

**UNIVERSITY OF GHANA
COLLEGE OF HUMANITIES**



**DECENTRALIZATION FOR DEVELOPMENT IN GHANA: THE CASE OF
AJUMAKO – ENYAN – ESIAM DISTRICT (AEED)**

BY

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DECLARATION

I, Francis Acquah – Boagyan, do hereby declare that apart from the quotations and other references, which have been dully acknowledged, this is a research carried out under strict and diligent supervision of Dr. Nicholas Amponsah and Dr. Evans Aggrey – Darkoh, doctors of Political Science, University of Ghana, Legon, who were produced by the Claremont University, USA, and the University of Ghana, Legon respectively. I also declare, however, that I am solely responsible for any possible lapses; marginal or substantial, which might be discovered in any kind in this piece of work.

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DEDICATION

I dedicate this piece of writing to my late father Opanyin Kwame Boagyan and the entire family for their relentless efforts in assisting me in diverse ways throughout my academic life. also, to my lovely wife, Sarah Dede Teye and children, Paa Kwesi, Maame Quarba, Nana Banyin, Esi, Nhyira, Adom, Panyin and Kakra. may the almighty God richly bless you all.

AMEN



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ABSTRACT

Decentralization has been the most popular policy adopted by many advanced countries worldwide, as a modality for involving citizens in the grass root participation in the governance in their own states. This has been done effectively by creating the local government systems to pursue such decentralized policies and programs effectively and efficiently. In this sense, these local government systems are created by the various governments across the world to enhance broad participation of citizens in the process of governance, improve on the quality of lives of these citizens and to optimistically, reduce the fiscal burdens of these states, so as to achieve a maximum level of growth and development for the citizens. In Ghana, is no exception; to achieve these objectives, the Local Government Act 462, of 1993 and the 1992 Constitution of Ghana, have empowered the district assemblies in Ghana to be the sole agent that stands for the development of the citizens at the local level. The argument of whether or not decentralization has brought development remains a bone of contention which has largely affected the required growth and development which decentralization seeks to attain for the citizens in the various districts in Ghana. It is against this background that this research becomes vital and indispensable in assessing this phenomenon.

This study therefore examined the extent to which decentralized policies and programs of governments have led to growth and developments in Ghana; citing the AjumakoEnyanEssiam as a case study. The study focused on mixed approach, in which both qualitative and quantitative methods were employed in analysis and examining the existing correlation between decentralization and growth and development in the AjumakoEnyanEssiam District. Thus a total of 180 questionnaires were administered alongside 10 top officials selected and interviewed from the district assembly. In effect, the data collected from this sample frame and interviews were analyzed using both the Statistical

Package for the Social Sciences (SPSS) and content analysis. The findings of the study are that; the district has not been able to achieve the desired level of growth and development in which decentralization seeks to attain for the grass root people despite a number of attempts to provide, increase and expand infrastructural facilities and human resource base of the district made by the D/As to accomplish such as task. This situation resulted from a number of setbacks to decentralized policies such as lack of funds, expertise, unnecessary government interference, and mismanagement of resources among others. On the other hand, certain number of recommendations have been suggested such as instituting effective Revenue Mobilization measures, organizing special training for the district assembly staff, granting reasonable amount of autonomy to the assemblies, allowing the established state institutions to work effectively among others, to help check and streamline such challenges. These efforts should be complimented by the good will and efforts of successive governments in Ghana so as to help reinforce and support the capacities of the District Assemblies in accomplishing the purpose for which they were created. However, it is clear from the findings that without decentralization, development issues at the grass roots would have been worse. This emanates from the fact that decentralization has led development to some extent; far below the target envisaged to be achieved by the system.

KEY WORDS – Decentralization, Growth, Development, Participation, Decade, Policy, Resources, Mismanagement.

ACCRONYMS/ABBREVIATIONS

AEE – AjumakoEnyanEssiam

AEED – AjumakoEnyanEssiam District

AEEDA – AjumakoEnyanEssiam District Assembly

AFRC – Armed Forces Revolutionary Council

CDD – Center for Democratic Development

CHPS – Community - Based Health Planning Scheme

CPM – Critical Path Method

CSO – Civil Society Organization

D/A – District Assembly

D/As – District Assemblies

DACF – District Assembly’s Common Fund

DCE – District Chief Executive

DDF – District Development Fund

DED – District Education Directorate

DPCU – District Planning Co-ordinating Unit

EA – Electoral Area

EC – Electoral Commission

ERP – Economic Recovery Program

GDP – Gross National Product

GETFUND – Ghana Educational Trust Fund

GIMPA – Ghana Institute of Management and Public Administration

GoG – Government of Ghana

GNP– Gross National Product

HIPIC – Highly Indebted Poor Countries

ICT – Information and Communication Technology

ILGS – Institute of Local Government Studies

LED – Local Economic Development

LEAP – Livelihood Empowerment Against Poverty

LGS – Local Government Service

LoGNET – Local Governance Network

MASLOC – Micro-finance and Small Loans Centre

MCE – Metropolitan Chief Executive

MCE – Municipal Chief Executive

MCO – Municipal Council Ordinance

MLGRD – Ministry of Local Government and Rural Development

MMDCE – Metropolitan and Municipal District Chief Executive

MoFEP – Ministry of finance and Economic Planning

MP – Member of Parliament

MSLC – Middle School Leaving Certificate

NALAG – National Association of Local Authorities of Ghana

NCCE – National Commission for Civic Education

NCD – National Commission for Democracy

NDAP – National Development Action Plan

NDC – National Democratic Congress

NDPC – National Development Planning Commission

NETCU – Network of Civic Unions

NGOs – Non – Governmental Organizations

NHIS – National Health Insurance Scheme

NPP – New Patriotic Party

NYEA – National Youth Employment Authority

NYES – National Youth Employment Scheme

PAC – Primary Health Care

PAF – Poverty Alleviation Fund

PDC – Peoples Defense Committee

PERT – Program Evaluation and Review Technique

PM – Presiding Member

PNDC – Provisional National Defense Council

PPP – Public - Private Partnership

RCC – Regional Coordinating Council

RCD – Regional Coordinating Director

RCM – Rational Comprehensive Model

RHC – Regional House of Chiefs

SFP – School Feeding Program

SHS – Senior High School

SMDC – Sub – Metropolitan District Council

SPSS – Statistical Package of Social Sciences

SSNIT – Social Security and National Insurance Trust

UC – Unit Committee

UG – University of Ghana

UNICEF – United Nations International Children Emergency Fund

UZTAC – Urban/ Zonal/Town/Area Council

WASSCE – West African Senior School Certificate Examination

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CHAPTER ONE

1.0 Introduction to the Study

The concept of development has increasingly become a competing phenomenon for various countries throughout the world to aspire for since creation, and that, Africa, and for that matter, Ghana is of no exception. What we consider to be the “development”, here, refers to the willingness and capability to extirpate certain challenging hindrances such as unemployment, poverty, lawlessness, ignorance, hunger, diseases, civil wars, coup d'état and oppression by relatively much powerful and industrialized states. It is this desire to get out of these menace and to develop that has made the concept of development a valuable ideological tool to contend with, in order to achieve a reasonable level of development for the masses of the people in the state. However, in order to get Africa-Ghana, from under development, and to achieve accelerated and sustainable development, certain basic measures and modalities must be adopted such as good democratic leadership; much decentralized with all its quality tenets and aims and objectives, alongside the will to provide citizens with their basic needs required to meet these challenging trends capable of bringing development to the people.

1.1 Statement of the Problem

Decentralization, since Ghana's independence in 1957, has been considered as a tool for grass root political involvement or participation, and for assessing the efficiency and effectiveness of successive governments or regimes throughout history. However, the fundamental question of whether the decentralization policies have aided Ghana's development or otherwise, remains an issue of debate; generating a lot of arguments among political philosophers, bureaucrats, students, practitioners, theorists as well as commentators of this human behavioral field of study. As government administrators picture it a success, officials at the local government administrative establishment and their expertise argue that,

notwithstanding government's constant supports to the District Assemblies, the local authorities have been plunged with numerous challenges which serve as an impediment against the successful formulation and implementation of the government's decentralized policies and programs to attain the desired aims and objectives for the purpose of promoting local involvement and participation in the politics of their own country, aimed at development. The existence of this divergent views and the need to secure the foundations for the sustainability of the decentralization policies and programs in order to achieve a substantial amount of development, have necessitated this research. This study therefore examines the operations of the Ajumako Enyan Essiam District Assembly, *vis-a-vis* the stated goals and aspirations of the decentralization program introduced in the late 1980s by the PNDC government; **that is**, the *promotion of development in the rural areas*.

1.2 The History and Evolution of the Local Government Administration in Ghana

Local Government Administration in Ghana began in a different way during colonial period. Before colonization, Ghanaians ruled themselves through their local chiefs. However, during the colonial era Ghanaians were governed through the use of the Indirect Rule System (IRS), in which the British ruled the Africans through the native traditional system (chiefs) in order to get their policies formulated and implemented. At this stage, the powers of the local chiefs were relegated and placed under the powers of the British Resident and District Commissioners for supervision, especially, in the 1920s. This marked the genesis of local government and decentralized subsequently decentralized administration in Ghana. The Native Authority, created by the British to help maintain law and order was not democratic since the British just handpicked people into such administrative establishment.

According to Ahwoi (2010), Government Administration in the Gold Coast evolved along parallel lines, where the Municipal Council Ordinances (MCO) were created and empowered

to regulate Local Governments in the other part of the country through the State Councils and the Native Authorities. However, in 1951 the first Local Government Ordinance was commissioned following the Coussey Committee Report and recommendation in 1949 on the causes of 1948 Riots in the Gold Coast. Despite this evolution, the system did not see any marginal changes in the Ordinance since the major Councils were not affected. As many as 252 Local and Urban and 26 District Councils were created (Ahwoi, *ibid*).

In 1956 the deficiencies encountered in the 1951 Local Government reforms called for a rectification, in which another Local Government System was created through the F.A. Greenwood Commission to make proposals to reform and pay much attention to the successful implementation of the Local Government Administration in the Gold Coast. The 1957 Independence Constitution, which gave birth to the “New Ghana” on the March 6, 1957, also came along with its own Local Government Reforms. This put the country into five important Administrative Regions; namely, Northern, Eastern, Western, Trans-Volta Togoland and Ashanti Regions. This arrangement basically, formed the guide to the District Assemblies in Ghana.

In order to manage these regions well, the Regional House of Chiefs (RHC) were created to head these administrative regions, except the Ashanti Region, which was being headed by the Asantehene himself. There was also the creation of Assemblies which was in the form of a “replica” of the National Assemblies (Parliament), to see to the deliberative functions, and also, charged with the duty of seeing to the overall developmental issues affecting these regions. Ahwoi opined further that, the Constitution did not make any changes in the Local Government Councils; instead, made sure the Municipal, District, Urban and Local Councils continued to exist in order to shape Local Government System in the country.

The 1960 Republican Constitution, promulgated to make Ghana a complete sovereign state, also evolved with its own Local Government Reforms. The Constitution increased the number of Municipalities by creating additional regions like the Central Region, the Upper Regions and the Trans-Volta Togoland currently, called the Volta Region. However, in 1961, another Local Government Act, Act 54, allocated the country into Cities, Municipal and Local Area Councils (Ahwoi, *ibid*: 3). The Act 54 made a new revelation by recognizing the involvement of the Village; Town and Area Committees in the administrative processes of the Local Government administration in Ghana, prescribing adequate representation of Chiefs in the set-up.

In 1971, the Local Government Act 359 gave the Prime Minister the power to appoint Regional Chief Executives to head these Regional Councils. Chapter 20 of the Third Republican Constitution of 1979 amended the Act 359 by redefining the membership of the various Local Government Units with, the President given enough powers to appoint representatives into the Regional Houses of Chiefs. These Local Government arrangements continued to exist until in 1998, when the PNDC government introduced the Local Government Law 207, to streamline the decentralization draft policy that had been designed since 1982. This law 207 became the framework through which the current Decentralization and Local Government Policy functioned until 1993, when the Local Government Act 462 was promulgated to replace the Local Government Law 207. The Article 240 (1) of the 1992 Constitution recommends that the Local Government administration is decentralized. In effect, the number of the MMDAs increased from 110 in 2003, to 170 in 2007 during the reign of the NPP. Membership into the Assembly according to the Act 462, is made up 70% elected and 30% appointed membership to the MMDCs. It is this Act, which mandates the DA to solely stand for development at the Local Level.

1.2.1 The Local Government Act 462

The Local Government Act 462 of (1993), is the major Legislation that defines the decentralization and its Local Government regulations in Ghana, apart from the parent law, the Constitution. The principal aim of this Act is to organize the framework through which decentralization programs can survive and flourish, and to regularize the Constitutional framework to regulate the DACF through Act 455 of 1993, and the Local Service Act 656 of 2003. Taking over and improving over the provisions of the PNDC Law 207, the Act462 was also responsible for elaborating in details the authority, parameters and functions of the District Assemblies.

1.2.2 Conceptual Position of Decentralization

The term “Decentralization” was first evolved when in 1794, the Post French Revolution Leadership decided to re-structure the state by dividing France into federal and subsequently, creating regional and further sub-districts and local units of administration to ease governance and to develop the grassroots. The word “Decentralization” was first used in the 1920s, after entering into the English Dictionary in the third half of the 1800s.

According to Henry Fayol (1927), “everything that goes to increase the importance of the subordinate’s role in the decentralization, everything that goes to reduce it is centralization”. According to Loius Allen, “decentralization refers to the systematic effort to delegate to the lowest levels of all authority except that which can only be exercised at central point”. It also involves the “transfer of authority and responsibility for public functions from the central government to the subordinate or quasi-independent government organization and / the private sector”.

Decentralization is of different types: it is made up of political, administrative, fiscal, and economic or market decentralization. Political decentralization aims at giving citizens and their representatives more powers in administration and public decision making. It involves Constitutional or statutory reforms, pluralistic political party development, creating local political units, promoting effective political interest groups, as well as strengthening legislative powers in administration. Administrative decentralization involves the authoritative re-distribution of powers, administrative responsibility and proper allocation of financial resources to finance the delivery of effective and efficient governmental functions at all levels. Fiscal decentralization, also refers to the financial responsibility in public administration, where public establishments raised revenue either internally or externally (from central government) in order to make programs for execution. Fiscal decentralization takes the forms of self-financing, co-financing, expansion of local revenue through charges and taxes, government transfers and authorization of municipal borrowing. Economic or market decentralization is the most strongest and effective type of decentralization and it involves the shift of government powers, functions or responsibilities from the public to the private sector, and complete devolution of government functions to the local authorities.

Decentralization is made up of three different forms. They are Deconcentration, Delegation and Devolution. Deconcentration, mostly used by unitary states, refers to the redistribution of financial and management authoritative decision making, and responsibility to the various different levels of the central government. Deconcentration transfers powers among the departments and agencies of central government. Secondly, is Delegation, This involves transferring public functions to semi-autonomous bodies which are not wholly controlled by the government. Finally, is Devolution, which is considered the best form of decentralization. It involves the transfer of authority for decision making, finance and management to quasi-

autonomous bodies or units of local government. Since the objectives of this work is about assessing the correlation of decentralization and development, it is important to acknowledge what development stands for.

The concept of development has been defined from diverse lenses according to political scientists. Karl Marx (1962) defines development in terms of fair share of national income for all, including workers. R. Chambers (1997) also defines development as a good change which is not as straight forward as it sounds. For instance, which change is good? According to Todaro (1981:56), development is defined as a multidimensional process involving the organization and re-orientation of the entire economic and social system. He again (2009) defines development as a process of improving the quality of human lives with three important aspects. They are raising people's standard of living, creating conditions conducive to the people's growth and increasing people's freedom to choose by enlarging the range of the choices. After the devastating world wars i and ii there was a search for a response to the "Great Depression", where scholars and other authorities began to argue about obtaining accurate computation of the Gross National Product (GNP) fostering the increase in capital terms. As a results, Hicks and Streeten (1979), United Nations Development Program (1990), ul Haq (1995) etc all argued from this perspective. These authorities saw development as measures using approach specifications of monetary indicators. They are the Gross National Product (GNP) and Gross Domestic Product (GDP), usually in per capita terms. Secondly, apart from the monetary terms, is the portfolio or dashboard of social indicators such as life expectancy, level of education of citizens, as well as the extent of their standard of living. Whiles GNP refers to the total income of the country (both domestic and foreign) divided by the population, GDP refers to the total income (domestically) of the country within a year divided by the population. However, GDP per capita is the most common indicator for measuring the standard of living and hence it is included in the index of population.

In effect, by the close of 2016, the economy of Ghana was growing at about 3.7% with an inflationary trend of 12.3%, according to the Ghana Statistics Service. However, according of the DFO of the AEED, the economy of the district was growing at about 3.5% with an inflationary trend of 12.5%. This clearly indicates that the national economy was developing better than the district economy according to this statistics.

1.3 Objectives of the Study

The principal objective of this piece of writing is to examine vividly whether indeed decentralization as we say has brought about development in the AjumakoEnyanEssiam District (A.E.E.D). This would be ascertained from five main areas or perspectives;

1. to examine if the objectives of decentralization programs were realized during the last years (2007- 2016) of its implementation in the Fourth Republic;
2. to examine and analyze the level of autonomy the central government has granted to the local authorities in decision making;
3. to find out if the resources of the state have been effectively used to improve the standard of living of the people in order to bring development;
4. to examine the set-backs arisen from the decentralization policies and program in Ghana, and offering suggestions and practical solutions to them; and
5. to examine if decentralization has brought development, and to discuss the lessons learnt from decentralization.

1.4 Research Questions of the Study

To be able to achieve the objectives stated above, the following key research questions are raised based on the research problem and the theories:

1. To which extent were the objectives of decentralization achieved within the period under study?;
2. To what extent has the central government granted autonomy to the local units to formulate and implement their own decisions?;
3. To what extent have the resources of the state been utilized to benefit the citizens of Ghana to bring about development?;
4. What were the difficulties encountered with the implementation of the decentralized policies and programs in Ghana?; and
5. What basic lessons can be learnt from the study of decentralization in Ghana?.

1.5 Scope of the Study/ Profile of AjumakoEnyanEssiam District

The choice of the district is guided by the fact that the district is one of the forty – five (45) districts created by the P.N.D.C. in 1987 in its quest for decentralization as a tool for development in Ghana.

(a) **Legislative establishment:** the AjumakoEnyanEssiam District Assembly (AEEDA) was established in 1988 by Legislative Instrument (LI) 1383, as one of the twenty (20) District/Municipal/Metropolitan Assemblies in the Central Region. It has Ajumako as its administrative capital.

(b) **Location and size:** the AjumakoEnyanEssiam District Assembly is located in the Central Region of Ghana, South of Cape Coast, the Regional Capital. It covers an area of about 541.3 sq.Km which is about 5% of the total land area (10.826 sq.Km) of the Central Region. It is bounded to the north by the Asikuma-Odoben-Brakwa District, the Assin South District to the north-west, the Ekumfi District to the west, Mfantiman Municipal to the south and to the east and north-east by the Gomoa District and Agona Municipal respectively. The District lies between latitudes 51530 and 10431 north and longitudes 00531 and 100811 west.

(c) **Population:** according to the 2010 Population and Housing Census, the district has a population of 138,048 people which posts an increase by 46,083 (50.10%). This comprises of 64,418 (46.66%) males and 73,628 (53.34%) females. In rural urban terms, 68.10% of the population is rural-based whilst 31.90% are urban based. By the 2010 Population Census, the estimated population density is 255.03, indicating an increase by 85%.

(d) **Settlement:** it has 195 settlements with Ajumako, Bisease, EnyanAbaasa, EnyanDenkyira, Enyan Maim, Asaasan, Mando, Ba, EtsiiSunkwaa, Techiman, BremanEssiam among others as the major communities.

(e) **Political Organization/Structure:** the district has forty-seven (47) electoral areas which constitute the AjumakoEnyanEssiam Constituency. Consequently, the constituency has forty-seven (47) Unit Committees. This, thus legally translates into the forty-seven (47) Elected Honourable Assembly Members with twenty-one Government Appointees and the Honourable Member of Parliament of the constituency also as a member. The district has thus, a General Assembly Membership of Sixty-nine (69). The General Assembly has an Executive Committee that has seven (7) Standing Sub-committees as in ; Justice and

Security, Finance and Administration, Development Planning, Public Relations and Complaints, Social Services, Works and Agriculture, and Environment.

In step with the Local Government Act, Act 462, the Assembly has nine (9) Town/Area Councils which consist of Ajumako and Bisease Town Council and Ba, EnyanAbaasa, EnyanDenkyira, Enyan Maim, Asaasan, Mando, Techiman, Breman-Essiam, and EtsiiSunkwaa Town Councils.

It has five (5) traditional paramouncies; they are Ajumako, EnyanAbaasa, BremanEssiam, Enyan Maim, and EnyanDenkyira traditional areas (Better Ghana Agenda: 2013-June 2016)

The figures below show the political, district and the district context maps of the AjumakoEnyanEssiam District (AEED)

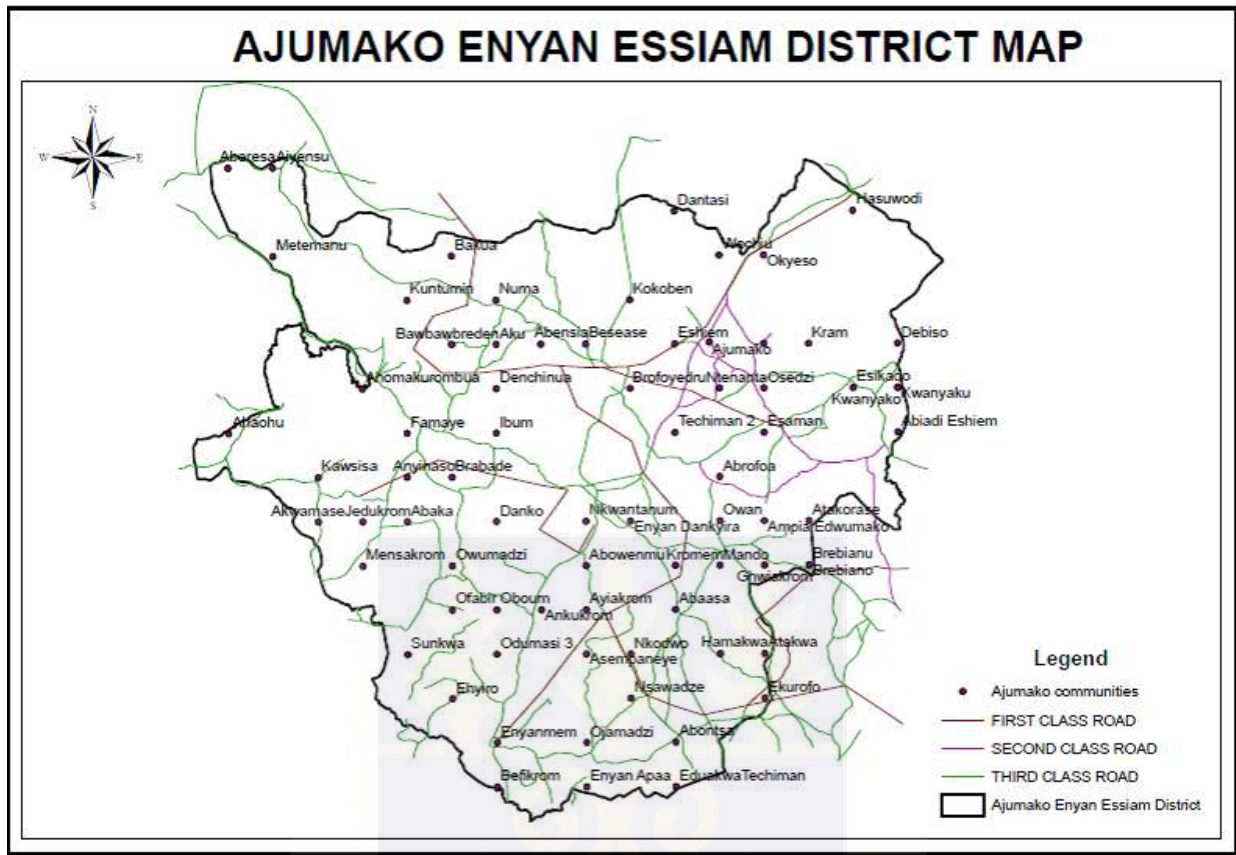
Fig. 1.1 the Political Map of Ajumako – Enyan – Essiam District.



Source: File, District Engineer, 2016.

The figure 1.1 above shows the political map of AEED with boundaries and border districts and the relationship that exists between one district and the other.

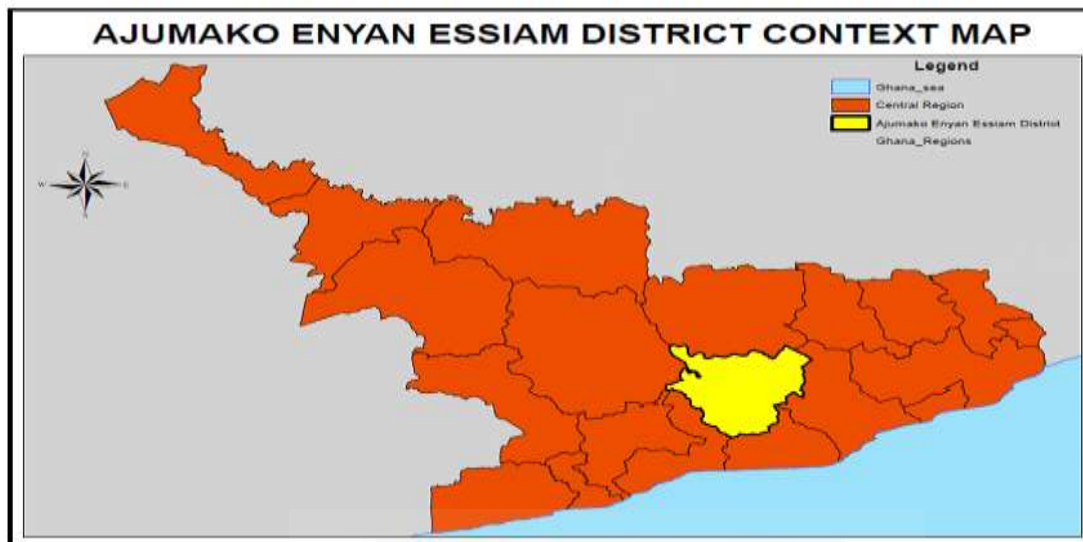
The figure 1.2 below shows the map of the AEED.



Source: File, District Engineer, 2016.

The above map shows the various communities in the AEED and their common cultural features exhibited in the district.

Figure 1.3 below shows the district context map of the AEED:



Source:

File, District Engineer 2016

The contextual map of the district above identifies the AEED out of the other Municipalities/Districts in the Central Region bordering it with major water body.

1.5.1 Justification for Making The AEED A Case For This Study.

The researcher made the AEED as a case due to the following reasons.

- The district is his place of birth and abode and thinks the benefits the research would bring would affect or benefit him as well.
- Also, since he is a resident of the district, transportation cost and other stressful conditions during research would be minimized and
- finally the researcher has no knowledge on any research conducted on this topic area before on the district and thinks this would be an eye opener and gives a first-hand information on the topic under study on the AEED .

1.6 Subject/Discipline Area of Study/Research

Political Science has a number of branches for which vital literature are written to find out problems pertaining to such individual areas upon which solutions are sought to develop man's political society. Various disciplines in the Social Science subject include Comparative Politics, Public Administration, Development Studies, International Relations or Politics of Diplomacy and the Political Economy. However, this research is made from the branch of Public Administration which is basically concerned with the formulation and implementation of policies in the public bureaucracy. Decentralization under Public Administration has been chosen for this study because it is the area that can bring a large number of people to participate in the politics of their own backyard for development.

1.7 The Organization of the Study

This study has been divided into seven chapters. Chapter one deals with the introduction and background to the study. It unveils what is there which calls for the problem to be researched into. Chapter two looks into the literature review on Decentralization as a tool to ensure development. It gives a highlight on the theoretical, conceptual and empirical issues on decentralization in retrospect. Special attention has been given to the decentralization in general perspective as a global machinery for promoting grassroots politics, African concepts of decentralization for development, and the Ghanaian perspective of decentralization for development since independence; a historical overview. Attempts have been made on a brief historical account and appraisal of decentralization efforts in Ghana from the colonial era to the PNDC, cutting through the Fourth Republican regime.

Chapter three, deals with the theoretical framework capable of facilitating the achievement of the research objectives, as well as solving the research problem, which serves as the basis for this work. The researcher employed the services of three important models to help achieve

this goal; they are the Backward Mapping Model or Bottom-Up Approach, enunciated by Elmore et al, the Rational Comprehensive Model (RCM), of which Harold Lasswell is one of the founding fathers and the Public Choice Theory by Buchanan et al. The justification as to the potentiality of using all the three theories has been made in due course. Chapter four concerns itself with the Methodology, which looks into the various research instruments and methods of data collection and analysis used. It involved the use of both primary and secondary sources of data collection method with employment of both quantitative and qualitative research and analysis. Questionnaire was designed to facilitate data collection and responses. Chapter five has to do with the analysis of the data collected. In this case, both quantitative and qualitative tools have been employed but with much emphasis placed on the quantitative aspect. Analytical tools such as tables and charts were used. The use of the SPSS remains as the key tool to facilitate the analyses. Chapter six contains research findings, discussions and conclusion on decentralization for development. It looks at the performance evaluation of the AEED. It undertakes an overview of completed and ongoing developmental projects. Variables such as popular participation, accountability level or pattern of expenditure of the district, the checking of rural-urban drift and improve projects effectiveness have been used as indicators to evaluate the Ghana's decentralization programs with reference to AEED.

1.8 Significance of the Study

Many literatures on decentralization focus on the narrative of historical facts without necessarily considering the determining factors that can be geared towards achieving growth and development out of it. They critique these factors on the face value of it but no credence is given to the influential factors that pushed for such decentralization policies. However, this work seeks to engage in an in-depth analysis of the decentralization policy orientation of

Ghana. This research is also important in filling the literature vacuum of inadequacies in specifically assessing if indeed Ghana has achieved a reasonable amount of development as a result of the decentralized policies introduced so far. It will also be useful if successive governments in Ghana adopt the recommendations of this study to shape decentralized policies in Ghana so as to achieve sustainable development.

1.9 Limitations of the Study

The task of completing this research was much exacting, and as such could never be completed without certain difficulties. The first and foremost important set of problems the researcher encountered was finance. This was because, going round by way of transportation, buying writing materials and printing, all involved money on the whole. In fact, some respondents even demanded money before opening up for interviews as well as answering questionnaires.

Secondly, is how to gain access to some vital information relevant to this research work. This was because the personalities in the D/A were not co-operative, regular, whilst others exhibited some gross lackadaisical attitudes. Some important staff members were not even prepared to talk and answer questions, while some few others were almost always absent, probably, due to the fact that their duties might send them out of office. Sometimes too, they declined exposing the true state of affairs. A typical example was on questions regarding mismanagement, bribery and corruption as well as on their approach and relations to the people.

Also, there was the problem of role conflict, most especially, how to combine family problems with the research study. This mostly drew my attention outside the family, thereby, creating a lot of vacuum and chaos as far as my family responsibilities were concerned.

However, it must be reiterated that in spite of all the constraints enumerated above, the quality of the total output of this work was not affected and that the availability of materials and data gathered were properly utilized in order to produce a good and authentic research work of this kind.

1.10 Conclusion

The concept of decentralization, however, has flourished throughout the world and in countries where it has been properly and efficiently practiced. The research objectives and questions of this study seek to put Ghana's decentralized policies into good shape if only they are managed with caution and due diligence. This is because looking at the principles of decentralization, Ghana is far behind target since important information on the team and its proper implementation has been lacking. Decentralized policies in this context need certain vital information, in order to gain adequate experience in shaping policies and programs in order not to repeat mistakes committed in decentralization policies in other parts of the world. However, the local government administration must be adequately resourced in order to help them implement good policies that would spring them up to achieve sustainable development for the citizens of indigenous communities in Ghana, and thereby bringing development.

CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

The main concern of this section is to review the relevant literature on the issue under study. The review has been categorized under three main headings: The General Studies of Decentralization; African Studies on Decentralization; and the Ghanaian Studies on Decentralization. Special references have been made from important scholars such as Paul, Uphoff, Collins, Helm and Smith, Wunsch, Rondinellis, Conyers, Crawford, Loughlin, Philips, Olowu, Ayee and others. The literature reviews on this perspective deal with the significant impacts of various literature written by authorities and how these works have had impacts on the relationship between government and development. They are mostly vital to this study because they have helped analyzed thoughts of these distinguished authorities and how their discourse have affected this work to make meaningful findings, and writing reasonable conclusions to them as well as recommendation for any further study of this kind.

2.1 Reviews on General Studies on Decentralization and Development

Generally, literature on decentralization and development has been reviewed on this study on certain important thematic areas in which decentralization concerns itself most in order to ensure development. These areas comprise of principles on administrative decentralization, agriculture, work and housing, accountability, bribery and corruption, etc. worldwide.

On the agricultural sector of the economy, Paul (1989) reviews on the community involvement and participation in the administration of the local government. He argues that the effect of the local people contribution to successful operation and maintenance of such agricultural facilities are positive and successful in some places but become unsuccessful or fail in other communities since sometimes, additional equipment for sewing as well as lack of

refresher or in-service education and also lack expansion. This literature review also fits into this research work. This is because in Nyamebekyrere for instance, the borehole water project sent to them got broken down and when the members decided to rehabilitate it by themselves, they ended up making the water taste sour, until the time the District Assembly managed to service it at the long run.

A review on this literature indicates that to improve grassroots involvement in decentralized programs made by the District Assemblies such as the irrigation programs of building a dam, and connecting pipes from the water source unto every part of the farm, maintenance is much important. This was also contributed to by Cox and Annis (1982). They stressed that this irrigation project would require proper in-service training for the handlers of these machines to manage them well in order to gain constant supply of water onto the farm, as well as avoiding breakdown of the machines. This literally work would have been approved by the citizens in order to encourage their participation but unfortunately, this cannot impact much on this work since few irrigation projects in AEED are privately owned and without the District Assembly's assistance in any form.

According to Uphoff (1988), the World Bank makes it clear that its research carried in South America discovered that out of the 25 agricultural programs initiated and finished, they all served a short term purpose with the exception of 12 out of 25 that achieved the long term goal, attracting massive community supports of about 80% involvement. The composition set-up to manage these facilities in the communities consisted of the representativeness from the community opinion members, representatives from District Assemblies and the representation of the town committee members. This is significantly the case because this study discovered from the field of work that infrastructural projects in which communal labor were used in establishment had attracted communities vigilance, monitoring and maintenance

and are still functioning, compared to those that did not have community participation in their establishment.

On administrative local government set-up in Colombia, Collins (1989) stands that its institutionalization or set-up was bias, compared to elsewhere. He thinks that due to over centralization of the Colombian local administrative set-up at the time, service delivery was much bureaucratic and becomes slow in reaching the units, leading to corruptible practices and over dependence on the state source of funds, making it ineffective in terms of performance. It was discovered from his study (in 1983-4) that the inability of the local government performance led to the rise of over 63 pressure groups, who demonstrated frequently in the country. Following this period, the administration was re – established and that proper organizational structures including decentralization were put in place to improve efficiency in service provision in Colombia.

This review in particular is much significant to this study since after decentralized policies in 1988, Ghana has had a higher degree of decentralized policy but with the erratic flow of resources from the central government and its over – reliance, and perceived corruption, the case of this research agrees with Collins' findings.

One another important literature review which impacts much on this work is argument made by Wunsch (1990) on centralized and decentralized policies and programs. He opined that both centralized and decentralized policies have not lived up to expectation as they have been practiced parallel, and that most development programs could not succeed because decentralized efforts did not succeed in correcting the anomalies created by centralized systems. This is so since comparing Ghana for instance, there has not been any massive improvement when one assesses the decentralized policies practiced in the past to these days practiced ones. This problem goes to confirm the objective one of this study in which proper preparations which needed to be made before the policy was introduced in Ghana were

ignored making it difficult for effective grass root participation which is needed in other to accelerate development in Ghana, making decentralized policies suffer to hit their target.

Helm and Smith (1987, p.xii) also affirmed that effective accountability in diverse ways in administration is useful in establishing an effective revenue mobilization measures in situation where qualified man power or human resources are found in the staffing of the decentralized administration. This assertion is worthy of helping to achieve the objective three of this study that seeks to find out if the resources of the state have been fully utilized to benefit the citizens. The study showed a hug gap between resource discovery and development on one side as against the lack of skilled and resourceful expertise to harness these resources for development, and to widen the tax net widely to raise more revenue on the other side.

The UN, in 1989, discovered that decentralization is a good tool for achieving the basic wants of the family, and that conducive developmental atmosphere would be made possible when attention is moved from the excessive central government programs to individual or private locally community involvement ones and that employing and engaging their services of local manufactures would promote cost effectiveness in production. This actualization of family desires reflects very well on this research work. From the field work embarked upon by the student, it was discovered from respondents that allowing them to harness their own resources to embark on programs enable them to fish out their own pressing needs in order to find solutions to them.

2.2 Review on African Studies on Decentralization and Development:

On the African perspective of decentralization and development, vital references have been made from important African writers and non-African writers who wrote on African themes, such as Olowu, Rondinellis, Marlow and others.

The Decentralization Mission in Mali (2000) defines decentralization as “a system by which the state grants financial management autonomy to the other legally recognized entities under conditions prescribe by law”. This definition indicates that financial autonomy to decentralized units is vital in ensuring development. This is quite disgusting in the Ghanaian case where finances from the central government are accompanied with directives as to which sectors to channel them to, and at which percentages.

According to Olowu (1989) “it is possible to find so called ‘local governments that have similar or even less discretionary authority than do’ decentralization units”.

Again, Lumour (1983) also stands that it becomes much tedious to make a clear distinction between decentralization and devolution especially, at this time that offices of the state institutions are popularly elected. He however warned that it would be vital to approach decentralized policies with caution. This assertion of Lumour seems to contradict a bit with this work and its findings. Even though much clearer distinctions do not exist in Deconcentration and Devolution, popular elections into local government administration is less than 60% if we include both elected Assembly members, non-elected Assembly members and other appointees and bureaucrats.

Again Olowu (1989, *ibid*) also discovered from his study in Africa that (in terms numbers) the African local Assembly is too huge compared to that of the advanced countries. He assessed this on a table in his research and found out that geographical features as well as demographic characteristics have contributed to that. He again said that certain correlation may exist between the capacity of the local government and its effectiveness in their work rate as far as large scale production is concerned. He went on to cite examples and made comparison such as Indonesia and Costa Rica on one hand, and China and The Gambia on the other hand. This is so because the research discovered that the government appointees in

Ghana are just too many. For instance, in Ghana under the Akufo-Addo government, the national ministerial appointees were 110 (Presidential speech, April, 2017). This has also replicated in the appointments at the regional and district levels too, but the output of work was yet to reflect. This is a great lesson to be learnt from the objective five of this study which seeks to find out the lessons we might have learnt from decentralized administration in Ghana that the excessive increase in government appointees does not necessarily commensurate with increase in output and productivity.

Mackintosh and Whyt (1988) on the research study on decentralization in Mozambique made an important revelation on health delivery. Due to how the health sector had been decentralized, citizens were then encouraged to make their own choices on the kind of medical care they needed at the expense of other social service delivery. However, with the injection of adequate resource mobilization internally into the health sector gained and developed more than the other sectors of the economy. This review also touches and affects the impact of this research tremendously in two ways; first, resources from the local government purse has been effectively utilized fully to benefit the citizen as the research objective three wanted to find out in the health sector. In Ghana for instance, similar thing has occurred where the government has utilized state funds to set up certain social interventions programs such as NHIS, NYES and LEAP. These are still making head ways to help improve upon the standard of living of the people. Second, the RCM as an approach has also impacted in making rational decisions where resources of the state were used cost effectively to maximize the needed benefit for the people. This also goes on to indicate that the theory of the RCM had played a significant role in making rational decisions so as to achieve the objectives of this study.

However, to Marlow (1989) decentralized policies are embraced as a way of limiting the aggregate resource gathering of the state. He however examined that all things being equal, the extent to which the central government dives into the revenue mobilization must be reduced, otherwise the government has to resource local authorities heavily. This completely contradicts among others the findings of this study. Instead, the central government disbursed very little to the local authorities, despite coming down to mobilize resources which might have otherwise been accrued by the local authorities. This goes on to agree with the research findings that the resources of the state have not adequately been used to benefit the people.

Another important review on decentralization on development can be made from Vengroff Johnston (1987). In his study on decentralization in Senegal, he discovered that the reforms on decentralization in 1992 promoted the citizens proper involvement in the local government administration since the citizens contributed immensely to the formulation and implementation of developmental programs to go against the “rising tide of the malaise paysan” in which the local farmers either decided not to pay back to the government the loans granted them or to support the government projects at the villages. This goes to confirm the behavior of the small scale producers and farmers who collected the MASLOC loans and declined paying back, on an excuse that the government belongs to them, as well as their lackadaisical attitudes to communal labor in support of local government projects in their areas.

Additionally, Maro (1990) in his study of decentralized policies in Tanzania found that the secondary production sector of the economy was encouraged through the private entrepreneurs to become self – sufficient in production. This affected the indigenous resources and also promoted local skills and increased raw materials. This literature has no much space in this research since Ghana at this moment is far away from industrialization.

2.3 The Review on the Ghanaian Studies on Decentralization for Development

This review area deals with the concept of decentralization, that is the Ghanaian perspective in accessing the relationship between decentralized policy implementation in Ghana as accessed by local philosophers such as Owusu, Ayee, Nkrumah, Ahwoi and others. As far as Ghana is concerned, the type of administrative decentralization that occurred took the nature of demarcation of the area into district assemblies. Other sub – units such as “urban, town, area councils and unit committees” were set up to give deliberative powers for people to air their views on local government policies, make laws and implement development programs in the locality (Owusu et al, 2005). It is in the light of this that, according to the grass root people, they could make their views heard in local government administration.

Egbenya (2009) accessed that in Ghana, 22 governmental departments have representatives offices at the local level government administration and that responsibilities taken by the central government (before decentralization), had been performed by the staff of the local government. They include “health, education, agriculture, social welfare and community development”. “The three major forms of administrative decentralization according to him, are Deconcentration, Delegation and Devolution”. This review perfectly fit into the study except that even though education and health have been decentralized from the central government administration to the local level, they have not been placed directly under the D/As supervision. This is one of the major problems the assembly faces. The question is if a decentralized sector has not been placed under the direct supervision of the D/A which had been mandated to be sole development agent at the local level, then how effectively would these two sectors be supervised by the government? This is a problem that plunged and served as a set back towards achieving the goals of decentralized policies in Ghana and that a recommendation in chapter seven of this study sees to solve this problem.

Ayee (2000) affirms and recounts that decentralization in Ghana from the colonial era by referring to the days when British ruled the people of Ghana through the chiefs; what is called “The Indirect Rule System”, set up from the 1878 – 1951, where chiefs and their council of elders in various district were mandated to perform local functions, appointed workers into their palaces and collected taxes from their subjects. This literature does not form a major component of this work since the duration of study dates this back to only ten years ago when the powers of the traditional authorities have been reduced and subjugated under the modern government arms and functions. But this also tells us that probably, the excessive use of the chiefs during the indirect rule system might have also affected the proper arrangements for the introduction of the local government system in Ghana.

Nkrumah, in 2000, made a sensational observation when he affirmed that during the era of the IRS, instead of the chiefs becoming accountable to the people who enstooled them into office, they were rather given an account of the resources of the state and their stewardship to the British colonial government and sometimes accounted to themselves by pocketing part of the revenue collected for their own selfish gains. This goes to affect the nature of accountability of the state and gives room for allegation of corruptible practices where district assembly members of today are charged with pocketing part of the IGF and statutory funds that flow from the central government. However, corruption charges in the district assemblies in Ghana have mostly been mere allegations that have no evidence to prove.

In Ghana, “local powerlessness has meant that roads, bridges and buildings await repairs, and local improvement projects stand idle for months, awaiting national authorization and funds, which come too late or not at all” (Wunsch, 1990,p,64). Thus it is quiet significant that Wunsch’s literature clearly corresponds to the objective 2 of this work, which seeks to find out the level of autonomy granted to the district assembly to make their own decisions. For

instance if the roads built by government would be left abandoned, statutory funds flowing to the assembly would delay and sometimes might not come at all, then it is a clear indication that the research question 2 and objective 2 of this study can answer directly that the extent to which autonomy has been granted to the local authorities is much minimal especially when it comes to development project and resourcing or financing the assembly. Again, it also answers and confirms a number of findings in this study where there are reports that shoddy infrastructural developments were made, certain projects abandoned, certain funds meant for projects were mismanaged and above all development at the district has not been fully achieved and that there is much more to be done if indeed we think decentralization can develop our people at the indigenous localities of Ghana.

2.4 Conclusion

Conclusively, the various reviewed themes analyzed above clearly indicate that a number of academic discourses have been made in the area concerning decentralization and their effects on local government administration throughout the world, Africa, and Ghana as well. However, discourse on the extent to which decentralization has brought growth and development has not been fully engaged in these philosophical engagements. This review has been made on the work of important political philosophers such as Ayee, Olowu, Rondinellis, Wunsch, Smith etc, and others most of who conclude that for decentralization to respond to adequate growth and development, governments of states must intensify their efforts in injecting adequate resources into the system since the program is capital intensive in nature. They go on to make it clear that advanced countries have achieved successful decentralized policies and programs because there is political will to adequately resource local government to implement government policies. This piece of advice needs to be

imbibed by African governments as well, most especially, Ghana if only the government of Ghana wishes to use decentralization to bring about sustainable development to the people.



CHAPTER THREE

THEORITICAL/CONCEPTUAL FRAMEWORK

3.0 Introduction

This section unfolds the concept of decentralization and development theories or models, which form the theoretical framework underpinning this study. This research work could best be situated in three major and important theories. They are the Bottom – Up Approach (made up of the Forward – Mapping and Backward – Mapping Models), the Rational Comprehensive Approach (RCM), and the Public Choice Theory. The interwoven of these theories could best explain the research problem well; answer the research questions and help achieve the objective of this study. It is important to note that these three models are major theories and that each of them could have stood alone and help to achieve the purpose of this study. However, the researcher wanted a simplified situation in which each of them could share the objectives and deal with them perfectly so as to make the findings easier. For instance the RCM was targeted seeing to how rationally the state officials would maximize cost through rational decision making in order to fulfill the objective of efficient utilization of resources to benefit the citizens as well as seeing to correct the setbacks encountered so far in decentralization in order to help suggest reasonable recommendations to solve such problems. The Bottom – Up – Approach has taken care of the devolution of state powers (autonomy) to the local assemblies to make rational decisions while the public choice would additionally find out if the alleged corruption charges on the district local authorities are indeed true or are mere allegations.

3.1 The Bottom – Up Approach

The Bottom – Up Approach was designed and popularized by Elmore et al. Other scholars who serve as proponents, supporting and bringing out the ideals of this model, include James Buchanan, and George Tullock. This approach state that “the central government’s decision making continues to dominate in decentralized system of governance and gradually entrenching a master – servant relationship between central government and the lower echelons of political unit”. This means that in the public administration of the state, there is always the relationship between the ‘Lord’ and the ‘Subject’, in which each of them play a distinctive role to get much mutual benefit for all. In this respect, the Master refers to the ‘Central Government’, whilst the servant refers to the decentralized unit, like the regional or district assembly. This explains the idea of the ‘Master – Servant Relationship’, in which the model explains itself with. Thus, the citizens put forward their grievances and send them to the central government whilst the central government also brings down the solutions, and requests for an input from the citizens. These inputs and outputs go in cyclical way just like David Eastons model, until the feedback process yields the desirable outcome, capable of satisfying the citizens.

There are at least two important approaches that clearly define and explain properly, and expatiate the theory of the Bottom – Up Approach as well as helping in making its analysis complete and to perfection. These are the Forward mapping, which involves in situation in the policy making process where the policy maker begins selecting his preferences and alternatives from the “top of the process, with as clear statement as possible of the policy makers intent, and proceeds through a sequence more specific steps to define what is expected of implementers at each level, and at the bottom of the process, one states again with as much precision as possible, until the satisfactory outcome would be measured”.

On the other hand, the Backward Mapping arranges the policy making from down or bottom to top. This means that even though the two (forward mapping and backward mapping) are “twins from the same womb”, they are in sharp contradiction in terms of only their movements in getting policies formulated, otherwise they have things in common.

3.1.1 Foundational assumptions of the Bottom – Up – Approach.

The bottom-up-approach sees the decision making as being arranged in hierarchical order.

Under this assumption, decision making is based on selecting and approaching the priorities based on the most needed ones and getting down to the less important or needed option. It places emphasis on the satisfaction of the priorities by satisfying the demands of which give the maximum or best alternatives solving our problems.

Secondly, it sees the public decision making as feedback process. The approach analyses that decision making in the bureaucracies as seen as a feedback process in which most citizens put forward their grievances, expect responses from the government, and with the government putting in important and most valuable inputs to achieve a reasonable output in fulfilling the policy objectives of the day.

Thirdly, it operates on the principle that public policy decision making takes the form of the master and his servant. The approach sees decision making as taking the master-servant relationship in which each of them enters into a social contract with each other having a special role to play in ensuring a successful policy implementation. In this case, the servant has a role to play as a subservient to satisfy the demands of the master, and vice versa.

Finally, it makes decision to affect those involved in the process of change. The bottom-up approach's decision making always affects individuals who aspire to achieve change in the organizational process. Whether this change is positive or negative, the individuals who anticipate change must get ready to accept as such and to find solutions to the negatives as soon as possible.

3.1.2 Assumptions of the Bottom – Up – Approach

The basic assumptions of the models according to Elmore (1979, p.603) are in two folds;

First, informations are developed very well when policy objectives, adequate concentration, administration functions and explicit statements meant for achieving policy objectives. In the pursuance of such actions to achieve desirable result the system reinforces what Elmore called 'myth', where information is controlled from the top to down

3.1.3 The strength of the Bottom – Up – Approach

The Bottom – Up – Model is effective for the reason that;

In the first place, where there is the greatest pressure, the result becomes faster in the decision making process. This is so because the model is effectively used by bureaucrats who work under severe pressure to achieve maximum level of results much faster. Secondly, the approach promotes innovation. There is creativity in the use of the approach. In using this model, a lot of new ideas and inventions could be achieved within a few moments. Also, it brings consistency and orderliness in decision making in the bureaucracy. Working with this model chronologically and through prioritization of objectives, the model ensures much exactness and makes decision much perfect and achievable. Finally, efficient utilization of time to achieve maximum benefits. Time is effectively and efficiently utilized in order to achieve the required outcome the bureaucrats anticipate.

3.1.4 Weaknesses/Limitations of the Bottom – Up – Approach

The bottom-up-model never goes without certain setbacks. It frowns on the premise that first, organizational decision is only limited to the top. This means that decisions arrived at in the process could be utilized to benefit the top staff and establishment within the agencies and departments at the expense of the bottom. Secondly, management keeps the change processes to themselves at the top. Sometimes instead of a desirable change been explored to be used to affect the entire organization, it is stopped and used selfishly to benefit those at the top as the grass root suffers. Finally, misunderstanding may be created due to lack of information needed. This means the lack of change situation in the establishment would lead to lack or inadequate information to the bureaucrats especially the grass root citizens, and that could lead to unrest affecting productivity, quality and security.

3.2 The Rational Comprehensive Model (RCM)

The second theory employed to help achieve the aim and an objective of this research is the Rational Comprehensive Model (RCM), designed and popularized by Harold Larswell. This approach is based on the principles that finding solutions to problems in policy making, takes into account the costs and benefit derived from the various alternatives or options sequentially scrutinized and compared with one another. In the RCM, the policy making considers and weighs the various options and selects the alternative that gives the greatest satisfaction or benefit, irrespective of one's volume of resources or income put into it. In effect, the approach employs meaningful tools, that aim at maximizing cost in making rational decisions to attain the highest benefit for the policy makers. However, to ensure the actualization of the best decision, it should be rational enough. However, rational decision making is defined as a “a systematic process of defining problems, evaluating decision, alternatives and selecting the best alternative decisions available” (Mansor, Zakaria, 2008)

3.2.1 Some Basic Assumptions of the RCM

The RCM, as one of the models underpinning this study operates under the following sets of assumptions; the model is best applicable to a system that is relatively stable. This means that the approach dwells and performs to the optimum in the environment where there is both political and occupational stability in the bureaucratic organizational arrangements. Thirdly, the government of the state behaves and reacts rationally and is a unitary actor that its decisions must be regulated by rational decision choices that want to be cost effective. Also, the policy maker avoids unnecessary ambiguity so as to make alternatives clear for selection. Under this model, alternatives are well defined and simplified in order to avoid vagueness and utilizing alternatives to maximize cost effectiveness. And finally, the RCM has no deficiency as far as time and cost of resources are concerned. This explains the situation in which the model manages as far as practicable the probability of using even smaller resources to maximize cost effectiveness in production.

3.2.2 The steps or sequence of making Rational Decision

Krehbiel, (2012) has identified five important steps which serve as a guiding principles to attaining cost effectiveness in rational decision making. They include;

- Defining the problem thus, first step and involves identifying and clarifying the problem to be managed;
- Second, is to consider the objectives or goals. After the problem has been identified, the objectives of the decision or probe on which the solution is being found is determined and put into shape and get it ready for action;
- Third, is to develop alternative solution. In this case, the decision maker must select as many equally suitable alternatives as possible capable of solving the problem at hand'

- Fourth, is to evaluate and analyze each of the alternatives at hand to be considered to solve the problem;
- The next step is to select the best solution based on the alternatives available to be selected from;
- The next step is to implement the best alternative decision selected; and
- Finally, evaluation and assessing the result or outcome, the data available at this stage, should be reasonable enough to achieve the best objective set in the policy making for implementation.

3.2.3 Strengths of the RCM

The following have been found as the strengths of the RCM approach, these are that; as scientific as it is in terms of approach, the system can reduce risk of failing during the evaluation stage. Secondly, it assists decision makers to deal with difficult policy situation easily due to a number of alternative choices available to be made. Thirdly, according to Simon, Herbert (1978) stated that “it is a well-defined step-by-step approach that required defining problems, identifying the weighing and decision criteria, listing out the various alternatives, deliberating the present and future consequences each alternative, and rating each alternative on each criterion”

3.2.4 Weaknesses of the RCM

These are some of the weaknesses of the use of the RCM; first, the complexity of the business arena can confuse the policy maker to fail with the approach. Also lack of sufficient information can cause difficulty in evaluation. In addition, sometimes, the policy marker finds it difficult to select from two alternatives that have the highest competitive features.

And lastly, the complexity in rational decision making needs higher competent skills to make decision and that unskilled decision makers may achieve wrong results.

3.3 The theory of Public Choice

Buchanan *et al*, (1962) are responsible for the designation and popularization of this theory.

Other co-founding fathers of the theory include Kenneth Arrow, Gordon Tullock, Anthony Downs, Mancur Olson and William Riker. The theory states that “individual’s behaviour is guided by self-interest; and therefore governments are inefficient and corrupt because people use government to pursue their selfish agendas”. This is an economic theory which developed out of taxation and public spending in the state departments and agencies. This theory was much interesting to the researcher since he additionally wanted to investigate the persistent allegations of corruption in the MMDAs.

3.3.1 Foundational Principles of the Public Choice Theory.

The public choice theory is based on some assumptions that public officers must rise above their personal interests and for the interest of the public they serve. The theory also transfers rationality in the field of economics to the political realities of the state. And lastly, it deals away with the construction of the organic decision making unit.

3.3.2 Some Strengths of the Public Choice theory

The Public Choice Theory is much useful to the economist such that it provides good understanding of why politicians and economist behave the way they do. Secondly, a better understanding of this theory will help political economists and students to design ideal solutions to problems. Thirdly, it helps constitutional and democratic governments to control the behavior of the public officers since the theory will check out self-aggrandizement that

influences bureaucrats to corrupt the state under the pretense of the government. Finally, the model also reminds alleged corrupt officials in government institutions to be on their toes and stand for the interest of the government.

3.3.3 Some weaknesses of the Public Choice Theory

The Public Choice Theory does not function unchallenged. Some few weaknesses identified are that one, selfish government officials hide under the cover of the government to corrupt the state. Second, the theory discloses that politicians always use government to satisfy their selfish gains. And thirdly, its application helps in elections where contestant influence voting with their available resources.

3.4 Justification for the use of the theories

The wisely interwoven of these theories would help to produce a wealthy and stronger district assembly in their much underrating role in the Ghana's decentralization performance. The Public Choice Theory, which provides a vital insight into why politicians and bureaucrats behave the way they do, why governments look like they do, and why we are governed in the way we are, for instance, would help the general public assess critically and more importantly understand the role of the district assemblies in decentralization. Secondly, the theory would eventually help ascertain if the AEEDA has been able to make the right revenue needed for development in the district, most especially, with regards to the proper and efficient collection of taxes and their usage. Lastly, to conclude if indeed, the district assemblies in Ghana have been corrupted as alleged since their inception.

On the Bottom-up approach, a better understanding of the work would be made clearer since it is based on chronological presentation of issues and facts unfolding the proper actualization of decentralization for development. The principle of decision-making entrenching a master-

servant relationship for instance, would help the public analyze the dichotomy and effective responsibility and relationship existing between the rulers and the ruled. It would also show the clear distinction of the relationships that exists between the actual governments and the district assemblies within the feedback process in order to enrich their most entrenched role of serving as the intermediary between the Central government and the government at the grassroots, thereby, acknowledging the duties of the Central government in relation to the citizens and vice versa. The principle of the Backward Mapping Model would certainly enhance the organization of the work, most especially helping to make orderly data collection and analyses to suit the actualities of the happenings of the district assemblies and the decentralization programs.

However, the principles of the RCM and its enormous benefits to this work cannot be over emphasized. This theory would help the researcher to design this work by selecting suitable topic, of the decentralization for development, which directly affects him in the AEED but could not help identify the problems therein, assesses and evaluates them, and look for the best alternative solutions to them. It would go further to guide the numerous readers to rationalize their policies in order to attain the best results, and to maximize cost-benefit in statutory decisions and programs. In addition, the selection of the RCM would help readers choose carefully the achievable objectives of this work and in respective operations of the readers in their daily routine activities so as to make meaningful contributions to the development of Ghana, and within Ghana's bureaucratic institutions, whose leaders would be compelled to choose the rational alternative policy decision that maximizes goals, objectives and values. Finally, the RCM would help unveil the CATCH 22 problem within the bureaucratic institutions and also, among the grassroots political behavior of Ghanaian populace. This problem has to do with problems which are much easy to solve but for which due to our lukewarm attitudes, we do not have the will power to solve them. A typical

example has to do with the problem of sanitation, ill-attitude to work in public services, poor maintenance culture, inability to make government institutions work etc. This is so because the challenge of how to balance the need for a strong, effective, efficient and legitimate central power, while ensuring the local sub-section units possess their utmost autonomy to enable them shape their own destiny, does not exist.

In effect, the ability to inter-twine these three theories in a single design means the researcher wishes to vividly ascertain the syndrome that really called for decentralization and the basic tools the governments employ in seeking its redress. This would then make clear if since its inception ever, it is indeed true that decentralized decisions and programs have risen up to the challenges for which it was designed, and that is “decentralization for development”. So therefore, as the Public Choice seeks to find out if indeed corruption exists in the district assemblies with impunity, the Bottom-Up Approach would find out the extent to which this has affected the totality of the office with respect to the Master-Servant effect, so that RCM would rationalize it in order to eliminate the canker.

3.5 Conclusion

In conclusion, to effectively answer the research questions in order to achieve the setout aims and objectives of this study, the researcher employed a three – fold theoretical model; made up of the Bottom – Up – Approach, (otherwise known as Backward/Forward Mapping), the RCM, and the Public Choice Theory. The theme work of this approaches were effective at helping to achieve the set target of this work. Whiles the Bottom – Up – Approach sought to relate how government policies and programs flow from bottom upwards, as it exists in master – servant engagements, the RCM sought to explain how this engagement could be rationally exploited to achieve cost effectiveness in decentralized administrations. The Public

Choice also sought to identify if in all these discourses, official policy makers and implementers would not corrupt the state under the umbrella of governments.



CHAPTER FOUR

METHODOLOGY OF THE STUDY

4.0 Introduction

This chapter in particular involves the methodology used in data collection intended for carrying out, and to achieve the purpose of this study. It refers to the scientific tool or procedure employed for the purpose of investigating sociological phenomena in the social sciences. As part of the methodology used in this research, I used survey research methods made up of face – to – face or personal interview, scheduled structured interview and non - structured interview techniques. Scheduled questioners were also administered as well as relevant documents to this study used. The main issues discussed in this chapter ranged from the research design to sampling and also from data collection instrument to data analysis. A sample population of 180 was collected as the primary data source from the AEED for this study. Various research techniques and tools such SPSS and content analysis were used during the data collection processes.

The interview methodology employed included face to face, as well as online interview techniques. The study specifically sought to find out whether the decentralized policy performance of the AEEDA has improved since 2007. This paved way for purposive sampling. With this in mind, two different set of interview questions were prepared and streamlined as interview guides for the various factions since specific matters of policy making could not be answered by a respondent who was not a staff of the assembly, for which reason he or she would not be able to score the technicalities of questioning in such capacities. This was because certain questions and answers pertaining to the district assembly committees' work and procedures would best be honored by the assembly members only, whereas operational policy making and implementation would best be known and answered by the technocrats within the D/A. In addition, policy directives of the government were also

scrutinized by the DCE before handed out to the expertise for implementation. Thus, it was important that interview questions were set out and administered differently from individuals and group of people according to their knowledge and expertise.

4.1 Research Design

In this research, a field study was employed characterizing case study of hoe decentralization has impacted on the AEED for the purpose of attaining growth and development. The AEED was selected for this study because the time and resources available for this research was much limited in scope to support generalized study defined in this work. Secondly, I selected the AEED due to its proximity and accessibility to me as a researcher and would enable the researcher convey an in – depth study and to conduct vivid and distinct analysis of the problem of the study and investigate thoroughly. This would be made easier since the researcher was born and bred in the district and apart from that understands the chemistry and major features in the district as well. Thirdly, it would also enhance the researcher’s clarity in understanding the behavior and responses of the individuals and groups on the developmental issues affecting the area under study, which in effect would enable him make relevant arguments, analysis and determine the most suitable decisions with reference to the study. However, this case study would be limited since it might not be accurately generalized and used to represent the true nature and state of growth and development issues affecting all district in Ghana as far as decentralization is concerned, especially, over the last decade (2007 – 2016).

4.2 Data Collection

The study therefore relied heavily on both **primary** and **secondary** sources of data collection to facilitate its findings. The secondary sources of data consulted and employed included textbooks, journals, periodicals, newspapers, written thesis, monographs, national diaries and past published district assembly elections. These sources were obtained from the Balme Library and the Political Science Department, all of the University of Ghana, Legon, the office of the Electoral Commission of Ghana, AEED branch, and the Ghana Institute of Management and Public Administration (GIMPA) at Greenhill. The primary data on the other hand included national statistic, official reports, statutes, laws, policy statements and speeches of eminent diplomats. In effect, about 80% of the heads of decentralized departments and agencies were purposively selected and interviewed together with top ranked officials of the assembly set up – both past and present. They included two DCEs – the former and pioneer DCE/DS, (who administered from 1986 – 1992), and the present one (who served from 2008 – 2016). Others included the Member of Parliament (MP) for the constituency who doubled as the Deputy Finance Minister (2013 – 2016), the District Coordinating Director (DCD), 2 Presiding Members (PM), the former and the present, and the District Budget Officer (BDO). The rest were the Human Resource Management Officer (HRMO) of the DA and the Public Relation Officer (PRO) of the District Educational Directorate (DED) even though detached from the assembly's direct supervision were interviewed as part of the 51 respondents selected. The vital discussion with these top profile officials of the district helped to ascertain the developmental status of the district over the last decades.

Interviews and questionnaires used out of the 51 respondents, made up of both mass and elite were purposively sampled out for interview. Out of this, 10 were top ranked officials of the AEEDA, 10 were both sitting and past assembly members out of which 2 were past and

present Presiding Members. The remaining 31 were opinion leaders purposively sampled from 31 different communities within the 47 electoral areas of the district excluding Ajumako, the district capital. There were made up of traditional rulers, Reverend Ministers, Lawyers, Businessmen, Educationists, Health workers, Security officers and Teachers. In order to ensure gender balance, 15 out of the 51 respondents were women. With respect to questioner administration, 180 sample frame were selected for administration. There were 120 elite respondents; 30 were elected assembly members, 19 were Government appointees to the assembly, whilst 42 were permanent staff of the district assembly. There were also 10 Senior High School (SHS) Teachers, 1 legal practitioner, 10 officers of the District Educational Directorate and 19 civil servants, selected from other departments and state institutions within the district. In this elite interview, frantic efforts were made to cover about 80% of respondents who in one way or the other understand the basic principles and concepts of the decentralization programs to give an account of their experiences within the district assembly setting. This is evident from the way a lot of workers within the assembly were captured to respond. On the other hand, the 60 mass respondents were made up of 15 farmers, 10 artisans and 5 street hawkers. There were also 5 drivers, 10 businessmen and 15 opinion leaders.

In addition, information discussions with government officials in the Ministry of Local Government and Rural Development (MLGRD) and Ministry of Finance and Economic Planning (MoFEP), National Development Planning Commission (NDPC), the National Commission for Democracy (NCD), the National Commission for Civic Education (NCCE) and the Center for Democratic Development (CDD).

4.3 Sampling and Sampling Techniques

For the purpose of achieving effectiveness, two important and suitable sampling methods were employed to solicit for information for this study. These techniques employed were meant to select the respondents accurately to give out the much needed information for this write – up. They were the simple random technique and the purposive sampling technique. Regarding the simple random, I employed the stratified random sample to group the universal population into 47 groups, representing the 47 electoral areas of the district. At least, a respondent each was then selected by simple random technique from each electoral area to interview. This was done to ensure fair representation of all the electoral areas since they are those areas that are incorporated in developmental issues by the fact that they are the beneficiaries, in the development efforts as well as the need to participate in, and feel the impact of it. For the non – random sampling or purposive sampling technique, officials of the DA such as the DCE, MP DDCD, DPO, HRM, DFO, the former and current PMs etc, were selected for the study. These officials had the requisite information about the issues that underpin this study and make it relevant. Other officials of the DA were conveniently chosen because of their easy accessibility since some of them were not readily available because of their unlimited movements in and out of the district making it quite tedious to get them filled and complete the questioners for this study.

4.4 Conclusion

This chapter sought to unearth the various methods procedures and processes through which necessary information were ascertained to fulfill the task of collecting data for this study. The main aim of this study was to show the relationship or correlation between decentralization and development. In effect, it is quiet significant to note that if indeed development is human centered, then decentralization could be measured on the bases of such variables as a

variability of adequate resources, popular participation, transparency, accountability, quality of personnel, financial variability, improved project effectiveness and their resultant generation of employment avenue to significantly affect and actualize the lifestyle of the rural people in order to arrest the undisputable canker of rural – urban migration. The tools were effective and sampling out which respondents were important in answering certain technical questions relating to the work of the D/A. The techniques and their usage became much efficient at assisting the researcher acquire vital information from all areas that would help the researcher fish out the indicators needed to prove if indeed decentralization has led to the required growth and development which the study sought to investigate.



CHAPTER FIVE

DATA PRESENTATION AND ANALYSIS

5.0 Introduction

This chapter presents the analysis and discussions of the data collected for this study. The researcher employed indispensable data collection tools such as administration of questionnaire and structured interviews; made up of both mass and elite responses. The data collected were analyzed by means of tables and statistical figures, using the SPSS. The data analysis was done both qualitatively and quantitatively with much emphasis on quantitative research procedure.

5.1 Demographics of the respondents

Table 5.1 Ages of the Respondents

What is your age					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	18-30 years	48	26.7	26.7	26.7
	31-40 years	92	51.1	51.1	77.8
	41-50 years	27	15.0	15.0	92.8
	51-60 years	5	2.8	2.8	95.6
	61-70 years	6	3.3	3.3	98.9
	70 and above	1	.6	.6	99.4
	NR	1	.6	.6	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

The focus of this table is on the respondents' age group. The researcher selectively adopted a minimum of 18 years in order to obtain sound information on the issues. The breakdown of the age distribution of the 180 respondents who were engaged on the field includes 48 people falling within the age group of 18-30 years, 92 of them between 31-40 years, another 27 falling in between 41-50 years. Moreover, 5 of them fall within the age group of 51-60 years, 6 within 61-70 years, and with just 1 ranked above 70 years. However, one of the interviewees failed to give his age out for some reasons known to him only. This means that the study engaged the attention of those within 31-40 years (92) more than the other age group. The next respondents the researcher contacted most were those between 18-30 years (48). The views and opinions of those above 70 years were, however, least on the researcher's agenda.

Table 5.2 Gender of the Respondents

<i>Gender</i>					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Male	121	67.2	67.2	67.2
	Female	59	32.8	32.8	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

In this table, the researcher categorized the gender (sex) of the respondents he contacted on the field. Of the 180 interviewees whose views and opinions the researcher solicited, 67.2% of them are males and 32.8% of them are females. What this means is that, the researcher sought to solicit the views of more males (67.2%) than that of females (32.8%). The fact that

there was no missing values or NR means that the researcher did a good job on the field, since he did not need to ask for the “gender” from the respondents. Indeed, he discovered the “gender” of the respondents upon seeing the person.

Table 5.3 Marital Status of the Respondents

<i>Marital Status</i>					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Single	64	35.6	35.6	35.6
	Married	101	56.1	56.1	91.7
	Separated	2	1.1	1.1	92.8
	Divorced	4	2.2	2.2	95.0
	Widowed	4	2.2	2.2	97.2
	NR	5	2.8	2.8	100.0
	Total	180	100.0	100.0	

Source: *Fieldwork, 2016*

This table concerns itself with the marital status of the respondents. Out of the 180 interviewees, 64 of them indicated that they are still “single”, representing 35.6%, 101 indicated “married”, representing 56.1%, with 10 (5.5%) marriages landing on rocks for various reasons including “separated” (2 or 1.1%), “divorced” (4 or 2.2%) and “widowed” (4 or 2.2%). Nevertheless, 5 respondents refused to indicate their marital status, and that represents 2.8%. In sum, the study utilized the views of more “married” (101 or 56.1%) and “single” (64 or 35.6%) people than those whose marriages landed on rocks (10 or 5.5%) for

various reasons. The views of the “married” (101 or 56.1%), however, overwhelmed that of the other interviewees.

Table 5.4 Religious status of the Respondents

<i>Religious status</i>					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Christian	158	87.8	87.8	87.8
	Islam	20	11.1	11.1	98.9
	Traditionalist	2	1.1	1.1	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

Here, the researcher investigated the **religion** of each and every person he contacted during the researcher exercise. Again, out of the 180 respondents, 158 indicated “Christians”, representing 87.8%, 20 indicated “Muslim”, representing 11.1%, with just 2 indicating “Traditionalist” and that represents 1.1%. The study engaged more “Christians” (87.8%) than “Muslims” (11.1) and “Traditionalist” (1.1). In fact, the number of “Christians” (158) is **7 times** the number (22) of both the “Muslim” (20) and “Traditionalist” (2). Thus, we can infer from this analysis that, the study area is largely dominated by “Christians”, followed by “Muslims” and last, but not the least, “Traditionalists”. The table further shows that, the African Traditional Religion is rapidly losing its memberships to both Christianity and Islam.

Table 5.5 Occupation of the Respondents

<i>Occupation</i>					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Unemployed	21	11.7	11.7	11.7
	Civil Servant	103	57.2	57.2	68.9
	Student	26	14.4	14.4	83.3
	Other	26	14.4	14.4	97.8
	NR	4	2.2	2.2	100.0
	Total	180	100.0	100.0	

Source: *Fieldwork, 2016*

The issue under investigation in this table is tactically about the **occupation** of the various respondents. The occupation of the 180 respondents consists of 21 “unemployed”, 103 “civil servants”, 26 “students” plus 26 “Other” and 4 “NR”. It is abundantly clear that, the researcher integrated the opinions of “Civil servants” (103) more than the other workers whom he contacted on the field. Unknown to the researcher, the number of respondents he engaged during the exercise is the same for both “students” (26) and “Other” (26). The table amply demonstrates that; *civil servants* dominate the other workers in the study area.

Table 5.6 Nationality of the Respondents

<i>Nationality</i>					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Ghanaian	177	98.3	98.3	98.3
	Nigerian	1	.6	.6	98.9
	NR	2	1.1	1.1	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

This table illustrates the **nationality** of the different respondents who were sampled under this research or study. The story is much telling. Of the 180 interviewees, 177 are “Ghanaians”, representing 98.3% and with just 1 of them being a Nigerian, representing 0.6%. But then, the researcher lost the support of some two (2) respondents, and that represents 1.1%. The impression here is that, the investigator solicited the views of “Ghanaians” (98.3%) more than foreigners in the study area. The objective of this work was to seek the views of Ghanaian citizens who reside in Ghana particularly in the AEED and know the chemistry and characteristics of the district who are much concerned about the developmental issues which affect them directly. This means that, the Nigerian as a foreigner, who only came in for special duties in the assembly has less concerned about developmental issues in the district since he is not a permanent resident. The other two respondents did not indicate anything by way of responding to the questions.

Table 5.7 Decentralization and Policy Making

<i>AEED</i>					
Name of District		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Ajumako Enyan Essiam	173	96.1	96.1	96.1
	Mfanteman	5	2.8	2.8	98.9
	Other	1	.6	.6	99.4
	NR	1	.6	.6	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

Here, the researcher requested his respondents to identify the **district** they belong, either AjumakoEnyanEssiam or Mfanteman. The table shows that, 173 of the respondents come from the AjumakoEnyanEssiam district while 5 claim to belong to the Mfanteman district. One person claims to belong to “Other” district and another 1 NR. Thus, a larger proportion (173) of the respondents is coming from the AjumakoEnyanEssiam district.

Table 5.8 Information of the employees of the District (a)

Are you a worker at the District/Municipal/Metropolitan Assembly?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	59	32.8	32.8	32.8
	No	119	66.1	66.1	98.9
	NA	2	1.1	1.1	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

In response to the question, “*Are you a worker at the District/Municipal/Metropolitan Assembly?*”, 59 of the respondents indicated YES, representing 32.8% and 119 indicated NO, and that represents 66.1%. The table shows that, only 2 of the respondents refused to respond to this question, and that also represents 1.1%. A critical observation of the table shows that, a greater percentage (66.1%) of the interviewees is working outside the *District/Municipal/Metropolitan Assembly*.

Table 5.9 Information of the employees of the District (b)

		If YES, in what capacity?			
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Presiding member	1	.6	.6	.6
	District Coordinating director	3	1.7	1.7	2.2
	District budget officer	5	2.8	2.8	5.0
	Other	52	28.9	28.9	33.9
	NA	119	66.1	66.1	100.0
	Total	180	100.0	100.0	

Source: *Fieldwork, 2016*

The question on this table is a follow up question to the previous question on the previous table. It requires its respondents to indicate the capacity in which they are currently serving if and only if they opted for YES to the previous question, “*Are you a worker at the District/Municipal/Metropolitan Assembly?*”. Out of the 180 respondents or out of the 59

respondents who answered YES, 1 indicated “Presiding member”, 3 indicated “District Coordinating director”, 5 “District budget officer” and 52 being “Other”. But it should be noted that, we are unable to account for the true position of some 2 respondents since the 61 respondents under this section exceeds the 59 who responded YES under the previous question.

Table 5.10 Evaluation of the work of the D/A workers (a)

Do the citizens in your District appreciate the work of the D/A in your area?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	83	46.1	46.1	46.1
	No	67	37.2	37.2	83.3
	Don't know	29	16.1	16.1	99.4
	NA	1	.6	.6	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

In response to the question “*Do the citizens in your District appreciate the work of the D/A in your area?*” 46.1% of the 180 respondents said YES while 37.2% said NO. Still, 16.1% said DON’T KNOW and 0.6% NA. Under this table, we are being reminded that people generally appreciate the services of the District Assembly since the majority (46.1%) of the interviewees said YES. However, the percentage of the NO and DON’T KNOW (53.3%) acts to undermine the 46.1% YES. In other words, the issue centers around the percentage of the

DON'T KNOW (16.1%) as it triggers doubts. Why would such a huge percentage provide such an answer on issues that border around their livelihood? Could it be that they were generally frustrated over the activities of the District Assembly or they are unable to tell how their colleague citizens feel about government services in the area? Indeed, if the position of the DON'T KNOW had streamed into the crux of the matter i.e. *YES* or *NO*, the gap between the two (YES or NO) may have been cracked wide open to give a correct assessment of the issues on board. But as it stands, the people seems to be happy with the activities of the D/A.

Table 5.11 Evaluation of the work of the D/A workers (b)

How have the D/A responded to the problems of the citizens at the grassroots?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Best	7	3.9	3.9	3.9
	Better	18	10.0	10.0	13.9
	Good	74	41.1	41.1	55.0
	Bad	81	45.0	45.0	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

Respondents were asked to rate the effectiveness of the D/A at the grassroots in this table. Indeed, the views of the 180 respondents showed that, 7 rated the D/A performance as “Best”, representing 3.9%, 18 rated the D/A performance as “Better”, representing 10.0%. Still, 74 rated the DA performance as “Good”, representing 41.1% and 81 rated the D/A performance as “Bad”, and this represents 45%. In fact, if the options (Best, Better, Good, and Bad) are treated separately, then, a normal interpretation of this table means that the D/A

is *under* performing, since the majority (45.0%) of the respondents rated the D/A performance as “Bad”. However, when these options automatically realign, the “Best”, “Better”, and “Good” will definitely fall under the same category leaving “Bad” as an outlier. In that case, the percentage of the newly formed ‘coalition’ (55%) will completely overwhelm that of the influence of “Bad” (45%). The difference between the two ratings (10%) is huge enough to overturn our earlier assessment of the D/A performance from “Bad” to “Better”, at least.

Table 5.12 Identifying the Respondents (a)

Are you a native of AjumakoEnsyam Essiam District (AEED)?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	122	67.8	67.8	67.8
	No	48	26.7	26.7	94.4
	Don't know	9	5.0	5.0	99.4
	NR	1	.6	.6	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

This table sought to find out whether respondents are natives of the area in which the study was undertaken. The breakdown includes 122 respondents indicating YES, 48 indicating NO, 9 indicating DON'T KNOW and 1 NR. In simple terms, the table showed that the majority (122) of the people whose views and opinions were solicited are natives of the area in which the researcher undertook his study.

Table 5.13 Identifying the Respondents (b)

If YES, how has the AEEDA's presence felt in your locality?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Excellent	4	2.2	2.2	2.2
	Very good	13	7.2	7.2	9.4
	Good	49	27.2	27.2	36.7
	Fairly good	74	41.1	41.1	77.8
	NA	3	1.7	1.7	79.4
	NR	37	20.6	20.6	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

The question here is a follow up question to the question we analyzed in the previous table. But we will not expect those who answered YES (122) to the previous question to be the only respondents to influence this question. No matter what, others will break loose from NO in the previous question to either of the options in this table. In seeking to investigate the extent to which the AEEDA’s present is being felt within the vicinity, 4 signposted “Excellent”, 13 signposted “Very good”, 49 signposted “Good”, 74 signposted “Fairly good”, 3 NR and 37 NR. The majority (74) of the people think that the AEEDA in touch with the vicinity. The proportion of “Excellent” (4), “Very good” (13), “Good” (49), and “Fairly good” (74) constitutes to appraise the AEEDA much better—i.e. 140 or 77.7%.

Table 5.14 Respondents participation in the activities of the D/A (a)

Have you taken part in any activity of your district before?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	111	61.7	61.7	61.7
	No	59	32.8	32.8	94.4
	Don't know	3	1.7	1.7	96.1
	NR	7	3.9	3.9	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

The concern under this table is about the citizens' involvement in District/Local political activities. It is interesting to note that, 61.7 % of the respondents signposted YES, 32.8% indicated NO, 1.3% indicated DON'T KNOW, and 3.9% NR. The impression here is that, a larger percentage (61.7) of the natives and non-natives actively involve themselves in District/Local political activities. But then, a sizable percentage (32.8%) of the citizens still demonstrates lackadaisical attitudes towards District/Local political activities.

Table 5.15 Respondents participation in the activities of the D/A (b)

If YES, in what capacity?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	D/A elections	69	38.3	38.3	38.3
	Revenue mobilization	21	11.7	11.7	50.0
	Bye laws	21	11.7	11.7	61.7
	Other	14	7.8	7.8	69.4
	NA	55	30.6	30.6	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

Again, as a follow up question, interviewees were made to answer the question, “If YES, in what capacity?” Out of the total respondents, those who indicated to have been involved in “D/A elections” are 69, representing 38.3%, 21 indicated “Revenue mobilization”, representing 11.7%, 21 got involved in drafting or enforcing “Bye laws” for/in the area, representing 11.7%. There were 7.8% “Other” and 30.6% NR. The table showed that, a greater percentage (38.3%) of the people serve in promoting “D/A elections” in various ways including political campaigns, promoting peace before, during, and after Local elections, taking positions to vote or be voted for, supervising local elections, inter alia. In fact, the percentage (30.6%) for the NR is quite huge since it could have served to alter the analysis.

Table 5.16 Views on the Respondents on relationship between the D/A and the Central Government

What is the relationship between your district assembly and the central government?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Cordial	64	35.6	35.6	35.6
	Coordinating	99	55.0	55.0	90.6
	Very bad	3	1.7	1.7	92.2
	Other	7	3.9	3.9	96.1
	Don't Know	6	3.3	3.3	99.4
	NA	1	.6	.6	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

Central and District/Local Government relationship was the main focus of the researcher under this table. Out of the 180 interviewees who were asked to rate the relationship between the district assembly and the central government, 64 (35.6%) asserted that the relationship between the two is “Cordial”. Furthermore, 99 (55.0%) asserted “Coordinating”, 3 (1.7%) asserted “Very bad”, 7 (3.9%) indicated DON'T KNOW and 1 (0.6%) NR. In sum, the Central and Local Government can be said to be matching well since the majority (55.0%) of the people asserted or indicated “Coordinating”. The relationship will be described as *excellent* once we fuse the percentage of “Cordial” (35.6%) and “Coordinating” (55.0%) together—i.e. 90.6%.

Table 5.17 Views on mandate of the D/A

Do you think the district assembly is timely representing the central government in the implementation of government policies and programs?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	115	63.9	63.9	63.9
	No	30	16.7	16.7	80.6
	Don't know	27	15.0	15.0	95.6
	NR	8	4.4	4.4	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

In response to the question, “*Do you think the district assembly is timely representing the central government in the implementation of government policies and programs?*”, 115 of the respondents indicated YES. Moreover, 30 designated NO, 27 designated DON’T KNOW, and 8 designated NR. This means that, the district assembly is very effective in responding to the needs of the people on time since a greater proportion (115) of the interviewees designated YES. Even though the proportion of the NO (30) is quiet sizable, it will still not be able to counter the YES (115) which makes our assessment of the district assembly under this question right. Indeed, even if the influence of the DON’T KNOW (27) is induced in favor of NO (30), in fact, the interpretation will still stand since the two together (57) does not equalize half of that of the YES (115).

Table 5.18 Views on the challenges of the D/A

Has the D/A identified some challenges within the activities of its sub-committees?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	109	60.6	60.6	60.6
	No	11	6.1	6.1	66.7
	Don't know	60	33.3	33.3	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

Responding to whether the D/A has identified some internal problems within its sub-committees or not, 60.6% of the interviewees said YES, 6.1 % said NO, and DON'T KNOW, 33.3%. There exists enough reason to conclude that, indeed, D/A sub-committees have serious internal challenges within them. This assertion flows from the fact that, an overwhelming majority (60.6%) of the responded selected YES. Among such problems identified were lack of logistics, low intellectual capability of some committee members, and discrimination along party lines, preferential treatment among committee members and bribery and corruption during the various committee works.

Table 5.19 District Assembly challenges mitigated

How has the D/A mitigated these challenges					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Best	3	1.7	1.7	1.7
	Better	16	8.9	8.9	10.6
	Good	78	43.3	43.3	53.9
	Bad	59	32.8	32.8	86.7
	Don't know	1	.6	.6	87.2
	NR	23	12.8	12.8	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

In this table the researcher sought to understand the extent to which the problems identified in the previous table have been resolved. Out of our total figure, 3 of them selected “Best”, representing 1.7%, 16 selected “Better”, representing 8.9%, 78 selected “Good” representing 43.3%. In addition, 59 selected “Bad”, representing 32.8%, 1 DON’T KNOW, representing 0.6%, 23 NR and that also represents 12.8%. We, therefore, conclude that, the problems within the District sub-committees have been resolved amicably as a greater percentage (43.3%) of the interviewees selected “Good”. This also underscores the D/A’s ability to quickly identify and erase internal clashes that may prevent or thwart efforts. Various measures instituted to combat these problems are the use of certain Local Government acts such as the Public Procurement Act 914, amended in 2016, the Financial Administrative Act 654, Public Financial Management Act 921, also amended in 2016 etc.

Table 5.20 District Assembly supervision on Government Policies.

Which government policy do you think your district has rightly supervised?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Education	75	41.7	41.7	41.7
	NHIS	62	34.4	34.4	76.1
	NYES	20	11.1	11.1	87.2
	Other	22	12.2	12.2	99.4
	NR	1	.6	.6	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

Effort was made to examine a policy or program that the district has successfully executed under this table. In response, 75 of the interviewees indicated “Education”, 62 indicated “NHIS”, 20 indicated “NYES”, 22 indicated “Other”, and 1 NR. It is abundantly clear from this table that, the district has done so well in the area of “Education”. This is because the number of people (75) who indicated “Education” overwhelms that of the other options. In fact, the next area the district seems to be doing well is “NHIS” as it constitutes 62 or 34.4% of the respondents. Besides, there are “Other” areas that have engaged the attention of the district as well.

Table 5.21 District Assembly financial misappropriation within Committee Works.

Have you ever noticed any financial misappropriation within the committee works at the D/A?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	62	34.4	34.4	34.4
	No	49	27.2	27.2	61.6
	Don't know	64	35.6	35.6	97.2
	NR	5	2.8	2.8	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

On the issue of whether some misappropriation of funds has been detected at the committee levels or not, 34.4% said YES, 27.2% said NO. Moreover, 35,6% indicated DON'T KNOW while 2.8 signposted NR. The issue is somewhat delicate under this table, honestly. Under normal condition, the interpretation of this table means that, the majority of the people (64) are saying that they *don't know*, period. In fact, since DON'T KNOW is itself an answer we are interested in, then, we may be tempted to rest the case here. But some answer can emerge as we stretch the analysis beyond DON'T KNOW to include the crux of the matter—**YES** or **NO**. In doing this, we will be directed to shift our focus to the cumulative percentage total of 61.6% or 111 of the *YES* and *NO*. Thus, out of the 111 interviewees who indicated YES or NO, 62 indicated YES, representing 34.4%, 49 indicated NO, representing 27.2%. Now, it is clear that the majority (34.4%) of the people think that the D/A sub-committee sometimes misappropriate district funds that are meant for local development.

Table5.22 District Assembly’s partisanship in policy implementation

Has the D/A been partisan in its policy implementation?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	99	55.0	55.0	55.0
	No	43	23.9	23.9	78.9
	Don't know	38	21.1	21.1	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

Asked whether the D/A has been partisan in implementing policies, 99 indicated YES, representing 55.0%, 43 of them signposted NO, representing 23.9%, and 38 indicated DON'T KNOW, representing 21.1%. The table simply shows that, D/A implementation of policies is completely marred with partisan politics. This is because, an overwhelming percentage (55.0%) of the people indicated YES. The danger here is that, most policies will be left midway with change of government. Not only does this behavior contribute towards financial lost to the state, but it is likely to lead to the implementation of shoddy policies in order to aid the central government’s reelection into office.

Table 5.23 MP represent the party in power

Does your MP represent the party in power?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	71	39.4	39.4	39.4
	No	100	55.6	55.6	95.0
	Don't know	7	3.9	3.9	98.9
	NR	2	1.1	1.1	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

Asked whether the interviewee's MP's president won the election, 71 said YES, 100 selected NO, 7 indicated DON'T KNOW, and 2 NR. What this means is that, a greater proportion (100) of the people did not have their MP to win on the ticket of the current government led by the New Patriotic Party, NPP. The problem with those who indicated YES is that, the field exercise actually commenced during the previous administration (NDC) and ended after the alternation of power in favor of the current government (NPP). The above analysis shows that, the area under study was previously dominated by the NDC; both at the Presidential and Parliamentary levels, but for the just ended elections it was a "skirt and blouse" syndrome.

Table 5.24 Contribution of MP to the development of the work at the Assembly

What has been the contribution of your MP to the development of the work at the Assembly?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Best	40	22.2	22.2	22.2
	Better	65	36.1	36.1	58.3
	Good	70	38.9	38.9	97.2
	Poor	5	2.8	2.8	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

The focus under this table is on the MP's effectiveness in speeding up the developmental agenda of the District Assembly. In fact, 40 respondents said "Best", with a percentage of 22.2, 65 indicated "Better", with a percentage of 36.1, 70 signposted "Good", with a percentage of 38.9, and 5 said "Poor", with a percentage of 2.8. In sum, the MP is doing well in supporting the activities of the District Assembly as 38.9% rated him "Good". His performance rating will augment as we even form a coalition consisting of BEST, BETTER, and GOOD leaving POOR as an outsider to the coalition. The proportion of the coalition will show 170 or 97.2% evidence of "Better" instead of "Good".

Table 5.25 District Assembly committee and Policy

Are you an assembly member yourself?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	30	16.7	16.7	16.7
	No	147	81.7	81.7	98.3
	Don't know	3	1.7	1.7	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

In the above table, the interviewee was made to respond to the question, “*Are you an assembly member yourself?*” In response, 16.7% of the respondents said YES, 81.7% of the respondents said NO, and 1.7% of the respondents indicated DON’T KNOW. The implication here is that, the majority (81.7%) of the respondents are not working with the District Assembly. In others words, 16.7% of the people whose views were solicited for the purpose of this study are actual assembly members.

Table 5.26 Electoral Area received the expected benefits from the District Assembly

Has your electoral area received the expected benefits from the D/A?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	15	8.3	8.3	8.3
	No	153	85.0	85.0	93.3
	Don't know	7	3.9	3.9	97.2
	NR	5	2.8	2.8	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

In this table, the researcher zooms in to the Electoral Areas which are subsets of the District. In response to the question, “*Has your electoral area received the expected benefits from the D/A?*” 15 of the respondents said YES, with a percentage of 8.3, 153 said NO, with a percentage of 85.0, 7 indicated DON’T KNOW, with a percentage of 3.9, and 5 NR, with a percentage of 2.8. In a nutshell, a greater percentage (85.0%) is saying that, their electoral

areas have not received any substantial benefit from the D/A. However, the researcher recognizes that, since the electoral areas are subsets of the whole district, which is also a constituency on its own, the views of about 4 or perhaps 11 from a particular electoral area might not necessarily represent the entire electoral area.

Table 5.27 Assembly Committee

Do you belong to an assembly committee?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	32	17.8	17.8	17.8
	No	148	82.2	82.2	100.0
	Total	180	100.0	100.0	

Source: *Fieldwork, 2016*

Here, the researcher wanted to know if his respondents belong to some assembly committees, such as education, workers etc. Out of the 108, 32 said YES, representing 17.8%, and 148 said NO, represents 82.2%. There is no NR under this question. But the table shows that, 32 or 17.8% of the interviewees are serving in various district assembly committees. In response to the first question we analyzed under this subsection, “*Are you an assembly member yourself?*” The results indicated that, only 30 or 16.7% of the interviewees are working as district assembly members. Under this table however, those working under the various committees overwhelm the number working as assembly members. This suggests that the D/A has been making use of expert knowledge from outside, possibly, from religious leaders such as chiefs, Imams, elders, and pastors.

Table 5.28 Belong to a Committee

If YES, which committee do you belong to?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Works committee	9	5.0	5.0	5.0
	Social Services Committee (e.g. Education)	10	5.6	5.6	10.6
	Finance and administration	9	5.0	5.0	15.6
	Other	8	4.4	4.4	20.0
	NA	142	78.9	78.9	98.9
	NR	2	1.1	1.1	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

This gives the breakdown to the previous question; *Do you belong to an assembly committee?* We hope to have the 32 respondents who answered the previous question responding to this question, *“If YES, which committee do you belong to?”*, accordingly. Out of the total of 180 or our expected 32 interviewees, 9 indicated “Works committee”, with a percentage of 5.0, 10 indicated “Social Services Committee (e.g. Education)”, representing 5.6%, 9 signposted “Finance and administration”, with a percentage of 5.0, 8 indicated “Other” representing 4.4%. Of course the chunk we were not expecting to influence this question constituted 142, with a percentage of 78.9; and 2 NR, with a percentage of 1.1. We have extra 4 who did not prove faithful to us in the previous question responding to this

question, as it is expected that the proportion of 9 “Works committee”, 10 “Social Services Committee (e.g. Education)”, 9 “Social service committee”, and the 8 “Other” committees will equalize the 32. That notwithstanding, the table shows that, a greater proportion (10) of the people are working in the “Social Services Committee (e.g. Education)”, followed by both the “Works” and “Finance and administration” committees (9 each). If we are to judge the performance of these committees based on their *total* membership, then this table confirms the fact that the “Social Services Committee (e.g. Education)” is doing well than the other committees. This is because, in one of the questions we analyzed previously, “*Which government policy do you think your district has rightly supervised?*” We saw that “Education” is thriving more than the other sectors, since it took the larger proportion (74 or 41.7%) among the various options under that question.

Table 5.29 Decisions of the District Assembly Committees

How can you measure in percentage how your district carries out decisions of the D/A committees, most often to the benefit of the people at the grassroots?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	80-100%	3	1.7	1.7	1.7
	60-70%	35	19.4	19.4	21.1
	50%	61	33.9	33.9	55.0
	40% and below	81	45.0	45.0	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

When respondents were asked to rate the D/A' readiness to executive committees reports and recommendations in percentage terms, 3 of the interviewees preferred to rate the D/A between 80-100%, 35 appraised the D/A between 60-70%, 61 rated the D/A 50%, and 81% awarded the D/A 40% and below. Once again, the table, normally, shows that, the D/A has almost always refused to execute the *intentions* of the various committees working under it since, the majority (81) of the respondents rated the D/A abysmally low (40% and below). However, a coalition of 80-100% (3), 60-70% (35), and 50% (61) will overturn the judgment in favor of the DA since the new coalition will now consist of 99 respondents as against 81. This is possible because, approval rating of 50% and above is deemed normal.

Table 5.30 Educational level of the Assembly Members the District

How would you rate the educational level of the assembly members in your district?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Very high	5	2.8	2.8	2.8
	High	31	17.2	17.2	20.0
	Average	125	69.4	69.4	89.4
	Below Average	14	7.8	7.8	97.2
	NR	5	2.8	2.8	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

Here, the researcher requested the interviewees to rate the education level of their own assembly men and women. Out of our total sample, 5 interviewees rated the workers “Very good”, with a percentage of 2.8, 31 rated the workers “High”, representing 17.2%, 125 rated the workers “Average”, with a percentage of 69.4, 14 rated the workers “Below Average” representing 7.8%, and 5 NR, with a percentage of 2.8. Undoubtedly, the education level of the D/A workers can be described as average as a chunk (125 or 69.4%) of the interviewees rated them “Average”.

Table 5.31 Educational Background of some Assembly Members

Do you think the educational background of some assembly members qualify them to perform better in the communities they serve?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	67	37.2	37.2	37.2
	No	85	47.2	47.2	84.4
	Don't know	23	12.8	12.8	97.2
	NR	5	2.8	2.8	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

This table examines whether committee members have the requisite academic capabilities to deliver. In response, 37.2% of the respondents reasoned that committee members have what it takes to be there. Nevertheless, 47.2% indicated that committee members lack the

requisite acumen to deliver to the benefit of the community. Lastly, 12.8% indicated “Other” while 2.8% selected NR. The assessment shows that, Committee members generally lack what it takes to deliver on the various committees. This assessment flows from the fact that, a lot (47.2%) of the respondents said NO. However, this rating is generally weak as it does not cross the 50% average rating.

Table 5.32 Reason that accounted for the choice of answer

If NO, what reason has accounted for the choice of your answer in previous table?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Partisan voting	62	34.4	34.4	34.4
	Unintelligent electorate	19	10.6	10.6	45.0
	Lack of knowledge in Assembly proceedings	13	7.2	7.2	52.2
	Illiteracy	9	5.0	5.0	57.2
	NA	3	1.7	1.7	58.9
	NR	74	41.1	41.1	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

We must analyze this table because it is a follow up question to the previous question, ***“Do you think the educational background of some assembly members qualify them to perform better in the communities they serve?”*** Since interviewees disputed the intelligence level of the committee members, they were asked to respond to ***“If NO, what reason has accounted***

for the choice of your answer in previous table?” Out of the total of the 180 sample *or the* 85 who responded NO, 62 said “Partisan voting”, with a percentage of 34.4, 19 indicated “Unintelligent electorate”, with a percentage of 10.6, 13 indicated “Lack of knowledge in Assembly proceedings” with a percentage of 7.2, 9 said “Illiteracy, with a percentage of 5.0. NA consisted of 3, with a percentage of 1.7 and 74 NR, with a percentage 41.1. In fact, about 18 (103 current answers-85 previous answer, excluding NA and NR) crossed carpet to influence the outcome of this question. The table shows that the factor responsible for low academic acumen among the committee members is directly linked to “Partisan voting”, since it constitutes the larger percentage (34.4%). The next factor responsible for this problem is “Unintelligent electorate”—consisting 10.6%.

Table 5.33 Chairmen of the District Assembly Committees appointed

Are chairmen of the D/A committees appointed on partisan basis?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	115	63.9	63.9	63.9
	No	28	15.6	15.6	79.4
	Don't know	37	20.6	20.6	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

When interviewees were asked if *committee-chairmen* are elected based on partisan politics, 115 selected YES, 28 selected NO, and 37 selected DON'T KNOW. Clearly, an

overwhelming proportion (115) of the respondents indicated that the elections are partisan based. This means that we have new *committee-chairmen* with every change of government.

Table 5.34 District Assembly Committees are independent in their work at the Assembly

Do you think the D/A committees are independent in their work at the assembly?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	36	20.0	20.0	20.0
	No	107	59.4	59.4	79.4
	Don't know	37	20.6	20.6	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

Under this table, the researcher asked his interviewees to respond to, “*Do you think the D/A committees are independent in their work at the assembly?*” The table shows that, 20.0% of the respondents said the committees are indeed independent, 59.4% of the interviewees said the committees are not independent, and 20.6% signposted DON’T KNOW. In a nutshell, a huge percentage (59.4%) of the interviewees is saying the committees lacked the *carte blanche* in their activities.

Table 5.35 District Assembly Committee level reflect the policies of the Central Government

Does the work at the D/A committee level reflect the policies of the central government?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	130	72.2	72.2	72.2
	No	16	8.9	8.9	81.1
	Don't know	34	18.9	18.9	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

This table sought to examine the links between the policies of the central government and those developed at the various D/A committee levels. The evidence shows 130 interviewees saying YES, with a percentage of 72.2, 16 indicating NO, with a percentage of 8.9, and 34 signposting DON'T KNOW, with a percentage of 18.9. In conclusion, a greater percentage (72.2%) of the interviewees believed that there is indeed a synergy between the policies of the central government and those developed at the various D/A committee levels. On one hand, it enhances **central** and **local** government relations. On the other hand, the programs of the central government may not suit the conditions at the local levels.

Table 5.36 Decentralization and Development

Do you think the DCEs should be selected through elections?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	144	80.0	80.0	80.0
	No	30	16.7	16.7	96.7
	Don't know	1	.6	.6	97.2
	NR	5	2.8	2.8	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

This is very crucial matter in Ghana, in fact. Former President Kufour promised to make the position of the DCE elective and later reneged. What is the point of view of Ghanaians on this matter? The question is, “*Do you think the DCEs should be selected through elections?*” Out of the 180 interviewees, 144 signposted YES, representing 80%, 30 indicated NO, with a percentage of 16.7, 1 selected DON’T KNOW, representing 0.6%, and 5 NR, with a percentage of 2.8. The table shows that, Ghanaians wish to vote and elect their own DCEs instead of DCEs being superimposed on them. This assertion flows from the fact that, a larger proportion (144) of the interviewees is SAYING YES.

Table 5.37 District Assembly member initiated and completed developmental project

Has your district assembly member initiated and completed any developmental project?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	74	41.1	41.1	41.1
	No	76	42.2	42.2	83.3
	Don't know	29	16.1	16.1	99.4
	NR	1	.6	.6	100.0
	Total	180	100.0	100.0	

Source: *Fieldwork, 2016*

This table required the respondents to examine whether the district assembly member has been able to complete any program. The story is much telling, indeed. Out of our total sample, 74 said YES, 76 said NO, 29 signposted DON'T KNOW, and 1 NR. The evidence shows that, a lot (76) of our respondents think that, the district assembly member has been unable to execute any developmental project within the vicinity. The gap is so close that (a difference of 2), the judgment could have worked either in favour of or against his/her performance appraisal, had the DON'T KNOW streamed into the crux of the matter—**YES** or **NO**. However, as it stands, the district assembly member has not been able to initiate and complete any developmental program in the area under study—a weak performance appraisal, though.

Table 5.38 D/A facing certain set-backs in its attempt to promote growth

Is your D/A facing certain set-backs in its attempt to promote growth and development in your area?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	139	77.2	77.2	77.2
	No	12	6.7	6.7	83.9
	Don't know	28	15.6	15.6	99.4
	NR	1	.6	.6	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

Do you think the D/A is facing certain challenges that impede its operations? The response shows that, 77.2% signposted YES, 6.7% said NO, 15.6% selected DON'T KNOW, and 0.6% NR. Clearly, there are many challenges that work against the operation of the D/A, since an overwhelming percentage of 77.2 indicated YES. These challenges include lack of resources, unqualified human resource personnel, mismanagement, bribery and corruption etc.

Table 5.39 District Assembly really stands for development in the locality

Do you think the D/A really stands for development in your locality?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	85	47.2	47.2	47.2
	No	80	44.4	44.4	91.7
	Don't know	12	6.7	6.7	98.3
	NR	3	1.7	1.7	100.0
	Total	180	100.0	100.0	

Source: *Fieldwork, 2016*

Asked to judge the developmental motive of the D/A within the vicinity, 85 respondents declared that the D/A truly stands for development. Nonetheless, 80 interviewees stated that the presence of the D/A within the vicinity is for something else and not development per se. We have 12 DON'T KNOW and 3 NR. The result is highly contesting as the difference between *YES* and *NO* remains inconsequential. The table shows that, a greater proportion (85) of the people are of the view that, the D/A's motive is solely for development. Such people read meaning into the policies, programs, and projects—schools, community recreational centers, health, inter alia—that may have been carried out by the D/A. The RATING is, however, a weak one, given the margin (5) between YES and NO. The 12 DON'T KNOW will not change anything, honestly.

Table 5.40 Reasons for the answer

Give reasons for your answer to the above question					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	They are effective	3	1.7	1.7	1.7
	Because of D/A Common Fund	23	12.8	12.8	14.4
	They undertake developmental projects	63	35.0	35.0	49.4
	I have seen less dev't	22	12.2	12.2	61.7
	They are not effective	17	9.4	9.4	71.1
	Projects are imposed on the citizens	3	1.7	1.7	72.8
	Inability to complete projects	20	11.1	11.1	83.9
	A strategy for the Central government to impose itself on the people	6	3.3	3.3	87.2
	Party politics	3	1.7	1.7	88.9
	NA	14	7.8	7.8	96.7
NR	6	3.3	3.3	100.0	
Total	180	100.0	100.0		

Source: Fieldwork, 2016

Respondents were asked under this table to give ample reasons for their answers to the previous question. The answers that came out are much telling. The '85' (*altered here*) interviewees who think that the D/A is indeed for development, cited "Because of the D/A Common Fund", "They are effective", and "They undertake developmental projects", to buttress their assessment. On the other hand, the '80' (*altered*) respondents, cited, "I have seen less development", "They are not effective", "Projects are imposed on the citizens"—*hmmm, not good*, "Inability to complete projects", "A strategy for the Central government to impose itself on the people", and "Party politics" to buttress their position as well. How then do the **figures** in the table confirm these opposing views, will it still go in favor of the D/A? **NOTE** that, in the previous table we discounted the influences of the 12 DON'T KNOW. We will do same to the NA and NR under this table, since their influences mean nothing to us—they expressed no thought. Now, back to the CRUX of the matter, 3 said "They are effective", 23 indicated "Because of the D/A Common Fund", 63 signposted "They undertake developmental projects". However, 22 said, "I have seen less development", 17 indicated "They are not effective", 3 said, "Projects are imposed on the citizens", 20 signposted "Inability to complete projects", 6 said "A strategy for the Central government to impose itself on the people", and 3 signposted "Party politics". Clearly, the evidence shows that, a greater proportion (63) of the interviewees think the D/A's motive in the vicinity is solely for development and nothing else. The judgment still went in favour of the D/A just like it did in the previous question. In fact, a coalition on both sides will weigh the influence of the opposing view completely down.

Table 5.41 District Assembly has accelerated development in the area

How would you measure the rate at which your D/A has accelerated development in your area.					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Very good	15	8.3	8.3	8.3
	Good	75	41.7	41.7	50.0
	Bad	87	48.3	48.3	98.3
	NR	3	1.7	1.7	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

In response to, “*How would you measure the rate at which your D/A has accelerated development in your area*”, 15 of the interviewees said “Very good”, with a percentage of 8.3, 75 said “Good”, with a percentage of 41.7%, 87 asserted “Bad”, with a percentage of 48.3, and 3 NR, with a percentage of 1.7. What this is telling us is that, many (48.3%) are of the view that the district has not been able to *rapidly* champion development within the area. This sluggishness may be due to the lack of funds needed to effectively formulate and implement policies, programs, and projects to the benefit of the citizenry.

Table 5.42 District Assembly at motivating the local people to engage in the grassroots

How do you measure the efforts made by the district assembly at motivating the local people to engage in the grassroots political activities?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Excellent	3	1.7	1.7	1.7
	Very good	17	9.4	9.4	11.1
	Good	54	30.0	30.0	41.1
	Bad	105	58.3	58.3	99.4
	NR	1	.6	.6	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

Under this table, out of 180 interviews, 3 rated the D/A's effort to encourage grassroots political participation "Excellent", 17 rated the D/A "Very Good", 54 rated the D/A "Good". Still, 105 rated the D/A "Bad", and 1 NR. In fact, the results are quite clean enough to draw a straight forward conclusion. The table shows that, a lot (105) of our respondents think the D/A has been unable to encourage grassroots political participation and, as a result, rated it "Bad". For example, students and opinion leaders from the district find it very difficult to access information when they visit offices of the D/A for such purpose. Also, the officials of the assembly do not involve the local citizens in any of their decision making; projects are just imposed on them as and when the assembly deems it convenient to do so. Again, the assembly has not slated any programs to motivate the citizens partake in any developmental

activities of the district. The only thing probably, the citizens surely take part out of their own will is during the district assembly elections which is a national assignment.

Table 5.43 Some staff of the District Assembly been labeled to be corrupt

Are some staff of your D/A been labeled to be corrupt?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	91	50.6	50.6	50.6
	No	30	16.7	16.7	67.2
	Don't know	58	32.2	32.2	99.4
	NR	1	.6	.6	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

When interviewees were asked to examine whether there have been some corruption allegations labeled against D/A staff, 91 said YES, representing 50.6%, 30 signposted NO, representing 16.7%, 58 indicated DON'T KNOW, representing 32.2%, and 1NR. Here, we are being told that, SOME D/A staff members often divert national resources (funds, etc.) into their respective private businesses. We extrapolated this fact from the 91 interviewees who indicated YES. The interpretation also believes that, the 58 DON'T KNOW could have worked to either bridge or widen this gap. However, findings of interviews conducted among the staff of the assembly disclosed that a number of the staff felt reluctant to boldly accept corruptible practices among some of their staff members and said NO. Others also remained passive by just exclaiming "corruption is everywhere". Thus apart from certain Local

Government Act listed earlier aimed at curbing corruption among the staff of the D/A there are also certain internal audit measures such as bureaucratic procedure in ordering payment in the assembly. Also perceived corrupt officers could be called and rebuked by the highly ranked officials of the Local Government.

Table 5.44 Decentralization has brought development in the area

Do you think decentralization has brought development in your area?					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	69	38.3	38.3	38.3
	No	97	53.9	53.9	92.2
	Don't know	12	6.7	6.7	98.9
	NR	2	1.1	1.1	100.0
	Total	180	100.0	100.0	

Source: Fieldwork, 2016

This question required respondents to examine if decentralization has indeed promoted local level development. In response, 69 stated YES, with a percentage of 38.3, 97 said NO, representing 53.3%, 12 DON'T KNOW, with a percentage of 6.7, and 2 NR, representing 1.1%. In a nutshell, a larger percentage (53.3%) of our respondents thinks that decentralization has not promoted development. We wish to make a distinction between this table and our previous interpretation in which the interviewees were asked to respond to, “Do you think the D/A really stands for development in your locality?” In fact, a greater

percentage (47.2%) responded YES to that question. Under this table, however, a lot (53.3%) are saying no substantial development has taken place since the D/A was created. The first question examines *D/A AIMS* while the second question examines *D/A ACHIEVEMENTS* since its inception. This means the D/A AIMS has not corresponded to the purpose for which it was established.

5.5 Conclusion

This chapter presented the primary and secondary data collated from the field as part of the requirements for this study. By the use of the SPSS, content analysis and the use tables the researcher assessed and evaluated the extent to which decentralized policies of Ghana government has affected the AEED in terms of development quantitatively, and how this development has improved the standard of living of the citizenry. It was detected from the analysis that even though some developmental projects had been achieved, they were not enough to be decorated as “development”. The various sectors of the district’s economy, as discussed with the use of the joint models of the Bottom – UP – Approach, the RCM and the Public Choice, have proven that as a poor district of its caliber, the AEED needs much more resources to strengthen the various sectors of its economy so as to make them more viable and vibrant in order to achieve the objective of promoting growth and development in the district.

CHAPTER SIX

RESEARCH FINDINGS AND DISCUSSIONS

6.0 Introduction

This chapter seeks to unveil the findings of the study conveyed through the data collection by the use of administration of questionnaires as well as the structured interviews, annual budgets, annual financial statements and other importantly related documents towards assessing if decentralization has brought development to the AEED. The three interwoven theories employed for the study played a significant role in unearthing accuracy in the findings which helped to answer correctly the research questions as well as the basic objectives of this work. Whilst the Button – Up - Approach sought to conduct in – depth analysis into how the Central government’s relations with the local units have produced a healthy correlation to accelerated development at the grass roots, the RCM managed to place emphasis on how rational decision making with the little resource available to the assembly would help the DA achieve cost effectiveness to speed up growth and development for the DAs in Ghana. In effect, the Public Choice Theory invariably, seems to make it clear that government appointees and bureaucrats within the assembly seek their selfish gains under the pretense of seeking the public good. In showcasing the findings, certain tables and illustrations have been employed to see to the extent the various decentralized sectors and agencies have contributed to the success of decentralized policies within the DAs.

6.1 Situational analysis at the early stage of the introduction of decentralization in AEED (1986 – 1992).

According to a survey conducted, it was clearly ascertained that since its intensive implementation in 1986, the national policy formulation and implementation was centralized in the capital, Accra. District secretaries (D/S) otherwise known as DCE today and other

officials of the district had to travel about 122km to Accra to take part in the various developmental engagements with the government on behalf of the district. In certain instances, the district officials could even reach the ministries when offices had not even been opened; posing a lot of frustrations. Between 1986 and 1994, according to the then D/S and some few staff, the central government had no plans in paying the allowances of the casual workers employed. Only the D/S and some few permanent staff were paid by the government. The casual workers were given some allowances from the badly performing IGF, based on how much the task collectors were able to accrue. There were very few basic schools within the major communities, and roads were at deplorable states. The only roads tarred were the Essarkyer through Ajumako to BremanAsikuma, and the one that links Mankessim through Ajumako and to AgonaSwedru, all of which were feeder roads. The district could only boast of about 20% literacy rate. Major government decision including awards and execution of development programs such as schools and clinics were directly imposed on the district from the above. The people attributed this, probably to the fact that the then PNDC government was a government of stratocracy. The government had not connected even a single community within the district to the national electricity grade until the 1992 when the assembly itself molded 51 concrete poles with the intention of conveying electricity into the district, which could not materialized. However at the time some few communities had been supplied with portable pipe borne water during Nkrumah regime. There was financial institution except only Enyan Denkyira Rural Bank Limited. Health care facility could be accessed from only three sources; the EnyanAbasa Health Post, the Nkwantanum Health center and the Bisease Community Health Post.

6.2 Central government's preparations before the introduction of decentralization.

Good planning is necessary if only the state wishes to make policies that can lead to the positive change people need for development. However, one might ask whether or not the government made the necessary preparations to kick off the policy. The discussions below go to confirm if indeed the government preparedness before the implementation of the policy was adequate or not.

- One might ask which facilities and logistics the government put in place in the district before introducing decentralization. From the data collection and analysis, it was vividly revealed that the successive central governments made no better preparedness for the intended decentralize policies to flourish. This was due to the following reasons;
- There were no offices for the D/As to use and conduct or implement central government's decentralized policies and programs. As a result, certain districts including AEED hired individual citizens' houses and buildings and used as offices for such official duties at the times. As a result, in 1992, the AEEDA had to fall on and rehabilitate an abandoned Convention Peoples Party (CPP) office and have still used it until today;
- There were no residential accommodation facilities for the government appointees of the DA, as well as the civil servants and casual workers, who were revenue collectors for the assemblies. Again, there were no arrangements by the government to pay for their individually secured accommodation either. It was until in 1995 that the assembly started constructing some few bungalows to house them;
- By 1992 the government had only procured one four-wheel drive land cruiser vehicle in other to make the DA mobile in terms of transportation. In addition, it had only one

tractor for shaping the untarred roads in the district (upon request and the ability for the community to fuel it) annually, during festive occasions. This was burdensome since the tractor could break down over years without the DA's ability to repair;

- There were no proper experts who understood properly the decentralization concept in order to implement the formulated policies of governments. In effect, square pecks were put in round holes;
- The central government was only paying the salaries of the DS and some few civil servants within the DA, while other workers such as the laborers and basic rate collectors were given allowances from the unsuccessful IGF accrued from market tolls, licensing and property rates;
- There was also the problem of flow of equipment and logistics to carry out the operations and activities of the assembly;
- There was also no refresher courses or workshops to equip and upgrade the knowledge of the staff of the assemblies, most especially the assembly members;
- There was none – existing of any social intervention program to assist the poor and the needy;
- There were little government efforts to motivate citizens' participation in the governance of their own localities; and
- Only few government agencies and department were directly decentralized and placed under the DAs. Others like education, health had been decentralized directly under the assembly up till today.

6.3: Level of development in the AEED before 2007

By the close of 2006, the government of the NPP had made the district a fertile ground for development to take place. Before it left office in January 2009, certain socio-economic facilities had been put in place for the incoming NDC government to build upon it for accelerated development. First of all, the road construction in the district had achieved a reasonable success. Road from Essarkyer, cutting through Ajumako and to Asikuma had been tarred. Also that of about 50km from Mankessim cutting through Ajumako to Agona Swedru had been put to good shape.

The period also saw an improvement in electrification, water, market and construction of a number of KVIPs. For example, electricity supply was expanded by 7.8% in the district. Also, 10 communities were supplied with water (bore-hole) at places such as Obonmu, Nyamebkyere, Fawomanye, Abekah, Nsuekyir and other communities within the district.

Other social intervention facilities were instituted to help eradicate poverty. They included the NYES, NHIS, LEAP, MASLOC and few others. These programs performed creditably until today, most especially the NHIS. Details of these social interventions would be discussed extensively within the duration under study (2007-2016).

6.4 An appraisal/assessment of the performance of decentralization over the last decade (2007 – 2016)

Introduction

The Local Government Act 462 established in 1993, places the DA at the center stage of development at the Local level. It mandates the DAs to ensure that development is brought to the door steps of the ordinary citizens, no matter the level of local area's remoteness to the central government. The research findings of this study, however, placed the assembly's performance much below expectations of the citizens at the grass root. Whilst some attributed this to the low level of man power and the lackadaisical attitude of the staff, others blame it on the central government.

6.4.1 Level of man power at the DA.

The human resource factor is considered very paramount to ensure the survival and effective operations of the assembly towards achieving the fundamental operations of the decentralization policies and programs. The survey indicated a very low percentage of the quality man power needed to drive the assembly towards achieving optimal success. It was discovered that over 85% of the staff of the assembly were below first degree level of educational advancement. However, it was only the departmental heads and few others who hold a degree or above, making it quite impossible for them to understand the basic principles underlining decentralization concept which they stand for. In spite of this, no efforts were made either to upgrade their knowledge or orient them to cope partially with the situation. Form the survey conducted, the following was discovered.

Table 6.1 shows the academic qualification of the heads of decentralized departments in the AEEDA

Staff (designation)	DCE	DCD	PM	DFO	HRM	SWO	DBO	DPO	DE
Qualification	1 st Degree	M. Phil	1 st Degree	1 st Degree	MA	1 st Degree	MA (Finance)	BSC (planning)	MA
Duration served	2009 - 2016	2011- 2016	2012 - 2016	2008 - 2016	2011- 2016	2010 - 2016	2010 – 2016	2008 – 2016	2009- 2016

Source – file, HRM. April, 2017.

Even though the above table suggests that top ranked staff of the DA is highly educated with the requisite knowledge to drive the decentralized policies to success, they only form a handful of the entire workers of the assembly with the percentage less than 10. The rest of the staff labeled as secretaries, registrars, revenue mobilizers, messengers, laborers etc. formed over 85% of the total working force of the D/A, none of whom possessed even a diploma certificate. It is not surprising to find out during the field work that some of these workers hold MSLC. This analysis presupposed that output of work at the assembly would be affected adversely.

6.3.2 Equipment and Logistics

The decentralized government policies and programs could never be implemented without the availability of equipment and logistical support to the staff. The field work at the AEEDA revealed that the assembly lacks adequate equipment and logistics to work. At the time, the assembly had only two pick – up vehicles actively on the road. The only grader tractor

vehicle to clear untarred roads was broken down and had been packed for years; some offices of the departments were lacking computers, typewriters and even A4 sheets to work. This went a long way to affect effective delivery.

6.3.3 Staff accommodation

The D/A had only a few accommodation facilities to house only the departmental heads. Apart from them, all the other workers had to find their own accommodation within their own means. The government has over the years made no efforts to either provide them with bungalows or even subsidize their rents. As a result, some of these workers come to work from outside the district capital. A few of them even travel from outside the district to Ajumako, the district capital to work.

6.3.4 Assembly Members and D/A sittings

The AEED had a general assembly of 69 honorable members, made up of 47 elected assembly members, representing the 47 electoral areas, twenty- one government appointees, plus the honorable MP, serving as an ex – officio member. It was discovered during the field work that the assembly was plagued with numerous problems. The analysis indicated that only about 40% of them was highly educated, and could contribute meaningfully to debates and sub - committee level assignments. The rest was of low man – power capacity which could not help enrich the assembly’s deliberative functions. As a result, the assembly’s sub – committees suffered quality brains to deliver effectively, affecting the quality of their decisions made. Even though they were not equipped to work comfortably, some could not even read and write or switch on computers. Investigations into this unveiled that contrary to the D/A regulations, some members were elected along political party lines, which did not take into account who was educated or not. The government appointees, accordingly, were

mostly appointed to the assembly merely to increase the numbers to help swing decisions to favor the government of the day and also, to support the government nomination endorsed as the DCE. Thus, the governments, imposed policies and programs mostly on the assembly, instead of allowing for partial autonomy in decision making. On the other hand, internal decisions were implemented based on the decisions of the assembly. Questions into the work of the assembly members also discovered that they were not motivated; they were not paid any salaries. Only a peanut was given to them as sitting allowance until the end of their term of office, when the D/A gave them a token as end of term benefit. Thus, from the analysis, a large number of respondents labeled the D/A officials as corrupt, probably due to lack of remunerations as discussed. In effect, due to lack of motivation, some honorable assembly members even though regular were sometimes late for the sittings and at other times, absent entirely.

6.4 Performance of the various sectors/ agencies responsible for an accelerated growth and development of the AEED

The AEEDA is committed to the growth and development of the district and that was the most important reason why the central government decentralized important sectors of the national economy such as agriculture, education, health and the economic sector, which is basically made up of commerce and industry. These important sectors of the national economy were decentralized in order to make them accessible to the local people, reduce poverty and to raise the standard of living of the people. However, to achieve the aim of poverty eradication, the district has concentrated on infrastructural development and expansion in almost all sectors of these decentralized agencies so as to achieve a holistic development within the entirety of the district. This goes to explain, argue and defend the choice of the Bottom – Up approach or theory to this study; which classifies the relationship

between the central government and the regional or local units as a ‘master – servant’ contract one, in which both the master (central government) and the servant (the D/A), have distinctive role to play to ensure a healthy correlation that would lead to telepathic understanding, leading to progress of each other as discussed in chapter three of this study. According to Paudel, (2009) the extent to which the successive implementation (e.g., developmental program) is achieved is dependent on linkages between departments and organizations at the local level (implementing agencies). Since the objective of this study looks at to which extent decentralized policies (by their agencies) have brought about growth and development, it was therefore important to assess the performance of such sectors as agriculture, health, education and the economic sectors, who serve as primary indicators to accelerated growth and development. However, one unfortunate problem is that education and health sectors have not been placed directly under the D/A, as part of the decentralization program, making it difficult for the D/As to supervise them directly.

6.4.1 The agricultural sector

It is unanimously acceptable that the agricultural sector has largely been the driving force that paves way for the economic growth of the district. It is therefore not surprising that it employs about 80% of the district labor force. This, thus, concludes that AEED agriculture is the mainstay of the AEED. Predominant agriculture produce grown in the district includes maize, cassava, vegetables, plantain, cocoyam, yam etc. Other cash crops such as cocoa, cashew nut, mangos, rubber etc. are also produced on a large scale. However, lack of improved irrigation facilities has not encouraged the practice of dry season farming; farmers thus grow seasonal crops once in the whole farming season, which creates seasonal unemployment within the year. Also, the continuously over dependence on simple tools such as hoes, cutlasses etc. has also discouraged mechanized farming within the district. The role

of the D/A in agricultural development has never been overlooked. The D/A has had a number of programs in place to help improve on agricultural production by

- Equipping extension officers to assist farmers with improved modern farming methods and practices to ensure bumper harvest;
- Providing the farmers with improved seed, seedlings and animal species at subsidized prices;
- Improving on the roads networks to link remote farming communities so that farm produce would get easy access to market, thereby avoiding perishing and wastage of commodities;
- Embarking upon 27 hector afforestation program in 9 communities to check environmental degradation;
- Assisting farmers with certain social intervention programs such as MASLOC and LEAP funds. Some peasant farmers in the district rely heavily on these as their sources of capital to begin their farms, and
- Encouraging the growth of ornamental plants production to beautify communities and to check erosion. These plants were supplied for free to individual farmers by the D/A.

Despite all these interventions, the youths are not attracted to stay and farm. They continuously leave for unfounded greener pastures in the cities, leaving the old age to their own faith in the sector. This could partly be associated with the stigma that attaches to farming as a profession; the misconception that farming belongs to the uneducated and that the sector fails to enrich people. Also, as poor as the district is, the youth find it difficult to access credit facilities to farm. In addition, is the unfortunate problem of the land tenure system as well as the season ability of the weather.

6.4.2 The Health Sector

Improving health delivery has been one of the major concerns of the AEEEDA. Before 2007, the district could boast of only 8 health sectors and 15 CHIPS compounds serving citizens within the 195 communities, with no standard hospital. This then affected quality health delivery. Many lives were lost in situations where medical assistants and nurses delayed referral of patients to either Breman Asikuma Catholic Hospital, Saltpond Government Hospital or the Cape Coast Teaching Hospital. These health facilities were found in such communities as Enyan Abaasa, Braman Essiam, Bisease, Mando, Ochiso, Baa and Entumil. Mando health center for instance was a missionary owned while that of Baa was owned privately. There was no single qualified Medical Doctor in the whole district to attend to patients. There were only 8 Medical assistants with 55 nurses in the whole district. However, between 2007 and 2016, an overwhelming improvement had been achieved. Whilst some of the already existing health facilities were expanded through the provision of additional infrastructural facilities, rehabilitation and increase in staff, others had enjoyed upgrading into health centers, clinics and polyclinics. In 2010, the MP of the constituency Honorable Cassiel Ato Baah Forson initiated a complete standard hospital at Ajumako, the district capital for the first time to deal with incessant referral cases from the CHIPS Compounds, health centers and clinics within the district. Nursing population in the district as result had increased from 55 (before 2007) to 217 (by the close of 2016). In order to increase quality health delivery through production of nurses, he, in collaboration with the D/A cut the sod for the establishment for a fully nursing training college at Ajumako Bisease. The project was still ongoing by the close of 2016. Thus, between (2007 – 2016), a total of 88 health facilities made up of 25 CHIPS Compounds, 10 health centers, 2 polyclinics and 1 hospital had been added. These were established in communities such as Ofabil, Ochiso – Yeboah, Etsii Nyamebekyere, Obrawogum, Ajumako and others.

Table 6.2 Below shows the state of health facilities by the close of 2016.

Facility	No	Remarks
Hospital	1	Located at the district capital, Ajumako to see referred patients
Health Centers	10	Serving Communities such as Obrawogum, Ofabil, Assan, Nkodwo, Anomabokuma Nyamebekyere, Ochiso – Yeboahetc
CHIPS Compounds	25	Located in remote communities such as EtsiiBewora, AjumakoYeboah, Osedzi, Ampia – Ajumako, EtsiiNyamebekyere, Obontseretc
Polyclinics	2	Located and serving people in and around AjumakoBisease and EtsiiSunkwaa

Table 6.2: Health Facilities and Staff Situation in the AEED as at December 2016.

Source: AEEDA Green book, 2016.

6.4.3 The Educational Sector

One major concern of the AEEDA is its commitment to producing and increasing human resources to ensure the survival and flourishing of the decentralization concept, aimed at achieving development. In other words, the D/A has a target of improving on the human resource capacity in the district and as such is committed to quality of, and equitable distribution and access to quality education as a way forward. As a result, a massive improvement in school infrastructural development was prioritized by the assembly over the last decade, mostly, in areas of Teachers bungalows, class room blocks, science laboratories, workshops, library complex, ICT centers, dormitory blocks, assembly halls, dining hall complex, as well as newly established school blocks through GETFUND and GoG funding project. The assembly also used its share of the DACF, DDF and GSOP funds to finance such infrastructural projects. In addition, free school uniforms and exercise books were also supplied for free to some basic school peoples.

Table 6.3 below shows an increase in infrastructural projects with respect to schools and communities within the district (from 2007 – 2016).

Project Name	No/Units	Location/Beneficiary Schools
KG Block	2 each	Babinso, Esaaman, Abeadze and Anamosi
Classroom block	2 each	Bisease Cath JHS, Anomabokuma, Kososan – Dwenwoho and Denkyendua and Bisease
Classroom block	3 each	In 21 communities including Osedzi JHS, Ampia – Ajumako, Abrofoa, Assassan, Bebianeha, Esikado, Atwereboanda etc.
Classroom block	6 each	In 22 communities and schools including MandoSHS, Bisease MDCC, AbaasaAnglecan, Enyanmam Methodist etc
Classroom block	12 each	Bisease SHS, and Mando SHS.
Teachers quarters	1	Ajumako – Bosso
ICT center	1	EtsiiSunkwaa JHS
Boys’ Dormitory	2 – story	Abaasa technical Institute, EnyanDenkyira SHS and Bisease SHS.
Assembly hall complex	1	Mando SHS
New SHS construction	1	Enyanmaim
Lecture theater, Multi – Purpose	1	Ajumako University Campus – UEW

Source; D/A file, 2016

In another development, the MP in collaboration with the D/A used their MPCF and DACF respectively supported with some few IGF sources, awarded partial scholarship to 521 brilliant but needy students from the district studying in the SHS polytechnic, colleges of education and Universities within the period under study. In effect, due to the expansion and infrastructural development in schools, student population and teaching staff at all levels of education within the district increased tremendously affecting outputs (results) especially in the BECE.

Table 6.4 below shows the peoples final results in the 2016 BECE in the AEED

No of peoples Presented	Present	Absent	Boys Present	Girls Present	No Passed(6 – 36)	100% schools	0% school	District Passed %
2,302	2284	18	1260	1024	1297	10 schools	0 school	56.3

Source: File, AEED Education Directorate, 2016

The above analysis on the table strongly indicates that the tremendous expansion in educational infrastructure and social interventions did not commensurate with output of work or result as expected.

Table 6.5 beneath highlights a number of new market stalls constructed between 2007 – 2016.

No	Project's Name	Location	Remarks
1	Lockable Stores	Ajumako	Inaugurated in 2012 and currently in operation.
2	Market Stalls	Kokoben	Mainly used by local foodstuffs sellers
3	Market Stalls	Baa	Serving Baa and Amia communities
4	Market stalls	Entumbil	Inaugurated in 2014 and is in use
5	Market Stalls	Assassan	Patronized by variety of food sellers
6	Market with a KG	Bisease	Multi – purposeful of caring for children of market women
7	Market Stalls	Enyanmaim	Also used as complementary to the Mankesim Market
8	Market Stalls	E/ Abaasa	Inaugurated in 2013 and helps in newly advertised Friday marketing
9	Market Rehabilitation	B/ Essiam	Highly expensive and helps to improve Thursday marketing

Source: *Green Book, AEEDA, 2016*

6.4.4 The Economic sector (trade and commerce and industry)

The economic sector otherwise referred to as trade and commerce and industry is a sector which contributes about 10% of the GDP. It also employs about 10% of the labor force in the AEED. The sector constitutes one of the most important hopefuls to develop the economic activities of the district and as a result, the D/A has injected resources to improve it over the

last decade. New market facilities were constructed in addition to the old ones whilst some old ones were also rehabilitated and upgraded. The D/A also encouraged a number of interventions such as the use of MASLOC and other Micro Finance Credit facilities were made available to businessmen, street hawkers, store operators etc. to improve upon the activities of trade and commerce in the district.

On the other hand, the industry in the AEED is largely, on a small scale which relies heavily on local resources and technical “know how”. They are made up of Agro – Processing (including food and water processing, oil extraction and akpeteshie distilling), dress making, carpentry works, blacksmithing and sand winning. There are also tourist sites at Ampia – Ajumako, Akotogua, BreamanEssiam and EnyanAbaasa. However, whilst the agro – processing industries are performing creditably under the D/A’s support and supervision, the other areas find it difficult to survive. The tourist sites for instance have not been fully discovered and development to help raise revenue to supplement the assembly’s sources of IGF. In order to ensure a holistic development, the D/A must improve significantly upon these industries evenly to benefit the masses in the district. As argued by the ideals of the RCM, there would never be any comprehensive growth and development if the sector relies heavily on the external resources or raw materials since that would defeat the target of maximizing cost effectiveness in decision making.

In effect, it is significant to recognize that the agriculture, health, education and economic sectors of the district’s economy work hand – in – hand to ensure total development. It is against this background that the district includes them in its annual composite budgets to ensure their fair share of central government’s allocation of statutory funds.

6.5 Balance of decentralized powers

According to the Backward Mapping Model designed by Elmore et al which is one of the theoretical underpinnings to the realization of the objectives of this study, the central government decision making continues to dominate in decentralized system of governance and gradually entrenching a master – servant relationship between central governments and lower echelons of political units. This clearly indicates that in balancing power with sub – units of governance, there is always the social contract between the master (central government) and the sub - unit (D/A), and that each of the two has a distinctive role to play to satisfy one another. Balance of power in this sense seeks to find out if the nature of traditional unitary states for instance have much overconcentration of powers or have meaningfully delegated powers to the sub units. Decentralizing governmental authority to local levels is a major approach through which the traditional unitary systems attempt to defuse political identity and ensuring some amounts of separation of powers and checks and balances in responsibility between central and local levels of governments. Surely, decentralization is the best way of streamlining the unitary state to make its administration flexible and unambiguous, and thereby making it accessible to the grassroots to help gain the benefits individuals seek to achieve.

In achieving the individual and collective interests within the state, two basic models are necessary; the dual unitary state or autonomous model, and the fused or integrated model. In the dual unitary state or autonomous model, central and local spheres of government as recognized as relatively separate. The role of the state here is just to monitor and serve as referee, what is termed “the night watchman theory”. On the part of the fused or integrationist view, emphasis is made on roles of central and local government as single indivisible units or joined together. These two viewpoints give rise to deferent forms or approaches to decentralized local government. In the sense, therefore, decentralization is an approach which

modifies the traditional unitary state in the semblance of a federal system by spreading power and responsibilities to lower or sub unit levels of the state. What the federal system achieves in terms of unity in diversity, the unitary state tries to achieve a similar feat through decentralized local management.

6.5.1 D/A's power to make decisions on behalf of the central government.

In ensuring the balance of power between the central government and the local authorities in Ghana, the government has clearly seated in political, security and the economic institutions that other areas of society seem off to the side and, on occasion readily subordinated to these. The Local Government Act 462 empowers the local government to replicate all the structures of central government within the local level as identified.

Potentially, the three arms of government have been decentralized, with the DCEs representing the president of the state or government and also seeing to the day to day running of the assemblies which stand for the various ministries of state. They see to implement the policies and programs of the central government within the local area. It also has some amount of autonomy to formulate its own internal laws and policies and implement them. Secondly, there is also “the parliament” at the local level, representing the legislature at the national level, charged with the responsibility of making bye – laws, undertaking deliberative functions, debating and approving local budgets etc. just as the national parliament does. Thirdly, is the replication of the judiciary arm of government. The courts in the district also play their role at the local level. They have been upgraded from district tribunals to district courts and magistrate courts.

In the area of security, the MMDCEs are by the act made chairpersons of DISEC, just as the president of the state plays the role of Commander – In – Chief of the Ghana Armed Forces,

to see to the security issues in order to promote law and order in the district. He does this with the help of the various security agencies in the district, as well as the courts.

The economic balance of power between the central government and the local authorities sees to transfer the national economic policy and programs to the D/As to implement under the supervision of central government. It sees to the regulation of fiscal policies at the local level. The D/A regulates banking activities, utilizes the resources of the district, mobilizes revenue, construct economic infrastructure etc. as part of its economic autonomy granted by the central government. Other economic role of the D/A has been discussed extensively in 5.4 of this chapter.

6.6.2 D/A's power to formulate and implement decisions and programs.

The local government Act 462 empowers the D/A to formulate and implement its internal decisions and programs in the Fourth Republic. In this respect, the local assembly regulates; by approving or otherwise such programs as the annual district budgets, annual developmental plan, annual action plan etc. to help initiate and embark on important D/A decisions and projects to bring development to the people. The annual district composite budget was designed, factoring the input of the estimated amounts needed to finance the activities of all the agencies and departments under the D/A within the year, including that of health and education sectors, even though they are not directly placed under the D/A for monitoring and supervision as such. This was submitted to the central government to be included in the annual national budget for approval. Unfortunately, the district budgets mostly delayed before approval, and before the funds are released, they are reduced by one – third of the total amount estimated. This makes it quiet difficult for the D/A to implement its policies and programs fully.

Table 6.6 shows the extract copy of the annual composite budget of the AEEDA in 2014, 2015 and 2016.

Item	Compensation			Goods and Services			Assets		
Schedule	Budget	Actual	%	Budget	Actual	%	Budget	Actual	%
Schedule 1									
Central Administration	1,076,235.00	252,793.39	23.49	582,199.00	154,144.00	26.48	630,951.00	103,569.00	16.41
Works Department	79,565.00	18,088.08	22.73	72,929.00	10,000.00	13.71	618,909.00	117,314.00	18.95
Agriculture	439,847.00	254,706.39	57.91	56,198.00	0.00	-	0.00	0.00	-
Social Welfare and Comm. Devt	45,787.00	2,500.80	5.46	87,438.00	13,565.00	15.51	0.00	0.00	-
Budget & Rating	0.00	0.00	-	258,296.00	37,511.00	14.52	316,870.00	26,928.00	8.50
Transport	0.00	0.00	-	0.00	0.00	-	0.00	0.00	-
Sub - Total	1,641,434.00	528,088.66	32.17	1,057,600.00	215,220.00	20.36	1,566,730.00	247,811.00	15.82
Schedule 2									
Physical Planning	0.00	0.00	-	50,066.00	0.00	-	3,000.00	0.00	-
Trade & Industry	19,031.00	-	-	277,490.00	25,820.00	9.30	5,000.00	0.00	-
Finance	0.00	0.00	-	8,000.00	0.00	-	0.00	0.00	-
Education	0.00	0.00	-	628,320.00	137,220.00	21.68	390,050.00	16,082.00	4.12

, Youth & Sports				4.00	6.00	84	8.00	.00	2
Disaster Mgt.	0.00	0.00	-	20,000.00	0.00	-	20,000.00	0.00	-
Health	0.00	0.00	-	593,743.00	8,182.00	1.38	202,610.00	13,606.00	6.72
Sub - Total	19,031.00	0.00	-	1,577,623.00	171,228.00	10.85	620,668.00	29,688.00	4.78
Grand Total	1,660,465.00	528,088.66	31,804	2,634,682.00	386,448.00	14.668	2,187,398.00	277,499.00	12.686

Source: File, DBO, AEEDA, 2016

It is worth noting that none of the grand totals quoted in the above diagram were fully paid instead, part payment ranging from 50% - 70% were paid in 2014. Even with this, the monies came in the last quarter of the year which made them incapable of meeting their goals for the year.

6.6.3 D/As Development and Action Plans

The D/As development plan is prepared by the District planning coordinating unit (DPCU) headed by the DPO. It is charged with the responsibility of soliciting for the pressing needs of the citizens through the various departments and agencies in the district so as to plan on them for positive responses to them. It is made up of eleven departments including planning, Health, Education, Agriculture, Budget, Finance, Town and Country Planning and Co – coordinating. Others are Social Welfare and Community Development, Environment, District works. One important department the AEEDA did not have was the department responsible for waste management. The DPCU also monitors all projects and programs in the district. It also identifies investment potentials of the district and finds resources to develop them. In effect, all the activities of the D/A find themselves in the D – Plan

The D/A Action Plan consists of the developed internal policies and programs which all the departments and agencies under the district have formulated and are willing to implement. No Action Plan could be designed and implemented without availability of funds. However, the delay in the statutory funds allocation makes it inconvenient to put them into action. The table below identifies the development and action plans drafted for the district from 2014 – 2015.

Table6.7 Community Needs/Aspirations Harmonized with identified development problems

N	Community needs and aspirations	Identified Development Problem	Score
•	Provision and rehabilitation of market infrastructure	Inadequate and dilapidated market structures	2
		High poverty rate	1
		Low revenue mobilization	2
•	Creating employment opportunities for the youths	High unemployment rate especially the youth in the district	2
		High poverty rate	1
•	Extending electricity to some communities in the district	Lack of electricity in some communities	2
•		Insecurity in some towns and villages	1

•	Improving sanitation and provide sanitation facilities in the district.	Poor environmental sanitation	2
		Inadequate sanitation facilities	2
•	Construction of trunk/feeder roads and open farm.	Poor road network	2
		Inaccessible road to farmlands	2
•	Improving and creating marketing channels for agricultural produce. Providing agricultural input and support services for farmers	Poor condition of roads linking production and marketing centres	0
		Low market prices of agricultural produce	1
•	Provision, rehabilitation and upgrading of schools.	Poor and inadequate education infrastructure	2
		High enrolment and overcrowding in basic schools	2
•	Conservation of forest resources and afforestation in the district.	Degradation of forests by chain saw operators and timber contractors	2
•	Provision and improving of Health facilities in the district	Inadequate health personnel and infrastructure	2
		Inadequate access to health care	1

•	Improve security in the district	Reported cases of armed robbery in the district	0
•	Improving information flow between local government authorities and communities.	Inadequate access to information and production resources	
		Weak links/coordination of DA with sub-district structures	2
•	Effective land use planning e.g. infrastructural development in the various communities	Inadequate institutional capacity for effective and efficient spatial/ land use planning	2
		Land litigations and disputes, among others	2

Source: File AEEDA 2016

The table above gives a detailed analysis on the priority needs areas of the AEEDA and their corresponding development problems areas which need to be focused and examined for accelerated growth and development.

6.6.4 Fiscal Autonomy

Financial responsibility is a core component of decentralization. In balancing power, the central government grants the D/A the fiscal power to rise and spent. If the local government and private organizations are to carry out decentralized functions effectively, they must have

an adequate level of revenue - either raised locally or transferred from the central government, as well as the authority to make decision about expenditure. Fiscal decentralization can take many forms, including

- Self - financing or cost recovery through user charges
- Co – financing or co – production arrangements through which the users participate in providing services and infrastructure through monetary or labor constructions;
- expansion of local revenues through property or sales taxes, or indirect charges;
- Intergovernmental transfers that shift general revenue from taxes collected by the central government to the local governments for general or specific uses; and
- Authorization of municipal borrowing and the mobilization of either national or local government resources through loan guaranteed.

In Ghana, the Local Government Act 462 (of 1993), section 79 (1,2 and 3) and the National Development Planning, system Act 480 (of 1994), section 1(3,4), 2 to 11 vests powers in the local governments including the power to borrow, invest, charge interest on contracts, deliver services through contracts, enter into joint ventures among themselves and charge fees. It is based on this powers that local governments in Ghana could design their own developmental plans and programs for service delivery in areas of social, health and environmental interests such as water, sanitation and solid waste management in order to call for healthy living within their areas of jurisdiction. However, it is quite surprising to note from the various interviews conducted with the staff of the D/A that apart from the internal decisions to use the assembly's IGF to channel certain Projects and programs to the needed areas, the D/A has no autonomy to make decisions on statutory funds allocated and disbursed to it from the central government. Also, sometimes, contracts are awarded to the district from the central government straight

away, executed and supervised without prior notice of the D/A. Again, the MLGRD and the DCE could use their “veto” to override approval internal decisions of the D/A. This goes a long way to indicate that the said fiscal autonomy of the D/A is just partial and inconsistent with the Acts mentioned above; a complete breach of law. However, the issue of fiscal autonomy to the D/A has been a problem for which the objective of this sought to achieve. This is because the statutory funds that come to the D/A are mostly not meant for the D/A to spend on its own but directives are accompanied on which area to channel such funds to. This clearly answers the research question on the extent of autonomy transferred to the local government to make decisions. Thus the answer is that granting of autonomy to the local level is much minimal and seems to contradict the major aim of decentralization in Ghana.

6.7 Economic planning of the AEED, and the citizens’ participation or involvement over the local decade.

The most primary objectives of the decentralization policy in Ghana is to bring governance of the state to the door steps of the people at the grassroots level. This aim therefore explains that in the planning of the developmental goals of the district the ordinary citizens at the local level should form an integral part – of the economic activities geared towards growth and development. In this respect, according to Huther and Slah, (1998) greater citizens’ participation, social justice, more political and democratic accountability, and improved economic management was associated with fiscal decentralization. This would best be catered for by the RCM, which seeks to use resources much prudently to achieve reasonable results for proper probe and accountability of governments. This would particularly be effective if people are actively involved (i.e. peoples participation) in rational planning and decisions making of the

D/A. However, Van Horn and Van Meter, (1975) in their critical analysis of the role of citizens in grassroots politics, pointed out that without effective communication, compliance and acceptability of the law, and strong collaborative efforts among the decisions – makers, policy implementers and the people, success (especially in implementation of developmental – programs) would be stalemated. Also, various actors and development partners in the public administrative decisions making and implementation need to communicate and be able to modify certain directives in order to achieve the numerous development goals of public administration. Thus, for the findings of these scholars, involvement of the local people in the planning and implementation processes of the district would be meaningful and acceptable by all, so as to eschew unnecessary friction between the D/A and the grassroots citizens.

The AEEDA has, under various circumstances encouraged the participation of its citizens in a number of activities and programs aimed at sustainable development, as far as economic planning and implementations are concerned. The data collected and analyzed from the D/A shows clearly that the stakeholders did participate in a number of the assembly's decisions and programs such as assembly meetings, entering the premises of the assembly to seek for what was going on, requesting for the assembly's proceedings at sitting, making suggestions and dropping them into the assembly's "suggestion box" to seek for what was going on, requesting for the assembly's suggestions and dropping them into the assembly's suggestion box in writing, and helping in labor to support the construction of projects and maintaining them. They also pay taxes at various levels and as such, find out occasionally what those funds are used for when they do not see much development in their localities. Citizens for the past decade have succeeded in contributing to the assembly through the assembly members in suggesting what they

thought should be used in making bye – laws. They had also provided free labor for the construction of KVIP, market, community centers and newly built community schools.

However, as discussed earlier in this chapter, the extent to which these have been realized was quite insignificant. Policies and programs were “thrown” unto the people without the prior notice of the elected assembly members of the community, let alone, the ordinary citizens. On a more serious note, the distance between the D/A and the grass root people has widen to the greatest degree, making it impossible for the Local Government to achieve its prime motive. The most dangerous of it all was when people began to drag the D/A into partisan politics, making it possible for only members of the ruling party to make meaningful contribution to the assembly’s policy planning and implementation. Today, citizens who belong to the party in power, could just troop to the assembly premises and either lock up the offices or vandalize equipment and go away unpunished.

6.8 Social Intervention Programs

In order to alleviate poverty and raise the standard of living of the citizens at the local level, the government instituted a number of social intervention programs to ensure good governance. Major among these include the Micro Finance and Small Loans Center (MASLOC), Livelihood Empowerment Against Poverty (LEAP), National Health Insurance Scheme (NHIS) and the National Youth Employment Scheme (NYES). Others were the School Feeding Program (SFP) and the Poverty Alleviation Fund (PAF). These were all established before 2007. However, between 2007 and 2016, each of these intervention programs had received a tremendous improvement. With the exception of LEAP and PAF which were managed and supervised by the D/A, all the rest were

supervised by institutions established by the central government and are made autonomous.

6.8.1: Micro Finance and Small Loans Center (MASLOC)

This facility was established to give personal small loans to small scale entrepreneurs such as Akpetshie distillers, people in gari processing, street hawkers etc. to serve as capital in their businesses. Before 2007, the facility had a beneficiary of 200 people only. However, from 2007 – 2016, this had increased to about 2000 people, an indication of increase of 1000%. One major problem with this facility is that, the managers only allow the facility to benefit partisan interest within the local government areas and as a result needs none payment of the facility.

6.8.2: Livelihood Empowerment Against Poverty (LEAP)

The NPP government under the former President J.A Kufour realized that some people in the rural areas, most especially the disabled were living in abject poverty and that needed to be given a token amount at the end of every month. By the end of 2016, the LEAP support was given based on how many needy people formed a household. If the household was made up of only one beneficiary, he or she was given GH64. But if on the other hand they were two or three, they were remitted GH88, and finally, for four or more in a household GH106 were paid. This went a long way to assist the beneficiary since some could even use theirs to serve as seed monies to trade. Before 2009, only 70 beneficiaries had been covered in the district. However, by the end of 2016 1,124 needy people had been covered by the scheme.

6.8.3 National Health Insurance Scheme (NHIS)

The NHIS was instituted to help increase quality health delivery and to support patients who were relatively poor as well as orphans who could not have access to good health care. The pregnant and the aged also benefited greatly from the scheme. Over the last decade, payment of its premium had ranged from GH2 to GH5, for the children under 18 years, as well as the aged above 70 years and workers who contribute to SSNIT. On the other hand, for beneficiaries from 18 years to 69 years had paid between GH8 and GH22 per annum. This scheme had helped to provide healthy service delivery to some extent. However, one basic problem of the scheme is the inability of government to pay subscribers regularly, and the fact that certain illness such as tuberculosis, HIV AIDS, diabetic diseases, surgeries etc, were not covered by the scheme to be treated. These two major problems had made certain citizens lost interest and pulled out of the scheme as beneficiaries. Despite these setbacks, the scheme seems to be improving year after year as shown beneath;

Table 6.8 shows the performance of the NHIS from 2008 to the close of 2016

No	Year	Membership	Payment Utilization
1	2008	10,086	453,108,7845.529
2	2009	10,298	654,715,1353.764
3	2015	45,884	2,316,901.11
4	2016	46,092	4,426,341.09

Source; D/A Green book, 2016

6.8.4: National Youth Employment Scheme (NYES)

The NYES was purposefully set up to give temporary employment to the youths of Ghana, whom for one reason or the other, were lying idle after their second cycle education. In the AEED, beneficiaries had increased from 523 in 2007 to 1,400 by the end of 2016. The enlisted youths into the scheme were mostly made to teach and nurse in order to help increase the knowledge of beneficiaries. It also assisted them to gain income as well as serving as effective grounds to re – sit and pass their respective failed WASSCE examinations and proceeded to tertiary levels of education. However, this system had not existed without certain hindrances;

- There existed a strong partisan approach to its enlistment to the extent that youth who were perceived to be in opposition to the party in power found it extremely difficult to get enlisted into the scheme
- There had been persistent delays in paying the allowances of the beneficiaries. Sometimes, a worker would not be paid between three month minimum and over a year maximum.
- The scheme has still not covered much looking at the teeming youth population in the district. 1,400 by the close of 2016 was woefully inadequate to help make the youths active in nation building.
- There were also problems of accommodation to posted workers since many of them could not pay their rents due to the inadequate monthly allowances of the GH350 by the close of the year 2016.
- Beneficiaries had also complained of excessive illegal charges on their allowances.

6.8.5 Ghana School Feeding Program. (GSFP)

The GSFP was designed to supply peoples at remotely selected basic schools with a square meal a day. In the AEED, quite a number of public basic schools have benefited and that the number of beneficiary schools kept on increasing within the AEED. The scheme increased from a pilot of three schools in 2008, to 21 as at the end of the 2015/2016 academic year.

Table 6.9 below shoes the performance of the GSFP by the end of 2015/2016 academic year.

No	Location	Year Added
1	Solomon, Essikado, Kyebi,	2008
2	Abeadze, Kwanyako, Ahamakormbua, Fawomanye, Obrawogum, Asempanyin	2009 to 2012
3	Akotogua, Nsawadze, Eyirakrom, Obontser, Awordo	2013 to 2015
4	Abrofoa, Ekukrom, Anyinasu, Abowinmin, Ekupon	2016

Source: GES file, 2016

6.8.6 Poverty Alleviated Fund (PAF)

The PAF was initiated to support citizens who were extremely poor in the remote communities of Ghana. This program was placed directly under the D/As supervision. Initially, the fund seemed to be performing well but over the last decade, the fund has collapsed after part of it was used as Disability Fund. The other part was not visible. Several staff interviewed within the assembly hinted that the other part of the fund had

been given secretly to party functionaries. This was a mere allegation which could not be substantiated.

6.9 Resources of AjumakoEnyanEssiam District (AEED)

“Natural resources refer to materials or substances occurring in nature which can be exploited for economic gains” (Collier, 2003). Bannon, (2003) defined natural resources as “naturally occurring materials within the environment that exist relatively undisturbed by human, in a natural form”. Collier, (1998) again opines that no country can develop properly without efficient utilization of its available resources. It was in this direction that the employment of the RCM became prominent in achieving the basic objectives of this research. The model seeks to rationalize the efficient use of the resources of the district in order to achieve cost effective results. The resources of the AEED are made up of both natural and man - made, and they are also renewable and non – renewable. They include arable land for effective agricultural activities, granite and clay, timber, water bodies, important plantations such as palm, rubber, cashew, orange and cocoa. There are also quality human resources scattered along the length and breadth of the district. Tourism also plays important role since it is one important source of revenue to the purse of the D/A. There are other tourist centers as highlighted in the table beneath.

The resources of the district have not yet been fully discovered. This is because according to the interviews conducted, there are a number of mineral resources yet to be discovered and developed. Others include festivals which is part of the tourist attractions that brings over ten thousand tourists into the district every year between July and December. This also goes to affect the objectives of this study where citizens do not get the maximum benefit from the resources needed to develop the district. This

has defeated the objective of efficient utilization of the resources to benefit the citizens. In this case, while the Bottom – Up – Approach would link the government expertise to help, the RCM would use these expertise to make rational decisions on these resources while the public choice sees to it that these resources do not get into the hands of the selfish individuals.

Table 6.10: Shows some tourist areas in the AEED.

No	Tourist Scene	Location	Remarks
1	Lake	Akotogua	Fully developed
2	Traditional Museum	Ampia Ajumako	Patronized by Tourists
3	Sacred Bell	Breman Essiam	Attracts Tourists to Essiam Palace annually
4	Rock with padlock	Enyan Abaasa	Not fully developed
5	Bending Coconut Tree	Enyan Abaasa	Attracts Tourist daily
6	Running Water form Rock	Enyan Abaasa	Fully developed

File DPO, AEEDA 2016.

The resource of the state are made up of mineral resources – gold, bauxite, manganese, diamond, oil etc. There are also important rivers, lakes and water bodies such as Ankosra, Pra, Ayensu, Densu, Bosomtwe, sea etc. Ghana also has fertile land for farming. These are timber resources, cocoa, cashew etc. Tourism can never be left out. These are Boti falls, Kakum National Park etc. All these, are brought together under the management of the human resource capacity of the state. In Africa, very few countries could match the resources of Ghana. The resources of Ghana, contribute to about 70% of the GDP. In the annual budget estimate, revenue from these resources is

supplemented by loans and donor funds of various forms. It is out of this that statutory funds such as DAGF, MPCF, DDF, HIPIC, GSFP, Grants etc. are allocated and disbursed. These and other sources, served as sources of funds to the D/A for developmental projects and programs.

Table 6.11 shows the source of funds to the D/A, released to the assembly through the treasures.

No	Fund	Sources
1	IGF	District
2	DACF	Government
3	DDF	Government
4	HIPIC fund	Government
5	GSFP	Government
6	GOE	Government
7	Grants (Warrants)	Government

Source, File, AEEDA, 2016

Analysis from the interviews conducted on the financial experiences from the DFO indicates that there had been no single year when the annual budget estimate had fully been paid for spending. In most cases, they were reduced between 30% and 50%. For instance in 2015, out of the estimated GHC 6,608,208.58 only GHC3,260,230.95 was disbursed. Again in 2016, out of an estimation of GHC7,288,033.77 was released for spending. In 2015 and 2016, fund sources such as HIPIC, DDF, and sector specific transfers were not released at all. One disturbing issue is that, these small amounts delayed so much before disbursed. Sometimes, the year would end before its allocations

were disbursed, making it impossible for the D/A to achieve its target for the particular year.

Table 6.12 below also shows other important sources of revenue and their performance to the D/A i.e., the IGF for 2014/2015.

REVENUE PERFORMANCE – INTERNALLY GENERATED			
FUND (IGF)			
ITEM	2014		2015
	Budget	Actual as at 31st Dec.	Budget
Rates	13,960.00	37,973.39	78,056.00
Fees and Funds	36,101.00	36,914.50	64,199.00
Licenses	48,361.40	47,559.00	73,223.00
Land	54,567.00	13,740.00	39,711.00
Rent	7,096.00	2,554.00	7,806.00
Investment	-	-	-
Miscellaneous	5,277.60	5,364.00	16,805.00
Total	165,363.00	144,105.29	279,800.00

Source: File, DFO, 2016.

The above performance shows an increase in budget estimate between 2014 and 2016. Revenue actualization within these 2 years had been fluctuating; going up and downs. However, sources of investment had always been nil but it is worth saying that the total figures of budget and actuals such as 165,363.00, 144,105.29 and 279,800.00 are woefully inadequate to finance development projects in the district. In fact, again, if the various government disbursements were added to the IGF, the total amount will still not be enough to

cater for the district. It is also worrisome that a number of these IGFs had not been captured for utilization. Examples were licenses of street hawkers, artisans and people who engage in sand winning had not been captured to pay revenue to the district. Also, a lot of people failed to register their marriages in order to enable the assembly earn income. On a more serious note, certain statutory funds such as the DACF for instance, suffered a number of unlawful deductions before reaching the assembly; as a result, the actual amount disbursed becomes less on reaching the local level. However, where to channel these resources for development had always been dictated by the central government. In effect, the number of interviews conducted showed that the resources of the state had not been adequately and effectively channeled down to affect the lives of the citizens in the grass root in order to develop them and raise their standard of living.

6.10 Audit of accounts of the AEEDA.

Interviews conducted at the D/A showed that the D/As had been audited very regularly; at least once every quarter of the ensuing year under review. Auditing the accounts of the D/A had been the first and the, most immediate step in accounting to the people. It was made of both internal and external auditing to find out how the assembly had been spending its funds without misappropriating and misapplication. It had also been the most immediate step to check corruptible practices among the staff of the assembly. Accordingly, any detection of misappropriation was reported to the Auditor – General where reports were submitted for punitive action to be taken.

6.11 Perceived allegation of corruption at the D/A.

The characteristic of the theory of public choice is fundamental to this quest. The theory seeks to find out if in public administration individuals become corrupt under the umbrella of serving the public good. It says that individual's behavior is guided by self-interest; and therefore governments are inefficient and corrupt because people use government to perceive their selfish agenda. The administration of questionnaire and interviews conducted pointed to the overwhelming perceived bribery and corruption, even though no evidence was provided. At the D/A, an enquiry from the staff of the assembly responded passive; "don't know". Others just responded "corruption exists everywhere", and ended there without commenting any further. However, outside the assembly's premises, an overwhelming majority of about 90% accepted corruption existing in the assembly with impunity. They went ahead to provide evidence on how party supporters invaded the DCEs office occasionally to demand for remittances and materials to their communities. They concluded that the kind of bribery and corruption, favoritism and nepotism existed at the assembly is an undisputed facts, making it increase the gap on the relationship between the D/A and the citizens on the need to motivate themselves to take active part in the involvement and participation in the politics in their own local areas.

6.11.1 Measures to check corruption at the D/A.

The government, in an attempt to ensure effective supervision of the D/A and to ensure that their funds are meaningfully used to benefit the people, had promulgated and amended a number of Local Government Acts to ensure corruption free and also, to reduce due processes in disbursing funds from the assembly for development. Between 2005 and 2016, a number of important Acts where passed or amended in order to control the D/A's purse and

to monitor the effective allocation of funds to achieve the desirable development. Among these Acts included

- The Financial Administration Act 654, to direct how the spending of the highly ranked officials of the D/A could be made,
- The public procurement Act 914, amended in 2016 to streamline contract of the assembly's development and infrastructural facilities. It also regulates how the D/A make purchases on items such as equipment and logistics to help the operations of the assembly
- The Public Financial Act aimed at checking the rightful use of a statutory funds allocated and disbursed to the D/A
- The Internal Auditing Agency Act, responsible for putting down effective measures to accurately audit the account of the assembly,
- The Public Financial Management Act 921, amended in 2016 to help effective management and utilization of public funds at the assembly and
- Other internal measures and control procedures such as following bureaucratic system of making payment in which pay vouchers pass through highly ranked officials of the assembly before payment are made.

It is however important to acknowledge that these measures have worked to some extent but have not achieved 100% success since the officials of the D/A have “several ways of killing the cat”. The survey showed that despite all such measures existing to check corruption, officials still corrupt the system. They opined that the staff of the assembly could even go to the extent of bribing their ways through both internal and external auditors in order to corrupt the system. This was evident judging from the extent to which top ranked officials of the D/A

such as the DCEs were using luxurious vehicles, built mansions and led extravagant lifestyle after leaving office.

6.12 Development project initiated by the Ajumako Enyan Essiam District Assembly (AEEDA)

The Local Government Act 462 entrusts the development of the district into the hands of the D/A. This to a very large extent indicates that the D/A indeed stands for development at the local level. In other words, the D/A has the constitutional mandate to be the sole agent of development at the local level. However, the number of interviews conducted outside the premises of the D/A proved otherwise. This is because over 70% of the citizens interviewed on the question of whether the D/A stands for development or not responded no. This probably occurred because the citizens had not felt the presence of the assembly significantly in terms of development projects and programs. However it is evident that the D/A, with the collaboration of the MP had initiated and completed a number of developmental projects aimed at ensuring development in the district. Over the last decade, this had been experienced by the provision of social amenities such as electricity, road construction, expansion of school facilities, provision of safe drinking water, street lighting programs, toilet facilities, provision of health facilities, provision of markets and construction of durbar grounds for the people.

6.12.1 Provision of electricity

One of the most important social amenities that citizens patronize is the provision of electricity. The rural electrification programs started at the PNDC/NDC era got accelerated from 2009 till the end of 2016 in the AEED. The district was first connected to the national electricity grade in 1998. By 9years from then, the electrification programs had been felt in

only about 68 out of the 195 communities in the district, representing about 34.87% of electricity distribution in the district. However, from 2009 to the end of 2016, the district experienced a massive increase in the rural electrification projects in which the number of communities connected to the national electricity grade increased from 68 by the end of 2007 to 180 by the year ending 2016, representing an increase of 57.44% within the last decade. Thus currently, only 15 out of the 195 communities in the district, representing 9.69% had not been supplied with electricity. These communities included Kososan, Dwenwoho, Obreyeko, Imorokrom, Esikado 1 and 2, Anomabokuma, Ebenezer etc.

Table 6.13 below shows the electricity distribution in the AEED over the last decade.

Year	2008	2009	2010	2011	2012	2013	2014	2015	2016
No of Comm. Supplied	6	15	20	11	30	10	6	4	10

Source: File, AEED – 2016

In addition, some few modern type streetlights were fixed within 31 communities between 2014 and 2016. Some beneficiary communities were Enyanmaim, Abonwinim, Denkyira, Essiam, Ajumako, Eduyaw, Assassan, Nyakomase, Abrofoa, Owane, Mando and Abaasa.

Table 6.14 below shows the distribution of 31 communities with streetlight between 2014 and 2016.

Year	2014	2015	2016
No of comm. Supplied	8	10	13

Source: Field work, 2016.

In effect, it is clear from the above tables and analysis that rural electrification projects have improved in the AEED but how do we access the standard of living of the 15 communities without electricity, as well as the 164 communities without streetlights. This is a clear case of uneven development in the district.

6.12.2 The state of affairs of roads in the AEED (2007 – 2016)

Road network in the AEED by the close of 2006 was not too good. At that time, only about 20% of the total road network in the district had been put to good shape. However, the years 2007 to 2016 saw a massive improvement in this sector. During this period, there were various roads improvement through bitumen, surfacing, drains and tarring on 15 major road networks. About 20 roads also saw reshaping and spot improvement. In addition, new roads accessibility was also embarked upon summing up to 44 in the district representing a total of 124km of roads repaired and constructed.

Table 6.15 shows road bitumen, surfacing, draining and tarring within the period;

S/No	No of roads in km	Remarks
1	22	Surfacing
2	10	Draining
3	13	Bitumen
4	79	Tarring

Source: File, AEEDA, 2016.

Table 6.16 below also shows road reshaping and spot improvement within the period under study.

S/No	No of roads in km	Remarks
1	40	Re – shaping
2	21	Spot Improvement

Source: File, AEEDA, 2016.

Table 6.17 Apart from the above; new access roads constructed have also been identified.

S/No	Identification of road	Remarks
1	Hasowodze – Ndaam road, Biseasejn – Trebu,	2011
2	Denkyendua – Esua – Donkokrom, Denkyenduajunc – Bukarikrom	2012
3	EssiamPosubanho – FPC junc, Denkyendua – Bobobraden, Mando – Ampia – Ajumako	2013

Source, File AEEDA, 2016

The above illustrations show that the district enjoyed a considerable improvement in the road network within the period 2007 – 2016 as selected for this research. As a result, a total of about 250km of roads were put in various degrees of repairs and construction.

6.12.3 Provision of water, toilet facilities and durbar grounds.

Water, the cheapest of all commodities but the most useful featured prominently in the provision of social amenities within the period. During this time, a number of field works had been done to improve the supply of portable pipe born water but these were not began before the close of 2016. The water supply which took center stage at that period was that of construction of boreholes instead. During the period, a total of 87 boreholes were drilled to supply drinkable water to the citizens within the district.

Table 6.18 shows the supply of water (boreholes) to a total of 81 communities in the district.

Year	2009	2010	2011	2012	2013	2014	2015	2016
No of Boreholes	7	10	10	22	10	9	8	11

Source: AEEDA Green book, 2017.

However, a number of communities since settlement have been relying on streams and unsafe drinking water. As at the end of 2016, the improvement in borehole water supplied had still not reached them. Today as we speak, they still do not have any means of pure and hygienic water to drink. They include EtsiiAmoanda, Meserenyame, Imorokrom, Ebenezer Amoanda, KobenaEgyin, Rehawoho and others.

The D/A also gave prominence to the provision of toilet facility mostly KVIPs. Between 2010 and 2016, the total numbers of 26 modern KVIPs were supplied to 22 communities within the district.

Some beneficiary communities included Mando, Abeadze, Kwanyako, Esikado and Osedzi.

Table 6.19 shows the supply of 26 KVIPs to 22 communities in the district:

Year	2010	2011	2012	2013	2014	2015	2016
No of KVIPs SS.	3	2	10	2	3	3	3

Source AEEDA Green Book 2017.

The survey conducted also showed that a number of traditional communities also requested the assembly to supply them with the construction of durbar grounds to facilitate community meetings, durbar of Chiefs and people during festive occasions and for funerals. A number of 8 communities benefited from this between 2014 and 2016. The beneficiary communities were Entumbil, Eduyaw, Techiman, Kromaim, EstiiBewora, Enyan Nkodwo, BremanEssiam and Mando.

Table 6.20 below shows the construction of 8 durbar grounds for 8 communities in the district.

S/No	Location	Year Constructed
1	Entumbil, Eduyaw and Techiman	2012
2	EnyanNkodwo	2013
3	Kromaim and EtsiiBewora	2014
4	BremanEssiam	2015
5	Mando	2016

Source: AEEDA Green Book, 2017.

6.13 The role played by the Member of Parliament in infrastructural development and social intervention programs in the district.

Infrastructural development and expansion within the AEED can never be discussed without crediting the pivotal contribution of the MP of the constituency. Hon. Cassiel Ato Baah Forson the MP for the AEE constituency, who also doubled as the deputy Minister of Finance of Ghana was the main brain behind the infrastructural successes chopped by the

district, especially from 2013 to 2016. He in collaboration with the assembly brought massive developmental projects in such areas as road construction, electrification expansion, water (borehole) supply, construction of KVIP among others, through his influence and lobbying as the deputy Minister. He also engaged in various social intervention programs using his part of the common fund and personal income in such areas as,

- Giving full and partial scholarships to some brilliant but needy students from the district,
- Paying the school fees for certain students who applied for assistance. The researcher for instance benefited from this package,
- Remitting some grass roots citizens who approached him as such,
- Resourcing certain market women and small scale businessmen who wanted to be assisted by him.

6.14 Problems militating against the smooth implementation of decentralization in Ghana

The concept of decentralization can never go without certain setbacks. The survey made a discovery where respondents made overwhelming criticisms on the nature of decentralized administration in the AEEDA. Major among these were identified as:

- **Lack of qualified personnel:** According to them, decentralized administration lacked staff with managerial acumen to manage the entity for efficiency. Most often than not, square pegs are put in round holes, putting the establishment in a stalemate, affecting development. In certain instances, party faithful's consider favoritism and nepotism and sometimes, recruitments into the assembly are based on the political terminology "job for the boys"

- **Inadequate resources:** since decentralization is capital intensive, a large pull of resources are needed in the form of funds, facilities, equipment and logistics. To the respondents, however, these are lacking to a very large extent.
- **Lack of effective supervision:** according to the interviewees, there is a gross negligence of duty in the system eluding the managers of effective supervision. In effect, individuals manage their own affairs in the establishment, affecting output. Projects under construction for instance are not effectively supervised resulting in shoddy work and over estimation of pricing,
- **Corruption and mismanagement:** since decentralized entities have some amount of autonomy to manage their own affairs, misappropriation of funds and corruption becomes the order of the day. Sometimes too, ineffective polices are implemented in order to create “loot and share” among officials in order to satisfy their own self – aggrandizement.
- **Unnecessary interference from the center:** instead of giving the D/As a complete autonomy to formulate and implement decisions, the center mostly imposes policies on them instead, killing their initiative and innovations. This also makes it impossible to find solutions to the problems of the people since the assembly is closer to the citizens and can know and understand their problems better.
- **Absence of effective institutional structures:** the decentralization policy in Ghana lacks proper and efficient institutional structures to maintain sanity in the field. Even where there are rigorous laws to be applied strictly, the management lose sight of them and manage the affairs according to their own whelms and caprices.
- **Lack of political will:** apart from unnecessary interference from the central government, it has also not been able to commit itself fully to the success of the

system by fully financing, properly structuring and making the assembly leave up to expectation in order to complete the task assigned to it successfully.

- **Indebtedness of the assemblies:** due to the inability of the D/As in Ghana to generate excess income, in addition to the statutory funds allocation, the assembly with limited resources always runs at loss whenever they balance their accounts. It is on record for instance that the AEEDA at the end of the 2016 was indebted to the tune of GH2 million, according to the DFO.

6.14.1 Suggested solutions to problems militating against the smooth operations of decentralization in Ghana.

The survey conducted discovered a number of suggested panacea to the problems enlisted in the 6.21 above. Among these included;

- **Accounting for costs in decision making:** according to the respondent, when communities and their representatives make decisions, they take into account (internalize) the whole array of costs and benefits to the local people,
- **Increasing accountability:** by bringing public decision making closer to the citizenry, decentralization is believed to increase the public sector accountability and therefore effectiveness,
- **Reducing transaction costs:** administrative and management transaction costs may be reduced by means that increase the proximity of local participants and access to local skills, labor and local information,
- **Matching services to needs:** bringing local knowledge and aspiration into project design, implementation, management and evaluation help decision makers to better match actions to local needs,

- **Mobilizing local knowledge:** bringing government closer to the people increases efficiency by helping to tap the knowledge, creativity and resources of the local communities,
- **Functional political institutions:** regulations or laws establishing and regulating the decentralized policies must be regularly reviewed and strengthened to eliminate mismanagement, corruption and to ensure effective supervision of the system,
- **Improving co –ordination:** decentralization is believed to increase the effectiveness of co – ordination and flexibility among administrative agencies and in planning and implementation of developmental,
- **Providing resources:** providing local communities with materials and resources can contribute to development of the district,
- **Qualified personnel:** for effective decentralization aiming at development, qualified staff must be recruited and periodic workshop and orientations must be carries out to equip the staff for effective and efficient delivery,
- **Effective supervision:** personnel in decentralized administration must be checked regularly in order to ensure good result and quality production in the D/A,
- **Autonomy:** it is also suggested that a decentralized establishment such as the local authority must be given a substantial amount of free will to make certain decisions that will help respond to the plight of the local people themselves on behalf of the central government.

The problems hindering the effective actualization of objectives of the D/As can be mitigated by the use of the RCM and the Bottom – Up – Approaches and in hypothetical situations investigating the modalities of solving these problems by rationally putting these problems

into the feedback process for correction. The Public Choice Approach would see to it that the leakages in revenue mobilization are reduced drastically so that there would be enough resources to correct these numerous problems. As these problems are resolved using these models, the objective 4 of this study would be achieved to help in development.

6.15 Lessons learnt from decentralization.

The understanding of decentralization concept varied among respondents questioned and interviewed as part of the requirements for this research work. As a result, their responses on the lessons learnt since over three decades of its inception also differ. Among some of these lessons are that;

- Without decentralization, issues of development could have been worse .
This is to say that, despite decentralization had not lived up to expectations, it has to some extent played its part in terms of local development,
- “Decentralization has a long way to go”: educated elites in their localities are much aware of what role the D/A must play in ensuring effective and efficient implementation of decentralized policies. They accordingly think that decentralization has not gone anywhere near its purpose, thus, remarking as such,
- Accountability: according to the respondents, officials responsible for achieving the success of the program must first and foremost make themselves accountable to the people instead of to the governments since they are those they come into contact with and at the same time plan with,
- Some respondents see the decentralization policy just as an illusion. They think that the much touted decentralized programs were not genuinely

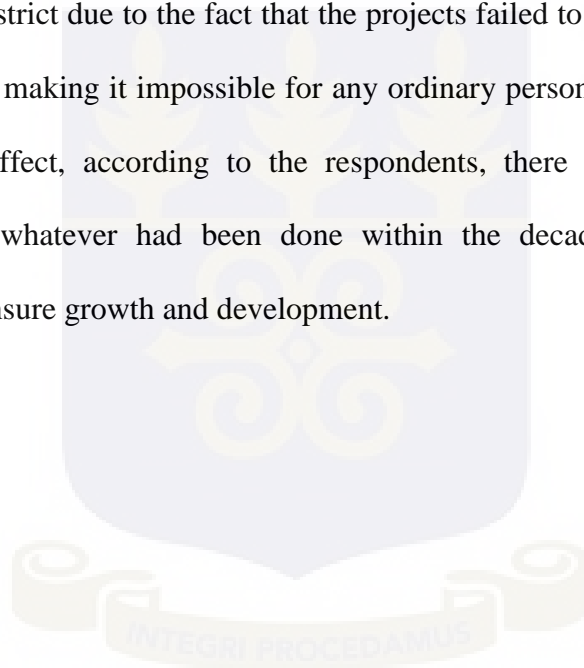
meant for development but a mere propaganda tool to influence Ghanaians in order to perpetuate rule,

- “Decentralization is better than none”. Some respondents on the question on the lessons learnt on decentralized policies and programs also think that it is better the system stays than been abandoned because over concentration of governmental powers would create unnecessary remoteness, thereby making the local people suffer dictatorship,
- Tendency to corrupt the system: certain local citizens also think that decentralization is much a deceptive concept intentionally introduced to pave way for government appointees to showcase their self – aggrandizement and sycophancy in public offices and corrupts the system. This is what the features of the Public Choice Theory, one of the joint models of this study seeks to liquidate,
- Another important lessons learnt throughout the research, as far as decentralization is concerned is that instead of decentralization under the unitary system of government, federalism might suffice. They reiterated that practicing decentralization under a unitary government is like “playing with fire”, making mockery of real federal governance. Thus, those who decide to do so should rather go for federalism instead completely,
- Remoteness; few respondents came into contact with also thought that, had it not been decentralization, the grass root would have been far remote from the government. No idea of how governments operate would have been experienced. Local people would not have participated much in the

government of their own country. They however think decentralization must be appreciated and embraced by all, despite certain hindrances it faces.

6.16 Conclusion

It is worth concluding based on the findings discussed that despite the numerous infrastructural developments carried unto the district within this period certain communities were still complaining of having not gotten their fair share. This means that the projects were not evenly distributed to achieve all inclusive development. Apart from that, poverty is still on ascendency in the district due to the fact that the projects failed to reflect on the economic lifestyle of the citizens, making it impossible for any ordinary person to fend for himself, let alone his family. In effect, according to the respondents, there is still more room for improvement because whatever had been done within the decade under study is still inadequate enough to ensure growth and development.



CHAPTER SEVEN

SUMMARY, CONCLUSION AND RECOMMENDATIONS

7.0 Introduction

This chapter, the ultimate, is a conclusive one that consists of the summary of the vital findings of the study, various conclusions drawn from the research, as well as the necessary recommendations made based on the study. Indeed, the research conducted on the AEED as a case, ended successfully with the discovery of significant and useful findings, summary of outcomes. Conclusions as well as reasonable recommendations which when strictly and carefully observed would help to reshape the face of decentralized policies and programs of Ghana for the better. The study aimed at assessing whether decentralization program was intensified in Ghana in the late 1980s, has brought development to the local people as envisaged. The summary herein is based on the stated research questions and objectives as well as the chosen conceptual framework for the study. The findings of the study have been the bases upon which certain valuable conclusions have been drawn as well as the workable recommendations or suggestions useful for any future policy making which may be centered on this research area in Ghana.

7.2 The summary of findings of the study

The findings of this study have been summarized based on the research questions and on the fact that;

Firstly, the successive governments, especially, the PNDC had since failed to create an enabling socio – economic environment within which the decentralization program could suffice and flourish for its intended goal of bringing growth and development, as well as

encouraging the grass root participation in government. This is evident from the findings where at the beginning of its inception, there were no offices about 80% of the staff was not paid by government and there was also low level of man power. Also, there was no accommodation for staff. Even as at today, certain department such as sanitation has still not been decentralized at the AEEDA, while sectors such as education and health are yet to be placed under the direct supervision and management of the D/A.

Secondly, the performance of sectors such as agriculture, education, health and the economy are facing serious challenges. Agriculture which is the main stay of the district and employs about 80% of the population of the district suffers from motivation, lack of capital, problem of land tenure and others even though the D/A is doing its best to provide quality seeds, good roads, market and other equally important facilities to help the sector grow. The health sector, even though has seen great improvement in infrastructure, NHIS, creation of more health centers and CHIPS compounds etc. have still not been adequately resourced because from the statistics, over 60% of the communities do not have their own health centers and have to rely on nearby health facilities. Still, child mortality and labor death rate are on the increase in the district. On education, despite more schools have been built and expansion made in already existing once, the standard of education at all levels is still low. The economic sector has performed abysmally in the district. Currently, some citizens cannot afford two square meals a day, let alone going for all the three times a day.

Additionally, revenue mobilization and the sources of revenue to the district are problematic. The sources of IGF are woefully inadequate. Apart from that, collections and payments are not forthcoming. The little collected are sometimes pocketed by the collectors. The little amounts that survive are also used for administrative management instead of for development. The other sources which are statutory are delayed and before they are disbursed, they are slashed down to a peanut. The over reliance on these funds such as

DACF, DDF, donations and others have made it impossible for the district to become self-reliant in revenue mobilization and there by affecting development adversely.

The findings of this research also revealed to the researcher that there is some degree of autonomy to the D/As to operate. However, it was also found out that this autonomy is very much limited. This is because apart from some petty decisions the assembly makes by itself, all major decisions on projects and programs are imposed on the people by the central government. For example, road constructions, building of schools, social interventions programs such as MASLOC, NHIS, NYES etc. All these programs are imposed on the D/A and or otherwise differently managed. This completely indicates that the balance of power from the central government has not adequately transferred to the local or regional government units within this Fourth Republic even though the Local Government Act 462 stipulates otherwise.

On social interventions, even though the idea was good and could have helped reduce poverty to a very large extent, the programs have become “Trojan Horses”. This is because if for a decade, apart from the NHIS, none of the rest had been able to achieve 50% of its objectives or targets, then where are we? In most cases, recruitments are based on partisan interests and whom you know.

Notwithstanding the fact that the district is not endowed with much wealthy natural resources, the citizens expected that the little that exist would be maintained whilst discovery is made on others, if found possible. What we now see is that the D/A has looked down unconcerned whilst this little resources gets extinct. For instance, the district’s forest reserves have all been mismanaged and subsequently depleted. The tourist centers that exist have not been checked and developed optimally to accrue revenue to affect the lives of the local people. The D/A has not made any frantic efforts to discover other resources the district is endowed with. It is said that an area around Ampia–Ajumako has a deposit of gold in

commercial quantity. Again, Obeiku, one of the collapsed communities is said to be harboring granite and cobalt, which are some of the world's most useful resources needed for development.

Besides, the interview responses and data analysis as demonstrated in chapter five indicates and alleges strongly again that the scarce resources of the district are most at times embezzled by the government appointees most especially, the MMDCEs selfishly. These are detected from the luxurious lifestyle after leaving office. As if all these are not enough, it was also noted that the nominated DCEs paid huge sums of monies to the assembly members before endorsing them. This allegation was confirmed by all the respondents except the DCE himself.

The study also made an interesting revelation. It made it clear that even though regular auditing is done to the account of the assembly, stringent measures should be attached to help eschew malfeasance. Acts to check corruption such as the Procurement Act 914, Financial Administrative Act 654, Public Financial Management Act 921 and others must be properly enforced. Again, the cumbersome procedure for paying funds in the assembly even though worrisome, must be encouraged to help reduce and cleanse the D/A of incessant allegation of corruption.

The discovery the findings made on infrastructural development and expansion was very significant. It is clear from the above findings that the last decade had seen a vast improvement in the provision of social amenities in the areas of roads, water, electricity, markets, KVIP, durbar grounds and so on. However, these were still inadequate if for instance about 85% of the communities in the district had been connected to the national electricity grade, what happens to the other 15% left? Are they not human beings leaving in the district? Do they not need amenities to survive? Again, if out of the 195 communities, only 8 of them had been provided with durbar grounds, is this a significant achievement to be

celebrated? There was even discrimination in selecting which communities must benefit from what. Also within the district, a number of projects had been abandoned due to a change in government by January 2017. In other communities, the contract on developmental projects had been cancelled. In another development, a number of infrastructural work in the district were lacking quality; a lot of shoddy work were done by contractors. Apart from these, certain communities were not accessible at all by road. A typical example is the Ebenezer – Amoanda road.

More so, the discovery made it known that about 80% of the infrastructural development over the period under study were as a result of the MP's influence that was channeled through the D/A for execution. This was probably due to the fact that he served in his capacity as a deputy finance Minister for 4 years i.e. from 2013 to 2016.

The findings also brought to the domain of the researcher that certain communities collapsed in the process due to the inability of the assembly to reach them with social amenities such as schools, health centers, electricity, water etc. This made citizens abandoned these communities to live at where they could enjoy such facilities reducing the number of communities in the district from over 239 to only 195. Such collapsed communities included Obieku, Oninsinadze, Attakwaa, Hammakwaa, Adawukwaa, Jerusalem, Adwenpaye 1 and 2 and others.

The research findings discussed also made certain revelations on problems militating against the smooth operations of the D/As in their quest to achieve growth and development. Some of these were lack of qualified staff; excessive government interventions etc. In response, a number of solutions were suggested. Some of them are recruitment of qualified officers with periodic in – service training, regular supervision, making the assembly autonomous and so on.

The study further established that there existed interpersonal relationship between the two highly ranked officials of the district, most especially the DCE, probably, due to the fact that the two belonged to the same ruling NDC party at the time. This telepathic understanding engineered their healthy co – operation in assembling this huge infrastructural development in the district as well as awards of scholarship to needy students and certain other financial assistance aimed at alleviating poverty in the district. This was because endorsing funds requested by the MP to beneficiaries was easily done by the DCE unlike situations where the two belonged to different political parties as existed in the district between 1996 and 2000, during which there serious friction.

In the poverty alleviation, the amount set for such purpose got broken down somewhere along the line where part of the poverty aviation fund was consolidated in the disability fund while the rest was used to take care of the party faithful's, a scenario that breeds corruption.

The findings also looked to the government appointees of the D/A. I mean the appointees to join the elected assembly members for the assembly's sittings and deliberations. According to the correspondents, these appointees become overly "powerful", because their party was in government and that they looked down upon the elected members. Apart from that, the leadership of the assembly gives them preferential treatment at the expense of the elected members even though their existence rather affects endorsement of the DCEs adversely.

There was also certain amount of lessons learnt as part of the research findings. It was discovered that some respondents hinted they had learnt certain lessons as; there would have been worse development had it not been decentralization, decentralization was meant to corrupt the system, a propaganda tool for government to entrench themselves in power and so on. Thus, it is worth making it emphatic that decentralization in Ghana has not led to optimal development as envisaged. However, it could have been worse as far as development is concerned if there had been no decentralization at all.

7.3 Conclusion

Based on its findings, this research can be concluded on the foundation that the AEED has enjoyed a considerable amount of infrastructural development and expansion over the last decade such as road networks, electrification projects, quality water supply, provision of markets, educational facilities, quality health facilities etc. but it is important to note that these are not the only indices or indicators used in assessing the level of development. On the field of the economy, this expansion in infrastructural facilities has not reflected to ensure the rate of growth and development expected, as the objective of this work seeks to achieve. Citizens within the district still find it difficult to make ends meet since over 70% of them are acutely unemployed. This problem of employment has resulted in a serious rural – urban drift, in which only the children and aged are left to their own faith to fend for themselves from the only functional supporting sector left, agriculture.

It is also worth concluding that if indeed the D/A wants to encourage effective grass root participation in the governance at the local level, then all the three stakeholders – the assembly itself, the citizens as well as the central government must all join hands and do things in unison, in order to achieve the target of decentralization.

Apart from the infrastructural and economic indicators, the conclusion is also based on the findings of the study that the human resource base, which serves as the pivot driving all the development indicators has not been very well developed within the last ten years of the Fourth Republic. If for instance, despite the government's huge investment in the educational sector at the basic and secondary levels, the overall students passes in final examination, annually do not go beyond an average mark or in percentage wise 60%, then how can we ensure smooth academic achievements for the majority of the citizens in order to develop the expected human resource at the tertiary level? This, in no doubt, hinders development greatly.

Also, from the findings as well, the study further concludes that there is a direct relationship between resource utilization and development of the district. Thus, as the resource mobilization in the district increases, it has a direct bearing on its commensurate development and vice versa. However, it is important to note that more resources would have to be generated for development if and only if those currently mobilized are put into judicious use to benefit the entire grass root citizens directly. So therefore, if our local resources are limited, and the little support that comes from the central government and philanthropic donors are also mismanaged, then it is obvious that there is very little hope for this district's development presently and in future. Currently as I write, the MMDAs nationwide are indebted. The AEEDA for instance is indebted to the tune of GH¢2 million as at December 2016; according to the DFO. However, on the issue of corruption, it has been concluded based on the findings again that, they are mere allegations, since those who leveled these allegations could not substantiate and prove themselves with any valid evidence. Again, the objectives of decentralization in this respect, has only been achieved halfway. This is because the indicators of grassroots political participation and development have not been adequately achieved; implying that the objective one has been achieved far below target. Secondly, it is clear from the findings that the level of autonomy granted to the assemblies are woefully not adequate to be referred to as a proper devolution. This also implies that the object two of this research has also been defeated partially. Thirdly, even though the resources of this country are used for the daily administration of this state, and to provide developmental projects and services, they have not adequately, imparted and affected the live style of the citizens of this nation. This also makes it clear that the 3rd objective of this study has also not adequately been met. In addition, as for the problems encountered, they were massive; lack of adequate preparations took center stage; lack of effective manpower; inadequate resources etc. were the order of the day. Finally, lessons learnt from decentralization have been quiet enormous;

the policy lacking proper financial injection, being an umbrella for leaders to perpetuate themselves in power, and the assertion that the policy of decentralization is better than none in terms of bringing development.

However, regarding the overall development of the AEED, the study concludes that even though the district has not developed to the extent expected, some significant progress have been made, considering the increasing number of development in infrastructural growth in recent years. It further concludes that such developmental projects should even be distributed to achieve a balanced and evenly developed district, taking into account the employment of the overall development indicators discussed above in order to achieve a sustainable growth and development. Thus, finally, it is worth saying emphatically in the study's conclusion that even though decentralization has not lived up to expectation by way of bringing the expected progress or development needed in the AEED, development itself would have been worse if there were no decentralized policies in place at all in Ghana. Thus, there is more room for improvement as far as decentralization is concerned.

7.4 The study's implication for any future research.

As a case study of its caliber, this researcher was limited to the Ajumako Enyan Essiam in the central region of Ghana due to factors of resources, time and proximity to the researcher. The study was centered on, if indeed, decentralization has brought development to the people at the grass roots, by the use of the agents like the local authorities. By implication, the findings of this research cannot be generalized or directly extended to all the district assemblies in Ghana. Thus, future research into this topic area in other districts would be necessary to help do comparative analytical studies of the district in order to establish the efficacy of applying the findings equally to all other districts in Ghana as a whole. To add up, this research targeted at assessing the extent to which decentralized government policies introduced through the Economic Recovery Program (ERC), and most importantly over the last decade

have yielded the intended growth and development expected, but the other indices and indicators which also influence the degree of development such as the stake holders in the district; the political interference; causes of pre – elections conflicts; acutely low turn – out (voter apathy) in national elections; local peoples willingness to take active part in grass root politics; and the dynamics of voting patterns in the district have not been thoroughly researched into. Hence, I believe any future research is paramount in harmonizing these developmental issues in order to draw much meaningful conclusion that could be used to generalize the findings on various districts in Ghana.

7.5 Recommendations

In the final stage of this research work, it would be prudent, as part of the requirements that certain recommendations and suggestion are made in order to correct the numerous deficiencies in Ghana's decentralized policies. This would go a long way to assist and bring out effective measures to help put the system in its proper shape so that its basic objectives of bringing government to the grass root level in order to bring effective good governance is materialized. These recommendations were solicited from valid views of the various distinguished respondents, as well as the writer's own research findings from certain authorities and textbooks. Thus the research findings recommended among others, the followings.

Economically, on resources needed for sustainable development, much efforts ought to be made in an attempt to improve upon the overall revenue mobilization or performance as well as the system used in generating revenue in the district in order to achieve an accelerated development. Over – reliance on statutory funding must be discouraged because as resourceful district of its kind can collect, supervise and make efficient use of its own resources to develop than waiting for the central government. Thus, in the words of Bird,

(1990,) “the unit costs of tax collected by the local authorities are far greater than those of the central government”.

Secondly, apart from widening the tax net to catch other taxable areas like sand winning, licenses of artisans etc., the other resource areas such as the commercial deposit of cobalt and other minerals must be properly discovered and mined in order to increase the resource and income base of the district. This also helps create gainful employment as well as raising the standard of living of the citizens thereof.

Thirdly, the agricultural and industrial sectors must be properly promoted and expanded in order to help diversify the district’s economy, affecting the development of Ghana as a whole. Since agriculture is subsidiary to manufacturing, the assembly must inject more capital into developing agriculture and this would affect production in the industrial sector, improving technology. This would lead to sound economy and thereby, reducing the rural – urban migration problem.

Furthermore, the D/A must develop intensive and proactive measures to promote education on taxation among the grass roots citizens to understand their economic obligation in order not to evade taxes. This education must affect the various stakeholders on taxation such as tax payers, collectors and users so that tax leakages are reduced or prevented.

Also, the D/A must use the resources of the district much judiciously in order to reflect on the lives of its citizens. This is one of the best ways the assembly can become accountable to the people. This to a very large extent would also improve the relationship between the D/A and the grass root – citizens, thereby, motivating them to participate fully in the politics and governance of their own localities. This is because the survey analysis responses were 54 as against 105 for unhealthy participation in local governance by the local people.

Another important recommendation made here is that proper and effective audit measures must be put in place to help check the accounts of the D/A regularly. The already existing

measures such as the public procurement Act 914, amended in 2016, Financial Administration Act 654, Public Financial Management Act 921, amended in 2016, Internal Audit Agency Act etc., must be properly streamlined to become much effective at checking mismanagement, bribery and corruption in the assembly.

Again, it is also recommended that the viable tourist sites in the district such as the rock with padlock and water running from rocks(at Enyan Abaasa), the sacred bell (at Breman Essiam), the Ampia Ajumako Meseum, and others must be fully developed to attract and serve as a very huge revenue base for the district. It is however important that a strong resource base of the district, would in no doubt, lead to accelerated growth and development. Socially, it is worth recommending that new fields of social intervention programs must be harnessed to help alleviate poverty in the district. However, the already existing ones such as MASLOC, NHIS and NYES, must be decentralized well by placing them directly and under the supervision of the D/A directly. Also, these interventions programs must be dispensed fairly, eschewing partisan approaches to their execution as existed.

Another social suggestion to restructure the role of the D/A is to do away with ethnocentrism, favoritism, nepotism and whom you know syndrome in executing policies and programs at the assembly. The officials of the D/As, especially, those of the AEEDA must be stern and resolute in their various engagements with the citizenry in order to avoid bias in their delivery.

It can also be recommended based on the findings that the provision of various infrastructural projects in the district such as road construction, water, electricity etc., must be scattered across board. In other words, development programs and projects must be shared equally to avoid uneven development among the communities of the district and to save other communities from collapsing as it happened to Obieku, Odinsandze, Hammakwaa etc. in the AEED.

Additionally, to ensure total decentralization in the local assemblies, the education and health sectors must equally be placed directly under the assembly's control and supervision. This would help the D/As to devise proper development and action plans to affect them directly to relieve the central government of over burden.

Politically, it is recommended that the appointments of the MMDCEs must be based on democratic elections in order to make them directly accountable to the people instead of to the President or central government. This would help check them to conduct themselves in acceptable manner in their various offices.

Another political recommendation is that the political institutions of the state must be allowed to function as designed. This means that laws establishing and regulating decentralization in Ghana must work well in order to put up deterring sanctions to officers who misconduct themselves in public offices such as the D/As.

Also, highly ranked officials of the D/A must eschew partisan approaches to their official assignment as public officers. This suggestion could also help motivate local citizens to increase their participation at the local government levels in their localities.

In addition, it is worth recommending that bureaucratic working within the D/As in Ghana must be neutral and professional enough in their dealings at their respective offices so as to bring the best of their expertise to bear. This would then help put the objectives of decentralized policies to their best shape, and thereby leading to development.

Notwithstanding, the appointment of government appointees to the assembly must be discouraged. This is because they only go to the assembly to serve the interest of their ruling party. They made the endorsement of the MMDCEs difficult or otherwise. Also, they are those that are pampered and favored than the elected members.

Another important recommendation is that the regulation to make the MPs, ex – officio (unofficial) members of the D/A's, must be resented. The MPs must be made official

members of the assembly to help them have much say in the happenings of the MMDA's in Ghana. This would go a long way to affect growth and development. However, as part of recommendations to this study, I entrust the following suggestions solely to the hands of the central government to help improve D/As in Ghana;

- Increasing central government grants to local authorities for development projects
- The MoLGRD should evolve effective action plan for local authorities to generate revenues internally
- Minimizing central governments interference and participating in local government administration
- Improvement of service conditions of local government workers in order to attract highly skilled personnel
- Providing funds to organize refresher courses and in service planning for the D/A workers
- Effective ministerial control to avoid misappropriation and misapplication as well as misallocation of D/A funds
- Provision of adequate equipment and logistics for local authorities. For example, vehicles, furniture and computer facilities
- Application of technology in the operations of the local government administration in Ghana
- Creation of financial autonomy to the local government unit
- The central government should properly scrutinize all loans contracted by local authorities.

- The central government should appoint competent technical experts to supervise, monitor and evaluate local government projects.



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APPENDIX A

**DEPARTMENT OF POLITICAL SCIENCE,
UNIVERSITY OF GHANA-LEGON**

**A QUESTIONNAIRE TO MEASURE THE UNDERSTANDING OF THE
DECENTRALIZATION CONCEPT AND TO FIND OUT IF IT HAS ACHIEVED ITS
INTENDED PURPOSE OF BRINGING DEVELOPMENT TO THE PEOPLE AT
THE GRASSROOTS.**

(Purposely for Academic Work)

Introduction:

I am an M.Phil. Political Science Student of the University of Ghana, doing a survey on the topic “Decentralization for development in Ghana”; The case study of the Ajumako Enyan Essiam as a requirement for an Advanced Quantitative methods. This study is an important component of the fulfillment of the requirements for the award of the M.Phil. Degree in Political Science. The study is intended to interrogate if indeed, Decentralization as a program, has led to development in Ghana. As an important democratic program designed to release power to citizens at their door step, the role of the MMAs and MDAs can never be underestimated. It is therefore important for the rigorous academic study of this all important institution in order to identify the strengths and weaknesses so as to facilitate the development of enduring public policies and programs. The study will be of critical benefit to the Metropolitan/Municipal and District Assemblies, policy makers, bureaucrat, students, academics, electorate and all those who want to appreciate the dynamics and role of the assemblies in the decentralization policies in Ghana.

The study is not for any political party or government or any of its agencies. The study is for purely academic purpose. Your contribution will therefore be extremely grateful if you could

answer the questions as candidly as you can. Please be assured that any information you give will be treated in strict confidentiality. Thank you for your maximum co-operation.

QUESTINAIRE ID:

NAME OF INTERVIEWER

SECTION A

1.0 Personal Data [Please Tick applicable form]

1.1 Age 1. 18-30 years [] 2. 31-40 years [] 3. 41-50 years [] 4. 51-60 years []
5. 61-70 years [] 6. 70 and above []

1.2 Gender 1. Male [] 2. Female []

1.3 Marital Status 1. Single [] 2. Married [] 3. Separated [] 4. Divorced [] 5. Widowed []

1.4 Religion 1. Christianity [] 2. Islam [] 3. Traditionalist [] 4. Other Specify

1.5 Occupation 1. Unemployed [] 2. Civil Servant [] 3. Student [] 4. Other Specify

1.6 Nationality 1. Ghanaian [] 2. Nigerian [] 3. American [] 4. Other Specify

1.7 District 1. AjumakoEnyanEssiam [] 2. Mfantseman [] 3. AsikumaOdobenBrakwa []

4. Other Specify

SECTION B

2.0 Decentralization and Policy Making [Please, tick applicable form]

2.1 Are you a worker at the District/Municipal/Metropolitan Assembly? 1. YES [] 2. NO []

2.2 If YES, in what capacity 1. Presiding Member [] 2. District Co-ordinating Director []

3. District Budget Officer [] 4. Other Specify

2.3 Do the citizens in your district appreciate the work of the DA? 1. YES [] 2. NO []

2.4 Give reason (s) for your answer in question (2.3)

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

2.5 Are you a native of the AEED? 1. YES [] 2. NO [] 3. Do not know []

2.6 If YES, how has the AEEDA's present felt in your locality?

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

2.7 Have you taken part in any activity of your district before?

1. YES [] 2. NO [] 3. Do not know []

2.8 If YES, in what capacity? 1. D/A Election [] 2. Revenue Mobilization []

3. Bye Laws [] 4. Other Specify

2.9 What is the relationship between your District Assembly and the central government? 1.

Cordial [] 2. Co-coordinating [] 3. Very bad 4. Other Specify

2.10 Do you think the District Assembly is timely representing the central government in

implementing government policies and programs? 1. YES [] 2. NO [] 3. Do not know []

2.11 Give reason for your answer to question (2.10) above

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

2.12 Which government policies do you think your district has rightly supervised?

1. Education [] 2. NHIS [] 3. NYES [] 4. Other Specify

2.13 To what extent has the above policy in (2.12) affected your district in terms of development?

.....
.....
.....
2.14 Has the District Assembly been partisan in its policy implementations?

1. YES [] 2. NO [] 3. Do not know []

2.15 If YES, how do you know?
.....
.....

SECTION C

3.0 District Assembly Committee and Public Policy

3.1 Are you an Assembly Member yourself? 1. YES [] 2. NO [] 3. Do not know []

3.2 If YES, which committee do you belong to?

1. Works Committee [] 2. Education Committee [] 3. Social Service Committee []

4. Other Specify

3.3 How can you measure in percentage how your district carries out the decisions of the District Assembly Committees, most often to benefit the people at the grassroots?

1. 80-100% [] 2. 60-70% [] 3. 50% [] 4. 40% and below []

3.4 How would you rate the educational level of the Assembly Members in your district?

1. Very High [] 2. High [] 3. Average [] 4. Below Average []

3.5 Do you think the educational background of some Assembly Members qualifies them to perform better on the committees they serve? 1. YES [] 2. NO [] 3. Do not know []

3.6 Give reasons to support the choice of your answer in question (3.5) above.
.....

.....
.....
3.7 Are Chairmen of District Assembly Committees appointed on partisan basis?

1. YES [] 2. NO [] 3. Do not know []

3.8 Do you think the District Assembly Committees are independent in their work at the assembly? 1. YES [] 2. NO [] 3. Do not know []

3.9 Give reason (s) to your answer in question (3.8) above.

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.....
.....

SECTION D

4.0 Decentralization and Development

4.1 Do you think the staff of the District Assembly, including the assembly members understand the basic concept and principles of decentralization? 1. YES [] 2. NO [] 3. Do not know []

4.2 Give reason(s) to your answer in question (4.1) above

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

4.3 Do you think the DCE's of the District Assembly should be selected through elections?

1. YES [] 2. NO [] 3. Do not know []

4.4 If YES, why?

.....

.....
.....
4.5 Has your District Assembly Member initiated and completed any developmental project?

1. YES [] 2. NO [] 3. Do not know []

4.6 If YES, what project is it?

.....
.....

4.7 If NO, what has accounted for it?

.....
.....

4.8 How can you measure in percentage the extent to which the District Assembly has managed to mobilize revenue for the development projects in the district?

1. 80-100% [] 2. 60-70% [] 3. 50% [] 4. 30-40% [] 5. 20% and below []

4.9 Do you think the District Assembly really stands for development in your locality?

1. YES [] 2. NO [] 3. Do not know []

4.10 Give reason(s) for your answer in question (4.9) above

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

4.11 How do you measure the efforts made by the District Assembly at motivating the local people to engage in the grassroots political activities?

1. Excellent [] 2. Very Good [] 3. Good [] 4. Bad []

4.12 Has the District Assembly effectively and efficiently channeled its resources for development in your area? 1. YES [] 2. NO [] 3. Do not know []

4.13 Have some staff of your District Assembly been labeled to be corrupt?

1. YES [] 2. NO [] 3. Do not know []

4.14 If YES, what measures has the District Assembly taken to check this corruption canker?

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

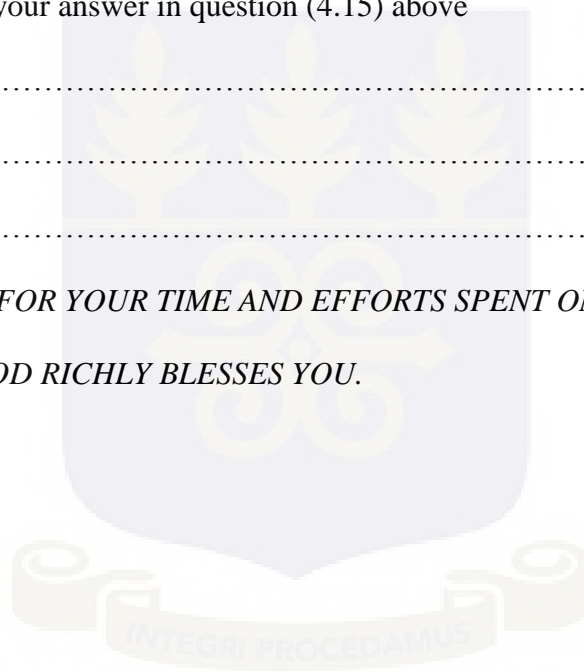
4.15 Do you believe that decentralization has brought about development in your area?

1. YES [] 2. NO [] 3. Do not know []

4.16 Give reason(s) to your answer in question (4.15) above

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

*CONGRATULATIONS FOR YOUR TIME AND EFFORTS SPENT ON THESE QUESTIONS;
GOOD LUCK, AND GOD RICHLY BLESSES YOU.*



APPENDIX B

Topic: “Decentralization for Development; The case of Ajumako Enyan Essiam District (AEED)”

AN INTERVIEW GUIDE FOR THE AJUMAKO ENYAN ESSIAM DISTRICT

ASSEMBLY MEMBERS AND OFFICIALS.

(PURPOSELY FOR ACADEMIC WORK)

Research Student: FRANCIS ACQUAH – BOAGYAN

Student’s ID: 10176489

Supervisor: Dr. Nicholas Amponsah and Dr. Evans Aggrey – Darkoh.

This interview guide is prepared to solicit views from the technocrat of the AEEDA and the ordinary citizens of the district on the extent to which decentralization has brought development to the people of the AEED. The researcher is an M.Phil. student of Political Science, University of Ghana, Legon. This study is carried out as partial requirement for the award of M. Phil. Degree in Political Science. I would be grateful if you would voluntarily help me by answering the following questions as I humbly request. This exercise is purely for academic purpose and I promise your responses will be treated with utmost anonymity, secrecy and confidentiality it might desired. Thank you very much and hope this plea would meet your favorable consideration.

INTERVIEW QUESTIONS FOR THE STAFF OF THE AEEDA

- i. How would you rate the D/A Members contribution to the debates of the house?
- ii. What is the attendance of the D/A members at the assembly sittings?
- iii. To what extent has the central government imposed policies and programs on the D/A?

- iv. Has the government allocated reasonable funds for the D/A in its budget since independence?
- v. Do you think the staff of the D/A, including the assembly members understand the basic concept and principles of decentralization?
- vi. To what extent has the central government granted autonomy to the D/A in decision making?
- vii. Do you think MMDCEs must be elected democratically? If yes, how would you rate the contribution of the elected DCEs to the D/A?
- viii. What are some of the challenges facing the D/A with respect to its quest at promoting growth and development?
- ix. Has the D/A slated down certain working measures aimed at arresting the problems (mentioned in viii) above?
- x. How effective have the measures (in ix above) been in correcting the D/A's problems?
- xi. How would you rate the central government's preparedness in providing logistics and equipment, resources and institutional framework for assisting effective actualization of decentralized policies in the AEED since independence?
- xii. Do the government's subventions, funds, policies and programs reach the district regularly and on time?
- xiii. How would you measure in percentage the extent to which the D/As has managed to mobilize revenue for development in the district?
- xiv. How immediate does the central government's policies flow to the assembly for implementation?
- xv. How often does the D/A set up its own developmental project?

- xvi. Has the D/A effectively and efficiently channeled its resources for development in your area?
- xvii. What measures have been taken to curb corruption in the D/A? To what extent have these measures been effective?
- xviii. How regular has the finances of the assembly been audited?
- xix. What has been the role played by your MP in the development of your district over the last decade?

APPENDIX C

INTERVIEW QUESTIONS FOR OPINION LEADERS AND SOME EDUCATED ELITES IN THE AEED

- i. Have you ever gone to the Office of the D/A? What did you go there for?
- ii. How do you understand decentralization?
- iii. How far has the D/A's presence been felt in your locality, and in which way?
- iv. In which way has the D/A assisted you?
- v. Do you believe the D/A really stands for development in your locality?
- vi. Do the assembly members come to your community to find out your developmental challenges?
- vii. How do you see the human resource base of the AEED?
- viii. How has decentralized policies and programs helped to create jobs for the citizens in the district?
- ix. Do you think a large number of citizens in the AEED own certain basic properties such as shelter, vehicles, etc. as a result of decentralization policy?
- x. How do you see the standard of living in the citizens of the AEED?

- xi. How often have you taken part in the activities of the D/A?
- xii. What are some of the natural and man – made resources found in your area?
- xiii. How have you benefited from the resources (identified in viii) above?
- xiv. In which way has the assembly created jobs to benefit you?
- xv. Which developmental projects have the D/A initiated and completed in your community? In which ways has these projects helped your community to develop?
- xvi. What do you consider to be the problems facing the D/A in its quest to promote development in your locality?
- xvii. What do you think the government must do to solve the challenges facing the D/A?
- xviii. What do you think the D/A must do to improve the decentralized programs in the district?
- xix. What role must the government play to ensure the survival of the assembly?
- xx. Have the decentralization policies in Ghana failed to achieve some successes in Ghana? Why?
- xxi. In which way has your MP helped to develop your locality?
- xxii. Do you think decentralization has brought development to the AEED, how?

APPENDIX D

INTERVIEW QUESTIONS FOR ORDINARY CITIZENS OF THE AEED

- i. Have you ever gone to the office of the D/A? What did you go there for?
- ii. How do you understand decentralization?
- iii. How far has the DAs presence been felt in your locality and in which way?
- iv. In which way has the DA assisted you?
- v. Do you believe the DA stands for development in your area?
- vi. Does your Assembly member come to your community to find out your developmental challenges? How often?
- vii. How often do you take part in the activities of the D/A?
- viii. What are some of the natural and man-made resources found in your district?
- ix. How have you benefited from the resources identified (in viii) above?
- x. In which way has the Assembly created jobs to benefit you?
- xi. Which developmental projects have the D/A initiated and completed in your community? In which ways have these projects helped to develop your locality?
- xii. What do you consider to be the problems facing your D/A?
- xiii. What do you think the government must do to solve the challenges facing the D/A?
- xiv. Do you think the D/A really stands for growth and development? Why?
- xv. What do you think the government must do to improve upon decentralized programs in the district?
- xvi. Have the decentralized policies in your district failed? Why?
- xvii. What role must the government play to ensure the survival of the D/A?
- xviii. What role has your MP played to ensure growth and development in your district over the last decade?

APPENDIX E

NOTES/INTERVIEWS

S/NO.	NAME OF INTERVIWEE	DESIGNATION/CAPACITY	TIME/ REMARKS
1	Hon. Peter Light Koomson	DCE	2009 – 2016
2	Mr. J.K A. Yanney	DS/DCE	1986 – 1994
3	Hon. CassielAtoBaahForson	MP	May, 2016
4	Mr. Anthony Mensah	DCD	May, 2016
5	Mr. PobiDonkor	DFO	May, 2016
6	Mr. KojoLaryea	DBO	May, 2016
7	Hon. Solomon FitsiiCobbinah	PM	2015 - 2016
8	Hon. Joseph Kojo Mensah	Fmr. PM	2013 - 2015
9	Ms. Doreen Ennison	DPO	May, 2016
10	Mr. Evans K. Abban	PM	December, 2016
11	Mr. Bright Abekah-Mensah	PRO, GES	May, 2016
12	Hon. Emmanuel Mensah	Assembly Member, Opaintsir	June, 2016
13	Hon. Rashid AlhassanJawulah	Assembly Member - Brofo	June, 2016
14	Hon. Galahad Alex Andoh	Assembly Member, Appointee	June, 2016
15	Hon. Adu-Baah	Assembly Member, Tayido	June, 2016
16	Hon. Mark Ananu	Assembly Member, Appointee	June, 2016
17	Hon. Edward Aggrey	Assembly Member, Kromaim	July, 2016
18	Hon. Peter Ekwam	Assembly Member, Apaa	July, 2016
19	Mr. Ebenezer Assabil	Teacher, Nkodwo	July, 2016
20	Kwabena Atta	Opinion Leader, Abekah	July, 2016
21	Mr. Kofi Essien	Opinion Leader, Baa	July, 2016
22	Ms. GiftyDanso	Opinion Leader, Abaasa	July, 2016
23	Mr. Eduah-Mensah	Opinion Leader, Obontser	July, 2016
24	Rt. Rev. PaapaYankson	Supt. Minister, Mando Meth. Church	July, 2016
25	Lawyer Acquaye	Legal Practitioner, Assassan	July, 2016

Source: Fieldwork, AEED, 2017

NOTE: The table above shows individuals interviewed by the researcher for the sampling; both purposive and random. In actual fact, the researcher interviewed 51 respondents but was able to display only 25 of them on this table. This is because a number of them even refused to show their identity that made it difficult for the researcher to display their names and address on the table. Also, some even warned that they don't want their names to appear in any document and this was made conditional before the interview began.