, weddings, naming ceremony, sometimes there are thanks-giving service in churches or in the mosque and

## Community Participation in Development within La-Nkwantanang-Madina Municipality

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when you go there, you talk about the community and how the people can participate in the developmental issues of the community. Sometimes you tell them government alone cannot do it. It is there that people come out to say what they want to be done. In some aspect too, the Assembly engage the community in organizing Town Hall Meetings, especially with the Medium term plans. We organize all the communities to come to the meeting and then we prioritise the projects they want, starting from Health, sanitation, roads, education (and so on). Whichever project comes top, the assembly sees it as a prioritised project. Any time we engage the community before we plan.

We invite the Resident Associations, Unit Committee Members Chiefs, women's groups, Disabled Groups, etc. by letter

The Assembly writes the letter and the letters go to all the nine electoral areas. The assembly members identify these groups and give them the letters and we all meet at the assembly and when they start prioritizing the projects then each electoral area would insist on what they had proposed and are given their share of the projects.

When it comes to Fee fixing Any time we want to do our fee fixing we invite all the businesses if we want to increase our fees. Residents Associations, Filling stations, banks (and others)...are allowed to tell us their challenges if the fees are increased to this. The assembly does not go to do anything on its own; we engage the people and plan together with them; we invite them, have meetings with them and they are allowed to tell us their challenges if the fees are increased to this. The assembly does not go to do anything on its own; we engage the people and plan together with them.

All the projects that have been initiated the assembly members have been part of it. If we are against that project, we would not even approve it. The assembly cannot do it without our approval. When the Chief Executive is reading his sessional address and projects are mentioned, we discuss the sessional address and we approve the projects. If there are some projects that we think are not necessary by now, we put it on hold. We are always aware of all projects and the electorates are also aware because we took them from the grassroots to the assembly. The assembly is divided into committees. After our committee meetings, it moves the executive committee meeting; then the Executive Committee approves the project and then the General House. Not all the assembly members are part of the Executive committee. When it is approved by the Executive Committee, it comes back to the main house for general approval. This is where most of the arguments and disagreement occur but by the end of the day, we come to a consensus. It is a teamwork we do at the assembly.

Disagreement. No

Means of Communication- letters, information van (no information van but rely on Information Services Department or sometimes hire vehicle and mount the PA system on it), rarely use mobiles phones but the use of mobiles to reach the chiefs in short notice meetings. English and Ga are the predominant language but mostly limited to English. In the town hall meetings, the use of English, Ga, Twi and Hausa are used.

Challenges

The challenges are enormous. "NCCE must do a lot of education especially telling the community that the assembly work is sacrificial. It is supposed to be the community helping the assembly member with some incentives to give his best

because he is not being paid but it is the other way round. People from the community think the assembly member should pay the wards' school fees, hospital fees (and so on). The Demand is too much”.

If we want the Decentralisation to be effective assembly members must be paid; the assembly needs the person to have time; currently, the job of an assembly man is not full time job. It means that one may not have time. If you want to serve the assembly very well, you need to stay with the assembly on full time basis. The community sees the assembly member as their medium or channel of communication and if they needs anything they come to you but here is the case you go to work and come home late in the night. How do people get the needed information they need. I want to suggest that the assembly member should be paid so that he can work a full time. It will surprise to hear that sometimes when we go to assembly meetings we do not forma quorum because if one goes there you are only given Ghc30 or Ghc40 and pack of lunch. So when you look at getting some money from somewhere, one would not waste his or her time to come and sit here when you have a family to take care of. If it is a full time people would give their all. The quorum is 2/3 of the house. Without quorum, decisions are effected.

The presence of the assembly man makes the concept of participatory true in the assembly. Sometimes the caliber of the people in the assembly does not give it the impetus so when they are paid it could draw good human materials.

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4. Unit Committee Chairman-Male

“We only see projects in the area without any information. We only come in when the contractor is not performing well in the execution of the projects. Some gutters and road network projects seen in the area were not discussed with us.”

Some gutters and road network projects seen in the area were not discussed with us. According to the concept of the Unit Committee of the Assembly, we should be involved in the discussion of decisions on projects so that we can monitor the projects; especially the contractor. Sometimes, some coverts were constructed but because we were not informed and could not monitor the project, the gutters were not done well

We haven't been consulted on any project. The assembly as dumped us somewhere.

Per their operation, the Unit committee meets at the Zonal Council. From the Zonal Council, reports are forwarded to the Assembly. Some of the decision taken at the Zonal Council include property rates, levies, etc.

They are invited to meetings through letters. No telephone calls. The letters sometimes get to them late.

The Unit Committee works cordially with the Assembly. They have no complaints.

#### Challenges

Sanitation especially the first Saturday in the month which has been declared as Sanitation day, the assembly does not clear the debris on the street after the gutters have been emptied onto the streets. They are washed back into the gutters.

Meeting: 5 member committee but sometimes only 3 people attend meetings. Lack of incentives, no sitting allowances, late coming, religious obligations (leaving meetings to attend Moslem prayers); There must be regular training sessions (workshops) for Unit committee members to help them understand the Unit Committee concept.

#### 5. Unit Committee Member-Female (She spoke Twi)

The Unit committee members are not involved in the decision making of the assembly or the assembly member of the area. We only see projects being executed without our input. There was a time we (Unit Committee members) threatened to stop the contractor from working because we were not consulted but later considered the interest of the larger community and so allowed the work to go on.

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They have never participated in the Town Hall meetings because they have never been invited.

The Assembly member has never invited them to any meeting to discuss issues bothering the community. They have not been part of any meetings of the assembly.

She believed there is too much politics in the grass-root and that had affected the relations between the assembly and the Unit committee members. She recommended the Assembly of their electoral area to regularly meet them to discuss issues of the community.