ENHANCING GRASSROOT PARTICIPATION IN LOCAL GOVERNANCE; THE ROLE OF SUB- DISTRICT STRUCTURES (AREA AND URBAN COUNCILS) IN WA MUNICIPALITY AND WA EAST DISTRICT OF THE UPPER WEST REGION

KNUST

BY

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(BED MATHEMATICS)
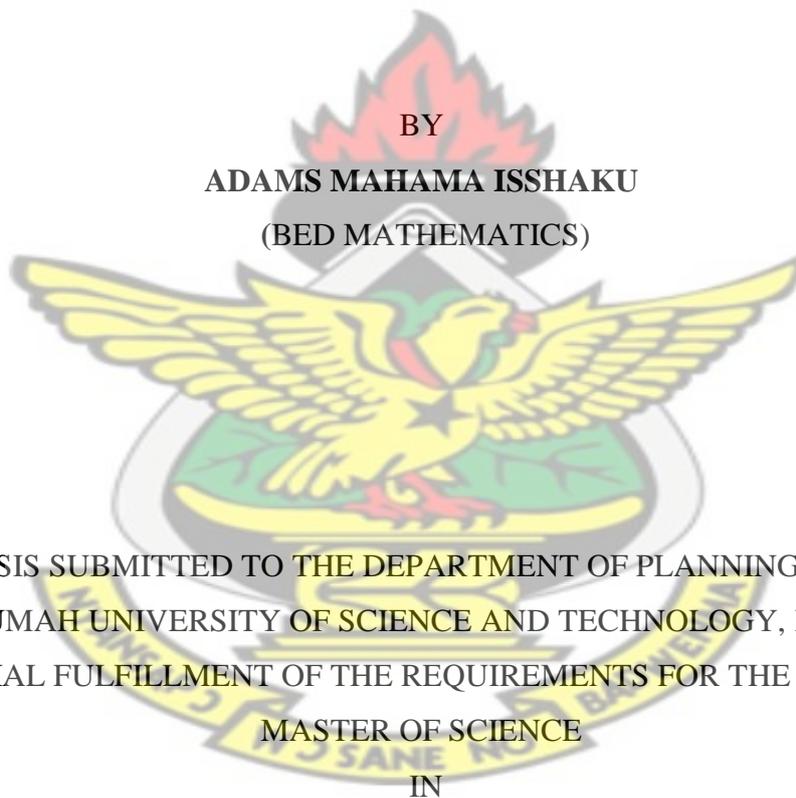
A THESIS SUBMITTED TO THE DEPARTMENT OF PLANNING, KWAME NKRUMAH UNIVERSITY OF SCIENCE AND TECHNOLOGY, KUMASI.
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IN

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DECLARATION

I hereby declare that this submission is my own work towards the MSc. And that to the best of my knowledge it contains neither materials previously published by another person or materials that have been accepted for the award of any other degree by the University or any other University except due acknowledgment has been made in the text.

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ABSTRACT

In Ghana, the Assembly system of local governance was introduced in 1988 with the passage of the local Government Law, PNDCL 207. This brought into being local authorities known as Metropolitan, Municipal and District Assemblies (MMDAs) with legislating, executing, budgeting, planning and rating powers.

One of the key strengths of any decentralization policy is for power to be devolved to governance structures closer to the people. Sub-district structures and administrative structures such as town and area councils, and Unit Committees which have been established by law as lower tiers of administrative and political decision making in the districts are important elements in the decentralized system of local governance in Ghana that promote grassroots participation. Their major function is to galvanize local action and channel local energies into productive and developmental activities. They provide vital links between the Districts Assemblies and local people in support of the development agenda of communities.

However, sub district structures in Ghana are very much incapacitated to perform their statutory functions. They do not really know what their roles are and do not have the required human resources to function effectively due to absence of financial and material incentives Gyimah et al (2008).

It is against this backdrop that the research was carried out to examine the extent to which grassroots participation at the sub-district enhance local governance process in the Wa Municipality and Wa East District of the upper west region.

Structured interview guide, checklist, and questionnaire were some of the instruments the researcher used in the study, while the survey method involved focus group discussion (FGD). Both random and purposive sampling approaches to primary data collection were adopted.

In all, 462 were involved, comprising 280 Unit Committee members, 56 elected Assembly members, 20 chiefs, 4 staff of Non Governmental Organizations, 56 Youth leaders (FGD), 40 members of Area/Zonal council members and 6 staff of MMDAs

Part of the data gathered was analyzed with the use of Statistical Programme for Social Science (SPSS).

The study revealed that forms of participation in decision-making process in local governance such as, Political decision-making, Project identification, Planning, Project implementation, Monitoring and evaluation, Dispute resolution, Resource mobilisation, Social activities, Project sustainability and Environmental protection were to a large extent disregarded by MDA staff. Meanwhile, resource mobilization and Dispute resolution were the only outstanding area of decision making that involved development actors.

Recommendations were made as a means of solving some of the emerging challenges confronting grassroot participation in local governance. These include provision of logistics, provision of financial assistance, Educational levels, roles and lack of understanding of the decision making process, cordial relationship and effective information flow among Development Actors, promotion of youth participation in local governance and finally promotion of women participation in local governance.

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LIST OF ABBREVIATIONS

CDD	Centre for Democratic Development
CSO	Civil Society Organization
DA	District Assembly
DACF	District Assembly Common Fund
DCE	District Chief Executive
MCE	Municipal District Executive
DCD	District Coordinating Director
MCD	Municipal Coordinating Director
MTDP	Medium Term Development Plan
FGD	Focus Group Discussion
IEA	Institute of Economic Affairs
MOF	Ministry of Finance
NGO	Non-Governmental Organization
PNDC	Peoples National Defense Council
RCC	Regional Coordinating Council
MDA	National Libration Council
NRC	National Redemption Council
MMDA	Metropolitan Municipal District Assembly

CHAPTER ONE

GENERAL INTRODUCTION

1.1 Background to the Study

The need and desirability of mass participation in the political processes of society have been widely proclaimed over the years by different writers and philosophers. In ancient Greece where direct democracy was practiced, all important decisions were taken by popular assemblies and the citizens were active participants in the affairs of the state (Basu,2004). Today, the increase in the size and population of modern states has rendered the ancient practice of direct democracy impossible. For this reason, modern states now operate on the principle of indirect public participation through legislative representatives and other public institutions by which the people exercise their rule at the sub-national levels (Plattner, 1998).

There is consensus in democratic political theory that extensive public participation in decision making ensures that vested interests of the few privileged do not prevail over interest of the majority. To safeguard this, it is considered necessary that adequate measures of public accountability and ventilation of public grievances should exist side by side with the avenues for citizens' participation in the decision-making-processes (Basu,2004). There is also increasing recognition and acceptance that significant improvements in the quality of life and wellbeing of the poor can largely be attained through popular participation in decision making at the local level (Ibid) This largely accounted for the resurgence of decentralisation as a key component of political and administrative reforms in many developing countries since the late 1980s (Crawford, 2003). State and institutional reforms aimed at engendering community participation in the development process have evolved to become a key topic on the world's political system today. The process of reform which began in the 1970's reached its climax in the mid-1980's and the 1990's, especially after the collapse of the Soviet Union and the apparent demise of Socialism in Europe and elsewhere (Domteh ,2003).

As part of the reforms, the concept of decentralization became a prescribed basic policy reform tool (Todaro, 2000). Much of the decentralization that has occurred in the last decade has been motivated by the political rationale that good governments are those closer to their people (Ibid) This is justified by the spread of multi – party political systems

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in Africa which is increasing demand for more popular participation in decision making so as to give voice to people at the grassroots and to bring economic and political power closer to local communities (Domteh ,2003). Various African countries across the continent including Tanzania, Ghana, Nigeria, Uganda and South Africa among others have implemented various forms of decentralisation.

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

Ghana, like other developing countries adopted and instituted a decentralization policy in 1988. The policy seeks to create a kind of governance that will encourage a greater degree of local autonomy and make district administration and development more efficient and responsive to the needs of the local people (PNDC law 207, 1988, at 462 1993). The factors which accounted for the decentralization policy include: an urge of the international donor community to establish democratic structures and strengthen local government and bottom-up decision making to achieve greater participation in the development process; and a demand (internal and external) for a devolution of power globally to subsidiary levels to ensure efficient mobilization and utilization of local resources on a sustainable basis (Todaro, 2000)

Among the broad objectives of Ghana's decentralisation and local governance system are the desire to ensure efficient allocation of resources, reduce overdependence on central government, promote power sharing, and ensure the building of adequate capacity at the district level for effective and efficient management, reducing rural urban drift and

promoting accountability and responsiveness in local governance (Todaro,2000). According to (Kokor,2004), these objectives which are expected to result in the localization of development can be achieved through an enhanced role of DAs and the active participation of their communities in development decision making. This means that in order to achieve the goal of rapid socio-economic development desired by most governments, grassroots participation in decision making must be a key development priority. Given the critical role of participation in enhancing democratic governance and in promoting socio-economic development in Ghana's decentralization process, it is important that attention is paid to the level of grassroots participation in local decision making and governance under the new local government system in Ghana.

1.2 Problem Statement

The relevance of grassroots participation in local decision making has received increased attention in international and national policy debates in recent years. Participation is considered as an end in itself (as a democratic right), and a means to achieving sustainable development and poverty alleviation (Stiglitz, 1997). It is in the light of this that over the last two decades, Ghana has embarked on decentralised decision making which involves transferring decision making authority from the national to the district and community levels (i.e. a bottom up approach) in the Local Government, Act 462,1993.

Furthermore the essence of grass root governance and representative democracy for both elected and appointed leaders in Ghana to formulate and implement appropriate policies at the grass root level on behalf of the people to deal with the quagmires of poverty and under-development among them. In doing this, it becomes necessary to consult the people, especially, the particular group that a policy is targeted at, to ensure that first-hand and adequate information is gathered to facilitate the design and implementation of appropriate policies to deal with that group's problems (Collura, 2010). Moreover, the essential features of Ghana's decentralized system are given in Article 240 (2) of the 1992 constitution of the republic of Ghana to include; transfer of functions, powers, responsibilities and resources from central government to local government unit, enhancing the capacity of the local government authorities to plan, initiate, co-ordinate, manage and execute policies, programmes and plans and popular local participation in local decision making. It can be seen that popular local participation has been clearly enshrined in the 1992 constitution.

As a result, over the years, tremendous efforts have been made in the implementation of a decentralized system as evidenced by the transfer of planning, administrative, financial, legislative and executive powers to the Metropolitan/Municipal and District Assemblies. To further ensure effective grassroots level participation in the decision making process, Urban/Town/Area and zonal councils are established below the District level. Efforts are being made to improve upon the performance of these sub-district structures. For instance through devolution, mechanisms are created to enable the population to participate in the process of governance at the grass root level in Ghana, as well as providing a framework for allowing the community interest to be represented in the government decision making structures (Hertic and Berner, 1999).

However it must be emphasized that the level of participation of a group of people in the grass root politics in Ghana is determined by many factors. Bryant and White (1982) identified several factors that may encourage or block participation. Notable among them include the fact that people's income level could either boost or weaken their participation in a process. People may also participate when their contribution is more apt to be noticed and make a difference. Moreover, the composite elements of social environment including education, training and mentorship programmes may also influence participation negatively or positively.

Even though the relevance of the sub-district structures (Zonal, Town and Area Councils and Unit Committees) in bottom-up/grassroots planning is widely recognized in Ghana's decentralized institutional framework, there are ambiguities, hesitancy and uncertainty in their roles in the development decision making process (Kokor, 2001). Moreover, the sub-district structures at the grass roots level in Ghana's ability to participate fully in the decision making process is hindered by many factors. These include low level of education, poverty, lack of interest of the people towards decentralised structures due to apathy and the last but not the least is the unavailability of strong civil societies to educate the people on the decentralisation process. These factors limit the people's effectiveness in promoting grassroots participation in the development decision making process in Ghana including the studied assemblies (Reid, 2000). The aim of this study therefore was to explore the role of district level sub-structures in enhancing grassroots participation in the development decision-making process as conceptualized in Ghana's decentralization policy.

1.3 Research Questions

The study sought to find answers to the following questions?

1. What is the level of involvement of the community stakeholders in decision making process?
2. What is the nature of relationship between the District Assemblies, the sub-district structures and other stakeholders in the community level development decision-making process ?
3. What factors militate against the effective participation of community level actors in the decision making process?
4. What methods and processes are used by the sub-structures to facilitate grassroots participation in development/ decision making?
5. How can grassroots participation in the decision making process be enhanced?

1.4 Objectives of the Study

The main aim of the study is to examine the role of the district level sub-structures in enhancing grassroots participation in the development decision-making process within the existing institutional and legal arrangement of Ghana's decentralization policy.

Specifically the study seeks to:

1. Examine the level of involvement of the sub-district structures and other stakeholders in the community level development decision-making process;
2. Assess the relationships between the District Assemblies, the sub-district structures and other stakeholders in the community level development decision-making process;
3. Identify the critical factors that militate against grassroots participation at the sub-district level.
4. Identify the processes, methods and procedures adopted in decision-making at the sub-district level
5. Make recommendations to inform policy formulation in local governance.

1.5 Scope of the Study

Geographically, the study covered two districts located in the Upper West Region of Ghana namely, Wa Municipality and Wa East. The contextual scope of the study however focused on assessing the roles of district sub-structures in enhancing grassroots

participation in local governance and development decision making in the two study districts. It specifically examined the level and processes of grassroots participation decision making; the relationship between the District Assembly and the district sub-structures; and the challenges of grassroots participation in decision making. The study covered a period of two years (2008-2011) to help gather data on trends.

1.6 Justification of the Study

Growth and development cannot be achieved in the absence of good governance. Good governance is achieved through enhanced grassroots participation in local governance. The study will add on to existing theoretical knowledge on the role of sub-district structures such as the Area Councils and Unit Committees in promoting grassroots participation. It will also contribute to practical ways and processes of promoting participation at the local level. The study also aims at ensuring and sustaining the participation of both the Assembly and its Sub-structures in local governance particularly in the Wa East District and the Wa Municipality. The study will also be a contribution to current debate on the relevance of sub-district structures in deepening participation in the local governance process.

1.7 Limitations of the Study

One critical difficulty the researched encountered was in relation with obtaining the required responses from the Assemblies staff. They were apprehensive to give the needed information. Also the district is made up of disperse communities and this posed a challenge for the researcher in terms of coverage because the disperse nature increased cost of transportation and the inaccessibility nature of road to researcher vehicle were sometimes reaching the respondents becomes very difficult.

To overcome those challenges the researcher held discussions with the District Chief Executive as well as the Coordinating Director of the district in which he explained to them the benefits of the study to the district. The researcher also assured the executives of the district Assemblies that the study was not aimed at investigation the deeds of the Assemblies and that it was a purely academic work.

1.8 Organization of the Report

The study has been organized into five chapters. Chapter one deals with the background to the study and statement of the problem, research questions, research objectives, scope and justification of the study. The limitations to the study are part of this chapter. Chapter Two of the study covered the review of theoretical principles underpinning the subject matter under consideration. With this, past works pertaining to the topic under study, definition of key concepts, conceptualization of the topic and identification of gaps in policies and previous literature are examined. Chapter Three focused on the methodology used to conduct the study. This specifically includes the research design, sampling procedures, data collection and data analysis. Chapter Four discusses and presents the findings of the study. Chapter Five contains the summary of findings, policy implications for action and recommendations that will inform policy as well as a conclusion to the study

CHAPTER TWO
GRASSROOTS PARTICIPATION IN LOCAL GOVERNANCE: KEY ISSUES AND THEORETICAL UNDERPINNINGS

2.1 Introduction

The concept of grassroots participation has of late received audience from governments and international organizations and this has been used as a major tool in ensuring effective local level governance. Local level participation and the development of democratic local governance continue quietly to spread throughout the world. From Bolivia to Bulgaria, and from West Africa to South Asia, a wide variety of countries are increasing the authority of local governments and working to make them more responsive and effective (Center for Democracy and Governance, 2000).

The human and civil rights enshrined in the 1992, Republican Constitution of Ghana forms the basis for good governance. The constitution is aimed at enabling all citizens to equally play an active role in shaping the political, economic and legal framework of the decentralized system in Ghana. This vision will position citizens to demand and defend his rights and obligations and participates in political and economic processes is also embedded in the Ghana Growth and Poverty Reduction Strategy (GPRS I) (Centre for democratic governance, 2000). The rule of law, government accountability and legal security play a crucial role in translating that vision into reality (GTZ, 2005).

The GPRS I also highlights the key role played by grassroots participation in fighting poverty. Grassroots participation is an integral element of the democratisation process in Ghana. The Constitution, several Acts on decentralisation (PNDC 207, 1988. Act 462 1993,) and the National Decentralisation Policy and Action Plan (NADP) provide the necessary framework for strengthening participation in local political decision-making processes and improving government services at local level (GTZ, 2005).

This chapter is centered on the theoretical foundations of local level participation in governance. Issues in this chapter include the definitions and explanations of relevant concepts, character and extent of grassroots participation in local governance, the structure of the local government system in Ghana, transparency in local governance through grassroots participation, accountability in local governance through grassroots participation, good governance and community development and the challenges of grassroots participation in local governance.

2.2   Background of Participation

According to (Kyessi,1999) the idea of participation became popular in the late 1980's and 1990's. He stated that it was during these times that many countries declared the need for grassroots participation in development. As a result, terms and concepts such as bottom-up planning, grassroots decision making among others were not uncommon in government development strategies.

In the early and mid 1990's, many countries in developing countries especially those in Africa had their central governments acting as the sole providers of infrastructural facilities and services without any community involvement. (Ibid) stated that these facilities and services were provided either free or for a charge which was highly subsidized. With time, the role of providing, operating and maintaining community infrastructure services became over burdening for both the central and local government especially those who had little control over the urban development process (Ibid).

Several developing countries, especially Ghana, have come to the realization of the important role the people play in issues pertaining to their development. It is in this regard that Ghana in 1988 embarked on a decentralisation policy to ensure full involvement of the grassroots in decisions that affect their wellbeing. Over a decade of implementing the decentralisation policy, several projects have been successful due to the active involvement of the people at the grassroots (Wani, 2006).

2.2.1   Participation

In the late 1960s there were a series of deliberations on the correct connotation of participation and (Pateman, 1970) stated that participation is a vague term but its advocates often rely on two key arguments about its value and these arguments are as follows:

- Makes for justice in decision-making - people have some say in, and influence on the decisions that are made which affect their welfare.

- The collective decisions reached during participation have an educative value and (Beetham, 1992) stressed that through participation people learn.

(Olico-Okui, 2004) viewed participation as the process by which individuals and families assume responsibility for their own health and welfare and those of the community, and develop capacity to contribute to the community's development. The people come to know their own situation better and are motivated to solve their common problems. This enables them to become agents of their own development instead of passive beneficiaries of development aid.

Participation is thus a sunshade term including diverse means for the public to be openly involved in political, economic, social and governance decisions which affect their welfare. Participation only has meaning when the principle of equality and individual liberty are admitted (Centre for democracy and governance, (2000). In a similar way, (Kokor, 2001) asserts that the emphasis on participation is on District Assemblies or local authorities facilitating the participation of citizens not as consumers or clients but as policy makers and mangers at the local levels. In that sense, the local people are enabled to decide what and how their needs should be met as citizens. This perspective of enabling is therefore concerned with the right of citizens to make choices affecting the development of their locality. It is a participatory process in which the citizens act directly in the process of governing. Greater participation of all stakeholders in a locality in decisions affecting their lives therefore ensures development. In a similar way, (Charters, 1995) asserts that, "increased participation can be a unifying force between various sectors of a community: In that case, if participation increases, there will be less need to blame others for problems within a community rather more need to work together". Participation therefore can lead to the creation of close ties that can knit a community together.

Participation also helps to genuinely broaden the democratic base in a country. The more people have an input into the process of decision-making, the more informed and responsive the decisions will ultimately be hence the need for equal participation of both men and women in the decision-making process at all level of governance in a country. In support of this, (Sagasti and Hernandez 1996) are of the view that democracy requires processes that allow citizens to relate as equals with the same rights which guarantee the integration and participation of people historically marginalized from a country's civic and political life. Breadth in participation is associated with popular participation, which is a means for ensuring collective commitment for the determination of people-based

development processes and as a means of ensuring the willingness of the people to make sacrifices to the end of development.

As an end in itself, popular participation is the fundamental right of the people to fully participate in the processes which determine their lives and livelihoods. In other words, it is the means through which the people are empowered by their involvement in the formulation of policy and processes, which affect them. The participation of all stakeholders is important. However, in relation to the breadth of participation, all individuals can participate directly in the decision-making process at all levels hence the need for representative participation from the unit committee levels to the national level. However, the representative structures for involving the local population have to be constructed in a way that will give all sectors of the population access to the participatory process. Charters (1994) is of the view that: unless the system is genuinely representative, it will tend to institutionalize the views of a single dominant group within a local community and they may then attempt to sue their position to maintain their insularity. It is therefore necessary to have equal representation in representative participation to ensure efficiency and sustainability of any development process.

2.2.2 Grassroots Participation

According to Kolawole (1982), the present approach to national development planning relies heavily on the agents to the detriment of the target groups especially the rural masses. He therefore viewed grassroots as the local folks who are the focus of development activities. He further stated that grassroots refers to the ultimate recipient of the consequences of government's development projects.

Matson (2001) however defined grassroots as involving the common people as they constitute a fundamental political and economic group. He observed grassroots to be a movement for nuclear disarmament. In his explanation, he stated that a grassroots movement in the political context is the one being driven by the politics of a given control with the community taken control of their the entire process of decision making through to decision implementation.

Grassroots is defined as the essential foundation or source of an operational activity. Also, grassroots refers to the common people at a local level as distinguished from the centers of

political activity (Hatson, 2007). According to Hatson (2007), grassroots forms the basis of any action taken and it is the consequential beneficiaries of all actions taken.

Stemming from the definitions and explanations above, grassroots as a concept can be defined as the underpinning factor or group of a development activity. It can also be viewed as the central focus with which all development and other related activities are directed to.

The concept of grassroots participation has different meaning to different people and it has received a great deal of advocacy and wishful thinking among central and local governments. It's nothing new, particularly, in the governance and implementation of rural development programmes (Oakley, 1991). This approach places people and the communities at the center of the community's development efforts and emphasizes on the need for their effective involvement at all stages of the development process (Fakade, 1994).

According to Midgley et al (1986) grassroots participation is the direct involvement of ordinary people in local affairs. He further stressed that grassroots participation involves the creation of opportunities for the involvement of people in the political, economic and the social life of a nation.

United Nations (1981) also defined grassroots participation as "the creation of opportunities to enable all members of a community to actively contribute to and influence the development process and to share equitably in the fruits of development". This calls for all and sundry to be active partakers in the development process of their countries, communities and their own individual development.

According to Arnstein (1969) grassroots participation is viewed as "the redistribution of power that enables the have not citizens, presently excluded from the political and economic processes, to be deliberately included in the future". He further explained that grassroots participation is the strategy by which the have-nots join in determining how information is shared, goals and policies are set, tax resources are allocated, programs are allocated, and benefits like contracts and patronage are parceled out.

Abbort (1996), however, holds a different view about grassroots participation. He stated that grassroots participation is a key to sustainability, security, peace, social justice and

democracy. On the same view Reid (2000) asserted that communities that engage their citizens and partners deeply in community development agenda raise more resources to enhance living standards and develop the community in a more holistic and beneficial way.

From the above definitions, it can be said that grassroots participation is the means by which citizens of communities induce significant social reform which enables them to share the benefits of the affluent society.

2.3   Governance

United Nations Development Programme (UNDP) (1997) defined governance as: "the exercise of economic, political and administrative authority to manage a country's affairs at all levels. It comprises the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences.

Two aspects of the above definition merit closer attention. First, the concept of governance is broader than government. Governance is normally described as involving government, civil society and the private sector. In the urban context, this means that the responsibility for managing a city's affairs is not limited to local government, but includes a wide variety of stakeholders including: national and regional (provincial and state) governments; the private sector; non-governmental and community-based organizations (NGOs/CBOs), the media, professional associations and other members of civil society (Transparency International and UN-HABITAT, 2004).

In addition, AusAid (2000) reechoed that governance is the exercise of power or authority – political, economic, administrative or otherwise – to manage a country's resources and affairs. It therefore comprises the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences.

2.3.1   Good Governance

Good governance entered the vocabulary of development in the late 80s under the influence of powerful institutions like the World Bank and bilateral donor agencies such as

the UK Department for International Development (DFID). Its emergence followed concern over the poor results of structural adjustment policies expressed by academics and policy makers (Muwonge, 2009).

According to the Australian Development Gateway (2010) "good governance depends on transparency, accountability and equality in ways that are responsive to the needs of people. It is composed of the mechanisms, processes and institutions, through which citizens and groups can articulate their interests, exercise their legal rights, meet their obligations and mediate their differences".

Good Governance is the exercise of political-administrative and managerial authority and order which is legitimate, accountable, transparent, democratic, efficient and equitable in resource allocation and utilization, and responsive to the critical needs of promoting human welfare and positive transformation of society. It manifests itself through benchmarks which include a constitution, pillars of the state derived from the constitution, mechanisms for checks and balances on governments, efficient mechanisms of delivery of services by government, security, good leadership, the rule of law, participation by the people, freedom of expression, transparency, accountability, legitimacy, devolution of power, informed citizenry, strong civil society, protection of basic human rights, regular free and fair elections, good international relations, political stability, protection of property and life (Muwonge, 2009).

Good governance means competent management of a country's resources and affairs in a manner that is open, transparent, accountable, equitable and responsive to people's needs. Key elements of good governance according to AusAid, (2000) are:

- Accountability and Representation: Good governance is based on the establishment of a representative and accountable form of government. This creates an avenue for the people to appreciate the governance process and also hold accountable the actions of government.
- Democracy: Good governance requires a strong and pluralistic civil society, where there is freedom of expression and association. Democracy is therefore the hall mark of good governance.

- Institutional Framework: Good governance requires good institutions – sets of rules governing the actions of individuals and organisations and the negotiation of differences between them.

- Economic Efficiency: Good governance requires policies to promote broad-based economic growth, a dynamic private sector and social policies that will lead to poverty reduction. Economic growth is best achieved in an efficient, open, market based economy.

- Investment: Investment in people is a high priority, through policies and institutions that improve access to quality education, health and other services that underpin a country's human resource base. This is an essential element of good governance.

Considering the definitions and explanations above, good governance can therefore be viewed as a decision making process which is people or community centered with government providing technical assistance to facilitate the process to ensure that the needs and welfare of the people are catered for.

2.3.2 *Participatory Local Governance*

Where local governance is participatory, local governments are increasingly responsive to and interactive with the community. They are more participatory, transparent, and accountable to local residents. Services are increasingly provided in response to citizen demand and priorities (Center for Democracy and Governance, 2000).

Regular local elections or electoral accountability are at the heart of this process. Participatory governance, which may rely on mechanisms such as town and interest group meetings, hearings, and community involvement in budgeting and planning, is becoming customary. The local public, including the news media, has ready access to documents. Citizens are generally informed and provide input into key local decisions directly at public meetings, perhaps through surveys, occasional referenda, or other means (Bland, 1999).

Civil society groups, reflecting the composition of the community, interact regularly with local authorities. Residents tend to participate voluntarily in neighborhood improvements. In short, citizens generally participate in decisions that affect their quality of life (Commission for Local Democracy, 1995).

Ultimately, local leaders recognize they may jeopardize their political careers if they dismiss the community consensus. Ideally, a collective civic consciousness develops and the progress of the community as a whole as opposed to local elites, business interests, or political cronies becomes paramount (Center for Democracy and Governance, 2000).

2.4. Characteristics and Extent of Grassroot Participation in Local Governance

This area of study seek to look at the various type of participation and how grassroot participation work in local governance

2.4.1 Conditions for Ensuring Effective Grassroot Participation

Past experiences on community participation have clearly shown that community participation in local governance cannot happen in a vacuum until certain conditions are in place to motivate the citizens to be involved (Mensah, 2009). According to Srinivas (1994) there are a number of factors to ensure effective grassroot participation in local governance. These include the following:

- Grassroot participation has to be a gradually developed response to an actual and pressing collective need of the citizens. This is, in fact, needed as a rallying point for the community to come together to ensure growth and development.
- The benefiting target group of a participative action has to be clearly defined, in order to utilize the common interest and awareness in securing their position and improving their living conditions.
- It is of critical importance to inform the selected target groups, in a comprehensive manner, of all the relevant features of the programme or project for which participation is being sought. The aims, finance, technology, organization and management aspects have to be covered.
- In order that communication links between the authorities and the target group be maintained, there should be a strong grassroot organization within the neighbourhood, which could also seek the assistance of an external organization for information and motivation.

- A smooth functioning of the citizen's organization structure ideally evolves through the collective efforts of the residents, with the aid of an accepted local leader. This is critical in representing the aspirations of the residents.

Grassroots participation has been identified by governments and non governmental organization as key to effective local governance, practically a situation that requires consensus in decision-making and action (Srinivas, 1994). For grassroots participation to be really effective, it is necessary for the people to be involved in all stages of planning, design, implementation and evaluation of local government projects. The very success of a project depends on the degree of participation of the beneficiaries.

2.5. Types of Community Participation

Arnstein, (1969) identified eight types of grassroots participation. He saw citizen participation as a categorical term for citizen empowerment and therefore classified the types of participation in a ladder pattern. The types of grassroots participation are as follows;

- **Manipulation**

Under manipulation, a form of grassroots participation, people are placed on rubberstamp advisory committees or advisory boards for the express purpose of "educating" them or engineering their support. Instead of genuine citizen participation, the bottom rung of the ladder signifies the distortion of grassroots participation into a public relations vehicle by power holders.

- **Therapy**

This type of grassroots participation assumes that powerlessness is synonymous with mental illness. On this assumption, under a masquerade of involving citizens in planning, the experts subject the citizens to clinical group therapy. What makes this form of "participation" so invidious is that citizens are engaged in extensive activity, but the focus of it is on curing them of their "pathology" rather than changing the racism and victimization that create their "pathologies." This type of participation enhances and confirms one of the major conditions for effective grassroots participation which aims at improving their living conditions.

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- **Informing**

Informing citizens of their rights, responsibilities, and options can be the most important first step toward legitimate grassroots participation. The emphasis of this type of participation is placed on information sharing usually from officials to citizens. The most frequent tools used for this type of participation are the news media, pamphlets, posters, and responses to inquiries. This type of participation also confirms one of the pre-conditions for effective community participation which encourages the information of target community or groups of all the relevant features of the programme or project for which participation is being sought.

- **Consultation**

Inviting citizens' opinions can be a legitimate step toward their full participation. The most frequent methods used for consulting people are attitude surveys, neighborhood meetings, and public hearings. This type of participation also fulfills some of the conditions of effective participation which encourages consultation of power holders with community based organizations as well as community leaders.

- **Placation**

It is at this level that citizens begin to have some degree of influence. An example of placation strategy is to place a few hand-picked "worthy" poor on boards of Community Action Agencies or on public bodies like the board of education, police commission, or housing authority. Here citizens are allowed to advise or plan but retain for power holders the right to judge the legitimacy or feasibility of the advice. The degree to which citizens are actually placated, of course, depends largely on two factors: the quality of technical assistance they have in articulating their priorities; and the extent to which the community has been organized to press for those priorities. This type of participation enhances and consolidates one of the pre-conditions of community participation as it becomes critical in representing the aspirations of the community.

- **Partnerships**

At this rung of the ladder, power is in fact redistributed through negotiation between citizens and power holders. They agree to share planning and decision-making

responsibilities through such structures as joint policy boards, planning committees and mechanisms for resolving impasses. After the ground rules have been established through a give-and-take approach, they are not subject to unilateral change.

- **Delegated Power**

Negotiations between citizens and public officials can also result in citizens achieving dominant decision-making authority over a particular plan or program. At this level, the ladder has been scaled to the point where citizens hold the significant cards to assure accountability of the program to them. To resolve differences, power holders need to start the bargaining process rather than respond to pressure from the other end.

- **Citizen Control**

Demand for community controlled schools, black control, and neighborhood control are on the increase. People are simply demanding that degree of power (or control) which guarantees that participants or residents can govern a program or an institution, be in full charge of policy and managerial aspects, and be able to negotiate the conditions under which "outsiders" may change them. This type of participation also enhances some of the conditions of effective community participation thus providing an opportunity for communities to take control of decision making.

2.6. Relevance of Grassroots Participation in Local Governance

Grassroots participation can be used to achieve material benefits in the form of pointed development projects or can lead to the social development of the people in the form of empowerment and independence. In the current context of maximizing opportunities for community development, it is important that participation be used as a tool for achieving something more meaningful than mere physical benefits (Moser, 1983).

Today, grassroots participation is considered a key component of community management, not only because of its potential democratizing impact but also because of its positive effect on governance (Cinara, 2004). In the case of public services, especially in rural areas and small municipalities, community intervention can contribute efficiently to the establishment of policies and the technical and economic sustainability of services (González, 1995). Towards this end, it is necessary to understand the environment, and to

know the organizational structure that guarantee good services, transparency and participation.

According to Stretton (1978), grassroots participation is of great importance to local governance due to the following reasons;

- Real needs and priorities are identified, values in conflict are weighed and forgotten factors are identified. Grassroots participation in local governance give an opportunity to solicit the real needs and priorities of the community because what technocrats sometimes impose on a community as their real needs and priorities are not compatible with what the community consider.

- Greater self-determination in resolving problems and meeting needs is allowed, practical implications of a policy are grasped and a sense of involvement and commitment to the project is encouraged. Here people consider community problems as their own and that effort to resolve it means an improvement in their general wellbeing and thus they feel involved in issues concerning their welfare.

- In grassroots participation, the community's organizational capabilities are made the most of, as awareness is promoted, the network of processes of communication are improved and strengthened

- Resource relation: project cost are reduced through labour and other contributions, employment opportunities are provided, the potential of unutilized or underutilized channels of participation are identified and responsibilities are exercised in urban management.

- As a basic social right, grassroots participation helps the poor who do not have the skills of collective action necessary to improve their lot beyond a certain point and to change their powerless situation. Here the rich and the poor as well as the educated and the uneducated are all represented so as to share views and ideas to the benefit of all.

- Grassroots participation helps to resolve socio-economic problems affecting the community with minimum resource input from outside the community. With the citizens and other agencies available within the community, development problems are better identified and resolved better without external influence.

- The effects of the planned action will be identified. That is to say that grassroots participation provides the opportunity for the citizens as well as the stakeholders and local government to discuss the effects of a particular project before it is implemented which is a good project management tool.

2.7 Decentralization and Participation

As part of the efforts to promote the participation of the people in decision-making processes as well as the development activities, the policy of devolution of power and authority to sub-national governments is increasingly adopted and applied in many countries as one of the tenets of "good governance" (Kauzya, 2004). Kauzya based this on the premise that decentralized governance provides a structural arrangement and a level playing field for stakeholders and players to promote peace, democracy and development. When immediate beneficiaries are involved (either directly or indirectly) in planning for allocation of public resources, It is assumed that interventions are likely to suit local needs as compared to a situation where central Government plans and deliver on their behalf. The presumed positive effects of dispersing responsibility to lower of level may be foiled, however, if inappropriate forms of decentralization are implemented (Boschmann 2009).

Decentralization is important for political reasons, and it may also improve the welfare of the populace. In theory- if not always fact- it makes it possible for people to have greater welfare influence on the decisions of government that affect their lives (Ibid).

2.8 Decentralization and local Governance in the Ghanaian Perspective

Two competing concepts of decentralization are operated in Ghana. The first is the devolution of major political and administrative responsibilities from central Government to District assemblies, comprising partially elected bodies with the mandate for local government and local, community development. The second, running parallel to devolution, is the process of administrative and technical de- concentration practiced by Ministries, Departments and Agencies (MDAs) that plan and deliver specific services to the communities, such as Water and sanitation, Health, Education and agriculture.

2.8.1 History of local governance in Ghana

Decentralization during the colonial period in Ghana was characterized by mere deconcentration of central administrative structure. (Kyei, 2000), comments that the colonial government consolidated its control over the entire nation in a way. There was no conscious effort at devolution of power and involvement of the rural people in the decision making process as compared to those in the urban areas.

The history of decentralization in Ghana according to Crawford (2004) is traced back by (Ayee, 2000) to the introduction of indirect rule by the British colonial authorities in 1878, lasting until 1951. Citing (Nkrumah,2000), Crawford commented that during this period the colonial administration ruled indirectly through the native political institution (that is to say through chiefs), by constituting the chiefs and elders in a given district as the local authority, with powers "to establish treasuries, appoint staff and perform local government functions"

Following the Watson report, after the 1948 riots, the British commissioned Sir Henley Coussey head a committee to review Watson's recommendations and, in part, look into the possibility of introducing a democratic system of local government. As a result of the unrest and the recommendations of both the Watson and Coussey commissions, the British made important changes in governance of the colony (Hoffman and Metzroth 2010). In 1950 and 1951, according to (Boafo- Arthur 2001), cited by (Hoffman and Metzroth 2010), the British granted the Gold Coast internal self- government, representation, and greater participation in local government.

2.8.2 Local Governance (After independence to 1988)

Following independence in 1957, the convention people's party (CPP) led by Kwame Nkrumah came to power. Nkrumah attempted to sideline chiefs because the most powerful ones supported the opposition United Gold Coast Convention (UGCC). The competition between the UGCC (later turned National Liberation Movement (NLM) and Nkrumah's government became clear when he attempted to initiate local government reforms. The CPP government created five regional autonomous assemblies, but Chiefs and the NLM forced the CPP to abolish the policy within a year (Knierzinger, 2009).

After the overthrow of Dr. Kwame Nkrumah in 1966, the NLC shifted the focus of local governance due to their ties with powerful traditional authorities, notably the Asantehene (Knierzinger, 2009). In their three years of NLC rule, the military government commissioned three reports- Mills-Odoi report on the structure and remuneration of the public service, Sirirboe Committee to enquire into electoral and local government reform, and the Akufo- Addo Commission on the constitution of Ghana (Ahwoi, 2010), in order to develop the 1969 constitution and return the country to civilian rule.

Several recommendations from these reports regarding local governance found their place into the 1969 constitution through local administration act of 1971, which, according to Ahwoi (2010), "attempted to balance a system of quasi- autonomous elected councils and administrations by agencies of central government." The NLC returned the country to civilian rule in 1969 with the election of Kofi Busia's Progress Party (PP). Many of the provisions on the local government that emerged from the NLC were never implemented because the PP was removed by a military coup in 1972 led by the National Redemption Council (NRC).

A significant change in local governance during NRC era was the introduction of the local government amendment ACT 359, which eliminated the distinction between central and local governments, abolishing elections of local councils and appointing two- thirds as traditional authorities with the remaining one- third to be chosen by the traditional authorities. The NRC also introduced the District Chief Executive as the political and administrative head of local councils which has remained till date (Hoffman and Metzorth, 2010).

A historical aspect was the decentralization reforms introduced in the early period of Rawlings' populist military rule (1981-92). In 1983, Rawlings' PNDC government announced a policy of administrative decentralization of central government ministries, alongside the creation of People's Defense Committees (PDCs) in each town and village. The PDCs, made up of local PNDC activists as self-identified defenders of the 'revolution', effectively took over local government responsibilities, though often limited to mobilizing and the implementation of local self-help projects (Crawford 2004 citing Nkrumah 2000), while the deconcentrated ministries played a more significant role. (Ayee 2000) cited by (Crawford, 2004) notes that despite the PNDC's populist rhetoric, its

interest in decentralization of central government and not the devolution of political authority to the local level.

However, the PNDC's commitment to participatory democracy of decentralization was fundamental to its ideology. Rawlings set up the PARDIC (Public Administration Restructuring and Decentralization Implementation Committee) to review all the changes and initiatives of local governance that had been discussed and taken place since independence. In 1987, the Akuse group was commissioned and provided a blue print for the development of the local government system (Ahwoi 2010).

2.8.3 Decentralization in Ghana after 1988

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, and 2002). The 1992 constitution, which marked the transition to multi- party democracy at the national level, endorsed the 1988 reforms (Chapter 20 of the 1992 republican constitution) and established the existence of sub-national structures (such as regional coordinating council (RCC) and metropolitan, Municipal and district Assemblies).

2.8.4 Legal Framework for Decentralization

As stated earlier, the 'Local Government Law' (PNDC Law 207) served as the cutting edge of Ghana's decentralization timeline. After endorsement of the reforms by the 1992 constitution, the 'Local Government Act' (Act 462), 1993 replaced the PNDC Law 207. Other legislative Instruments and Acts supporting Ghana's decentralization include;

- National Development Planning Systems Act (NDPS), 1994 (Act 480)
- The District Assemblies Common Fund Act (DACF), 1993 (Act 455)
- The Local Government (Urban, Zonal Area and Town Councils and Unit Committees) Establishment Instrument (L.I 1589)

2.8.5 Structure of the New Local government system

The local government system in Ghana is made up of a RCC and a four-tier Metropolitan and three-tier municipal/ District Assemblies as can be seen from the diagram below.

Figure 2.1 structure of the new local government system in Ghana
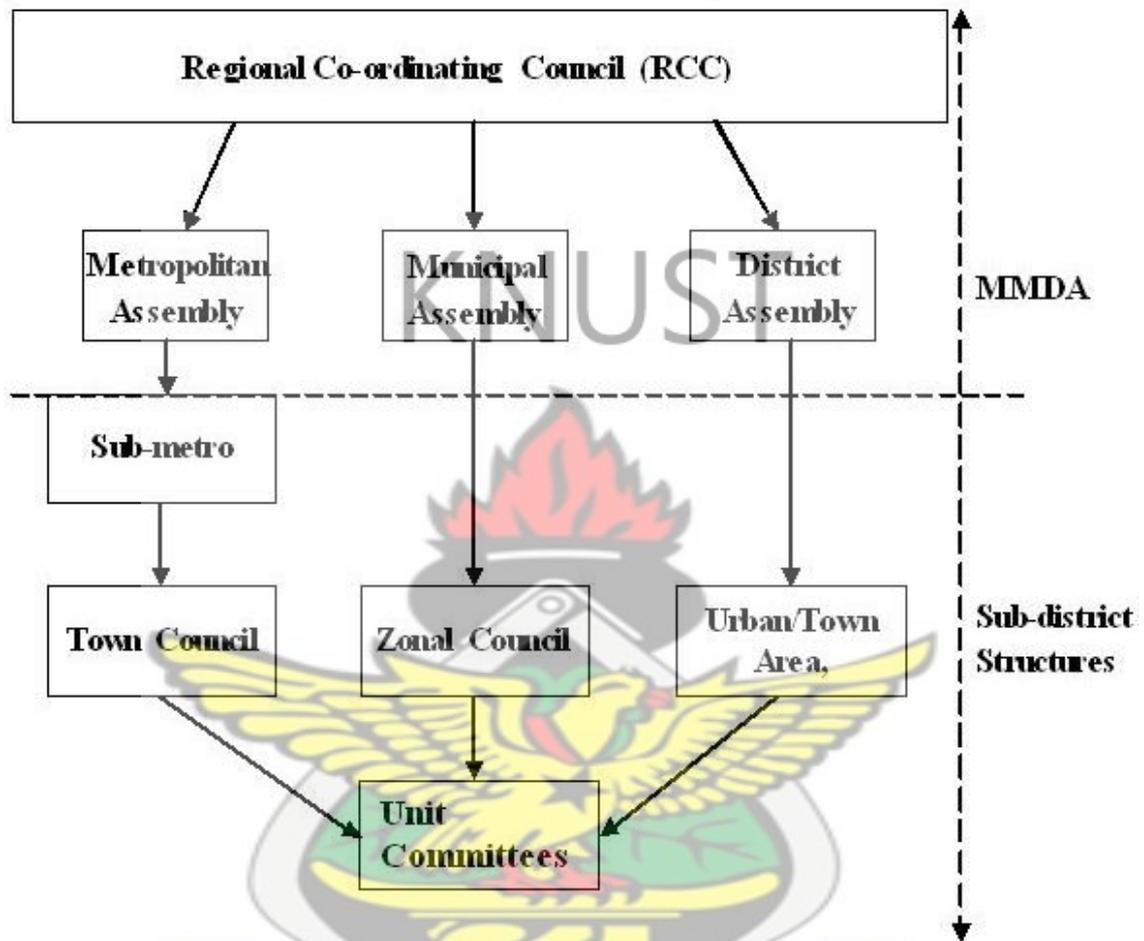
Source: NALAG Diaries, 2006

   i.   **Regional Coordinating Councils (RCCS)**

RCCs are established for each of the 10 regions of Ghana. An RCC is an administrative and coordinating body rather than a political and policy-making body.

The RCC consists of the regional minister as chairman and his deputies, the presiding member of each District Assembly and the district chief executive of each district in the region, two chiefs from the regional house of chiefs and the decentralised ministries without voting rights.

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According to Ahwoi (2010), a District Assembly consists of the district chief executive, two thirds of the members directly elected by universal adult suffrage, the members of parliament (MPs) representing constituencies within the district, and not less than 30% of the members appointed by the president in consultation with chiefs and interest groups in the district. The district chief executive is nominated by the president, approved by two-thirds of the members of the District Assembly present and voting, and appointed by the president. The assembly has a presiding member who is elected from among its members by two-thirds of all the members of the assembly.

ii.   Sub- District Structures in Ghana

Sections 66 of local Government Act 462, (2003) mandates the Planning and the coordinating unit of any Metropolitan, Municipal and District Assembly to delegate any of its functions to sub-district structures as it deems fit. The major function of sub-district structures according to Botchie et al (1999) is to galvanize local action and channel local energies into productive and developmental activities. They are also expected to be the rallying points of local enthusiasm in support of the development of the districts.

Unit committees and area councils play a vital role in ensuring that people are able to participate in local governance (GoG, 2007), including, eliciting community perspective on needs and aspirations for district development plan, promoting education, organizing communal labour, mobilizing revenue, implementing and monitoring of self-help development projects, and ensuring environmental cleanliness (Botchie et al, 1999). This underscores the importance of sub-district structures in Ghana's decentralized planning system.

The sub-districts in Ghana include sub-metropolitan, zonal, urban or town and area councils and unit committees. For the purpose of this study, a brief description is made of the area councils and unit committees.

iii.   Zonal, Urban/Town and Area Councils

According to Crawford (2005), there are 1300 urban, zonal and Town/Area councils throughout Ghana, with the given name dependent on the size and nature of the settlement. Urban councils represent over 15,000 people within the three metropolitan areas, while Zonal councils represent settlements within the four municipal assemblies. In the rural

areas, Town councils represent small towns with populations between 5000 and 15000, while area councils/ villages grouped together with an overall population of less than 5000.

iv.   unit committees

There are over 16,000 unit committees (UCs) throughout Ghana (Crawford 2005), covering settlements of between 500-1000 people in rural areas and approximately 1500 in urban areas. These reach the remotest rural locations, providing a structures link from the grassroots to district level government. They are partially elected bodies, with membership consisting of ten elected members and five government appointees, selected by the district chief executive on behalf of the president. In theory, the sub- district structures, especially the unit committees, provide structured mechanisms of representation, participation and accountability from village level upwards.

2.9   Functions of Sub-Structures of the Local Government System

RCCs are established for each of the 10 regions of Ghana. An RCC is an administrative and coordinating body rather than a political and policy-making body.

Its functions are to:

• monitor, coordinate and evaluate the performance of the Das in the region;

• monitor the use of all monies allocated to the DAs by any agency of the central government;

• review and coordinate public services generally in the region; and

• perform such other functions as may be assigned to it by or under any enactment (Ahwoi,2010)

2.10 Problems of Decentralization in Ghana

One fundamental challenge for good governance in Africa and Ghana in particular is the lack of deepened political will in support of decentralization. Post- independence governments have never deviated from the practice of central control and use of local government for their political advantage (Kyei, 2010). This has provided 'mixed' results as far as benefits of decentralization is concerned.

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Another problem of decentralization in Ghana is lack of fiscal autonomy of the sub-national structures. Internal revenue generation is abysmally poor and sub-national structures over-rely on the central government for funds to implement development programmes and run the affairs of the district assemblies. The fiscal reliance on government makes local government in Ghana vulnerable to central influence.

At every level or tier of local government, there is the component of central government appointees. This creates so many cracks for centralization as it can be said from this situation that there is that intent of government to still control the affairs and practice centralized decentralization.

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

2.11   Transparency in Local Governance through Grassroots Participation

Grassroots participation is understood as the active involvement of citizens in public life and their contribution to the common good. The level of trust in local government and public agencies is a key factor that determines the extent and quality of grassroots participation. Loss of trust can lead to disengagement of citizens and discourage participation of local communities as well as the private sector in functions such as public services delivery, or even in local democratic processes such as district elections (Transparency International and UN-HABITAT, 2004). Trust, in turn, has a direct relationship with transparency, as illustrated below:

Trust in public bodies is affected by two things: the quality of services that individuals and their families receive; and how open and honest organizations are about their performance, including their willingness to admit to and learn from their mistakes (The Ghana Audit Commission, 2003).

Transparency helps not only to inform the public about development ideas and proposals, but also to convince citizens that the public agencies are interested in listening to their views and responding to their priorities and concerns. This in turn enhances the legitimacy of the decision-making process and strengthens local governance (Transparency International and UN-HABITAT, 2004).

Transparency also influences grassroots participation in a more direct manner. Responsiveness often holds the key to successful involvement of citizens and the private sector in development projects and city revitalization efforts. Local governments that share their assessments and plans with citizens and seek their views on a regular basis can be far more effective in implementing development programmes with the participation of local stakeholders. Thus transparency can help to stimulate active engagement of the private sector and civil society in public affairs, thereby confirming the changed role of the local government as an enabler and facilitator rather than a provider and controller of goods and services (Transparency International and UN-HABITAT, 2004).

2.12 Accountability in Local Governance through Grassroots Participation

By promoting better access to information for all stakeholders, grassroots participation strengthens the accountability of all actors to local development goals as well as participatory local governance (Transparency International and UN- HABITAT, 2004).

The World Bank has identified three main types of accountability: political accountability, which expresses itself in periodic elections; administrative accountability, which is represented through the horizontal and vertical mechanisms within and between agencies; and social accountability, which includes mechanisms that hold agencies accountable to their citizens (World Bank, 2003).

In local governance, the emphasis is on social accountability to present an opportunity for the local people to influence the development of their own localities. The concept of social accountability is closely linked to local governance and is advocated by several local and international organisations and individuals. A key feature of social accountability is that it focuses on the role and involvement of civil society in realizing the goal of good local governance (Transparency International and UN- HABITAT, 2004).

2.13 Good Governance and Community Development

Good governance is an essential precondition for sustainable development. Various countries that are quite similar in terms of their natural resources and social structure have shown strikingly different performance in improving the welfare of their people. Much of this is attributable to standards of governance. Poor governance stifles and impedes development. In countries where there is corruption, poor control of public funds, lack of accountability, abuses of human rights and excessive military influence, development inevitably suffers (AusAid, 2000).

A landmark study by the World Bank (1998) demonstrated the crucial role that good governance plays in enhancing the effectiveness of aid. Again according to Todoro (2001), The study found that where there is sound country management, an additional one per cent of Gross Domestic Product in aid translates into a one per cent decline in poverty and a similar decline in infant mortality – whereas in a weak policy and management environment aid has much less impact. Findings like this clearly indicate that the 'returns' from development assistance are generally greater in developing countries characterised by good governance. Simply put resources are generally managed better in developing where good governance structures are in place.

One element of good governance that is needed for sustained development is an economy that operates in an ethical, accountable and appropriately regulated environment, which facilitates competition in the market place. Without this, there will be no driver for economic growth and sustainable development will not be possible. A dynamic private sector, operating in a properly functioning competitive market system, creates jobs and income, generates wealth and helps ensure that resources are used efficiently (AusAid, 2000).

2.14 Challenges of Grassroots Participation in Local Governance

Government and policy makers are beginning to recognize the important role communities can play in policy development and efforts are being made to allow them to become more involved in the policy-making process. However, despite these efforts, there are still many barriers and challenges that inhibit the smooth involvement of the communities.

Understanding and anticipating these barriers and challenges is important when a community is getting organized for or involved in policy activity (Dukeshire and Thurlow, 2002).

As noted above, individuals and community organizations face many potential barriers and challenges to policy development. (Dukeshire and Thurlow, 2002) identified seven of the most common challenges of grassroots participation to local governance. The challenges as outlined by (Dukeshire and Thurlow, 2002) are outlined below:

Lack of understanding of the policy process

Understanding the policy-making process helps individuals and community-based organizations decide whether they will become involved in trying to develop or change a policy and, if so, how best to go about it. Unfortunately, the policy-making process tends to be very complex making it difficult for almost anyone to understand it completely. However, understanding the process can help empower individuals and community-based organizations to impact policy. This situation is not different in Ghana as major decisions and policies concerning the development of the local people are made at the national level.

Lack of Resources

In order for communities to play active roles in the policy-making process, it is necessary for their members to have access to resources. These resources include adequate funding, government training programs, education, leaders, and volunteers to support initiatives. Many communities tend to lack one or more of these resources, a situation which interferes with their ability to effectively impact the policy-making process. Having inadequate resources negatively impacts a community's ability to effectively influence and develop policy compared to other players in the policy making process. In Ghana, the issue of inadequate resources has led to a situation whereby most local governments or district assemblies depend solely on the District Assemblies' Common Fund, thus affecting the rate of development of these areas.

Reliance on Volunteers

Lack of access to financial resources needed to address problems and concerns of community leads to organizations relying on volunteers to carry out community-based activities. This situation can lead to reluctance to become involved in the complex policy-making process. Even more difficult is finding individuals within communities with the skills, abilities and desire to initiate and champion policy development. This situation is however different in Ghana as the people who can initiate and champion development policy are often not given the needed support and sometimes treated with scorn.

Lack of Access to Information

Citizens at the grassroots have indicated that there is lack of access to information about government programs and services. Communities have also reported that the information that is available on policy, government programs and services is difficult to obtain and interpret. There is a desire to learn about and access information about government programs and services that is understandable, concise and timely. Information accessibility at the grassroots level in Ghana is very appalling as decisions are still imposed on the local people without their involvement. This has led to the situation where several projects undertaken by government at the local level are left unused.

The Relationship between Communities and Government

The relationship between local communities and the central government is strained by the community perception that governments do not understand local issues and impose policies and programs that negatively affect local communities. Even worse, there is sometimes not even agreement among key policy makers that circumstances in local communities are problematic and deserving of government action. In Ghana, government is seen as sometimes putting responsibilities on local communities without providing the necessary resources like financial support, educational programs for communities to assume these responsibilities.

Time and Policy Timeline Restrictions

Often the policy timeline can create difficulties for communities looking to impact policy around a particular issue. Although government may be considering a policy change for a long period of time, the public consultation process may be relatively short and not allow community-based organizations the time to research and properly prepare to effectively participate. On the other hand, the policy-making process can take a very long time, draining the resources of community-based organizations and frustrating those who want change. Governments, especially in Ghana, are therefore forced to take policy decisions before consulting the people. This has therefore been a major setback to the Ghana's decentralization process.

2.15   Summary

Good governance has long been a topic of discussion in the international arena, and particularly in the field of development assistance. Indeed, good governance is pivotal to the development process. Good governance through grassroots participation is based on a sound understanding of local conditions of a country. The literature also revealed that effective local governance can only yield good result when there is effective grassroots involvement. There is therefore an essential link between grassroots participation and local governance and the ability to achieve sustained economic and social development.
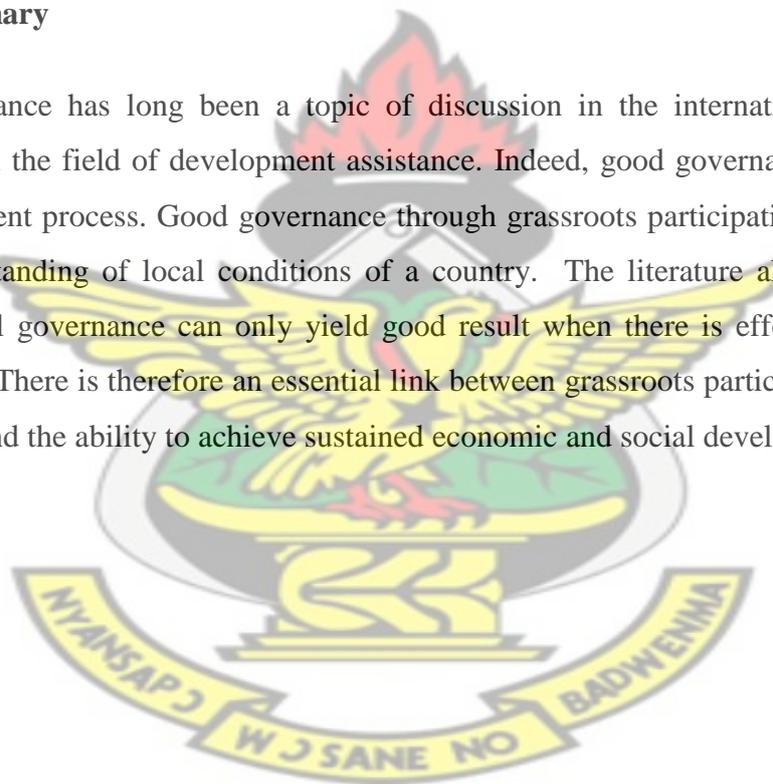
CHAPTER THREE

PROFILE OF STUDY AND RESEARCH METHODOLOGY

3.1 Introduction

This chapter presents the sources and methods that were used in collecting data for the research. It deals specifically with the sampling procedure used in selecting a sample for the research, the instruments used for data collection and data analysis. It also provides a brief description of the study area.

3.2 Profile of the Upper West Region

3.2.1 Location and Size

The Upper West Region, the youngest of the ten regions of Ghana was carved out of the former Upper Region in 1983 with the view to accelerating development of the said area since it is quite remote from Bolgatanga, the regional capital of the former Upper Region.

It is located in the north-western corner of Ghana. To the south, the region shares borders with the Northern Region. To the east it share borders with the Upper East Region and to the north and west, it is bordered by Burkina Faso. The Black Volta forms a natural boundary in the west between the region and Burkina Faso. With an estimated landmass of 18,476km2. The region is divided into nine administrative districts, thus Wa municipal Wa East, Nadowli, Jirapa,Lambuisie, Lawra, Wa west Sissala East   and Sissala west. The area is divided into ten constituencies. (RCC planning department, 2011) see figure 3.1

FIGURE 3.1 Map of Upper West Region
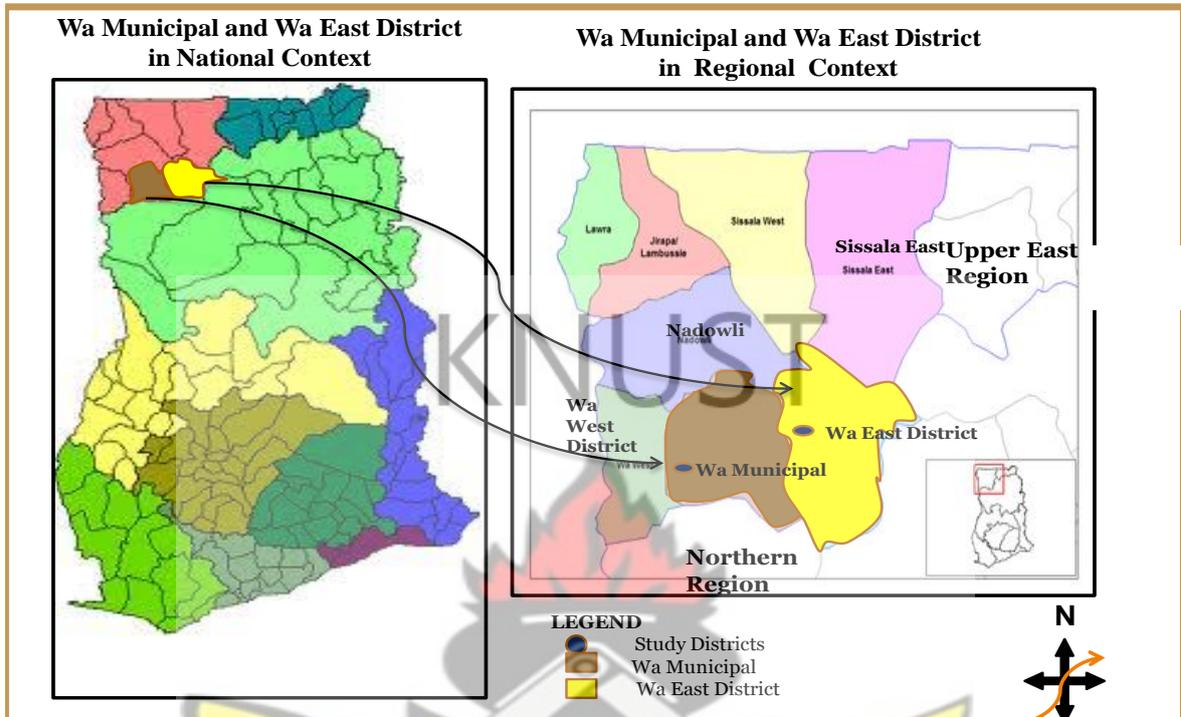
Source: RCC Planning Department (2006-2009)

3.3 Population

According to the 2000 Population and Housing Census, the Upper West Region has a population of 576,583 people. This figure implies the region has a population density of about 33 persons per/km2. The highly populated towns are such as Wa, Tumu, Jirapa, Nandom, Lawra, and Hamile. The 2000 Population and Housing Census further revealed that a significant number of people from the region, forming about 22.6% of the total population reside outside the region. The population helped in finding the number of people in the study areas.

3.3.1 Chieftaincy

Chieftaincy is a respected institution especially among the Walas and is a major medium for community mobilization. In Sissala land, the title Koro is used, whilst Naa is used in other districts. There are 21 paramountices (Jirapa-Lambussie 2, Lawra 3, Nadowli 7 Sissala 5 and Wa 4).

3.3.2 Political Administration

Taking its present name from its geographical location, the Upper West Region has existed under different names in the past. Christened the Black Volta administrative district in 1898, it became known as the North Western Province in 1907 enjoying full provincial autonomy. Later in 1960, however, the Northern Region was carved out of the Northern territories and what remained becomes the Upper Region. (RCC , 2011)

As mentioned earlier, the Upper West Region is the youngest of the ten regions of Ghana having been created in 1983 in pursuance of the decentralization programme. It is therefore the youngest and least resourced in the country. It has nine (9) districts namely: Wa Municipality, with Wa as the Regional Capita, Nadowli, Jirapa Lambussie, Lawra, Wa West, Wa East, Sissala West and Sissala East District.

The region has only one urban council in Wa and four town councils (Jirapa, Lawra, Tumu and Nandom) and 47 Area Councils. In addition there are 618 unit committees in the region. This information provided set the stage for the study and helped the researcher know the number of area and unit committees in the area and the nature of the districts.

3.4 Physical characteristics of the Wa Municipality

3.4.1 Location and Size

The Wa Municipal Assembly is the only Municipality out of the nine Assemblies in Upper West Region. It is bordered to the north by the Nadowli District, to the east by Wa East District, to the West by Wa West District and to the South by both Wa East and West Districts. It lies within latitudes 1º40'N to 2º45'N and longitudes 9º32' to 10º20'W. It has a landmass area of approximately 23,474 square (kilo) meters, which is about 6.4% of the region.

The characteristics of ethnicity, religion, settlement pattern and housing conditions of the Wa East District above are similar to the Wa Municipality. However, the estimated population of the communities in the Wa Municipality as at 2000 was 98,675 according to the 2000 PHC. The Ghana Statistical Service estimates for 2009, however, put the population of the District at 119,453 and the adult population (20 years and above) was estimated to be 84,567 for the period. Figure 4.2 shows the map of the municipality

Figure 3.2 Map of Wa Municipality
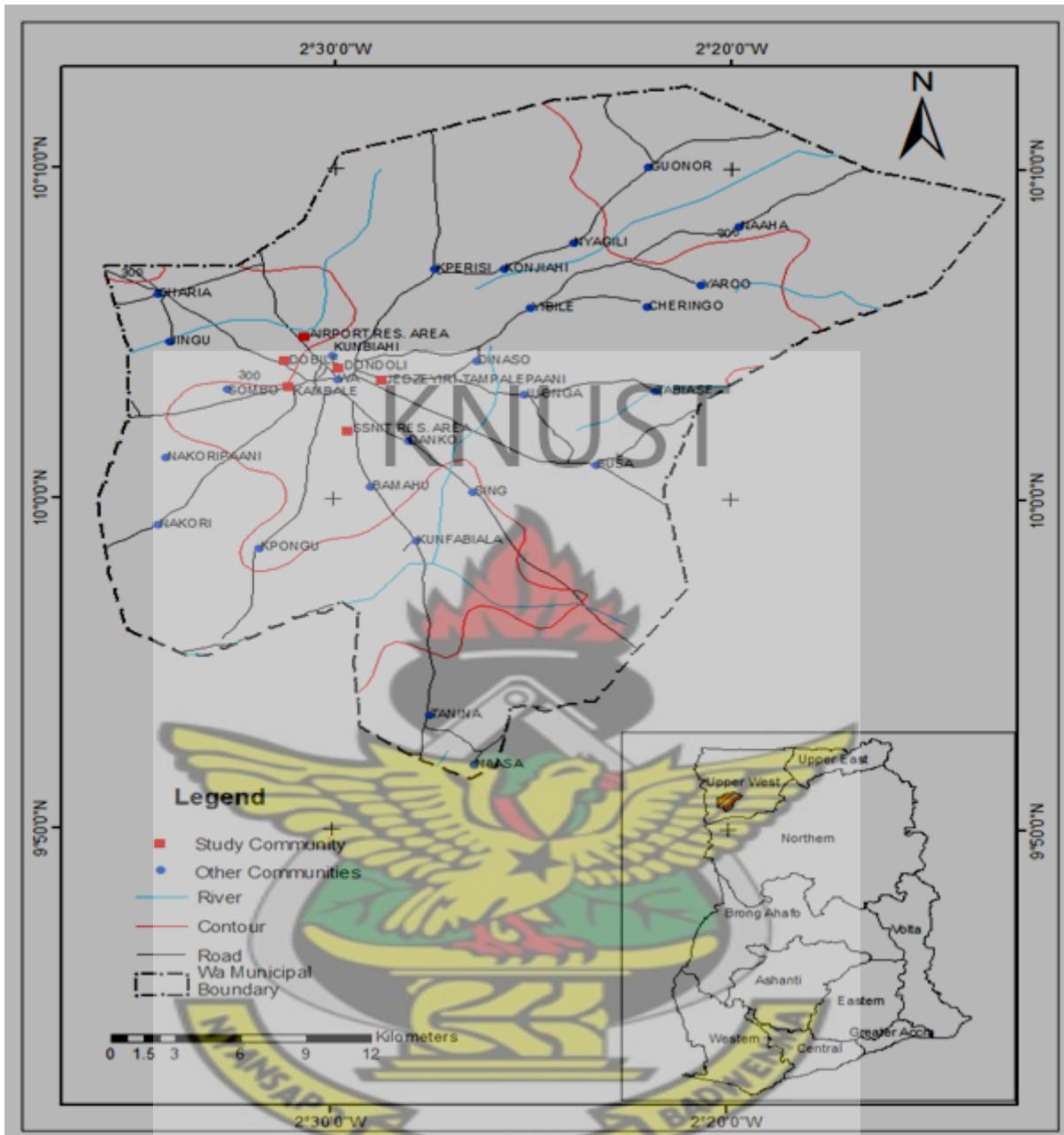
Source: Wa Municipal Medium Term Development Plan 2006-2009

3.4.2 Population Size.

According to the 2000 Population and Housing Census (PHC), the Wa Municipality has a total population of 98,675 (Ghana Statistical Service). Wa town alone has a population size of 66,441. The growth rate of the Municipality varies between the rural (2.7%) and the urban (4%). Using the two growth rates, the projected population for the Municipality in 2006 is 119,626 with Wa town recording about 83,000. By implication, there is a high density of population in Wa and consequently pressure on land and socio-economics infrastructure. This raises the issue of population management, specifically, Housing. Streetism, conflict management, land-use planning are issues to be addressed. The table 3.1 shows the population by zonal councils

Table 3.1 Wa Municipal populaton by zonal council

Name of zonal council	Population
Wa central	39470
Busaa	13814
Bole	1480.1
Kperi	15788
Kpongu	14802
Total	98675

Source: medium term development plan (2006-2009)- Wa municipality.

3.4.3 Education facilities

The District is one of the oldest district in the upper west region and was upgraded in 2004 as a municipality. The urban nature for the municipality has created business opportunities for the establishment of private KG, Primaries and JHS which has increase vocational infrastructure as can be seen in table 3.2 below.

Table 3.2 Educational facilities in the municipality

LEVELS	PUBLIC SCHOOL	PRIVATE SCHOOL	TOTAL № OF SCHOOLS
KG	57	21	78
primary school	69	10	79
junior high school	46	6	52
senior high school	5	–	5

Source: Municipal office-GES, 2010/2012

3.5 .0 Physical characteristics of Wa East District

3.5.1 Location and Size

The Wa East District is located to the South-Eastern part of the Upper West Region. It covers a total land area of about 5542.8sq. km which constitutes about 30% of the total land area of the region. The District was carved out of the then Wa District in 2003 by the government as part of efforts aimed at deepening decentralisation and local governance by L.I. 1746. The District shares borders with the Sissala East and Nadowli Districts to the North, West Mamprusi to the East, Wa West and Wa Municipal to the West and Sawla-Tuna-Kalba District to the South.

The capital is Funsi, about 115km away from Wa, the regional capital

The remoteness of the district relative to other districts of the region has deprived it of basic social and economic infrastructure and services.figure 4.3 shows the map Wa East District

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Figure 3.3 shows the map of Wa East District in terms of other surrounding district
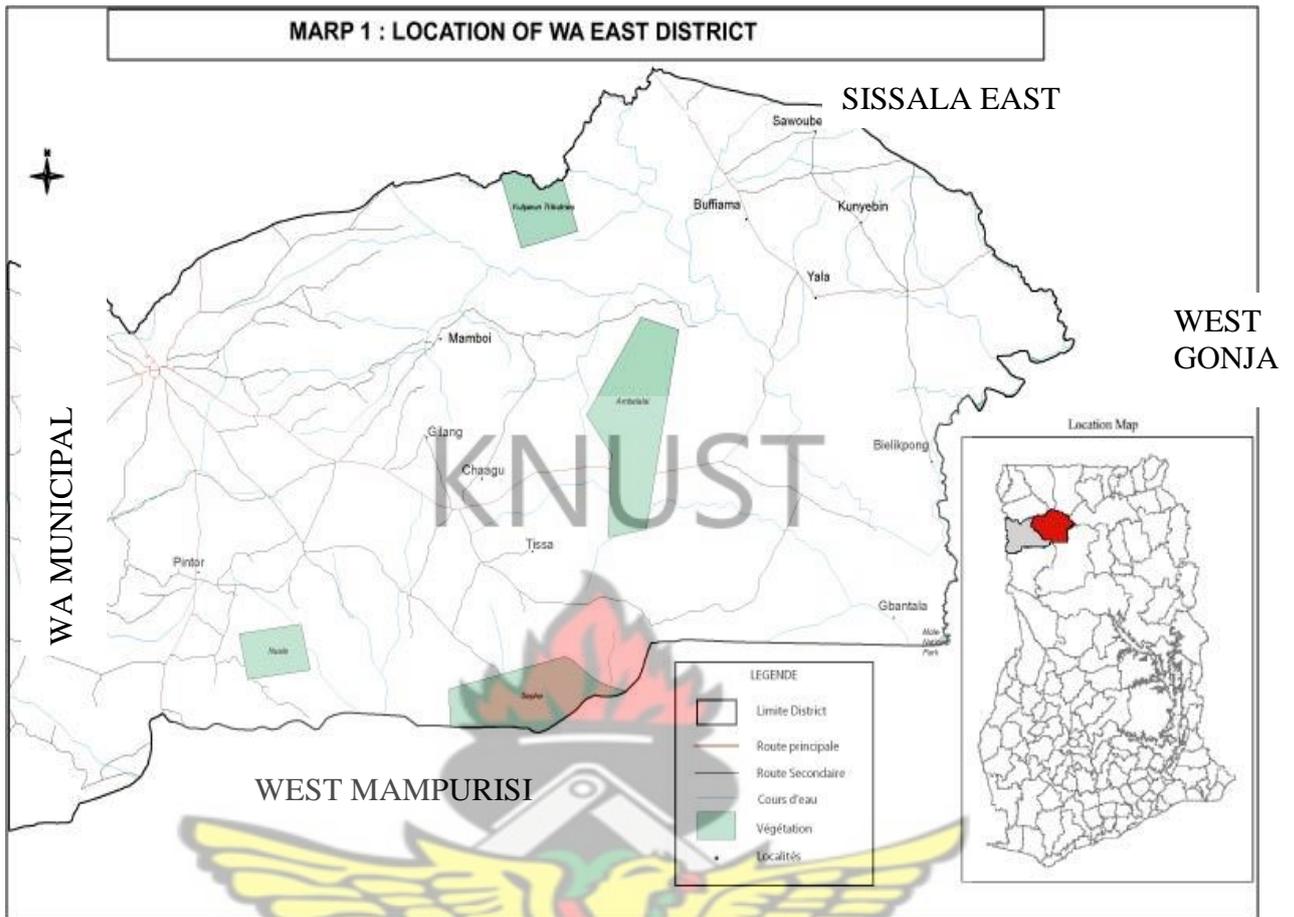
Source: Medium term development plan (2006-2009)

3.5.2 Population Size

The population of the district was estimated at 66358 with an annual growth rate of 1.7% by the (PHC, 2000). Thus, the district's population growth rate is lower than the national growth rate of 2.6%.

Table 3.3 shows District population by Area Council

Name of area	Population
Funsi	26543
Bulenga	39815
Total	66358

Source: Wa East District Assembly 2010.

3.5.3 Educational Facilities

The district is one of newly created districts curved out from the then Wa District. This district is also known as the Overseas 'which means difficult to reach area' this therefore created low school infrastructure as can be seen in table 4.4 below.

Table 3.4 Educational facilities in the Wa East District

Level	Public schools	Private schools	Total № of school
Kingdergate	50	NIL	50
Primary school	68	NIL	68
Junior high sch	33	NIL	33
Senior school	NIL	NIL	NIL

Source: Municipal office-GES, 2010/2012

3.6 Study Design

The study is a descriptive cross sectional survey. A descriptive design offers richly descriptive reports of individuals' perceptions, views and attitudes to events and things (Hakim, 2000). A cross sectional study selects samples from different sectors of a population and compares them by using a set of criteria related to the theme of the study. In the context of descriptive studies, the purpose of cross-sectional survey is to establish differences between the sections of the population. It can also produce data which will permit the establishment of role or causal relationships (Sarantokos, 2005).

Therefore, with regard to this study, the researcher considered a wide Varity of variables (stakeholders) involved at the grassroot level and their relationship in promoting good governance at local level. Again the variables are at various levels with different behaviors.

3.6.1 Sources, Methods and Instruments of Data Collection

Data was collected from both secondary and primary sources. The secondary data sources comprised of journals, reports, books, articles, internet search and other related research materials. Documents gathered from these secondary sources were reviewed to obtain

relevant literature for a detailed understanding of the subject matter of the study. Key concepts, approaches, institutional and regulatory frameworks and other components of Ghana's decentralisation policy were reviewed using secondary sources.

Primary data was obtained through such methods as interviews, questionnaire administration and focus group discussions. Interviews were conducted for chiefs and unit committee members due to the high illiteracy rate among a significant proportion of these groups in the area. These interviews were conducted using interview schedules and checklists designed for the respondents. Questionnaires were also given to officials of the District Assembly staff, Assembly Members and NGO staff for self-administration. This was possible since all respondents in these groups were literate. In addition to the interviews and questionnaire administration, separate Focus Group Discussions were held with Area/Zonal Council executives, and youth groups in the study area using checklists.

3.6.2 Target population/Unit of Analysis

The target population or the units of analysis (i.e 'the what' or 'whom' being studied) for the study comprised of Zonal Council Chairmen, Unit Committee Members, Assembly Members, Chiefs (traditional authorities), and Community Members (i.e. leaders of youth groups) at the community level. The youth groups comprised Youth in Action, Loggu development youth Association, Bulenga youth Association and youth in vision. The youth were also selected from the adult males and females aged 18 and above in the two District Capitals of Funsi and Wa.

At the institutional level, the units of analysis are the staff of the District Assembly Central Administration and the District Planning and Coordinating Unit (i.e. the District/Municipal Chief Executive, District Co-coordinating Director and Planning Officer) as well as staff of Non Governmental Organisations (NGOs) involved in local governance operating in the study area (these comprised ActionAid Ghana and Plan Ghana).

These categories of respondents were relied upon to provide information on the following study variables as indicated in the scope of the study: the role of the district sub-structures in enhancing grassroots participation; the level of involvement of the sub-district structures and other stakeholders in the community level development decision-making process; the relationships between the District Assemblies, the sub-district structures and other

stakeholders in the community level development decision-making process; the methods and processes of grassroots involvement in decision making; and the critical factors that militate against grassroots participation at the sub-district/community level.

3.6.3 Sampling and Sample Size

The research used a combination of sampling methods in selecting the sample units for investigations. A combination of purposive sampling (a type of non-probability sampling method) and simple random sampling (a type of probability sampling technique) were used. Purposive sampling is a form of non-probability sampling where samples are chosen by intentionally seeking individuals or situations who meet a criteria of interest or are likely to provide greater understanding of a chosen concept of research (Sarantakos, 2005). The purposive method was therefore used to select key institutions and actors (key informants) to be studied. These key institutions and actors were traditional institutions (chiefs) in the area, the District Assembly (DCEs, DCDs, Planning Officers, Assembly Members), sub-district structures (Area/Zonal Council executives, Unit Committee Members), Local Government related NGOs (staff) and youth groups. As a result of time and resource limitations which could not allow for all actors of all the identified institutions to be investigated, simple random sampling was used to randomly select individual units from some of the institutions. Thus, a random sample of chiefs, Assembly members, NGO staff and community members (youth) was taken.

A total of 462 respondents were sampled from the target population for the study. This sample consisted of 56 elected Assembly Members, 6 staff of the District Assemblies, that is, the DCEs/MCE, DCDs/MCD and planning officers, 285 Unit Committee members, 20 Chiefs and 4 staffs of NGO, 2 each representing one of NGOs of Plan Ghana, ProNet-North. The sample was drawn from the two district capitals. In addition to the questionnaire interviews, four separate FGDs were conducted. Two were conducted with two youth groups and the other two were conducted with Two Area/Zonal Councils, one from each district. The FGDs for the Area/Zonal Councils was made up of the core executive members (chairperson, secretary and treasures) whist that of the youth groups comprised of the core executives (president/chairman, vice president/vice chairman,

secretary, organizer, financial secretary, treasures and woman organizer) members of the Association.

Details of the sample size and distribution are given in table 3.4

Table 3.5 Distribution of Sample Size

Wa Municipality			
Group	Sampling Frame	Actual number Interviewed	% of Sampling Frame Interviewed
Elected Assembly members	31	31	100
District Assembly Staff	24	3	13
Unit Committee Members	155	155	100
NGO Staff	30	2	7
Chiefs	25	10	40
Area/Zonal Councils Staff	54	20	37
Youth Groups	28	28	100
Total	347	249	66
Wa East District			
Elected Assembly members	25	25	100
District Assembly Staff	23	3	13
Unit Committee Members	125	125	100
NGO Staff	26	2	8
Chiefs	28	10	36
Area/Zonal Councils Staff	30	20	67
Youth Groups	28	28	100
Total	285	213	75

Source: Field Study, December, 2011

3.7 Data Processing and Analysis

Data analysis enables a researcher to "manipulate" the data obtained during the study in order to assess and evaluate the findings and arrive at some valid, reasonable and relevant conclusions (Miles and Huberman, 1994).

Data collected from the field study was processed by editing, coding and tabulation for analysis. Data from the field was edited to detect and eliminate errors in the data and checked for non- responses to ensure accuracy and uniformity from the various methods

employed in the data collection process. Interviews recorded were also recorded and transcribed to obtain direct quotes and to contextualize the discussions.

Considering the qualitative nature of the data collected for the study, descriptive analysis was adopted. The Statistical Product and Service Solutions (SPSS) version 16.0 was used to analyse data for descriptive statistics. The interview transcripts and recordings from the FGDs were analysed manually to make easier quoting where relevant. Tables were used to present frequencies for numeric and categorical data since the final step of a survey is to present one's findings/results so that stakeholders and readers can establish if the researcher's objectives have been realized. Data presentation is an organised, compressed assembly of information that permits conclusion drawing and action (Sarantakos, 2005).

CHAPTER FOUR

ANALYSIS AND DISCUSSION OF SURVEY RESULTS

4.1 Introduction

As a sequel to the theoretical underpinnings of decentralisation and the workings of Ghana's Local Government System discussed in Chapter Two, this Chapter focuses on the analysis and discussion of data gathered from the field using both qualitative and quantitative research techniques where necessary. The Chapter begins with a description of the socio-demographic characteristics of respondents to serve as a foundation for understanding the factors facilitating or impeding enhanced grassroots participation in decision making. The Chapter further examines the level of involvement of the sub-district structures and other stakeholders in development decision-making process in the Study Area and also presents an analysis of the relationships between the District Assemblies, the sub-district structures and other stakeholders in the community level development decision-making process. It continued with an examination of the processes, methods and procedures adopted in decision-making at the sub-district level as well as an identification of the critical factors that militate against grassroots participation at the sub-district/community level.

4.2 Socio-Demographic and Economic Characteristics of Respondents

Basic socio-demographic variables such as age, gender and level of education as well as economic characteristic like occupational type are known to have an influence on an individual's enthusiasm and capability to participate in decision making at any level (Gyimah and Thompson, 2008, Sanz de Acedo Lizarraga *et al,* 2007). An investigation into the age composition of Unit Committee members in the two study Districts revealed varying age compositions. The representation of the Unit Committees in the Wa Municipality is dominated by the youthful age group (20-35 years) and they are made up of 58.6 percent of the Unit Committees whiles the representation of majority around 40 percent on the Unit Committee in the Wa East District is around 55 years as shown in Table 4.1.

In the Ghanaian context, perception of competence in representation of a group of people varies depending on the area and background of the people. For instance, in Ghana mostly in rural areas, age are likened to wisdom because of that the adult age groups are given

priority when it comes to decision making. It is therefore not surprising that the Wa East District has the factor of age as consideration in selecting members to be on the Unit Committees. This is because the people in the Wa East District also buys into the idea that consider the elderly to be more tolerant, mature and are wise when it comes to decision making.

Table 4.1: Age-Distribution of Respondents (Unit Committee Members)

Age Group	Unit Committee Members (Wa Municipality)		Unit Committee Members (Wa East District)	
	Numbers	Percentages	Numbers	Percentages
20-25	30	19.4	2	1.6
26-30	22	14.2	9	7.2
31-35	30	19.4	10	8.0
36-40	22	14.2	9	7.2
41-45	30	19.4	3	2.4
46-50	1	0.6	5	4.0
51-55	0	0	11	8.8
56-60	0	0	25	20.0
60+	20	12.8	51	40.8
Total	**31*5=155**	**100**	**25*5=125**	**100**

Source: Field Survey, December, 2011.
Note: the number 31 and 25 represent the elected Assembly Members in the study areas and the five represent the area/town councils visited.

A probe into the factors surrounding the under-representation of the youth in the Unit Committees in the District during Focus Group Discussions with the Youth Groups revealed socio-cultural beliefs which equate old age with wisdom and consider the youth as 'immatured' in community decision making who were only needed to undertake 'musscle work' during communal labour towards community development. The youth in the area are considered not wise enough to take decision for their people. This belief confirms the assertion by Taskike-Sossah (2009) that youth participation in local governance in Ghana has largely been reduced to rallying young people to support an idea or an initiative and being utilized to bring elites into power after which their interests are casually tossed to the periphery of state concerns. In cognizance of the enthusiasm the youth exerts, it is important that they be encouraged and guided to understand the workings of the local government structures to enable them develop the requisite skills to

become credible and influential contributors in decision-making processes in the local governance process in the District.

Sex composition of Unit Committee Members

Gender is another key variable that plays a significant role in grassroots decision making in Ghana. Results of the survey indicate that females constitute a small proportion of Unit Committee members in the study area; a reflection of the general low involvement of females in local governance in Ghana. Females constitute 21 percent and 8 percent of respondents of the Unit Committee Membership in the Wa Municipality and Wa East District respectively. Factors such as illiteracy, intimidation, low educational levels, lack of access to productive resources and socio-cultural barriers were identified during the Focus Group Discussions with women groups to be impeding female membership of the Unit Committees. This is deepened by cultural factors which assign roles to both males and females and as a result parents deemed it fit to educate males' children at the expense of females' children. This corroborates earlier findings by Gyimah and Thompson (2008) on the factors impinging on women's participation in local governance processes.

Educational background of respondents

Table 4.2 presents the educational attainments of Unit Committee Members in the two study Assemblies. The majority (about 46 percent and 55 percent) of Unit Committee members in Wa Municipality and Wa East District have their highest level of education being Middle School/Junior High School or Senior High School respectively whilst up to 30 percent of respondents in Wa Municipality did not have any formal education at all. The situation was the same at Wa East District where about 24 percent of respondents have no formal education. Low levels of education or the complete lack of it affects the ability of Unit Committee Members to read and understand issues that will enlighten them to have adequate knowledge on local governance to effectively participate in the decentralisation process. The 14 percent and 13.6 percent of Unit Committee members in Wa Municipality and Wa East District respectively who reported having up to tertiary level education thus presents good potentials to the study Assemblies to deepen their local governance processes.

Table 4.2: Educational Attainment of Respondents in the Study Assemblies

Level of Education	Unit Committee Members (Wa Municipality)		Unit Committee Members (Wa East District)	
	Frequency	Percent (%)	Frequency	Percent (%)
No formal education	47	30.2	31	24.8
Primary education	14	9.1	8	6.4
Middle/Senior High education	72	46.2	69	55.2
Tertiary education	23	14.5	17	13.6
Total	**155**	**100.0**	**125**	**100**

Source: Field Survey, December, 2011

Occupational background of respondents

Besides educational attainments, occupational status (although not always the case) which directly influences the income level of an individual plays an important role in one's participation in grassroots decision making. This is because financial and other resources are needed to register, campaign and participate in local level governance such as becoming an Assembly member or a Unit Committee member. From the study's investigation of the occupational status of unit committee members, it was revealed that farming is the dominant (47 percent) economic activity among the members in Wa Municipal and 51.5 percent for Wa East District. Whilst only 7.3 percent and 10.4 percent of respondents worked in the Civil Service in Wa Municipality and Wa East District respectively. The predominantly rural nature of the study Assemblies explains the high engagement of Unit Committee members in farming. Table 4.3 presents the occupational status of the Unit Committee members interviewed.

Table 4.3 Occupational Status of Respondents

Profession	Unit Committee Members (Wa Municipality)		Unit Committee Members (Wa East District)	
	Frequency	Percent (%)	Frequency	Percent (%)
Artisans	10	6.5	19	15
Civil service	11	7.3	13	10.4
Farming	72	46.5	64	51.5
Trading	45	28.7	26	21.1
Teaching	17	10.9	3	2
Total	**155**	**100.0**	**125**	**100**

Source: Field Survey, December, 2011

4.2.1 Level/Forms of involvement of Sub-District Structures and Other Stakeholders in Decision Making

This section examines the extent of involvement of community level stakeholders such as the Assembly members, Unit Committee members, Zonal Council Members, traditional authorities, youth and traditional authorities and youth groups in decision making in decision making. The Study revealed that decision-making at the local level can take various forms and levels ranging from consultation, participation in planning, decision making, implementation, dispute resolution, monitoring and evaluation, among others. These forms of decision-making process are geared toward the deep involvement of the people to influence and take control over decisions and projects that affect their wellbeing.

Table 4.4 presents the survey results on the forms and level of participation of Unit Committee members and Assembly members in local level decision making. The study revealed that the most common form of participation in which the majority of Unit Committee members are largely involved is political decision making (78 percent) and Resource mobilization (73.5 percent). The greater involvement of Unit Committees in political decision making can be attributed to the fact that the Constitution and Electoral Provisions of the country makes it a democratic right for people up to the age of eighteen to be eligible to vote in local level elections. Thus the Unit Committee members revealed that they are not prevented from voting during elections. The few (22 percent) who reported not being involved in political decision making attributed it to their dissatisfaction with the performance of their local elected representatives such as the Assembly Members and Members of Parliament (MPs). It is interesting to note that although the office of the Assembly Member is by constitution suppose to be non partisan, interviews during the study revealed that 90.3 percent of Assembly Members were actively involved in campaigning and in political decision making of the parties they belong to, with some even acting as party secretaries to political parties, which contravened Act 72 of the 1992 constitution of Ghana.

The higher level of involvement of the Unit Committees (73.5 percent) and Assembly Members (60 percent) in resource mobilization is not surprising as resources are often considered as the 'life-blood' for local governance and development. Reid (2000) noted that when communities   engage their citizens and partners deeply in community

development agenda, more resources are raised to enhance living standard and develop the community in a more holistic and beneficial way. This implies that the Wa Municipality and Wa East District consider the Unit Committees and Assembly members as key partners in resource mobilization towards the development of their communities. Focus Group Discussions (FGDs) with the Area/Zonal Council members and youth groups also confirmed their deep involvement in resource mobilization and project sustainability as the only form of participation they are involved.

Table 4.4: Form/Level of Participation of Unit Committee and Assembly Members in Community Level Development and Decision Making in Wa Municipality.

Form of participation	Unit Committees				Assembly Members			
	Yes		No		Yes		No	
	No.	*%*	*No.*	*%*	*No.*	*%*	*No.*	*%*
Political decision making	29	22	121	78	28	90.3	3	9.7
Project identification	32	20.4	123	79.6	15	46.7	15	53.3
Planning	49	31.6	106	68.4	12	40	19	60
Project implementation	48	30.9	107	69.1	16	53.3	15	46.7
Monitoring and evaluation	49	31.3	106	68.7	17	53.3	14	46.7
Disputes resolution	60	38.9	95	61.1	19	60	12	40
Resource mobilization	114	73.5	41	26.5	19	60	12	40
Social activities	99	64.0	56	36.0	12	40	19	60
Project sustainability	105	68.0	50	32.0	10	33.3	21	66.7
Environment protection	55	35.5	100	64.5	17	53.3	14	46.7

Source: Field Survey, December, 2011

Table 4.5: Form/Level of Participation of Unit Committee and Assembly Members in Community Level Development and Decision Making in Wa East District.

Form of participation	Unit Committees				Assembly Members			
	Yes		No		Yes		No	
Political decision making	84	67	41	33	24	94.2	1	5.8
Project identification	10	18	115	92	14	56	11	44
Planning	73	58.2	52	41.8	4	14	21	86
Project implementation	32	25.5	93	74.5	17	67	8	33
Monitoring and evaluation	19	15.4	106	84.6	16	62	9	38
Disputes resolution	94	75	31	15	12	48	13	52
Resource mobilization	71	56.5	54	43.5	16	63	9	37
Social activities	89	71	36	29	13	51	12	49
Project sustainability	93	74.2	32	25.8	11	45	14	55
Environment protection	53	42	72	58	14	56	11	44

Source: Field Survey, December, 2011

Tables 4.4 and 4.5 indicate a clear picture of the level of involvement or non-involvement of respondents at the local level in terms of development decision that there is a general low level of participation (i.e. as low as 40 percent) especially among the Unit Committees in the Study Assemblies in developmental projects except in the area of resource mobilization (73.5 percent and 71 percent respectively), political decision making (80.4 percent and 67 percent respectively) and project sustainability (68 percent and 74.2 respectively). It was interesting to identify that involvement in conflict resolutions by Unit Committee members in Wa East District was relatively high (75 percent). This can partly be attributed to the other minor ethnic disputes within the district which adopted a holistic stakeholder involvement in the resolution process. More than two-thirds (over 65 percent) of Unit Committee members in Wa Municipality responded not being involved in any form of decisions regarding project identification, planning, project implementation and monitoring and evaluation whilst more than 50 percent of Assembly members reported not being involved in any kind of planning process or project identification. The story was worse in Wa East District. The majority of about 73.2 percent said they are not involved in planning decisions, projects identification, projects implementation and monitoring and evaluation. There is therefore low participation of the highest decision making unit in the two study districts.

During the FGDs with the youth groups, it was revealed that the Wa Municipal and Wa East District Assembly (MDA) staff does not involve the youth in all stages of decision making, ranging from project planning to the implementation (execution) stage. Participants at the FGDs mentioned that the MDA staff does not in any way involve them in decision-making. The participants mentioned projects like school buildings, public latrines, clinics and market structures they saw at various stages of development in their respective communities without their participation in their planning and implementation. Again during the discussions, it was evident that most of the youth do not know the workings of the Unit Committees and that of MMDAs. The study observed that, the youth are only involved when there is voluntary work or during political campaign seasons, where they are deeply involved in canvassing votes for the individual or political parties.

During the discussion, it was clear that, MDAs had not in any occasion invited the youth to the general meeting of the Assembly which is always open to the general public. This was observed in both assemblies. Not only are the youth denied participation by the MDA staff, they also indicated that traditional authority (chiefs, tandambas) only pass on information to them through their sectional heads and not through their youth leadership due to traditional set up. This shows that, the traditional authority do not also involved them in the decision-making process of the community.

Similar views were also shared by Area/Zonal council member's who indicated that their respective MDAs implemented some projects in their communities without their involvement. They indicated that they are given information only when there is the need for contribution to be made toward such projects in terms of labour or cash donation.
The limited involvement of the sub-district structures, the youth and Assembly members in relevant aspects of decision making such as project identification, planning, implementation, monitoring and evaluation is inimical to the realization of the objectives of political decentralisation in Ghana which seeks to give citizens the 'vote' and the 'voice' in making decisions that affect their lives. It is also important to note that the involvement of the grassroots in resource mobilization can be effective and result in maximum benefits to the study Assemblies only if people and their representatives at the local level are actively involved in every stage of the development decision making. Local people will naturally be committed to the mobilization of resources as well as the implementation and sustainability of development projects they are actively involved in

and perceive them to be their own but not development activities/projects imposed on them.

Interviews with the key staff (the District/Municipal Chief Executive, District/Municipal Co-coordinating Director and District/Municipal Planning Officer of the two study Assemblies however revealed different responses on the level of grassroots participation in decision making from that identified from the interviews and discussions with the grassroots representatives. Almost all the key staff were unanimous in indicating that the sub-district structures were totally involved in every aspect of decision making ranging from planning (preparation of Community Action Plans), project identification, selection, implementation, monitoring and evaluation of projects and finally to the handing over and maintenance of the project. The MDA staff interviewed however identified the lack of adequate financial resources to organize workshops or meeting as a major challenge to facilitating the participation of the communities in the planning and provision of projects at the local level.

An investigation (questionnaire and FGDs) into the level of satisfaction of the representatives of the Sub-District Structures revealed that 82 percent of the respondents were not satisfied with their level of involvement especially in project planning and implementation, only 11 percent were somehow satisfied, 5 percent reported being satisfied and only 2 percent were very satisfied as shown in Figure 4.1. When the 82 percent of unsatisfied respondents were further asked the reasons for their non satisfaction, they indicated that due to their non-involvement during the planning process and the implementation of projects, some projects which are sometimes not the priorities of the community members, are implemented. The respondents mentioned that NGOs are good partners of development, because they are always involved from project selection to the monitoring and evaluation of the projects.

Figure 4.1 *Grassroots Level of Satisfaction with Involvement in Local Level Decision Making* **in Wa Municipal Assembly**
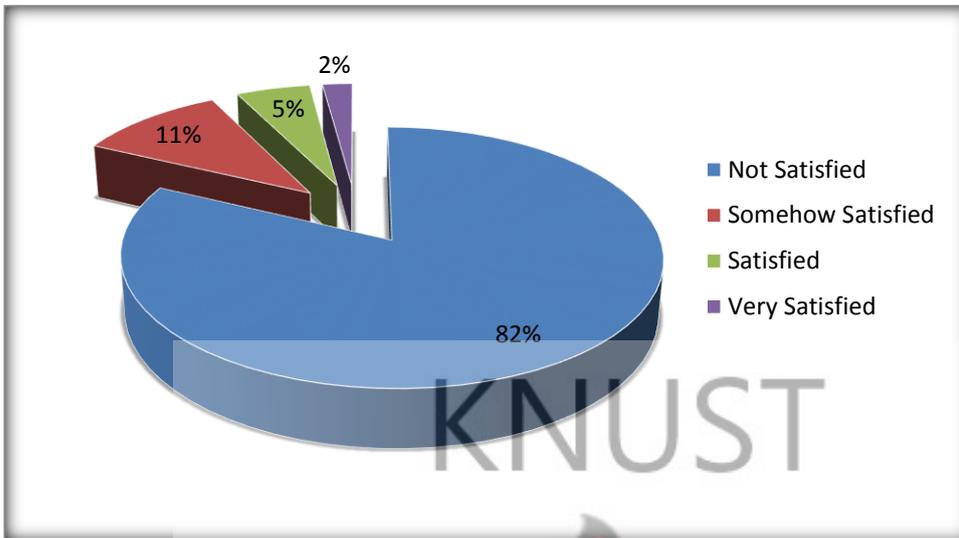
Figure 4.2 Grassroots Level of Satisfaction with Involvement in Local Level Decision Making in Wa East District
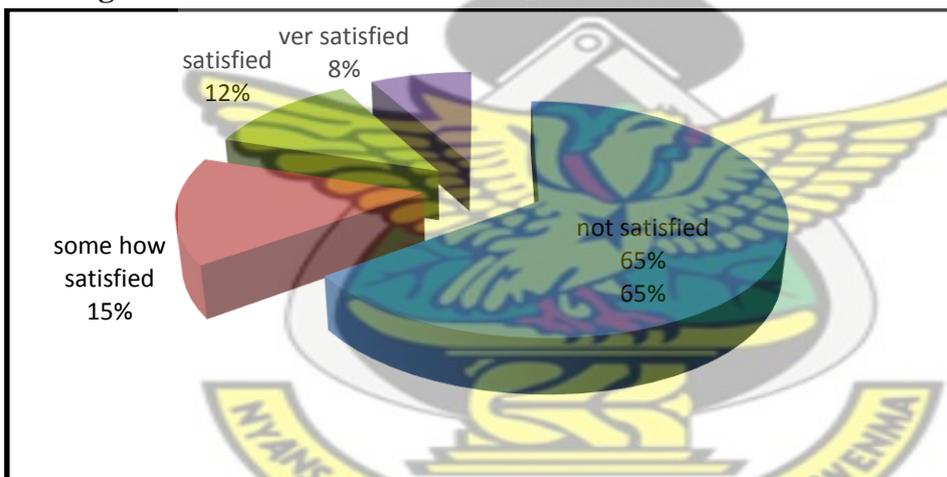
Figures 4.1 and 4.2 show the graphical presentation of the level of satisfaction respondents to participation. The research revealed that about 82 percent and 65 percent of respondents from Wa municipal Assembly and Wa East District respectively were not satisfied at all with their level of participation in development decision making and interventions. It implies that majority of the population are not involved in issues that directly or indirectly affect them in greater extent. Development interventions therefore are likely not to suit the interest and requirements of majority of the population in both districts.

The stack reality is that in the Wa Municipal Assembly it was realized that about two percent of people interviewed show maximum satisfaction of participation in the decision making process in the district. The same was almost the story at Wa East District. A minimum of eight percent which is the least holding percentage which expressed maximum level of participation in decision making process of the grass root at the assembly level. A correlation can however be drawn between the educational background and the level of involvement in decision making at the grass root level in both assemblies. It can be deduced that majority of about 46.2 and 55.2 percents respectively from Wa Municipal and Wa East District have attained up to secondary and middle school education. A second majority which constitutes about 30 and 25 percents from Wa Municipal and Wa East District respectively have only informal education without any formal training. It can be concluded in this context that the level of education has bearing on the level of participation. The relationship between education and participation is a positive correlation. It must again be emphasize that aside these factors, apathy toward politics of the respondents and the many failed promises by the study assemblies have made the respondents resent most of the decisions that are taken by the assemblies. Their behaviour partly depicts their unhappiness and their low level of involvement.

4.3 Relationship between Main actors of Development at the Grassroots Level

This section presents findings from the Field Survey on the relationships between the District Assemblies, the sub-district structures and other stakeholders in the community level decision-making process. It specifically examines the key actors of development at the local level, the form of relationships or engagements within these actors and the nature or cordiality of relationship among them.

4.3.1 Main actors of Development at the Grassroots Level

Oakley (1991) places people and the communities at the centre of the community development efforts and emphasizes on the need for their effective involvement at all stages of the development process.

From the survey, it was revealed that the key actors of development at the grassroots level are the Chiefs, Opinion Leaders (sectional heads, Imams, Pastors, women heads), Civil Society Organizations, Assembly Members, Area /Zonal Council Staff, Members of Parliament (MPs) and the MMDA's. In addition to these key actors identified by all the

units of investigation of the study, some respondents such as the Staff of the NGOs also mentioned the RCCs as one of the pillars of development within the Region which supervises the study District and Municipality. The NGO staff also mentioned Donors as key agents of development at the local level. This extension of the list of key development actors at the local level by the NGO staff can be explained by their strategic position and role which brings them in contact with relatively higher level actors who contribute to local level development. The emphasis of this study however is on the common actors mentioned by the majority of respondents stated earlier excluding the extended list provided by the NGO staff.

It is worth noting that, at the FGDs with the Area/Zonal Council Staff, a strong emphasis was placed on the 'tendambas' (traditional land owners.) as the bed rock of development at the local level because they provide land for all infrastructural development. Notwithstanding this emphasis on the 'tendambas' it was clear from the discussions that they are most often left out in decision making at the local level especially when the decisions will not culminate in a requirement for land. During the FGDs with the youth groups, two (2) youth associations in Wa Municipality within the group did not mentioned unit committees, chiefs and opinion leaders as actors of development within their communities. Three (3) youth associations within group in Wa East District show a level of ignorance of unit committees, chiefs and opinion leaders as actors of development within their communities. This reveals the limited knowledge of some youth on community development actors and processes. It also implies that the youth will not know the right channels to pass their contributions to add to knowledge decisions towards development. A situation which calls for education among these youth groups on the role the unit committees, chiefs and opinion leaders can play in the development of their areas. The successful identification of the key actors at the grassroots level by most respondents means that much should be done in respect of bringing all the stakeholders for effective development at the local level. Midgley et al (1986) stated that grassroots participation is the direct involvement of ordinary people in their local affairs. They further stressed that grassroots participation involves the creation of opportunities for the involvement of the people in the political, economic and the social life of their communities.

4.3.2 Forms of Interaction/Relationship among Key Development Actors at the Grassroots Level

Effective interaction among key development actors at the local level is essential for building consensus and for identifying and addressing the felt needs of people at the grassroots. Data gathered from the study revealed a number of ways/levels and occasions of interaction of the major stakeholders (Chiefs, Unit committees, Assembly members and NGO) at the grassroots level and at the Assembly level as shown on Table 4.6.

Table 4.6: Forms of Interaction among Key Development Actors at the Grassroots in Wa Municipal Assembly

Forms of Interaction	Chiefs		Unit Committee		Assembly Members		NGO Staff		Overall			
	Yes (%)	No (%)	Yes (%)	No (%)	Yes (%)	No (%)	Yes (%)	No (%)	Yes		No	
									No.	%	No.	%
Community forum	80	20	80.7	19.3	82.1	17.9	100	-	304	85.7	51	14.3
Political campaign	60	40	20.4	79.6	87.5	12.5	-	100	199	56.0	156	44.0
Launching and handing over projects	90	10	16.4	83.6	91.1	8.9	100	-	264	74.4	91	25.6
General Assembly meeting	65	35	45.1	54.9	100	-	50	50	231	65.0	124	35.0
Visit to the assembly	25	75	12.4	87.6	92.9	7.1	100	-	204	57.6	151	42.4
School sport festival	20	80	8.4	91.6	23.2	76.8	-	100	61	17.2	294	82.8

Source: Field Survey, December, 2011

Table 4.7: Forms of Interaction among Key Development Actors at the Grassroots in Wa East District

Forms of Interaction	Chiefs		Unit Committee		Assembly Members		NGO Staff		Overall			
	Yes (%)	No (%)	Yes (%)	No (%)	Yes (%)	No (%)	Yes (%)	No (%)	Yes		No	
									No.	%	No.	%
Community forum	95	5	83	17	87.3	13.7	98	2	186	91.17	18	8.93
Political campaign	49	51	34	67	82.4	17.6	-	100	78	38.24	126	61.76
Launching and handing over projects	88	12	16.4	83.6	94.5	5.5	100	-	96	47.06	108	52.94
General Assembly meeting	70	30	50	50	100	-	65	35	124	60.78	79	38.72
Visit to the assembly	59.6	40.4	23	77	95	5	100	-	95	46.57	106	51.96
School sport festival	5	95	2.2	97.8	10	90	-	100	7	3.43	197	96.57

Source: Field Survey, December, 2011

The study revealed diverse modes of communication or interaction among the key development actors. Notwithstanding these diverse modes, the study established that the most common mode and form of interaction among the various development actors is through community fora as it is reported by over two thirds of the various actors i.e. chiefs (80%), Unit Committee (80.7%), NGO Staff (100%) and Assembly Members (82.1%) in Wa Municipality. In comparative terms, community fora is highly patronized in Wa East District as the easiest and accessible medium of interaction among key development agents at the grassroots. The study showed that about 95 percent of the chiefs in Wa East District, 83 percent of Unit Committee members and about 98 percent of NGO staff subscribed to community fora as a medium of interaction. This indicates that community fora present an opportunity as a major medium of communication for involving the key actors in grassroots decision making.

Besides community fora, the launching and handing over of projects (identified by 74.4% of respondents) remains another major avenue for the key development actors to engage and interact on the community's development in Wa Municipality. The situation was quite different from Wa East District. It was revealed that 47.06 percent of all respondents agreed to appreciate launching of development projects as a medium of interaction and participating in the decision making process. It means that majority in Was East District

did not consent to launching of projects as an effective mode of interaction and participation in decision making.

General Assembly meetings however remain the preserve of only a few actors especially among the Assembly members (100%) and the Chiefs (65%). Most (54.9%) Unit Committees do not use this mode of communication in their interaction with the Assembly and other development actors in Wa Municipality. The 100% interaction level between Assembly members and MMDAs staff is just a fulfillment of Act 462 of the local government Act 1993 which states that, Assembly members shall meet at least three (3) times in a year at the Assembly, though there could be other meetings to address emergency issues of the Assembly. This is realized in both study districts. It still remains that chiefs consented to assembly meetings as a second ranking order in choosing the best interactive mode for grassroot participation. In Wa East about 70 percent of the chiefs voted for general assembly meetings. It means that majority of the chiefs both in Wa municipality and Wa east District have the chance of contributing to development decision making in their various localities through the assembly meetings.

A further revelation from the study shows that NGO are in close contact with other community development actors during community fora (100%), launching and handing over of projects (100%) and visit to the Assembly (100%) in Wa Municipality. Wa East District, NGOs have the chance to fully add their decision to development efforts through direct visits to the assembly, launching of community projects and community forum. It was also revealed that about 95percent of all respondents in Wa East District supported the issue of visiting the Assembly regularly to participate in the decision making process. This implies that people at the local level or grass root have high tendency to participate in decisions that affects them. Voluntary participation from the grassroots is an indicator of strong potential within the study districts to ensure sustainability of development efforts.

As Civil Society Organisations, NGOs are also deeply involved in the planning and implementation stages of District Medium Term Development Plans (DMTDPs) of the Assemblies where they are able to advocate for the needs of some communities and also support with resources.

Discussions with the Area/Zonal council staff in both Wa Municipality and Wa East District revealed that, their most common mode of interaction with the key development actors at district level is during community fora organised for the preparation of the Community Action Plans and during the public hearing of the MTDP at the Area/Zonal council office.

Unlike the Area/Zonal Council Staff, the only point of interaction between the youth and the key development actors is during political campaigns where the youth are needed to mobilize community members to vote for these actors. A condition which the youth view as a deliberate attempt by the development actors not to involve them at all stages of development. Much therefore needs to be done to fully integrate all the stakeholders together for effective development process of the communities and this can only be achieved through the identification of appropriate communication modes for enhanced grassroots participation.

4.3.3. Nature/Cordiality of Relationship among Key Development Actors at the Grassroots Level

The geniality of relationships among various parties involved in decision making is crucial to the success of any decision as it ensures respect for ideas which results in the acceptance and sustainability of major decisions taken. Besides this, cordiality of relationship among the actors is important because they cannot work without the support of each other. This became evident when the question was asked during the FGDs, whether Area /Zonal Councils ever received any form of support from the MMDA. Out of the seven (7) Area/Zonal Councils, one (1) group had in the past two years received two motor bikes from the DAs to enable them mobilize funds from Fulani Headmen and collect (various) market toll for the DA's. A percentage of this revenue collected (about 30%) is always transferred back for the running of the Area/Zonal Council.

Again, it was revealed that, the Community Based Rural Development Project (CBRDP) transferred funds to the Area/Zonal Councils through the respective District Assemblies to carry out small projects like building of Area/Zonal Council blocks, buying of bicycles to enhanced the performance of functions such as revenue mobilization.

These benefits of having affable relations notwithstanding, the study revealed that the nature of relationship among the various actors in the two study Assemblies is not cordial. See table 4.7

Table 4.8 Existing relationship among various actors in Wa Municipality and Wa East District

Cordiality	Unit Committee	Assembly Members	MDA Staff	Overall Frequency	%
Cordial	45	12	6	63	18.4
Fairly Cordial	70	20	-	90	26.3
Not Cordial	129	8	-	137	40.1
Undecided	36	16	-	52	15.3
Total	280	56	6	342	100

Source: Field Survey, December, 2011

The study identified power struggle, political differences and lack of orientation as a major cause of the non-cordiality (40.1%) level of the development actors

Discussions with the youth groups also revealed that the youth do not have a cordial relationship between them and the other stakeholders. This the youth claim contribute to their non-involvement in the decision making process with regard to project implementation/execution. This could cause a setback in the community development in term of the project sustainability as Kolawole, (1982) noted that, grassroots are the ultimate recipient of the consequences of government's development project and therefore must be involved.

The key development actors however indicated that, they usually have a genial relationship and are able to interact well during the preparation of DMTDP especially during the collation of inputs from communities, Area/Zonal Council and decentralized departments and during public hearings of the DMTDP at various centers' of the Area/Zonal Council.

When respondents were asked to identify the causes and effects of poor interaction among the various development actors, the following responses were obtained:

- On the part of MMDA's staff, the study revealed that the MMDA's staff controls the major resources of development, therefore not interacting well will hinder development at the grassroots and the district or municipality as a whole.

- Delays in projects implementation were mentioned by the Area/Zonal council members during the FGDs as a key effect of poor stakeholder interactions.

- Power struggles and different political affiliations were also mentioned as a key cause of poor interaction of stakeholders. These according to the respondents create tension within the key development actors which does not promote development. The Unit Committee members also identified the politicization of issues, religious intolerance and ethnic differences/tribalism as a contributory factor to the lack of cordial relationships among the stakeholders.

4.4 Factors that Militate Against Grassroots Participation at the Sub-District Level

Although the concept of decentralization in local governance has come to stay as a constitutional/legal requirement in Ghana since its introduction in 1988, its implementation has been and is still faced with a number of challenges. Following the field surveys, the study identified the factors discussed below as bottlenecks to effective grassroots participation at the Sub-District Level.

4.4.1 Limited Functionality of the Sub-District Structures

The Sub-District Structures (Unit Committees and Zonal/Town Council members) constitutes the basic level of Ghana's new local government system. They constitute the intermediary level between the community at the lowest level and the District or Municipal Assembly at the District Level and serve as a conduit for community participation in the development decision making. This strategic position of the Sub-District Structures, their performance at the grassroots level can best be described as poor. When the various development actors were asked to rate the performance or functionality of the Sub-District Structures against their functions stipulated in the Local Government Act (Act 462), the responses presented in Table 4.9 were obtained.

It is interesting to note from Table 4.7 that more than half (69%) of the Sub-District representatives themselves (i.e. the Unit Committees) indicated that they were either not performing or poorly performing their assigned functions. For example, the Unit committee stated such functions as mobilization of local resources (IGF), mouth piece of the people that they are not able to perform due to lack of funds and logistics as mentioned by Dukeshire and Thurlow (2002). The study identified such factors as lack of logistics,

lack of financial resources and motivation and inadequate staff among others discussed in detail in the subsequent sections for the poor performance of the Sub-District Structures in their assigned and delegated functions.

Table 4.9 Performance of Sub-District Structures

Respondents	Functioning/Performing Well (%)	Not Performing or Performing Poorly (%)
Assembly members	73.3	26.7
MMDAs staff	80	20
N.G.O Staff	83	17
Traditional Authorities	64	36
Unit Committee Members	31	69

Field Survey, December, 2011

4.4.2 Financial Constraints

As identified by Dukeshire and Thurlow (2002), in order for communities to play active roles in the policy-making process, it is necessary for their members to have access to resources including financial resources. Despite this basic requirement, the study identified that community development actors at the sub-district level do not or have very limited access to financial resources which in turn affect their ability to effectively impact the policy-making process. All respondents mentioned lack of adequate funding as a major constraint in carrying out all their duties with respect to grassroots participation in local decision making. For instance, both Assembly members and Unit Committees mentioned that they do not have the financial resources to organize community sensitization programmes to educate community members on certain government polices and the need for them to also pay their taxes for the development of the District/municipality. This according to the Assembly members and Unit Committees create a situation where they are unable to perform these functions and hence limiting the ability of the community to derive the intended benefits of this exercise.

4.4.3 Logistical Constraints

Besides inadequate financial resources, the absence of adequate logistics necessary for the performance of functions of the Sub-District Structures to aid in effectively engaging grassroots in decision making is one major challenge of the Sub-District Structures. The

study revealed that out of seven (7) Area/zonal councils in the study Assemblies, only two can boast of five bicycles and two motor bikes each which were donated by the Community Based Rural Development Project (CBRDP) to enhance revenue mobilization efforts. Again it was further revealed that, three (3) out of the seven(7) Area/zonal council do not have office accommodation and organized their meeting under trees or school building. In fact, this situation was confirmed during the FGDs of the Area/zonal council members where the meeting was held under a tree. This situation does not promote effective grassroots participation and efforts will need to be put in place to facilitate the full functioning of the Sub-District Structures. MMDA need to provide logistics like motor bikes and office accommodation for the Area/zonal councils to function effectively.

4.4.4 Staffing Constraints

Although, a full complement of human, financial and capital resources is essential for the full functioning of the Sub-District Structures, the study found that none of these resources were available in adequate quantities at the study Assemblies. Findings from the study rereleased that the Study Municipality and District could not employ the proposed three permanent staff (Chairman, Secretary and Treasurer) of the Area/Zonal councils which has created a situation for the employment of casual staff in all the Area/zonal councils in the study Districts except one in the Wa municipality which has the full complement of permanent staff. During the FGDs, the Area/Zonal council members expressed concerns about the effects of the situation and revealed that due to the voluntary nature of the work of the casual workers of the Area/Zonal council (or the very low allowances of those who are lucky to get remuneration), such causal workers relinquish their jobs when they find paid jobs elsewhere whilst others abscond with the revenues mobilized. Human resources serve as the driving force of any organization; therefore much need to be done in terms of ensuring that the Area/Zonal councils are fully staffed with the required staff for the effective participation of the grassroots.

4.4.5 Low Educational Levels and Lack of Understanding of the Decision making Process

The low educational levels among persons who vie for Assembly positions and Unit Committee elections and subsequently get elected also limit their ability to be engaged effectively in the decision making process as it tends to impede their understanding of the decentralization process. The study revealed that about 30% of Unit Committee members

in the study Districts have never had any form of formal education or literacy training. This affects the extent to which they can be engaged in local level decision making. The low literacy levels also affects communication among the grassroots actors such as the Unit Committees, Chiefs and Assembly Members as some of them do not understand the working language of the District Assembly which is English and often used during Assembly General Meetings. Discussions with the youth groups on the functions of the Unit Committee and the Assembly members revealed a general lack of understanding and knowledge among the youth on the workings of the local government systems and the functions of the Unit committees and the Assembly members. Also, out of the two (2)

FGDs held with the Area/Zonal council members, only one group was very familiar with the working of the Area Council and the role they need to play for the development of their electoral areas and the District/Municipality as a whole. This means that the capacity of the Area/Zonal council members need to be upgraded to integrate them fully into the system for effective grassroots participation

4.4.6 Political Interference/Polarization of Grassroots Decision Making

Despite constitutional provisions for local level governments to be non-partisan, political interference and power struggles has been one major challenge to effectively engaging development actors at the grassroots in decision making. Discussions with the Zonal/Area council members indicated that there is an issue of power struggle within the Area/zonal council as to who become the Area/zonal council chairman. The respondents traced political differences as the main cause of the power struggle. The Unit Committee also presented similar concerns of not being given attention at the Assembly level if staff of the Assembly suspect that they are politically inclined to a particular political party that they do not support. They deplored that though they are aware that MCE\DCE is a political appointee, he needs to handle everybody without regard to their political affiliation since local governance is suppose to be non-partisan.

4.4.7 Aloof Relationships and Lack of Information Flow

Major stakeholders for every organization must co-exist and interact well to yield good results for the organization. This means that sub-district structures must also interact well

to promote grassroots participation in local governance. Lack of information flow in any organization does not promote good relationships. According to the Unit Committee and Assembly members, MMDA's staff do not give them adequate and timely information with regard to development issues within their communities they represent and sometimes pass such information directly to the ordinary members in the community thus undermining their relevance. In a similar view, the chiefs also mentioned that, during their interactions, they had never reached any final point in terms of decision making and in some cases, they are not even consulted. Convivial interrelationships among individuals, groups, and organizations are key to the smooth running of any governance system. Therefore efforts need to be put in place to ensure genial interrelationships among the various actors to ensure free flow of information which is essential for effective grassroots decision making.

4.4.8 Other Constraints

Besides the above factors militating against effective grassroots participation in the Study Area, other constraints identified include disunity among key actors of development at the local level, general apathy among community members towards community decision making, intolerance among members of the community, difficulties in building consensus on decisions to be taken and land disputes, language barriers and irregular visits by the MMDA officials, among others

4.5 Conclusion

In a nut shell, the analysis of empirical data obtained from the two case districts: Wa Municipality and Wa East District have shown that the two districts have many of the outcomes from the variables selected to test the level of participation in decision making at the grassroots to be the same. Analysis of the background of the respondents in the early chapter revealed relatively close homogeneity among the various actors from the two districts. It therefore goes to confirm and validate the almost the same results obtained from the analysis of the field data from the two districts. It means that the findings from the analysis will be same for both districts and strategic recommendations can be meted for the issues identified in both districts. The next chapter therefore details on the findings and recommendations from the field data analysis.

CHAPTER FIVE
SUMMARY OF MAJOR FINDINGS, RECOMMENDATIONS AND CONCLUSION

5.1 Introduction

This chapter presents summary of major findings drawn from the analysis of field data. These were responses addressing the research questions specific to grassroots participation in local governance with reference to the Wa Municipality and Wa East District. The implications of the research findings are also presented in a form of conclusion in this chapter. Other component of the chapter is some useful suggestions that serve as way forward to the challenges to grassroots participation and good governance. These suggestions are presented in a form of policy recommendations.

5.2 Summary of major Findings

5.2.1 Examination of the level of involvement of the sub-district structures and other stakeholders in the community level development decision –making process.

It was discovered through the study that an average male population participate actively in local government than their female counterparts. This implies that there has not been democratic participation in local government as far as gender consideration is concerned. Again, it was found out that representatives such as unit committee members at the sub-district levels have some level of formal education to enable them read and understand basic concepts within the realm of local governance. As a result, grassroots participation within the study area is not characterized by complete illiteracy.

Meanwhile, the study identifies that, the youth are not deeply involved in the governance process from the study Assemblies, due to the non-involvement by the other key stakeholders at local level, it further indicates that though there is low participation of the youth at the local level, the figure is high in the Wa Municipality as compared to the Wa East district. Again, it was observed that youth are not always consulted in the decision-making process of the communities, except communal labor and cash contributions toward projects.

It was again realized that, more men about 79 percent and 92 percent men are Unit Committee members in Wa Municipality and Wa East District respectively are involved in decision making as against their female counterparts due to intimidation and others. It was

again revealed that, in all the forms of participations, it's only in revenue mobilization (IGF) where there is about 73.5% involvement level.

The study investigated revealed that, there is a wide gap of about 78% indicating non-engagement level of MMDA staff and Unit Committee members, meanwhile the intra non-engagement among stakeholders (Unit Committee, chiefs, Assembly members) varies between 66.1% to 87.5%

5.2.2 Assessment of relationships and interactions among District Assemblies, the sub-district structures and other stakeholders in the community level development decision making process.

The study further identified that NGO's are in constant touch/ close contact with the MMDA staff, this is possibly because, they contribute in diverse ways to the development of the MMDA through sometimes man-power capacity building and counterpart founding of projects and programs .

In project planning and implementation, the study revealed that stakeholders normally are not involved in central government funded projects except in donor projects that involved community counterpart funding, where there is complete grassroots participation. The study revealed that, the major actors of developments are the MMDA staff, Assembly members, Unit committee members, youths, chiefs and elders, NGO's, and parliamentarians.

5.2.3 Factors that militate against grassroots participation in decision making in the two districts.

The study further identified that 3% of the unit committee members and Assembly members are executive members of political parties in the study area; a further probe revealed that, due to their political affiliations issues are always analyzed on political lines.

Consequently, it was identified that several challenges hinder on the smooth running of the sub- district structures in promoting grassroot participation in local governance, such as lack of logistical support from MMDA's, lack of education on government policies, bad roads linking other communities to Electoral Areas centers and finally to MMDA offices and Lack of permanent staff at the Area/Zonal councils.

5.2.4 Processes, methods and procedures adopted in decision-making at sub-district level

The sub-district level structures of local government adopt various methods and procedures in decision making, Prominent among them include: meetings by Area Council members to discuss As identified by Dukeshire and Thurlow (2002), in order for communities to play active roles in the policy-making process, it is necessary for their members to have access to resources including financial resources. Despite this basic requirement, the study identified that community development actors at the sub-district level do not or have very limited access to financial resources which in turn affect their ability to effectively impact the policy-making process. All respondents mentioned lack of adequate funding as a major constraint in carrying out all their duties with respect to grassroots participation in local decision making. For instance, both Assembly members and Unit Committees mentioned that they do not have the financial resources to organize community sensitization programmes to educate community members on certain government polices and the need for them to also pay their taxes for the development of the District/municipality. This according to the Assembly members and Unit Committees create a situation where they are unable to perform these functions and hence limiting the ability of the community to derive the intended benefits of this exercise.

Problems at the grassroots level, direct involvement of Area Council members in decision making at the Municipal/District Assembly, frequent meeting of stakeholders by the Municipal/District assemblies to discuss community's problems and the use of literacy programmes to disseminate information to people at the grassroots level.

5.3 Policy Measures and Recommendations

The following policy measures suggested below are geared toward promoting effective grassroot participation in local governance within the study Assemblies, and could be important to policy makers as well as policy implementers, at this juncture, the effective and efficient implementations of the recommendations will put the area of study on a realistic development path in the decentralization process. Also, the measures are directed towards addressing some of the issues or challenges highlighted from the study that are a hindrance in the study area (MMDA's) in the decentralization process and which will eventually promotes grassroots participation in the local governance in the decision making process.

5.3.1 Provisions of financial assistance.

As identified by Dukeshire and Thurlow (2002), in order for communities to play active roles in the policy-making process, it is necessary for their members to have access to resources including financial resources. The study identified that community development actors at the sub- district level do not or have very limited access to financial resource which in term affect their ability to effectively carry out their roles as expected/ stated in local governance Act 462, for example the Unit Committee members and Assembly members are to go round their electoral area to meet with people at the grassroots to collate views and also dissemination government policies to them.

Again, motivation in any form from the central government and other civil society organizations interested in local governance to community development actors could be a great boost that can increase the output level of people in any organization giving all the necessary tools. At the grassroots level, Unit Committee members and Assembly members considered their work as voluntary service to their community members/ people just for "nothing" therefore, one way of improving grassroots participation is to allocate funds to the actors of development to facilitate them to move round their Electoral areas for proper consultation with the people at the grassroots level for their concerns/ inputs.

Therefore, as a policy recommendation the central government should create a fund for motivating and enhancing actors participation in grassroots decision making process.

5.3.2 Provisions of Logistics

Besides inadequate financial resources, the absence of adequate logistics necessary for the performance of functions of the Sub-District Structures to aid in effectively engaging grassroots in decision making is one major challenge of the Sub-District Structures. The study revealed that out of seven (7) Area/zonal councils in the study Assemblies, only two areas from each district can boast of five bicycles and two motor bikes each which were donated by the Community Based Rural Development Project (CBRDP) to enhance revenue mobilization efforts, the provision of logistics like bicycle, computers could improve on the effective participation of all the stakeholders. Such logistics again will enhance the capacity of the staff of the Area/Zonal councils for them to contribute their quota to the promoting of grassroots participation.

Again it was further revealed that, three (3) out of the seven(7) Area/zonal council do not have office accommodation and organized their meeting under trees or school building. In fact, this situation was confirmed during the FGDs of the Area/zonal council members where the meeting was held under a tree. This situation does not promote effective grassroots participation and efforts will need to be put in place to facilitate the full functioning of the Sub-District Structures. MMDA need to provide logistics like motor bikes and office accommodation for the Area/zonal councils to function effectively.

Therefore, the RCCs should enforce the retention of 30% revenue collected by Area/Zonal councils and fully use them to provide logistical support.

5.3.3 Defined Roles and Orientation of Sub-District Structures

The Sub-District Structures (Unit Committees and Zonal/Town Council members) constitutes the basic level of Ghana's new local government system. They constitute the intermediary level between the community at the lowest level and the District or Municipal Assembly at the District Level and serve as a conduit for community participation in the development decision making. This strategic position of the Sub-District Structures, their performance at the grassroots level can best be described as poor. When the various development actors were asked to rate the performance or functionality of the Sub-District Structures against their functions stipulated in the Local Government Act (Act 462), the response from Table 4.9 indicated that more than half (69%) of the Sub-District representatives themselves (i.e. the Unit Committees) indicated that they were either not performing or performing their assigned functions. For examples, the Unit committee stated such functions as mobilizations of local resource (I G F), mouth piece of the people that they are not able to perform.

Interestingly, the study revealed that members of the unit committees involved themselves in politics, land issues, chieftaincy issues, therefore creating problems for the system. The Institutes of Local Government Studies (ILGS) and Ministry of Local Government and Rural Development should as a policy redefine the roles of the sub-district structures and much orientation to enhance cordiality and strengthen the system at the local level.

5.3.4 Educational Levels, Roles and Lack of Understanding of the Decision making Process

The study investigated revealed that, education and orientation are key in the improvement of grassroots participation, according to respondents, orientation on the programmes and project of the MMDAs will open up their horizon and deepen their level of understanding of government programs and projects toward improving the lives of the grassroots people.

It was also observed that the people in the various communities of the study Assemblies do not appreciate the full concept of the role of Assembly members or Unit Committee members. The people think that attending to their individual needs, mobilizing them for communal labor was enough of a role for an Assembly Member or Unit committee Member. They do not know that the role of the Assembly Member or Unit committee Member was more than just attending to individual needs of his or her people, but also serving as a liaison officer between his or her people and the Assembly. Educational programs should be organized in the various communities to sensitize people on the role of the Assembly members or Unit committee member by the MMDAS.

5.3.5 Cordial Relationships and Effective Information Flow among Development Actors

Information flow in any organization is key for the survival of organization, therefore Major stakeholders for every organization must co-exist and interact well to yield good results for the organization. This means that sub-district structures must also interact well to promote grassroots participation in local governance. Lack of information flow in any organization does not promote good relationships. According to the Unit Committee and Assembly members, MMDA's staff do not give them adequate and timely information with regard to development issues within their communities they represent and sometimes pass such information directly to the ordinary members in the community thus undermining their relevance. In a similar view, the chiefs also mentioned that, during their interactions, they had never reached any final point in terms of decision making and in some cases, they are not even consulted. Convivial interrelationships among individuals, groups, and organizations are key to the smooth running of any governance system. Therefore, regular meetings and orientation workshops should enforce as policy by MMDAs. This will ensure genial interrelationships among the various actors and free flow of information which is essential for effective grassroots decision making.

5.3.6 Promotion of the participation of the youth in local Governance.

Another observation that was made in the research was the fact that, the exclusion from the local politics or governance in the District/Municipality was not limited to women, the youth were also excluded. The youth who constitute a significant portion of the continents population and play a critical role in the socio-political and economic governance of any society must be given a centre stage in the governance of their communities. This can be enhanced through conscious effort to engage the youth at the grassroots politics. Focal group discussions with the youth should continuously be organized by the Assembly through the Assembly members of various communities to ascertain their views on development issues in the Area. Continuous engagement of the youth by the Assembly in policy decisions will serve as a source of motivation for the youth to contribute their quota in the execution of development projects in Area. The focal group discussion the researcher had with the youth revealed that due to the inability of the Assembly to engage the youth makes them indifferent to development projects of their communities.

5.3.7 Promotion of women participation in local Governance

It was established that the MMDAs, sub- district structures or Politics is dominated by men and the women are nib to the back ground. This development to a large extent is influenced by the socio-cultural belief system of area. This development, however, does not help to promote the principles of good governance that include community participation, transparency, accountability and promoting society free of corruption as the grounds on which socio-economic development of the district can be improved. There are several ways and means through which this can be overcome. The most effective among them in this instance is education. After all belief systems that are mental or psychological through the continuous and conscious appeal to the mind set of those who hold than belief. The District/Municipal could undertake education in collaboration with the National Commission for Civic Education (NCCE) operating within the MMDAS.

5.4 Conclusion

From the study it can be concluded that, male participation in local government dominates over their female counterparts. This featured as a weakness in local governance has fails to integrate gender equality in decision making at the grassroots level.

The study again established that governance at the local levels globally have been dominated by the male at the expense of the female who plays a critical role in the socio-economic development of societies. These trends have been attributed to socio-cultural belief systems of societies and some weaknesses in the institutions that will rectify those anomalies. Also the non proper functioning of these institutions have created a gap between the governors and the governed.

The new decentralization system based on the bottom-up approach to planning has not successfully achieved its aim due to lack of non-engagement of stakeholders by MMDA staff.

Grassroots participation is not a static concept but a multidimensional concept to include different forms such political decision-making, projects identification, planning and consultation of stakeholders by Municipal/District Assemblies at all stages of the planning process. Grassroots participation in local government also means cost sharing between central government and beneficiaries of projects.

It can also be concluded that, people at the grassroots level consider Assembly members and Area/Zonal Councils members as the major change agents within the sub-district level as they serve as intermediary between them and the Municipal/District Assemblies. Urban/Area Councils are flexible in decision making thus making grassroots participation a multidimensional concepts which takes different forms.

Grassroots participation is faced by numerous challenges which include inadequate staff, lack of logistics, lack of funds, communication barrier among MMDA staff and other stakeholders, political interference by politicians, such political influence in local governance introduce propaganda in decision making at the sub-district levels thus defining participation as manipulative

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COLLEGE OF ARCHITECTURE AND PLANNING

FACULTY OF PLANNING AND LAND ECONOMY

DEPARTMENT OF PLANNING

MSc (DEPP)

QUESTIONNAIRE FOR DISTRICT ASSEMBLY STAFF(DCE/MCE DCD/MCD AND PLANNING OFFICER)

This questionnaire is purely for academic purposes and information provided will be used for only academic work. Respondents are assured of anonymity and confidentiality. Thank you.

Where boxes are provided, please tick the box that appropriately matches your response

SECTION A: GRASSROOTS PARTICIPATION IN DECISION MAKING

1. Who are the main actors of development in this District?

    ....

    ....

2. What mechanisms has the Assembly put in place to facilitate grassroots participation in decision- making

    ....

    ....

3. Indicate (tick) which of the following areas of decision making the sub-structures participate in and the role they play

Form of participation	Yes	Roles Played (how are they involved)
Political decision making		
Project identification		
Planning		
Project implementation		
Monitoring and evaluation		
Dispute resolution		
Resource mobilisation		
Social activities		
Project sustainability		
Environmental Protection		

4. What challenges do you encounter in your attempts to increase the level of participation of the sub-structure in terms of the above forms of participation

……………………………………………………………………………………………

……………………………………………………………………………………………

5. Are all the sub- structures functioning? Yes [   ]   No [   ]

If no why?

……………………………………………………………………………………………

6. Are beneficiary communities involved in the identification, selection, planning, implementation and monitoring of development projects? Yes ( ) No ( )

If yes, in which ways?..

....

If no, why are they not involved?..

....

SECTION B: DISTRICT SUB-STRUCTURES AND DA RELATIONS

7. Do Unit Committee members and Area Council executives interact with the District Assembly?

Yes [   ]   No [   ]

8   If yes, during which of the following occasions? (please tick)

Funerals	
Community Forum	
Political campaigns	
Launching and handing over projects	
Meetings with Assembly members	
Visits to the Assembly	
School sports festivals	

9. How would you rate the relationship between the Unit Committee members and Area Council Executives on the one hand and the DA staff on the other hand?

(a) Cordial   [   ]   (b) Fairly cordial [   ]

(c) Not cordial   [   ]   (d) Undecided [   ]

10. Please give reasons for your answer in (9) above

……………………………………………………………………………………………

11 How can the interaction between chiefs and the District Assembly promote development?

....

12 Indicate what challenges you encounter in your relations with the sub-structures

……………………………………………………………………………………………

13 What problems arise in the case of poor interaction between the Assembly and the district sub-structures and chiefs? Please list them.

....

....

14Please suggest ways of improving grassroots participation in decision making

……………………………………………………………………………………………

……………………………………………………………………………………………

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QUESTIONNAIRE FOR ASSEMBLY MEMBERS

This questionnaire is purely for academic purposes and information provided will be used for only academic work. Respondents are assured of anonymity and confidentiality. Thank you.

Where boxes are provided, please tick the box that appropriately matches your response

SECTION A: GRASSROOTS PARTICIPATION IN DECISION MAKING

1. Who are the main actors of development in your District?

....

....

2. What mechanisms has the Assembly put in place to facilitate grassroots participation in decision- making process

....

3. Indicate (tick) which of the following areas of decision making you participate in and the role you played

Form of participation	Yes	Roles Played (how are you involved)
Political decision making		
Project identification		
Planning		
Project implementation		
Monitoring and evaluation		
Dispute resolution		
Resource mobilisation		
Social activities		
Project sustainability		
Environmental Protection		

4. Are all the sub- structures functioning?   Yes [   ]   No [   ]

If no why?

……………………………………………………………………………………………………

5. Are beneficiary communities involved in the identification, selection, planning, implementation and monitoring of development projects? Yes ( ) No ( )

If yes, how do you involve them?..

....

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

....

SECTION B: DISTRICT SUB-STRUCTURES AND DA RELATIONS

6. Do you interact with the District Assembly Staff?

Yes [   ]   No [   ]

7. If yes, during which of the following occasions?

Funerals	
Community Forum	
Political campaigns	
Launching and handing over projects	
Meetings with Assembly members	
Visits to the Assembly	
School sports festivals	

8. How would you rate your relationship with the Unit Committee members and the Area Council Executives?

(a) Cordial [   ] (b) Fairly cordial [   ] (c) Not cordial [   ] (d) Undecided [   ]

9   Please give reasons for your answer in (8) above

…………………………………………………………………………………………………

10 Indicate what challenges you encounter in your relations with the Unit Committees and the Area Councils

…………………………………………………………………………………………………

11 What problems arise in the case of poor interaction between the Assembly and the district sub-structures and chiefs? Please list them.

....

....

12 Suggest way of improving grassroots participation in decision making

....

13 What problems do you encounter in the delivery of your functions?

....

....

14 How can they be resolved?

....

....

Thank you for the information given

KWAME NKRUMAH UNIVERSITY OF SCIENCE AND TECHNOLOGY

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MSc (DEPP)

INTERVIEW SCHEDULE FOR UNIT COMMITTEE MEMBERS

The information required in this questionnaire is purely for academic purposes and will be used for only academic work. Respondents are assured of anonymity and confidentiality. Thank you.

SECTION A: PERSONAL DATA

Please tick the appropriate box

1. Sex   Male [   ]   Female [   ]

2. Occupation………………………… 3. Marital Status……………………………………

4. Age……………………………….   5. Level of Education………………………….

SECTION B: UNIT COMMITTEE OPERATIONS

6. How long have you been a member of the Unit Committee? ……………………

7. How do you become a member of the Unit Committee?   A. By imposition [   ]

    B. By appointment [   ]   C. By Voting/election [   ]

8. How many members constitute each Unit Committee by law?

A. 5 [   ]   B. 7 [   ]   C. 15 [   ]

9. Who is the final authority within your Unit Committee?……………………………..

10. What is your role as a member of the Unit Committee?

    ………………………………………………………………………………………………

    ………………………………………………………………………………………………

11. As a member of your Unit Committee how many times are you expected to organize meetings in a year?…………………………………………………

12. Do the District Assembly Officials attend your meetings?

    Yes [   ]   No [   ]

15. Do community members attend your meetings? Yes [   ]   No [   ]

16.If no, why?

    ………………………………………………………………………………………………

SECTION C: RELATIONS WITH DISTRICT ASSEMBLY

17. Who are the actors of development in the District?

....

18. Do Unit Committee members and Area Council executives interact with the District

Assembly?   Yes [   ]   No [   ]

19. If yes, in which ways?(please tick)

PTA Meetings	
Community Forum	
During political campaigns	
Launching and handing over projects	
Meetings with Assembly members	
Visits to the Assembly	
School sports festivals	
Others (specify)	

20. How would you rate the relationship between the Unit Committee members and Area

Council Executives on the one hand and the DA staff on the other hand?

(a) Cordial   [   ] (b) Fairly cordial [   ]Not cordial   [   ] (d) Undecided [   ]

21. Please give reasons for your answer in (19) above.

....
....

22. How would you rate the relations between Unit Committee members and Area Council

Executives on the one hand and the Assembly members on the other hand?

(a) Cordial   [   ] (b) Fairly cordial [   ]

(c)Not cordial   [ ] (d) Undecided [   ]

23. Please give reasons for your answer in (22)above

…………………………………………………………………………………………………

SECTION D: FORMS/ METHODS OF PARTICIPATION

24. Have you been involved in making decisions regarding the provision of development

infrastructure in your community?

A.Yes [   ]   B.No [   ]

25. If Yes, mention some of the projects you participated in and the roles you played

Project	Roles Played
a.	
b.	
c.	
d.	
e.	

26.Has there been instances where projects were implemented in your communities

without your knowledge?

A.Yes [   ]   B.No [   ]

27. If Yes Mention some of the projects……………………...

……………………………………………………………………………………………………

……………………………………………………………………………………………………

28. Why were you not informed of these projects…………………….................................

……………………………………………………………………………………………………

29. In which of the following ways do you participate in the provision of development

infrastructure in your community?

Form of participation	Yes	No	Roles Played (how are you involved)
Political decision making			
Project initiation			
Planning			
Project implementation			
Monitoring and evaluation			
Dispute resolution			
Resource mobilisation			
Social activities			

Project sustainability			
Environmental Protection			
Others (specify)			

30. To what extent are you satisfied with your level of involvement in project planning and implementation in your area?

   A. Very satisfied   B. Satisfied   C. Somehow Satisfied   D. Not Satisfied.

   31. Give reason for your answer

……………………………………………………………………………………………………..

……………………………………………………………………………………………………

32. What processes do you go through to arrive at decisions with the following actors?

   a. Chiefs

      ……………………………………………………………………………………………

      ……………………………………………………………………………………………

   b. Executive of the Town and Area Councils

      ……………………………………………………………………………………………

      ……………………………………………………………………………………………

   c. Assembly members

      ……………………………………………………………………………………………

      ……………………………………………………………………………………………

SECTION E: CHALLENGES OF PARTICIPATION AT THE LOCAL LEVEL

33. What are some of the challenges you face in your relations with the following:

   a. District Assembly

      ....

      ....

   b. Area Councils

      ....

   c. Chiefs and Community Members

      ....

      ....

34. What disadvantages/effects arise from these challenges in your interactions? Please list them.

....

....

35   In what ways can poor relationship between you and the chiefs/District Assembly hinder development.

....

36.   What general problems do you encounter in the delivery of your functions?

……………………………………………………………………………………………

……………………………………………………………………………………………

…………………………………………………………………………………

37.   How do you think these can be resolved?

……………………………………………………………………………………………

……………………………………………………………………………………
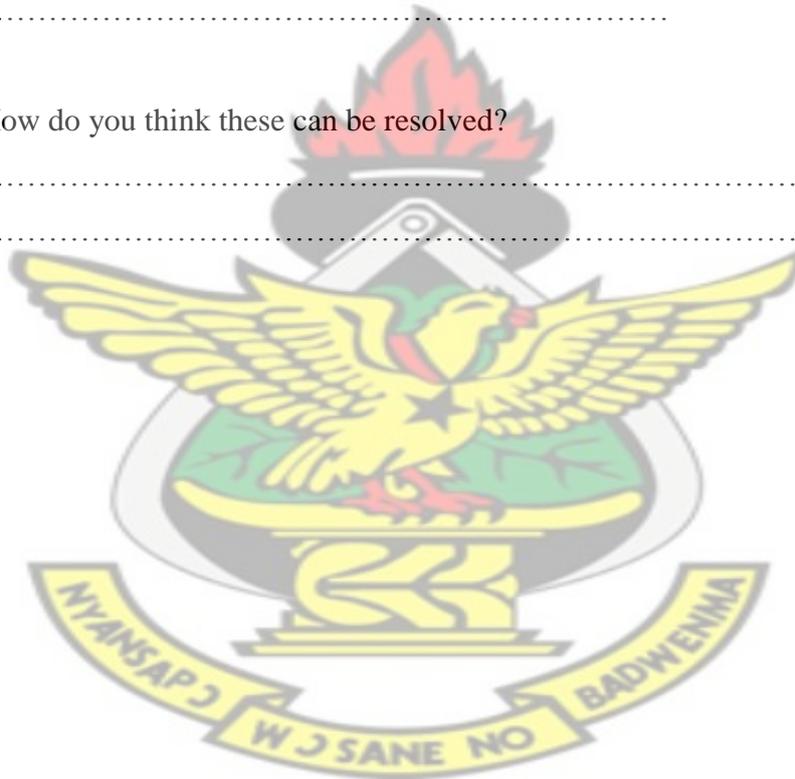
APPENDIX D

KWAME NKRUMAH UNIVERSITY OF SCIENCE AND TECHNOLOGY

COLLEGE OF ARCHITECTURE AND PLANNING

FACULTY OF PLANNING AND LAND ECONOMY

DEPARTMENT OF PLANNING

MSc (DEPP)

QUESTIONNAIRE FOR INTERVIEW WITH CHIEFS

This questionnaire is purely for academic purposes and information provided will be used for only academic work. Respondents are assured of anonymity and confidentiality. Thank you.

Name of community...

1. Who are the main actors in the development of this community?

2. As a chief, do you interact with the District Assembly?Yes [   ]No   [   ]

3. If yes, during which of the following occasions do you often interact with the DA? (please tick)

Funerals	
Community Forum	
During political campaigns	
Launching and handing over projects	
Meetings with Assembly members	
Visits to the Assembly	
School sports festivals	

4. How would you describe your relationship with the DA?

    (a) Cordial   [   ] (b) Fairly cordial [   ](c) Not cordial   [   ] (d) Undecided []

5. Please give reasons for your answer in (4) above

    …………………………………………………………………………………………

6. Do you have any relationship with the Unit Committees and the Area Councils in the development of your community? Yes [   ]   No [   ]

7. If yes, in which ways do you relate with them?

    …………………………………………………………………………………………

8. How would you describe your relationship with the Unit Committee and Area Councils?

    (a) Cordial   [   ] (b) Fairly cordial [   ] (c) Not cordial   [   ] (d) Undecided [   ]

9. Please give reasons for your answer in (8)

    ……………………………………………………………………………………………………

    ……………………………………………………………………………………………………

10. In which of the following ways do you participate in the provision of development infrastructure in your community?

Form of participation	Yes	No	Roles Played (how are you involved)
Political decision making			
Project initiation			
Planning			
Project implementation			
Monitoring and evaluation			
Dispute resolution			
Resource mobilisation			
Social activities			
Project sustainability			
Environmental Protection			
Others (specify)			

11. . To what extent are you satisfied with your level of involvement in project planning and implementation in your area?

    A. Very satisfied   B. Satisfied   C. Somehow Satisfied   D. Not Satisfied

12. Give reasons for your answer

……..

13 What challenges do you face in the interaction with the following development actors of your community?

    a. District Assembly Staff

    ....

    b. Assembly Members

....

....

c. Area Council Executive/Unit Committee

....

....

d. NGO staff

....

....

14 In what ways does poor interaction between you and the above actors hinder the development of your community?

....

....

15 Suggest ways of improving your level of participation in the development of your community

....

....

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CHECKLIST FOR FOCUS GROUP DISCUSSIONS WITH AREA COUNCIL MEMBERS

Name of Area Council……………………………………………………….

1. How many Unit Committees are there in your Area Council?
2. Name the functional Unit Committees
3. Why are some unit committees not functional?
4. Does your Area Council has any relationship with the District Assembly?
5. If Yes, in which ways do you relate with the DA and if No, why?
6. How does your Area Council participate in the development of your area in the following?

- Political decision making
- Project initiation
- Planning
- Project implementation
- Monitoring and evaluation
- Dispute resolution

- Resource mobilisation
- Social activities
- Project sustainability
- Environmental Protection
- Others (specify)

7. Has your Area Council ever signed document on behalf of your Assembly
8. Has your Area Council received any form of support (logistics, funding, etc) from the District Assembly in the past two years?
9. Did you participate in the preparation of the current District Medium Term Development Plan?
10. If yes, at what stages where you involved?
11. What development projects have your Area Council implemented?
12. In which ways does the Area Council involve the chiefs and community members in decision making during project implementation?

13. Is there any development project that has taken place in your Area Council by the Assembly without your notice?

14. Are you satisfied with the level of involvement of the community in the project planning and implementation in your area?

15. Do you think the projects implemented in the district are beneficial to you and the communities?

16. Are your members invited to the general meetings of the District Assembly

17. Has your Area Council ever opposed any decision from the District Assembly?

18. What role has your Area Council played before/during/or after any development project?

19. What are the problems you face in trying to involve the communities to participate in decision making?

20. What challenges do you face in your interactions with the District Assembly?

21. What measures can be put in place to facilitate participation at the local level?

22. What general problems do you face in the delivery of your functions?

23. How can these be resolved?

Thank you for the information given.
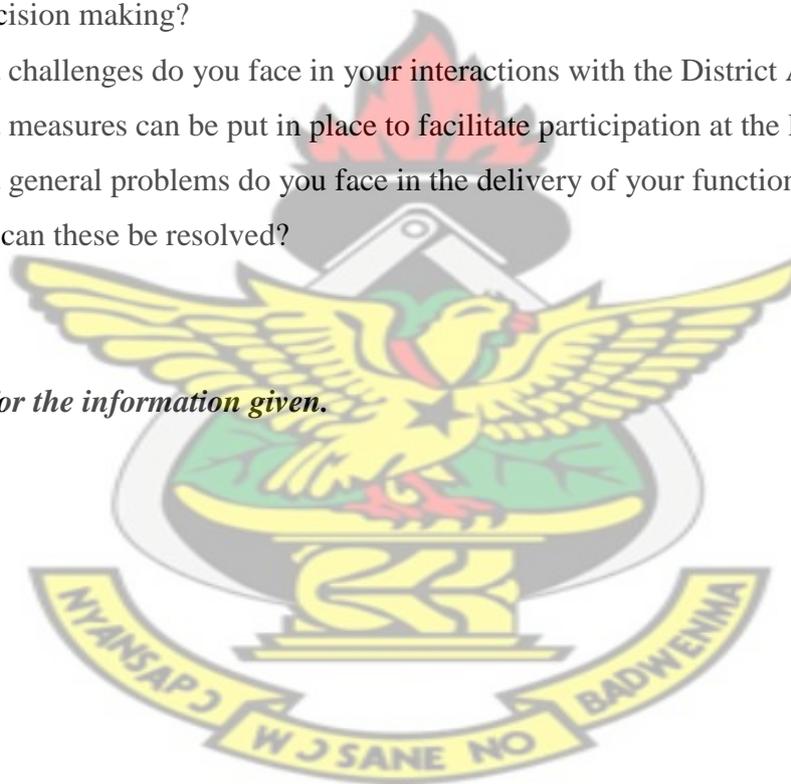
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DEPARTMENT OF PLANNING

MSc (DEPP)

CHECKLIST FOR FOCUS GROUP DISSCUSSIONS WITH YOUTH GROUPS

Name of Group…………………………………………………………………….

1. Why was this group formed?

2. What role does you group play in your community?

3. Who are the main development actors of your community?

4. Do you have any relationship with each of these actors? If yes, in which ways do you relate with them?

5. Is your unit committees functioning as you expect them too?

6. If No, why are they not functioning?

7. How do you participate in the development of your area in the following?

- Political decision making
- Project initiation
- Planning
- Project implementation
- Monitoring and evaluation
- Dispute resolution
- Resource mobilisation
- Social activities
- Project sustainability
- Environmental Protection
- Others (specify)

8. Is your group invited to community and District Assembly meetings? If yes name some occasions you were invited.

9. In which ways does the community actors involve you in decision making?

10. Has there been an instance where projects were implemented in your communities without your knowledge? If Yes Mention some of the projects

11. Why were you not informed of these projects?

12. Are you satisfied with your level of involvement in decision making in your area?

13. How cordial is the relationship between the unit committees, chiefs, assembly members and Area Council executives in your community?

14. How cordial is the relationship between you and the development actors of your community?

15. What problems do you face in your attempts to participate in community decision making?

16. What measures can be put in place to facilitate your participation in community decision making?

Thank you for the information given.

KWAME NKRUMAH UNIVERSITY OF SCIENCE AND TECHNOLOGY

QUESTIONNAIRE FOR LOCAL GOVERNANCE RELATED NGO STAFF

This questionnaire is purely for academic purposes and information provided will be used for only academic work. Respondents are assured of anonymity and confidentiality. Thank you.

Where boxes are provided, please tick the box or boxes that appropriately matches your response

SECTION A: PERSONAL DATA

1. Sex of Respondent   Male [   ]   Female [   ]

2. Name of NGO………………………………………………………

3. Area of operation…………………………………………………

4. Number of years of operation in the District or
   Municipality…………………………..

SECTION B: SUB-STRUCTURES AND DISTRICT ASSEMBLY RELATIONS

5. Who are the actors of development in the district?
   ....
   ....

6. Does your organisation have any relations with the District Assembly?
   Yes [   ]   No [   ]

7. If yes, in which ways do you relate with the Assembly?
   ....

8. Which of the following are common occasions of engagement with the DA?
   (please tick)

Funerals	
Community Forum	
During political campaigns	
Launching and handing over projects	
General Assembly meeting	
Visits to the Assembly	
School sports festivals	

9. Are you involved in decision making at the District Assembly?

    Yes [   ]   No   [   ]

10. If yes at what stage are you involved

    …………………………………………………………
    ………………………………………………………………………………………………
    …..
    ………………………………………………………………………………………………

11 As local governance related NGO staff, how would you rate the relationship
between the Unit Committee members and Area Council Executives on the one hand
and DA staff on the other hand?

    (a) Cordial   [   ] (b) Fairly cordial [   ](c)Not cordial   [   ] (d) Undecided
    [   ]

12 Please give reasons for your answer in (11) above

    ………………………………………………………………………………………………
    ………………………………………………………………………………………………

13 How would you rate the relations between Unit Committee members and Area
    Council executives on the one hand and the Assembly Members on the other hand?
    (a) Cordial   [   ] (b) Fairly cordial [   ]
     (c)Not cordial   [   ] (d) Undecided [   ]

Please give reasons for your answer in (13) above

    ………………………………………………………………………………………………
    ………………………………………………………………………………………………

14 Is the interaction between Unit Committee members and Area Council executives
    on one hand and the District Assembly on the other hand relevant for project
    development in the area?

    Yes [   ]   No   [   ]

15 Please give reasons for your answer in (15) above

    ………………………………………………………………………………………………
    ………………………………………………………………………………………………

SECTION C: GRASSROOTS PARTICIPATION AND ITS CHALLENGES

16 Indicate (tick) which of the following areas of decision making the sub-structures participate in and the role they play

Form of participation	Yes	Roles Played (how are they involved)
Political decision making		
Project identification		
Planning		
Project implementation		
Monitoring and evaluation		
Dispute resolution		
Resource mobilisation		
Social activities		
Project sustainability		
Environmental Protection		

17. What challenges do you encounter in your attempts to increase the level of participation of the sub-structure in terms of the above forms of participation

……………………………………………………………………………………………

18. What challenges does your NGO face in its interactions with the District Assembly?

....
....

19. How can the interaction between chiefs, sub-structures and the District Assembly promote development?

....

20. Indicate what challenges you encounter in your relations with the sub-structures

……………………………………………………………………………………………

21. How can these challenges be tackled?

....

23 Suggest ways of improving the level of grassroots participation in decision making

....
....

APPENDIX H

AREA COUNCIL MEMBERS (FOCUS GROUP DISCUSSION)- WA EAST
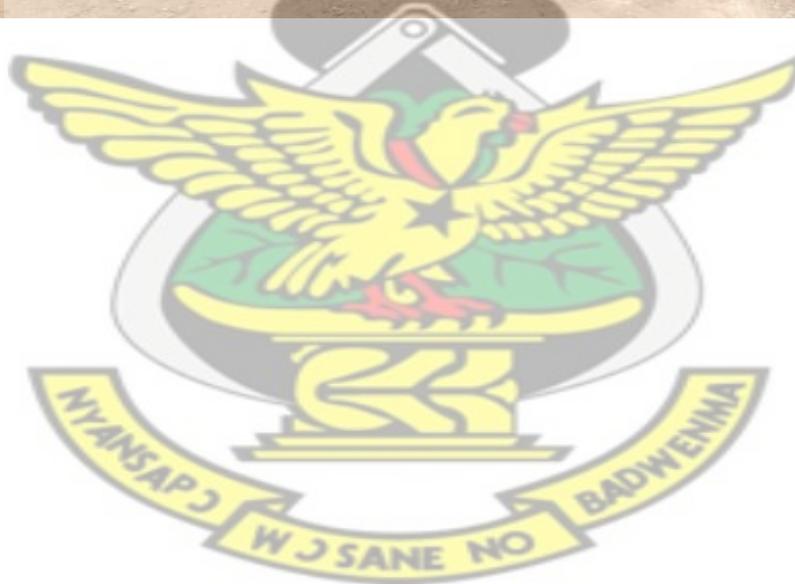
APPENDIX I

A PICTURE SHOWING ZONAL COUNCIL MEMBERS AT A FOCUS GROUP DISCUSSION (WA MUNICIPALITY).
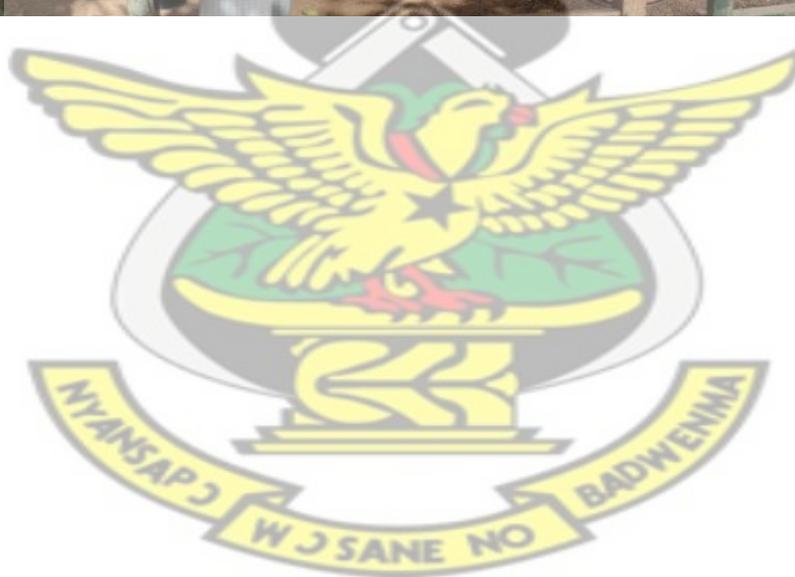
APPENDIX J

A PICTURE SHOWING LEADERS OF YOUTH GROUPS AT A FOCUS GROUP DISCUSSION (WA MUNICIPALITY)