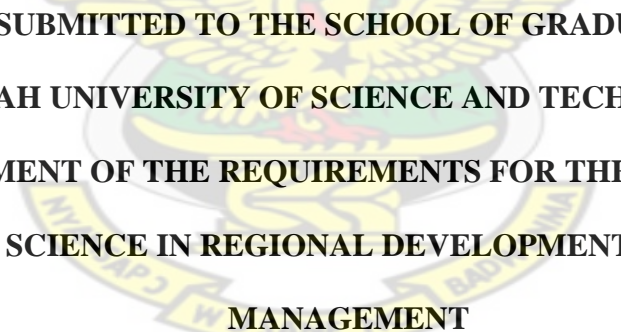


**DECENTRALISATION AND THE POLITICS OF PARTICIPATION:
A CASE OF PROJECT PLANNING AND IMPLEMENTATION IN ASUTIFI DISTRICT**

BY

KNUST
MONICA CHARLES SANA



**A THESIS SUBMITTED TO THE SCHOOL OF GRADUATE STUDIES,
KWAME NKRUMAH UNIVERSITY OF SCIENCE AND TECHNOLOGY IN PARTIAL
FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE OF
MASTER OF SCIENCE IN REGIONAL DEVELOPMENT PLANNING AND
MANAGEMENT**

DEPARTMENT OF PLANNING

MAY, 2011

DECLARATION

I hereby declare that this research paper titled “**Decentralisation and the politics of participation: A case study of projects planning and implementation in Asutifi District**” is the result of an independent investigation. Where it is indebted to the work of others, acknowledgement has duly been made.

Monica Charles Sana (PG 4395010)

(Student’s name and ID)

Signature

Date

Certified by:

Dr. Michael Poku - Boansi

(Supervisor)

Signature

Date

Certified by:

Dr. Imoro Braimah

(Head of Department)

Signature

Date

KNUST

DEDICATION

I dedicate this work to my children, my lovely son Steven and to my lovely daughters Costancia and Consolatha for the time they had to do without a mum.

You are a great treasure in my life! I love you all!!!!!!!!!!



ACKNOWLEDGEMENT

I would like to acknowledge the assistance received from the following individuals in the process of developing this research paper.

I benefited from the supervision and guidance of Dr. Michael Poku - Boansi of the Department of Planning, Kwame Nkrumah University of Science and Technology (KNUST), Kumasi – Ghana, who took his time to supervise this work. He was available for me and provided the directions and advice sought for.

I also thank the DAAD-Germany for the scholarship without which studying in KNUST for me would have been difficult.

Special thanks to Raphael Molandy Mweninguwe who took his time to edit this work. I appreciate as well the encouragement, advice and emotional support from my fellow SPRING batch mates 2010/2011, particularly David Anafo. To all my mates, I say I will miss you.

Special thanks to my family, my beloved parents, my son Steven and my daughters Costancia and Consolatha for their patience and understanding. God bless you all.

Monica Charles Sana

SPRING Ghana 2010/11

ABSTRACT

Decentralization is globally recognised as the way of ensuring community participation and local development. Many countries in the world have adopted decentralisation and implemented the concept in different ways. Some of these countries have succeeded, some are getting success, despite the slow pace and others have failed. Mostly in the developing world, countries claim to have been decentralized but it is still normal to see some practices of centralization. The success or otherwise of decentralization is therefore said to be dependent on the notion of development, the level of decentralization, central government attitude towards the local units and the degree to which the practice is allowed to continuously evolve itself. In Ghana, decentralization has been practiced since 1988 and the populace have come to embrace it as the best way to ensuring development and local participation in governance. Although, decentralization in Ghana is aimed at devolving central administrative authority to the district level, the study revealed that, there are still challenges to the successful implementation of the concept.

The study adopted a case study approach focusing on the Asutifi District so as to enable a clear understanding of how participation influences project planning and implementation in Ghana. Dependent and independent variables such as Institutional arrangements, planning capacities and planning processes were critically reviewed. Another key aspect of the approach is the reliance on random sampling approaches based on mathematical calculations that ensured a fair distribution of the units of enquiry.

This study which was focused on the Asutifi District identified challenges such as non-functioning local government structures, inadequate staff and inadequate logistics among others.

A number of Area councils are not functioning and do not have office buildings. The District Assembly does not have enough staff who can be used to build capacity and implement participatory methodologies at the community level. The District also has no enough transport facilities to ease the movement of technical staff to lower levels like area councils and unit committees for either supervision or capacity building.

The study also found out that there is a high level of polarisation in the district on matters of policy and development interventions. People's political affiliations played useful roles in the decisions they made on public issues. The inhabitants of the district are sharply divided into supporters of the National Democratic Congress (NDC) and the New Patriotic Party (NPP).

It is recommended among others that the decentralised bodies should be strengthened and capacitated to undertake lower level responsibilities based on the principle of subsidiarity. Again, the DPCU should be strengthened and provided the needed logistics to carry out their responsibilities effectively. Awareness should also be created among Inhabitants to appreciate the relevance of public policy for communal development and their general welfare to help deal with the usual partisan parochial considerations they attach to such issues. These among others are deemed essential for promoting participation in the governance of development in the Asutifi District.

TABLE OF CONTENTS

Contents	Page no
DECLARATION -----	ii
DEDICATION -----	iii
ACKNOWLEDGEMENT -----	iv
ABSTRACT -----	v
TABLE OF CONTENTS -----	vii
LIST OF TABLES -----	x
LIST OF FIGURES -----	xi
ACRONYMS -----	xii
CHAPTER ONE: INTRODUCTION -----	1
1.1 Background to the Study Problem-----	1
1.2 Problem Statement-----	5
1.3 Scope of the Study-----	7
1.4 Research questions -----	11
1.5 Research objectives -----	11
1.6 Relevance of the Study -----	12
1.7 Limitations of the study-----	13
1.8 Outline of study-----	13
CHAPTER TWO: LITERATURE REVIEW -----	14
2.1. Introduction-----	14
2.2 Overview of the concept of decentralisation-----	14
2.3 Concept of participation-----	18
2.4 Forms of participation-----	19
2.5 Decentralisation process in Ghana-----	20
2.6 Legal framework-----	21
2.7 Ghana local government planning system-----	26
2.8 Conceptual Framework-----	28

CHAPTER THREE: STUDY APPROACH AND METHODOLOGY

3.1	Introduction-----	31
3.2	Basic concepts-----	31
3.3	Research design-----	32
3.4	Study variables and type of data-----	32
3.5	Sampling and sample size determination-----	33
3.6	Data collection methods-----	36
3.7	Data Analysis-----	38

CHAPTER FOUR: DATA ANALYSIS

4.1	Introduction-----	39
4.2	Institutional Arrangements-----	39
4.3	Planning capacities-----	41
4.4	Participation in the projects-----	44
4.5	Organisation of participation and the planning process-----	46
4.6	Community priorities in relation to approved plans -----	49
4.7	Forms of participation-----	50
4.8	Reasons for community involvement-----	52
4.9	Challenges to participation-----	53
4.10	Concluding comments-----	55

CHAPTER FIVE: FINDINGS, CONCLUSION AND RECOMMENDATIONS

5.1	Introduction-----	56
5.2	Findings-----	56
5.3	Recommendations -----	58
5.4	Conclusions-----	61
	References-----	62
	Appendices-----	66

LIST OF TABLES

Table 1:	Population by Area council-----	7
Table 2:	Asutifi District internal generated funds-----	17
Table 3:	Forms of participation.-----	19
Table 4:	Variables and data type-----	33
Table 5:	Summary of sample community representatives-----	35
Table 6:	Decentralised Departments and Units -----	40
Table 7:	Staff Capacity of Expanded DPCU-----	43
Table 8:	Important office equipments in planning office-----	44
Table 9:	Education level of respondents and their responses on participation---	44
Table 10:	Community priorities versus approved projects-----	49
Table 11:	Reasons for Community involvement-----	52



LIST OF FIGURES

Figure 1:	Study area in National context-----	9
Figure 2:	Map of Asutifi District-----	10
Figure 3:	Local government structure of Ghana-----	25
Figure 4:	Planning Institutions and their functions-----	27
Figure 5:	Conceptual relationship of decentralisation and participation-----	30
Figure 6:	Composition of individual respondents -----	45
Figure 7:	Challenges to Community Participation-----	53

KNUST



LIST OF ABBREVIATIONS

ADA	Asutifi District Assembly
CBRDP	Community Based Rural Development Project
COM	Community Ownership and Management
CWSA	Community Water and Sanitation Agency
DA	District Assembly
DAAD	Deutscher Akademischer Austausch Dienst
DMTDP	District Medium Term Development Plan
DPCU	District Planning Coordinating Unit
EXECO	Executive Committee
GPRS	Ghana Poverty Reduction Strategy
IGF	Internally Generated Fund
KNUST	Kwame Nkrumah University of science and technology
LI	Legal Instrument
MMDAs	Metropolitan, Municipal and District Assemblies
NDPC	National Development Planning Commission
NGGL	Newmont Ghana Gold Limited
NPP	New Patriotic Party
PDCs	People's Defence Committees
PNDC	Provisional National Defence Council
RCC	Regional Co-ordinating Council
RPCU	Regional Planning Coordinating Units
SA	Sector Agencies
SPRING	Spatial planning in Regions with growing Economies
SPSS	Statistical Package for Social Sciences

CHAPTER ONE

INTRODUCTION

1.1 Background to the Study

Decentralization is seen as an important mechanism for strengthening local democracy and improving service delivery. Philips (1996) has argued that no matter how well regulated the democratic process, any concentration of power can lend itself to arbitrary and undemocratic behaviour. In many cases, decentralization has been through deconcentration of power by its transfer from the central to the local governments. According to Loughlin (2006), transfer of power to the local level enables local governments to exercise four important functions: multi functionality which takes a broad range of activities, discretion which enables them to adapt programmes to local needs, revenue mobilization which can strengthen local autonomy and representation through direct grassroots elections.

Decentralization is a fairly old concept, and because of the expectation that it enhances local democracy and local development, it has become an increasingly widespread and significant dimension of political and administrative reform in many developing countries since the late 1980s (Crawford, 2004). Decentralization is supported by many stakeholders ranging from international development agencies to national governments through to non-governmental and grassroots organisations. It is assumed that democracy will be deepened by the extension of political representation to the local level, with democratic processes strengthened through enhanced political participation by local civil society actors (Crawford, 2004).

Many governments in Asia, Latin America and Africa introduced new approaches to economic, social, political and administrative arrangements for implementing development programmes and projects during the 1970s. As a result, the interest of politicians and policy makers in decentralization of government functions to lower levels gradually increased (Rondinelli et al, 1989).

In Africa, the colonial state was highly centralized in spite of the claim by colonial officers such as Lord Lugard that there was a 'dual mandate' under which the colonies were administered by local leaders (chiefs) for the benefit of the people (Wunsch, 1995). According to him, this myth of dual mandate was meant to legitimize colonialism but the power remained at the 'centre' in the metropolis and the colonies were just 'peripheries'. Under the dual mandate, chiefs and local authorities were given powers to supervise the production of raw materials and organize labour for work on mines, plantations and in the public and private sectors as well as collect revenues on behalf of the colonial regime. Immediately after independence the new governments remained centralized with untied bureaucratic systems, one party political system, controlled local councils and highly centralized budget and expenditure systems (Wunsch, 1995).

In the seventies, several governments embarked on decentralization policies and programmes and these were very pronounced in Kenya and Tanzania in Eastern Africa, Sudan in northern Africa, Zambia in Southern Africa, Ghana, Nigeria and Mali in West Africa (Olowu, 1995). Most of the decentralization programmes of the seventies, however, were characterized by many problems. The main causes of the failure of decentralization were many according to (Olowu 1995). He argues that first, central government leaders were reluctant to share power with local

authorities. Second, even if there was will to transfer power, the local institutions were not adequately equipped in terms of administrative capacity to plan, manage and adequately utilize resources available for local development. Third, the move to decentralize power was not participatory. It was planned from the centre, monitored by the centre and did not involve or engage the local people or their leaders. The latter remained recipients of policies and resources and did not get control of them (Olowu,1995).

Following the failure of earlier experiments on decentralization, there has been a new wave of decentralization all over the continent in the last decade. Local government reforms have been characterized by serious attempts to empower local governments to take control of planning, service delivery and revenue collection. Decentralisation is implemented in various forms by governments across the whole continent. It is implemented with the inspiring language of local representation and democratisation with presumed number of benefits, including positive outcomes in both democratic and developmental terms. Political liberalization through competitive politics and multi party political systems, improvement of terms and conditions of service, increased educational facilities that have increased the number of experts working at local level, have significantly contributed to the improvement of local governance and made decentralization more meaningful.

In 1988, Ghana embarked on the implementation of a comprehensive policy to decentralize the system of governance with the enactment of a new law on Local Government, under the Provisional National Defence Council (PNDC) which was a military regime (Goel, 2010). The law was christened PNDC Law 208. The thrust of the policy was to promote popular

participation and ownership of the machinery of government by shifting the process of governance from command to consultation processes, and by transferring power, authority and functions, competence and means / resources to the district level (Goel, 2010).

In 1992, a new Constitution was passed as the country moved back to democratic government. Chapter 20 of this Constitution states that Ghana shall have a system of Local Government and administration which shall, as far as practicable, be decentralized. It further states that the decentralization of Local Government through an enactment of an Act of Parliament shall have powers, responsibilities and resources transferred from the Central Government to Local Government so as to establish and enhance their capabilities to plan, initiate, coordinate, manage and execute policies in respect of all matters affecting the people within their areas. The Local Government Act of 1993 (Act 462) section 79 (1, 2 and 3) and the National Development Planning Systems Act of 1994 (Act 480) Section 1(3, 4), 2 to 11 confer numerous powers on local governments including the powers to borrow, invest, charge interest on contracts, deliver services through contracts, enter into joint ventures among themselves and charge fees. Using these powers, local governments in Ghana have charted their own development plans and have embarked on serious programmes for service delivery in areas such as water, sanitation and solid waste management.

Based on these expositions, it can be said that decentralization is increasingly gaining global recognition as a system supporting good governance for propelling local development. Decentralized democratic governance is one sure way of ensuring equitable distribution of national resources and the promotion of local participatory development. Local governments in

Ghana have used decentralization as a mechanism for accelerating local development. The goal of the Medium-Term Plan of Asutifi District for example is to improve livelihoods in the district through increased citizenry participation, public-private sector partnership, and food security and employment generation activities (ADA, 2010). This goes in line with the global efforts of ensuring that people fully participate in their needs. Through decentralization, it is believed that government **will be better aware of local needs and priorities** and that **local community would have more opportunities to influence how government funds are used. In addition government services will be nearer to the people and people would have the opportunity to take part in formulating decisions that affect their livelihoods (Crawford, 2004).**

This study is aimed at investigating whether decentralized governance in Ghana has enhanced local participation in project planning and implementation and therefore meets the expected benefits particularly in Asutifi District. This can only be proven by a critical assessment of the dynamics and the interplay between decentralized governance and participation in the district assembly system.

1.2 Problem Statement

The decentralization policy of Ghana is aimed at promoting people's participation and ownership of the machinery of government by shifting the process of governance from command to consultation processes, and by transferring power, authority and functions, competence and resources to the district level (Act 462, Act 480) (Goel,2010). The implementation of the policy has span almost 22 years since its inception to date.The process has gone through several reforms and Ghana can now be said to be practicing devolution.

Development workshop is the main component of the SPRING programme in the second year at KNUST. The workshop is normally conducted in a selected district to portray a wide range of grassroots development issues and problems. It is in this workshop the researcher became familiar with the Study area where by the assessment of the District Medium Term Development Plan (DMTDP) of Asutifi District for the period 2006-2009 was done and among other issues it was revealed that the sub-structures around which participatory governance hinges on are not properly developed. Out of a total number of nine (9) area councils, only three had offices and development plans prepared for them with the assistance of the Community Based Rural Development Project (CBRDP). This presupposes that the foundations of participation at the district level are weak and unsupportive of the decentralisation drive of the country.

Again, projects formulation and implementation can be questionable given the fact that there are a number of projects either abandoned or not being utilised by the intended beneficiaries even though such projects have been successfully executed. A case in question is a market facility built for the people of Hwidiem. This facility which was constructed for the community is lying idle with no one using it. The facility is now being occupied by illegal small scale miners while traders do brisk business in some other parts of the community including the streets. This is worrying and brings to question the issue of participation. The questions requiring answers are:

- To what extent were community members involved in project conceptualisation?
- Are the projects driven by the real needs and aspirations of the people?
- Did the people get involved in defining project location?
- Did they take part in the implementation, monitoring and evaluation of the project?

These are legitimate questions because districts have scarce resources to meet their many development challenges and it is only ideal that limited resources are used prudently by engaging project beneficiaries in determining their needs. Given these practical challenges of decentralisation and participation at the district level, it is important to investigate the dynamics that are at play at the local level with regard to projects planning, implementation and monitoring and evaluation of development interventions.

1.3 Scope of the Study

Asutifi District has been chosen for the purpose of this study. The choice of the district is purposive in that it was informed by the workshop session the researcher had, which provided the opportunity to learn about the people and administration at a go. The Asutifi District is one of the twenty two (22) districts in the Brong-Ahafo Region. The district capital is Kenyasi, which is about 50km from Sunyani, the regional capital of Brong-Ahafo. It shares boundaries with Sunyani Municipality in the North, Tano South District to the North East, Dormaa Municipality to North West, Asunafo North Municipal and Asunafo South District in the South West and Ahafo-Ano South and North Districts (Ashanti Region) in the South East. The District has a total land surface area of 1500 sq.km. The district has the total population of 98,592 as shown in Table 1. The district consists of nine (9) Area councils with a total of 117 settlements. In order to have a good representation, this study concentrated on 6 Area Councils which were randomly selected. Table 1 shows population by area councils and the selected area councils:

Table 1 - Population by Area council

Area Council	Population
Kenyasi no. 1	11,865
Kenyasi no.2	10,611
Ntotroso	11,953
Gambia	13,568
Nkasiem	6,283
Hwidiem	11,571
Goamu Koforidua	6,631
Acherensua	9,303
Dadiesoba	16,807
Total	98,592

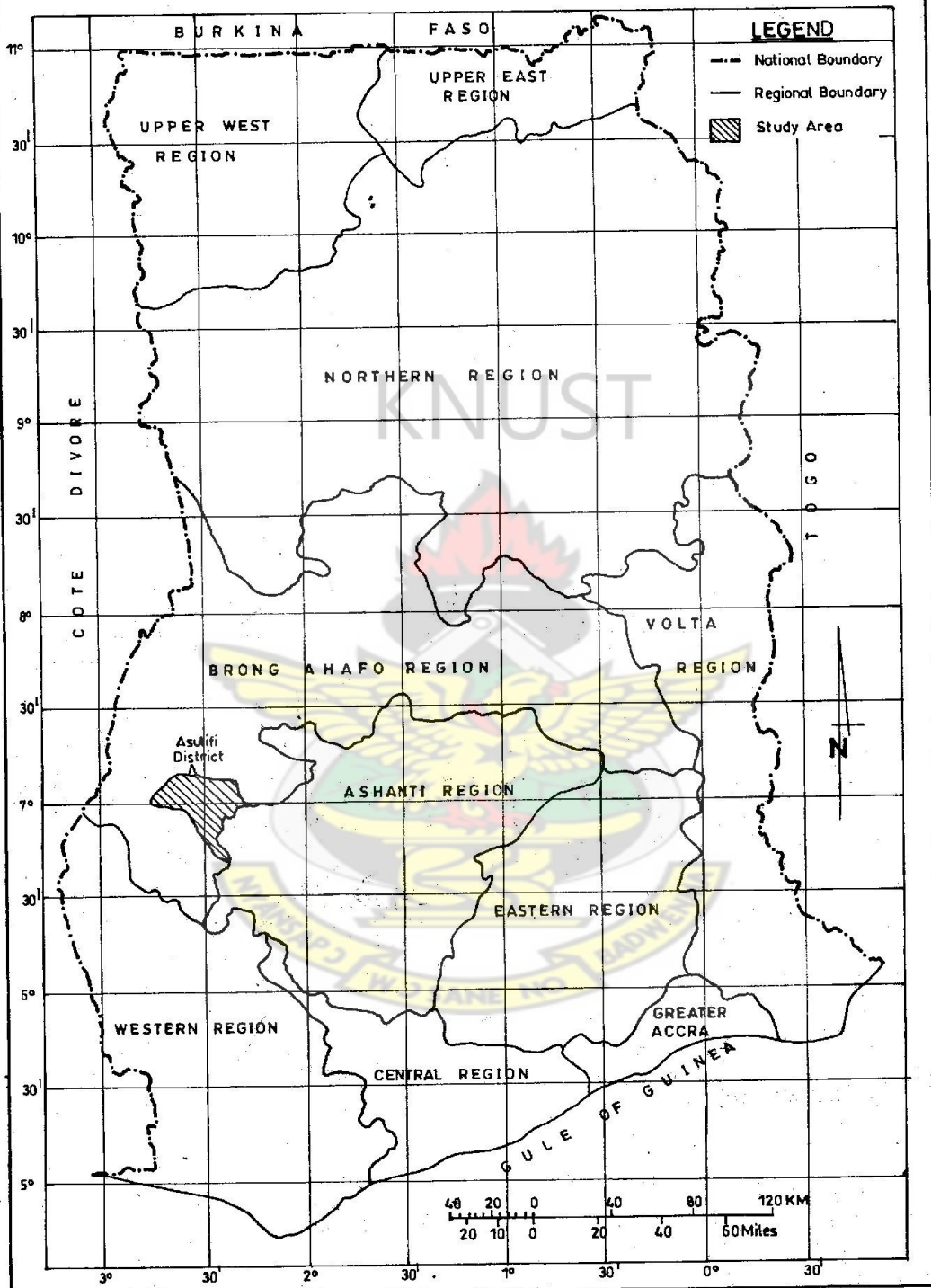
Source: Asutifi District Plan 2010 – 13

As shown in Table 1, population is fairly distributed within the district and the randomly selected sample will was used to represent the whole district.

Conceptually, the study seeks to establish the relationship between decentralized district administration and participation in project planning and implementation. Sustainable development has become an important concept in development discourse globally. Participation is seen as one of the tools for realizing sustainable development. It is therefore important for local actions intended to meet the tenets of sustainability to address issues of participation.

Figures 1 and 2 depict the map of Ghana and the study area respectively.

FIG.1 STUDY AREA IN NATIONAL CONTEXT



SOURCE: Survey Dept of Ghana (1994 Edition)

MAP OF ASUTIFI DISTRICT SHOWING
THE STUDY AREA COUNCILS



1.4 Research questions

Based on the problem statement, the research sought to find answers to the following key questions;

- i. What is the relationship between decentralisation and participation in the study District?
- ii. How does participation affect project identification and implementation?
- iii. How are the local population involved in the planning and implementation of development projects?
- iv. What policy issues need to be considered to ensure greater level of involvement of people in project planning and implementation?

1.5 Research objectives

The main objective of the study was to investigate whether decentralisation has contributed to participation and therefore meet the expected benefits in relation to project planning and implementation in the Asutifi District. Specifically, the study sought to achieve the following objectives:

- i. To investigate the relationship between decentralization and participation in the study district.
- ii. To explore how participation affect project planning and implementation.
- iii. To find out how the local community take part in the planning and implementation of development projects.
- iv. To propose policy recommendation to ensure greater level of involvement of people in project planning and implementation.

1.6 Relevance of the Study

This study is of importance because participation is now an international agenda for ensuring full representation of people in terms of their ideas, feeling and decision on matters concerning their development. Since this study was aimed at examining the relevance of participation in project planning and implementation, people will benefit, if measures suggested in this study would be implemented. The study is expected to make contributions to participatory governance in the Asutifi District and the country in general and as well as become a document for researchers and students. The study is also expected to ensure or look at the:

- i. Understanding of the dynamics of project planning and implementation in the district and the impact of those dynamics on the success or failure of projects.
- ii. Factors that enhance or inhibit people's participation at the local level.
- iii. Mechanisms that can be used to increase the engagement of the people in project planning and execution at the local level.
- iv. The possible impact of popular participation on the attitudes of the people towards their contributions to projects.
- v. Ways and means of making community projects sustainable.

Again, the research findings are extremely useful to the district authorities, civil society groups and development partners who would want to explore appropriate ways of improving community participation in decentralised governance in the Asutifi District in particular and the country as a whole.

Beyond these, the study would contribute to available literature in the field of participation and local development. The practical realities would be laid bare and other researchers interested in the subject matter could further explore the details.

1.7 Limitations of the study

This study was subject to limited time and lack of knowledge of the District. The final thesis was prepared in less than two months time; given this, the researcher being a foreigner, it was difficult to make detailed follow up of some of the information needed for this work.

1.8 Outline of study

The study is organised under five chapters. Chapter one presents the introduction, statement of the problem, the scope of the study, the research questions, the research objectives, and relevance of the study and limitations to the study. This is followed by Chapter two which contains the review of relevant literature on decentralization, participation, planning process, human development theory and conceptual relationships. Chapter three presents 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 specific findings, conclusion and recommendations.

CHAPTER TWO

DECENTRALISATION AND PARTICIPATION

2.1. Introduction

This chapter explains the concepts of decentralization and participation and their relationship to project planning and implementation. A review of relevant literature on decentralization and participation in the world is presented followed by the Ghana case.

2.2 Overview of the Concept of Decentralisation

The concept of decentralization has been a popular theme in development thinking and practice for at least two decades. The term 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 (Work, 2002). 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 (Work, 2002). Today, both developed and developing countries are pursuing decentralisation policies.

Work (2002) argues that the western world sees decentralisation as an alternative to providing public services in a more cost-effective way. He further argues that developing countries on the other hand are pursuing decentralisation reforms to counter economic inefficiencies, macroeconomic instability, and ineffective governance. Post-communist transition countries are embracing decentralisation as a natural step in the shift to market economies and democracy while those in Latin America are decentralizing as a result of political pressure to democratise

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

Rondinelli et al (1989) defined decentralization as the transfer of responsibility for planning, management, and the raising and allocation of resources from the central government and its agencies to field units of government agencies, subordinate units or levels of government, semi-autonomous public authorities or corporations, area-wide regional or functional authorities, or nongovernmental private or voluntary organizations. Decentralization can be in the form of political, administrative, legislative, fiscal, and market decentralization (Rondinelli et al, 1989). At the local level for example, there is population decentralization in which cities or rural communities establish new settlements to reduce congestion. Industrial decentralization is where city building new industrial centers cluster outside normal industrial areas. Transport decentralization is a phenomenon where by transport services and terminals are decentralized to avert congestions within urban centres. In Ghana, political decentralization took the form of creating District Assemblies and sub-district structures such as urban, town, area councils and unit committees which provided a platform at the local level for the people to deliberate, legislate and execute actions necessary for the development of their areas (Owusu et al, 2005).

Administrative decentralization is another type of decentralisation which deals with the transfer of responsibility for the planning, financing and management of certain public functions from the central government and its agencies to field units of government agencies, subordinate units or

levels of government (Rondinelli et al, 1989). In Ghana, twenty-two central government agencies have been decentralised administratively to the district level and the district staff of the sector departments take up the functions previously performed by these central government agencies. They include health, education, agriculture, social welfare and community development among others.

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

Another type of decentralisation is fiscal decentralization. It is a situation in which decisions about expenditures of revenues raised locally or transferred from the central government are done by the local authority (Egbenya, 2009). In many developing countries, local governments or administrative units possess the legal authority to impose taxes, but the tax base is so weak. Smoke (2001), in identifying critical concerns on fiscal decentralization argues that assigned

revenues are almost never adequate to meet local expenditure requirements in most developing countries.

Table 2 - Asutifi district internally Generated Fund versus Total Actual expenditure (in Ghana Cedis)

Year	2003	2004	2005	2006
Actual IGF	39,609	59,418	90,082	81,341
Actual Expenditure	437,712	713,793	119,662	1,139,928
% IGF	9	8	8	7

Source: Researcher, 2011 based on District Finance Office reports

In line with the argument made by Smoke (2001), the Asutifi district revenue could only cover less than 10% of its expenditure requirement from 2003 up to 2006 as can be seen in Table 2. This indicates that the district mainly depends on central governments transfers for much of its expenditure requirements.

The economic or market decentralization is the most complete form of decentralization from a government's perspective as there is a shift of responsibility of functions from the public to the private sector. The main approaches adopted under the market decentralisation are privatization and deregulation. Privatization is the transfer of the responsibility for the provision of goods and services entirely to the free operation of the market to public-private partnerships in which government and the private sector cooperate to provide services or infrastructure. Deregulation allows competition among private suppliers for services that in the past had been provided by the government or by regulated monopolies (Egbenya, 2009).

Under appropriate conditions, all of these forms of decentralization can play important roles in broadening participation in political, economic and social activities in developing countries.

Where it works effectively, decentralization helps alleviate the bottlenecks in decision making that are often caused by central government planning and control of important economic and social activities. For the purposes of this study, "decentralization" refers to how the government structure allows people's participation particularly in project planning and implementation.

2.3 Concept of Participation

Participation has become an essential ingredient and a prerequisite of good governance. Development as a process of increasing people's capacity to determine their future means that people need to be included in the process of planning their needs and development. Participation is part of the process and definition of development. There is, therefore, a growing consensus that people everywhere have a basic human right to take part in decisions that affect their lives. According to World Bank (1996) participation is a process through which stakeholders influence and share control over development initiatives and the decisions and resources which affect them. Participatory development in Africa, came to the pinnacle of development discourse following the signing of the African Charter for Popular Participation in Development and Transformation (ACPPDT) agreed at Arusha, Tanzania in 1990 (Africa Institute of South Africa, 2002). Currently, participatory planning at local level is important because decentralized development planning remains a valid framework for sustainable development and good governance agenda (Chinsinga, 2003). Participation as used in this study refers to local population being part of project identification and implementation. This is because individuals should fully participate and decide on their needs for their development.

2.4 Forms of participation

Participation can differ in the level of involvement. Hart (1992), using his ladder of participation explain the different approaches and practices that organisations take in involving various groups of people in societies such as children, young people and parents/carers in decision making. The Ladder of Participation is based on 8 levels. The levels show an incremental increase in active involvement, with level 1 being the lowest in terms of people having very little influence on decisions to level 8 illustrating true involvement. Table 3 show the forms of participation.

Table 3 - Forms of Participation

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

Source: Hart, Roger (1992)

The ladder of participation helps to determine the ways by which community members can be involved in project planning and implementation. Table 3 shows that, manipulation and

decoration are non participatory forms while others are participatory though they differ in the level of involvement of community members.

2.5 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. During this period, he argues the colonial administration governed indirectly through subtle manoeuvring of local political institutions (i.e. the Chiefs), by constituting chiefs and their elders in given districts as local authorities with powers to set up treasuries, recruit staff and perform local government functions. Nkrumah (2000) makes the astonishing revelation that under indirect rule downward accountability of chiefs to their subjects was replaced by upward accountability to the colonial authorities. The democratic ideals underlying chieftaincy in Ghana, which made chiefs accountable to their people began to suffer as the recognition by the central government was more crucial to the chief than the support of his people (ibid).

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

Over the years various attempts at decentralization were made with the first major attempt made in 1974 under the military junta of Lt. Col. Acheampong. The system under Acheampong was, however, characterized by deconcentration aimed at strengthening central government control of local government bodies (Nkrumah, 2000). A landmark historical aspect was the decentralization reforms introduced in the early period of Rawlings's populist military rule (1981-92). In 1983, Rawlings's PNDC government announced a policy of administrative decentralization of central government ministries, alongside the creation of People's Defence Committees (PDCs) in each town and village. The PDCs, made up of local PNDC activists as self-identified defenders of the revolution, effectively took over local government responsibilities, though often limited to mobilizing the implementation of local self-help projects (Nkrumah 2000), while the deconcentrated ministries played a more significant role. Currently power has been devolved to MMDAs and other decentralised agencies with human and financial resources to plan and execute development plans for the benefit of their inhabitants.

2.6 Legal framework

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

powers, responsibilities and resources should be transferred from the Central Government and its agencies to local government units (Article 240[2]).

Ghana's current programme of decentralization commenced prior to the national democratic transition in the early 1990s. In 1988, the PNDC government introduced a major piece of legislative reform, the Local Government Law (PNDC Law 207). This created 110 designated districts within Ghana's ten regions, with non-partisan District Assembly (DA) elections held initially in 1988/89 and subsequently every four years (1994, 1998, 2002, 2006/2010). In addition to the two-thirds of DA members elected on an individual, non-partisan basis, one-third was appointed by central government, along with a chief executive for each district (Pinkney, 1997). The stated aim of the 1988 Local Government Law was to promote popular participation and ownership of the machinery of government by devolving power, competence and resource/means to the district level (Map Consult, 2002). Interestingly, the language of participation and ownership anticipated the donor speak of the 1990s, though it also had some resonance with the revolutionary rhetoric of popular participation of the earlier PNDC period (Crawford, 2004).

A four-tier structure of sub-national government was created by the 1992 Constitution [or Local Government Act, Act 462 of 1993] at regional, district and sub-district levels. This comprises Regional Co-ordinating Councils (10), District Assemblies (110) and urban, zonal, town and area councils (1300), plus unit committees (16,000) (Nkrumah, 2000). It was in 2010 that Parliament passed a Legislative Instrument (LI) 1967, which indicated that a unit committee shall be equivalent to an electoral area in the country. The 16,000 has been reduced to 5,000 to be at par with the number of electoral areas in the country for the year's district level elections

([www.ghana.local government.com](http://www.ghana.localgovernment.com)). A brief description of the composition and function of each tier has been presented in the following sub-sections.

Regional Coordinating Councils

Each of the ten regions has a Regional Co-ordinating Council (RCC), headed by a Regional Minister, appointed by the President and vetted by a Parliamentary Committee on Appointments and approved by the National Parliament. In addition to the Regional Minister the RCC is composed in some occasions of his/her Deputy, the Presiding Member and DCEs from districts within the region and two chiefs from the Regional House of Chiefs. The Regional Heads of decentralized ministries in the Region sit as non-voting members. The RCC's main function is to co-ordinate and regulate the DAs in their respective regions, though the interpretation and implementation of this task remains vague (Crawford, 2004).

District Assemblies

The standing of the District Assembly (DA) is clearly stated in the 1992 Constitution as the highest political authority in the district, with deliberative, legislative and executive powers [Article 241(3)]. DAs range in size from 54 to 130 members (USAID, 2003) with both elected (70%) and appointed (30%) members. As initially indicated in page 14 paragraph two of this report, local elections are held every four years at approximately the mid-term point in the central government administration. Members of Parliament in the Districts are also entitled to participate in the activities of the Assembly, though in a non-voting capacity, while the District Chief Executive is an ex-officio member. DA members elect a Presiding Member from amongst themselves, to oversee or chair the three to four General Assemblies held each year for the duration of the Assembly, during which the DA acts as a district legislature. In between, the

ongoing activities of the DA take place in committee structures, of which the Executive Committee (EXECO) is the most significant, responsible for general policy and overall development planning. The EXECO is composed of one-third of the DA members and performs the main executive and administrative functions. Under it are five statutory sub-committees namely development planning, social services, works / technical infrastructure, justice and security, and finance and administration. The EXECO has the power to create other ad hoc sub committees as the need arises. All sub-committees report to the Assembly through the EXECO. The DCE, appointed by the national President, is the chair of the EXECO, while the Presiding Member and district MPs are barred from its membership (Crawford, 2004). Although this situation may be prompted by a notion of the separation of powers at local level, the outcome is that an appointed representative of central government chairs the most powerful body at the district level (DCE), while the Assembly's own elected leader is excluded.

Town/ Area Councils

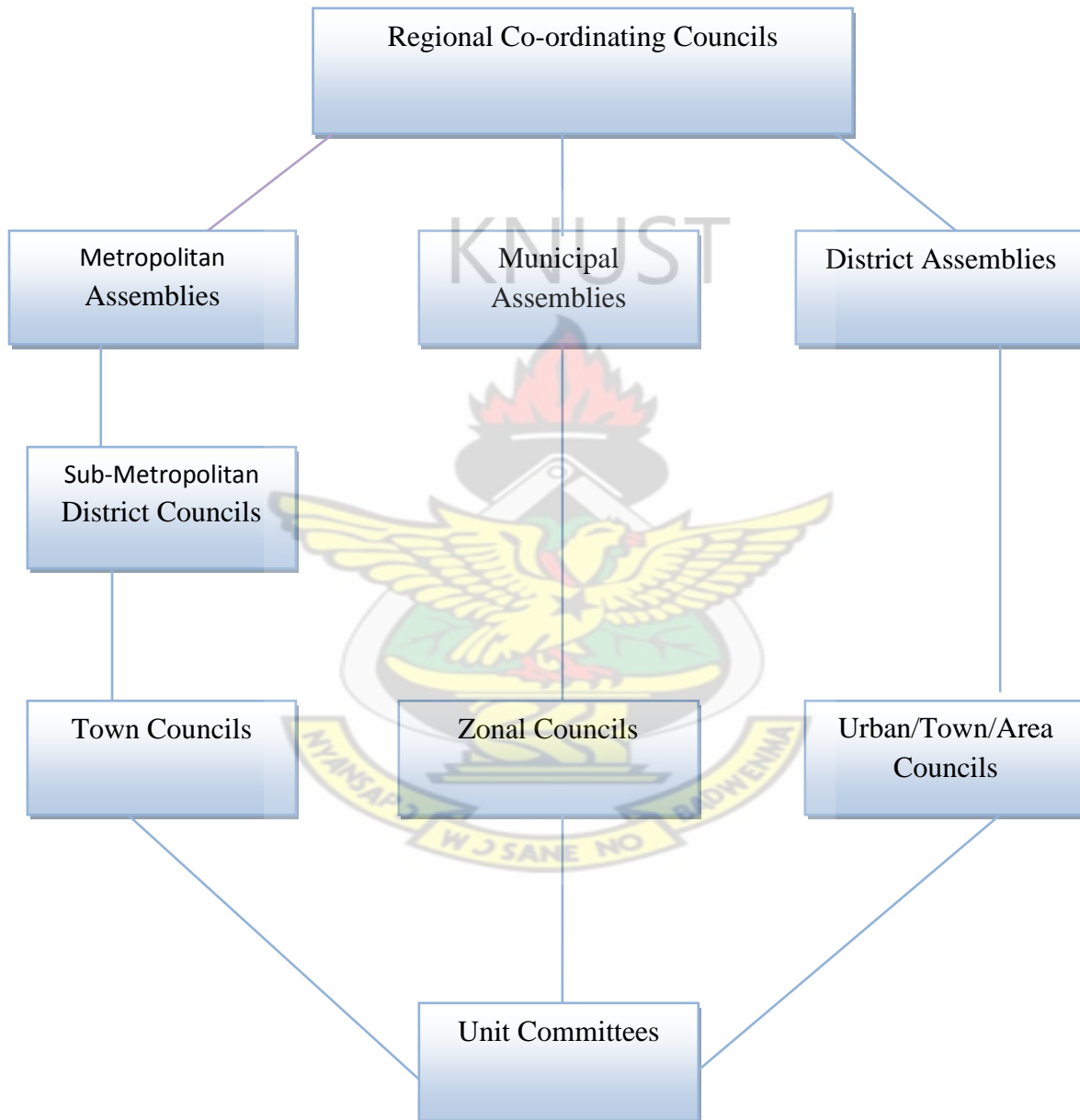
These are found in the Metropolitan and District Assemblies. In the District Assemblies, Town Councils are established for settlements with population between 5,000 and 15,000. They exist for a number of settlements which are grouped together but whose individual settlements have population of less than 5,000. They are essentially rallying points of local enthusiasm in support of development objectives of the District Assembly.

Unit Committees

Unit Committees form the base structure of the Local Government System. A Unit is normally a settlement or a group of settlements with a population of between 500 – 1,000 people in the rural

areas, and a population of 1,500 for the urban areas. Figure 3 shows the Local government structure of Ghana.

Figure 3: The Local Government Structure of Ghana



Source: Ministry of Local Government and Rural Development (1996)

The decentralised structure is expected to support community participation as planning is supposed to start from the lower level which is the unit committees. Being close in touch with

people, decentralised sections have to play the important roles in project planning and implementation.

2.7 Ghana Local Government Planning System

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

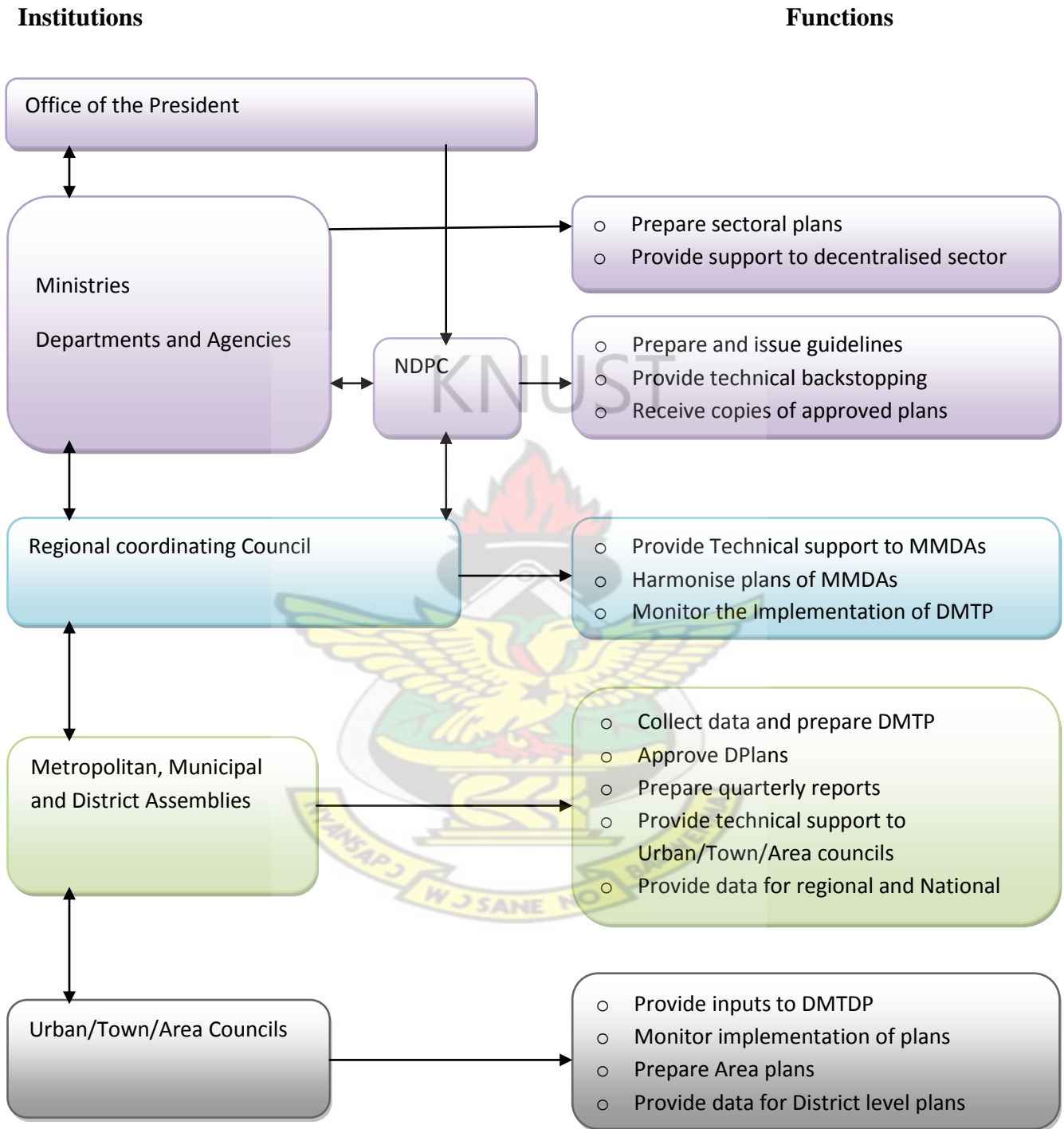
- Planning at the district level starts with the communities' problems, goals and objectives from Unit committee level through the Town/Area/Urban/Zonal Councils to the District Assemblies.
- The sub-committees of the Executive Committee of the District Assembly must consider the problems and opportunities of the communities, define, prioritise and submit them to the executive committee.
- The departments of the District/Municipal/Metropolitan Assembly, sectoral specialists, non-governmental organisations and other functional agencies must confer and collaborate with one another to hammer out the ingredients of the district plan.

- The District Planning Co-ordinating Unit shall integrate and coordinate the district sectoral plans into long term, medium term, short term plans and annual plans and budget for consideration of the executive committee and debate by the District Assembly.
- The approved plan is to be sent to the Regional Co-ordinating Council for co-ordination and harmonization with the plans of the other District Assemblies in the region.

An Analysis of the features show that Ghana's planning system is bottom up as all plans have to start from the communities. This implies that local population are expected to initiate projects depending on their needs and priorities as shown in Figure 4.



Figure 4 - Planning Institutions and their functions



Source: PMP Book, 2005

Figure 4, shows the planning levels and their functions differentiated by colours from the National, Regional, District and local levels and their responsibilities.

2.8 Conceptual Framework

Based on the literature review and objectives of the research, a conceptual framework of analysis is developed. The framework as illustrated in figure 4 includes basic concepts of decentralization, the need of structure, information and resources as well as the importance of human attitude for active participation. These concepts are explained as follows:

Decentralisation: Decentralisation is considered as important for the promotion of citizen participation in governance and development. It is commonly agreed that decentralised local governance contributes to development in terms of promoting participatory development strategies, and the production of policies that are adapted to local needs (Sharma, 2000).

Structures: To practise decentralisation, there is a need of creating structures to lower levels, having structures to the lower levels means becoming closer to the community.

Resources: The decentralised structures should be equipped with both human and financial resources so that they can function properly. These can contribute in the determination of who is to be involved, how and when. For example, if the DA is not equipped with transport, how can the staff reach the poor to get their views? Again resources can facilitate the capacity building of the community by training, education, learning by doing.

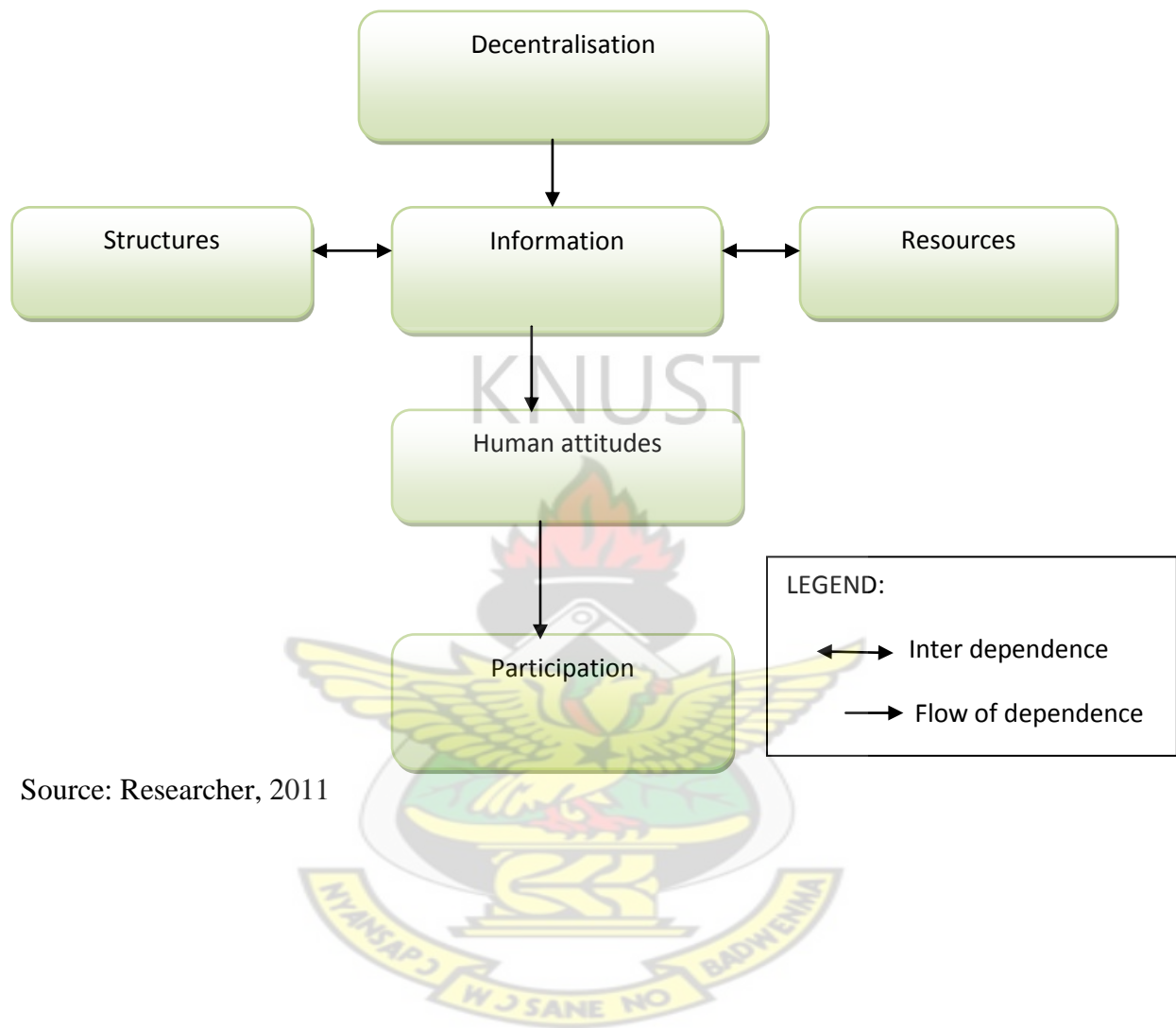
Information: one of the prime ingredients of development is information and how that information is disseminated between people. A Community can be given information for various reasons like information about outbreak diseases, agriculture, and public health.

Human attitudes: This is also an important issue when discussing participation. Human attitudes are subjective to individuals. Participation may work best when each of the key participants is satisfied with the level of participation at which they are involved. This can lead to participation or not participating in project planning and implementation.

Participation: This will happen if all the above mentioned aspects will be taken into consideration. The involvement of citizens in development planning and implementation enables the formulation of realistic plans that are in line with local circumstances and conditions. These will build a sense of ownership among the participants and ensure the sustainability of projects.

Structure, information and resources are considered to be the very integral parts of decentralization and they have strong interdependency between them as indicated by a double arrow. The single arrow indicates the flow of dependence for realization of an active community participation in decentralized system. Figure 5 show the conceptual relationship between the two.

Figure 5 – Conceptual relationship of decentralisation and participation



Source: Researcher, 2011

CHAPTER THREE

STUDY APPROACH AND METHODOLOGY

3.1 Introduction

A research methodology defines what the activity of research is, how to proceed, how to measure progress, and what constitutes success. This part therefore discusses the methodology which deals with techniques for data collection processing and analysis. In order to examine how decentralization affects participation in relation to project planning and implementation in Asutifi District, different approaches, techniques were used in the collection and analysis of both qualitative and quantitative data. This part explains how these took place.

3.2 Basic concept

Research methods may be understood as all those methods or techniques that are used for conducting a research. In other words, all those methods which are used by the researcher during the course of studying the research problem are termed as research methods. Research methods can be categorized into the following three groups: those methods concerned with the collection of data, those statistical techniques used for establishing relationships between variables and those methods which are used to evaluate the accuracy of the results.

On the other hand, research methodology is a way to systematically solve the research problem. It may be understood as a science of studying how research is done scientifically. It has many dimensions and research methods do constitute a part of the research methodology.

When we talk of research methodology we are not only talking of the research methods but also consider the logic behind the methods we use in the context of our research study and explain why we are using a particular method or technique and why we are not using others so that research results are capable of being evaluated either by the researcher himself or by other scholars.

Why a research study has been undertaken, how the research problem has been defined, in what way and why the research questions have been formulated, what data has been collected and what particular method has been adopted, why particular technique of analyzing data has been used and a host of similar other questions are usually answered when we talk of research methodology. It is on this conceptual frame work that this paper is prepared.

3.3 Research Design

The proposed study adopted the case study design to obtain the necessary and required information and or data. The case study design was chosen due to its ability to provide in depth insight of the unit to be studied and the research question starts with “how” type of phrase. It is widely accepted that “why” and “how” questions can best be answered by the use of case study methods, as this method allows careful and complete observation of the social unit (Korthary,1990). Again, this research sought to carry out intensive analysis of the district situation regarding people’s participation in project planning and implementation.

3.4 Study Variables and Type of data

This study involved both dependent and independent variables. Table 4 show the study variables and data type which were used for this study.

Table 4- Variables and Data Type

Study Variable	Data Type	Source (s)
Institutional arrangements	Organisation structure, Existing departments and units, Functionality of the structures	DPCU members Local Government planning document Assembly members
Planning capacities	Number of transport and working equipment under the planning department, Number of supporting staff in the planning unit	District Planning officer
Planning processes	Planning levels, steps to be followed in planning	NDPC Guideline DPCU members DMTDP
Government projects undertaken in the area	Community projects Priorities, Approved projects, completed projects, on-going projects	DMTDP Assembly members Public hearing report
Participants in the projects	Age, Sex, Education level,	Community
Forms of participation	Mode of participation, Level of participation	Community DPCU members Assembly members
Involvement in Participation	Institutional view Individual view	Community DPCU members Assembly members
Challenges to participation	Barriers to participation	Community DPCU members Assembly members

Source: Researcher, 2011

3.5 Sampling and sample size determination

A sample is a small part of something intended as representative of the whole. Sampling is that part of statistical practice concerned with the selection of an unbiased or random subset of individual observations within a population of individuals intended to yield some knowledge about the population of concern, especially for the purposes of making predictions based on the sample frame. Within this context a sample survey had been carried out to back the secondary sources of data.

Based on the fact that, participation in project planning and implementation has to involve both community members, assembly members and DPCU members, samples from this population were obtained for this study. These three groups were studied using different and interrelated sampling procedures for each. Since possible population differ on the levels of their involvement, in projects planning and implementation, stratified random sampling was used to categorize the members of the population into mutually exclusive and collectively exhaustive groups. There were three (3) strata; Community Members, Assembly members and DPCU members.

3.5.1 Sample of community

Sample of community members is intended to find the views, expectations and recommendations of the different community members on participation on various development programs in their locality. The following mathematical formula is used to determine the sample size of the community members:

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

Where, n = sample size;

N = Sample frame;

α = Alpha = Level of significance that provides best outcome when the value of α ranges between 0.04 and 0.08 was used to determine the sample size.

In order to have good representation of community members in Asutifi District, and by the knowledge of the researcher, the study focused on six (6) area councils out of nine (9) area councils which were randomly selected.

Using the above formula and the projected population of 2010 for the six selected area councils as N at 0.08 level of significance (at 92% confidence interval) the sample size n is found to be 156. However, considering the available time and other resources, the researcher decided to conduct the survey on only 50% of what the formula has shown. As a result, 78 community members from six area councils were interviewed. These individual sample units were selected from each area councils randomly. The share of each area council is determined proportionate to the population size. Table 5 shows the distribution of individual area council selected for the study.

Table 5: Summary of sample community representatives

Area Council	Population	Number of people to be interviewed
Kenyasi no. 1	11,865	12
Kenyasi no.2	10,611	12
Ntotroso	11,953	12
Gambia	13,568	14
Hwidiem	11,571	12
Dadiesoba	16,807	16
Total	76,375	78

Source: Asutifi District plan 2010 – 2013

Note that the number of respondents is proportion to the population of the area council.

3.5.2 Sample of Assembly members

Asutifi District has a total of 63 assembly members with, 42 elected members, 19 appointed members and 2 members of parliament.

The study involved a sample from only 42 elected members because they are the one who represent their community and act as a link between Community and the District assembly.

The mathematical formula used to determine the sample of community members above is also used here to determine the sample size. Using 42 elected members as sample frame N and level of significance 0.08, the appropriate sample size is found to be 33. Due to limitations of time and resources the researcher planned to interview only 50% of the sample which was estimated to be 17 members of the assembly. However, this could not happen in the field study work because, it was difficult to get the assembly members as they were elected in December, 2010 and they were not yet working as of the time of field work. The study managed to meet only 12 members of the assembly who were within the selected area councils.

3.5.3 Sample of Members of DPCU

According to the planning system in Ghana, there are 11 departments under the district assembly. Based on the researcher's time and knowledge, purposive sampling method was used to select 7 departments which are of more pro poor concern. That is Planning, Education, Health, and Water, Agriculture, works and Trade and Industry. Therefore, in total, the study involved a total sample of 97 out of the planned 102 people, out of which 78 were community members, 12 assembly members and 7 heads of selected decentralised departments.

3.6 Data Collection Methods

Both primary and secondary data were collected from the relevant sources in an effort to meet the objectives of the study.

3.6.1 Primary data

Directly data observed or collected from first-hand experience were collected, organized and analyzed to get the interpretation of it. Both qualitative and quantitative data were obtained using various data collection techniques as explained below:

3.6.1.1 Interviews

Structured questionnaires were used to get information and ideas from respondents. Interviewees were gathered together at one point in a particular area council. The researcher posed questions to respondents and filled in questionnaires for them. The researcher also asked open ended questions in order to get more information and the feelings of respondents towards participation. These were mainly qualitative, which the structured questionnaire was not able to involve. These methods were used to get responses from Community members and assembly members.

3.6.1.2 Questionnaires

Questionnaires were used to collect information from 7 selected members of DPCU. The questionnaires were administered to them and respondents provided answers without the assistance of the interviewer. Respondents were given 3 days to complete the questionnaires after which they were returned.

3.6.1.3 Observation

Personal observation method was used to see, record and take photos of some of the projects which were not used by the community after being handed over to them.

3.6.2 Secondary data

Documentary reviews were used to collect secondary data. The reviewed documents were District medium term plans and implementation reports and official files. The study also gathered information from the sampled departments through office notice boards such as departmental organisation structure.

3.7 Data Analysis

Data processing involves editing the questionnaires, coding and entering them into the computer for analysis. The Statistical Programme for Social Scientists (SPSS) was used to process the data. The analyzed data are presented in the form of tables and figures. The questionnaires were coded, then data entered into the SPSS programme, and were analysed. The researcher used the analysed data to interpret and compile the results.

CHAPTER FOUR

DATA ANALYSIS

4.1 Introduction

The concepts of decentralisation and participation have come to stay and are seen to be playing useful roles in the governance of development in many countries in the world. Ghana's decentralisation system is anchored on participation as the various enactments mandate MMDAs to involve the local people through public hearings and other pro-poor planning methods in the planning and implementation of development interventions. The ADA is a district with diverse socio-economic and environmental activities that require the use of participatory methodologies by the different actors in the district sphere. It has the responsibility to deepen decentralised participation in the development of governance. This chapter examines the extent to which this is carried out by assessing the system of participation as it exists in the District. Data analysed were gathered from the field from different stakeholder groups in the chain of participation in the Asutifi District.

The critical questions that participation has always sought to deal with include; who participates? Why do they participate? When do they participate? And how do they participate? These among others are the issues that this study has sought to address using Asutifi District as a case study.

4.2 Institutional Arrangements

Under the Local Government system of the country, the Asutifi District Assembly is the highest body at the district level and has deliberative, executive and legislative powers. The highest decision making body is the General Assembly which is made up of 42 elected members, 19 appointed members, 2 members of parliament, DCE and all heads of department. The Asutifi District Assembly was created by LI in 1988.

It was created as a planning authority to plan, execute and supervise the delivery of development interventions for the communities. The ADA executes its mandate with the support of many other decentralised departments using participatory development approaches. The decentralised departments that are currently functioning in the Asutifi District are presented in Table 6.

Table 6 - Decentralised Departments and Units

No.	Department	Units
1.	Education, Youth & Sports	<ul style="list-style-type: none"> • Education • Youth • Sports (*) • Ghana Library Board (*)
2.	Social Welfare & Community Dev't	<ul style="list-style-type: none"> • Social Welfare • Community Development
3.	Works	<ul style="list-style-type: none"> • Public Works Dept. • Dept. of Feeder Roads • Rural Housing (*)
4.	Physical Planning	<ul style="list-style-type: none"> • Dept. of Town Planning • Dept of Parks & Gardens (*)
5.	Finance	<ul style="list-style-type: none"> • Controller & Acct. – General
6.	Natural Resources Conservation	<ul style="list-style-type: none"> • Forestry • Games & Wildlife (*)
7.	Central Administration	<ul style="list-style-type: none"> • General Administration • District Planning Co-ord. Unit • Births & Deaths Registry (*) • Information Services • Statistical Service
8.	Trade & Industry	<ul style="list-style-type: none"> • Trade (*) • Cottage Industry (*) • Co-operatives
9.	Disaster Prevention	<ul style="list-style-type: none"> • Fire Service Dept.
10.	Health	<ul style="list-style-type: none"> • District Health Directorate • Environmental Division of MLG
11.	Department of Agriculture	<ul style="list-style-type: none"> • Dept of Animal Health & Production • Dept. of Fisheries • Dept of Agricultural Extension Services • Dept of Crops Services • Dept of Agricultural Engineering (*)

Source: Field Survey, 2011

* Currently not in existence in the Asutifi District.

The Local Government system in Ghana has eleven (11) key decentralised agencies usually at the district level. Each of these agencies also has some units working within them. From Table 4, it is obvious that while all eleven decentralised agencies are working in the Asutifi District, some of them do not deliver the full benefits of their existence because they have not got the full complement of their units to operate effectively. All these departments are supposed to meet in DPCU meetings and provide the baseline survey data which they collect from lower levels through opinion leaders, with respect to their departments. They submit quarterly and annual progress reports to the District assembly for harmonisation and consolidation into District composite report. However, the Directors of Health, Education and Agriculture departments do not fully participate in the DA activities such as DPCU meetings. This is because they said they are directly responsible for their respective ministries. The DPCU attendance register shows that they usually send their subordinates who keep on changing to attend these meetings. The subordinates, are however, not permanent members and this is creating problems of continuity and consistency in the planning and decision making processes of the Assembly.

At lower level, the district has 9 area councils out of these; only three (Dadiesoba, Goamu and Gambia) have offices and have been supported by the Community Based Rural Development Project (CBRDP) to prepare Medium Term Development Plans using technical expertise from the Assembly. This means, they do not perform the expected function which was intended for them to do.

4.3 Planning Capacities

The Asutifi District basically exists as a planning authority and by its mandate is supposed to use pro-poor and participatory approaches in coming out with its development plans for implementation.

While various sector agencies prepare their sector plans, these are usually consolidated into a holistic District Medium Term Development Plan (DMTDP) and implemented over three-year period. According to the NDPC guideline, the role of the DPCU is to prepare the DMTDP. This is in addition to other planning functions as prescribed by the relevant sections of the National Development Planning (System) Act, 1994, (Act 480), the Local Government Act, 1994 (Act 462) and the Civil Service Law, 1993, PNDC Law 327. The preparations of DMDTP require enormous expertise and logistics and this aspect of the study sought to ascertain the capacities that exist in the District to support such an endeavour. Table 7 shows the human resources capacities of the expanded District Planning Coordinating Unit (DPCU) which has the responsibility to harmonise and coordinate district medium term planning activities.

Analysis of the District situation at the Area Councils is done by the heads of department who conduct baseline survey using opinion leaders; however, the Presentation of the area councils' analysed situation at a public forum is not done. Identification and prioritization of area councils' development issues are done but public hearing for harmonisation is weak because most of the community priorities are not included in the approved plan. The DMTP is supposed to be attached with a written report on the public hearing(s) including written submissions by individuals, groups, communities and organizations. This was not witnessed by the researcher.

Table 7 - Staff Capacity of Expanded DPCU

No.	Staff	Yes	No
1.	District Coordinating Director	√	
2.	District Planning Officer	√	
3.	District Budget Officer		√
4.	District Finance Officer	√	
5.	District Director of Health Services	√	
6.	District Director of Education	√	
7.	District Director of Agriculture	√	
8.	District Director of Social Welfare or Community Development	√	
9.	District Physical Planning Director	√	
10.	District Director of Works or Engineer	√	
11.	Assembly member nominated by the District Assembly		√

Source: Field Work 2011

Table 7 depicts that the expanded DPCU of the Asutifi District has no Budget Officer. This obviously takes away some expertise that might be required in the planning of development interventions. This was explained as a general concern in the Brong Ahafo Region as there are only about eight (8) Budget Officers in the region serving 22 Districts. This can affect the capacity of the DPCU to implement participatory and pro/poor approaches to development planning. The district has only one (1) Planning Officer, without an Assistant, where he is supposed to work as a budget officer and a planning officer at a time.

Planning unit being the think tank of the DA, is supposed to have enough staff and equipments for coordination of activities in the District. However, in the case of Asutifi District, the situation is worse, Table 8 shows the necessary equipment needed in the Planning department and their availability.

Table 8 – Important office equipments needed for the planning office

No.	Necessary equipments	Office equipments Needed	Office equipments available	Deficit/surplus
1.	Motor vehicle	1	-	1
2.	Motorcycles	3	-	3
3.	Computers	3	1	2
4.	Printers	1	1	-
5.	Digital camera	1	-	1
6.	Photocopier	1	-	1
7.	Office rooms	3	1	2

Source: Field Work 2011

From the table it can be observed that, the planning office has one (1) office room, one (1) computer and one (1) printer. The planning unit has no digital camera, scanner and copier. The Planning Officer complained that mobility has become a big challenge as they are unable to monitor development projects that have been given out on contracts. They have neither a motorbike nor a vehicle to supervise works given out to contractors.

4.4 Participants in the projects

At the community level, the study sought to know the level of education of the respondent so that it can show the level of understanding of issues easily and even the ability to participate in projects planning and implementation. Table 9 shows the education level and their responses on participation from both community and Assembly members.

Table 9- Education level of respondents and their responses on participation

Respondents	Attended School	Not attended School	Total	Attended school		Not Attended school	
				Participated	Not participated	Participated	Not participated
Community members	35 (45%)	43 (55%)	78	21 (64%)	12 (36%)	7 (16%)	36 (84%)
Assembly members	7 (64%)	4 (36%)	11	7 (100%)	-	4 (100%)	-

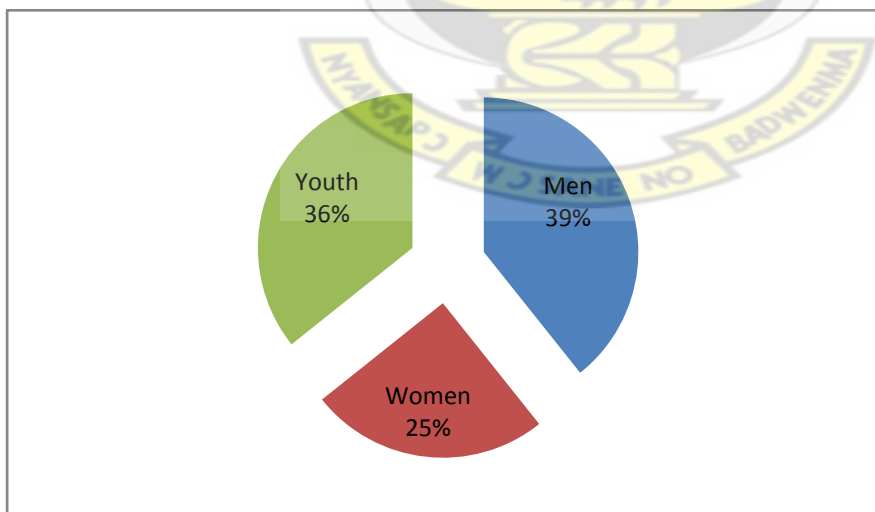
Source: Field Work, 2011

Table 9 shows that more than half of the respondents from communities 43 (55%) have not been to school. Out of these few 7 (16%) participate in project planning and management. This means that Participation can be affected by the ignorance of people not to know the importance of participating in development projects. On the other hand, those who went to school may overpower and influence all the decision made in their area.

In the case of Assembly members 7 (64%) out of 11 respondents have been to school and all indicated that they had always been involved in the planning and implementation of development projects in their communities.

A further analysis of the people who responded to having participated in public decision making revealed some interesting characteristics. Out of the proportion who had participated in some development project 10 (36%) were youth, 7 (25%) were women and 11 (39%) were men. Figure 6 depicts the composition of the respondents.

Figure 6 - Composition of Individual Respondents



Source: Field Work, 2011

The result portrays that, men and youth are involved in the decision making because they are energetic and they can provide power in the implementation of projects and therefore influential in the implementation of the projects. Again, in the case of women, the study revealed that they are still in the marginalised group.

4.5 Organisation of Participation and the planning process in Asutifi District

Participation in the Asutifi District is organised at two levels – the institutional and the community. The institutional level basically deals with the General Assembly (GA), the Executive Committee (EXECO), the sub-committees of the Assemblies and the various decentralised departments in the district. It is the GA that has power to approve important documents such as budgets, development plans and even the District Chief Executive. Although heads of Decentralised Department sit in all assembly meetings they do not have voting rights. This means, their contributions, ideas may not be taken seriously or even ignored because of the less power they have. 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 way of seeking diverse opinions on development proposals because at such meetings a cross section of the district is usually duly represented. The assembly is mandated to organise four General Assembly meetings annually but in many instances it has been able to organise two meetings per year because of inadequate resources. In order to ensure proper coordination of development activities in the District, the ADA has always sought to involve relevant stakeholders in the general Assembly meetings. An assessment of minutes of general assembly meetings and records of attendance showed that Newmont Ghana Gold Limited, Action Aid International, the Media, Opportunities International Centers International

(OICI) and the Traditional Councils attend such meetings. It can therefore be said that at the institutional level the ADA is trying to making good efforts to promote participation in the governance of the development processes of the district.

Working hand in hand with civil society and private sector actors, has helped deepen decentralised planning practices in the Asutifi District. These agencies have great deal of data and technical expertise that they are often ready to make them available to the District Assembly in its planning of activities and they use various pro-poor interventions such as technical community interface and focus group discussions to carry out their activities in the communities. These have helped build capacities relevant for district level planning and implementation. For example, it emerged that the ADA has in recent times joined hands with the Community Development Unit and the Sustainable Development Committees (SDCs) of the various mine-take communities to build capacities and implement development projects on partnership basis. While NGGL supplied all the materials required for project implementation, the DPCU and the Works department of the ADA supervised the projects. The Sustainable Development Committees through the support of the chiefs of their communities provided communal labour. This approach has led to various projects in Ntotroso, Gyedu, Wamhinso and Kenyasi I & II. They also helped build capacities for district level planning and the adoption of participatory methodologies. Again, these institutions have over the years been paying “fat sums” of money to people who participate in their meetings and deliberations. These make it possible for their meetings to receive massive patronage and now the community members have developed a penchant for not attending Assembly Programmes because they are not paid sitting allowance timely.

Again, it was explained that, communities in the past have initiated and carried out their own interventions deemed necessary. These days, however, they expect everything to be provided for them free of charge. Even when they have expressed the need for a project, they are unwilling to pay the counterpart funding.

In recent years the ADA has had to pay the counterpart funds for communities benefitting from donor funded projects under CBRDP and Community Water and Sanitation Agency (CWSA).

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

- Analysis of the District situation at the Area Councils.
- Presentation of the area councils' analysed situation at a public forum.
- Identification and prioritization of area councils' development issues.
- Harmonization of the issues.
- Public hearing of plans at area councils.
- Public hearing, adoption and approval of plan at general assembly.
- A written report on the public hearing(s) including written submissions by individuals, groups, communities and organizations must be attached to the Proposed District Development Plan, and subsequently sent to the NDPC.

An analysis of the Project planning adopted in ADA revealed that the process is not followed. According to the Planning Officer, inadequate staff and logistics account for such a situation. He argues that they have always carried out the situational analysis but have never been able to organise public forums to validate the problems identified. In instances where we are able to do

that, the plan is finalised and ready to be submitted to the National Development Planning Commission. However, it must be noted that there was no evidence to support the position of the Planning Officer. In concluding, the study revealed that the participatory planning process is not properly followed in the district. This is attributable to lack of resources and capacities to duly follow the participatory approaches to the latter.

4.6 Community priorities in relation to approved plans

The study sought to know the approved projects in relation to community aspirations. The review of the medium term plan 2006/09 shows that, out of 8 community aspirations, two projects, inadequate water and inadequate Health Capacity were approved in Dadiesoba area council. On the other hand, out of 9 Community aspirations in Hwidiem, none of them was approved. Table 10 shows the community inspirations and the approved projects.



Table 10 - Community priorities versus approved Projects

No	Area Council	Identified Community's priorities	Approved projects
1	Dadiesoba	<ol style="list-style-type: none"> 1. Inadequate Water, 2. poor roads, 3. Inadequate toilet facility, 4. Poor/ Dilapidated School structures, 5. Inadequate Health capacity (Personnel & Equipment) 6. Poor Market Structures, 7. Lack of capital for farming, 8. Inadequate Electricity coverage 	<ol style="list-style-type: none"> 1. Link 2 communities to the Small Towns Water Supply project annually 2. Rehabilitate and equip 1 Health centres annually, 3. Construct 5 Nurses Quarters, 4. Construct 3 Final Disposal site annually, 5. Construct 3 Area Council Offices.
	Hwidiem	<ol style="list-style-type: none"> 1. Inadequate Electricity coverage 2. Inadequate supply of Water, 3. High rate of Unemployment, 4. Poor Roads, 5. Poor Market Structures, 6. Inadequate toilet facility, 7. Lack of Capital for investment, 8. Lack of / unreliable Telecom facilities, 9. Poor Sanitary conditions 	<ol style="list-style-type: none"> 1. Provide 20 Computers to each of Hwediem and Gyemfi Kumanin SSS by the end of plan period. 2. Construct and equip 3Community Library in the district, 3. Established Adolescent Sexual Reproductive Center, 4. Construct 3 Final Disposal site annually, 5. Construct 3 No. Slaughter House, 6. Construct 4 No. Police stations in the district

Source: DMTP, 2006/2009

From Table 10, it is clear that community needs are often not met and that serve as disincentive to participation in planning and implementation of projects.

4.7 Forms of participation

In the context of Asutifi District, four main forms of participation were identified. These are Placation, Consultation, partnership and delegated power.

- **Assigned but informed (Consultation):** There is collaboration when the various actors of a development intervention plan a project from the scratch and specify conditions for parties. This is usually the case with many counterpart funded projects for which communities have to make some level of contribution in cash and kind. Such projects are usually provided on

demand-driven basis and communities must express interest and demonstrate that by contributing in cash to undertake the project. It has worked very successfully under water and sanitation, agricultural inputs and also projects being implemented by donors. The Community Based Rural Development Projects (CBRDP) implemented in Dadiesoaba, Goamu-Koforidua and Acherensua Area Councils were implemented along this line. Over time it has proven to be an effective way of delivering development to the people but increasingly even when people have expressed need, they are unable to contribute their community counterpart fund to the project and the Assembly has often had to take it up.

- **Consulted and informed (Placation):** This is done when the District Assembly consults, chiefs, opinion leaders and other stakeholders about an intended action. This is predominant when it has to do with the construction of projects such as schools, health facilities, water facilities and sanitary facilities. In many instances, the people claim they are presented to them as promises and some usually do not really get implemented again people participate in the development governance process by being informed. The various decentralised agencies provide information of all forms through different media to the general population. These include posting information on notice boards, use of the district information van, radio broadcasts, field visits. These have been used mostly to disseminate information on disease outbreaks, announcements on important national events such as the conduct of important assignments such as census.
- **Staff initiated shared decision with participants (Partnership):** This is a very important form of participation that is helping propel the development of self-initiated projects. The District Assembly mandatorily allocates 10-15% of its share of the District Assemblies Common Fund annually to the completion of community initiated projects. Under this

scheme, communities initiate projects they deem necessary, implement it to a certain level and then petition the DA for support through their assembly member to complete the project. Over the past three years the ADA has helped complete 12 of such projects in Ntotoroso, Gyedu, Wamahinso, Kenyasi I & II, Acherensua and Nkaseim. The projects were basically renovation of schools and completion of toilets.

- **Participants initiated and directed (delegated power):** The people of the Asutifi District also see elections as one of the important means by which they participate in the governance processes of the District. They play a part in the election of the president of the country and are also responsible for the election of their Members of Parliament and Assembly Members. Indirectly they are of the conviction that they play a useful role in approval of their District Chief Executive through their elected assembly members. Beyond these, people have adopted voting as a way to break deadlocks on major social issues when there is no consensus among community members. These have played key roles even in the prioritization of community projects for implementation.

Although eight forms of participation have been identified in the literature, only four of these forms are being practised in Asutifi district. 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, projects and programmes.

4.8 Reasons for Community involvement

People generally participate in project planning and implementation for various reasons. In the Asutifi District, participation by the people is seen as a way of expressing themselves and getting their interest represented in the formulation, implementation and monitoring of development interventions. Table 11 shows the various reasons community and assembly members gave for participating in developmental projects in the District.

Table 11 - Reasons for Community involvement

Reasons	Community members		Assembly members	
	Frequency	%	Frequency	%
Enhances project lifespan (Sustainability of projects)	10	12.8	5	45.5
Promotes Community ownership	30	38.5	-	0
Real Community needs are solved	30	38.5	4	36.3
Others(specify)	8	10.3	2	18.2
Total	78	100	11	

Source: Field Work, 2011

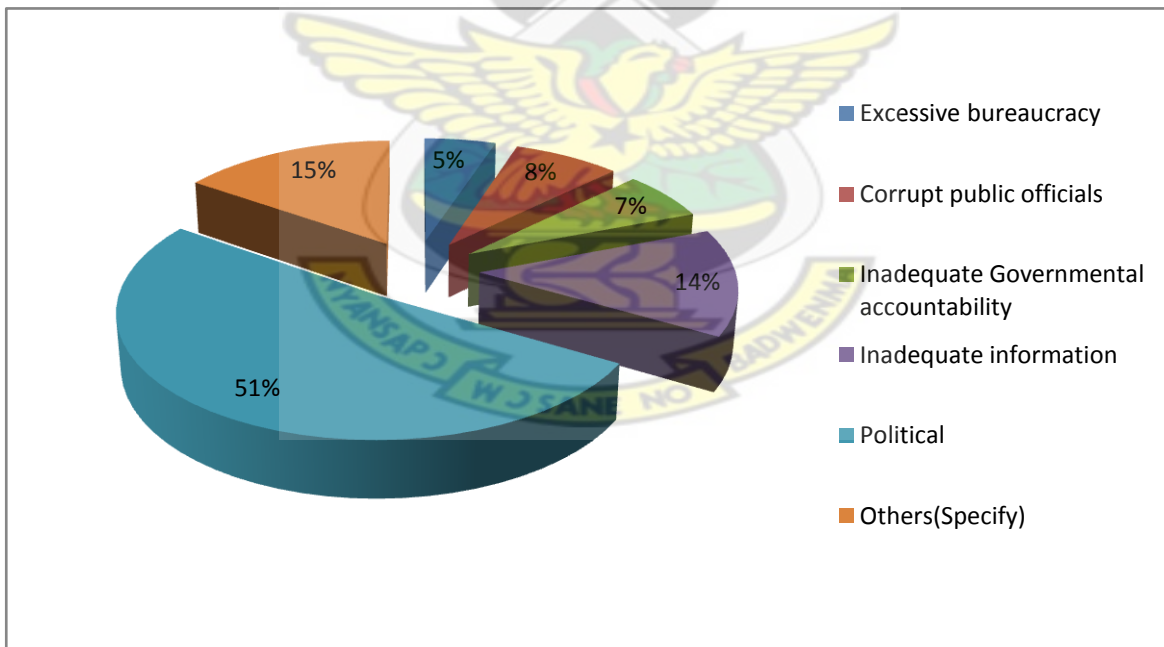
From Table 12, it is clear that about 38.5% of community members see participation as a way of promoting community ownership of projects while also ensuring that real community needs are addressed. On the other hand, 45.5 % of assembly members who responded to this question see their involvement as a 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 prevents corruption and keeps project managers on track. There is general appreciation among community members of the need to participate in decisions that affect their life.

4.9 Challenges to community participation

Although participation is helping build capacities, improve project delivery and the quality of lifespan 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 Political, Inadequate information and others as can be seen in Figure 7.

Figure 7 - Challenges to Community Participation



Source: Field Work, 2011

It can be seen from Figure 7 that a very critical challenge to participation is political reasons and that brings to question partisan differences in the District. Indeed, people whose political sympathies lie with the opposition New Patriotic Party (NPP) see any government intervention as a political project and as such are not interested in taking part in such projects. This has deprived communities and the district authorities of much needed capacities in the design and implementation of very important projects as members of opposing parties are unwilling to partake in 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 district 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 decentralised unit committees and area councils are both headed by politicians who are not accountable to the District.

4.10 Concluding comments

From the various discussions so far it is obvious that participation in projects planning, implementation and management in the Asutifi District is relative good due to a multiplicity of factors. The forms of participation found in the District are Placation, Consultation, partnership and delegated power. According to the ladder of participation they allow the have not to hear and to have a voice. Again the presence of NGGL, Action Aid and other civil society groups helps to propagate participatory approaches to project management through the adoption and use of the

participatory tools in their engagement with the communities. Despite the modest gains made by both the public, private and civil society groups 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 district.

KNUST



CHAPTER FIVE

FINDINGS, RECOMMENDATIONS AND CONCLUSION

5.1 Introduction

This chapter discusses the research findings from the investigation which touched on whether decentralisation has contributed to the people's participation in project planning and implementation in the Asutifi District and therefore meets the expected benefits. It also presents the conclusions and recommendation made to ensure community participation is fully practised in Asutifi District. The findings are presented based on the specific issues which were analysed in chapter four.

5.2 Findings

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

- i. Ghana's decentralisation system is such that it has deconcentration and devolution working side by side. In conformity with this research in the Asutifi district, the research has revealed the existence of both forms of decentralization in the district. Devolution is observed when the government has transferred some responsibilities for services to the district for them to elect their own assembly members, raise its own revenues, and ensure the independent of some of its departments like Natural Resource Conservation, Central Administration, Trade and Industry. Deconcentration in the district is observed when the District Assembly is the centre of authority at the district level with the other decentralised departments such the District Education Directorate, District Health

Directorate and the District Agricultural Directorate operating as separate entities. Indeed they prepare and implement their own annual plans and are accountable directly to their regional directors and respective ministries. In a system like this where there seem to be two parallel forms of decentralised structures operating concurrently, harmonising, coordinating, and monitoring and evaluating the interventions of the various agencies can lead to serious difficulties.

- ii. The DPCU is often viewed in the current system as the District Planning Officer and the District Budget Analyst. The Asutifi District currently has no Budget Analyst and has only one Planning Officer who has the responsibility of doubling as a Budget Analyst. The outfit is poorly resourced to coordinate and plan for the district.
- iii. Payments offered by some agencies such as NGGL for being a participant in meetings have a negative effect on self-initiated participatory processes. The effective use of participatory planning approaches in Asutifi District suffers because people are less motivated to participate in government programs. Rather they tend to attend and take part in programs organised by NGGL and other organizations that pay allowances. This may have a negative implication on project management and ultimately on self-motivated participation.
- iv. Projects in the District are not well monitored and coordinated. The general assembly is not meeting as scheduled to monitor quarterly progress. It meets twice instead of four times in a year.

- v. The planning processes of the Assembly are not entirely followed as only one public hearing has often been organised on DMTDPs. In instances where they claim to have organised public hearings, there is no evidence to validate such claims. It is therefore difficult to prove whether the DPCU has been carrying out its responsibilities in the right manner.
- vi. Most community needs and aspiration that are identified in the planning process are not included in the final approved MTDP. These may lead to abandonment of projects and lose of apathy on the part of the community to participate in the planning process.
- vii. Participation practised in the district is mostly by consultation and placation where by staff decide for project and participants volunteer for it and on the other hand project is designed and run by the staff but participants are consulted.

5.3 Recommendations

Based on the findings on governance of participatory development with regards to project planning and implementation in the Asutifi District, the following recommendations are worth considering in the quest to deepen decentralisation and popular participation in the development processes.

- i. **Devolution of Power:** Running concurrent systems that are parallel to each other can be unproductive. It is important that the district assembly is made the central authority at the

local level and given the mandate to supervise, coordinate and take full responsibility for actions and inactions emanating from the various decentralised departments. The current interventions to get the Local Government Service working can help improve the system. This raises the issue of the appointive position of the DCE. To effectively devolve and ensure that the DCE takes responsibility for his/her actions and inactions, it would be better to make the position an elective one.

- ii. **Urban/Town/Area Councils:** The decentralised local structures should have specific roles and responsibilities to carry out. Urban/Town/Area councils should be given the mandate to collect revenues from their area on behalf of the District Assembly and given back a certain percentage for the running of office and other developmental issues. Again, they should be capacitated by staffs who are government employees. These will ensure the running of offices and accountability of workers. It can also help in the monitoring of projects .It is a waste of resources to fuel a vehicle from the district capital to perform a duty 60km away in a specific urban/town/area council that could otherwise been performed by the local body where they have a monitor,to write reports and send them to the DAS . Strengthening the urban/town/area councils should therefore be a matter of immense concern if we are to strengthen local participation in the development process.

- iii. **The DPCU:** The mandate of the DPCU should go beyond just the preparation and or facilitation of plans. The DPCU should serve as the central coordinating unit for all development activities. It should also not be possible to vary the membership of the DPCU unless under conditions of transfers. This is aimed at ensuring that there is continuity and consistency in planning efforts. Beyond these, resourcing the DPCU to propagate and

enhance participatory development should be a matter of priority for all stakeholders. The DPCU should have the necessary logistics like cars, motorbikes, computers, scanners, photocopiers and adequate personnel to move around and engage the local people in defining the agenda for district development. They should also be capable of moving about to monitor and evaluate the interventions they are undertaking.

- iv. **Civil Society and Private Sector:** Although the civil society groups and the private sector actors are helping to strengthen decentralised governance and promoting community ownership of development projects, their activities should not create difficulties for the district especially after their exit. A way out is for the ADA and all such stakeholders to come together to define and agree on common participatory issues for adoption and use in community engagements. Issues that can be considered include; methods to be used, venues to be used, groups of people who should have representation by taking away the payment of people to attend meetings through capacity building, and creation of the mentality of ownership and sustainability.
- v. **Counterpart funding:** Communities should not be provided development projects free of charge. The culture of counterpart funding should be strictly enforced by the Assembly on all development partners. This is because all such partners would at one point in time or the other exit and the district would have the responsibility to maintain the projects. Communities should be made to pay counterpart funds for every single project they express interest in having. Community Ownership and Management (COM) should be promoted and deepened.

- vi. **Technical Expertise and Resources:** All other development stakeholders must seek to promote the welfare of the inhabitants of the district. The DPCU should therefore establish and build strong working relations with civil society and private sector actors so that they can solicit technical expertise, data and resources from them for planning and implementation of district development activities.
- viii. **Challenges to participation:** There is the need to review Local government policies by taking politics out. The policy has to revise the Unit committees, Area Councils and District Assemblies so as to ensure commitment and accountability of the system. There should be technical heads in these positions who will be paid and responsible to their respective employers. This can help in the implementation of planning procedures and therefore improve community participation.
- ix. **Planning Processes:** The approaches outlined in the guidelines for district development planning and management should be adhered to. There should be a review of community priorities in every year to see if they have been incorporated into the approved and implemented plans.

5.4 Conclusions

From this chapter, it can be noted that, participatory approach to project planning, implementation and management in Asutifi District is not convincing because Ghana has been following decentralisation since 1988, yet there is still a lot that has to be learnt to ensure stabilization of full community participation in projects planning and implementation. Decentralisation by deconcentration and devolution practiced in Ghana does not pave the way

for full community participation. Mostly, communities participate indirectly through their opinion leaders. This raises some questions on whether community thoughts and needs are really represented in decision making. Again the political and apathy challenges encountered in project planning and implementation imply the need to study carefully their dynamics to ensure popular participation in project planning and implementation. Moreover, there is the need to capacitate local organisation structures with staff and equipment so that they can function and real support community participation.

KNUST



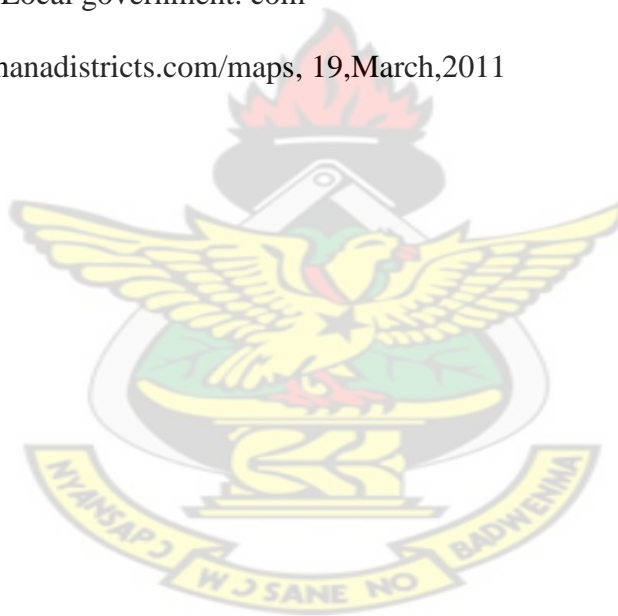
REFERENCES

1. Africa institute of South Africa (2002): Africa's development thinking since Independence: Johannesburg, South Africa.
2. Aryee, J. R. A (2000): Decentralization and good governance in Ghana, unpublished paper of May 2000 prepared for the Canadian high commission, Accra, Ghana.
3. Asutifi District Assembly (2010): District medium term development plan: Kenyasi, Ghana.
4. Ayee, J.R.A. (1994): An anatomy of public policy implementation: The case of decentralisation policies in Ghana (Avebury, Aldershot), Accra, Ghana
5. Cheema, G. Shabbir and Linda Maguire (2009): Democracy, Governance and Development; a conceptual framework, UN.
6. Chinsinga, Blessings D. (2003): The participatory development approach under a Microscope; The case of the poverty alleviation programme in Malawi. In: Journal of social development in Africa vol. 18 no 1, pp 129-144.
7. Crawford, Gordon (2004): Democratic decentralisation in Ghana; issues and prospects. POLIS working paper no. 9, presented at the Norwegian association for development research (NFU) annual conference, Oslo, 23- 24 October 2003, Norway.
8. Egbenya, Godwin Ramous Kwame (2009): The effectiveness of decentralization policy in Ghana; a case study of Komenda-edina-eguafo-abrim (KEEA) and Abura – Asebu-Kwamankese (AAK) districts in Ghana,
9. Goel, Pooja Ramavat (2010): Other country decentralisation experiences: Ghana.
10. Government of Ghana (1992): Constitution of the Republic of Ghana, Accra, Ghana
11. Government of Ghana (1993): Local Government Act of 1993 (act 462), Accra, Ghana.

12. Government of Ghana (1994): National Development Planning System Act 1994 (Acts 480), Accra, Ghana.
13. Government of Ghana (2007): Decentralisation policy review, the Republic of Ghana: Final report: Accra, Ghana
14. Griffin, Keith and Mckinley, Terry (1992): Towards a human development strategy.
15. Hart, Roger (1992) Children's participation from tokenism to citizenship.
16. Kim, Heldman, Claudia Baca, Patti Jansen (2005): PMP; Project Management Professional study guide deluxe edition, Wiley publishing, Inc., Hoboken, New Jersey, Published simultaneously in Canada.
17. Kothary, C .R (1990): Research methodology, methods and techniques. New Delhi, India.
18. Loughlin, M. (2006): 'The constitutional status of local government. In Lawrence Prachet and David Wilson (1996): local democracy and local government, Macmillan, London.
19. Map Consult Ltd. (2002): Good governance in Ghana: lessons learnt from donor support to Governance in Ghana 1992 –2002 (Royal Danish Embassy, Accra).
20. Ministry of Local Government and Rural Development (1996): The new local government System, Accra, Ghana.
21. National Development Planning Commission (2010): Guidelines for the preparation of Districtmedium-term development plan under The medium-term development policy Framework, Accra, Ghana.
22. Nkrumah, S.A. (2000): 'Decentralisation for good governance and development: the Ghanaian experience' in regional development dialogue vol.21 no.1 .
23. Olowu, D. (1995): 'The failure of decentralization programs in Africa' in James Wunsch

- and Dele Olowu, (EDS), 1995: Failure of the centralized state: institutions and self governance in Africa, ICS press, and San Francisco, USA.
24. Owusu L, Owusu B. K, Oppong M.B, Dogoli W.Y (2005): Local governance and poverty alleviation in Africa: lessons of experience. The case of Ghana. Tunis, Tunisia.
25. Oyugi, W.O (2000), 'Decentralisation for good governance and Development', in United Nations (UN), *Decentralisation and Citizen Participation in Africa, Regional Development Dialogue* (RDD Vol. 21, No.1, pp. 3–22, Spring 2000, Nagoya, Japan.
26. Philips, A. (1996): 'Why does local democracy matter?' in Lawrence Prachet and David Wilson, 1996, local democracy and local government, Macmillan, London.
27. Pinkney, R. (1997): Democracy and dictatorship in Ghana and Tanzania; Macmillan, Basingstoke
28. Rondinelli, Dennis, A.(1989): "Decentralization of development administration in east Africa" In; Cheema Shabeer G. and Rondinelli Dennis a. (EDS) Decentralization and development; Policy implementation in developing Countries, united nations centres for regional Development, sage Publication, pp.77-121 .
29. Sharma, K., 2000, 'Popular Participation in Botswana', in United Nations (UN), Decentralisation and Citizen Participation in Africa, Regional Development Dialogue, Vol. 21, No.1, pp. 177–91 (Spring), Nagoya, Japan.
30. Smoke, Paul (2001), Fiscal Decentralization in Developing Countries A Review of Current Concepts and Practice, United Nations, NY, USA
31. Tikiri, Nimal Herath (2009): Decentralization of governance and economic development; the Sri Lanka experience.
32. Tordoff, W. (1997): Government and politics in Africa, 3rd. Edition.

33. United States Agency for International Development (2003): Decentralization in Ghana; an assessment
34. Work, Robertson (2002): Overview of Decentralisation Worldwide: A Stepping Stone to Improved Governance and Human Development, .
35. World Bank (1996): Participation sourcebook Washington, D.C
36. Wunsch, James (1995): ‘foundations of centralization: The colonial experience and the African context’ in James Wunsch and Dele Olowu, (EDS), failure of the centralized state: institutions and self governance in Africa, ICS press, San Francisco, USA.
37. www.Ghana. Local government. com
38. <http://www.ghanadistricts.com/maps>, 19, March, 2011



APPENDICES

APPENDIX 1: Questionnaires

DEPARTMENT OF PLANNING

SPRING PROGRAMME

KNUST, Kumasi

Data Collection Instrument on the Topic: Decentralization and the politics of participation:

a case of projects formulation and implementation in Asutifi District

Questionnaire for Local Community

1. Name of Community:-----
2. Sex:-----
3. Age:-----
4. What is your Position in this community?
 - a. Ordinary member []
 - b. Opinion Leader (Specify []
5. Do you know of any government project in your community in the last five years?
 - a. Yes []
 - b. No []
6. If yes, what kind of project is it?
 - a. Education []
 - b. Health []
 - c. Agriculture []

- d.** Water and Sanitation []
- e.** Economic []
- f.** Governance []
- g.** Others (Specify) []
- 7.** Did you play any role in the design and implementation of the project?
- a.** Yes []
- b.** No []
- 8.** If yes, what role did you play?
- a.** Project identification []
- b.** Communal labour []
- c.** Counterpart funding []
- d.** Project monitoring []
- e.** Others (Specify) []
- 9.** How were you involved in the project design and implementation processes?
- a.** FGD []
- b.** Through opinion leaders []
- c.** Through ISD []
- d.** PLA []
- e.** Others (Specify) []
- 10.** Has community involvement any relevance for project design and implementation process?

- a. Yes []
- b. No []

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

12. Has decentralization been beneficial to your community?

- a. Yes []
- b. No []

13. Please explain your response to question above

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

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

Thank you!

DEPARTMENT OF PLANNING

SPRING PROGRAMME

KNUST, Kumasi

Data Collection Instrument on the Topic: Decentralization and the politics of participation:

a case of projects formulation and implementation in Asutifi District

Questionnaire for Assembly members

1. Name of Community-----
2. Sex:-----
3. Age:-----
4. Which electoral area do you represent?

5. How many communities are in your electoral area?

6. For how long have you been an assembly member?
 - a. First term []
 - b. Second Term []
 - c. Third term []
 - d. More than third term []
7. Which sub-committee do you belong to?
 - a. EXECO []
 - b. Finance and Administration []
 - c. Social Services []
 - d. Development Planning []

- e. Justice and security []
- f. Works []
- g. Public Relations and Complaints []
- h. Others (Specify []
8. What are the public development projects that have been implemented over the years?
- a. Education []
- b. Health []
- c. Agriculture []
- d. Water and Sanitation []
- e. Economic []
- f. Governance []
- g. Others (Specify) []
9. Are you involved in the preparation of the DMTDP?
- a. Yes []
- b. No []
10. If yes, how were you involved?
- a. Needs Identification []
- b. Projects Formulation []
- c. Plan Implementation []
- d. Public Hearings []
- e. Plan Approval []
- f. Others (Specify []

11. Are there any public projects on-going in your electoral area?

a. Yes []

b. No []

12. If yes, were you involved in the planning process?

a. Yes []

b. No []

13. If yes, how were you involved?

a. Project Identification []

b. Project Implementation []

c. Project Monitoring and Evaluation []

d. Others (Specify []

14. Are there abandoned projects in your electoral area?

a. Yes []

b. No []

15. If yes, what are the reasons for that?

16. What are the challenges to community participation in your electoral area?

17. How can they be overcome?

18. What are the benefits to community participation in your electoral area?

19. How can they be sustained?-----

Thank you!

KNUST



DEPARTMENT OF PLANNING

SPRING PROGRAMME

KNUST, Kumasi

Data Collection Instrument on the Topic: Decentralization and the politics of participation:

a case of projects formulation and implementation in Asutifi District

Questionnaire for DPCU members

1. Name:-----
2. Sex:-----
3. Department:-----
4. What is your position in this department?
 - a. Director []
 - b. Deputy Director []
 - c. Planning Officer []
 - d. Others (Specify []
5. For how many years has this department existed in this district?
 - a. 3 years----- []
 - b. 4 years----- []
 - c. 5 years----- []
 - d. 6+ years----- []
6. Has the presence of this department helped improved participation in the decentralization processes of the district? []
 - a. Yes []

- b. No []
7. Please explain your response to question 6 above.
-
-
8. Are you a member of any committee of this assembly?
- a. Yes []
- b. No []
9. If yes, which committee?
- a. General assembly []
- b. Entity tender committee []
- c. Tender review committee []
- d. DPCU []
- e. DISEC []
- f. Others (Specify []
10. What are the responsibilities of your committee?
-
-
11. Have you been to a committee meeting in the last three (3) months?
- a. Yes []
- b. No []
12. Are there any physical projects being implemented by your department?
- a. Yes []
- b. No []

- 13.** If yes, how were the projects initiated, designed and implemented?
- a. The department's budget allocation []
 - b. Through the DA []
 - c. Through donor partners []
 - d. MP []
 - e. Others (Specify) []
- 14.** Who were the stakeholders of the project?
- a. DA []
 - b. Department []
 - c. Community members []
 - d. MP []
 - e. Donor partners []
 - f. Others (Specify) []
- 15.** Are community members and stakeholders always involved in the planning and implementation of communal projects?
- a. Yes []
 - b. No []
- 16.** If yes, how are they involved?
- a. Through their assembly members []
 - b. By consultations []
 - c. Through their chiefs and opinion leaders []
 - d. Through the provision of communal labour []
 - e. Through counterpart funding []

f. Others (Specify) []

17. If no, why?

18. How satisfied are you with participatory processes of the departments in the district?

a. Very satisfied []

b. Satisfied []

c. Not Satisfied []

d. Very Unsatisfied []

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

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

21. What are the benefits of community participation?

22. How can they be sustained?

Thank you!

Annex 2: Abandoned Hweddiem Market

