

**STAKEHOLDER PARTICIPATION IN DEVELOPMENT  
PLANNING PROCESS IN THE YILO KROBO  
MUNICIPALITY**

**BY**  
**AWUDU AZIZU**

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## DECLARATION

I hereby declare that this dissertation is my own original work submitted towards the MSc. Development Policy and Planning, to the best of my knowledge; it contains no material previously published by any other person or material which has been accepted for the award of any degree of the university, except where acknowledgement has been made in the text.

Awudu Azizu (PG7190112) .....

(Student Name and ID)

Signature

Date

Certified By:

Dr. Daniel K. B. Inkoom .....

(Supervisor)

Signature

Date

Certified By:

Dr. Daniel K. B. Inkoom .....

(Head of Department)

Signature

Date

## DEDICATION

This dissertation is dedicated to my loving wife Rukayatu Jafar and my three wonderful kids; Sahuratu, Firdaus and Hafsat. Thank you so much for putting up with all the challenges to make this intellectual journey a success.

# KNUST



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## ABSTRACT

People's participation is critical for development. The notion of people's participation in their development has been gaining momentum in the process of human empowerment and development. Decentralization has been advocated by development partners, development agencies and developing nations as an important mechanism for broadening citizen participation and improving local governance. Ghana's decentralisation policy emphasises grassroots participation in decision-making process at the local level. Metropolitan, Municipal and District Assemblies (MMDAs) are enjoined by law to involve local communities and other stakeholders in the process of planning and implementation of development projects in their areas of jurisdiction.

The study was therefore conducted to assess the level of participation of stakeholders in the development planning process and identify the major factors that affect the extent of grassroots participation in the planning process in the Yilo Krobo Municipality. The research procedure adopted two levels of data collection, namely the municipal and community levels by using both qualitative and quantitative methods for analysis. The case study approach was identified as the appropriate methodology for the research. Specifically, review of secondary data, structured and semi-structured interviews and community meetings were conducted to collect required data for analysis.

The result of the study established that the Municipal Planning Co-ordinating Unit (MPCU) of the Assembly has high calibre of staff and the required logistical support. Additionally, participation of Assembly and Unit Committee members in decision-making and the planning process is relatively high. The study also revealed however, that poor communication, ignorance of the importance of planning, partisan politics, inadequate accountability and excessive bureaucracy are the key factors that militate against effective community engagement in the decision making process. Further, it was established that all the seven (7) Zonal Councils in the municipality were not functioning due to lack of office accommodation, permanent staff and logistical support.

It is therefore recommended among others that the Assembly must undertake effective stakeholder analysis to establish who, how, when and at what level they should be involved in the planning process in the municipality. It must also constitute, resource, train and operationalise the Zonal Councils to make them functional. These among others are deemed essential for promoting participation in the governance of development in the Yilo Krobo Municipality.

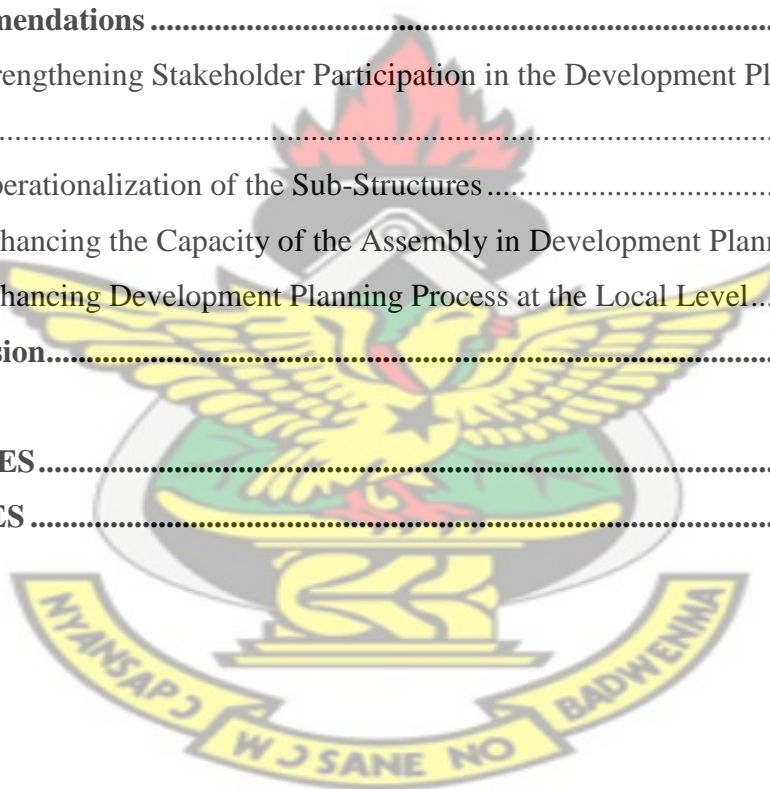
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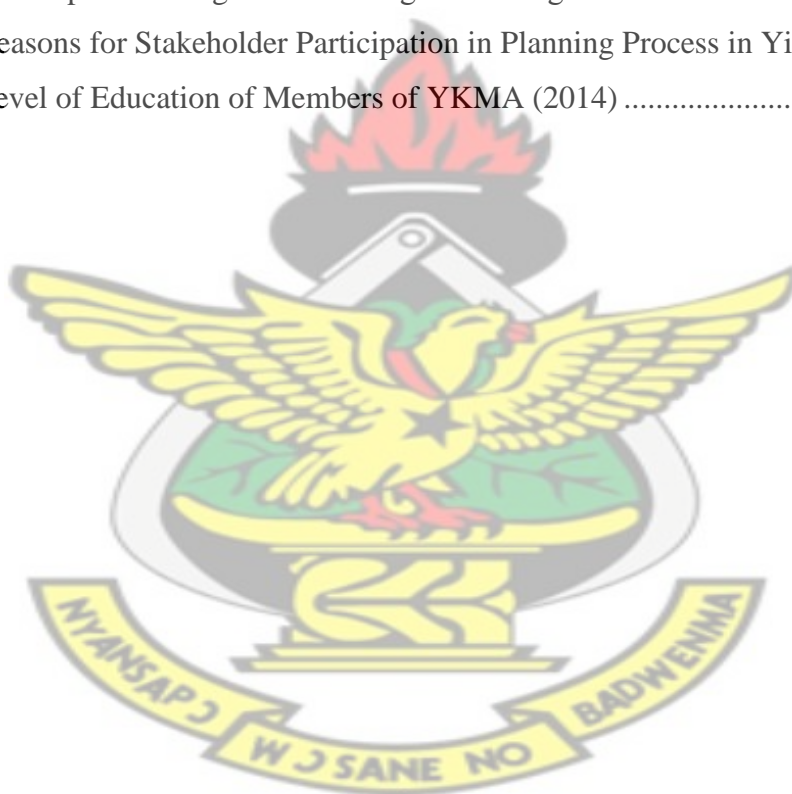
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## LIST OF ABBREVIATIONS

CBRDP	Community Based Rural Development Project
CSO	Civil Society Organization
DA	District Assembly
DACF	District Assemblies' Common Fund
DPCU	District Planning Co-ordinating Unit
GIS	Geographical Information System
GPRS I	Ghana Poverty Reduction Strategy I
GPRS II	Growth and Poverty Reduction Strategy II
GSGDA	Ghana Shared Growth and Development Agenda
IGF	Internally Generated Fund
LI	Legislative Instrument
M&E	Monitoring and Evaluation
MA	Municipal Assembly
MCD	Municipal Co-ordinating Director
MCE	Municipal Chief Executive
MLGRD	Ministry of Local Government and Rural Development
MMDAs	Metropolitan, Municipal and District Assemblies
MPCU	Municipal Planning Co-ordinating Unit
MBO	Municipal Budget Officer
MPO	Municipal Planning Officer
MTDP	Medium-Term Development Plan
MTEF	Medium-Term Expenditure Framework
NDPC	National Development Planning Commission
NGOs	Non- Governmental Organisations
RCC	Regional Co-ordinating Council
SPSS	Statistical Package for Social Science
YKMA	Yilo Krobo Municipal Assembly

# CHAPTER ONE

## INTRODUCTION

### 1.1 Background to the Study

Participation is generally considered a core value in community development (Cullen, 1996 & Area Development Management Limited, 1996b). The importance of participation has been recognized for a long time. Aristotle said that it was essential for the development and fulfilment of the human personality (Kenny, 1997). The Food and Agriculture Organisation (FAO) Conference on Agrarian Reform and Rural Development in 1979 highlighted the centrality of participation as a human right in development (ibid).

Participation as an ideology traces its roots to Third World development (Rahnema, 1992). Owing to the failure of development projects in the 1950s and 1960s, social workers and field activists began to call for the inclusion of populations concerned with development in project design and implementation (Armah et al., 2009). The notion then was that such projects were unsuccessful because local populations were left out of the decision making process; a state of affairs that tended to perpetuate social inequality, hence, participation was proposed as a mechanism to promote equality through inclusion (empowerment) (ibid).

The notion of people's participation in their development has been gaining momentum in the process of human empowerment and development (Mohammad, 2010). Contemporary development scholars have been advocating the inclusion of people's participation in development projects as they believe the avowed objectives of any project cannot be fully achieved unless people meaningfully participate in it (ibid). According to Simonovic and Akter (2006), "decision-making needs to take into account a wide array of stakeholders and shades of opinions if decision outcomes are to maintain a high quality".

The pressure for public participation has its roots in the advancement of governance globally which directs countries towards "participatory democracy" (Wight & Grindle, 1997). This emphasis is supported by International Development Institutions (IDIs) such as the World Bank, United Nations (UN) and other donor agencies (ibid). Nelson & Wright (1995) note that a call for participatory development was made at the United Nations (UN) Economic Commission Conference for Africa in "Economic Co-operation and Transformation" at Arusha, Tanzania, in 1990. The increased pressure towards public

participation does not only come from international agencies, but also from citizens who want to be part of decisions affecting their lives (Smith, 2003).

According to Njenga (2009), the International Development Institutions (IDIs) believe that people's involvement in their development would speed up "attempts to promote economic and social progress" and guarantee equitable distribution of development benefits. The core aims of participatory development planning are to give people a say in the development decisions that may affect them and to ensure that development interventions are appropriate to the needs and preferences of the population that they are intended to benefit (Rietbergen-McCracken, 2013). At all levels of development, there is the awareness that sustainability is very closely linked to the full and real participation of beneficiaries in the development process (Kenny, 1997).

Mohammad (2010) states that the most popular and widely adopted strategy for ensuring people's participation in local development is identified as decentralization and there is perhaps no other institution like local government bodies to provide a wide scope for people's participation at the grassroots level. Many developing countries were pressured around the 1980s by aid agencies to adopt administrative decentralization reforms and programmes, (Cohen and Peterson, 1999).

Opoku (2006) argues that the various development agenda drawn over the years for Africa seem to have focused on economic growth, with little attention on governance, which could not yield expected results but rather many intra-country and in some cases inter-country conflicts often related to power and control of resources. He continues "these occurrences, along with other factors, have highlighted the importance of governance at all levels. However, there is a growing perception across the globe, particularly in Africa, that governance is becoming the domain of a small elite of society who manipulate it to their sectarian advantage, to the detriment of society in general".

There is growing citizens' disaffection in both new and old democracies about the way their governments operate and their own capacity to influence them' (Beetham, 2005). In Africa, as in other places, the resultant conflicts from such dissatisfaction, if they are resolved at all, are often addressed through dialogue involving all the relevant stakeholders involved (Opoku, 2006). This is a testimony to stakeholders' desire to be involved in making decisions that affect all aspects of their lives, especially those relating to livelihood, allocation of resources and survival (ibid).



Ghana's decentralization concept was initiated to promote popular grassroots participation in the administration of the planning, implementation, monitoring and delivery of services to improve the living conditions of the rural poor (Ahenkan et al., 2013). This link between participation and local governance in Ghana has become an important means of improving the effectiveness of services and empowering the local people to participate in the development processes that affect their lives (ibid). According to article 35(6) (d) of Ghana's 1992 Constitution, the state must make democracy a reality through decentralisation to offer greater opportunities for greater citizen participation at all levels of local decision-making. Among the key reasons for Ghana's decentralisation process was therefore the desire to increase citizens' participation in local governance. This was a deliberate and concerted effort by the government to eradicate the economic, social, cultural and political challenges that contribute to poverty in the country (Ahenkan et al., 2013).

To effectively achieve this, the Local Government Act, 1993, Act 462 mandates District Assemblies (DAs) to be responsible for the overall development of their areas of jurisdiction. Both Act 462 and the National Development Planning (Systems) Act, 1994, Act 480 require active participation of the local people in the planning process. Consequently, the development planning and budgeting systems in Ghana have become bottom-up and the inputs of all stakeholders are expected to facilitate the process of integrating stakeholder interest into the planning and budgeting process at the district level (Ahenkan et al., 2013).

The study therefore seeks to research into the extent of participation of stakeholders in the development planning process at the local level and the impact on delivery and sustainability of development projects in the Yilo Krobo Municipality.

## **1.2 Problem Statement**

The necessity of people's participation was first felt when the Growth Model of development failed to bring in desired result (Mohammad, 2010). Again, Mohammad (2010) argues that "the Basic Need Model of development adopted by the developing countries in the 1970s emphasized on the fulfilment of basic needs by diverting resources from the rich and urban sector to the poor and rural sector. This approach practically faced resistance from both the urban and rural elites".



The need for a new paradigm to address this deficiency, and the new international context, was highlighted by the United Nations Development Programme (UNDP) in its Human Development Report, 1994. Among the elements in the UNDP's paradigm we find that it:

- "puts people at the centre of development";
- "regards economic growth as a means and not an end";
- "protects the life opportunities of future generations as well as the present generations".

Reynolds et al. (1993) note "participation is part of a paradigm shift in development practice and is fundamentally significant to development within a post-industrial era." UNDP (1997) identifies legitimacy and voice as critical elements of good governance and that participation and consensus orientation are two strands of the element.

Planning takes place within intricate and dynamic institutional environments influenced by socio-economic and environmental factors (Healey, 2003). The global shift from government to governance and multilevel governance came along with it the concept of participatory planning (PP) meant to deepen democracy and to enhance decision making (Monno and Khakee, 2012). Although participatory planning (PP) is said to have been christened variously as 'collaborative planning', 'communicative planning', 'deliberative planning', 'consensus building' among others, the key essence is the objective to indicate how interactiveness is exuded within the planning processes (Gedikli, 2009).

Eyben (1996) states that the sustainability of development "depends on aid helping people to act for their own development." Acting "for their own development" implies active participation at a communal rather than at an individual level (Cullen, 1996, Collins, 1988; Thompson, 1996). In affirming the issue of sustainability, (Kenny, 1997) writes that "we are at a time when it is becoming more widely accepted that participation is essential for sustainable development, particularly for the more disadvantaged and marginalised".

Participatory development planning can be undertaken by government agencies or other development agencies and Civil Society Organisations (CSOs) at the national, regional, municipal or community level (Rietbergen-McCracken, 2013).

Since 1988, Ghana has implemented comprehensive local government and decentralization reforms as an alternative development strategy (MLGRD, 2010). Decentralized development planning system is one of the strategies being pursued in

Ghana to drive home the objectives of decentralization policy (Owusu et al., 2005) and also to establish efficient political, planning and administrative institutions at the district level, which would enhance grassroots participation and facilitate the mobilization of support and resources for district development (Botchie, 2000). Accordingly, both Act 480 and Act 462 enjoin Metropolitan, Municipal and District Assemblies (MMDAs) to involve local communities and other stakeholders in the process of formulating their medium-term development plans.

However, though the MMDAs have pivotal role to play in the decentralized planning system, they are constrained by low institutional, human and financial resource capacity as well as low co-operation among stakeholders for development planning (Kroes, 1997) quoted in Agyemang (2010). Ahenkan et al. (2013) therefore observe that “despite this important role of local communities and stakeholders in the local governance processes, their involvement in decision making on planning, budgeting and financial management of local government agencies is only marginal. This low level of participation is one of the most structural challenges confronting Ghana’s decentralisation process and local governance”. This position is supported by Monno and Khakee (2012) who also assert that citizens are often denied real influence and seldom their concerns taken on board as their participation is limited to information and consultation. This has negative implications for sustainability of development processes.

On the basis of the above problems which seemingly permeate all MMDAs in Ghana, the study is intended to answer some questions regarding local participation in development planning. The answers to these questions will expose the reality of stakeholder involvement in local development process and suggest ways of addressing them. The main research question of this study is; Does the existing development planning process at the local level promote people’s participation? The specific research questions are;

- a. Why should stakeholders be involved in the planning cycle?
- b. How and to what extent should stakeholders be involved in the planning process and any challenges?
- c. What are the implications of involvement of stakeholders or lack of it in the planning process on development delivery and sustainability?

### **1.3 Objectives of the Study**

The main objective of the study is to research into issues of participation of stakeholders in the process of development planning in the Yilo Krobo Municipality and the possible repercussions on development outputs/outcomes. The specific objectives are to;

- i. Examine the entire planning cycle and rationale for stakeholder participation.
- ii. Assess the level of participation of stakeholders in the planning process in the Yilo Krobo Municipality.
- iii. Identify the major factors that affect the extent of grassroots participation in development planning process and possible impact on development delivery and sustainability.
- iv. Make recommendations as to how stakeholders could be appropriately engaged in the process of planning to enhance project sustainability.

### **1.4 Scope of Study**

The study encompasses research into stakeholder participation in the planning process in the Yilo Krobo Municipality in the Eastern Region. The study in terms of timeframe, would cover eight (8) year period, from 2006 to 2013.

### **1.5 Justification of the Study**

Participatory development at the local level has been an increasing concern for policy-makers as well as development practitioners. Development partners' pressure is another aspect of the whole issue. Ghanaian local level democracy provides the context for decentralized planning. Planning is not only required to be "bottom-up", but also participatory. Thus, decentralized participatory planning should see the active involvement of the sub-district structures, the communities, the chiefs and traditional authorities, civil society, community based and non-governmental organisations (CSOs/CBOs/NGOs) and other interest groups making inputs into development planning process in which the people decide with the local authorities, the priorities of the district development plan and how the resources are to be allocated and appropriated to the programmes and projects in the plan.

The implicit assumption that decentralisation will improve participation has remained contested as evidence from many decentralising countries point rather to a situation of only electoral participation (Devas & Grant, 2003) which have also witnessed relatively

low turnout (Ayee, 2008; Ahwui, 2010). The extent of stakeholder involvement in the planning process has therefore been in question.

Against this backdrop, any study aiming to explore different dimensions of it is important not only for the development practitioners but also for the policymakers. The study, through its analysis and findings, will help to bring out the existing scenario of development governance at the grassroots level. It would come up with significant policy guidelines emanating from the findings of the study for policymakers. It may further help policymakers identify the loopholes, if any, in the present system and thereby assist them to formulate better policies in future.

### **1.6 Limitations of the Study**

Poor access road to some rural communities in the municipality coupled with the reluctance of some respondents to give information made collection of primary data very difficult. Field workers (i.e. members of the Water and Sanitation Team) of the Assembly facilitated access to these communities for the primary data to be collected with their motorbikes. Through persuasion and the explanation given to the reluctant respondents about the objectives of the research, they obliged and provided the necessary responses.

The use of purposive sampling made it difficult to get the experiences of some Heads of Departments and other stakeholders such as Assembly and Unit Committee members who were directly involved in the preparation of the previous MTDPs (i.e. 2006-2009 and 2010-2013) because they were no longer at post. However, this was overcome by asking respondents about their own views and experiences.

The final limitation is inadequate resources and the twelve (12) months (July, 2013-June, 2014) required for the entire research work. Such limited resources were however, judiciously used and hence, were able to support the research work. The process was expedited through the engagement of more hands to assist in the data collection. Also, the researcher devoted more time for the work to ensure that the study was completed within the stipulated time.

### **1.7 Organisation of the Study**

The report is organised under five chapters. Chapter one presents the introduction, statement of the problem, the research questions, the research objectives, the scope of the study, justification of the study as well as its limitations. This is followed by chapter two



which contains the review of relevant literature on stakeholder, participation, planning process, decentralization and the conceptual relationships. Chapter three also outlines the methodology; specifically issues discussed under this chapter include basic concept, general approach of the study, research design, study variables and data type, sampling and sample determination and data analysis. Chapter four presents data analysis while Chapter five presents the key findings, recommendations and conclusion.

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## CHAPTER TWO

### REVIEW OF RELEVANT LITERATURE

#### 2.1 Introduction

This chapter reviews relevant literature on stakeholder, participation and development planning process and the relationship between them. These concepts were explained in both the world and the Ghanaian contexts.

#### 2.2 Stakeholder Concept

Stakeholder as a concept has referred to various things to different users and has assumed a prominent place in public and non-profit management theory and practice in the last two decades (Bryson, 2004). According to Boakye-Agyei (2009), stakeholders may include locally affected communities or individuals and their formal and informal representatives, national or local government authorities, politicians, religious leaders, civil society organizations and groups with special interests. Bryson & Crosby (1992) define stakeholder as 'any person, group, or organization that is affected by the causes or consequences of an issue', while Golder (2005) sees stakeholder as any individual, group, or institution who has a vested interest in the natural resources of the project area and/or who potentially will be affected by project activities and have something to gain or lose if conditions change or stay the same. These definitions highlight the effect or impact of activities or processes on individuals, groups and organisations without emphasising the influence of the stakeholders on such activities or processes.

Freeman (1984) on his part defines stakeholder as: 'any group or individual who can affect or be affected by the achievement of an organisation's objectives'. This definition shows the important bi-directionality of stakeholders – that they can be both affected by – and can affect – an organisation (Campbell, 2008).

Typical definitions of stakeholder from the public and non-profit sector literature include the following:

'All parties who will be affected by or will affect the organization's strategy' (Nutt and Backoff, 1992).

'Any person, group or organization that can place a claim on the organization's attention, resources or output, or is affected by that output' (Bryson, 1995).



'People or small groups with the power to respond to, negotiate with, and change the strategic future of the organization' (Eden and Ackermann, 1998).

'Those individuals or groups who depend on the organization to fulfil their own goals and on whom, in turn, the organization depends' (Johnson and Scholes, 2002).

These definitions from the public and non-profit management literature differ in how inclusive they are. To Eden and Ackermann stakeholders can only be people or groups who have the power to directly affect the organization's future; in the absence of that power, they are not stakeholders (Bryson, 2004).

Most likely, there could be more than one answer to the question of who should participate in specific projects (Boakye-Agyei, 2009). The World Bank (1996) defines stakeholders as: "Those intended to be directly affected by a proposed intervention, i.e. those who may be expected to benefit or lose from bank-supported operations; or who warrant redress from any negative effects of such operations, particularly among the poor and marginalized. Those indirectly involved or affected can include persons or institutions; (1) with technical expertise and public interest in bank supported policies and programmes; and (2) with linkages to the poor and marginalized. Such stakeholders may include non-governmental organisations' (NGOs') various intermediary or representative organizations, private sector business and technical and professional bodies."

As described by LaVoy and Charles (1998), the United States Agency for International Development (USAID) defines stakeholders to refer to: "Those individuals and/or groups who exercise some type of authority over USAID resources such as Congress, Office of Management and Budget, Department of State, and those who influence the political process, e.g., interest groups and taxpayers. Also, USAID recognizes that 'stakeholders' in the field include a full range of actors including customers and partners and those who may be adversely affected by or represent opposition to development efforts".

While the World Bank definition of participation for development highlights the impacts of projects on its beneficiaries, that of the USAID focuses on the exercise of authority over projects.

The Department for International Development (DFID), on the other hand, includes in their definition of stakeholders the issue of interest in project outcomes. In this case,

stakeholders are not limited to “those that can be impacted,” or “may have influence,” but also “those with interests” in project outcomes. The DFID (2003) definition of stakeholder refers to: “Any individual, community, group or organization with an interest in the outcome of a programme, either as a result of being affected by it positively or negatively, or by being able to influence the activity in a positive or negative way.”

The study, however, adopts DFID’s (2003) definition of stakeholders as: “any individual, community, group or organization with an interest in the outcome of a programme, either as a result of being affected by it positively or negatively, or by being able to influence the activity in a positive or negative way”.

### 2.3 Types of Stakeholders

Grimble and Wellard (1997) categorise stakeholders as follows;

- a. Key stakeholders are those actors who are considered to have significant influence on the success of a project.
- b. Primary stakeholders are the intended beneficiaries of the project.
- c. Secondary stakeholders are those who perform as intermediaries within a project.
- d. Active stakeholders are those who affect or determine a decision or action in the system or project.
- e. Passive stakeholders are those who are affected by decisions or actions of others.

DFID suggests three main types of stakeholders that can be identified for rural projects, which are “key” stakeholders, “primary” stakeholders and “secondary” stakeholders. They define key stakeholders as those who can significantly influence or are important to the success of an activity. They define primary stakeholders as those individuals and groups who are ultimately affected by an activity, either as beneficiaries (positively impacted) or disbeneficiaries (adversely impacted). The secondary stakeholders, on the other hand, refer to all other individuals or institutions with a stake, interest or intermediary role in the activity. Peelle (1995), however, observes that these categories may overlap.

Phillips (2003a) cited in Fassin (2008) distinguishes normative stakeholders, derivative stakeholders and dangerous or dormant stakeholders. Normative stakeholders are those stakeholders to whom the organisation has a moral obligation: an obligation of stakeholder fairness (Phillips, 2003a). Derivative stakeholders are those groups or individuals who can either harm or benefit the organisation but to whom the organisation has no direct moral

obligation as stakeholders: these include competitors, activists, terrorists and the media (Phillips et al., 2003), and also 'dangerous' or 'dormant' stakeholders such as blackmailers or thieves (Jensen, 2002). These final categories can affect the corporation but have no legitimate relationship with it (Mitchell et al., 1997; Savage et al., 1991; Phillips, 2003a).

For the purposes of this research, the typology of stakeholders given by Grindle and Wellard (2009) as key, primary, secondary, active and passive stakeholders would be adopted.

## **2.4 Concept of Participation**

For over three decades, participation has been a topical issue among academics, United Nations (UN) agencies, development partners (DPs) and later most governments of the Third World, and though the mushrooming growth of its offshoots is evident in every specialized branch of development studies such as economics, political science, sociology and lately public administration and public policy analysis, participation as a concept still lacked a systemic theoretical ground and empirical basis of judgment in the social sciences (Mohammad, 2010). Participation has currently surfaced as an apex terminology for a new development intervention method.

The term participation is generally operationalized differently depending on the context and field in which it is studied which makes it uneasy to be conceptualized (Samad, 2002). In ancient Greece participation was viewed as a matter of voting, holding offices, attending public meetings, paying taxes and defending the state (ibid). But in modern times participation became synonymous with 'sharing' (Kaler, 1999). Oakley and Marsden (1984) and Wolfe (1994) put forward that participation is closely linked with the concept of empowerment. Without empowerment participation may be meaningless. People's participation is the process of empowerment of the deprived, marginalized and the excluded (Samad, 2002).

Cohen & Uphoff (1980) view participation with regard to development projects as "people's involvement in decision making processes, in implementing program, their sharing in the benefits of development programs" and their involvement in efforts to evaluate such programme.

Mohammad (2010) defines participation as the active involvement of the local people in the planning and implementation of development projects and argues that for effective

plan formulation, control of projects and sharing of benefits of development to actualise, participation is necessary.

Since its inception, social scientists, development practitioners and development agencies have conceptualized the term “participation” in their own view and its scope and meaning are still open to debate (ibid). To promote participation, different development agencies have defined the term differently depending on their focus and interest.

The World Bank (1992) defines participation as a: “process through which stakeholder’s influence and share control over their own development initiatives, decisions and resources which affect them”. It is evident from this definition that the World Bank has clubbed together all stakeholders, ignoring inequalities which affect the different stakeholders, particularly those who are poor and marginalized, to take part effectively in decision making (Tandon and Cordeiro, 1998).

The USAID (1995), on the other hand, defines participation as: “An active engagement of partners and customers in sharing ideas, committing time and resources, making decisions and taking action to bring about a desired development objective”.

Adding gender dimensions to the development process, the DFID defines participation as: “A participatory approach that takes into account the views and needs of the poor and tackles disparities between men and women throughout society” (Feeney, 2006).

The German Agency for Technical Co-operation (GTZ) promoting self-determination considers participation as: “A principle to promote initiative, self-determination and the taking over of responsibility by beneficiaries, thus representing a critical factor for meeting project’s objectives” (Foster, 1986). With this meaning, participation aims at an increase in self-determination and readjustment of control over development initiatives and resources (Boakye-Agyei, 2009).

According to the Swedish Development Co-operation Agency (SIDA), participation is “a basic democratic right that should be promoted in all development projects considering the means of increasing efficiency, effectiveness and sustainability in development project” (Rudqvist & Woodford-Berger, 1996). In this definition, SIDA laid emphasis on equity and democracy.

Khan (1993) simplifies the definitions of participation as follows;



- (a) an organized effort to increase control over resources and regulative institutions;
- (b) people's involvement in decision-making, implementation, benefit-sharing and in evaluation of programmes;
- (c) people's capacity to take initiative in development, to become "subjects" rather than "objects" of their own destiny; this can only be achieved through a deprofessionalization in all domains of life in order to make "ordinary people" responsible for their own well-being;
- (d) participation involves a reversal of role playing: people should be the primary actors and government agencies and outsiders should "participate" in people's activities.

From the above discussion, it can be concluded that stakeholder participation can be used to achieve a project's material benefits or can facilitate the social development processes of the people toward empowerment and sustained engagement in project activities (Boakye-Agyei, 2009).

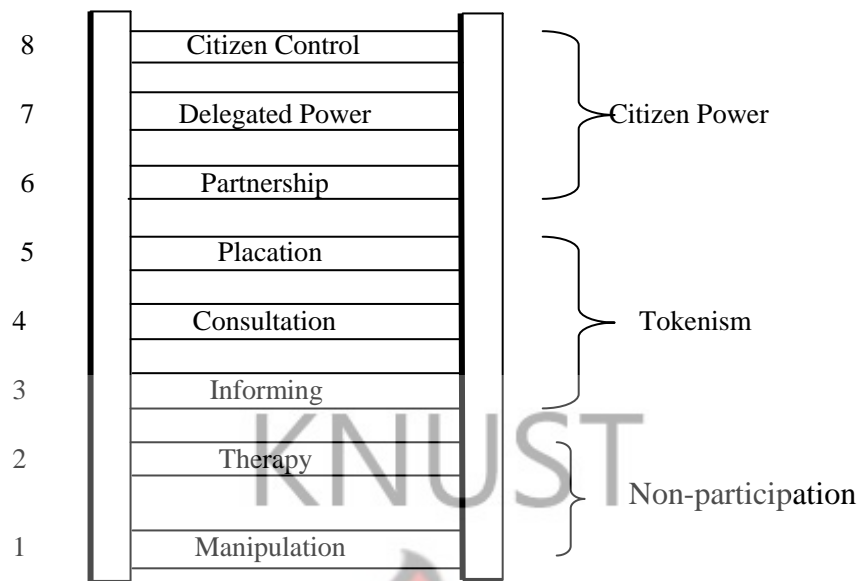
This study defines participation as active involvement of local communities, civil society and community based organisations in the planning and implementation process of projects at the grassroot level.

## **2.5 Typologies of Participation**

The extent and kinds of participation are well differentiated by typologies. Some literature dwelt on the types of participation and how they are practiced while others focused on the approaches and mechanisms as well as their application in the process of participatory development. The strengths and weaknesses in applying them are also highlighted.

Arnstein's (1969) ladder of participation (Figure 2.1) is one of the best known and retains considerable contemporary relevance. 'Citizen control' appears at the top of the ladder, with a category of 'non-participation' at the bottom, in which therapy and manipulation are placed. Arnstein's point of departure is the citizen on the receiving end of projects or programmes. She draws a distinction between 'citizen power', which includes citizen control, delegated power and partnership, and 'tokenism', in which she includes consultation, informing and placation.

**Fig. 2.1: Arnstein's Participation Ladder**



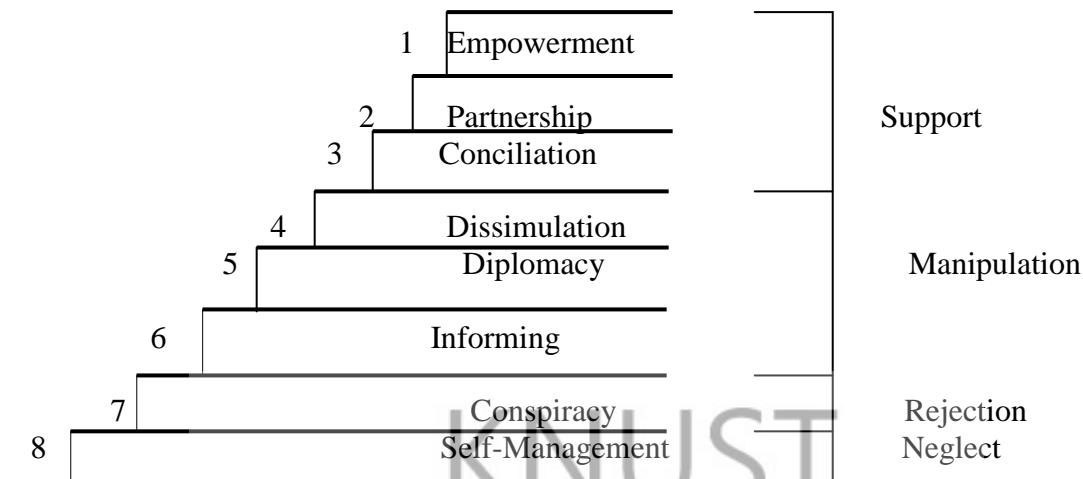
**Source: Arnstein, 1969, cited in Boakye-Agyei, 2009**

Arnstein's (1969) typology for participation differentiates various levels of participation with respect to levels of or access to power and emphasises citizen control which is a key aim of participation. This typology sees citizen participation as power redistribution which provides opportunity for the poor and marginalized to be involved consciously in future decision making process (Boakye-Agyei, 2009). The ladder depicts participation as essentially a power struggle between citizens trying to move up the ladder, while controlling organisations and institutions, limiting their rise to the top by barring citizens' abilities to claim control or power for themselves (ibid).

Choguill (1996) and some other writers have disagreed with Arnstein's participation ladder since citizens' access to control is not the only rationale for participation. In reviewing Arnstein's participation ladder in the context of development, Choguill (1996) argued that individuals resort to self-management as the sole option when abandoned by the state due to lack of government support. To tackle the issues of community power in the political sphere and performance in urban services provision (eg, housing), Choguill developed a framework for community participation suitable for developing nations. This is shown in figure 2.2. She placed self-management at the bottom of the ladder instead of manipulation as represented by Arnstein.



**Figure 2.2: A Ladder of Community Participation for developing Countries**



*Source: Adapted from Choguill, M.B. Guaraldo, 1996.*

Other dimensions raised by the International Association of Public Participation (IAP2) is whether having control should be the only aim of participation or successful participation can only occur relative to external power. They suggested a framework with a range of five goals to be the centre of participatory typology. Their framework (table 2.1) indicates the goals for participation as informing, consulting, engaging, collaborating and empowering citizens. Their typology of participation shows the possible kinds of engagement with stakeholders and communities and depicting the rising degree of public impact as one moves from “inform” through to “empower”. In spite of the dimensions highlighted by the framework, it does not give direction as to how the goals can be attained.

**Table 2.1: IAP2 Participation Participatory Framework**

	Inform	Consult	Engage	Collaborate	Empower
Goal	Provide the public with balanced and objective information to assist them in understanding the problem, alternatives, opportunities, and/or solutions	Obtain public feedback on analysis, alternatives, and/or decisions	Work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered	Partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution	Place final Decision making authority in the hands of citizens

*Source: Adapted from the International Association for Public Participation (IAP2).*

To deepen appreciation of participation in a linear mode, Pretty et al. (1995) note that focus has drifted to quality and impact assessment of participation instead of just advancing the degrees of participation. The participation typology they proposed (table 2.2) underscores the roles and responsibilities of individuals, communities and authorities engaged in participation, named as “passive participation”, “participation in information giving”, “participation by consultation”, “participation for material incentives”, “functional participation”, “interactive participation” and “self-mobilization”. This proposal is regarded as a means of assessing the way the people make use of participation, especially in ascertaining conflicting opinions on why and how participation is being utilised at every particular level in a process.

**Table 2.2: Pretty’s Typology on Participation**

Type of Participation	Meaning
Passive Participation	People participate by being told what is going to happen or has already happened. It is a unilateral announcement by an administration or project management without any listening to people’s responses. The information being shared belongs only to external professionals.
Participation in Information Giving	People participate by answering questions posed by extractive researchers using questionnaire surveys or similar approaches. People do not have the opportunity to influence proceedings, as the findings of the research are neither shared nor checked for accuracy.
Participation by consultation	People participate by being consulted, and external agents listen to views. These external agents define both problems and solutions and may modify these in the light of people’s responses. Such a consultative process does not concede any share in decision-making, and professionals are under no obligation to take on board people’s views.
Participation for material incentive	People participate by providing resources, e.g. labour, in return for food, cash or other material incentives. Much on-farm research falls in this category, as farmers provide the fields but are not involved in the experimentation or process of learning. It is very common to see this called participation, yet people have no stake in prolonging activities when the incentives end.
Functional Participation	People participate by forming groups to meet predetermined objectives related to the project, which can involve the development or promotion of externally initiated social organization. Such involvement does not tend to be at early stages or project cycles of planning, but rather after major decisions have been made. These institutions tend to be dependent on external initiators and facilitators, but may become self-dependent.
Interactive Participation	People participate in joint analysis, which leads to action plans and the formation of new local institutions or the strengthening of existing ones. It tends to involve interdisciplinary methodologies that seek multiple objectives and make use of systematic and structured learning processes. These groups take control over local decisions, and so people have a stake in maintaining structures or practices.
Self-Mobilization	People participate by taking initiatives independent of external institutions to change systems. Such self-initiated mobilization and collective action may or may not challenge existing inequitable distributions of wealth and power.

*Source: Adapted from Pretty et al., 1995.*

In practice, all of the forms and meanings of participation identified in the kind of typologies referred to here may be found in a single project or process, at different stages.

According to Boakye-Agyei (2009), most of these authors have been eluded by a critical part of participation which is a more complicated set of correlations that are associated with most participatory processes. He continues that many of the typologies argue that roles and responsibilities vary only in relation to varying degrees of power; hence neglecting upcoming roles which necessarily are not based on power but on their interest in a particular circumstance, eg, a community project. Again, some of the typologies lack context and offer little clues on how participation could be started as a shared process between all the stakeholders in the intervention (ibid).

Also, the typologies discussed above did not expound on the types of participants who play a role in local community projects but rather distinguish the kinds and levels of participation. It would be useful if typologies in the future would be able to clarify stakeholders that participate, those that are excluded as well as the self-excluded.

## **2.6 Meaning of Development**

In the 1950s and 1960s development was defined and/or measured mainly in economic terms. Degrees of development or underdevelopment were measured often in terms of national income. The two (2) most common indicators of development were the average annual rate of growth in national income and per capita income.

According to Rogers (1969), development is a type of social change in which new ideas are introduced into special system in order to produce higher per capita incomes and levels of living through more modern production methods and improved social organization. To Todaro and Smith (2009), in strict economic terms, development has traditionally meant the capacity of a national economy whose initial economic condition has been more or less static for a long time to generate and sustain an annual increase in its Gross National Income (GNI) at rates of 5 percent to 7 percent or more.

This view has undergone significant changes. In the 1970s, development was equated to the “fulfilment of basic needs” after the “Cocoyoc Declaration”. Various definitions emerged afterwards. Fletcher (1976) understands development as the actualization of an

implicit potentiality. It can be said from this definition that any change that advances positive dimensions in society is development.

Myrdal (1973) in his definition of the term noted that it is “the upward movement of the entire social system”. Myrdal’s social system encompasses both economic and non-economic factors including health, education, recreation, water, employment and other social and economic needs. It can be inferred from this definition that development is multifaceted in both concept and actuality.

According to Hopkin (1984) development is understood to be change directed at the achievement of stated goals and objectives. Thompson (1981) defines the term as “directing and controlling the process of change to create the kind of society we wish to see (goals or objectives)”. These authors saw development as change measured against set goals and objectives.

Development has been treated as a multidimensional process, involving major changes in social structures, acceleration of economic growth, reduction of inequality and eradication of absolute poverty (Mohammad, 2010). This process deals not only with the ideas of economic betterment but also with greater human dignity, self-reliance, security, justice and equity (Nazneen, 2004).

Development concept is applied in various disciplines. In development economics, ‘development’ means “improvement in a country's economic and social conditions” (Mohammad, 2010).

The quest for an international development agenda to guide the fight against poverty and achieve sustainable development led to the development of a common set of International Development Goals (IDGs) in 1996 (Economic Commission for Africa & African Union Council, 2008). The International Development Goals (IDGs) indeed were the results of an attempt by the Organization for Economic Co-operation and Development Assistance Committee (OECD) to review past experiences and develop effective mechanisms to address the development gaps in the global economy (ibid).

Building on the International Development Goals (IDGs), one hundred and eighty-nine (189) United Nations member countries at the 2000 Millennium Summit, adopted these goals in a declaration for a common development framework to improve upon the lives of people living in extreme poverty.



The eight MDGs derived from the Millennium Declaration set time-bound and quantifiable indicators and targets aimed at halving the proportion of people living below the poverty line, improving access to primary education, promoting gender equality, reducing child mortality, improving maternal health, combating and reversing the trends of HIV/AIDS, malaria and other diseases, ensuring environmental sustainability, and promoting global partnership for development between developed and developing countries by 2015 (National Development Planning Commission, 2010). These eight set of clear, measurable and time-bound development goals were expected to generate unprecedented, co-ordinated action, not only within the United Nations system, including the Bretton Woods institutions, but also within the wider donor community and, most importantly, within developing countries themselves (ibid).

In the light of the above, countries across the globe have and continue to monitor the progress and prospects of achieving and attaining the set targets of the Millennium Development Goals (MDGs) in their respective countries.

Development, in this study, is concerned basically with the improved quality of life that can be attained at the grass root level through effective planning and implementation of development projects.

## **2.7 The Development Planning Process**

Shapiro (2001) interpreted planning as the systematic process of establishing a need and then working out the best way to meet the need, within a strategic framework that enables identification of priorities and determination of operational principles. On the part of Mitchell (2002) planning is seen as a process to develop a strategy to achieve desired objectives, to solve problems and to facilitate action. Both definitions recognize planning as a process and the achievement of desired goals in the future.

Hall (1992) noted a fundamental concept in the systems approach to planning. He described interaction between two parallel systems: the planning or controlling system itself, and the system (or systems) which it seeks to control. The systems view of planning was based on the notion that there are all sorts of planning and each constitutes a distinct human activity. Spatial planning is just a sub-class of this general activity called planning. Thus, all planning is a continuous process, seeking to find ways to control the system concerned. The planning process then monitors the effects to see how far the controls have

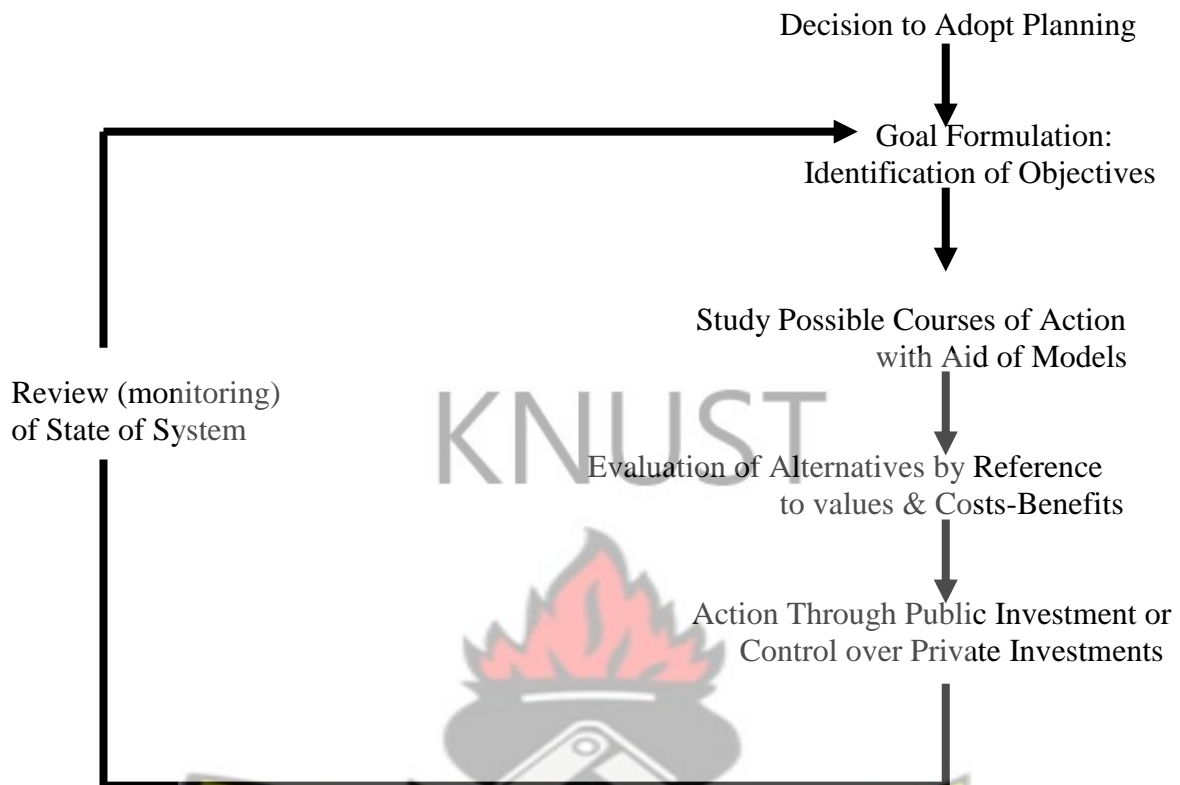
been effective or how far they need subsequent modifications. In such a context, Hall (1992) further compared the conceptualization of the planning process by Chadwick and McLoughlin (Figure 2.3). McLoughlin's concept is the simplest. The process starts with the decision to adopt planning and proceeds to the formulation of broad goals and the identification of detailed objectives. The planners then study the consequences of possible courses of action by using models to simplify the operation of the system. Alternatives are then evaluated in relation to their objectives and the resources available. Finally, the planners take action to implement the preferred alternative. After an interval, the planners review the state of the system and take appropriate action as necessary to bring the system into conformity with the plan. Chadwick's account of the systems view of planning is essentially similar to McLoughlin's in terms of the stages in which the planning proceeds, including the feedback mechanism. The distinction in Chadwick's account is that at each stage in the process, the planners have to interrelate their observations of the system with the development of the control measures they intend to apply to it.

The immediate concern for this group is that the systems approach deviated from the traditional method of planning in both the process as well as the end product. The traditional method attributed to Patrick Geddes as the "survey-analysis-plan" method employed basically the sieve-mapping approach to produce a single detailed blueprint of the desired future end state (Hall, 1992). In the systems approach, the emphasis was on a continuous process, concentrating on the objectives of the plan and on alternative ways of attaining the objectives (Hall, 1992). The emphasis was thus on formulating alternative courses of actions from which the consequences can be traced (i.e. evaluation made) in order to choose the preferred course of action. In essence, there were four stages:

- (1) define goals and objectives;
- (2) generate alternative policies with a view to optimizing objectives;
- (3) translate policies into spatial patterns of development; and,
- (4) evaluate the effects of development patterns against objectives.



**Fig. 2.3: McLoughlin's Concept of System's Planning**



*Source: Hall, 1992.*

## 2.8 Decentralisation and Participation

Decentralization has been said to mean different things to different people at different places at different times. “Decentralisation is usually referred to as the transfer of power from central government to lower levels in a political-administrative and territorial hierarchy (Crook and Manor, 1998, Agrawal and Ribot, 1999). It is any act in which a central government formally cedes powers to actors and institutions at lower levels in a political-administrative and territorial hierarchy (Mawhood, 1983; Smith, 1985). These definitions underscore the importance of local level involvement in decision-making to promote their development. It provides further opportunities to be involved in various aspects of governmental decision or planning process (Oquaye, 1995). It is “the means to allow for the participation of people and local governments” (Morell).

Egbenya (2009) identifies three major forms of administrative decentralization as deconcentration, delegation and devolution and explained them as “while deconcentration is the redistribution of decision making authority and financial management responsibilities among different levels of the central government, delegation, is a more

extensive form of decentralization in which the central government transfers the responsibility for decision-making and administration of public functions to semi-autonomous organizations not wholly controlled by the central government, but ultimately accountable to the government. Devolution is a situation in which the government transfers responsibilities for services to municipalities that elect their own mayors and councils, raise their own revenues and have independent authority to make investment decisions”.

According to Work (2002), decentralisation attracted attention in the 1950s and 1960s when British and French colonial administrations prepared colonies for independence by devolving responsibilities for certain programmes to local authorities. He continued that in the 1980s, decentralisation came to the forefront of the development agenda alongside the renewed global emphasis on governance and human-centred approaches to human development. Today, both developed and developing countries are pursuing decentralisation policies (Sana 2011).

The term participation became an integral part of developmental process since 1970 during which same period, decentralization also gained much recognition from the developmentalists toward effective and efficient management of development activities. ‘Decentralization’ and ‘participation’ look like twin sisters; where participation was identified as one of the goals of development, decentralization was considered a means to achieve it or when decentralization was seen as a reform package, participation was regarded as one of its vital objectives (Mohammad, 2010). Because of the paradigm shift in the concept of governance with its focus on ‘decentralization’ and ‘participation’, the second half of the 20th century saw the rise of local government institutions in various parts of the world (ibid).

## **2.9 Decentralisation Process in Ghana**

The history of Ghana’s decentralization system as traced back by Aryee (2000) dates back to the colonial period when the British authorities introduced the system of indirect rule in 1878 lasting until 1951. The native authorities were starting point before the introduction of the indirect rule system under the leadership of Gordon Guggisberg. The main feature of these systems was the heavy reliance on traditional authorities mainly chiefs and their elders.

A change came after independence, but it was in 1974 that considerable modification occurred under the Local Government Act, Act 359, 1971, which could not be implemented due to an interruption in the national governance. Significant changes were made to Act 359 under the Local Administration (Amendment) decree, NRCD 258, 1974 for implementation to begin (MLGRD, 2005).

The 1974 local government structure created one common monolithic structure (District Councils) to which was assigned the responsibility of the totality of government at the local level. Though well-intentioned it never worked. Between 1974 and 1988, the practical experimentation with the single hierarchy model revealed even more serious flaws than its predecessor model. The reforms of 1988 backed by the Local Government Law (PNDCL 207) were aimed at combining the better of the two models and also give effective meaning to decentralisation.

The major breakthrough came in 1994 with the coming into force of the 1992 Ghana Constitution and the passing of the Local Government Act, Act 462 in 1993. Other laws enacted to further strengthen the decentralisation process and to encourage greater participation in governance were the Civil Service Law of 1993, the National Development Planning Commission Act of 1994, Act 479, the National Development Planning (Systems) Act of 1994, Act 480 and the District Assemblies Common Fund Act of 1993 (Mpare, 2007).

The new local government system is made up of four-tier Metropolitan and three-tier Municipal/District Assembly and depicts the various levels of authority and integrated social, economic, political and spatial development system with the bottom up structures starting from the base, the Unit Committees (Republic Of Ghana, 1993) cited in Agyemang (2010). Hence, the decentralisation process has the following structures or level of authority;

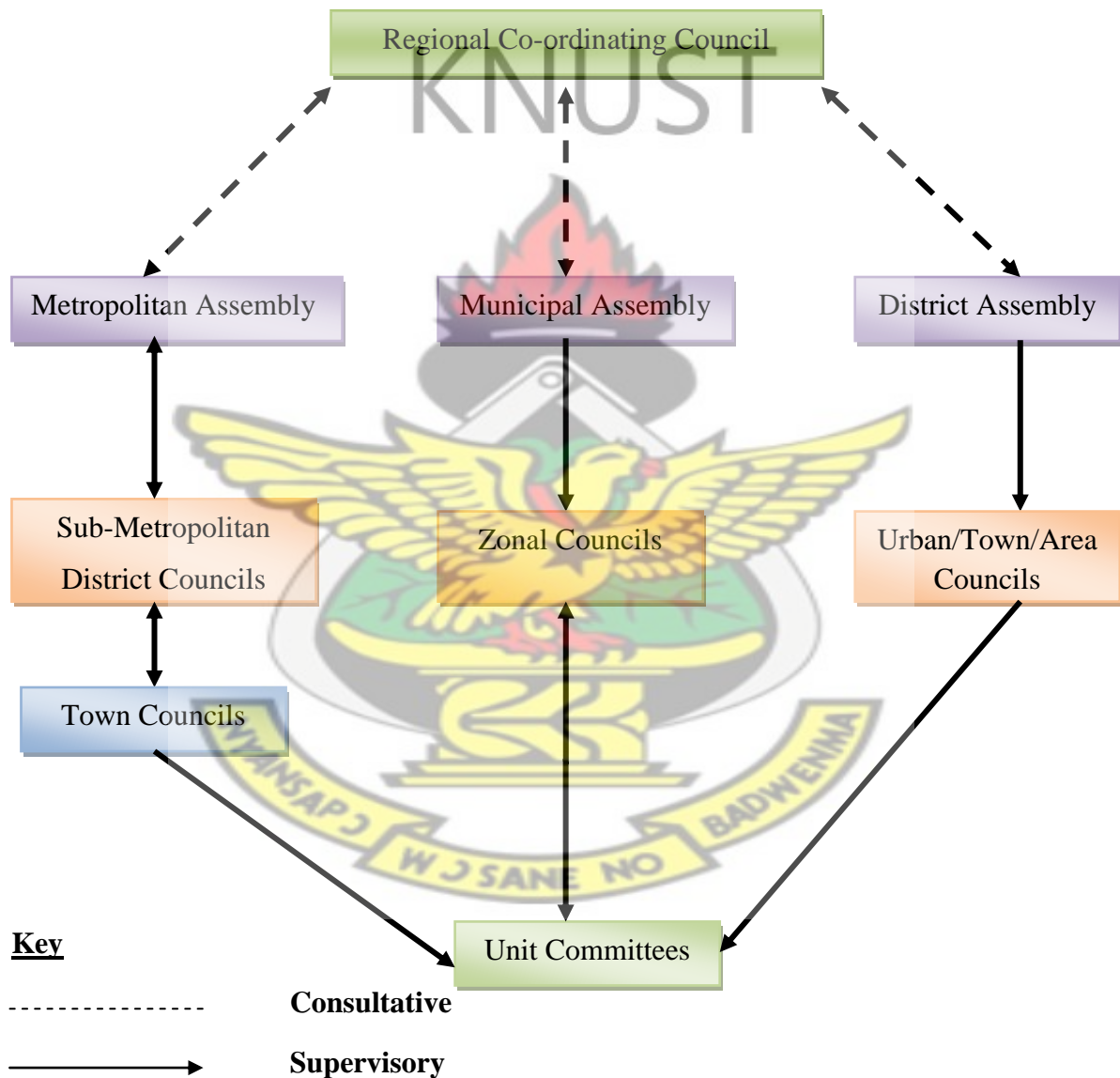
- a. Ministry of Local Government and Rural Development – National level,
- b. The Regional Co-ordinating Councils,
- c. The Metropolitan, Municipal and District Assemblies,
- d. The Sub-District Structures (Sub- Metropolitan, Urban/Town/Area/Zonal Councils and Unit Committees).

The programme has operated on four main interrelated pillars, namely political decentralization, administrative decentralization, decentralized planning and fiscal

decentralization and over the years a fifth piece, public-private partnerships, has assumed increasing importance (MLGRD, 2010).

Currently, there are six (6) Metropolitan, forty-nine (49) Municipal and one hundred and sixty-one (161) District Assemblies in Ghana. The new local government structure is depicted below;

**Fig 2.4: The New Local Government Structure in Ghana**



*Source: Ministry of Local Government and Rural Development, 2005*

### **2.9.1 The Regional Co-ordinating Councils**

There are ten (10) Regional Co-ordinating Councils (RCCs) for each of the ten (10) regions of Ghana headed by Regional Ministers (RMs) appointed by the President. Other



members of the RCC apart from the RM are the Deputy Regional Minister (s), the Presiding Members and District Chief Executives (DCEs) from all the districts within the region and two chiefs from the Regional House of Chiefs elected by the chiefs. Others are the regional heads of the decentralised Ministries in the region but without voting right. The RCCs are chaired by the RMs with the Regional Co-ordinating Directors (RCDs) as Secretaries. As its main function, the RCC monitors, co-ordinates and evaluates the performance of the District Assemblies in the Region (Act, 462).

### ***2.9.2 The District Assemblies***

The District Assembly (DA) is the backbone of the decentralisation programme in Ghana. Article 241 (3) and Act 462 stipulate that DAs are the highest political and administrative authorities in the district, with deliberative, legislative and executive powers. A DA comprises two-thirds or 70 percent elected and one-third or 30 percent appointed members with the DCE as an ex-officio member and the District Co-ordinating Director (DCD) as the Secretary. Heads of decentralised departments are allowed to partake in General Assembly meetings to provide technical support and expert advice on issues. Meetings of the General Assembly are presided over by the Presiding Member elected from among the members.

There is the committee structure of which the Executive Committee (EC) is the most significant, responsible for general policy and overall development planning. The EC is composed of the chairpersons of the various sub-committees and it is chaired by the DCE. Under the EC are five statutory sub-committees consisting of Assembly members and heads of decentralised departments that deal with specific subjects. These are the Development Planning, Finance and Administration, Works, Social Services and Justice and Security sub-committees. The sub-committees report to the General Assembly through the EC. The Assembly can form other sub-committees to deal with other specific issues when the need arises.

Every DA has decentralised departments that assist in administrative duties. There is also the District Planning Co-ordinating Unit (DPCU) which is the technical wing of the Assembly and it is headed by the DCD.

### ***2.9.3 Town/Area Councils***

These are found in the Metropolitan and District Assemblies. In the District Assemblies, Town Councils are established for settlements with population between 5,000 and 15,000



and Area Councils for a number of settlements/villages which are grouped together but whose individual settlements have population of less than 5,000. They are essentially rallying points of local enthusiasm in support of the development objectives of District Assemblies.

#### **2.9.4 Unit Committees**

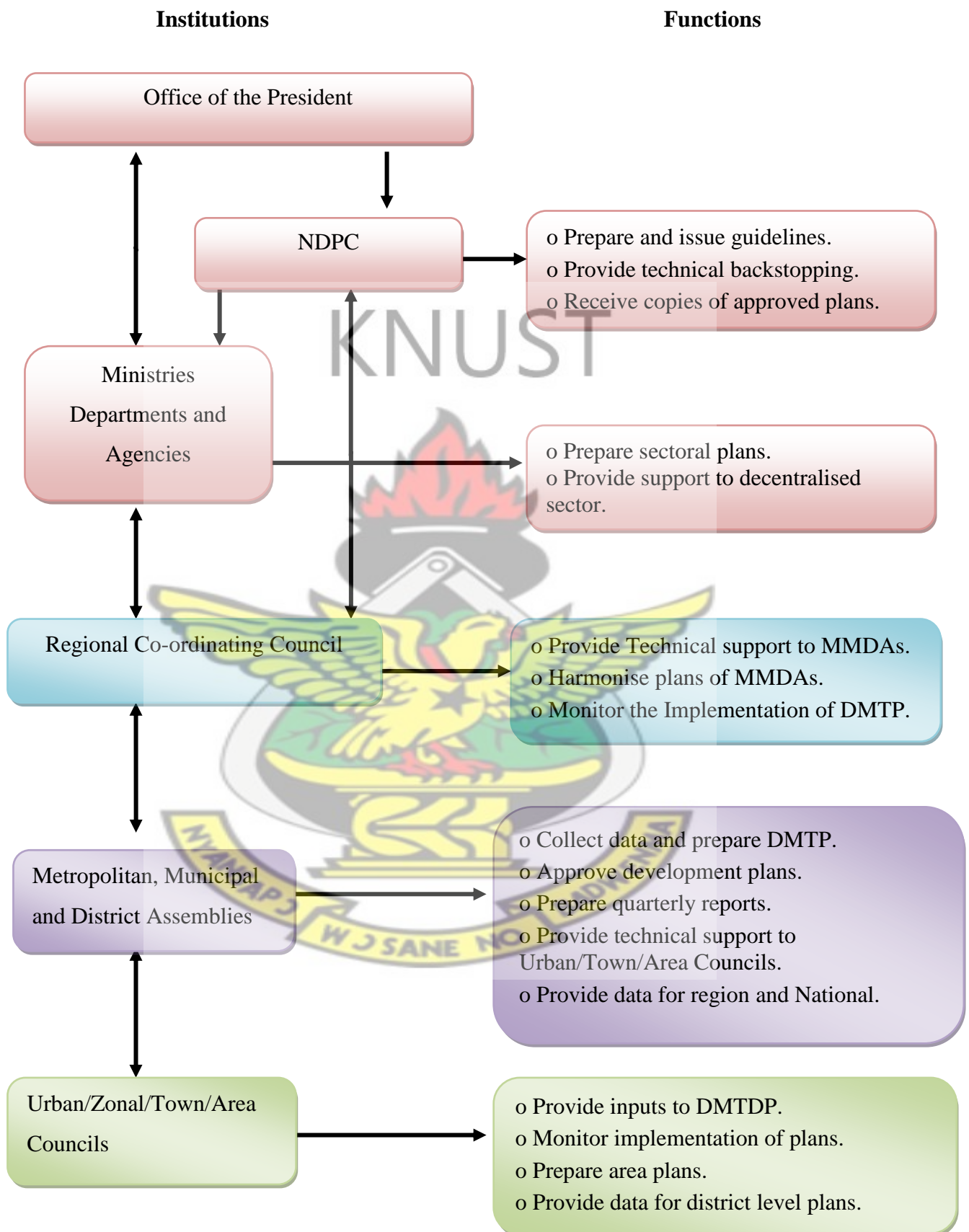
Unit Committees form the base structure of the new local government system. A Unit is normally a settlement or a group of settlements with a population of between 500 and 1,000 people in the rural areas and a higher population (1,500) for the urban areas.

#### **2.10 Development Planning Process at the District Level**

Embedded in Ghana's decentralisation programme is the planning process. Articles 86 and 87 of the 1992 Constitution and the National Development Planning Commission Act, 1994, (Act 479) established the National Development Planning Commission (NDPC) to co-ordinate and regulate the decentralised national development policy system in accordance with the National Development Planning (Systems) Act, 1994 (Act 480). In line with this, the NDPC prepares/issues national development policy frameworks and guidelines for the preparation of district plans as specified under sections 1(3, 4), 2 to 11 of Act 480. Metropolitan, Municipal and District Assemblies (MMDAs) are therefore required to prepare their medium-term plans in accordance with these guidelines. RCCs co-ordinate and harmonise development plans from districts under their jurisdiction.

Act 462 stipulates that among other functions, MMDAs are responsible for the overall development of the district and shall ensure the preparation of development plans. Again, both Act 462 and Act 480 designate MMDAs as planning authorities at the local level. Act 462, section 46 (3) established District Planning Co-ordinating Units (DPCUs) to assist Assemblies undertake planning functions.

**Fig. 2.5: Planning Institutions and their functions**



*Source: PMP Book, 2005, adopted from Sana (2011)*

Sana (2011) outlined the following as the essential features of the planning process;

- i. Planning at the district level starts with the communities' problems, goals and objectives from Unit Committee level through the Urban/Zonal/Town/Area Councils to the MMDAs.
- ii. The Sub-Committees of the Executive Committee of the MMDAs must consider the problems and opportunities of the communities, define, prioritise and submit them to the EC.
- iii. The Departments of the MMDAs, sectoral specialists, non-governmental organisations and other functional agencies must confer and collaborate with one another to prepare the district plan.
- iv. The DPCU shall integrate and co-ordinate the district sectoral plans into long-term, medium-term, short-term plans and annual plans and budget for consideration of the EC and debate by the DA.
- v. The approved plan is then sent to the RCC for co-ordination and harmonization with the plans of the other DAs in the region.

The implication is that the planning process is bottom-up as it starts with the communities.

### Summary

As a concept, stakeholder has referred to various things to different users, but always questioning who is being involved. The question of "who" relates to the interest or stakes a group or persons may have in a specific activity. Mostly, there is more than one answer to the question of who should participate in specific processes.

It can be argued that highlighting the historical, contextual and social development priorities of local communities is essential for effective participation for development. Stipulated that each community has its own unique historical and varied social development priorities, then it is imperative that participatory strategies move away from the predominant blue print style of project planning and implementation to more flexible and adaptable approaches that are socially sensitive and can allow participation to evolve and shape itself in the context of its key stakeholders.

Participation was justified as a prerequisite to, and catalyst for, sustainable socio-economic development and general societal well-being.

Planning is a conscious, organised and continuous process and the attainment of set objectives.

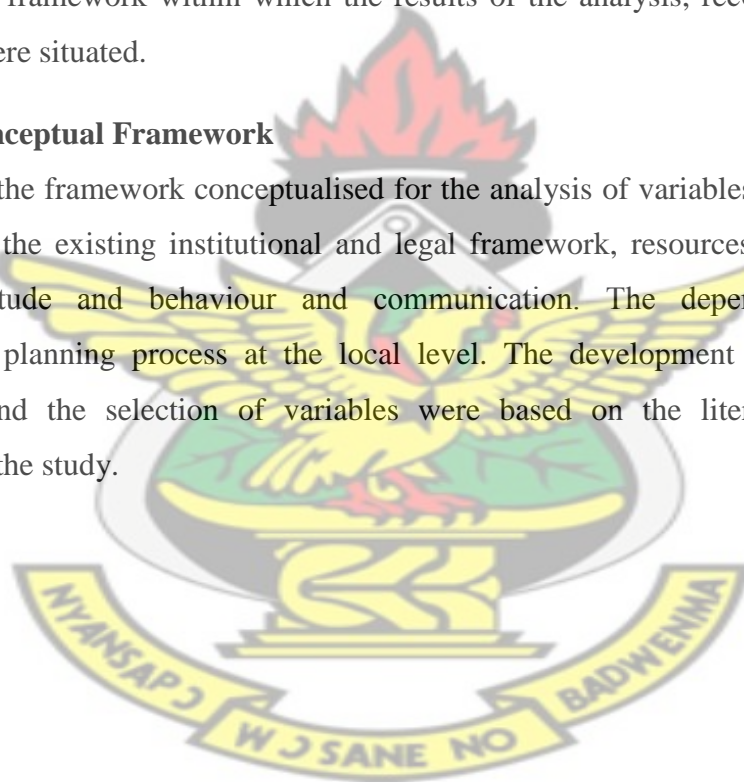
Ghana's decentralisation process sought to promote grassroots participation (i.e. bottom-up approach) in the development planning process. Development planning at the local level is dependent on the planning capacity and resources at the local level.

The role of the sub-structures in the planning process is not well defined in the various Planning Acts in Ghana. The level of their involvement is left to the discretion of the District Assemblies.

The literature review provided the basis for the methodology adopted for the study. It also served as the framework within which the results of the analysis, recommendations and conclusion were situated.

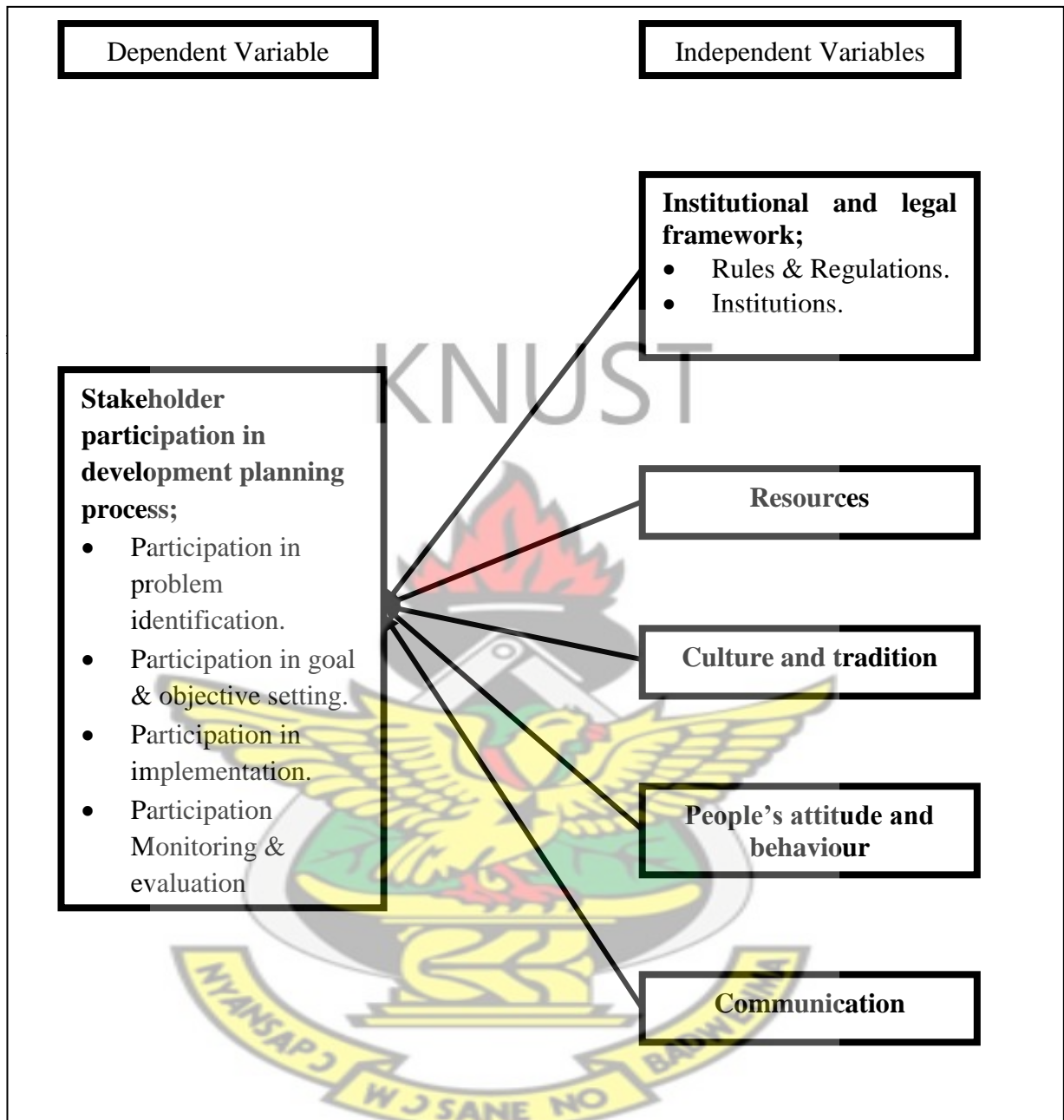
### **2.11 The Conceptual Framework**

Figure 2.6 is the framework conceptualised for the analysis of variables. The independent variables are the existing institutional and legal framework, resources, culture/tradition, people's attitude and behaviour and communication. The dependent variable is development planning process at the local level. The development of the conceptual framework and the selection of variables were based on the literature review and objectives of the study.





**Fig. 2.6: Conceptual Framework**



*Source: Author's Construct, November, 2013*

### ***2.11.1 Operational Definition of Variables***

#### **Independent Variables**

- a. **Institutional and legal framework:** Structures and laws must exist to facilitate and establish procedures to guide stakeholder's participation in development planning process at the local level. These institutions and laws must bring the planning process to the door step of stakeholders at the local level. In this instance, mention can be made of such institutions as DA, Town/Area Councils (TAC) and Unit Committees (UC) and such laws as Act, 462 and Act 480, etc.
- b. **Resources:** Established institutions would require funds and personnel to effectively discharge their functions. A well resourced DA or TAC would be in a position to undertake stakeholder analysis and appropriately engage stakeholders in the planning process. It can also train stakeholders as a way of equipping them with the requisite skills to meaningfully participate in the planning process.
- c. **Culture and tradition:** Culture and tradition of the local people may affect their participation in development planning process either positively or negatively. For example, a tradition that promotes discrimination against certain category of people in the society say People With Disabilities (PWDs), would limit the inputs of PWDs into the planning process, hence, their felt needs may not be adequately elicited.
- d. **People's attitude and behaviour:** Attitude and behaviour of people can impact on their participation in the planning process. Where stakeholders are unsatisfied with their level of participation, they may become apathetic towards the planning process and would therefore not contribute effectively to the planning process.
- e. **Communication:** Communication is necessary for effective participation in development planning as it serves as means for information dissemination and sharing among stakeholders. Through communication, development issues and community needs can be elicited and disseminated.

## **CHAPTER THREE**

### **RESEARCH APPROACH AND METHODOLOGY**

#### **3.1 Introduction**

This chapter presents an overview of methodology and procedures applied in this study. It describes the process that was employed to collect and analyze data in order to explore and measure the level of stakeholder participation in decision making process as well as development planning process at the local government level.

#### **3.2 Research Design**

The research adopted a case study approach to obtain necessary data and examine the extent of stakeholder participation in the planning process. A case study according to Bromley (1990) is a systematic inquiry into an event or a set of related events which aim to describe and explain the phenomenon of interest. Yin (1984 cited by Zucker, 2001) also defines case study research method as an empirical inquiry that investigates a contemporary phenomenon within its real-life context; when the boundaries between phenomenon and context are not clearly evident; and in which multiple sources of evidence are used. Soy (1997 cited by Zucker, 2001), also argues that, with careful planning, detailed study of the real issues and problems, success can be achieved with the use of case study in a research process.

The researcher adopted this approach because it allows the use of multiple sources of evidence, thus improving the quality of data for the study as it enables the validation of one source of data by another source. Again, it affords the researcher an opportunity to study the evolution of decentralized development planning in Ghana and stakeholder participation in the process. Furthermore, because the researcher has very little control over the phenomenon under investigation, the case study design is a more appropriate method to be employed for the study. Finally, this approach would enable the researcher to learn from practice, as it would enhance better understanding of the concept of stakeholder participation in development planning process at the local government level in Ghana.

#### **3.3 Data Sources**

Both primary and secondary data were obtained for the research. The researcher reviewed relevant literature from secondary sources to support or refute arguments and conclusions

about the subject matter. Such secondary sources included journals, publications and the internet.

### **3.4 Data Collection Instruments**

The research involved two levels of data collection, namely, the Municipal level and the Zonal Council/community level. The municipal level constitutes the actual policy implementation level. The Zonal Council serves as the vital link between the Municipal Assembly and the communities and assists in the planning and implementation of development programmes and projects. The community level constitutes the main focus of the empirical analysis of the actual implementation process adopted at the Municipal level.

In the study, various data collection instruments such as questionnaire, semi-structured interview and interview guides were used. These instruments were used to ensure a thorough examination and understanding of the phenomenon and dynamics of participation of stakeholders in development planning process and the effects on programmes and projects delivery in the study area.

At the institutional level, structured interviewing approach – referred to as a formal interview with written questions in the form of questionnaires was employed. Questionnaires were administered at the selected key institutions, i.e. Municipal Assembly and Decentralized Departments, for the study. These questionnaires consisted of both closed ended and open-ended questions. The closed ended questions were applied when responses to a given question were limited or when the question dealt mainly with quantitative and factual issues. On the other hand, where the responses to question were unlimited and could not be precisely determined or where the responses dealt mainly with qualitative and opinion related issues opened ended questions were used.

Semi-structured interview formats were employed to collect data at the Zonal Council/Community level. The questionnaires consisted of both closed ended and open-ended questions.

### **3.5 Sampling Methods**

The study employed the multi-stage sampling technique namely the purposive sampling method; which is a non-probability sampling method and the simple random technique which falls under the probability type of techniques. This multi-stage sampling technique involves the use of a combination of various sampling techniques at different levels/stages



of sampling. For instance, purposive sampling technique was used for selecting key institutions such as the Municipal Assembly as well as the key informants. The purposive sampling was used where the sampling units are selected because they satisfy certain criteria of interest. The key informants like elected Assembly Members, Unit Committee Members, Chiefs and MPCU members who have knowledge and role to play in the planning process were the focus of the study.

Again, random sampling method was used to select sample units for the interview after a sample size had been determined. Five (5) Zonal Councils were randomly selected from the total of seven (7) for community meetings to ascertain grassroots participation in the planning process and the effects.

### 3.6 Sample Size Determination

The total sample frame for the study is 105,077 (details shown in table 3.1). The research used the mathematical sample determination model to determine the number of key informants to be interviewed. This model was adopted because it is more scientific and caters for margins of error and the distribution of the sample over the frame. The mathematical sampling model below was used:

$$n = N / 1 + N (\alpha)^2$$

Where:

**n** = the sample size

**N** = the sample frame

**α** = margin of error (0.05)

Based on the above formula, the total number of key informants selected for the interview was 496. However;

- i. Based on the researcher's time and knowledge, purposive sampling method was used to select seven (7) MPCU members/departments which are of more pro-poor concern. That is, Planning, Education, Health, Water, Agriculture, Works and Trade and Industry. Five (5) Chiefs were selected based on their commitment to development activities.
- ii. Due to limitations of time and other resources the researcher interviewed only 50% of the sample population of the Assembly members, Unit Committees and Community members. Thus, twenty (20) Assembly members, twenty (20) Unit

Committee members and one hundred and ninety-nine (199) community members were interviewed. The selected Assembly members and Unit Committee members were those who had their mandate renewed in 2010; and therefore were in office during the preparation of at least the 2010-2013 medium-term development plan, which falls within the time scope of the research.

The one hundred and ninety-nine (199) community members were proportionately distributed based on the populations of the selected Zonal Councils. This is shown in table 3.1 below.

**Table 3.1: Distribution of Community Members by Zonal Council**

Zonal Council	Population	Percentage (%)	Community Members Alloted
Somanya	49,185	46.8	93
Nkurakan	21,470	20.5	41
Oterkpolu	17,825	16.9	34
Klo-Agogo	10,078	9.6	19
Obawale	6,413	6.1	12
<b>Total</b>	<b>104,971</b>	<b>100</b>	<b>199</b>

*Source: Author's Construct, January, 2014, based on data from Yilo Krobo M/A*

Therefore the total number of respondents was 251. The detail is indicated in table 3.2.

**Table 3.2: Summary of Proposed Research Respondents**

Sn	Key Informants	Sample Frame	Sample Population	No. to be Interviewed
1.	MPCU Members	11	11	7
2.	Assembly Members (elected)	44	40	20
3.	Chiefs	7	7	5
4.	Unit Committees	44	40	20
5.	Community Members (5 Zonal Councils)	104,971	398	199
	<b>Total</b>	<b>105,077</b>	<b>496</b>	<b>251</b>

*Source: Author's Construct, January, 2014, based on data from Yilo Krobo M/A*

### 3.7 Study Variables

Kreuger and Neuman (2006) cited in Agyemang (2010) define a variable as a concept that varies – this implies that a variable may take on two or more values. The value or the categories of a variable are its attributes. Babbie (2007) also puts it that variables are

logical grouping of attributes. With regards to this study, at the Zonal Council/community level, key variables that were adopted include the following: level of involvement in decision making, development planning process and the effects on development projects and programmes.

At the institutional level, the variables that were adopted for the study are; level of stakeholder's involvement in development planning process and level of capacity of the Assembly for development planning.

### **3.8 Unit of Analysis**

A unit of analysis is 'the what' or 'whom' being studied (Babbie, 2007). Again, Babbie (2007) argues that, units of analysis in a study are usually also the units of observation. He further explains that units of analysis, then, are those examined in order to create summary descriptions of all such units and to explain differences among them. It has also been described as the most elementary part of the phenomenon to be studied. The unit of analysis in this research included: Unit Committee members, Assembly members and chiefs at the community level. At the institutional, heads of decentralized departments, central administration of the Municipal Assembly were also included in the study.

### **3.9 Data Processing**

Data collected were processed by editing, coding and tabulation for analysis. Editing was carried out to detect and eliminate errors in the data. Interviews recorded were also transcribed. The analysis of the data employed both qualitative and quantitative techniques. A qualitative technique which involves descriptive analysis was adopted to analyse information derived and perceptions from the key informant interviews. Quantitatively, statistical application techniques were used to analyse and compare data. Descriptive analysis was also employed to present observations made by the researcher. Whenever possible, interview transcripts and particularly statements were used as direct quotes in the report in order to enrich the presentation of results and to contextualise the discussions.

## CHAPTER FOUR

### THE STUDY AREA AND ANALYSIS OF RESEARCH DATA

#### 4.1 Introduction

This chapter focuses on the profile of the study area and the analysis of the data from the field. It employs qualitative techniques as well as quantitative where necessary. It starts with the analysis of implementation of decentralization policy and decentralized development planning processes at the district level and ends with constraints to stakeholder participation in the development planning process in the study area.

#### 4.2 The Study Area: Yilo Krobo Municipality

##### 4.2.1 Background

Yilo Krobo Municipal Assembly was created in 1988 as a district and became a municipality in 2012 with the passage of Legislative Instrument (L.I.) 2051. It is one of the twenty-six (26) districts/municipalities in the Eastern Region and covers an estimated area of 805 square kilometres. It shares boundaries with Lower Manya Krobo Municipality and Upper Manya Krobo District to the north-east, Akwapim North Municipality and Shai-Osudoku District to the south and New Juaben and East Akim Municipalities and Fanteakwa District to the West (Yilo Krobo Municipal Assembly, 2014).

##### 4.2.2 Demographic Characteristics

According to the 2010 Population and Housing Census (PHC) report, Yilo Krobo has a total population of 87,847 which comprises 42,378 males (48.2%) and 45,469 females (51.8%). This represents 3.3 percent of the population of the Eastern Region. With a growth rate (crude) of about 1.25%, the municipality's population stood at 91,183 as at the end of 2013. About 30.92 percent of the population live in urban centres whilst 69.8 percent live in rural areas. Yilo Krobo has a population density of 109 persons per square kilometre.

##### 4.2.3 Major Economic Activities

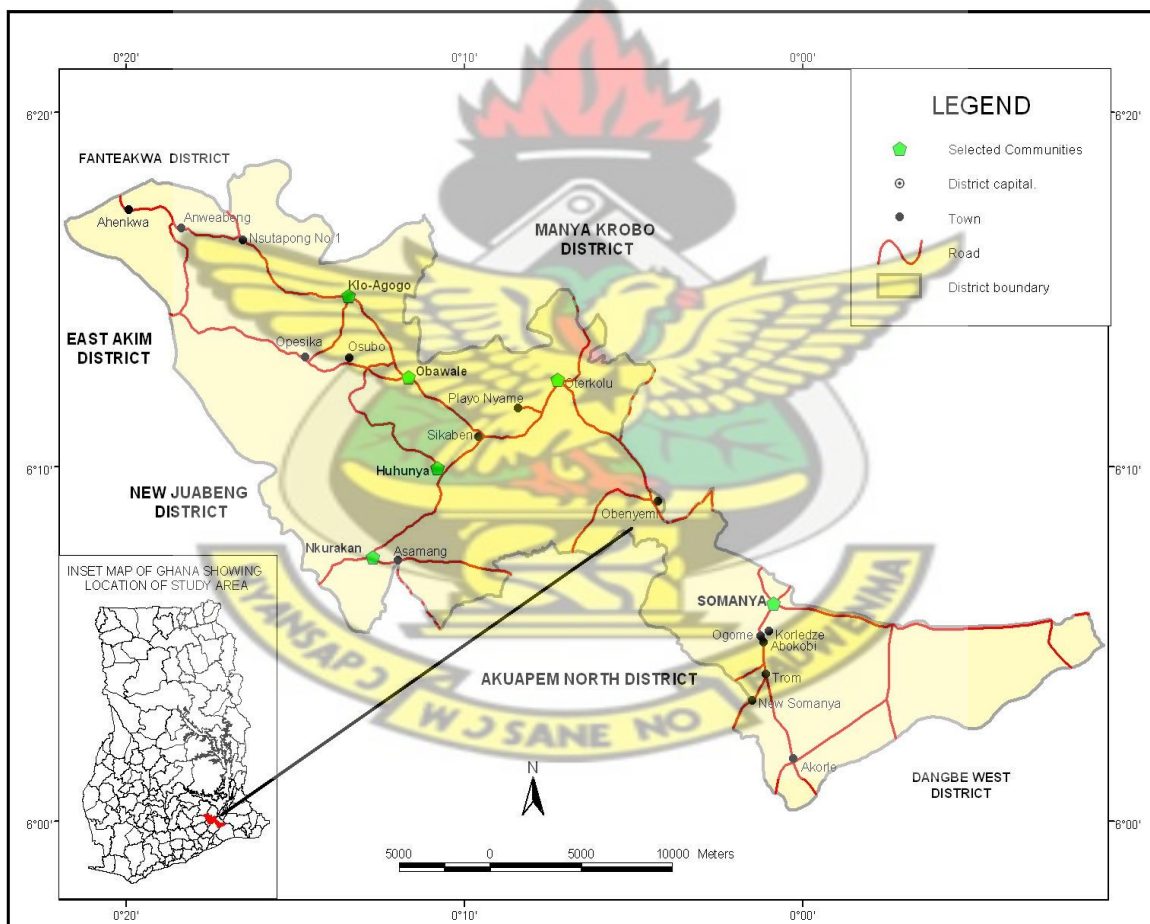
The major economic activities in the municipality are agriculture, services, trading and small scale industrial activities. The 2010 PHC report states that a higher proportion of the population (41.9%) is engaged in skilled agricultural forestry and fishery. The next



occupation is service and sales (21.7%), followed by craft and related trade (18.1%). The least practiced occupation is clerical support (0.9%).

The proportion of males and females in various occupations varies from one occupation to the other. For instance, more males (50.7%) than females (33.6%) are into the skilled agricultural forestry and fishery work while more females (35.4%) than males (17.2%) are in the service and sales sub-sector. The municipality is noted for producing exotic mangoes for both local market and export. Also, a lot of tourist attraction sites abound in the municipality. Boti Falls is one of such sites. Figure 4.1 shows the map of Yilo Krobo Municipality.

**Fig. 4.1: Map of Yilo Krobo Municipality**



*Source: Yilo Krobo Municipal Assembly, 2014*

The main trading activity in the municipality is the sale of provisions and hard wares most of which are imported into the municipality from Accra, Tema and Koforidua. Related businesses in the municipality are pharmacy and chemical shops, restaurants,

hairdressing/barbering salons, repair shops and ICT centres. Banking, micro finance and insurance services also exist in the municipality.

The key types of industries found in the municipality are small-scale manufacturing enterprises and stone quarry. Small-scale manufacturing activities in the municipality include food and wood processing, textiles and dressmaking, brick and tile making, distillery, soap making, pottery, clayware and ceramics, metal fabrication, beads making, mineral water production and block moulding.

#### ***4.2.4 Institutional Arrangements***

The Yilo Krobo Municipal Assembly is the highest political and administrative body in the municipality as prescribed under Ghana's local government system. It has deliberative, executive and legislative powers. The General Assembly which is the highest decision-making body, is made up of 44 elected members, 20 appointed members, 1 Member of Parliament, the Municipal Chief Executive and heads of departments. The Municipal Chief Executive is the political and administrative head of the institution. The Municipal Co-ordinating Director is the head of bureaucracy and provides guidance and direction to all the decentralized departments in the Municipality.

The Assembly was created as a planning authority to plan, execute and supervise the delivery of development interventions for the communities. The Assembly executes its mandate with the support of other decentralised departments using participatory development approaches. The decentralised departments that are currently functioning in the Yilo Krobo Municipality are presented in table 4.1.

**Table 4.1: Decentralised Departments and Units in the Yilo Krobo Municipality**

Sn	Department	Unit
1.	Central Administration	<ul style="list-style-type: none"> <li>• General Administration</li> <li>• District Planning Co-ordinating Unit</li> <li>• Births &amp; Deaths Registry</li> <li>• Information Services</li> <li>• Statistical Service</li> </ul>
2.	Finance	<ul style="list-style-type: none"> <li>• Controller &amp; Accountant General</li> <li>• Rating</li> </ul>
3.	Works	<ul style="list-style-type: none"> <li>• Building</li> <li>• Feeder Roads</li> <li>• Water and sanitation</li> <li>• Rural Housing (*)</li> </ul>
4.	Social Welfare and Community Development	<ul style="list-style-type: none"> <li>• Social Welfare</li> <li>• Community Development</li> </ul>
5.	Physical Planning	<ul style="list-style-type: none"> <li>• Dept. of Town Planning</li> <li>• Parks &amp; Gardens (*)</li> </ul>
6.	Education, Youth and Sports	<ul style="list-style-type: none"> <li>• Education</li> <li>• Youth</li> <li>• Sports (*)</li> <li>• Ghana Library Board (*)</li> </ul>
7.	Agriculture	<ul style="list-style-type: none"> <li>• Dept of Animal Health &amp; Production</li> <li>• Dept. of Fisheries</li> <li>• Dept of Agricultural Extension Services</li> <li>• Dept of Crops Services</li> <li>• Dept of Agricultural Engineering (*)</li> </ul>
8.	Disaster Prevention	<ul style="list-style-type: none"> <li>• Fire Service</li> <li>• National Disaster Management Organisation (NADMO)</li> </ul>
9.	Health	<ul style="list-style-type: none"> <li>• District Health Directorate</li> <li>• Environmental Division</li> </ul>
10.	Natural Resource Conservation	<ul style="list-style-type: none"> <li>• Forestry</li> <li>• Games &amp; Wildlife (*)</li> </ul>
11.	Trade and Industry	<ul style="list-style-type: none"> <li>• Trade (*)</li> <li>• Cottage Industry (*)</li> <li>• Co-operatives</li> </ul>
12.	Transport (*)	
13.	Urban Roads (*)	

**Note:** \* Currently not in existence in the Yilo Krobo Municipality.

**Source:** *Local Government (Depts of DAs) (Commencement) Instrument, 2009 (L.I. 1961)*

Municipal Assemblies are expected to have thirteen (13) decentralised departments under Ghana's local government system. Some of these departments have units operating within them. Data from table 4.1 indicate that 11 decentralised departments are existing and

working in the Yilo Krobo Municipality, but six (6) out of this number do not have the full complement of the units to enable them discharge fully their mandated functions to the benefit of the municipality.

Heads of these departments are required to provide survey data gathered from their sectors and communities to the Municipal Planning Co-ordinating Unit (MPCU) for the establishment and updating of database for the municipality. They also participate in meetings of the MPCU and submit quarterly and annual departmental reports to the Assembly for harmonisation and consolidation into composite quarterly and annual progress reports.

However, Directorates of Health and Education still hold greater allegiance to their respective Ministries as the laws that would make them departments of the Assembly are yet to be amended. Minutes of MPCU meetings show that heads of these departments hardly participate in MPCU meetings. Records at the MPCU Secretariat of the Yilo Krobo Municipal Assembly indicate that the heads of these two (2) departments never participated in any of the four (4) quarterly meetings held in 2012 and 2013 respectively. Rather they appoint their subordinates who keep changing and may not be on top of issues to represent them at such meetings. These negatively affect continuity and consistency in planning and decision-making processes of the Assembly.

At the sub-structure level, the Assembly has seven (7) Zonal Councils namely, Somanya, Oterkpolu, Boti, Nkurakan, Nsutapong, Klo-Agogo and Obawale. Also established are forty-four (44) Unit Committees.

#### **4.3 Analysis of Survey Data**

##### ***4.3.1 Community Participation in Decision-Making***

The research sought to ascertain the extent of participation of citizens in development planning process at the grassroot level. Interview of key informants namely; Assembly members, unit committees and traditional rulers assessed their involvement in development planning process in terms of decision making, planning, implementation, monitoring and evaluation in their communities.

The various mode of participation in the governance process at the municipal level by the key informants are indicated in table 4.2. It can be seen from the table that the twenty (20) Assembly members interviewed responded that they have been taking part in decision-



making. The reason assigned is that in accordance with their mandate as representatives of the electorate, Assembly members forward concerns of the citizens to the Municipal Assembly and also inform the people at the grassroot about the decisions of the Assembly regarding policies, programmes and projects. Additionally, Assembly members deliberate and approve or disapprove of policies, programmes and projects at General Assembly meetings. The central administration therefore cannot implement any policies, programmes and projects without their consent. This gives them authority; thus making them indispensable in the decision making process.

Similarly, from the same table, 95% out of the 20 Unit Committee members surveyed pointed out that they were involved in decision making. They explained that they have been holding meetings with the Assembly members under whose electoral areas their units fall. Therefore they believed that their views were transmitted to the Assembly by the Assembly members. Thus, by implication, their involvement in decision making was indirect.

In the same vein, 80% of traditional rulers interviewed said they were involved in decision making because they were consulted by Assembly and Unit Committee members on issues affecting their traditional areas and were therefore of the opinion that their views reached the Municipal Assembly. By implication, this is also indirect.

For instance, 20 out of 35 projects captured in the Community Action Plans (CAPs) prepared by 30 communities appeared in the Area Plans prepared by Boti, Obawale and Nsutapong Zonal Councils (then Area Councils) under the Community Based Rural Development Project between 2006-2009. The process was facilitated by members of these Zonal Councils and Assembly Members. Sixteen (16) out of the twenty (20) projects in the Area Plans reflected in the 2006-2009 medium-term development plan of the municipality. Hence, views of Unit Committee members and traditional rulers transmit to the Assembly to a greater extent.

Both the Unit Committee members and the traditional rulers surveyed related further that whenever Assembly officials intended to undertake community work, they (Assembly officials) contacted the Assembly members who in turn liaised with them before the work proceeded.

The planning stage saw 75% of Assembly members responding that they were involved in the planning process by the Municipal Assembly as depicted in table 4.2. Sixty percent (60%) each of the Unit Committee members and traditional rulers questioned respectively also said they participated. Further, the public hearing report at the MPCU Secretariat of the Assembly on the public hearings organised during the preparation of the 2010-2013 Medium-Term Development Plan shows that only five (5) out of fifty-two (52) Assembly members and thirty-six (36) out of one hundred and ten (110) Unit Committee members did not participate.

Of the three (3) categories of respondents, the Assembly members had the highest level of participation.

The Municipal Planning Officer (MPO) in his explanation stated that during the preparation of the Medium-Term Development Plan (MTDP), 2010-2013, the MPCU under the leadership of the Community Development Officer (CDO) specifically, targeted and mobilized Assembly and Unit Committee members as well as traditional rulers amongst other stakeholders to participate in community fora and other meetings forming part of the planning process. He said their participation enabled the Assembly to identify the real needs at the grassroots.

The Assembly members advanced that apart from participating in fora and other planning meetings, they discussed and approved of the draft MTDP (2010-2013) at a General Assembly meeting.

Another important stage worth analyzing to ascertain community involvement in the governance process is the implementation of development programmes and projects. From table 4.2, it can be realised that 55% of Assembly members as against 40% of Unit Committee members answered that they were involved in the implementation of development programmes and projects in the Municipality. In an explanation, the Assembly members argued that apart from the planning process, they also received information about the implementation of programmes and projects during consideration and approval of annual budgets of the Assembly. They however, noted that it was only the Assembly members under whose electoral areas the programmes and projects were executed were involved in the implementation process. Additionally, they mobilized

community members to offer communal labour where it was necessary to support project implementation.

The Unit Committee members interviewed revealed that they usually participated in project execution only when their services are required to mobilize community members to provide communal labour.

Of the traditional rulers interviewed, 60% responded that they were involved in programme and project execution because being custodians of the land, the Assembly usually sought their support when acquiring land to site the projects. Again, being community leaders they were pre-informed and their consent sought before programmes were organised in the communities.

The outcome of the survey relating to the monitoring and evaluation (M & E) stage is not different from that of the implementation. As can be inferred from table 4.2, 55% of Assembly members, 40% of Unit Committee members and 60% of traditional rulers responded that they were involved and the reasons they advanced were not different from those put forward for the implementation stage.

The Planning Officer revealed that the Municipal Assembly was conscious of the requirements under the Functional Organisational Assessment Tool (FOAT) introduced since 2007 to assess Metropolitan, Municipal and District Assemblies (MMDAs), where those who qualify receive funding to implement their programmes and projects. He said the minimum conditions and performance measures of the FOAT covered participation in development planning activities of MMDAs. Thus, the Assembly took steps to meet the requirements to enable it qualify.

Generally, the analyses indicate that grassroots participation in the Yilo Krobo Municipality was fairly high. This agrees with Khan's definition of participation as "people's involvement in decision-making, implementation, benefit-sharing and in evaluation of programmes".

**Table 4.2: Extent of Key Informants Involvement in Development Planning Process at the Local Level**

Key Informants / Mode of Participation	Frequency of Responses										
	Responses	Decision Making		Planning		Implementation		Monitoring & Evaluation		Average Total Score	Average % Score
		No.	%	No.	%	No.	%	No.	%		
Assembly Members	Yes	20	100	15	75	11	55	11	55	57/4=14.3	14.3/20*100=71%
	No	0	0	5	25	9	45	9	45	5.8	29%
Unit Committee Members	Yes	19	95	12	60	8	40	8	40	47/4=11.8	11.8/20*100=59%
	No	1	5	8	40	12	60	12	60	8.3	41%
Traditional Rulers	Yes	4	80	3	60	3	60	3	60	13/4=3.3	3.3/5*100=65%
	No	1	20	2	40	2	40	2	40	1.8	35%
<b>Total No. of Responses</b>		<b>45(100%)</b>		<b>45(100%)</b>		<b>45(100%)</b>		<b>45(100%)</b>			
<b>Average Percentage of Responses</b>	Yes		93.3		66.7		48.9		48.9		
	No		6.7		33.3		51.1		51.1		

*Source: Author's Field Survey, April, 2014*



### 4.3.2 Functionality of Sub-Structures

To deepen the decentralization process and facilitate grassroots participation in the planning process, the level of practical functionality of the sub-structures of the system is crucial. Thus, the study sought to verify whether the sub-structures, ie, Zonal Councils and the Unit Committees which are seen as conduit for development at the local level were set-up and functioning as expected. Table 4.3 shows an assessment of the functionality of the sub-structures in the municipality.

**Table 4.3: An Assessment of the Functionality of Zonal Councils in the Municipality**

Zonal Council	Office accommodation	Office furniture	Basic equipment	Staff	No. of meetings held last year	Functionality
Somanya	Yes	No	No	No	No	No
Nkurakan	No	No	No	No	No	No
Klo-Agogo	No	No	No	No	No	No
Boti	No	No	No	No	No	No
Oterkpolu	No	No	No	No	No	No
Nsutapong	No	No	No	No	No	No
Obawale	No	No	No	No	No	No

*Source: Author's Field Survey, April, 2014*

As the result shows, none of the seven (7) Zonal Councils were functioning at the time of the visit. They lacked office accommodation, furniture, equipment and staff. They were not holding meetings too. This is against the Legislative Instrument (L. I.) 1589 and the Local Government Act, 1993, Act 462. It was however, revealed that three (3) of the Zonal Councils namely, Nsutapong, Boti and Obawale benefitted from the Institutional Strengthening and Capacity Building Component of the Community Based Rural Development Project (CBRDP) from 2005 to 2010. Under this intervention, members received training in community based planning and project implementation and monitoring and evaluation. Through such training, the three (3) Zonal Councils facilitated the preparation of community and area/zonal plans in 2006. Additionally, CBRDP provided funds to these Zonal Councils with which each constructed one (1) project which was a priority in their plans. Nsutapong Zonal Council constructed 2-unit Kindergarten School block with office and store at Tsakatsakam, Boti Zonal Council constructed 3-unit classroom block with office and store at Sikalehia while Obawale Zonal Council constructed 4-unit nurses' quarters at Obawale. Unfortunately, the Municipal Assembly could neither sustain these efforts nor replicate them in the other Zonal Councils.

Discussions with the Municipal Co-ordinating Director revealed that the Assembly would reconstitute the Zonal Councils which would be followed by training and provision of office buildings, furniture and equipment. He continued that in the interim, National Service Persons would be posted to the Councils as secretaries while steps are taken to employ secretaries, treasurers and messengers as required by LI 1589 and Act 462. He said once they become operational, selected revenue items would be ceded to them. It is however, not known when these plans would become a reality as these proposals are subject to availability of funds and commitment of the Assembly.

The research also showed that the 44 Unit Committees though inaugurated, have not been represented on any Zonal Councils which themselves have not been operational.

The Planning Officer clarified that in the absence of the Zonal Councils, the Municipal Assembly contacts Assembly members, Unit Committee and community members directly when eliciting community needs and aspirations during plan preparation.

In effect, it has been observed that the involvement of the sub-structures and Unit Committees in the planning process or decision making is not as envisaged by the Local Government Act, 1993, Act, 462. This therefore limits the responsiveness and ownership of development plans.

#### ***4.3.3 Capacity of Assemblies for Development Planning and Participation of Stakeholders in the Planning Process***

Section 46 (1) of the Local Government Act, 1993, Act 462 establishes District Assemblies as planning authorities and also responsible for overall development of the areas under their jurisdiction, whilst section 2 (1) of the National Development Planning (Systems) Act, 1994, Act 480 specifies local governments planning functions which include the initiation and co-ordination of the planning process. This entails preparation and implementation of approved medium-term development plans and district budgets.

The effective discharge of these functions depends on the capacity of the Municipal Planning Co-ordinating Unit (MPCU), stakeholder participation, resource mobilization and implementation of the plans amongst others. This section therefore assesses the capacity of the Yilo Krobo Municipal Assembly for development planning.

Based on the Local Government Act, 1993, Act 462 and the National Development Planning (Systems) Act, 1994, Act 480 as well as an interview with the Municipal Development Planning Officer, it was established that the MPCU/decentralized departments, sub-structures, traditional authorities, communities, the RCC, Assembly members and civil society form the key stakeholders in the development planning processes in the municipality. It was also revealed that these stakeholders participate at different levels for different reasons since they each had a specific but varied stake in the development of the municipality.

### ***Role and Participation of the Sub-Structures in the Development Planning Process***

The sub-district structures were created by Legislative Instrument (L.I. 1589) of the Local Government Act, 1993 Act 462. Urban, Zonal, Town and Area Councils and the Unit Committees are the lower tiers of the local government system below the District Assembly. They are to provide vital links between the Assembly and local institutions and resources. Basically, their major function is to assist the Assembly in the performance of functions such as revenue collection, prevention of outbreaks of bush fires, preparation and implementation of local action plans among others. However, the study revealed that the sub-structures are very much constrained by a number of challenges in the performance of their duties including lack of office accommodation, operational funds, lack of permanent staff and operational logistics as indicated in table 4.3 and the response by the key informants during the interview. In fact, the Zonal Councils were not properly constituted.

Due to these challenges, the sub-structures' contribution towards the planning process in the municipality was limited to providing limited data and attending public hearings which are mostly used to validate and seek the citizens' approval of the Municipal Medium-Term Development Plan. The role of the sub-structures in the planning process is to help Assemblies in identifying the needs and other priorities of the people.

An interaction with the Municipal Planning Officer concerning the involvement of the communities in the planning process revealed that, in respect of the preparation of MTDP (2010- 2013), a questionnaire was prepared to collect data at the electoral area level. He said the questionnaires were administered and submitted to the MPCU for analysis. Again, the report of the public hearing on the preparation of the plan revealed that a total of 504

people attended which was made of 389 males and 115 females. Again, attendance was also made of 40 different stakeholders including; Civil Society Organisations (CSOs), political party representatives, Unit Committee members, market women, youth groups, traditional authorities and Assembly members, faith based organisations amongst others.

Unfortunately, all the Zonal Councils and about 5% of Unit Committees were not properly functioning mainly due to lack of office accommodation, office equipment, staff and motivation. Thus, in the absence of effective sub-district structures, the assumption of the Municipal Assembly, that the community needs and priorities would be assessed and reflected in development plan could not be fully realized. The three Zonal Councils that were aided by the CBRDP were able to develop community action and area plans which outlined all the developmental problems and concerns in all sectors be it education, health or water and sanitation of the various communities under their jurisdiction. These area plans were submitted to the Municipal Assembly and integrated into the medium-term development plan (2006-2009).

#### ***Municipal Planning Co-ordinating Unit (MPCU)***

Findings from the study indicate that in practice, the functions of the Municipal Planning Co-ordinating Unit (MPCU) members in the development planning process especially in the area of community engagement and analysis and programming are performed by the core MPCU members and the outputs presented to and discussed by the entire MPCU members. The MPCU Secretariat receives sector reports and needs of the respective departments which are collated and integrated into the plan. It came to light however, that some members of the MPCU had limited knowledge and skills in development planning and also that their dual allegiance affects their commitment to MPCU activities.

According to the guidelines issued by the National Development Planning Commission (NDPC) for the preparation of the district medium-term development plan, the DPCU is composed of ten (10) heads of decentralized departments and a nominee of the Assembly who is an Assembly Member. Section seven (7) of the National Development Planning (System) Act, Act 480 (1994) designates DPCU as advising and providing a secretariat for the District Planning Authority in planning, programming, monitoring, evaluation and co-ordinating functions. The idea underpinning the membership of the DPCU was to ensure the existence of a DPCU with diverse and enhanced capacity.



However, even though the MPCU is supposed to synthesize the strategies related to the development of the municipality into a comprehensive and cohesive framework, the planning initiatives for the decentralized departments usually come from their mother departments with little or no consultation with the Municipal Assembly. According to the Municipal Co-ordinating Director and the Municipal Planning Officer, some of the decentralized departments have their own sector plans which have not been fully integrated into the municipal composite plan.

In spite of the level of contribution of some of the stakeholders in the planning process as indicated earlier, the Assembly has been able to produce relatively quality plans due to relatively high calibre of staff and adequate logistical support in the municipality. This has therefore influenced the execution of programmes and projects due to proper diagnoses of the development challenges in the municipality based on the available data.

**Table 4.4: Human Resource Capacity of MPCU**

Sn	Position	Existing		Required	
		Qualification	No.	Qualification	No.
1.	Municipal Co-ordinating Director	MA Governance & Sust. Development	1	1 <sup>st</sup> Degree	1
2.	Municipal Planning Officer	BSc. Land Economy	1	1 <sup>st</sup> Degree	1
3.	Municipal Budget Officer	Diploma in Public Finance & Accounting/ICA-Ghana	1	1 <sup>st</sup> Degree	1
4.	Municipal Finance Officer	MBA Finance	1	1 <sup>st</sup> Degree	1
5.	Municipal Works Engineer	BSc. Const. Tech. & Management	1	1 <sup>st</sup> Degree	1
6.	Municipal Physical Planning Officer	BSc. Environmental Science	1	1 <sup>st</sup> Degree	1
7.	Municipal Education Director	Masters in Education	1	1 <sup>st</sup> Degree	1
8.	Municipal Health Director	MBChB/MPH	1	1 <sup>st</sup> Degree	1
9.	Municipal Social Welfare and Community Dev't Officer	Cert. in Social Work	1	1 <sup>st</sup> Degree	1
10.	Municipal Director of Agriculture	MSc. Entomology	1	1 <sup>st</sup> Degree	1
11.	Municipal Assembly Nominee	-	1	-	1

*Source: Author's Field Survey, April, 2014*

### ***Knowledge and Skills Capacity of the MPCU***

As shown in table 4.4, the study revealed that with the exception of the Social Welfare Officer, the MPCU has high calibre of staff.

All the MPCU members were available in the municipality. With the exception of the Social Welfare Officer, they all possess first degrees with five (5) of them having masters' degrees in various disciplines.

### ***Logistical/ Equipment Support***

Table 4.5 shows the overall logistical/equipment capacity of the MPCU. The data show that the MPCU has the necessary logistics and equipment to support development planning process. However, the necessary planning tools like Statistical Package for Social Sciences (SPSS) and Geographic Information System (GIS) that facilitate data- entry, storage and manipulation, retrieval and display of spatial data were lacking in the unit. These logistics are supposed to assist in data storage and processing to enhance the planning process.

According to the national planning guidelines, MMDAs are supposed to establish a documentation centre/database at the MPCU secretariat and provide logistics such as computers for processing storage and retrieval of information and equipment such as a printer and photocopier to facilitate the development planning process at the district level. The MPCU logistical position was quite adequate to facilitate the planning process.

**Table 4.5: Municipal Planning Co-ordinating Unit's Logistics**

<b>Sn</b>	<b>Type of Equipment</b>	<b>Number</b>	<b>Condition</b>
1.	Computer (Desktop)	3	Good condition
2.	Laptop Computer	1	Good condition
3.	Printer	3	Good condition
4.	Photocopier	3	1 has broken down
5.	Scanner	0	
6.	Cabinet	2	Good condition
7.	Vehicle	4	2 have broken down

**Source: Author's Field Survey, April, 2014**

#### ***4.3.4 Participation and the Development Planning Process in the Yilo Krobo***

##### ***Municipality***

Participation in the Yilo Krobo Municipality is organised at the institutional and the zonal/community levels. The institutional level basically involves the General Assembly, the Executive Committee, the sub-committees of the Assembly and the various decentralised departments in the municipality. It is the General Assembly that has power to approve important documents such as development plans and annual budgets. Heads of decentralised departments attend all General Assembly meetings but have no voting rights. This implies that their opinions and ideas may not have any impact since such expressed opinions and ideas may be ignored as they have less power. On the other hand, they may not see the importance of attending the meeting because it does not influence the decision which will be made.

General Assembly meetings are an effective means of eliciting diverse views on development proposals because at such meetings a cross section of the municipality is usually duly represented. The Assembly is mandated to organise four (4) or at least three (3) General Assembly meetings annually. Over the past (5) years the Yilo Krobo Municipal Assembly organised three (3) meetings yearly as revealed by the Functional Organisational Assessment Tool (FOAT) conducted on MMDAs since 2007. According to the Municipal Co-ordinating Director, the situation is attributed mainly to limited funding.

To further deepen stakeholder participation development activities in the municipality, the Assembly has been organising community durbars in urban communities. Reports at the budgeting and rating department of the Assembly show that the Assembly organised one durbar each at Somanya and Klo-Agogo on Fee Fixing Resolutions and Annual Budgets in 2011 and 2013 respectively. It can therefore be said that at the institutional level the Assembly is trying to making good efforts to promote participation in the governance of the development processes of the municipality.

At the community level, planning involves several activities which must be addressed if the process is to be called participatory. The process is outlined as follows:

- a. Analysis of the district situation at the Zonal Councils.
- b. Presentation of the Zonal Councils' analysed situation at a public forum.

- c. Identification and prioritization of Zonal Councils' development issues.
- d. Harmonization of the development issues.
- e. Public hearing of plans at Zonal Councils.
- f. Public hearing, adoption and approval of plan by the General Assembly.
- g. A written report on the public hearing(s) including written submissions by individuals, groups, communities and organizations must be attached to the proposed Development Plan, and subsequently submitted to the NDPC.

An analysis of the planning process adopted by the Assembly revealed that the process is followed to a greater extent. According to the Planning Officer, inadequate funding and logistics account for such a situation. He argued that they have always carried out the situational analysis and organised public fora to elicit opinions for integration into the plan but were not able to hold another to validate the problems identified. Also, the Assembly was unable to organise the fora at the community level but rather at the Zonal Council level. The public hearing reports on the 2010-2013 Development Plan confirmed this. The General Assembly then considers and approves of the draft plan before submission to the NDPC. Minutes of meeting of the General Assembly held in 2010 and the 2010 FOAT assessment of the Assembly provided evidence of the Assembly's approval of the plan (2010-2013).

Concluding, the study revealed that though the participatory planning process is followed to a large extent in the municipality, it is still limited to the Zonal Council level and by funding constraint.

#### ***4.3.5 Types of Participation***

In the context of Yilo Krobo Municipality, three (3) main types of participation were identified. These are participation in information giving, participation by consultation and interactive participation.

***Participation in Information Giving:*** In the Yilo Krobo Municipality people participate in the planning process by answering questions posed by Assembly officials during public fora at the Zonal Council level. For instance, seven (7) different fora were organised by the Assembly at Somanya, Nkurakan, Oterkpolu, Obawale, Klo-Agogo, Boti and



Nsutapong to elicit their needs during the preparation of the Medium-Term Development Plan (2010-2013) as indicated by the public hearing report at the MPCU Secretariat. Through answering the questions the people gave information about their problems and needs. Unfortunately, people do not have the opportunity to influence proceedings, as the output/plan was neither shared nor checked for accuracy since no fora were organised for validation purposes as the analysis revealed earlier.

***Participation by Consultation:*** Again, people participate in the planning process in the municipality by being consulted and their views listened to by Assembly officials. The Assembly modifies people's responses and situate them into the National Development Policy Framework as part of the harmonisation process. Such a consultative process limits participation in decision-making and where local views conflict with national policy, officials are obliged to reconcile them and in the process the national policy supersedes the local views. The public hearing report on the preparation of the Water and Sanitation Plan (2010-2013) at the office of the Municipal Water and Sanitation Team (MWST) of the YKMA indicates that participants at the public fora in Somanya, the Municipal capital demanded the provision of boreholes in Somanya by the Community Water and Sanitation Agency (CWSA) to help address the water supply challenges. Meanwhile, Somanya, being an urban area, falls under Ghana Water Company Limited as far as urban water supply is concerned. Hence, the provision of boreholes in Somanya by CWSA would conflict with the National Community Water and Sanitation Policy. Accordingly, the issues were reconciled and it was agreed that the pipe system in Somanya should be rehabilitated.

***Interactive Participation:*** People at the grassroot participate in joint analysis with Assembly officials during public fora at the Zonal Council level which results in the preparation of MTDP/action plans. Under the Community Based Rural Development Project (CBRDP) community meetings were held through which Community Action Plans (CAPs) were prepared and harmonised into Area Plans by Obawale, Nsutapong and Boti Zonal Councils in the Yilo Krobo Municipality in 2006. The people then participated in the execution of 2-unit kindegarten block, 3-unit classroom block and nurses' quarters at Tsakatsakam, Sikalehia and Obawale respectively under Nsutapong, Boti and Obawale Zonal Councils under the CBRDP between 2007 and 2010.

Although seven (7) types of participation have been identified by Pretty et al in the literature, only three of these types are being practised in the Yilo Krobo Municipality. The ones being practised do not cede power to the citizenry and are not entirely non participatory. They are only subtle manoeuvring of the stakeholders either to secure their interest or deal with the likelihood of rejection of plans, programmes and projects.

#### **4.3.6 Reasons for Stakeholder Participation**

Different stakeholders participate in planning and implementation of programmes, projects and activities for various reasons. In the Yilo Krobo Municipality, participation by the stakeholders is seen as a way of expressing themselves and getting their interest represented in the planning, implementation and monitoring of development interventions. Table 4.6 shows the various reasons Assembly, Unit Committee and community members gave for participating in development planning process in the municipality.

**Table 4.6: Reasons for Stakeholder Participation in Planning Process in Yilo Krobo**

Reasons	Community Members		Assembly Members		Unit Committee Members	
	Freq.	%	Freq.	%	Freq.	%
Enhances project lifespan (sustainability of projects)	22	11.2	10	47.3	9	45.3
Promotes community ownership	80	40.0	-	0	2	9
Real community needs are solved	80	40.0	7	35.9	6	33.2
Others	17	8.9	3	16.8	3	12.5
<b>Total</b>	<b>199</b>	<b>100</b>	<b>20</b>	<b>100</b>	<b>20</b>	<b>100</b>

*Source: Author's Field Survey, August, 2014*

From table 4.6, it is clear that about 40% of community members see participation in the planning process as a way of promoting community ownership of projects while also ensuring that real community needs are addressed. On the other hand, 47.3 % of Assembly members who responded to this question see their participation in planning activities as a way of enhancing project life span or ensuring the sustainability of projects. Other issues that were raised by community members had to do with the lack of trust in their leadership as people claimed that participation promotes transparency and accountability and keeps the Assembly on track to addressing their needs. There is general appreciation among community members of the need to participate in decisions that affect their life.

From the foregoing, it is obvious that participation in planning and implementation of programmes and projects in the Yilo Krobo Municipality is relatively good due to a multiplicity of factors. The types of participation found in the municipality are participation in information giving, participation by consultation and interactive participation. According to Pretty et. al (1995) this participation typology underscores the roles and responsibilities of individuals, communities and authorities engaged in participation. Despite the modest gains made by the Assembly in engaging the people on issues of mutual importance, there are still concerns that need to be addressed at the various levels. A sure way to sustain participatory development approaches is to ensure that there is mutual trust and respect among parties involved in the development processes of the municipality.

#### ***4.3.7 Challenges to Stakeholder Participation in the Planning Process***

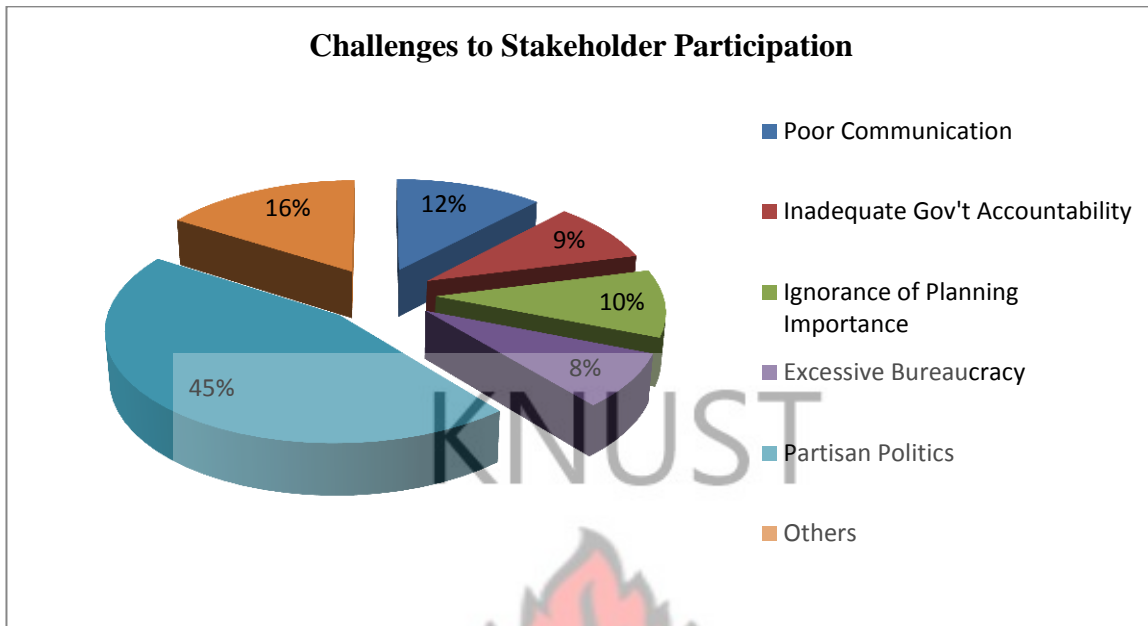
The decentralized development planning process involves the devolution of central government administrative responsibility to the district level and establishment of adequate capacity for effective utilization and management of resources. Then the district level would also have to devolve these powers to the Zonal and Unit Committees all in a bid to integrate the felt needs and aspirations of the people. The objective is to enhance participation of the local people in the decision making process on issues that affect their lives. The main focus of inquiry here is to assess the factors hindering smooth implementation of decentralized development planning process in the municipality.

The study identified the following as challenges to stakeholder participation in development planning process in the municipality:

- ✚ Inadequate stakeholder involvement in the planning process.

Although participation helps to build capacities, improve planning and project delivery as well as quality of life of inhabitants in beneficiary communities, there are still concerns that must be addressed if participation is going to continually benefit the people. These concerns include partisan politics, excessive bureaucracy, poor communication among others as can be seen in figure 4.2.

**Figure 4.2: Challenges to Stakeholder Participation in Planning Process in Yilo Krobo**



**Source:** *Author's Field Survey, April, 2014*

It can be seen from figure 4.2 that a very critical challenge to participation is partisan political considerations and that brings to question partisan differences in the municipality. Indeed, people whose political sympathies lie with the opposition party see any government intervention as political and as such are not interested in taking part in the process. This has deprived communities and the Municipal Assembly of much needed capacities in the planning and implementation of very important projects as members of opposing parties are unwilling to partake in processes and projects perceived to be coming from the opposing side. Issues such as inadequate flow of information to the various segments of the population, corruption and excessive bureaucracy also impede effective participation. Other concerns had to do with apathy on the part of community members, the omission of community priorities in development plans and the abandonment of projects. Once people's priorities are not taken on board in development plans, it demoralises them and prevents them from participating actively in future planning and implementation processes.

Again, the Municipal Assembly is headed by a politician who is not accountable to the electorate.



- ✚ Non-functionality of sub-structures. As mentioned earlier, the study revealed that none of the seven (7) Zonal Councils was functioning. The decentralized development planning process requires the sub-structures to collate and prioritize the needs and aspirations of the communities and forward them to the Assembly/MPCU as an input for plan formulation. The ineffectiveness or non-functioning of the sub-structures meant the MPCU must go down the Zonal areas to assess their needs for appropriate intervention. This would increase pressure on the MPCU in terms of workload.
- ✚ Low level of education on the part of Assembly members. Records at the Yilo Krobo Municipal Assembly revealed that twenty-two (22) Assembly members representing 34.4% of the Assembly do not have educational qualification. This is depicted in table 4.7 below.

**Table 4.7: Level of Education of Members of YKMA (2014)**

Level/Qualification	No. of Assembly Members	% of Assembly Members
Tertiary	14	21.9
Secondary	11	17.2
Basic/Middle Sch. Leaving Certificate	17	26.6
None	22	34.4
<b>Total</b>	<b>64</b>	<b>100</b>

*Source: Yilo Krobo Municipal Assembly, 2014*

- ✚ Low commitment of the Assembly to further decentralize. It was also established that the commitment of the Municipal Assembly to operationalize the sub-structures was low. The sub-structures are supposed to play a vital role in the development planning process through data gathering and preparation of Community Action Plans and Zonal Plans to serve as an input into the MTDP. The study revealed that the sub-structures were virtually non-existent. In addition, ineffective functioning of the sub-structures has implication for development. Some revenue items could be ceded to the Zonal Councils for collection to enhance revenue mobilization in the municipality. The Zonal Councils can also undertake community initiated projects.

It has been established in this chapter that non-functionality of the Zonal Councils is a great disincentive to community involvement in the development planning process. The absence of an operational Zonal Council creates a gap between the Assembly and communities. However, the participation of the Assembly Members, Unit Committees and

traditional rulers in the decision making process was high. The Municipal Assembly also has high calibre of staff.

# KNUST



## CHAPTER FIVE

### FINDINGS, RECOMMENDATIONS AND CONCLUSION

#### 5.1 Introduction

This section presents the key findings, recommendations and conclusion from the research. Though the study was conducted in a municipal jurisdiction, some of the findings and recommendations made have policy implications which might be of relevance to central government in the review of policies on decentralization.

#### 5.2 Key Findings

Based on the analysis of the field data and review of relevant literature, the following findings were deduced:

##### *5.2.1 Community Involvement in the Decision Making Process*

The analysis of stakeholder involvement in the development planning in the municipality showed that:

- ✚ The participation of the Assembly members in the development planning process in the municipality was very high. All the twenty (20) Assembly members interviewed said they were involved in the decision making regarding identification and planning for community needs. The central administration involves them in decision making due to their power to approve or disapprove proposals and policies of the Assembly and also their influence on the community members.
- ✚ Ninety-five percent (95%) of the Unit Committee members were consulted during the decision making process by the Municipal Assembly with the main reason being the close collaboration between them and the Assembly members. Also, the Assembly involved them directly in community meetings and fora to discuss development issues. This is inspite of the challenges which include lack of motivation and logistical support and the high illiteracy rate among them.
- ✚ The involvement of the Zonal Councils in decision making in the municipality was non-existent. It was established that all the Zonal Councils were not functioning

due to lack of office accommodation, permanent staff and logistical support. In fact, the Zonal Councils were neither established nor operational.

- ✚ The participation of the Assembly members in the development planning process was high as over seventy percent (70%) said they had been involved in the development planning process in the municipality. In a similar vein, the Unit Committees' involvement in the planning process was also high. It was indicated that sixty percent (60%) of the Unit Committees had ever been involved in the planning process.

In effect, it could be said that the involvement of the communities in decision making/planning is fairly impressive as envisaged by Local Government Act, 1993, Act, 462 and the National Development Planning (Systems) Act, 1994, Act 480.

### ***5.2.2 The Capacity of the Assembly for Development Planning***

Upon the analysis of the capacity of the Assembly for development planning, the following findings emerged:

- ✚ The MPCU members charged with the responsibility for the preparation of the Medium-Term Development Plan have high educational qualification of varied disciplines. Each of the members holds first degree with 5 of them holding master's degrees.
- ✚ The MPCU secretariat has the required logistical support to facilitate development planning in the municipality;

### ***5.2.3 Challenges to Stakeholder Participation in the Decentralized Planning Process***

The study established the following challenges in the development planning process in the municipality:

- ✚ Inadequate community involvement in the planning process. The study revealed that poor communication, ignorance of the importance of planning, partisan politics, inadequate accountability and excessive bureaucracy are the key factors that militate against effective community engagement in the decision making process.



- ✚ The low literacy rate among persons who vie for Assembly positions and participate in Unit Committee elections also limit their ability to be engaged in the planning process.
- ✚ Inadequate funding/resources makes it difficult to conduct public hearings in most communities. In 2010 the Assembly conducted seven (7) public hearings in the seven (7) Zonal Council capitals during the preparation of the 2010-2013 MTDP.
- ✚ Also, apathy on the part of some local dwellers towards community work is also a contributory factor. Without effective participation of the target groups in the planning process their real needs and problems would not be identified for appropriate interventions. Again, limited or non-involvement of the community members in the planning and implementation processes has the tendency to affect the ownership, support, maintenance and sustainability of the projects provided.
- ✚ Non-functionality of sub-structures. As mentioned earlier, the study revealed that none of the seven (7) Zonal Councils were functioning.
- ✚ It was revealed that there was inadequate and unreliable data for effective planning. One of the important ingredients for effective planning output is availability of data for projection and programming. It was established that the planning team did have adequate and reliable baseline data for effective projection.

### **5.3 Recommendations**

This section presents the key recommendations made to improve stakeholder participation in the development planning process at the local level. Though the study was conducted at municipal level, some of the recommendations made have policy implications and are relevant to the central government as well.

#### ***5.3.1 Strengthening Stakeholder Participation in the Development Planning Process***

- The National Development Planning Commission (NDPC) and the Regional Coordinating Councils (RCCs) should ensure strict compliance of the process for the preparation of the District Medium-Term Development Plans through intensive monitoring of MMDAs and Sector Ministries, Departments and Agencies.

### ***5.3.2 Operationalization of the Sub-Structures***

The study revealed that all the Zonal Councils in the municipality which were supposed to serve as a conduit for community participation in the development planning at the local level were not functioning. This therefore affected community participation in the decision making process and based on these, the following recommendations are made:

- There should be a political will and commitment at both Central Government and the district levels to devolve adequate power to the sub-structures to enable them participate, meaningfully in local governance and development planning processes. Accordingly, the Zonal Councils must be properly constituted and adequately supported to become functional.
- The Assembly should cede some of the revenue items to the Zonal Councils to collect and keep 50 percent as required by law to make them financially resourceful to prepare and implement Community Action and Zonal Plans. This way they can own the plans and therefore commit themselves to its implementation to ensure sustainability of development programmes and projects.

### ***5.3.3 Enhancing the Capacity of the Assembly in Development Planning***

- The Municipal Assembly must design sensitization programmes to educate the people at the grassroot level about the need to participate in decision making, planning, implementation and monitoring processes. This would minimise apathy at the local level.
- For effective co-ordination and allocation of resources at the local level, health and education departments should be part of the Local Government Service instead of them belonging to their separate services of Ghana Education Service and Ghana Health Service respectively.

### ***5.3.4 Enhancing Development Planning Process at the Local Level***

In order to enhance development planning process at the district level, the following are recommended:

- The Municipal Assembly should collaborate with the NDPC to organize training programmes in development planning process for the MPCU and Zonal Council members to enhance their performance.
- The Assembly should encourage and build the capacity of the Zonal Councils to prepare their Community Action and Zonal Plans to serve as inputs for the preparation of the MTDPs and also to generate community interest in the development planning process.

#### 5.4 Conclusion

The implementation of decentralized planning system is to enhance grassroots participation in plan formulation and implementation that improve the quality of the communities. For effective implementation of the decentralization policy, MMDAs are designated as planning authorities and also charged with the responsibility for overall development activities at the district level.

Based on the above, this study was conducted with the aim of assessing stakeholder participation in development planning process in the Yilo Krobo Municipality.

From this chapter, it can be noted that, stakeholder participation in the development planning process though seemed fairly high, there is still a lot to be learnt to achieve full participation of stakeholders in the planning, implementation and monitoring of development programmes and projects to enhance ownership and sustainability in the Yilo Krobo Municipality.

Decentralisation in Ghana seems to end practically at the Assembly level with the Assembly lacking commitment and will to further decentralise, strengthen and support the sub-structures to perform the functions expected of them, which could have ensured increased grassroots participation in decision making and development planning processes.

It is therefore important that Ghana's policy and laws on decentralisation must be effectively implemented to yield the desired result of participatory planning at the local government level.

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## APPENDICES

### APPENDIX 1

**Questionnaire for Assembly's Municipal Planning Co-ordinating Unit Secretariat  
KWAME NKRUMAH UNIVERSITY OF SCIENCE AND TECHNOLOGY,  
KUMASI  
COLLEGE OF ARCHITECTURE AND PLANNING  
DEPARTMENT OF PLANNING**

**Data Collection Instrument on the Topic: Stakeholder Participation in Development Planning Process in the Yilo Krobo Municipality.**

*Questionnaire for Assembly's Municipal Planning Co-ordinating Unit Secretariat  
(Municipal Planning Officer)*

Please respond to the following questions by either writing in the blank space provided or ticking the appropriate box after the option, which reflects the opinion of the respondent.

#### **SECTION A: Respondent's Profile**

1. Name of Institution .....
2. Position of Respondent.....Date of Interview.....
3. Age: .....
4. Sex: ( ) male ( ) female

#### **SECTION B: Community Participation in Decision-Making.**

1. What structures has your institution put in place to facilitate grassroot participation in decision- making process?  
.....
2. Are the sub- structures functioning? Yes ( ) No ( )  
If yes, how are they involved in decision-making process?  
.....  
If no, why?.....
3. Are the communities and other stakeholders involved in the identification, selection, planning, implementation and monitoring of development projects? Yes ( ) No ( )

If yes, do they have the capacity?.....

If no, why are they not involved?.....

### SECTION C: Capacity for Development Planning

1. How many Medium-Term Development Plans (MTDPs) has the municipality prepared under the new decentralised planning system?

.....  
.....

2. Name the National Development Policy Frameworks on which the MTDPs were based?

.....

3. Please outline the processes/ steps for the preparation of MTDP.

.....

4. Does the Municipal Assembly have full complement of MPCU staff and logistics needed to carry through the MTDP preparation process mentioned in (3) above?

Yes ( ) No ( )

- 5a. If no, why? .....

- b. If yes, would you please list the MPCU staff with their qualifications?

Sn	Position	Required		Existing	
		Qualification	Number Required	Qualification	Number Required
1.					
2.					
3.					
4.					
5.					
6.					
7.					
8.					
9.					
10.					
11.					



c. Please list the logistics/equipment needed for MTDP preparation and their condition?

Sn	Type of Equipment	Number	Condition
1.			
2.			
3.			
4.			
5.			

5. Did the Assembly implement, monitor and evaluate all planned programmes and projects in the last MTDP? Yes ( ) No ( )

If No, why?

.....  
 .....

6. Did the Assembly provide the needed financial resources for the preparation, implementation and monitoring and evaluation of the last MDTP?

Yes ( ) No ( ).

Explain your answer.....

.....

8. Please list the stakeholders you involved in the preparation of the last MTDP.

Sn	Name of Stakeholder
1.	
2.	
3.	
4.	
5.	

9. Did you organize public hearing(s) for the last MTDP? Yes ( ) No ( )

If no, why?.....

.....

If yes, how many times and at what stages?

.....

.

**SECTION D: Effect of Stakeholder Participation in Planning Process on Development Programmes and Projects (Sustainability)**

5. Does the Assembly have the autonomy to disburse its funds? Yes ( ) No ( )

If no, why?.....

6. In percentage terms how much of your MTDP (2010-2013) was implemented?

Please explain your answer.....

7. Do beneficiaries/stakeholders contribute to operation and maintenance of development programmes and projects? Yes ( ) No ( )

If yes, how do they contribute? .....

If no, why? .....

8. What is your view on the sustainability of development projects in your municipality?

**SECTION E: Factors Hampering Effective Stakeholder Participation in Development Planning Process**

1. Do you think the existing legal and institutional framework efficiently facilitate the inclusion of stakeholders in the development planning process in your municipality?

Yes ( ) No ( ). Give reason(s) for your answer

2. What do you think are the factors hindering effective involvement of stakeholders in the planning process in the municipality?

**SECTION F: Recommendation**

3. What do you think could be done to ensure that stakeholders are effectively involved in the planning process to improve ownership of MTDPs in your municipality?

## APPENDIX 2

### Interview Guide for Assembly Members, Unit Committees, Traditional Rulers

#### KWAME NKRUMAH UNIVERSITY OF SCIENCE AND TECHNOLOGY COLLEGE OF ARCHITECTURE AND PLANNING DEPARTMENT OF PLANNING

#### Data Collection Instrument on the Topic: Stakeholder Participation in Development Planning Process in the Yilo Krobo Municipality.

#### *Interview Guide for Key Informants – Assembly Members, Unit Committees, Traditional Rulers*

Please respond to the following questions by either writing in the blank space provided or ticking the appropriate box after the option, which reflects the opinion of the respondent.

#### SECTION A: Respondent's Profile

1. Position of Respondent .....
2. Occupation.....Date of interview.....
3. Age:
4. Sex: ( ) male ( ) female

#### SECTION B: Community Participation in Decision-Making.

1. Do you think decentralization has brought governance closer to the governed?  
Yes ( ) No ( )  
If yes, in what sense? .....  
.....
3. Are the Municipal Assembly sub-structures in place? Yes ( ) No ( )  
If no, why? .....  
.....
4. Please, list the key functions of the sub-structures (Zonal Councils & Unit Committees).  
.....
5. Do the sub-structures perform these functions? Yes ( ) No ( )  
If no, why? .....
6. Do you think there is local human capacity to participate in decision making process?  
Yes ( ) No ( )
7. If no, what should be done?.....

### SECTION C: Capacity for Development Planning

1. Did you participate in the preparation of the last Medium Term Development Plan (MTDP) (2010-2013) for the municipality?

Yes ( ) No ( )

If yes, what role did you play and at what stage (s)?

.....

If no, do you think you should have been involved and what would you have contributed to the process?

.....

2. Did you participate in public hearing (s) organized by the Municipal Assembly during the preparation of the last MTDP? Yes ( ) No ( )

If yes, how many times and at what stage (s)?.....

.....

3. Were you involved in the implementation, monitoring and evaluation of development programmes and projects in the municipality between 2010 and 2013? Yes ( ) No ( )

If yes, what role did you play?

.....

..

### SECTION D: Effect of Stakeholder Participation in the Planning Process on Development Programmes and Projects (Sustainability)

1. Did you contribute to operation and maintenance of development projects in your area between 2010 and 2013? Yes ( ) No ( )

If yes, how did you contribute? .....

If no, why? .....

8. What is your view on the sustainability of development projects in the municipality?

.....



**SECTION E: Factors Hampering Effective Stakeholder Participation in Development Planning Process**

1. Do you think the existing legal and institutional frameworks facilitate grassroots participation in local level planning? Yes ( ) No ( )

If no, what changes do you recommend?.....

.....

2. Do you think there is local human capacity to participate meaningfully in the preparation of development plans in the municipality? Yes ( ) No ( )

If yes, explain your answer.....

.....

If no, what should be done?.....

3. What do you think is/are the hindrance (s) to stakeholder participation in the planning process in the municipality? .....

.....

**SECTION F: Recommendation**

1. How can the sub- structures play their role effectively in facilitating grassroots participation in development planning process in the municipality?.....

.....

2. What do you think could be done to ensure that stakeholders are effectively involved in the planning process at the local level?

.....

.....

.....

## APPENDIX 3

### Interview Guide for Community Meetings

#### KWAME NKRUMAH UNIVERSITY OF SCIENCE AND TECHNOLOGY COLLEGE OF ARCHITECTURE AND PLANNING DEPARTMENT OF PLANNING

**Data Collection Instrument on the Topic: Stakeholder Participation in Development Planning Process in the Yilo Krobo Municipality.**

#### *Interview Guide for Community Meetings*

##### *a. Implementation of Decentralization Policy*

1. Do you think decentralization has brought governance closer to the governed?  
.....  
.....How?.....  
.....
2. Are you involved in the decision making process on issues affecting your community?  
.....  
How are you involved?.....  
.....
3. Do you think there is capacity at the local level to engage in the decision making process?  
.....
4. Are the Municipal Assembly sub-structures in place? .....
5. Are you aware of the functions they are expected to perform? .....  
If yes, what are the key functions? .....  
.....  
.....
6. Do they perform these functions? .....
7. Do the Unit Committees, Zonal Councils and Assembly members organise community meetings to interact with you on development issues?  
.....

***b. Participation in Planning Process***

1. Did you participate in the preparation of the last Medium-Term Development Plan (MTDP) (2010-2013) for the municipality? .....
2. If no, do you think you should have been involved? .....
3. If yes, what did you contribute to the process?  
.....  
.....
3. Did you participate in public hearing (s) organized by the Municipal Assembly during the preparation of the last MTDP? .....

***c. Effects of Decentralized Planning on Operation and Maintenance of Programmes and Projects (Sustainability)***

1. Did you contribute towards operation and maintenance of development programmes and projects in your community in the last four (4) years? If yes, how?

.....  
.....

And if no, why?

.....  
.....

***d. Recommendation***

1. What do you think could be done to enhance stakeholder participation in the planning process in the municipality?  
.....
2. What do you think could be done to enhance the sustainability of development programmes and projects in the municipality?  
.....