

**UNIVERSITY OF GHANA**

**LOCAL GOVERNMENT AND SUSTAINABLE TOURISM DEVELOPMENT IN  
GHANA: A CASE STUDY OF  
ACCRA METROPOLITAN ASSEMBLY**

**BY**

**JAMES GYIMAH ALHASSAN**

**(10552395)**

**THIS THESIS IS SUBMITTED TO THE UNIVERSITY OF GHANA, LEGON IN  
PARTIAL FULFILLMENT OF THE REQUIREMENT FOR THE AWARD OF  
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## **DECLARATION**

I do hereby declare that with the exception of quotations and references contained in the published work which have been identified and acknowledged, this thesis is the result of my own research undertaken under strict supervision, and that it has not been submitted either in part or in full for any academic award in this or any other institution across the globe. I bear sole responsibility for any shortcomings.

.....

**JAMES GYIMAH ALHASSAN**  
**(STUDENT)**

.....

**DATE**

**CERTIFICATION**

I hereby certify that this thesis was supervised under the laid down rules and procedures of the University of Ghana.

.....

**DR. KWAME ASAMOAH**  
**(SUPERVISOR)**

.....

**DATE**

## **DEDICATION**

I dedicate this work to the Almighty God, and secondly my family, especially my lovely Wife, Regina Kissaw and our three wonderful and blessed children; Karsten Kissaw Jr, Hillary Kissaw and Elizabeth Kissaw. I am so proud of you, sail on!!!

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## **LIST OF ABBREVIATIONS AND ACRONYMS**

AMA	Accra Metropolitan Assembly
EI	Executive Instrument
EIA	Environmental Impact Assessment
GIMPA	Ghana Institute of Management and Public Administration
GTA	Ghana Tourism Authority
GHATOF	Ghana Tourism Federation
GDP	Gross Domestic Product
GSGDA	Ghana Shared Growth and Development Agency
GTDC	Ghana Tourism Development Company
IIED	International Institute for Environment and Development
HOTCATT	Hotel and Catering Tourism Training Institute
LED	Local Economic Development
MMDAs	Metropolitan, Municipal and District Assemblies
MoT	Ministry of Tourism
MoTMCC	Ministry of Tourism and the Modernization of the Capital City
MoTDR	Ministry of Tourism and Diasporan Relations
MTDP	Medium-Term Development Plan
NCC	National Culture Center
NTDP	National Tourism Development Plan
ODI	Oversee Development Institute
PPT	Pro-Poor Tourism
SATC	South African Tourism Commission
UNWATO	United Nations World Tourism Organization
UNEP	United Nations Environmental Programme
WTO	World Trade Organization

## **ABSTRACT**

The study examines the role of local government in sustainable tourism development in Ghana. A qualitative research method was used to collect data from officials of Accra Metropolitan Assembly (AMA), Ghana Tourism Authority (GTA), and Ghana Tourism Federation (GHATOF). A Role Theory was adopted as a theoretical framework based on the objectives of the study. The study finds that the Accra Metropolitan Assembly (AMA) has not given adequate attention to sustainable tourism planning and development. As a result, AMA plays a limited role in the areas of tourism promotion and marketing, infrastructural development, public sensitization and awareness, regulation and public participation. The findings suggest that absence of legal framework, conflict between tourism and culture and no political will on the part of the government were the factors that limit AMA to actively plan for local tourism development. The study further discovered that although there exist no formal collaboration between AMA and the private sector operators in the tourism industry, the AMA gives out permits, conducts Environmental Impact Assessment, and enact bye-laws to regulate the activities of private operators. Hence, the Ministry of Tourism and Ghana Tourism Authority is planning for tourism industry in Ghana with local governments such as the AMA playing a limited role. It is recommended that the GTA should facilitate the setting-up of local level offices, and empower them to be able to take local level decision towards tourism development. These offices should be well-equipped and staffed with skilled personnel to be able to plan for sustainable tourism development. This would ensure that the tourism sector is mainstreamed into the Medium-Term Development Plan of the AMA.

# CHAPTER ONE

## GENERAL INTRODUCTION

### **1.0 Background to the study**

The emergence of the concept of sustainable development in the 1980s has ignited the debate on investment in sustainable tourism development in pro-poor context (Arousseau, 2000). For example, Aslam and Aslam (2015:27) investigated enterprising rural tourism for sustainable development in Sri Lanka and found that “rural tourism inventory, appropriate rural tourism product development, cooperating stakeholders and local resources were important for sustainable rural tourism development”. Similarly, Kumar, Gill & Kunasekorn (2012) examined tourism as a poverty reduction tool in the rural areas in Selangor, Malaysia and found that tourism has not been fully exploited by the rural communities and those that have, are finding it difficult to sustain. Tourism sector continues to attract domestic and international tourists, and bodes much prospects for local economic development leading to sustainable poverty reduction outcomes (Steiner, 2006; Croes, 2014; Adu-Ampong, 2014). Scholars have emphasized the importance of the tourism sector in improving the livelihoods and incomes of the poor as well as facilitating overall local economic development (Goodwin, 2008; Spenceley & Mayer, 2012). Relatedly, tourism investment has been recognized by non-governmental organisations and development partners alike as a more sustainable option for poverty reduction option (Spenceley & Mayer, 2012).

Extant literature has acknowledged the importance of government involvement in tourism industry (Ruhanen, 2013). Scholars have argued that tourism planning and development at all levels of government is crucial for the sustainability of the industry (Ruhanen, 2013; Mcloughlin & Hanrahan, 2016). Thus, governmental levels have coercive state power and would be able to provide regulatory frameworks for sanitizing the tourism sector. However, World Tourism Organization has recognized the contribution of various stakeholders

including local governments in sustainable tourism development (WTO, 2003). This is particularly important because local governments or city or county governments are negatively impacted by the tourism development, and they are expected to take the lead in sustainable planning and development. This is expected to strategically position local governments to play critical roles in stimulating private sector businesses and promoting the local economy (Qin et al., 2011; Ellis & Sheridan, 2014). In this regard, tourism has been one of the ways by which local authorities both enhance private business and help to boost their own revenue generation through taxation of businesses (Qin et al., 2011). Globally, tourism has become one of the key strategies to enhance local economies and reduce poverty (Cooper & Flehr, 2006). For instance, Jang, Hong, Lee, Lee & Shim (2014) and Azimi (2015) found that tourism development has contributed immensely to improving the economies of South Korea and Iran respectively. The capacity to generate jobs for local populations has been recognized (Goodwin, 2008; Spenceley & Mayer, 2012; Ellis & Sheridan, 2014).

The notion of decentralization dictates that local government authorities are empowered to initiate policies and programmes that meet the needs of the very poor. Over the years, Ghana has attracted a large number of international travels and tours due to stable political environment in the sub-region. Additionally, the hospitality of Ghanaians, the historical, natural and cultural sites like forts and castles, beaches, lagoons, cultural festivals and the unique lifestyle of the people of Ghana contribute to the growth of the tourism industry (Longmatey et al., 2001). It is estimated that tourism sector in Ghana is fast growing at the rate of twelve percent (12%) and has the prospect of being the next largest contributor to Ghana's economic growth after remittances from abroad, cocoa and gold (Adu-Ampong, 2014). The development of a 15-year National Development Plan with a broad outlook (2013-2027) by the tourism ministry provided a blue print to propel the development of the sector.

The prospect to generate jobs, raise revenue, conserve the environment, and foster national cohesion as well as economic growth dominated the content of the tourism development plan.

### **1.1 Statement of the research problem**

Local governments are better positioned to plan for tourism sector for several reasons. The first reason is , due to the “absence of strong private sector leadership at the local levels ” (Ruhanen, 2013:18), the second reason is that tourism related policies are mostly top-down and disingenuous to local economic development (Timothy et al., 2002), the third reason is that local governments are the closest to tourism sites and have the knowledge of local content (Aronsson, 2000), the fourth reason is that the host communities are the most affected by problems associated with tourists’ activities (Ruhanen, 2013), and the fifth reason is that local authorities have monopoly over local policy decision-making (Dredge & Jenkins, 2007). Given these factors, the strategic position of the local governments when harnessed, will contribute immensely to avoiding environmental degradation, and subsequently mitigate its detrimental effect on the host communities (Cooper & Flehr, 2006; Ruhanen, 2013).

Byrd (2007) notes that the success of sustainable tourism is depended largely on the active role of key stakeholders: including governments/local governments, entrepreneurs or private businesses, host communities and both current and future visitors. In the sustainable tourism literature, researchers have argued the need for increased collaboration between these stakeholders in tourism planning and development (Sautter & Leisen, 1999; Bramwell, & Sharman, 1999; Bramwell & Lane, 2000; Vernon et al., 2005; Waligo et al., 2013; Ellis & Sheridan, 2014; Duarte Alonso & Nyanjom, 2015). Indeed, evidence abounds that studies tend to focus on tourism planning and development at the national levels with the reason that resources and key policy makers are located at the central level of government (Cooper & Flehr, 2006; Dredge & Jenkins, 2007; Bramwell, 2011; Qin et al., 2011). However, although studies have called for institutional collaboration and coordination for comprehensive tourism

planning (Dredge, 2001; Ruhanen, 2013; Adu-Ampong, 2014), the purposive roles and responsibilities of local governments in attaining sustainable tourism development at the destinations is unexplored (Dredge, 2001; Beaumont & Dredge, 2010; McLoughlin & Hanrahan, 2016).

More so, the discussion on the role of local governments in facilitating sustainable tourism development in developing countries is inconclusive (Yuksel et al., 2005; Chili & Zulu, 2015). As a result, this study seeks to contribute to the debate on how local governments in particular can contribute to ensuring that the development agenda of empowering local population through sustainable tourism is practically achieved. Specifically, the study aims to assess the role of local governments in facilitating sustainable tourism planning in Ghana. To that effect, the study discussed the nature and workings of Accra Metropolitan Assembly (local government authority) in promoting sustainable tourism in Ghana

## **1.2 General objective**

Generally, this study aims to assess the role of local governments in sustainable tourism development in Ghana, with evidence from the Accra Metropolitan Assembly.

## **1.3 Specific objectives**

In line with the general objective, the specific objectives are to:

- 1) examine the roles of local government in sustainable tourism development in Ghana.
- 2) examine the factors that inhibit local government in sustainable tourism development.
- 3) determine the extent to which local government collaborate with the private sector towards sustainable tourism development in Ghana.

## **1.4 Research questions**

- 1) What are the roles of local government in sustainable tourism development in Ghana?

- 2) What are the factors that facilitate or inhibit local governments in sustainable tourism development in Ghana?
- 3) How does local government collaborate with the private sector towards sustainable tourism development in Ghana?

### **1.5 Significance of the study**

The tourism sector serves as the major contributor to national economies especially in South Africa, China, Turkey and other places across the globe. However, tourism sector poses a greater threat to the environment, the community members as well as tourists. Besides, tourism industry can be the fastest means in transmitting communicable diseases since tens of thousands of tourists from several parts of the world visit destinations. It is against this backdrop that the local government, who are closer to the destinations should take an active role in ensuring sustainable planning. By this way, the country can benefit from the sector and at the same protect the environment and human lives. This study highlights the strategic role of local government in facilitating sustainable tourism development in Ghana. The study contributes to the emerging literature on local government and sustainable tourism development and theories and debates on sustainable tourism development. The findings of the study are useful to researchers, policy makers, and practitioners who have keen interest in the development of ecotourism sector.

### **1.6 Limitation**

This study was based on the responses of the employees of Accra Metropolitan Assembly and Ghana Tourism Authority. Hence, the findings are limited to the study area and may not be applicable to other local government authorities in Ghana. This implies that the findings of the study cannot be generalized. However, in the situation where the study area presents the same characteristics, then, the findings can be applied.

## **1.7 Organization of the study**

This study is organized into five chapters. The Chapter one consists of the background of the study, the research problem, the objectives and questions, the significance and the limitations of the study. Chapter Two covers the related literature: sustainable tourism development, government intervention in sustainable tourism development, local government and tourism development, local government tourism planning, the role of Local government in tourism development, and Inhibitors of local government tourism development. The others are; tourism sector planning in Ghana, collaboration with the private sector and the theoretical framework. Chapter Three deals with the methodology examining research paradigm, research approach, target population, the sample technique, sample units and size for the research, the sources of data, data collection methods as well as the method of data management and analysis. Chapter Four covers the findings, discussions and conclusions, and the Chapter Five is the summary of findings and the recommendations.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.0 Introduction**

Sustainable tourism development has dominated sustainable literature since 1980s. Whilst countries have recognized the economic benefits of tourism development, they are also mindful of the negative implications associated with the sector. As a result, tourism planning and development have become necessary at all levels of governmental set-up. This chapter reviews related literature on local government and sustainable tourism development. It covers key areas such as sustainable tourism development, government intervention in sustainable tourism development, local government and tourism development, local government tourism planning, the role of Local government in tourism development, and Inhibitors of local government tourism development. The others are tourism sector planning in Ghana, collaboration with the private sector and the theoretical framework for the study.

#### **2.1 Sustainable Tourism Development**

Sustainable tourism dominated development discourse since 1980s during a global search for sustainable investment options in the developing country context. The WTO defines sustainable tourism as options that meet the needs of present tourists and host regions while protecting and enhancing opportunities for the future (WTO, 2003). It is conceptualized as the management of all resources in such a way that economic, social and aesthetic needs can be fulfilled while maintaining cultural integrity, essential ecological processes, biological diversity and life support systems (Arousso, 2000). On the other hand, sustainable tourism encompasses all forms of tourism either conventional or alternative that are compatible with or contribute to sustainable development (Liu, 2003). These conceptualisations are embedded in the idea that achieving sustainable tourism entails both positive and negative images. The challenge however remains with how to benefit immensely from tourism development without

compromising on other human and ecological processes. Several factors drive the search for sustainable tourism agenda and among these are dissatisfaction with the current product, realisation by the destinations about their vulnerability due to the precious resources they possess, as well as the changing perceptions and attitudes of developers and the tour guides (Liu, 2003).

In theory, sustainable tourism in the context of tourism management is distinct from sustainable management. Sustainable tourism discusses the type of tourism developed in a way to allow sustainability for an indefinite period, without causing any damage to the environment with the aim to allow for successful development of sectors that can be maintained for an indefinite period (Jovicic, 2014). This understanding ignores the notion that sustainable tourism development may cause great damage to the human and ecological processes. The principles of sustainable tourism are built solidly on ecological sustainability that encompasses the pursuit of development typologies that recognize the maintenance of vital ecological processes, biological diversity and resources (Muhanna, 2006). It must be emphasized that whilst good tourism practices can promote sustainable development, poor tourism planning may lead to the destruction of vegetables, create overcrowding, pollute beaches, eliminate open place and ignore locals' interests (Muhanna, 2006). Consequently, scholars like Liu (2003) embark on a conceptual journey to reposition tourism in such a way that its pursuit would not threaten ecological processes. This however led to the discovery of ideal form of tourism such as alternative tourism, appropriate tourism, soft tourism, responsible tourism, low-impact tourism and ecotourism as means to achieving sustainability in tourism development (Liu, 2003).

Tourism is a complex and dynamic economic activity that comprises multiple stakeholders for successful sustainability development. Of course, investment in sustainable development requires the process of planning and management that bring together the interests and concerns

of diverse groups of people in sustainable and strategic manner (UNEP, 2003). It stands to reason that having a situation where the tourism sector is not properly planned and managed may leave permanent negative footprints in the social, cultural, physical and economic environments of the destinations (Dwyer et al., 2008). It is however argued that governments at all levels and stakeholders in the tourism industry have the utmost responsibility to ensuring sustainable tourism development and quality of life of host communities are not in serious jeopardy (Bushell et al., 2003). This is particularly important because sustainable tourism investment is complex and demands a concerted planning approach which is multidimensional and integrated in outlook (Chili & Xulu, 2015).

More so, tourism planning demands a deeper understanding of sustainable development and the fundamental principles that underpin sustainable tourism agenda (Ruhanen, 2013). Again, sustainable tourism means that the burden of responsibility is placed on the local governments to sensitize host communities to understand both the positive and the negative impacts of tourism development so as to engage in participatory planning, consensus building and conflict resolution among and between stakeholders (Qin, Wall & Liu, 2011).

## **2.2 Government intervention in sustainable tourism development**

Government interventionist approach in sustainable tourism development has received mixed reactions in the literature. Specifically, political economy which reflects the nexus between political decisions and societal choices, provides a sound viewpoint for government intervention in tourism development (Bramwell, 2011; Nunkoo & Smith, 2013). Political economy of tourism development is underpinned by the assumption that the state is an influential actor, and must play a leading role in tourism management and development (Wang & Bramwell, 2012; Webster, Ivanov, & Illum, 2011). Likewise, government interventionist approach in tourism development than in other sectors is justified by the belief that government is the major actor in political decision-making process (Ruhanen, 2013).

Overall, the environmental, economic, and political reasons for which government intervenes in tourism development hinges on the notion that the funding initiatives, and regulations are within the larger role of the government (Nyaupane & Timothy, 2010).

Primarily, Government plays several roles in tourism development: including public protection, social tourism, stimulation, entrepreneurship, legislation and regulation, planning, and coordination (Hall, 2005). As a result, transportation promotion, subvention to operators, education and training, consumer protection, and events and tourist traffic reception fall within the broader role of the both central and local governments (Qin, Wall & Liu, 2011). Previously, economic motives dominated academic literature as the reason for government interventionist approach in tourism development. However, the reluctance on the part of local residents to accept and support the agenda of tourism development, and the negative effects of tourism on local population have expanded government's role beyond economic benefits to embrace environmental and social concerns (Ruhanen, 2013). Also, Private sector involvement in tourism sector is often motivated by profit motive and driven by economic gains, and hence, the management of the hit-back effects (effects due to anthropogenic or human induce activities) of tourism promotion and development has been the overarching objective of the government (Jenkins and Henry, 1982). Governments interventionist approach in tourism is further justified on the grounds that the state exists to serve the public interest, implying that the state is impartial and has no profit motive, the state wields legislative coercion to cause a desired change, and the state cannot be constrained by financial implications as in the case of the private sector (Sinclair & Jayawardena, 2003; Branwell, 2011).

Further, Cooper and Flehr (2006) opine that government interventionist approach in tourism development is likely to take the form of direct investment in projects, tax holidays, private businesses, joint ventures, and infrastructure provision. Similarly, Abubakar and Mavondo (2014) argue that perhaps because the state wields enormous resources and coercive power, government is able to provide standards through legal framework, sponsor industry planning and research, provides incentive schemes and provide subsidies for sustainable tourism development. It must be emphasized that the interventionist role of the state in tourism development could be viewed from national, regional and the local levels. The local and regional levels pursue tourism development, but under the regulatory and facilitative role of the national level (Cooper & Flehr, 2006).

However, governments have been criticized for its involvement in tourism development for several reasons including top-down decision-making which serves as a disincentive to tourism sector investment (Timothy, Sharpley & Telfer, 2002), perceived lack of political will to implement tourism related policies (Go, Milne & Whittles, 1992), lack of coordination leading to directionless and short-term policies (Go, Milne & Whittles, 1992) as well as monopoly of power and undue government influence over businesses (Bramwell, 2011; Moscardo, 2011). Indeed, some scholars have argued that governments intervene in tourism sector for political expediency, and that such interventions are nothing more than mere statements of platitudes and rhetoric (Berke & Conroy, 2000; Pforr, 2001). More so, governments are criticized for significant corrupt activities in tourism sector and this may account for the reason why researchers note that in the context of tourism development, public trust in government is dwindling (Branwell, 2011).

### **2.3 Local government and tourism development**

Governments at all levels play important role in setting a stage for sustainable development. Thus, local governments have greater responsibility for, and involvement in, tourism

destination planning and development (Qin, Wall & Liu, 2011; Nunkoo, 2014). Extant literature on sustainable development asserts that greater responsibility of planning, managing and developing sustainable tourism rests with local governments (Qin, Wall & Liu, 2011; Ruhanen, 2013; Nunkoo, 2013). Local governments' role in tourism planning is justified for several reasons including the notion that they are viewed to be the closest to tourism sites (Aronsson, 2000), and local governments are better placed to pursue tourism agenda on the reason that they have in-depth local knowledge compared to other government leaders and institutions who are distant from tourism communities (Timothy, 1998). Besides, local political institutions have monopoly over many aspects of local policy making decisions that are needed for sustainable tourism development (Dredge & Jenkins, 2007). They also have legal mandate to initiate policies to regulate land-use planning and local level development (Dredge & Moore, 1992). As a result, Ruhanen (2013) warned that sustainable tourism would be mere rhetoric without local governments' involvement and planning.

Other scholars have argued that the adverse effects of tourists' activities are greatly felt on host communities (Tosun, 1998; Aronsson, 2000). Hence, effective planning by local authorities can contribute significantly to ensuring that the adverse effects of environmental degradation, as a result of tourists' activities on local residents are mitigated. Despite the notion that changes in political landscape may affect continuity, governments and perhaps the local authorities have relatively stable organizational structure (Simpson, 2001) devoid of profit motive compared to private sector. Hence, local governments are in strategic position to mobilize local resources, enforce tourism-related laws, and generally provide transformational leadership for sustainable tourism development. Scholars put this succinctly that local governments are best suited to coordinate tourism activities at the local level if the sustainable tourism is set to be achieved on a broad scale (Bramwell, 2011; Hall, 2008).

## **2.4 Local government tourism planning**

For the attainment of a buoyant and sustainable tourism industry, planning for tourism at various levels of government is very critical. The hit-back effect due to environmental pollution and other adverse climatic conditions such as global warming and erratic rainfall. These environmental concerns are more pressing in local tourism planning and development to mitigate the impact on the destination communities (Tang, 2015). Thus, whilst there is a global crusade towards promoting sustainable tourism, there is also an urgent need for stern policies to be implemented so as to mitigate the consequences the negative tourists' activities can also have at destinations (Waligo, Clarke, & Hawkins, 2013; Michailidou, Vlachokostas & Moussiopoulos, 2015).

In most countries, local governments embark on several activities which include giving out incentives to attract investment in tourism sector, create and support local tourism institutions, and all these aim at attracting potential tourists to tourism destinations (Dredge, Ford, & Whitford, 2011). These programmes and activities are specifically designed to brand tourism products for emerging markets in tourism industry (Michailidou et al., 2015). Local governments at all levels of governments have been instrumental in creating congenial atmosphere for tourism industry to thrive. Thus, environmental management activities and land-use planning such as forward planning and development assessment processes are important factors in promoting sustainable tourism (Dredge, 2001). Besides, popular public facilities such as halls and galleries, libraries, boat ramps, parks, gardens, wharves, Jetties, Street furniture and communities to attract tourists to destination communities (Dredge, 2001). Similarly, local government involvement in tourism development is crucial especially in the provision of local infrastructure, and the creation of attractive environment through an effective tourism planning and control measures as well as “proactive policies to stimulate

the private sector and the promotion and marketing of tourism” (Charlton & Essex, 1996, p. 176).

However, local governments across the globe have not been able to address their mandate in the tourism sector given a restrictive legislation coupled with limited financial environment under which they operate. Thus, local governments derive their mandate from the relevant state constitutions and various local government acts as well as financial transfers from central governments to function effectively (Ruhanen, 2013). In developing countries however, the prescriptive nature of the legislations for local authorities, amidst the delay in the release of statutory grants stifle local government of funds to execute their mandate (Ruhanen, 2013; McLoughlin & Hanrahan, 2016). For instance, it is a common annual practice in Tanzania, India and Ghana that governments repeatedly delay in releasing statutory grants to local governments (Fjeldstad, & Heggstad, 2012; Mehrotra, 2012; Frumence, Nyamhanga, Mwangi, & Hurtig, 2014) and India (Mehrotra, 2012; Sova, Chaudhury, Nelson, Nutsukpo, & Zougmore, 2014; Bonenberger Aikins, Akweongo, & Wyss, 2016).

Further, Dredge (2001) document the impediments of local governments’ tourism planning to include but not limited to; lack of community interests, lack of appropriate research and information, perceived lack of political will and commitment in the implementation of tourism-related policies, inadequate resources, no co-ordination and communication among key stakeholders, and lack of technical expertise. According to Dredge, these challenges are rooted in societal norms, values, beliefs, ideas and perceptions concerning local government roles and responsibilities.

## **2.5 The role of Local government in tourism development**

In an advanced approach to neoliberal thinking, governments arguably attempt to reconnect with communities through the basic unit of social and economic development at the local and

regional levels. This new development paradigm means that local governments currently engage in a wide range of activities that transcend orthodox provision of roads, collection of basic rates and rubbish (Beaumont and Dredge, 2010). This expanded role suggests that local government includes the protection of communities' well-being and the environmental degradation. Also, in the paradigm, local government assumes role of entrepreneurial responsibility in the economic and social development of their respective communities (Dredge & Jenkins, 2007) that lead to the conversion of public and common property resources into the commercialized tourism production and consumption. To Hall (2007), the expended role of local government seemingly manifests in the provision of subsidy of destination marketing and promotion by state's agencies for commercialization purposes.

Although national governments have to build the right environment to ensure that tourism is more developmental and empowering, local government has become an important platform for the discussions, interpretation and the implementation of sustainable tourism development. Indeed, Bramwell & Lane (2011) did indicate that local governments have primal role of facilitating and spearheading the tourism investment. Thus, local bodies develop strategic guidelines that affect natural and physical resources within their respective jurisdictions. Governments can therefore achieve sustainable tourism development by setting up strategic direction for tourism at the destinations.

The discussions at both the national and the international levels reinforce the critical role of local governments because it is at the local level that local policy debates unfold and the decisions about local resource are taken substantially (Brokaj, 2014). According to Brokaj (2014), these dynamics allow local governments to undertake various responsibilities ranging from infrastructure provision and maintenance, land use planning, environmental management, open space planning and management, public health and safety management,

community development, local economic development and education, training and employment.

Maintaining and projecting an attractive destination is depended on three key priority areas; which are safety and security, positive destinations' image experience, as well as overall environmental quality (South African Tourism Commission. These suggest that local government can play a key role in facilitating the success of local tourism industry and help boost their revenue mobilization options. According to WTO, the frequent interaction between the visitors, tourism operators, environment and the host communities, means that local governments' role is critical in facilitating and balancing the need to exploit tourism development and the environment sustainability. More so, tourism can facilitate awareness of environmental sustainability issues for both visitors and the host communities, influence their everyday life and instill a desire to improve upon current practices. In Australia for example, local governments maintain critical roles in tourism development, including, marketing and promotion, strategic planning, economic development, visitors' services, public land management, capacity building for community, data collection (through visitor information desks, sponsorship, and development control (zoning through development plans and bye laws).

Ideally, national government, nonetheless, has the greater responsibility of creating the necessary environment in the context of tourism development. The environment encourages and promotes private sector, local community, tourists and other stakeholders to respond positively to the pursuit of sustainable tourism agenda (Brokaj, 2014). However, local government is particularly important in this regard by following the framework of state's government to harmonise policies at the local level towards tourism development (Newman & Clark, 2009). Central governments allows however local level governments themselves to design tourism-related plans in accordance with the national framework for a specific local

area (Bokaj, 2014). Even though stakeholder power is the greatest facilitator or inhibitor of sustainable tourism development (Chili & Zulu, 2015). The reality is that sustainable tourism decision-making is inherently politically embedded in ambitions, values, interests, ideologies that work towards tourism development (Chili & Zulu, 2015).

However, there are contrasting claims to the effect that in the context where tourism development is dominated by the public sector, it is not likely to produce the needed economic dividends. Contrary to the notion that government intervention in tourism development stands the risk of replacing market failure with public sector failure (Shone et al., 2016). For these reasons, scholars aim at development paradigm that strikes a balance between public and private sector involvement in the tourism sector investment which is crucial in ensuring tourism sector development at the destinations. Even the interventionary role and responsibility of local government is fiercely criticized on the basis that tourism development at the local level is used as incentive for self-interest (Bramwell, 2004). The worry for local government neoliberal agenda, especially in the context of tourism development is underpinned by the idea that tourism growth can be used to address local economic development objective (Pedrana, 2013; Faber & Gaubert, 2015). The net effect of this is the development of growth-oriented policies focused on the economic objectives that meet the interest of the private or commercial interest (Breumont & Dredge, 2010). This neoliberal thinking is further aggravated on the basis that reconciling economic development agenda and social objective in the context of broader environmental management is problematic (Duarte Alonso & Nyanjom, 2015). However, it is important to note that public-private partnership demands a collaboration between the two sectors but not the public sector arrogating the functions of the private sector (Dredge & Jamal, 2013).

## **2.6 Inhibitors of local government tourism development**

Local governments have become an important platform for interpretation and implementation of sustainable tourism development. However, extant literature has acknowledged the difficulties associated with local government involvement in tourism planning and policy-making (Brokaj, 2014). Dredge (2001) for example, has catalogued a number of challenges including lack of community involvement, lack of resources, lack of appropriate research and information, lack of commitment to implementation, lack of coordination and communication, and lack of technical support. Ruhanen (2013) find that although local governments in Queensland, Australia assume responsibility in tourism development due to the absence of strong industry leadership and top-down directive from state and federal governments, power struggle at the local level, tokenistic community participation, and the strong influence of local governance authority in local governance in local structures are the main inhibitors of sustainable tourism development.

Similarly, Javier and Elazigue (n.d) disclose that local government's institutional capacity to provide for tourism development is expected to be affected by a number of issues including individual capacity, resources (both physical and financial), community acceptance and governance. Of course, the problem faced by local government is how to integrate management of tourism with other functions and activities of local government such as provision of educational facilities and hospital facilities (Chili & Zulu, 2015). Evidence abounds that combining tourism policy with sustainable development objectives is expected to be a herculean task, as planning based on sustainable development requires strategic orientation and multiple stakeholder participation in the process (Simpson, 2001; Chili & Zulu, 2015). The greatest challenge to local governments in this regard is the realisation that the

pursuit of tourism development is towards economic development and growth, as a result, policies taken must be tailor-made for that purpose (Bramwell, 2004).

## **2.7 Public-Private Collaboration in the Tourism Sector**

The complex and fragmented nature of tourism industry has been recognized as the primary reason for the aggregation of diverse needs and interests of various stakeholders for comprehensive tourism planning and development (Adu-Ampong, 2014). This is particularly important because effective collaboration among key stakeholders provides a platform for proper sharing of information and cross-fertilization of ideas towards tourism planning and development. Thus, stakeholders hold varied views and competing interests in collaborative decision-making (Ruhanen, 2013), and hence, effective collaboration is expected to facilitate consensus building in the policy formulation and implementation process. Several platforms are necessary for successful collaboration including informal meetings between policy makers and the industry, tourism planning and policy-making participation processes, by advisory committees and coordination bodies, spreading information in the media, and through debates and roundtable discussions (Zapata & Hall, 2012).

The above conceptualization suggests that effective collaboration can be achieved by appropriately engaging the private sector, the civil society sector and public sector institutions in order to plan and develop the tourism industry. Bramwell (2011) argued that public-private partnership evolved with the emergence of sustainable development in 1980s as an instrument for tourism planning and development. Among the reasons proffered for the public-private partnership in the tourism sector include the need for effectiveness and marketization as the key tenet of the new public management model, which encourages the outsourcing of public sector services to partnership arrangement (Zapata & Hall, 2011). However, Adu-Ampong (2014) asserts that collaboration in the tourism sector is not only about public-private or civil society partnership, but encompasses all other public institutions whose area of jurisdiction

has impact on tourism development. If this assertion is anything to go by, then, effective coordination between local governments and the private sector in the hospitality and tourism industry is crucial to the sustainability of the sector.

Extant literature documents the benefits of collaboration in tourism decision-making process. Promotion of competitive advantage at destinations, the pooling together of resources to engender cost-effectiveness, and avoidance of stakeholder conflict are documented as key benefits of effective collaboration (Zapata & Hall, 2011). As Jamal and Getz (1999) point out, collaboration between different stakeholders in the mountain of Canmore in Canada through a roundtable discussions and engagements contributed towards the enhancement of the inter-organizational relations between key actors and assisted in building the individual capacities of stakeholders involved as well as the community members. It implies that coordination between political institutions and other sectors in the tourism industry provides inclusive process of policy planning that allows the voices of all affected parties to be factored into the policy formulation and implementation process. However, collaboration has been criticized in a number of ways including the inability to consider mitigate the challenges impose of unequal power structures (Ladkin & Bertramini, 2002). This stems from the notion that there are unequal power dynamics with respect to the stakeholders involved in tourism development, and any collaborative effort should overcome these power imbalances. Additionally, policies and programmes especially in developing countries are donor-funded, with strings attached. As a result, strict application of collaboration theory in developing countries is problematic as development options are largely dictated by donors (Tosun, 2000).

## **2.8 Local Tourism Development and Pro-Poor Poverty Reduction**

Tourism is the backbone of many economies by contributing hugely to countries' foreign exchange earnings and generate direct and indirect jobs (UNWTO, 2016). The 2016 report of World Tourism Organization (UNWTO) estimated that tourism accounts for 1.2 billion

dollars of the world's gross domestic product with the highest growth recorded in Asia and Africa, and the Pacific regions. In the same year in 2016, there was a tremendous growth in international arrivals reaching 1, 235 million people. Thus, the growth rate in tourism sector of above 4% average, was consistent for seven consecutive years, and 300 million more international travelers in tourism industry was recorded between 2008 and 2016 (UNWTO Report, 2016).

Tourism development and promotion is widely recognized as an instrument for community development, poverty alleviation and economic growth in developing countries (Binns & Nel, 2002). This is particularly important because tourism investment options are important elements for local economic development. This is premised on the assumption that tourism development has the potential to improve the livelihoods and incomes of the poor (Spenceley & Meyer, 2012) as well as contribute to the gross domestic product of a country. As Sharpley and Naidoo (2010) pointed out, development in general terms and tourism promotion in particular have identified pro-poor poverty reduction as implicit objective of tourism development.

The pro-poor tourism (PPT) is conceptualized as the tourism development that “generates net benefits for the poor, and ensure that tourism growth contributes to poverty reduction” (Oversee Development Institute, 2000, p.VIII). The International Institute for Environment and Development (IIED) based in United Kingdom argues that although the benefits accruing from tourism promotion may be economic, it also aimed at addressing social, environmental and cultural concerns (IIED, 2001; ODI, 2001). The approach for making tourism pro-poor aims at unlocking the opportunities for the poor within tourism industry, and not merely aim at expanding the sector (IIED, 2001). This is operationalized by expanding business activities to provide employment opportunities for the poor, and subsequently mitigate negative environmental concerns often associated with tourism development. However, critics cast

doubt and asserted that since tourism industry is dominated by foreign and private sector interests, its prospects for poverty reduction is limited in developing countries (IIED, 2001; Rogerson, 2006; Zapata & Hall, 2011). This is predicated on the assumption that tourism sector is characterized by revenue ‘leakage’, and the revenue retained in the destination country tends to benefit the rich or the middle income people rather than the poor (IIED, 2001). This point was buttressed by Jamieson, Goodwin and Edmunds (2004, p. 2) when they argued that “tourism development enriches local elites, international and expatriates’ companies and generates low paying and low status employment”. Nonetheless, tourism sector has contributed immensely to the economies of many developing countries including Sri Lanka, Malaysia, South Africa and Mauritius (Rogerson, 2006; Sharpley & Naidoo, 2010; Kumar, Gill & Kunasekorn, 2012; Aslam & Awang, 2015). For instance, Sharpley and Naidoo (2010) reported that tourism contributed 8.7% to GDP of Mauritius in 2008. Tourism has also emerged as a pro-poor local economic development (LED) in post-Apartheid South Africa, that saw major improvement in the livelihoods of rural poor (Rogerson, 2006; Binns & Nel, 2002).

## **2.9 Tourism Sector Planning and Development in Ghana**

Under the vision 2020 agenda of Ghana, the National Tourism Development Plan (NTDP, 1996-2010) was carved as a 15-year policy outlook to propel tourism development in Ghana. Also, the Medium-Term National Development Plan (1997-2000), a subsidiary of NTDP had among other things to create enabling environment, ensure human development, rural development, infrastructure development, and urban development for tourism industry to thrive in Ghana (NTDP, 1996-2010). Similarly, tourism industry was given utmost priority in Ghana Poverty Reduction Strategy (2003-2005) and Ghana Shared Growth and Development Agenda (GSGDA, 2010-2013). These two policy documents aimed to diversify and expand the tourism industry for revenue generation, provide domestic tourism to foster

national cohesion as well as redistribution of income, promote sustainable and responsible tourism in such a way to preserve historical, cultural and natural heritage, and the development of other allied sectors like hospitality and tourism industries.

The National Tourism Development Plan (1996-2010) was ambitious but could not achieve much “due to lack of political commitment at the highest level of Government, changes of Government and frequent changes of leadership at tourism institutions, low levels of funding allocated to development and marketing, unreliable data on the performance and contribution of the sector lack of understanding about the benefits that can be derived from a vibrant tourism sector, consequently, low status of the sector compared to more visible and better supported industries such as oil and gas, mining, cocoa, and agriculture, and low capacity to carry out the activities set in the Plan” (NTDP, 2013-2027 Plan, p. 8). These challenges were well articulated by Mensah-Ansah et al., (2011) when they asserted that notwithstanding the challenges, the resilience of tourism sector cannot be overemphasized and this is reflected in its significant contribution to the national economy.

The expiration of NTDP (1996-2010) and the subsequent promulgation of Tourism Act in 2011 led to the birth of the National Tourism Development Plan (2013-2027), thus, a 15-year policy outlook that seeks to “ensure that tourism in Ghana achieves its full potential in a sustainable and responsible manner and that it contributes to the country’s GDP, reduces poverty, ensures that its operation is not detrimental to the environment and the culture and traditions, and attracts a wide range of markets (The National Tourism Plan, 2013-2027). The multi-dimensional and multi-sectoral nature of tourism sector demands a collaborative effort from several stakeholder institutions.

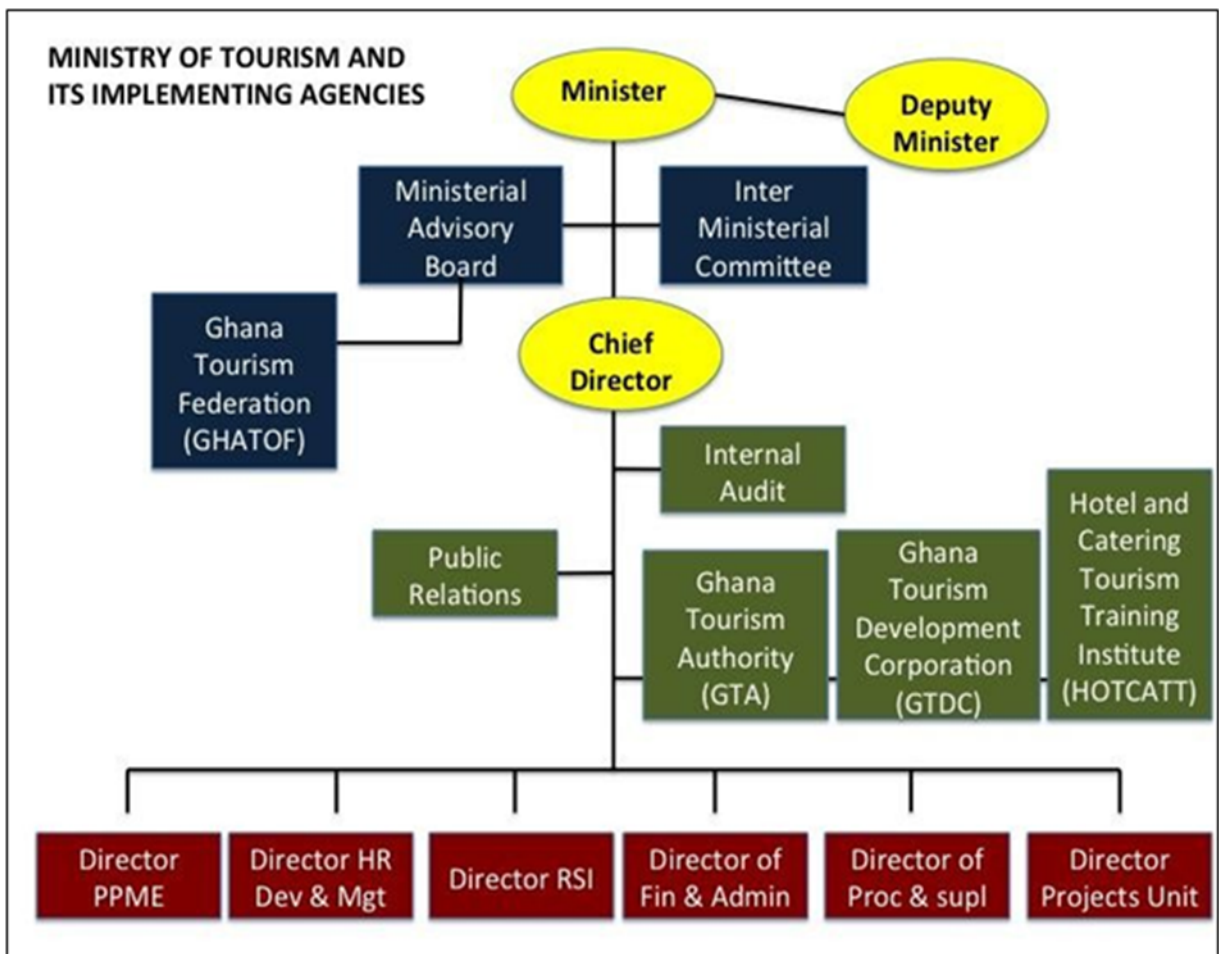
## **2.10 Institutional Collaboration and Tourism Development in Ghana**

The institutional framework for the tourism sector in Ghana harnesses the collaborative effort of public sector tourism institutions and associations, the inter-ministerial committees, and public-private partnership. The key institutional frameworks involved in tourism administration are the Ministry of Tourism (MOT), the Ghana Tourism Authority (GTA), Ghana Tourism Development Corporation (GTDC), Hotel and Catering Tourism Training Institute (HOTCATT), and Metropolitan, Municipal, and District Assemblies (MMDAs).

### **2.11.1 The Ministry of Tourism**

The ministry was created in 1993 to coordinate all tourism-related activities in Ghana. The structure of the Ministry of Tourism is shown in figure 1 below:

*Figure 1: Structure of the Ministry of Tourism and its related agencies*



**Figure 1: Structure of the Ministry of Tourism and its related agencies**

The Ministry of Tourism has undergone several reorganizations and realignment as part of the effort to harness the rich tourism resources in Ghana. The name of the Ministry was changed to the Ministry of Tourism and the Modernization of the Capital City (MoTMCC) by President John Agyekum Kufour in 2003 to reflect the expansion and the development of Accra into a modern capital city of international character. In 2006, the Ministry was renamed as the Ministry of Tourism and Diasporan Relations (MoTDR). However, upon assumption of office in 2009, the late President John Evans Atta Mills reverted the name of the Ministry back to the Ministry of Tourism. In 2013, an Executive Instrument (E.I) was passed by Ex-president Mahama’s administration as the basis to mainstream Ghanaian culture into our national life and to provide a sound environment for the emergence and nurturing of Ghanaian

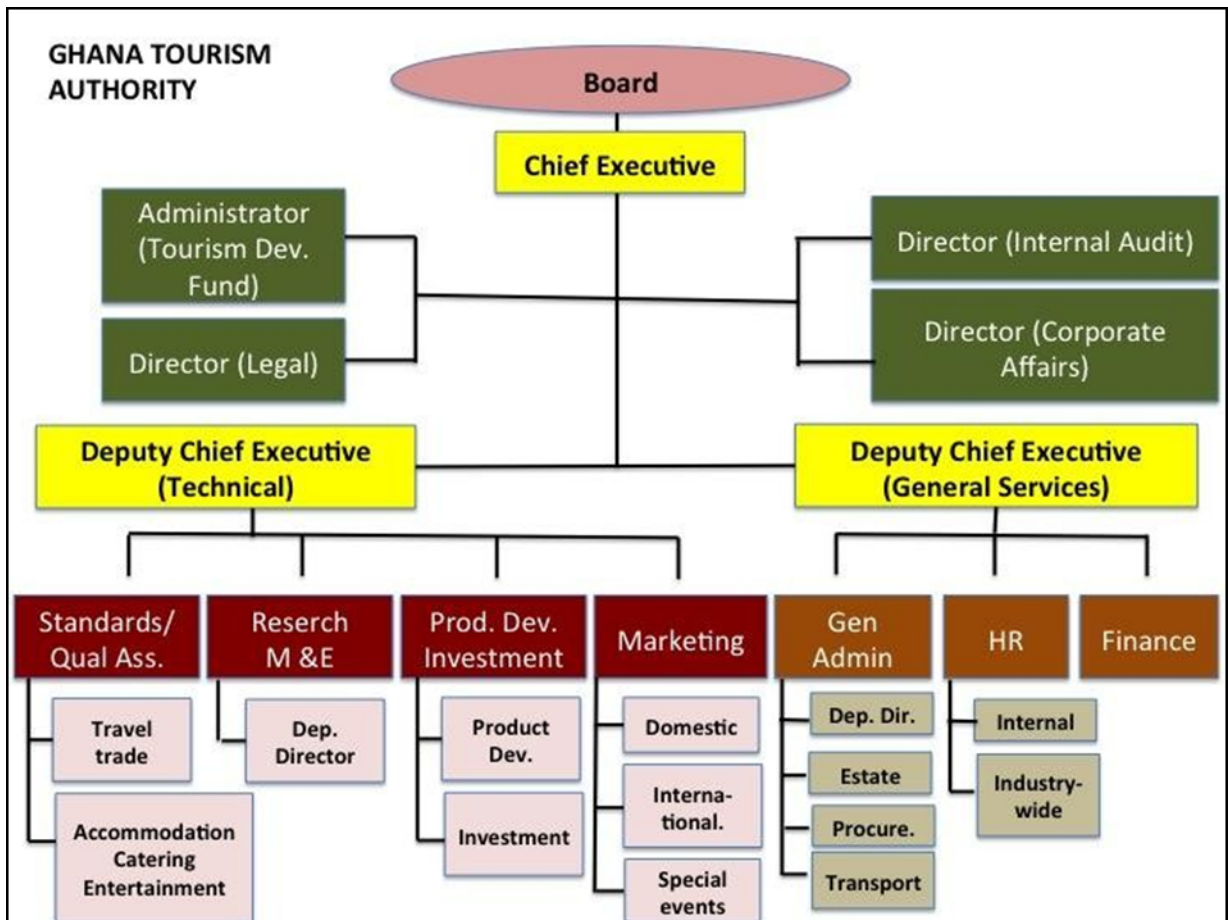
creative industry. Hence, the Ministry was christened the Ministry of Tourism, Culture and Creative Arts (MoTCCA) (MoT, 2013). The aim is to use culture and creative arts as drivers to spearhead tourism sector towards the attainment of national growth and development.

Currently, the ministry is headed by the Minister, and assisted by two Deputy Ministers, with the Chief Director who performs the overall administrative responsibility. The tourism Ministry has the responsibility to formulate and implement tourism-related policies and programmes that would realise the sector's vision of being the larger contributor to Ghana's economic growth, poverty alleviation, environmental conservation, as well as national cohesion (MoT, 2013).

#### **2.11.2 Ghana Tourism Authority (GTA)**

Ghana Tourism Authority (GTA) is the policy implementation authority of MOT. GTA was created in 2011 under the Tourism Act 817 to replace the then Ghana Tourism Board. GTA has been empowered under Tourism Act 817 to regulate tourism enterprises such as accommodation, catering, travel and charter operations through registration, inspection, licensing, and other regulatory activities related to tourism sector. The structure of GTA is shown in figure 2 below:

Figure 2: The structure of GTA



Source: National Tourism Development Plan (2013 – 2027: 88)

### 2.11.3 Ghana Tourism Development Company (GTDC)

The key stakeholders of GTDC are the Bank of Ghana, the National Investment Bank, the State Insurance Cooperation, and the GTA. The GTDC was established in 1972 as a parastatal institution and a limited liability Company to promote the development of tourism sector in Ghana. The GTDC is envisioned “to serve as a catalytic building partner to attract foreign and local investment for sustained quality tourism in Ghana” with GTA holding 40 per cent ownership (NTDP, 2013-2027: p. 89). The GTDC generates its own revenue because it does not receive any subvention from the Government of Ghana. As a result, several tourism sector businesses have been established including the 4 star Novotel, Akuaba Travel Agency,

and car rental services. GTDC aims at promoting sustainable tourism by fostering close ties between the main stakeholders to attract both local and foreign investors.

#### **2.11.4 The Hotel and Catering Tourism Training Institute (HOTCATT)**

With the financial support from the United Nations Development Programme (UNDP) and the International Labour Organization (ILO), the HOTCATT was set-up in 1991 to develop and train human resources for the tourism industry in Ghana. The mandate of HOTCATT includes training the Front Desk officers of hotel and catering services, food and beverage vendors, tour guides housekeeping and food production (NTDP, 2013 – 2027). In 2009, the MoT handed-over HOTCATT to the Ghana Institute of Management and Public Administration (GIMPA) to assist in the improvement of professional standards by offering training to businesses and players in the tourism and the hospitality industry. However, HOTCATT has since been taken over by the government due to the GIMPA's inability to achieve the objectives for which it was established.

#### **2.11.5 Metropolitan, Municipal and District Assemblies**

The decentralisation policy aimed at devolving power to local levels. To that effect, the MMDAs which represent government at the local level have responsibility of planning for local communities. Under the decentralisation policy in Ghana, 'schedule two' sectors which encompass the tourism sector are expected to work in collaboration with MMDAs, but are independent of them, and report directly to the MOT (2013-2027 plan). This suggests that the local governments in Ghana are expected to have some level of control over tourism activities at the local level. What is expected to happen is that the tourism units at the local level (if there are any) are expected to negotiate with the MMDAs to have their budget included in MMDAs medium-term development plans.

## **2.12 Theoretical framework: Role Theory**

To explore local governments and sustainable tourism development, role theory (Solomon, Surprenant, Czepiel & Gutman, 1985; Biddle, 1986) was found to be relevant in explaining the objectives of the study. Role theory is more appropriate for the study because of the multiple stakeholders, and different interests these stakeholders hold in the tourism sector (Adu-Ampong, 2014; Duarte Alonso & Nyanjom, 2015). In the annals of sustainable development literature, role theory is premised on the belief that the purposive role of stakeholders is key for driving home sustainable development agenda (Waligo, Clarke & Hawkins, 2013). Role theory gained popularity in academic literature due to the different but predictable behaviours exhibited by human beings in different social identities and situations (Biddle, 1986). Biddle (1986) notes that role defines negotiations, norms, attitudes contextual demands and emerging conception of situations based on stakeholders' understanding. Similarly, role theory refers to "the study of the conduct associated with certain socially defined positions" (Solomon et al., 1985, p.102). This suggests that role theory is not about the study of individuals occupying positions, but rather the roles defining these positions (Waligo, Clarke & Hawkins, 2013). In simple terms, role theory is about the study of roles and the characteristics of role theory include "functional", "symbolic interactionist", "structural", "organisational" and "cognitive" (Biddle, 1985: 71). The functional perspective is more appropriate for this study because it examines behaviours of individuals occupying social positions within stable social systems (Waligo, Clarke & Hawkins, 2013).

The multi-dimensional and multi-sectoral nature of tourism sector demands a collaborative effort from several stakeholder institutions. These are the public sector tourism institutions and associations, the inter-ministerial committees, and public-private partnership. Roles played by these stakeholders have significant impact on sustainable tourism at the destinations. Although role theory harmonizes the interest of various stakeholders, it is also

problematic. Scholars note that role conflict due to unequal power dynamics, and inadequate resources tend to constraint successful role performance (Biddle, 1986; Solomon, Surprenant, Czepiel, & Gutman, 1985; Ruhanen, 2013; Adu-Ampong, 2014; Duarte & Nyanjom, 2015).

## **CHAPTER THREE**

### **METHODOLOGY**

#### **3.0 Introduction**

This section presents the methodology adopted for the study. It presents details of how the research was carried out in line with the objectives of the study. Specifically, it discusses the research paradigm, research approach, target population, the sample technique, sample units and size for the research. In addition, the Chapter discusses the sources of data, data collection methods as well as the method of data management and analysis.

#### **3.1 Research Paradigm**

A research paradigm describes the assumptions and beliefs with regards to how the world is perceived, and becomes the theoretical framework that guides the conduct of the researcher (Jonker & Pennink, 2010). The study aimed at examining the roles and responsibilities of local governments in Ghana using Accra Metropolitan Assembly (AMA) as a case study. As a result, this study was guided by an interpretive perspective which seeks to offer explanations to the roles of decentralized bodies (Local governments) in sustainable tourism development in Ghana. An interpretive paradigm is the one in which participants hold subjective views and these how these views define the world in which they live (Creswell, 2003). The aim is to understand the cultural settings of the people and how it shapes their approach to the social phenomenon. An interpretive paradigm also allows the researcher to visit their participants in their cultural settings to hear their own voices. As Saunders, Lewis & Thornhill (2009) pointed out, interpretivist supports the view that the researcher must understand how humans behave differently in their social setting. Interpretivists expressed the view that reality is constructed by social actors, and in support of this position, Hennink et al., (2011) claim that, because human experiences are subjective, social reality may change and can have multiple perspectives. Judging from these positions, it is therefore not surprising that interpretivists

such as Saunders et al., (2009) reject objectivity and a single truth as proposed in post positivism. Neuman (2011) states that interpretivists use a narrative form of analysis to describe specifics and highly detailed accounts of a particular social reality being studied, and the idea is not to generalize. In the course of the interpretivist study, it is possible that the experiences of the participants (thus, both the interviewees and the researcher) could substantially influence the collection of data and its analysis. This is particularly important because the interpretive paradigm is expected to enable the researcher to adopt the ‘what’, the ‘why’ and the ‘how’ questions so as to probe the nature and role of local government set-up as well as drawing on previous studies to buttress the outcome of the study.

### **3.2 Research Approach**

The study adopted a qualitative approach because of the need to hear participants own voices. Despite the fact that several studies have been conducted in sustainable tourism planning and development, there remains significant empirical gap in our understanding about the role of local governments in comprehensive tourism planning and development. As Cresswell, (2014) points out, qualitative approach is where the researcher often makes knowledge claims based primarily on the multiple meanings of individual experiences socially and historically constructed, with an intent of developing a theory or pattern or advocacy/participatory perspectives. Cresswell (2014) further argues that qualitative approach uses strategies of inquiry such as narratives, phenomenologies, ethnographies, grounded theory studies, or case studies. Since this study seeks to understand the nature and workings of local government, seeking information from various stakeholders including community members in tourism sector is extremely important.

Qualitative research is especially effective in obtaining culturally specific information about the values, opinions, behaviours, and social contexts of particular populations. Also, qualitative approach empowered participants to share their views based on their cultural setting, which can then afford the researcher the opportunity to incorporate narratives from participants (Creswell, 2007). This enabled the researcher to use open-ended and probing questions that gave the participants the opportunity to respond in their own words. The open-ended questions aroused responses that are meaningfully and culturally specific to the participants. Another advantage of this approach is the fact that the researcher got the flexibility to probe further some of the responses of the participants. The researcher listened carefully to what participants stated and probe for further explanation. Notes were taken alongside as respondents refused to be taped-recorded.

### **3.3 Research Design**

The case study design guided the conduct of this study. A case study design is an “empirical inquiry that examines a contemporary phenomenon in depth and within its real life context, when the boundary between the phenomenon and the context are not defined” (Yin, 2009: 16). The case study approach is limited in the sense the findings are not generalizable because one case is not a representative of a larger case. The emphasis on depth is a key strength of a case study method and deemed appropriate for this study because the researcher sought a deeper understanding of the role that local government plays in sustainable tourism development in Ghana. The study focused on the contribution of AMA to sustainable tourism development in Ghana. An interpretive qualitative research design (Charmaz, 2000) was adopted to respond appropriately to the research questions. The “why” and “how” questions were used. Thus, the questions were designed in such a way that the interviewees had the opportunity to express themselves without any hindrance. The focus of this study was to examine the extent to which local government plan for sustainable development in Ghana.

Baxter and Jack (2008) argue that a qualitative case study is an approach to research that allows the researcher to visit participants in their natural settings and hear their voices by using varied methods of data collection procedures. This ensures that the issue is not explored through a single source, but rather through multiple sources which allows different views and perspectives to be captured into the data analysis process. Specifically, the study was descriptive in nature and seeks to describe local governments and the role they play towards sustainable tourism development. This position is supported by Yin (2012) who believes that a case study facilitates a deep investigation of a real-life contemporary phenomenon in its natural context. Case study is considered appropriate when little is known about the phenomenon, or unseen findings in a previous study suggest a need for a new perspective. Also, this affirms the choice of the case study approach. This approach provided extensive data on the subject of the study.

### **3.4 Study Area Profile**

As part of the Two Hundred and Sixteen (216) Metropolitan, Municipal and District Assemblies (MMDAs) in Ghana, Accra Metropolitan Assembly (AMA) is one of the Sixteen (16) MMDAs in the Greater Accra Region. The sub-metro councils were established by legislative instrument (LI) 1615 (AMA Composite Budget, 2016). After several reorganization and demarcations with regards to size and the number of sub-metropolitan councils, AMA is now guided by L.I 2034. Accra Metropolitan Area is made up of Ten (10) sub-metro councils and covers a land area of 137sqkm, and lies within Longitude 05°35'N and Latitude 00°06'W. The map of AMA is shown in figure 1 below:



### **3.5 Sources of data**

Both Primary and secondary data were sourced. According to (Wilson, 2010), Primary data is the one in which the researcher uses interviews, observations and questionnaires to collect information from the field. For the purpose of this study, the primary data were collected through key informant interviews. The use of interviews afforded the researcher the opportunity to visit participants in their homes or offices which enabled them to express their views about the phenomenon. This is particularly important because peoples' perceptions of participants on a social issues influence their actions (Seidman, 2006). Interviews also afford the researcher the opportunity to probe for explanations and feedbacks during the interview process (Wilson (2010). However, secondary is the one in which the researcher relies on the already existing data. These include journal articles, newspaper reports, the composite budget of AMA, and annual reports from the Ministry of Tourism and Ghana Tourism Authority. According to Ghauri and Grønhaug (2005), the use of secondary data helps to save money, time and resources. The primary data were used to confirm or contradict the secondary data.

### **3.6 Target Population**

A research population is defined by Wilson (2010, p. 25) as “the entire set of cases from which a sample is drawn”. The population for the study was employees of the Accra Metropolitan Assembly (AMA) and Ghana Tourism Authority (GTA). This is because Accra is the capital of Ghana and the AMA houses multiplicity of tourism resources like historical sites (eg. Osu Castle, Kwame Nkrumah memorial park, National museum etc.), the culture (eg, the Homowo festival), the Black Star Square, the National theatre, the State House, the National Culture Center which house most made in Ghana goods and other attractive sceneries.

### **3.7 Sample size**

In all, nine (10) persons participated in the study. These include five officials from AMA: The Planning Officer, the Budget Officer, the Coordinating Director, the Deputy Coordinating Director, and the Environmental Officer. Three official from the GTA: Human Resource Director, Deputy Chief Executive Officer (General Services), and the research Manager. Besides, the Greater Accra Regional Director for Culture was also interviewed to get the cultural perspectives. To ensure that the findings of the study reflect the views of all stakeholders, the President of the Ghana Tourism Federation (GHATOF) was interviewed to get the views of private sector operators. GHATOF is the federation of private sectors associations involved in the tourism sector in Ghana. Hence, the President of GHATOF provided important information that helped enriched the study. These category of participants were selected because they occupy key positions in their organizations and are directly involved in policy making and implementation.

### **3.8 Sampling Technique**

The study adopted purposive sampling technique. A purposive sampling technique was used to select all respondents. These key respondents were chosen because they are deemed to have requisite knowledge on the subject matter. Purposive sampling is a non-probability sampling method sometimes called judgmental, selective or subjective sampling (Creswell, 2014). The main goal of purposive sampling is towards fulfilling the objective of the qualitative approach to research that focus on identified characteristics of the population under study (Creswell, 2014). As a result, purposive sampling was best suited to answer the research questions. Thus, the researcher identified interviewees who were actively involved in the formulation and implementation of policies at AMA, GTA AND GHATOF.

### **3.9 Data Collection Process**

The study began with a review of secondary data from multiple sources with direct bearing on the research objectives. Primary data were collected for the study through interviews. The interview guide was developed to cover the thematic areas of the study so as to obtain as much information as possible. The questions were modified to suit the abilities of the respondents. Prior to the actual interview, the interview guide was pre-tested to identify its suitability for the research as well as capture some of the problems that may be encountered during the data instrumentation process. Thus, the pre-test was conducted with some employees of AMA in April, 2017 before the actual data collection in June, 2017. After the pre-test, the researcher goes to know how to ask questions so as to elicit the right response. To make the data collection easier, tools such as recorders, field log, pens and others were used so as to provide a detailed account of the process, and the transcription and analysis of the data. Due to the nature of the study, observations were recorded in detail in addition to experiences and perceptions throughout the research process.

### **3.10 Data Management**

Performing data analysis on qualitative data basically involves disaggregating, segmenting and reassembling data to form meaningful findings in order to draw inferences (Boeije 2010). The study adopted Miles & Huberman (1994) approach to qualitative data analysis. The data was coded so as to identify and describe patterns and themes from the perspective of the participant(s), to understand and explain these patterns and themes. During data analysis the data was organized categorically and chronologically, reviewed repeatedly, and continually coded. Themes were generated in line with the study objectives. Field notes were taken as the respondents refused to be taped-recorded.

### **3.11 Ethical Consideration**

The researcher ensured that all citations were duly recognized and referenced. Besides, interviewees were interviewed at their own convenient times. Interviewees were given the interview guide to prepare in advance before dates were agreed for the interviews. Interviewees were encouraged to freely answer the questions or decline even during the interview process. The researcher tried to get ethical clearance from the ethics committee of the University of Ghana. However, it was not possible because the ethics committee explained that the study does not involve the disclosure of critical personal information.

## CHAPTER FOUR

### PRESENTATION OF FINDINGS, ANALYSIS AND DISCUSSIONS

#### 4.0 Introduction

This chapter presents the data, analyses and discussions of findings. The analyses and discussions of findings were based on the objectives of the study: 1) examine the roles of local governments in sustainable tourism development in Ghana, 2) determine the extent to which local government collaborate with the private sector towards sustainable tourism development in Ghana, and c) examine the factors that facilitate or inhibit local governments in sustainable tourism development.

The focus on sustainable tourism development is underpinned by the notion that tourism planning and development should be mainstreamed into the existing policy domains at all levels of government. The focus on issues of sustainability is particularly important because tourism development invokes both positive and negative images. The challenge however remains with how to benefit immensely from tourism development without compromising on other human and ecological processes. To do this effectively, the onus lies on local governments who are the closest to tourism destinations. The study began by assessing the knowledge of respondents on the sustainable tourism development, and the extent to which tourism related activities are mainstreamed into the Medium-Term Development Plan (MTDP) of the Accra Metropolitan Assembly (AMA). This is because the understanding of sustainable tourism by local policy actors would inform the planning and investment options. It came up that respondents have limited knowledge on sustainable tourism development. According to respondents, the political stability in Ghana, the hospitality of Ghanaians as well as the presence of historical, cultural and ecological sites attract large number of both domestic and international tourists. Although respondents explained that tourism development comes with negative consequences which demands proper planning and

investment, there are no experts at the local level to aid the incorporation of sustainability issues into tourism planning and development. For example, a respondent explained that the environmental pollution and spread of diseases are possible consequences of tourism development. The Metropolitan Coordinating Director disclosed that:

*There are a lot of attractive sites within Accra Metropolitan Area. But we are not able to develop them for lack of expertise. There are negative activities with regards to tourism development. So, we lack people who can help us to benefit from tourism and at the same time protect the environment (Field data, 2017).*

The Metropolitan Environmental Officer also explained that:

*There are a lot of domestic and international tourists that visit our destinations. Unlike our neighboring countries, there is political stability in Ghana coupled with a good number of tourist sites (eg. historical, cultural and ecological sites). Generally, Ghanaians are hospitable... However, tourism sector has some negative consequence. I think you heard what happened at Kintampo waterfall when about 20 school children perished. There are other issues like environmental pollution and possible spread of diseases like Ebola and HIV/AIDs due to the activities of tourists. But we don't have experts who can assist us to develop tourism sector (Field data, 2017).*

This suggests that tourism development has both negative and positive consequences as respondents intimated. It is however important to note that incorporating issues of sustainability into tourism development would help local governments to immensely benefit from tourism, and at the same time be able to mitigate its consequences. The study found that

local actors have no experts to help develop the tourism industry at the local level. These findings confirm consistent with the view in the literature that local governments have insufficient knowledge and experience in tourism planning based on the principles of sustainability (Birkic, Pilija, & Sebrek, 2014). Thus, tourism destinations are not properly kept, and suggest that sustainable development principles in planning and management is inappropriate. It stands to reason that having a situation where the tourism sector is not properly planned and managed may leave permanent negative impacts on the social, cultural, physical and economic environments of the destinations (Dwyer et al., 2008). Poor tourism planning may also lead to the destruction of vegetables, create overcrowding, pollute beaches, eliminate open place and ignore locals' interests (Muhanna, 2006). Hence, in depth knowledge of local policy actors is critical for sustainable tourism planning and development.

#### **4.1 Role of Local Government in Sustainable Tourism Development**

To effectively explore the role of AMA in tourism development, the study examined Local Governance Act 2016 (Act, 936) as the legal framework that established local governments in Ghana. The decentralization policy aims at establishing institutions to engender local participation in decision-making by devolving power and authority to the local level. The adoption of decentralization is to enhance development at the grass-roots or sub-national levels. Hence, any threat to local governance must be well integrated into the district-wide development plans. The district level Medium-Term Development Plans mark the entry points for the incorporation of sustainable tourism issues. However, a close analysis of the Medium-Term Development Plan (MTDP) of Accra Metropolitan Assembly shows that tourism activities have not been effectively factored into the programmes and activities of the metropolitan assembly. It came up strongly that the current Local Governance Act, 2016 (Act, 936), repealed known as the Local Government Act, 1993, Act 462) has not clearly made

provision for local governments' active involvement in tourism planning and development at the local level. As a result, tourism and culture is rhetorically mentioned in the MTDP of AMA that purport to capture the overall activities of tourism and culture. Even where tourism and culture is mentioned in the MTDP, they are merely mentioned as income and expenditure. There is no detailed plan that shows sustainable development of tourism sector. The respondents explained that the operations of local governments are based on the Local Government Act, 2016 (Act, 936), and since the act has not clearly provided guidelines for local governments active involvement in tourism planning at the local level, there is no budgetary allocation for tourism development. It however makes it difficult to plan for something which is not in the budget.

However, the Tourism Act 2011 mandates that the GTA should have an officer at the local governments' level. This requires the setting up of an office at or near the district/municipal/metropolitan offices to build up relationship with the assembly that would ensure that tourism development is part of the Metropolitan, Municipal and District Assemblies' (MMDAs) plans. An interview with an officer at Ghana Tourism Authority (GTA) revealed that at present, the GTA has only four offices in some districts in the Brong-Ahafo and Ashanti Regions in Ghana. The respondent was quick to add that Accra Metropolitan Assembly has no Office for tourism planning and development. The Human Resource Director at GTA explained that:

*We are still in the process because it has to do with a lot of works to facilitate linkage with the Local governments themselves, availability of space for setting up the offices. But I think we have started. We have four offices in Brong-Ahafo and Ashanti Regions. But we have not gotten to Greater Accra Region and so, AMA has no tourism Office (Field data, 2017).*

On the follow up question to ascertain why the GTA has no offices at the AMA since the enactment of Tourism Act in 2011, the Human Resource Director at GTA disclosed that:

*The truth is that although Tourism Act 2011 requires the setting up of district offices at the local level, the Local Government Act has not defined the role of local governments in sustainable tourism development. So, there is laxity on the part of the local actors to commit themselves to tourism development. They think that they don't have a budget for that. So, you approach them and they won't mind you (Field data, 2017).*

In Ghana, Metropolitan/Municipal and District Assemblies (MMDAs) represent Government at the local level. MMDAs are responsible for the overall development of their constituencies and are mandated to be the legal planning authority. Hence, the interviewee's view that the local governance act has not mandated local governments to actively engage in tourism development at the local level is misplaced. This is particularly important because local governments have a higher mandate from the 1992 constitution to harness local resources to improve that living standard of the local people. The National Development Planning Commission issues guidelines for the preparation of MTDPs in accordance with national policies. As part of the decentralization policy, the GTA which functions as the policy formulation and implementation body under the Ministry of Tourism, Culture and Creative Arts is expected to set-up and empower their office at the local government levels. The office is expected to work with the MMDAs but are independent and report back to their ministries rather than the MMDAs. They must however work with the MMDAs to have tourism activities included in the MTDP. For a successful collaboration at the local level, two key factors should have been considered: first, the Ministry of Tourism, Culture and Creative Arts needed to engage appropriately with the Ministry of Local Government and Rural Development to have captured tourism sector in the Local government act. This move would

have given local government the legal mandate to actively plan for tourism sector; second, the GTA should have taken steps to set-up and empower their local offices to be able to pursue tourism development at the local level. The inability of GTA to enforce these requirements have impacted negatively on the ability of AMA to plan and develop the tourism sector. Notwithstanding, AMA plays a limited role in the areas of tourism promotion and marketing, infrastructural development, public sensitization and awareness, regulation and public participation.

#### **4.1.1 Tourism promotion and marketing**

It emerged that there are a lot of tourism sites within the Accra Metropolitan Area. These include; historical sites (eg. Osu Castle, Kwame Nkrumah memorial park, National museum etc.), the culture (eg, the Homowo festival), independent square, the National theater, the state house, the national culture center which houses made in Ghana goods. These are important tourism sites that demand sustainable planning and development by the AMA. This is expected lead to job creation, environmental sustainability and revenue creation for the assembly and the national government as a whole. These attractive tourism products need to be projected to the admiration of both domestic and international tourists and investors. The data reveals that AMA shows limited commitment in the improvement of tourism sites. According to respondents, beaches and lagoons along the coasts which are expected to attract holiday makers and visitors have been polluted with refuse dumps, and with open defecation becoming a normal thing along the coast. The Deputy Director in charge of General Services at GTA lamented that:

*You see AMA is not helping us to promote tourism products. Just go to our cemeteries and you will have realized that the whole place is polluted. Go to the beaches, public places and other tourism sites and you will have realized*

*that the places are filthy. This makes it difficult for promotional activities (Field data, 2017).*

The finding is however contrary to Qin, Wall and Liu's (2011) assertion that promotional activities common to local governments include website development, radio and television adverts, institutional affiliations, documentary development, manuals, leaflets and handbill development, and billboard development (Qin, Wall & Liu, 2011). The AMA is not engaging in any activity to help project tourism resources. However, the respondents at AMA expressed worry that the Ghana Tourism Authority is rather responsible for planning and the promotion of tourism industry in Ghana. The Metropolitan Planning Officer disclosed thus:

*We don't know anything about tourism. It is the Ghana Tourism Authority (GTA) that is planning for tourism in Ghana. All the tourism sites are monitored by the GTA. The revenue from the tourism activities goes to GTA rather than AMA (Field data, 2017).*

This top-down approach to tourism decision making has constrained the local government to effectively implement tourism-related policies and programmes. This challenge exists because the local government act does not mandate local government's authorities to plan for tourism development. Also, because there is no office at the AMA for tourism planning and development, the GTA has taken the responsibility to plan for tourism industry in Ghana. This may explain the reason why tourism promotion through television channels, radio stations and newspaper outlets are carried out by the GTA and the Ministry of Tourism, Culture and Creative Arts. This further constraint the local government to employ and train local tourist guards to protect and keep destinations safe and attractive. It can be deduced that the limited role of AMA as a local government authority in tourism promotion is due to the fact that the Local Government Act, 2016 (Act, 936) has not mandated local governments in

Ghana to strategically plan and develop the tourism sector, and the situation that trigger the GTA to assume the greatest responsibility. However, the need to keep the destinations clean falls within the broader role of AMA, but this role has been neglected making the destinations unattractive to be promoted. This finding confirm the assertion that local governments derive their mandate from the relevant state constitutions and various local government acts, and receive financial transfers from central governments, which sometimes makes it difficult for them to function effectively (Ruhanen, 2013). In developing countries especially, the prescriptive nature of the legislations that define local authorities, amidst the delay in the release of statutory grants stifle local government of funds to execute their mandate (Ruhanen, 2013; McLoughlin & Hanrahan, 2016). Consequently, sectors that are not captured in the act such as tourism are likely not to get attention in the planning process.

#### **4.1.2 Infrastructural Development**

It came up strongly that AMA facilitate tourism development through the provision of infrastructure at the destinations. Thus, AMA facilitates access to roads, hotel accommodation, and provision of telephone and simplification of business registration, simplification of land acquisition through the creation of land banks, and the protection of sites. The infrastructural development at the destinations provides environment that attracts private investors into tourism industry. As part of the facilitative or operator's role, AMA assists some private operators to access credit facilities from the banks for the purpose of infrastructural development and the provision of security at the destinations. The Greater Accra Deputy Director of Tourism intimated that:

*We facilitate the putting up of residential and recreational facilities at the destinations by private operators. The building of restaurants, hotel accommodation and other facilities demand that the operators get permit from the AMA. We also assist private sector operators to be able to access*

*loans from the banks for infrastructural development at the destinations*  
(Field data, 2017).

Due to Ghana's democratic consolidation and relative peace stability in the sub-region coupled with rich cultural heritage, the number of international tourists and holiday makers keep increasing every year. Also, Ghana has become a host of most international and regional conferences as well as students' exchange programmes. These international and domestic guests tend to take their leisure at the tourism sites which put demands on few facilities at the destinations. The facilitative role of local governments is important because of the fact that private operators need permits from the local government authority to be able to operate their business. Hence, if local government is able to assume this role effectively, it may provide state-of-the-art facilities either directly or in partnership with private operators at tourism destinations and would be made attractive to prospective tourists. This is expected to lead to improvement in hotel accommodations, tele-communication, and transportation networks and subsequently increase the number of international tourists and holiday makers at the destinations, thereby improve the internal revenue generation of local government authorities. However, inadequate resources have constrained local governments to purposefully plan and to facilitate tourism destinations, boost entrepreneurial environment to promote local economic development through job creation at the destination communities as well as mitigating environment effects of tourists' activities on the host communities.

#### **4.1.3 Public Sensitization and Awareness**

The study discovered that AMA assumes a limited role in creating awareness and education of the public and international visitors on sustainable tourism development at the destinations. Given the likelihood effects of tourists' activities on the resident communities, the assembly is expected to be proactive in sensitizing tourists and destination communities on the appropriate behaviour for the purposes of mutual benefit. The sensitization programme of the

assembly is very crucial especially during global or regional outbreak of contagious diseases.

The Planning Officer narrated that:

*We create awareness and educate international visitors. Let me state that we don't do that because of tourism. However, it is the responsibility of the AMA to ensure that immigrants do not bring diseases into the country. In the event of the outbreak of contagious diseases such as Ebola virus and HIVAIDS, we made sure that those diseases are not imported into the country. In collaboration with GTA, visitors are educated about the security situation at the destinations (Field data, 2017).*

The Environmental/Sanitation Officer Added that:

*We educate the food vendors on service delivery, fire outbreaks and skill acquisition... (Field date, 2017).*

The sensitization and awareness programmes are expected to keep the general public especially destination communities and tourists aware about the consequences of their actions on the environment. The education programmes also span from the area of service delivery, skill acquisition, possible criminal activities, fire outbreaks and precautionary measures. Thus, local food vendors are trained on good customer care, and how to promote local dishes. The findings suggest that the assembly educate private sector operators and community members on the appropriate language communication between the residents and the visitors and other ethical values including community taboos. The Budget Officer of AMA asserted thus:

*The assembly sensitize all stakeholders especially the business operators and community members. We educate visitors on community norms and taboos. We also promote good relationship between communities and the visitors. Thus, tell communities to relate well with visitors. On their arrival, you will*

*see that some Ghanaians even volunteer to take them around the destinations, since some of visitors don't know Africa and Ghana in particular (Field data, 2017).*

It came up that in order to engender competitiveness in the tourism sector, Ghana Tourism Authority (GTA) sponsors staff in the tourism sector to other countries that are globally known tourism destinations to be trained to acquire professional skills in the management of ecotourism resources. One would have expected that after training, these officials would be sent to the local government levels. However, the trainees rather remain at GTA, depriving local governments of skilled personnel to promote local tourism. Interview with the Regional Director of tourism under GTA noted:

*There are no skilled personnel at the local government levels for local tourism promotion. Most often, officials at GTA are sponsored to China, Australia, Egypt and other countries to acquire skills, and after the training they remain at GTA. This however deprives local government of professionals to manage tourism resources (Field data, 2017).*

The District Coordination Director corroborated that:

*We don't have local officers responsible for tourism development. There is no local tourism office, although we have several tourism destinations. GTA sends their staff to other countries like China, USA, and others to be trained in how to efficiently manage tourism resources (Field data, 2017).*

Although tourism promotion could engender local economic development, it could also bring untold environmental consequences on the destination communities. Since local government are the closest to the destinations and are most impacted by the activities of tourists, active involvement in education and awareness programmes in tourism management is expected to

contribute greatly to mitigating its environmental consequences on the host communities. The prevention of possible transmission of diseases, environmental degradation and its adverse effects on the resident communities fall within the purview of local government authorities.

Besides, most of these tourists are first timers in Africa and Ghana in particular. Hence, comprehensive education programme to keep them aware of the environment and to guarantee their safety is healthy for sustainable tourism growth and development. It is a common practice that in most destinations in Ghana kids usually follow tourists around either to beg for gifts or to fraternize with the tourists, and the practice which most tourists are not comfortable with. With this growing phenomenon, education and awareness creation by local governments is imperative for both communities and tourists to understand appropriate behaviours. It turned out that AMA assumes a limited role in the sensitization of the general public and visitors. This is consistent with Yang's (2007) report in China that local governments play a limited role in the education and awareness creation for community members, domestic and international tourists. The local governments' investment in education is important for long term sustainable tourism development. Tourism education and training are imperative to efficiently harnessed ecotourism resources for local economic development.

#### 4.1.4 Regulation

The findings suggest that decision-making in tourism sector is top-down, with the main regulators being the Ministry of Tourism and GTA. Although the regulation of the tourism sector is stronger at the national level, the AMA is expected to enact bye-laws to safeguard and protect tourism destinations. The respondents noted that GTA has no decentralized offices at the AMA to take prompt decisions in terms of regulation and stimulate overall tourism development. Thus, the AMA is expected to provide mechanisms to monitor the

establishments of hotels, restaurants and recreational centers by enacting bye-laws for the creation of tourism-related development which gear towards creating enabling environment for tourism sector to thrive. Thus, bye-laws regarding land use plans, standards development and enforcement of national standards, issuance of permits, health and safety standards as well as environmental management are expected to be of utmost priority to the assembly. However, it was discovered that the bye-laws formulated are not gazette and lack appropriate legislative instrument to enforce compliance. An interview with the Metropolitan Coordination Director revealed thus:

*Although we have the mandate to enact bye-laws to create congenial environment for sustainable growth of the tourism sector, these laws are not gazette making it difficult to institute processes for prosecution of the offenders (Field data, 2017).*

The increasing number of tourists every year has serious environmental consequences on the host communities. Arguably, the global focus on environmentalism and sustainable development present a challenge to local governments on how to harness the resources of ecotourism without endangering the environment. The regulatory function of local governments ensures that appropriate laws are enacted to regulate behaviour at the destinations. However, the regulatory position of AMA is limited since most tourism centers are not properly regulated leading to indiscriminate pollution of these tourists' sites. This finding does not support the view that local governments enact bye-laws regarding land use plans, standards development and enforcement of national standards, health and safety standards as well as environmental management (Bao & Sun, 2007). Local governments also strengthen their performance in the safeguarding and regulating communities' behaviours, that of the tourists and other stakeholders (Bao & Sun, 2007). However, the evidence from

the GTA suggests that AMA reneges on its mandate to effectively regulate destinations. The Human Resource Director at GTA lamented that:

*The AMA is not helping the tourism sector at all. It is the responsibility of the AMA to keep the city of Accra very clean, because it is the capital city of Ghana. Accra is tourist center in itself because of the presence of administrative and political institutions. So, the city of Accra needs to be clean to attract international tourists. (Field data, 2017).*

The Human Resource Director narrated again that:

*Just move to the military cemetery. When I was the Greater Accra Regional Tourism Director, I made sure the cemetery was very clean to serve as tourist attraction. I provided a gate so that visitors could pay before visiting place. But recently, I passed there and saw a huge refuse dump at the gate of the cemetery. I nearly wept and had to close my eyes before I could pass there. It is very sad. Accra is too dirty and AMA should be held responsible (Field data, 2017).*

This finding corroborate with Qin et al's (2011) assertion that the role of local government as the regulator is the weakest among all the roles the local governments are expected to play in sustainable tourism development. This weak enforcement of bye-laws creates a situation for indiscriminate pollution and degradation of the environment. Cumulatively, it presents a gloomy picture of bad nature of the ecosystem and does not attract potential tourists to the destinations.

#### **4.1.5 Public participation**

Tourism as an emerging economic activity demands collaboration from all the multiple stakeholders for effective consensus building in tourism planning processes. At the local level, the key stakeholders are the local government authorities, private sector operators,

tourists, and the community members. It emerged from the interviews with the respondents that the assembly does not actively engage in tourism activities. As a result, there is no effort to involve other stakeholders such as community members, and tourists. Interview with the Regional Director of Center for National Culture noted:

*You see, GTA is the one planning for tourism sector. The AMA is not really involved. Hence, since we are not actively involved in tourism activities, we don't know what to involve the general public in. That role is for the GTA. At best, we only participate in the celebration of traditional festivals (Field data, 2017).*

The participatory role of local governments allows them to directly provide facilities at destinations and through which internal revenues are generated to complement the assemblies' developmental efforts. The respondents noted that popular public facilities such as street furniture, libraries, parks, gardens, halls and galleries, and other aesthetics features to attract visitors to destinations are facilitated by the assemblies.

#### **4.2 Factors that inhibit local governments in sustainable tourism development.**

Ministry of Tourism, Culture and Creative Arts (MoTCCA) is the highest decision making body in tourism planning and development. As part of the policy-making body in Ghana, the MoTCCA is made up of two main implementing bodies: The Hotel, Tourism and Catering Training Institute and the Ghana Tourism Authority, which was established in 2011 by an act of parliament (Act 817). The Tourism Act 2011 requires that the GTA should decentralize its decision-making functions to the local levels. This is expected to engender effective relationship with the local level policy actors in ensuring that programmes and activities of tourism are mainstreamed into the local level Medium-term Development Plan. The findings suggest that factors such as absence of legal framework to mandate local governments tourism

planning and development, no district level offices, conflict between culture and tourism, and lack of political will were found to limit the ability of AMA to actively plan and develop tourism sector.

#### **4.2.1 Absence of legal framework**

Local governments function as representatives of the government at the local level. Local governments exist to implement policies and programmes of parent ministries. It came up strongly that the Local Government Act, 2016 (Act, 936) has not captured the activities of tourism to aid planning and development at the local level. Hence, tourism activities are not captured in the Medium-term Development Plan of the AMA. Respondents explained that, the assembly is not able to plan and budget for tourism development because the act establishing local governments does not include activities of tourism. The Planning Officer narrated:

*The assembly cannot commit the budget to something that is not in the law. The local government act 2016 (Act, 936) does not mandate us to engage in tourism development. So, there is no budget for development tourism (Field data, 2017).*

The Deputy Chief Executive in charge of General Services at the GTA corroborates that:

*The problem we have is that there is no clear law defining role of local governments in tourism development in Ghana. We have been trying over the years to get law governments to actively plan for tourism sector, but it failed. We are now working to ensure that the act allows local governments to take active part in tourism development (Field data, 2017).*

It can be deduced that the absence of legal framework for local governments to actively plan for tourism is a contributory factor to AMA's inability to plan for tourism sector. According to respondents, the assembly has no legal backing to regulate and sustain tourism market.

However, tourism sector demands participatory role of all stakeholders, and no single actor can effectively plan for its sustainability. This is particularly important because any attempt to promote the tourism sector may risk the sustainability of human and ecological processes.

#### **4.2.2 Non-existence of tourism office**

Tourism Act, 2011 requires the establishment of the metropolitan, municipal and district level offices of GTA as means to ensuring effective mainstreaming of tourism activities into the medium-term development plans of MMDAs. Interviews with respondents revealed that the GTA has no office at the AMA, which presents a difficult situation for sustainable tourism planning and development. As a result, there are no experts at the local level to propel tourism development. This was what the Human Resource Director at GTA had to say:

*The problem we face is that we don't have our representatives at the local level.*

*It is all because we have not yet set-up our offices at the local government levels. This presents somewhat difficult situation for tourism activities to be factored into the programmes of local governments. So, at the moment GTA has no office and representative at AMA (Field data, 2017).*

The Planning Officer corroborates thus:

*Yes, the GTA has no office at the AMA here. You see, we need an expert in tourism development who can help us plan for the sector (Field data, 2017).*

It can be reasoned that the inability of GTA to establish decentralized office at the assembly is militating against the effective involvement of AMA in tourism development. This may explain the reason why GTA seems to be dominating tourism sector development and promotion. This makes decision-making process increasingly top-down without providing space for local level planning and development.

### 4.2.3 Conflict between tourism and culture

Tourism, culture and creative arts are put together to form one Ministry. These three sectors are headed by a minister. Besides, there are two deputy ministers: one in charge of tourism and the other in charge of culture, with an officer responsible for creative arts industry. There is a relationship between tourism and culture. Thus, tourists that visit the tourism destinations turn to patronize lot of some Ghanaian or African cultural artefacts. This may explain the reason why tourism and culture is grouped under one ministry. However, it emerged that tourism and culture departments are always in conflict over dominance. A respondent at the Greater Accra Regional Office of National Culture Center (NCC) explained that adequate attention is not being paid to the cultural division of the ministry. To him, tourism seems to have dominated the entire ministry and culture is not being projected. This is because the tourism Act 817 of 2011 mandated the establishment of Tourism Development Fund through which one percent (1%) tourism levy is collected from hoteliers, car rental operators, catering service operators, drinking spots and other business operators in the hospitality and tourism industry. This one percent levy goes to the tourism division of the ministry at the expense of culture. The Greater Accra Regional Director of Culture lamented:

*I don't want to discuss anything related to tourism. You can ask me something about culture and I will be glad to answer. There is a negative attitude towards culture in Ghana, and it happens at the ministry. Culture is not being recognized. When you mention culture, they think it is about fetishism. So, they don't want to associate themselves with it. At the moment, tourism division at the ministry has 1% levy that comes to them every month. So, they have money to develop their sector. Culture has nothing. Meanwhile, when tourists visit Ghana, they feed on our cultural products. So, you can't develop one side and leave the other (Field data, 2017).*

The Human Resource Director at GTA also explained that:

*You see, I don't understand culture people. They don't want to work with us.*

*They think that the whole ministry should be called the ministry of culture.*

*Because of that if you go to the local government level, they only know of culture but tourism is not part of their activities (Field data, 2017).*

The conflict between tourism and culture could be best described as the 'marriage of the unwilling'. It can be deduced that both tourism and culture are fighting each other for spheres of dominance. This rift has serious implications for local government tourism planning, investment and promotion. Thus, both culture and tourism have no representative at the AMA.

The officer in charge of culture at Greater Accra Regional Office narrated:

*Let me tell you that when I was posted to AMA as culture officer, they didn't want to accept me. They didn't allow me to attend their meetings. There was no place for me to sit as culture officer (Field data, 2017).*

The experience of the culture officer illuminates the fact that AMA is not ready for tourism and culture until steps are taken to capture the two sectors under local government act. This may place a compelling force for the AMA to actively engage in the development of tourism sector. Thus, the involvement of local governments in tourism development is important because of the fact that they are directly affected by the activities of tourists. This resonates with the basic argument of role theory that purposive role of stakeholders is key for sustainable development (Waligo et al., 2013). Besides, tourism development evokes both negative and positive consequences. It is however important to note that incorporating issues of sustainability into tourism development enables local governments to immensely benefit from tourism, and at the same time be able to mitigate its consequences (IIED, 2001).

#### **4.2.4 No political will**

It came up strongly that the inability to incorporate tourism development into the legislative framework for local governments' tourism planning shows that the Government of Ghana is not committed to developing tourism industry. Although tourism sector is tipped to be the next in terms of revenue generation after gold, cocoa and remittances from abroad, it is clear that there is no political will to harness the revenue potential of the sector. However, tourism sector contributes largely to countries gross domestic product, and has been the backbone of most economies such as South Africa, China, Australia, Turkey and some other countries (WTO, 2003). This was admitted in the National Tourism Development Plan (1996-2010) report that although the fund was ambitious, it failed to achieve its intended objective “due to lack of political commitment at the highest level of Government, changes of Government and frequent changes of leadership at tourism institutions, low levels of funding allocated to development and marketing, unreliable data on the performance and contribution of the sector, and lack of understanding about the benefits that can be derived from a vibrant tourism sector (Ghana Tourism Policy, 2013-2027 Plan, p. 8).

#### **4.2.5 Limited understanding of Tourism in Ghana.**

The findings suggest that there is limited understanding of tourism industry on the part of government agencies, corporate organizations and individuals, who often think that tourism is limited to the main tourists sites they know. As a result, little is known about the rich history, culture, traditions of Ghanaians and the rich experience of various tourism destinations. The Coordinating Director at AMA intimated:

*...But tourism what is it? It is for those who are closer to tourism destinations. We in Greater Accra What do we know about tourism? We*

*don't even know our history and culture. We don't even learn our culture in school (Field data, 2017).*

It can be deduced that this negative perception about tourism industry explains why there is no political commitment both at both the national and local levels to actively plan and develop the tourism sector in Ghana. The perception that tourism is limited to the main tourism means that little is known about our culture, traditions and the attractive nature of our tourism destinations. This implies that little attention would be paid to developing and promoting tourism industry in Ghana. However, the sensitization of the general public by the government agencies and the media on the various components of the tourism industry, the rich culture and history of Ghanaians would help people to understand and appreciate the tourism potentials of Ghanaians. It would also offer useful information to the locals and to promote the beauty of Ghana to international tourists who visit Ghana. This is expected to raise the revenue base of Ghana.

### **4.3 The Collaboration between the Local Government and the Private Sector**

All private sector operators involved in the tourism are under Ghana Tourism Federation (GHATOF). GHATOF comprises of associations registered and licensed by the GTA. Also, non-registered and non-licensed associations are granted affiliate status. The members are; Ghana Association of Travel and Tour Agents, Ghana Traditional Caterers Association, Tour Guides Association of Ghana, Tour Operator Union of Ghana, and Ghana Hotels Association. It is however expected that AMA would have formal collaboration with these groups in the private sector towards sustainable tourism development in Ghana. It emerged that there is no formal collaboration between AMA and these private sector operators. According to the interviewees, the private sectors are registered and licensed by the GTA itself and the assembly has no knowledge about the processes involved. This was what the Planning Officer at AMA had to say:

*We don't know anything about the private operators at the tourism sector. I think they are registered under GTA. So, taxes are collected by the GTA. We don't have any formal relationship with the private sector operators working in the tourism sector. The assembly is not involved in tourism planning (Field data, 2017).*

The President of GHATOF collaborates that:

*We don't deal with AMA. We deal with GTA because GTA regulates our businesses. We pay taxes to GTA and not the AMA. We don't have any formal relationship as far as tourism sector is concerned (Field data, 2017).*

It can be deduced that private sector operators have no formal relations with the AMA. It is however clear that formal relationship is rather between the GTA and the private sector. However, as Duarte Alonso & Nyanjom (2015) pointed out, stakeholder collaboration and

identification of roles in tourism planning may lead to the avoidance of conflict of roles, engender the pooling together of resources for cost-effectiveness and increase competitive advantage of the tourism destinations. Local governments represent the central government at the local level, and have the mandate to promote socio-economic development of the local area. Hence, effective collaboration between private sector and local governments such as the AMA is expected to lead to the effective conservation and preservation of historic and cultural resources. But de Araujo and Bramwell, (2002) observed in Brazil that public sector officials view private business with suspicion because they believe that private sector operators are there to make profit, and they see no reason to involve them in tourism development. It could be very important for local governments in Ghana to realize that active collaboration with the private sector operators is important for the growth and sustainability of the tourism sector.

Purposive collaboration between the local government and private businesses would further promote socio-economic development of the localities. But since this connection is missing, tourism promotion and development may continue to be a hard thing to be realized. The gap between the AMA and the private sector is because local government act 2016 (Act, 936) does not clearly define the role of local government in tourism development in Ghana. Again, since there are no offices at the local level, it is not binding on local governments to take active role in planning for tourism, and to engage other key stakeholders such as the private sector operators. Nonetheless, although there are no formal relations between AMA and the private sector, the study found that private businesses need approval from the AMA before the establishment of hotels, restaurants and recreational facilities. It can be deduced from the responses that the AMA issues permits, conducts Environmental Impact Assessment, and formulate bye-laws to regulate the activities of private businesses. It must be emphasized that these could be the most effective platforms if efforts are made to formalize collaboration between the local government and the private sector operators.

#### 4.3.1 Issuance of permits

It emerged that on daily basis the GTA interacts with the AMA to ensure that private businesses are able to acquire permits before the establishment of hotels, hostels, restaurants and recreational facilities. The research manager at the GTA explained that:

*You know that AMA is the local level policy formulator and implementer. So, we go to them to seek clearance for private businesses. Before the engineers, architectures and surveyors visit the site, permits must be obtained from the AMA, and we do that on daily (Field data, 2017).*

The Deputy Coordinating Director at AMA corroborates that:

*Yes, both individuals and businesses within Accra Metropolitan Area need permits before they can put up their buildings. The same applies to people in the hospitality and tourism industry. They need permits before they can put up their hotels, hostels, restaurants and other recreational centers (Field data, 2017).*

The President of GHATOF confirms that:

*AMA gives permits for residential or commercial purposes. It is a general thing. It is not specifically for tourism development. So, we as private sector operators within the tourism industry also obtain permits from AMA either for private or commercial purpose (Field data, 2017).*

It can be deduced that although local government act has not mandated local governments to actively plan and develop tourism industry, AMA enacts legislations in the form of bye-laws to regulate private sector businesses. As a result, businesses in the hospitality and the tourism sector are expected to obtain permits from the AMA before putting up those facilities. This

means the local government could do more if they are given legal, human and financial support to plan for the tourism industry at the local level.

#### **4.3.2 Environmental Impact Assessment (EIA)**

It came up that one-way private sector collaborates with the officials of the local government is the need for environmental impact assessment report. Thus, before hotel, hostel and restaurant operators could set up their businesses, environmental impact report needs to be obtained from the Environmental Protection Agency to assess the extent to which the business is likely to have impact on the environment. The Environmental Officer at AMA explained that:

*Before a business is set up within Accra Metropolitan Area, our office here needs to conduct EIA to ascertain the extent to which the operation of the business would affect the environment. So, we examine the nature of the business and its environmental consequences. When we realize that the operations of the business is going to have serious environmental implications, we can decide to reject their operations or we advise that precautionary measures be incorporated into the business operations (Field data, 2017).*

Ghana Environmental Protection Agency has satellite offices at the local governments' level. These offices conduct EIAs before during and after commercial activities are established within their areas of jurisdiction. Although it is the traditional role of these offices, it could be said to be one of ways by which private operators collaborate with the local government especially in the tourism sector.

### 4.3.3 Formulation of bye-laws and Compliance

As part of its mandate, the AMA uses bye-laws to exact compliance from individual, groups and businesses within its jurisdiction. This means that there must be some level of collaboration for compliance with the rules and regulations governing activities in the metropolis. The environmental pollution and its consequence sanitation challenges as a result of the activities of individuals and businesses demand effective and efficient regulation by the local government. It came up that although AMA has sufficient bye-laws purport to regulate activities of individuals and businesses within the metropolis, the bye-laws are short of implementation. The Planning Officer at AMA intimated that:

*We have enough bye-laws to regulate activities in the Metropolis but we have challenges in the implementation because of financial, human and logistical constraints. Also, individuals and businesses are proving difficult in complying with the laws (Field data, 2017).*

The reason given by the AMA official for which they are not able to efficiently apply bye-laws to regulate activities in the metropolis is not justifiable in any way. The AMA has utmost whatsoever to ensure that behaviours of individuals and businesses are in compliance with the laid down rules and regulations. It is evident that AMA is not doing enough to ensure environmental safety of Accra as the national capital. It is a common practice to see people doing open defecation along the coast. Additionally, filth has engulfed most parts of the capital city, but the city managers are doing little to engender the environmental safety of the Metropolis. These practices do not attract potential tourists into the country. This finding corroborates with the assertion that local government are expected to strengthen their performance in regulating and guiding community and tourists' participation in tourism development (Bao & Sun, 2003), often times, the 'task of regulation is hard to undertake due to the current social, economic and legal environment (Qin et al., 2011).

#### **4.4 Conclusion**

The study discovered generally that there is limited role of AMA in sustainable tourism development in Ghana. Respondents were unanimous in their views that the Local Government Act 936 of 2016 (formally known as Local Government Act 462 of 1993) has not defined the role of local governments in sustainable tourism development. As a result, there are no tourism offices and experts to promote sustainable tourism development at the local level. However, AMA plays a minimal role as promoter, facilitator, educator, regulator, and participatory in local tourism development. Again, the study found that there are no formal relations between AMA and private sector operators. Nonetheless, private sector operators in tourism industry need permits from AMA to be able to set-up their businesses. Although ineffective, AMA enact bye-laws to regulate activities of individuals and businesses operating within its jurisdiction. Besides, officials of AMA conduct EIAs to ensure that behaviours of individuals and businesses within the metropolis are environmentally friendly. The findings further suggest that conflict between tourism and culture and lack of political will tend to inhibit the effort to effectively decentralize tourism activities to the local government level. The application of role theory reveals that sustainable tourism planning is imperative at all levels of government with major stakeholders taking their active roles. Although the study attempts to fill empirical gap in literature, it came up that AMA plays a limited role in sustainable tourism development in Ghana

## **CHAPTER FIVE**

### **SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATIONS**

#### **5.0 Introduction**

The Chapter presents the summary of findings, conclusion and recommendations. These are based on the objectives of the study: 1) examine the roles of local governments in sustainable tourism development in Ghana, 2) determine the extent to which local government collaborate with the private sector towards sustainable tourism development in Ghana, and c) examine the factors that facilitate or inhibit local governments in sustainable tourism development.

#### **5.1 Role of Local Government in Sustainable Tourism Development**

It came up that respondents have limited knowledge on sustainable tourism development. According to respondents, the political stability in Ghana, the hospitality of Ghanaians as well as the presence of historical, cultural and ecological sites attract large number of both domestic and international tourists. Although respondents explained that tourism development comes with negative consequences which demands proper planning and investment, there are no experts at the local level to aid the incorporation of sustainability issues into tourism planning and development.

The district level Medium-Term Development Plans mark the entry points for the incorporation of sustainable tourism issues. However, a close analysis of the Medium-Term Development Plan (MTDP) of Accra Metropolitan Assembly shows that tourism activities have not been effectively factored into the programmes and activities of the metropolitan assembly. It came up strongly that the current Local Government Act, 2016 (Act, 936, formally known as the Local Government Act, 1993, Act 246) has not made provision for local governments' involvement in tourism planning and development at the local level. However, AMA plays a minimal role in the following areas.

### **5.1.1 Tourism promotion and marketing**

The data reveals that AMA shows no commitment in the improvement and promotion of tourism sites. According to the respondents, beaches and lagoons along the coasts which are expected to attract holiday makers and visitors have been polluted with refuse dumps, and with open defecation becoming a normal thing along the coast. Also, because there is no office at the local government levels for tourism planning and development, the GTA has taken the responsibility to plan and promote tourism industry in Ghana. As a result, the decision-making in tourism industry remains largely top-down.

### **5.1.2 Infrastructural Development**

It came up strongly that AMA facilitate tourism development through the provision of infrastructure at the destinations. Thus, AMA facilitates access to roads, hotel accommodation, and provision of telephone and simplification of business registration, simplification of land acquisition through the creation of land banks, and the protection of sites.

### **5.1.3 Public sensitization and awareness**

It emerged that AMA assumes a limited role as educator at tourism destinations. Given the likelihood effects of tourists' activities on the host communities, district assemblies are expected to be proactive in educating tourists and destination communities on the appropriate behaviour for the purposes of mutual benefit. Education and training programmes are organized for residents, businesses, tour guides and other local stakeholders by way of engendering collaborative approach to tourism development, and to ensure positive impact of tourism on the destinations. The education programmes could also span from the area of service delivery, skill acquisition, possible criminal activities, fire outbreaks and precautionary measures, local communities' taboos, appropriate language communication between the residents and the visitors and other ethical values.

#### **5.1.4 Regulation**

The findings suggest that decision-making in tourism sector is largely top-down, with the main regulators being the Ghana Tourism Authority and GTA. Although the regulation of the tourism sector is stronger at the national level, the AMA is expected to enact bye-laws to safeguard and protect tourism destinations. The study found that AMA has been ineffective in this regard as environmental laws are not properly enforced.

#### **5.1.5 Public Participation**

It emerged from the interviews with the respondents that the assembly does not actively engage in tourism activities. The participatory role of local governments allows them to assist in the provision of facilities at destinations and through which internal revenues are generated to complement the assemblies' developmental efforts. The respondents noted that popular public facilities such as street furniture, libraries, parks, gardens, halls and galleries, and other aesthetics features to attract visitors to destinations are facilitated by the assemblies.

### **5.2 Factors that inhibit local governments in sustainable tourism development.**

The findings suggest that factors such as absence of legal framework to mandate local governments tourism planning and development, no district level offices, conflict between culture and tourism, and lack of political will were found to limit the ability of AMA to actively plan and develop the tourism sector.

#### **5.2.1 Absence of legal framework**

Local governments function as representatives of the government at the local level. Local governments exist to implement policies and programmes of parent ministries. It came up strongly that the Local Government Act, 2016 (Act, 936) has not captured the activities of tourism to aid planning and development at the local level. Hence, tourism activities are not captured in the Medium-term Development Plan of the AMA.

### **5.2.2 Non-existence of tourism office**

Tourism Act, 2011 requires the establishment of the metropolitan, municipal and district level offices of GTA as means to ensuring effective mainstreaming of tourism activities into the medium-term development plans of MMDAs. Interviews with respondents revealed that the GTA has no office at the AMA, which presents a difficult situation for sustainable tourism planning and development. As a result, there are no experts at the local level to propel tourism development.

### **5.2.3 Conflict between tourism and culture**

There is a relationship between tourism and culture. Thus, tourists that visit the tourism destinations turn to patronize lot of some Ghanaian or African cultural artefacts. This may explain the reason why tourism and culture is grouped under one ministry. However, it emerged that tourism and culture are always in conflict over dominance. Respondents explained that adequate attention is not being paid to the cultural division of the ministry. To him, tourism seems to have dominated the entire ministry and culture is not being projected.

### **5.2.4 No political will**

It came up strongly that the inability to incorporate tourism development into the legislative framework for local governments to adequately plan for tourism development shows that the Government of Ghana is not committed to developing tourism industry. Although tourism sector is tipped to be the next in terms of revenue generation after gold, cocoa and remittances from abroad, it is clear that there is no political will to harness the revenue potential of the sector.

## **5.3 The Collaboration between the Local Government and the Private Sector**

Although it is however expected that AMA would have formal collaboration with private sector operators in hospitality and tourism industry towards sustainable tourism development

in Ghana, it emerged that there is no formal collaboration between AMA and these private sector operators. According to the respondents, the private sectors are registered and licensed by the GTA itself and the assembly has no knowledge about the processes involved. Nonetheless, private businesses need approval from the AMA (in the form of permits EIAs, formulation and compliance with bye-laws) before the establishment of hotels, restaurants and recreational facilities.

### **5.3.1 Issuance of permits**

On daily basis, the GTA interacts with the AMA to ensure that private businesses are able to acquire permits before the establishment of hotels, hostels, restaurants and recreational facilities. This means that the local government could do more if they are given legal, human and financial support to plan for the tourism sector at the local level.

### **5.3.2 Environmental Impact Assessment (EIA)**

The EIA is one the ways by which private sector interact with the officials of the local government. Thus, before hotel, hostel and restaurant operators could set up their businesses, environmental impact report needs to be obtained from the Environmental Protection Agency to assess the extent to which the business is likely to have impact on the environment.

### **5.3.3 Formulation of bye-laws and compliance**

As part of its mandate, the AMA uses bye-laws to exact compliance from individual, groups and businesses within its jurisdiction. This means that there must be some level of collaboration for effective compliance with the rules and regulations governing activities in the metropolis. The environmental pollution and its consequence sanitation challenges as a result of the activities of individuals and businesses demand effective and efficient regulation by the local government. It came up that although AMA has sufficient bye-laws purport to

regulate activities of individuals and businesses within the metropolis, the bye-laws are short of implementation.

#### **5.4 Conclusion**

Comprehensive tourism planning is imperative at all levels of government. However, this study fills empirical gap demonstrated at the literature review session on the purposive role of local governments in sustainable tourism development in Ghana. The study discovered generally that there is limited role of AMA in sustainable tourism development in Ghana. The reason is that the Local Government Act 936 of 2016 (formally known as Local Government Act 462 of 1993) has not defined the role of local governments in sustainable tourism development. As a result, local actors have limited knowledge on issues of sustainability and has not taken central role in tourism planning and development. Hence, the sustainable tourism planning remains largely top-down.

#### **5.5 Recommendations**

- Based on the findings of the study, there is urgent need for tourism activities to be incorporated into the Local Government Act, 2016 (Act, 936). This is expected to give local governments the legal mandate to plan for tourism development. The move would allow tourism activities to be factored into the medium-term development plan of the various assemblies.
- Additionally, the GTA should facilitate the setting-up of local level offices, and empower them to be able to take local level decision towards tourism development. These offices should be well-equipped and staffed with skilled personnel to be able to plan for sustainable tourism development. This is expected to decentralize tourism sector decision-making process. Also, the environmental officers at the local levels should be trained in sustainable development. This would allow sustainability issues to be incorporated into the activities of Assembly.

- However, for the Assembly to fully harness the potentials in the ecotourism sector, the study recommends that tourism offices should be created and well-resourced at the local government's levels. Tourism front desk should be created at the destinations; administrative preparation of tourism plans or comprehensive tourism plan should be incorporated into the MMDAs Medium-Term Development Plans. Besides, sanitation at the banks of water bodies and tourists' sites should be kept clean to attract potential tourists.
- The study further recommended that the government should ensure a good working relationship between tourism and culture. To achieve this, the revenue generated from the 1% tourism levy should be applied to the culture division.
- The Assembly should take active role as tourism promoter, educator, regulator, and facilitator. This is expected to ensure effective and efficient planning and development of tourism sector.
- As part of the tenets of Role Theory, sustainable tourism development requires active role of all stakeholders, the study recommends that local governments, future and presents tourists, community members, and the private sector operators should take active part in tourism development at the local level.
- To ensure effective collaboration with the private sector, the study recommends that the assembly should formalize its relationship with the private sector operators.
- It is recommended strongly that the government of Ghana should demonstrate commitment to the development of tourism sector. This is because tourism is tipped to be the next exporter after gold, cocoa and remittances from abroad. Hence, tourism development demands a concerted effort from all levels of government.

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## APPENDICE

### Appendix A: Interview Guide

#### **To investigate the roles and responsibilities of local governments (LG) in sustainable tourism development in Ghana.**

- 1) What is your view about sustainable tourism development at the local government level?
- 2) What does your local government consider to be the key tourism assets within its area (eg. Museum, national parks, historical sites etc.)?
- 3) To what extent is sustainable tourism mainstreamed into the activities of the local government?
- 4) How does LG acts as stimulator of tourism development?
- 5) How does LG act as Educator of tourism development?
- 6) How does LG acts investor of tourism development?
- 7) How does LG acts as regulator of tourism development?
- 8) How dos LG acts as planner of tourism development?
- 9) How does LG acts promoter of tourism development?

#### **To determine the extent to which local government collaborate with the private sector towards sustainable tourism development in Ghana.**

- 1) What would you say about the collaboration between LG and the private sector operators towards tourism promotion? Probe for collaboration in the following areas
  - Compliance with district assembly bye-laws
  - Hotel accommodation at the destinations
  - Road networks
  - Telecommunication facilities
  - Revenue generation
  - Employment for local communities
  - Community participation
- 2) To what extent would you say that this collaboration has been effective?
- 3) What are the investment options of the private sector operator for the purpose of tourism promotion?

#### **To investigate the factors that facilitate or inhibit local governments in sustainable tourism development.**

- 1) What would you say about the decentralization of tourism policy in Ghana?
- 2) What are the factors that constraint LG in sustainable tourism development?
- 3) What are the factors that facilitate LG tourism investment?
- 4) To what extent would you say that the integration of tourism management practices with other activities of LG pose a serious challenge?