

UNIVERSITY OF GHANA

BUILDING THE ADMINISTRATIVE CAPACITY OF DISTRICT ASSEMBLIES IN GHANA: EXAMINING THE ROLE OF STAFF POSTINGS

**BY
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JULY, 2015

DECLARATION

I hereby declare this work as entirely my own and all references to other works have been duly acknowledged. It is in no way a reproduction in part or whole of any work ever presented for the award of another degree. I further do take responsibility for any shortcomings.

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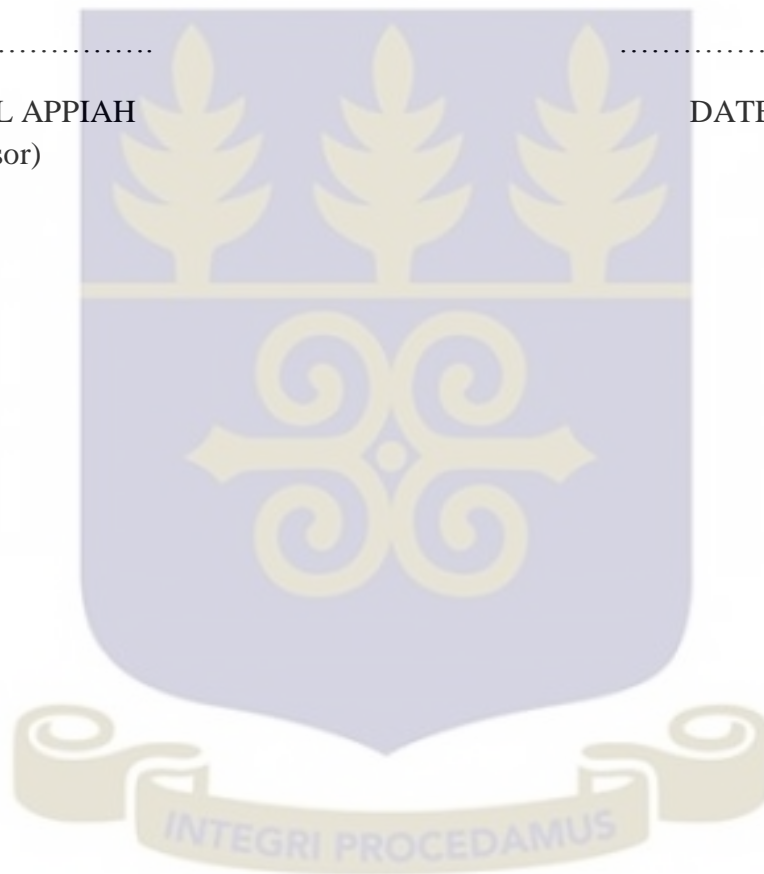


CERTIFICATION

I hereby certify that this thesis was supervised in accordance with procedures laid down by the University.

.....
DR. DANIEL APPIAH
(Supervisor)

.....
DATE



DEDICATION

This work is dedicated to my parents Madam Mary Adu- Poku and Mr. Robertson Seim and also to Dr. Daniel Appiah for pushing me high on this academic ladder. I am deeply grateful and pray for long life for all of you.



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To God be the glory for great things he has done and greater things he will do. I am very grateful to the Lord for his unfailing love and protection and for seeing me through my studies. My sincerest gratitude goes to my supervisor, Dr. Daniel Appiah for making time for me no matter how busy or tired. Indeed I could not have made it without him. May the good Lord bless and replenish whatever you have lost in the process of bringing this work into fruition. I am also grateful to Dr. Thomas Buabeng for his initial supervision of my work and to all the Lecturers at the Department of Public Administration for their advice, support and quality tuition.

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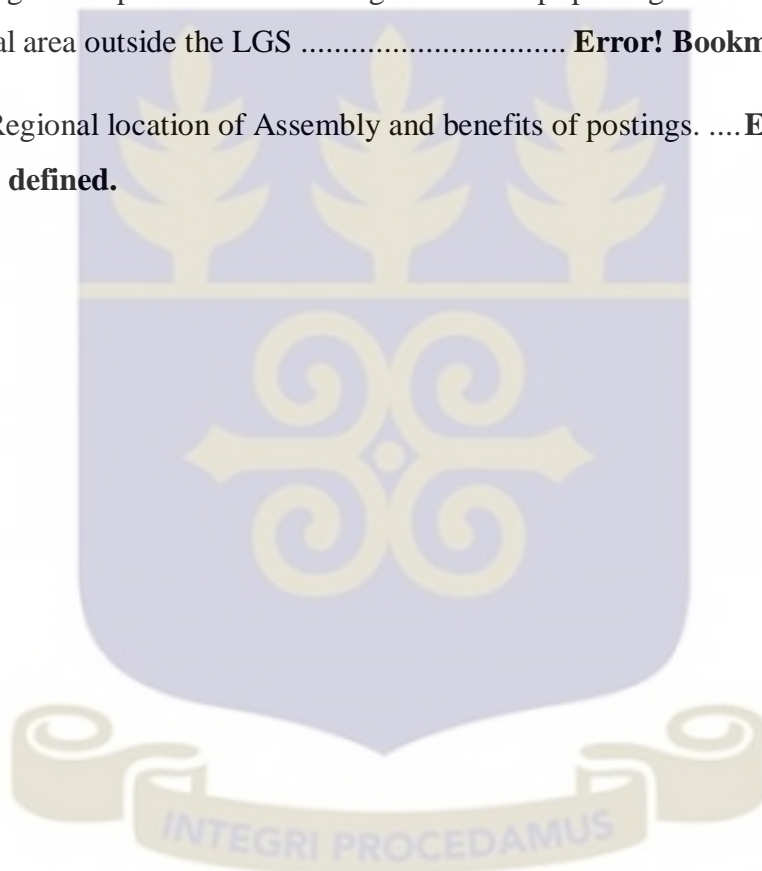
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LIST OF ACRONYMS

DA	District Assembly
DPF	Decentralization Policy Framework
DACF	District Assemblies Common Fund
CLOGSAG	Civil and Local Government Staff Association of Ghana
HRM	Human Resource Management
HRMIS	Human Resource Management Information System
HROM	Human Resource Operational Manual
IGF	Internally Generated Funds
LG	Local Government
LGSC	Local Government Service Council
LGSS	Local Government Service Secretariat
MA	Municipal Assembly
MLGRD	Ministry of Local Government and Rural Development
MMDA's	Metropolitan, Municipal and District Assemblies
NDAP	National Decentralization Action Plan
OHCS	Office of the Head of Civil Servants
HCS	Head of Civil Service
HLGSS	Head of Local Government Service Secretariat
PNDCL	Provisional National Defense Council Law
PNDC	Provisional National Defense Council

ABSTRACT

The study examined the role of staff postings as a tool for strengthening the administrative capacity of the District Assemblies in Ghana. The theory adopted for the interpretation of the findings was the theory of institutional integrity where the effectiveness of an institution is measured by its level of integrity or corruption. The methodological approaches used for the study were both qualitative and quantitative. Hence in-depth interviews and survey questionnaires were administered to solicit information from officials within the Local Government Service.

The study found out that the establishment of the Local Government Service has helped to improve the administrative capacity of the District Assemblies in Ghana. Also, contrary to the widespread notion and various allegations that politics play a key role in the posting of Local Government Officials and that Officers do not accept postings to less resourced areas, it is largely not so in practice. The study found out that politics does not play any significant role in postings at the grassroots level but perhaps it is felt at the top management level and has not eaten deep to the lower management level. Furthermore, most Officials in the Local Government Service asserted that they will accept postings to less resourced areas.

The study concluded by affirming that there is a high level of institutional integrity in terms of staff posting and the level of institutional corruption is very minimal. Therefore, the level of confidence that the employees have in the system is quite high. However, lack of a comprehensive database of employees and non-payment of the benefits that comes with staff posting is still a challenge in the Local Government Service.

CHAPTER ONE

GENERAL INTRODUCTION

The study examines the extent to which staff posting in the Local Government Service in Ghana is used as a tool to strengthen the administrative capacity of the District Assemblies. It also looks at the effectiveness of the Local Government Service by comparing its level of integrity and corruption in relation to staff postings.

This introductory chapter provides an overview of the study. It presents background to the research problem, the problem statement, the research objectives and the research questions. It further includes the scope of the study, significance of the study and the organization of the study.

1.1 Background to the study

Every government needs skilled and competent public administrators to carry out the policies and programmes of government. Scholars of Public Administration have researched into the question of how to create a competent and efficient bureaucracy, especially in developing countries (Jordan and Battaglio, 2014). Max Weber (1978) pioneered the search for an efficient and effective public bureaucracy by arguing that if government policies can be implemented efficiently, then how people are recruited, trained, transferred, posted or promoted on merit-based principles is very important. To Weber, administrators must show neutral competence although they are there to carry out the policies of government. Woodrow Wilson (1887) also argued strongly for the creation of a scientifically trained, objective and competent public administrators to support the work of government. However, to achieve this, Wilson argued that “Although politics sets

the tasks for administration, it should not be suffered to manipulate its offices.” Woodrow Wilson’s classic statement laid the foundation for the enduring politics-administration dichotomy debate (Svara, 1999; 2001; Demir and Nyhan, 2008). Many democratic countries, including Ghana, practice some form of ‘*winner takes it all*’ system of government where after elections, the government of the day fills the higher positions in the Civil and Public Service with party loyalists (Peters, 2005). In developing countries, the result of this is the emergence of a weak public service bureaucracy (Evans and Rauch, 1999).

All over the world, central governments are confronted with the need to have adequate, competent and skilled human resource in the public sector in order to implement the policies and programmes of government (Kauzya, 2005). It will be wrong to hold on to the notion that, it is only the public sector in developing countries which have to deal with deficiency in human capacity as the public sector in many advanced countries are also struggling with the need to have the right personnel (Kauzya, 2005). The 1980’s saw most West African countries including Ghana, adopting decentralization as an alternative to centralization in the process of ensuring political stability and local development (Ahwoi, 2010a; Owusu, 2009; Sulemana, 2009; Smoke, 2003; Olowu, 1990). However, the success or failure of decentralization depends significantly on the administrative capacity of the local levels in terms of the human resources available to the decentralized units. One of the means of building the administrative capacity at the local levels to effectively implement the decentralized policies and programmes of government is through staff postings. Staff posting is at the core of the process of decentralization that is known as administrative decentralization. This is because field officers are needed to work in the various decentralized departments to provide services at the local level. Staff postings

therefore make it possible for people to be sent to the various departments for effective administrative capacity of the Assemblies.

In the views of Abimbola and Kwamie (2014), staff posting is very important because there is the need to distribute human resources fairly across the urban and rural areas. Eguchi (2004: 187) also asserted that staff posting helps to reduce the chance of “graft and stealing”. Furthermore, posting is also used as a means of avoiding monotony of work, avoiding favoritism and nepotism among other benefits. In the same vein, Abimbola and Kwamie (2014) have observed that posting could also be used as a tool for punishing employees, reward political loyalty, grant favours to employees or remove an officer who is incorruptible from one place to the other. This means that when inappropriate staff postings are carried out other than to build the administrative capacity of public agencies, it can affect the morale of the staff and consequently public service delivery to the people. Therefore the need to transfer talent, skills and competences to local areas which are in need of such transfers is very important for development.

In Ghana, the 1992 Constitution identifies administrative decentralization as one of the pillars of decentralization in the country. Hoffman and Metzroth (2010) are of the view that administrative decentralization is one of the ways of “extending jurisdiction over civil service to local government”. Antwi-Boasiako (2010) also opined that, Ghana has benefited from the practice of decentralization but has still not achieved the full perceived goal of decentralization. Most scholars are in agreement that administrative decentralization is not a true form of decentralization as it does not give full autonomy to the people at the local level or field administrators (Ahwoi, 2010a; Ndegwa and Levy,

2004; Olowu, 1990). It however appears that Ghana is not the only country which is struggling with the issue of local autonomy in relation to administrative decentralization.

More than two decades ago, Olowu (1990:82) studied the failure of decentralization policies in some West African countries including Ghana and asserted that most local governments “operate more as extensions of state bureaucracy rather than as a local self-government institution.” Ojo and Koehn (2001) in their study of decentralization in Nigeria also noted that even though there are local government reforms to empower local communities, nothing has been done to champion this goal in practice. In reality, central governments in most West African countries still have control over recruitment, training, promotion, postings, transfers and discipline of employees which does not enhance an effective administrative decentralization (Ahwoi, 2010a; Ojo and Koehn, 2001; Olowu, 1990). There is a general consensus among most scholars that political decentralization is the truest form of decentralization as it gives full autonomy backed by the resources to deliver services at the Local Level (Antwi-Boasiako, 2010, Ahwoi, 2010a, Olowu, 1990). Hence, when devolution takes place, administrative decentralization and fiscal decentralization will also be effective because the local levels can run its own affairs and central control will be minimized.

Amid the inability of most countries to give full autonomy to the local level, South Africa and Uganda stand out as two countries which have decentralized their personnel (Ndegwa, 2002; Ndegwa & Levy, 2004). This is because these two countries have been able to decentralize the recruitment of administrative personnel to a large extent when compared with the rest of the African Countries.

For decentralization to be successful, the human resource capacity of local authorities cannot be ignored because personnel with the appropriate technical skills and competence are needed to manage resources for local development. There is therefore the need for employees with the right experience and technical competence to be posted to the right place at the right time to promote local development. It is for this reason that the Local Government Service in Ghana was established in 2009 to see to staff recruitment and postings to help District Assemblies promote local development. Whether staff posting is being used as a tool for strengthening the administrative capacity of the District Assemblies in Ghana is the issue of enquiry in this study.

1.2. Statement of Research Problem

The memorandum accompanying the passage of the Local Government Service Act in 2003, Act 656, states that “The new Local Government Service will create a loyal and dedicated public service devoted to the service of local government. It will create a legal and institutional framework for the recruitment of personnel with the appropriate skills to support and promote effective development and economic management at the local level.” It is logical to posit that the rationale for staff postings within the Local Government Service should be based on strengthening the District Assemblies with personnel who have the appropriate skills to support development at the local level.

Getting the right personnel to execute policies and reforms is very important for every government because the success or failure of policies and reforms depends to a large extent on the people who will implement those reforms. If government ministries, departments, the districts as well as the sub-districts will function effectively, it will depend on how they identify and post the right staff to fill vacant positions. Employee

posting will undoubtedly continue to take place as long as people with different talents, skills, knowledge and expertise are scattered all over the country. It is therefore very important to empower local government in order to identify and post employees to where they are most needed (Evans and Manning, 2004).

It is in line with this that the Local Government Service Act 2003 (Act 656) saw the establishment of the newest public service which is the Local Government Service to oversee to the implementation of administrative decentralization in the country. It became necessary for government to establish the Local Government Service to see to the implementation of administrative decentralization because prior to that, most of the laws that existed stressed more on the political and fiscal decentralization. This makes the Local Government Service the driving force of administrative decentralization in Ghana. The establishment of the Local Government Service in 2009 saw the de-coupling of about 33,000 employees from the Civil Service (CS) to the Local Government Service (LGS) unit in March 2011. Ever since, there has been continuous recruitment and posting of employees to augment the human resource capacity of the Metropolitan, Municipal, and District Assemblies (MMDAs).

Currently the Local Government Service manages about 44,000 staff across 216 District Assemblies. It is mandatory for every officer or employee in the Local Government Service to undergo posting. According to the 2013 Local Government Service Human Resource Operational manual, “all grades of staff within the Local Government Service shall be subject to posting to any part of the country subject to the exigencies of the Service”. The main guiding principle why a staff will be posted is when the person serves for four years at a particular Metropolitan, Municipal and District Assembly. However,

according to the Head of Service, there “could be exceptions where a compelling reason could trigger the posting of a staff even before the four years” or posting “could be delayed after four years if found expedient” (LGS Bulletin, June-Dec 2013).

Employee posting is highly centralized in the hands of the Local Government Service Secretariat in Accra. Although Human Resource (HR) departments have been established at the entire Metropolitan, Municipal and District Assemblies (MMDAs) in Ghana, full autonomy has not been given to the MMDAs to recruit their own personnel. The Civil and Local Government Staff Association of Ghana (CLOGSAG) has alleged that the recruitment and posting of staff is based on party politics rather than on merit, experience and technical competence. In the words of the Executive Secretary of CLOGSAG, “Instead of the government giving opportunity to all staff based on experience and technical competence, it rather tends to be choosy and mostly relies on political followers and those who pay lip-service to it” (GNA Friday, 16 May 2014). This study seeks to provide the empirical grounds for assessing the extent to which the allegation is true in the Local Government Service.

Staff postings, especially from one District Assembly to another within and outside a region, are not without challenges. One key challenge that has been reported extensively in the media is the refusal of staff in urban areas to accept postings to rural areas. For instance, in February 2013, the Chief Director of the Regional Coordinating Council (RCC) in the Upper West Region claimed that out of a total of 116 young people who were recruited and posted to the region, only 75 of them reported for duty (Vibe Ghana, February 18, 2013). What factors account for the refusal of staff to accept postings to rural areas? Do the staff in urban areas see posting to rural areas or less developed districts as

punishment? Or perhaps, are the media reports exaggerated? Are LGS in urban areas willing to accept postings to rural areas in order to help strengthen the administrative capacities of District Assemblies in less developed districts? Generally, what are the challenges of using staff postings as a tool to build the administrative capacities of District Assemblies? The challenges of staff postings are investigated and examined by this study in order to make appropriate recommendations to help policy makers improve upon the use of staff postings as a tool for building the administrative capacity of District Assemblies.

1.3 Research Objective

The main research objective is to examine the role of Local Government Service staff postings in building the administrative capacity of District Assemblies in Ghana.

1.4 Research Questions

To achieve the above objective, the following specific research questions were pursued:

1. What are the rules governing staff postings in the Local Government Service?
2. What factors have influenced Local Government Service staff postings?
3. What is the perception of Local Government employees about staff postings as a tool used for building the administrative capacity of the District Assemblies?
4. What are the challenges of using staff postings as a tool for building the administrative capacity of the District Assemblies?

1.6 Significance of the Study

First of all, there are a lot of studies on different aspect of Ghana's Local Government System but little literature exists on Local Government postings. This study is set to help

fill that gap by examining how the Local Government employees perceive staff postings as a tool for strengthening the administrative capacity of the District Assemblies. The study also looks at how the District Assemblies are benefiting from postings in terms of human resource capacity building.

Again the findings from this study will add to the body of knowledge on staff postings in Ghana. The issues raised in this study are likely to encourage other researchers to also look at staff postings from a different perspective. The study also identifies areas of focus for future researchers in posting of officers in the Local Government Service.

Moreover, this study also explored an area of research where few empirical studies have been conducted. In future, the number of empirical examples could be increased, and the different problems in the posting of employees in the Local Government Service would be discussed in more details.

Finally, the Local Government Service Secretariat (LGSS) will find the outcome of this study useful because it is the main agent in charge of recruitment, postings and transfer of staff in the Local Government Service. Also the Metropolitan, Municipal and District Assemblies may find the study useful in their understanding of staff postings.

1.7. Scope of the Study

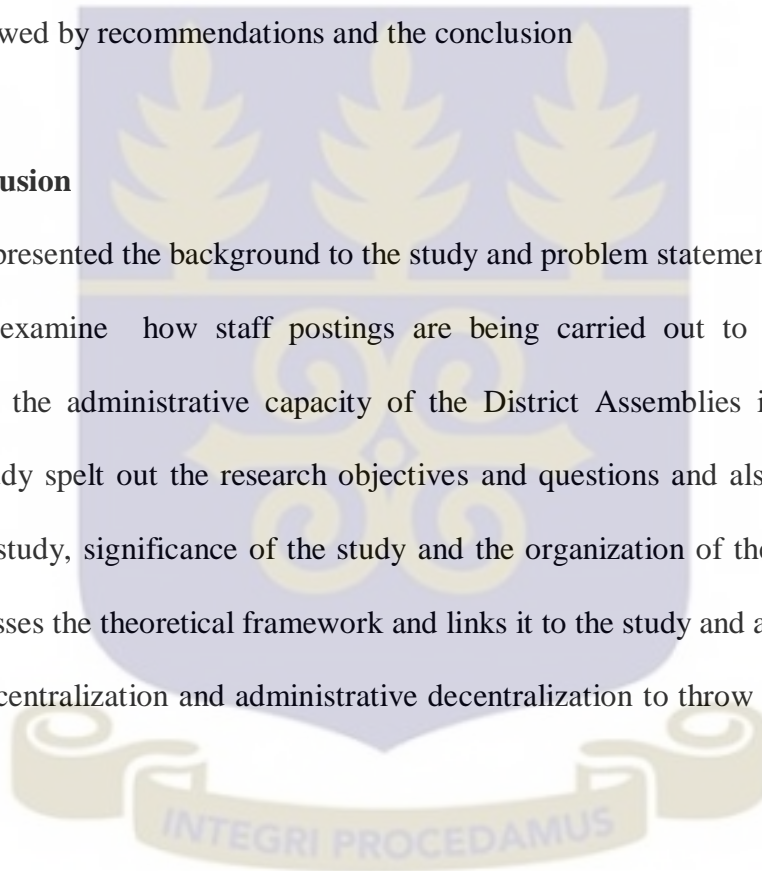
The study focuses on staff postings in the Local Government Service and the extent to which it is perceived to contribute to strengthening the administrative capacity of the District Assemblies in Ghana. Hence, data was collected from some Officials and employees within the Local Government Service (LGS).

1.8 Organization of the Study

The rest of the study is organized into four chapters as follows. Chapter two reviews the literature on the theory of institutional integrity and the empirical literature on decentralization and administrative decentralization. Chapter three discusses the methodological approach used for the study. Chapter four is the data analysis and discussion of findings. Chapter five concludes the study with a summary of the key findings followed by recommendations and the conclusion

1.9 Conclusion

This chapter presented the background to the study and problem statement and pointed out the need to examine how staff postings are being carried out to ascertain if it is strengthening the administrative capacity of the District Assemblies in Ghana or not. Again the study spelt out the research objectives and questions and also touched on the scope of the study, significance of the study and the organization of the study. The next chapter discusses the theoretical framework and links it to the study and also looks at some studies on decentralization and administrative decentralization to throw more light on the study.



CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

This chapter is divided into four parts. Section 2.1 looks at the concepts used in the study including staff postings, local government, decentralization and administrative decentralization, administrative capacity and institutions. These concepts are explained with a view to providing the context of the analysis. Section 2.2 then discusses the theoretical framework for the study. Here the theoretical framework adopted is the theory of institutional integrity. Institutional integrity is when an institution is able to achieve, or perceive to achieve. Institutional corruption is the reverse of institutional integrity and occurs when an institution is used to pursue objectives that depart from those for which the institution was created to achieve. Some variables in the institutional integrity theory are explained and linked to the objectives of the study. Section 2.3 looks at decentralization and some best practice cases of administrative decentralization in Africa. The final section, 2.4, then reviews the practice of decentralization in Ghana.

2.1 Definition of Key Concepts

The meaning of the key concepts such as local government, decentralization, administrative capacity, staff postings and institutions as used in study are defined and clarified for the contextual understanding of this study.

2.1.2 Local Government

There is no universally accepted definition of Local Government as the definitions tend to be unique to each country. To Ahwoi (2010a:2), Local Government consist of “those functions which are carried out by local authorities”; and, “local authorities” here means

those who carry out Local Government functions. The importance of Local Government cannot be over emphasized as it plays a key role in aiding the administration, popular participation and development at the local levels. Indeed the British colonial administration in the then Gold Coast could not have succeeded without the help of the native authorities, especially the chiefs. The native authorities' allegiance however was more skewed towards the colonial administration rather than the interest of the local people (Ahwoi, 2010a).

Following the call for independence in the country after World War II, various committees and commissions were set up to review the constitution and the Local Government system in Ghana (Ahwoi, 2010a). Paramount among those committees and commissions was the Watson Commission and the Coussey Committee. The Watson Commission recommended the devolution of authority to the grassroots level since government was highly centralized and therefore too detached from the people. The 1949 Coussey Committee report affirmed what the Watson Commission proposed and added that the people at the grassroots levels must be involved in the decision making process to promote democracy and the chiefs must be part of the new system. After independence, the Local Government Act of 1961 paved the way for the country to be divided into cities, municipal assemblies and local council areas (Ahwoi, 2010a). Subsequent governments have implemented decentralization and Local Government policies to promote citizen participation in local decision making and to promote democracy, accountability and development. The current decentralization and Local Government policy being practised in Ghana now was initiated by the Provisional National Defense Council (PNDC) in 1988. In the study, Local Government means governance at the local level. Local Government

has always been part of the history of Ghana. Also Local Government and decentralization can sometimes be used interchangeably to mean the same thing in the study.

2.1.3 Decentralization

One concept that has gained universal recognition is decentralization (Pollitt, 2005). In the view of Christopher Pollitt, “when a concept is so universally popular, any self-respecting academic becomes suspicious” (Pollitt, 2005:372). Ancient Governments found centralization as an effective way of ruling the people until society got complex and the increase in population made it difficult if not impossible for any single government to continue with centralization. As a result, decentralization emerged as a better option to effectively reach the people under a particular jurisdiction. In the view of Smoke (2003), decentralization has been accepted by most policy makers as the antidote to centralization despite limited evidence to support decentralization and how to reap its potential benefits.

Just like most concepts in social science, the meaning of decentralization cannot be put in a straight jacket as it tends to have several meanings to different people (Ahwoi, 2010; Pollitt, 2005; Agrawal & Ribot, 1999). Henry Mintzberg thinks decentralization probably remains the most “confused topic in organizational theory” (Mintzberg 1979 cited in Pollitt, 2005:373). As a result, different Scholars have defined the term decentralization according to their understanding of the concept.

Some scholars see decentralization as when central government cedes powers to actors and institutions at the grassroots level in a political-administrative and territorial hierarchy (Agrawal & Ribot, 1999; Ribot, 2002). Decentralization has also been measured by the degree of devolution which results in local autonomy with the accompanying resources

(Goel, 2010; Antwi-Boasiako, 2010). Other scholars see the transfer of power, decision making, administrative authority and finance from central government to sub-national levels of government as decentralization (Ahwoi, 2010a; Crawford & Hartman, 2008; Okidi & Guloba, 2006; Murembe et al., 2005). Decentralization is therefore the transfer of power, authority and resources from central government to local government unit. Schneider (2003:35) confirmed this when he said “all forms of decentralization, regardless of the recipient, involve shifting power and resources away from the central government”.

Rondinelli (1983) identified four types of decentralization which are political decentralization, administrative decentralization, fiscal decentralization and market decentralization. Rondinelli is of the view that the types of decentralization can be distinguished based on the degree of authority and power or scope of functions which a government transfers to or shares with other organizations or jurisdiction including market decentralization involving the privatization of state functions to private actors in the market (Rondinelli, 1983). In the context of local government, the Constitution of Ghana allows for political, fiscal and administrative decentralization to be practiced in the country. However, more Assemblies are now partnering private actors to provide services at the local level in what is now called the Public/Private Partnership (PPP). Although the focus of the study is on administrative decentralization, the other two types of decentralization are briefly discussed below.

Political decentralization or devolution is considered by most scholars as the truest form of decentralization (Ahwoi, 2010a; Antwi-Boasiako, 2010; Goel, 2010, Utomo, 2009). This is because devolution transfers authority to make decisions, responsibility, resources and the power to generate revenue to a local level which remains relatively autonomous from

the central government (Utomo, 2009). Political decentralization gives power and autonomy to the people at the grassroots level to be part of the decision making process by running their own affairs. The creation of the “District Assemblies and sub-district structures such as urban, town, area councils and unit committees which provide a platform at the local level for people to deliberate, legislate and execute actions necessary for the development of their areas” is aimed at political decentralization (Egbenya, 2010:14). A fully developed system of political decentralization according to Antwi-Boasiako (2010: 169) is where the “local levels are given the power to elect their own legislative and personnel who can hire, pay and dismiss administrative staff without central government interference.” Successive governments in Ghana have not truly devolved power to the local levels (Egbenya, 2010; Antwi-Boasiako, 2010; Ahwoi, 2010) but continue to hold the string in order to have control over local government.

Fiscal decentralization on the other hand is the transfer of authority from the central government to the local authorities to raise revenue and take financial decisions. Fiscal decentralization gives the local levels the power to raise their own revenue including tax powers as well as transfers from the central government to the lower levels. Here the local people are given the authority to make decisions about how to spend the revenue they generate or the transfers they receive from the central government. Even though governments in most developing countries including Ghana give legal authority to the local levels to impose tax, the tax base is “usually weak” (Egbenya, 2010:14-15).

Hoffman and Metzroth in their study of the “Political economy of decentralization in Ghana” confirm this claim by saying that the economic activities that can generate taxes are “highly concentrated in a small number of urban areas in Ghana” which does not

favour those in the rural areas (Hoffman and Metzroth, 2010:1). For this reason, most Districts in Ghana do not have a strong financial base and still depend on governmental transfer in the form of the District Assemblies Common Fund (DACF) since the Internally Generated Funds (IGF) are inadequate.

Administrative decentralization entails the transfer of personnel from the central government ministries and agencies to sub-national structures of government to perform functions and responsibilities on behalf of government. The transfer here usually involves professionals and bureaucrats who are responsible for taking routine decisions on behalf of government and are answerable to the central government at the end of the day (Ahwoi, 2010a). Some scholars have asked if administrative decentralization qualifies as a true decentralization since the transfer of responsibility does not go with the authority to take decisions (Goel, 2010; Ahwoi, 2010a; Antwi-Boasiako, 2010; Utomo, 2009).

Effective administrative decentralization must transfer officials as well as the power to appoint, promote, remunerate, deploy and retire in the hands of the local authorities (Ahwoi, 2010a). As it stands now in the case of Ghana, recruitment, postings, transfers and promotions are all centrally managed and the Metropolitan, Municipal and District Assemblies are yet to be given the full autonomy to recruit their own personnel. The Local Government Service was established in 2003 to champion the course of administrative decentralization in Ghana. The study will reveal the level of integrity or corruption of the Local Government Service in terms of posting of staff to the various Assemblies.

2.1.4 Administrative Capacity

Administrative capacity can be used to mean many things depending on the context in which it is being used. It involves “running the machinery of a political or economic system and translating political and collective will into actions through management and implementation” (Ellis, 2010:1). Capacity building is any activity that enhances an organization’s ability to achieve its target. This study however focuses on the human element of administrative capacity where the aggregation of individual capacities of local government employees determines the level of service delivery to the people. For decentralization to be effective, human resource must be present to carry out the decentralized function. The Local Government Service, established in 2003, is now the main body responsible for local government capacity building.

The administrative capacities of the District Assemblies are strengthened through the recruitment and posting of employees to the various Metropolitan, Municipal and District Assemblies (MMDA’s). The study will look at how the Local Government Service is building the administrative capacities of the District Assemblies through staff postings or the posting of employees. The views of some District Coordinating Directors and Local Government staff were collected to see if indeed postings are being used as a tool for strengthening the administrative capacity of the District Assemblies.

2.1.6 Staff Postings

Staff posting is when an employee is relocated to any unit within the Local Government Service and it may come with or without an added responsibility (LGS Human Resource Operational Manual, 2013). The Local Government Service has a policy to post officers to areas where their services are needed or considered to be most appropriate in the interest

of the Service. The *Condition of Service for staff of the Local Government Service* states that, “all grades of staff within the Local Government Service (LGS) shall be subject to posting to any part of the country subject to the exigencies of the Service”. It further outlines three types of postings. The first is Inter-Regional postings which is posting from one region to the other and must be done in consultation with the relevant Regional Coordinating Council (RCC). The second is Intra-Regional posting which is posting within the same Region by the Regional Coordinating Council in consultation with the Head of Local Government Service. The third is Intra-Metropolitan Municipal and District Assemblies postings which occurs within the District Assemblies and is done by the Municipal or District Coordinating Directors.

In the Local Government Service, a ‘tour’ is a specific period an officer may remain at a particular place and the ‘tour’ period is four years. An officer may be posted after staying at a particular place for four years or more. All officers are expected to serve one tour in a Region and two tours in two Districts within the Region. Senior officers in the Local Government Service are not to be posted for more than two tours or eight years and junior officers are not to be posted for more than three tours or twelve years. All officers are also to serve the Assemblies in at least three regions during their working years with the Local Government Service. The posting policy also says that in order to ensure a stable tenure of office, productivity and compatibility with efficiency, postings must be kept to the minimum. Local Government staffs are the employees or officials of the Local Government Service. Without competent, hardworking and dedicated employees, the Local Government Service cannot grow and deliver efficient services to its clients (LGS Human Resource Operational Manual, 2013).

Officers within the Local Government Service are posted for a number of reasons including the even distribution of skills, talent and expertise, sustaining the Local Government machinery system-wide operation, promoting career development, adding to employee experience and progression in the Local Government Service (LGS Human Resource Operational Manual, 2013). Employees are also posted to offer their services to every part of the country including rural areas. An officer can also write and request for posting on health grounds or to join a spouse and will be granted the posting if the reasons given are satisfactory. However postings are to be carried out to strengthen the administrative capacity of the District Assemblies for effective service delivery to the people. It will be known by the end of the study if indeed staff posting is strengthening the administrative capacity of the District Assemblies or not.

2.1.7 District Assemblies

Generically, the Metropolitan, Municipal and District Assemblies (MMDA's) are all referred to as District Assemblies but the term 'District Assembly' can be used in a specific sense or general sense. The Local Government Act says that "District Assembly" shall be used to refer to all types of Local Government Assemblies be it Metropolitan, Municipal and Districts (ILGS, 2010). Therefore, unless otherwise specified, District Assembly as used in this study means Metropolitan, Municipal and District Assemblies (MMDA's). The study examines the role of staff posting in strengthening the administrative capacity of the Metropolitan, Municipal and District Assemblies in Ghana.

2.1.8 Institutions

A number of scholars have come up with various definitions of institutions. In the view of Douglas North, institutions "are the humanly devised constraints that structure political,

economic and social interaction” (North, 1999: 97). To Leftwich (1997), institutions are made up of formal rules and informal norms as well as the conventions that govern human behaviour and relations in different spheres of collective life. Even though there are differences in how each scholar see Institutions, most of them however agree that there are rules which are the formal rules and informal rules when it comes to the concept of institutions (North, 1991; North, 2003; Moe, 2005; Leftwich, 2007).

Institutions are there to regulate, structure, and constrain human behaviour; and, the absence of institutions will mean things will be done haphazardly. Institutions usually evolve incrementally over time and they serve as a link between the past and the present (North, 1991). For institutions to work effectively, there must be three variables present which are the formal rules which are written or recorded (written laws, constitution, written rules and regulations), informal rules or unwritten rules (customs, traditions, norms and values) and their enforcement mechanism which are measures that are put in place to see to it that the formal and the informal rules are adhered to (North, 2003).

Moreover, some scholars see organizations such as the Local Government Service as an institution because they have the same features as an institution (Leftwich, 2007). The Local Government Service has its own written rules which spell out what to do and what not to do when it comes to the posting of staff. In the Local Government Service, the rule is for every employee to be posted to a new area every four years and eight years for senior officials. Local Government officers are posted to ensure that there are adequate officers to manage the District Assemblies for effective service delivery to the people at those Assemblies. Institution therefore refers to the formal rules, informal rules and their enforcement mechanism which regulates or shape human behaviour to promote social

cohesion. Since the Local Government Service has all the features of an institution, the study therefore uses the term organization and institution interchangeably to refer to the Local Government Service.

2.2 Theoretical Framework: Theory of Institutional Integrity

In order to understand the study better, the theory of institutional integrity was adopted for this study to help explain the extent of institutional integrity or institutional corruption in the Local Government Service when it comes to staff postings. The theory of institutional integrity stood out as the appropriate theory for the analysis of the role of staff postings in the Local Government Service. Institutional integrity is when an institution is able to achieve, or perceive to achieve the interest of the organization as opposed to the interest of rent-seeking individuals. Institutional corruption is the reverse of institutional integrity and occurs when an institution is used to pursue objectives that depart from those for which the institution was created to achieve. The Local Government Service was established in 2003 to build the administrative capacities of District Assemblies through the recruitment and postings of personnel with the appropriate skills to promote local development. How the Local Government Service uses staff postings will reveal the extent of integrity or corruption of the objectives for creating the Local Government Service.

There is a general agreement among new institutionalists that ‘institutions matter’ in shaping human behaviour and development outcomes (North, 1991; 2003; Leftwich, 2007; Soysa & Jutting, 2006). Institutions are the “rules of the game” or “humanly devised constraints that shape social interactions” and without institutions, there will be chaos (Soysa & Jutting, 2006; Helmke & Levitsky, 2003; North, 1991). Institutions are therefore very important as they create order and minimize uncertainty (North, 1991). Institutional

integrity on the other hand connotes the idea of trust, good human resource management, good governance and good customer care among others. The Merriam-Webster Dictionary defines integrity as the quality of being honest and fair, the state of being complete or whole. It also uses incorruptibility, soundness and completeness to describe integrity. Institutional integrity is the faithful pursuit of the institutional mission.

Institutional integrity also conjures the image of trust both by the organization's employees as well as the outside world. Activities that help to build and maintain trust is necessary for every institution that aims at building goodwill with its employees and stakeholders. Opposed to institutional integrity is institutional corruption which according to Brock (2014) is the state in which one or more of the relevant dimensions in institutional integrity has deteriorated. An institution is corrupt if it engages in activities that undermine the purpose for which it exists. There is therefore the need for institutions to engage in reasonable activities and responsible decisions that is consistent with the spirit of integrity at all times (SACSCOC Policy Statement, 2014). In recent times, institutional integrity is now used as a baseline for determining the dimensions of institutional corruption of organizations (Brock, 2014).

An organization can be considered as having integrity or being corrupt based on how they follow the rules and regulations that bind them (Paine, 1994). Hence, adherence to the formal and the informal rules to promote transparency and confidence in an institution is very important for every organization that seeks to build a good reputation and uphold high integrity. Many scholars agree that the informal rules in an organization shape the formal rules and when the rules are clearly spelt out and communicated to the employees

of an organization, it will promote trust and this will then generate into goodwill for that organization (Beyer & Fening, 2012; Helmke & Levitsky, 2003).

Brock (2014) outlined four conditions that determine the level of institutional integrity or corruption. The four conditions outlined by Brock (2014) are as follows:

- When an institution achieves its purposes effectively and equitably.
- When an institution is perceived to promote, or actually promote, the interest of the organization as opposed to the interest of rent-seeking individuals.
- When public confidence in the institution is high because it has achieved its intended purpose.
- When public confidence in the institution's practices, operations and policies can survive appropriate transparency and accountability tests.

In the same vein the reverse of these conditions will constitute institutional corruption (Brock, 2014). According to Paine (1994) there is no fixed strategy to attain institutional integrity but the bottom line is that the institution's guiding principles, aspirations, patterns of thought and conduct must be consistent and create trust. Ryzin (2005) also added that we must not point fingers at top management when issues of integrity are raised as everyone has a role to play in promoting and maintaining integrity. He further added that integrity and ethics has to do with being honest and true to oneself as well as the mission and vision of the organization. Integrity therefore starts with the top management through to middle management and on to lower management at every level of the organization (Ryzin, 2005). Hence, the Local Government Service must be tune to the vision of the Local Government Act.

Paine (1994) further asserted that an ethical lapse can destroy an organization's hard earned reputation and relationship and advocated for measures to be put in place to avoid

institutional corruption and promote institutional integrity. Some of the measures include establishing compliance standards and procedures and a strong enforcement mechanism. Again, top management must delegate authority to people they are sure have high moral standards. In addition there is the need to effectively communicate the organization's standards and procedures through regular training and publications to ensure that employees have fair knowledge of the activities of the organization and the role they play. Finally, there should be a system for employees to report wrongdoing without fear of retribution and offenders must be punished to serve as a deterrent to others (Paine, 1994).

Following from the theory of institutional integrity, three key variables can be used to help explain how an organization or institution can have integrity. They are (i) Availability of formal or written rules; (ii) Effective communication of the organization's standards and procedures; and (iii) Establishing compliance standards or procedures and a strong enforcement mechanism. These variables have an impact on whether an organization will have institutional integrity or will be corrupt. Understanding the nature of these variables will help to examine if the Local Government Service has integrity or is corrupt in terms of posting of staff to build the administrative capacity of District Assemblies. The three variables that affect institutional integrity are explained below.

2.2.1 Availability of formal or written rules to serve as a guide

According to North (1991), the absence of formal and informal rules will result in uncertainty and chaos. It is for this reason that every organization is guided by rules and regulations being it formal or informal which spells out the standards and expectations of employees, management and board members in relation to how they are expected to conduct themselves in that organization. Any organization that values the importance of

trust, confidence and goodwill in future will have rules that will shape interaction and activities within the organization.

When the formal rules are made clear to the people in an organization, then they can be held accountable if they do not abide by those rules and regulations. Written rules are important because it guides employees to work towards achieving the organization's vision and mission. Therefore an organization that has integrity is one whose employees are well informed about the written rules and any other materials that will provide information as to how to work effectively and efficiently with that organization. Most modern organizations normally print and post their mission statement and vision statement at the entrance of their office as well as their core values and what they stand for.

In the Local Government Service, documents such as the *Condition of Service for Local Government staff* and the *Local Government Human Resource Operational Manual* spell out the postings rules and regulation for officers to follow. There is therefore the need for organizations to make their policies, practices and results open to their stakeholders and more importantly instil institutional integrity as a core value of the organization (Knecht, 2009). Ryzin (2005) is in support of this and proposed that it is important for organizations to frequently ask if they are fulfilling their promises and commitments and also if they are operating within the boundaries of their mission. A good way to manage this is a written code of ethics where the standards and expectations of employees, management and board members are clearly spelt out. When this is done, it will encourage ethical behaviour and promote corporate integrity within the organization (Ryzin, 2005). Again people feel more obliged to obey the law when they are clear about what it is about and are involved and may rebel if they feel the law is being imposed on them or not clear or unrealistic (Paine,

1994). Management therefore have to involve employees and make available the rules governing the organization clear to them in order to win their trust and corporation.

2.2.2 Effective communication of the organization's standards and procedures

After setting up rules and regulations, standards and procedures to direct employees towards the achievement of the organization's mission and vision, the next thing to do is to effectively communicate the rules to the employees. Good communication, according to Armstrong (2009), is very vital for three reasons; firstly it helps in change management, secondly, it helps the employees to know what the organization has achieved and how it affects them; and thirdly, it generates trust. Every organization undergoes some form of change management from time to time. This can be in a form of new government policy that need to be implemented and once it will directly or indirectly affect the employees, they need to understand what the organization is doing at very point in time. One advantage of communicating effectively with the employees what the organization is doing is that, it reduces resistance to change which usually arises as a result of employees not knowing what the change is about (Armstrong, 2009).

Furthermore, employees will cooperate better and trust management when they are clear about the activities of the organization and everything is made transparent to them. This will result in confidence in the organization which will translate into effectiveness of that organization. Moreover, if the rules, regulations and standard procedure that govern an organization are made available, it will go a long way to promote the integrity of that organization. Some of the things to communicate to employees include the aim, core values, mission and vision, objectives, standards and procedures of the organization, condition of service, terms and conditions of employment and policies of the organization

among others. This can be done through workshops, newsletters, documents, internet, emails or text messages, face-to-face or any other means of communication.

2.2.3 Establishing a strong enforcement mechanism

Every rule or law is useless if it cannot be enforced. There is the need to put in place compliance standards and procedures to ensure that the rules are being followed. When it comes to the enforcement of formal and informal rules, there is a huge difference. For the formal rules, it is easy to identify how they are enforced because it is written whereas for the latter the enforcement mechanism is usually often silent or hidden (Helmke & Levitsky, 2003). Strong enforcement of formal rules will encourage ethical behaviour and promote corporate integrity within the organization. Employees must also feel free to report wrongdoing without fear and those found wanting must be punished to deter others from following suit. Fear of punishment or sanction usually keeps people in check since they know that refusal to abide by the rules will attract some form of penalty.

Moreover, there should be a system where employees will feel free to 'blow the whistle' on wrong doing without fear of disclosure or victimization. However, any allegation that is levelled on another person should also be thoroughly investigated before an action is taken. In the Local Government Service, refusal to accept posting or report to a new Assembly without permission will mean dismissal from the Service. Officers can also put into writing their grievances for management to address. The Local Government staff are also encouraged to blow the whistle on wrong doers although those cases are investigated before actions are taken. The Local Government Service Secretariat is there to ensure that officers follow the posting policy but there is no higher body that also ensures that the Local Government Service Secretariat also do the right thing. Enforcement of the rules

will ensure that the organization achieves the purpose for which it was established. The next section looks at the challenges and some best practice cases of decentralization and administrative decentralization in Africa.

2.3. Decentralization and Administrative Decentralization in Practice

The whole idea of decentralization is to empower the people at the grass root level to take part in the decision making process. Falleti (2004) is of the view that the impact of decentralization in terms of distribution of power to subnational government varies from country to country. Hence, some countries decentralize more power to subnational levels of government than others. Although every country in the world is now actively involved in decentralization policy in one form or the other, it however appears some have decentralized more than others in terms of giving full autonomy to the subnational levels. Some studies have also shown that political decentralization or devolution gives more autonomy to the local levels than administrative decentralization where in most cases central government still holds the string and directs affairs from the centre (Ahwoi, 2010a; Antwi- Boasiako, 2010; Olowu, 1990). This section looks at the challenges and some best practice cases of decentralization and administrative decentralization in Africa.

2.3.1 Challenges of decentralization and administrative decentralization in Africa

Most developing continents including Africa experienced the wave of decentralization from the middle of 1980s and this resulted in the transfer of power, resources and responsibilities from central to local government (Olowu, 1990; Agrawal & Ribot, 1999; Brosio, 2000; Ahwoi, 2010a). Decentralization has been hailed as promoting equity, greater participation, increased efficiency and government responsiveness to the needs of

those at the local levels; but, in reality most decentralization policies do not give power to the subnational levels (Agrawal & Ribot, 1999, Ahwoi, 2010a).

Falleti (2004) posits that administrative decentralization entails a set of policies that gives the subnational government the power over the administration and delivery of social services such as education, social welfare and health. Nevertheless, the autonomy of the subnational officers will decrease if administrative decentralization takes place without the transfer of resources or fund to operate with (Falleti (2004)). This is because as long as central government gives funds to the local government, it will continue to call the shot and the subnational officials will only be puppets in the show.

Antwi-Boasiako (2010) added that true decentralization is measured by the degree of autonomy given to the local levels. Hence, political decentralization, administrative decentralization and fiscal decentralization will work effectively if government gives the resources and power to the local levels to manage their own affairs. Falleti (2004) is of the view that whenever decentralization policy is aimed at promoting the interest of the local levels by giving them full autonomy, it starts with devolving political autonomy first followed by fiscal and then administrative decentralization will be last. In contrast when decentralization is to serve national interest, then administrative decentralization will occur first so that government can hold the resources to manipulate the local governments followed by fiscal decentralization and finally political decentralization (Falleti (2004)). Since most governments in Africa seek their personal interest over the subnational interest, they tend to pursue deconcentration instead of decentralization (Crawford, 2004).

Perhaps, there is the fear that giving more autonomy to local government will make them more powerful and less dependent on the central government. Moreover, most African countries practise a different type of decentralization from what they say on paper (Ahwoi, 2010a; Olowu, 1999). The developed countries that are far advanced in decentralization did not achieve their success in one day. Just as it took a while for them to develop, too quick a result should not be expected from Africa (UN-HABITAT, 2002). However, that is not to say challenges to the effective implementation of decentralization should not be considered. When political, fiscal and administrative decentralization in most African countries were compared, the least developed was the degree of administrative decentralization (Ndegwa, 2002). This was because most governments decentralize to the field units but still refuse to decentralize the authority to make decisions which made the field units answerable to the central government at the end of the day. Again, some countries are practising decentralization because there is no alternative governing structure that has been put in place to provide local government services (UN-HABITAT, 2002).

Decentralization in Africa, according to Ndegwa (2002), is characterized by some limitations which include; the unitary structure of most countries as a starting point of decentralization, colonial heritage of the country, general institutional insecurity of the country and poverty and lack of capacity at the local level. Furthermore, most decentralization policies appear to be influenced by the need to provide service delivery to majority of the people and the limitation imposed by central administration (UN-HABITAT, 2002). Most of the decentralization policy reforms being instituted by various countries will ensure that government officials are more responsible to elected officials and elected officials are also responsible to the public which will go a long way to promote accountability and reduce corruption (UN-HABITAT, 2002). For true

administrative decentralization to occur, government must give full autonomy to the subnational officers accompanied by the needed resources to manage their own affairs.

2.3.2 Some best practice cases of administrative decentralization in Africa

Ribot (2002) noted that most African governments are unwilling to transfer significant power to the local levels and often delegates or privatize to represent decentralization. The result of this is that local authorities lose respect and legitimacy due to the fact that they cannot deliver good services or respond to local needs and this canker is playing a major role in delaying decentralization across Africa (ibid). Some countries have however made headway by giving full autonomy to the subnational officials to manage their own affairs despite the fact that most African countries have not been able to implement decentralization in its truest form. Ndegwa (2002) compared 30 countries in Africa in terms of how they have been able to implement political, administrative and fiscal decentralization and found out that South Africa was first on the continent followed by Namibia, Kenya and Ghana. However, in terms of administrative decentralization, South Africa was first followed by Uganda and Nigeria with Ghana being number eight on the continent. This shows that Ghana is doing quite well in terms of the implementation of decentralization and administrative decentralization. However, the success story of those countries that have been able to decentralize more can be looked at to help improve Ghana's decentralization process.

Normally, decentralized powers tend to reflect the local political system. Hence in an autocratic regime, decentralization will fortify the autocratic or administrative control of the government in power (Ribot, 2002). In Uganda, Rwanda and South Africa, decentralization was a direct response to the political and economic defects in their history

which somehow made the decision to decentralize easier although it is not always the case (Kauzya, 2007). Thus, in Uganda, following from two dictators regime, decentralization was a democratic reform with the aim of transferring political, administrative, financial and planning authority and encouraging popular participation and accountability of the local people (Kauzya, 2007). Furthermore, Rwanda's decentralization resulted from the horrifying genocide experience and decentralization came in to provide the right atmosphere for government and people to battle poverty and enhance peaceful reconciliation through the empowerment of the people at the grass root level (Kauzya, 2007). South Africa's, decentralization was also geared towards rebuilding a new environment to enhance a democratic, integrated and truly non-racial society and this was as a result of the apartheid rule in the country (Kauzya, 2007).

These countries stand out in Africa because they have given power and authority not only to their local governments but to the people at the grassroots to run their own affairs which is aiding development. That is not to say decentralization automatically solves the problems of centralization but it makes it easier to achieve development at the lower levels. Hence, when decentralizing, it is important to know that decentralization is not a one-time event but a process that needs the support of relevant stakeholders and actors to achieve the end results (Kauzya 2007).

2.3.2.1 Administrative Decentralization in South Africa

South Africa is rated as a success story for administrative decentralization because it has been able to give significant authority backed by the needed resources to empower the local levels to manage their communities (Ndegwa, 2002). Moreover, the apartheid rule in South Africa was seen to be some form of decentralization because it divided the whites

from the blacks (Wittenberg, 2003). But the aim of the apartheid rule was not to decentralize but to strengthen central control. However, the 1996 Constitution gave backing to the framework of Local Government which was supported by the 1998 Municipal Structures Act where three types of Local Governments emerged (Wittenberg, 2003). These included the Metropolitan Councils, Local Councils and District Councils where the Metropolitan were given the mandate to perform the functions of the other two Councils thereby making Local Government aside the Metropolitan Council a two tier system (Wittenberg, 2003).

Decentralization tends to be strong when it has the backing of the country's Constitution because it makes it difficult for central government to manipulate it. However, with all the political unrests and fighting between the whites and the blacks, South Africa has risen above those challenges and it is now the most decentralized country in Africa (Wittenberg, 2003). Local Government in South Africa has been empowered to hire and fire the caliber of staff that they need. What makes South Africa's administrative decentralization success story unique is that compared to most countries in Africa, Ghana came up with its decentralization policy which was backed by the constitution for some number of years before South Africa's decentralization policy. The Local Government Units in South Africa are able to deliver quality services to their communities because they are given the necessary resources for their work (Wittenberg, 2003).

2.3.2.2 Administrative Decentralization in Uganda

Uganda is one country that stands out as one of the well decentralized states in Africa. This is because their decentralization is enhancing effective service delivery, social welfare and rural growth and development (Okidi & Guloba, 2006). The country has been

through three stages of decentralization. The first stage saw the creation of a strong local administration supported by a weak central administration. The second stage witnessed recentralization of power and the crippling of the local government administration. The third stage, which started from 1987 to date, has been marked by devolution of power and authority to the local levels through reforms aimed at strengthening the local government system (Okidi & Guloba (2006).

In terms of administrative decentralization, Uganda has reached a state where the power to hire and fire, promote, transfer, post employees, remunerate or discipline is entirely in the hands of the local government. One advantage of empowering local government to handle its own staff is that, it makes it possible to hire the staff that will suit them and it makes those employees more answerable to them since they are not controlled by central government. Hence, Uganda's decentralization prioritizes the transfer of authority for planning, financial control and administration in the hands of local government whiles central government holds on to sensitive areas such as security, immigration, foreign affairs and national projects and planning (Okidi & Guloba, 2006). Furthermore, decentralization of staff leads to effective local capacity building because the Assemblies can hire what they need instead of central government posting staff to them which sometimes does not serve the interest of the local government.

Moreover, decentralization of personnel in Uganda was envisaged to solve some of the challenges of human resource management at the central level (Amony, 2010). The Legal Notice No. of 1994 saw the introduction of a separate personnel system and this was backed by the 1995 Constitution which decentralizes the human resource function to local government (Amony, 2010). Hence, administrative decentralization has seen improvement

in service delivery in terms of health, education, water and sanitation among other developments. Through administrative decentralization, the people have been provided with employment opportunities since local government does its own employment which is usually from the same local area (Amony, 2010).

Despite Uganda's success story when it comes to decentralization, some of the challenges it faces include unequal balance between upward and downward accountability, unequal pay between the civil and local government where the latter is paid more than the former. (Okidi & Guloba, 2006). In summary, Uganda's decentralization policy, although not a perfect system, can be rated as one of the best in Africa and lessons from how it has decentralized its human resource to enhance effective implementation of administrative decentralization can guide countries that seek to achieve an effective administrative decentralization. The next section looks at decentralization and administrative decentralization as well as Local Government in Ghana and the overview of the Local Government Service.

2.4. Decentralization in Ghana

Ghana embarked on a comprehensive decentralization programme in 1988 with the aim of devolving political, administrative and financial authority from the centre to the local assemblies (Ahwoi, 2010b; Antwi-Boasiako, 2010; Hoffman and Metzroth, 2010; Egbenya, 2009; Crawford, 2004). The rationale for decentralization was to promote popular participation as well as to make the people at the lower levels feel part of the governing process. This was done by shifting some power, authority, functions, competence and resources to the grassroots level (Goel, 2010). Questions have been raised as to the rationale for decentralization in Ghana but it is obvious that decentralization has

come to stay (Crawford, 2004). Oquaye (2001) sees the post PNDC decentralization policy reforms as emanating from pressure from donor countries while Ayee (2000) believes that decentralization was rather a tool that the regime used to establish legitimacy (Crawford, 2004). Various governments have come out with policies and programmes with the aim of improving and accelerating decentralization in the country.

Most governments decentralize government to the local level to improve service delivery, democracy and accountability (Steiner, 2006). However, inadequate and scattered employee data pose a challenge to the posting of local government employees. Again, centrally managed human resource in terms of recruitment, postings, transfers, discipline, remuneration, training among others all makes it difficult for the District Assemblies to have total control over their staff. Government has also been accused of interfering in the posting of employees which brings politics in the posting process. On the other hand, management has also accused employees of refusing postings to less resourced areas which does not encourage uniform development of all the District Assemblies in Ghana.

The 1992 Constitution (Chapter 20, Article 240 (1) makes it clear that “Ghana shall have a system of local government and administration which shall as far as practicable, be decentralized”. Effective decentralization cannot take place without an efficient human resource base. Staff posting is therefore one of the tools for strengthening local government administrative capacity for effective service delivery.

Indeed some studies have reported that more than two decades of implementation of decentralization in Ghana has yielded some benefits for the citizens (Goel, 2010; Antwi-Boasiako 2010). Some of the benefits include increased participation in decision making,

infrastructural development with the support of District Assemblies Common Funds and more effort towards bridging the development gap between the rural and urban areas (Goel, 2010). However, the country has not achieved devolution as envisioned in the constitution. Notwithstanding, some recorded benefits that Ghana has enjoyed from the implementation of decentralization (Goel, 2010; Antwi-Boasiako 2010), there are still challenges or obstacles hindering effective implementation of the process in the country (Ahwoi, 2010a; Antwi-Boasiako, 2010; Hoffman and Metzroth, 2010). Some of the challenges include incoherent sectoral approaches to decentralization, slowness in integrating decentralized departments into the Assembly administration, ineffectiveness of local government sub-structures, low capacities and motivation of Assembly members among others (NDAP, 2010).

In order to make decentralization more effective, the Government of Ghana and its developing partners have been collaborating to reform the current approach. It is for this reason that a National Decentralization Policy Framework (NDPF) and an accompanying National Decentralization Action Plan (NDAP) were instituted in 2004 and finalized in April 2010 to outline key policy objectives and actions for decentralization reforms. The new decentralization policy has brought some reform in the decentralization process. Among other things, the committee adopted the Functional Organizational Assessment Tool (FOAT). The committee also suggested legislation to establish Local Government Service which has been established since March, 2010 to differentiate local government from central government services.

Practical questions that needs to be investigated is: How is posting in the Local Government Service being used as a tool for strengthening the administrative capacity of

the District Assemblies in Ghana? Are the formal rules governing the posting of employees being adhered to? Again what actually informs posting of employees in the Local Government Service? When the obstacles to effective staff postings are identified and removed, postings can be used effectively to strengthen the administrative capacity at the local levels for the smooth implementation of decentralization in the country.

2.4.1 Legal Framework of Decentralization in Ghana

Article 35 (6) (d) of the Constitution says that: “the state shall take appropriate measures to make democracy a reality by decentralizing the administrative and financial machinery of government to the regions and districts and by affording all possible opportunities to the people to participate in decision-making at every level in national life and in government”. Ghana’s Decentralization has the backing of the 1992 Constitution (Act. 240) which states that, “Ghana shall have a system of local government and administration which shall as far as practicable, be decentralized”. This constitutional requirement was further articulated in Local Government legislations. At the national level is the Ministerial Re-Structuring decentralization in which Ministries, Departments and Agencies are limited to making policies, planning, monitoring and evaluating the activities of government.

At the Regional level, decentralization is called deconcentration (Article 255) where the Regional Coordinating Council is recognized as the Regional level of government although often called decentralized ministries, they lack the authority to take decisions on their own and still take directives from the central government. Furthermore, District level decentralization is found in Article 241 (3) of the constitution and it is devolution where the District Assembly is considered the” highest political authority in the District with deliberative, legislative and executive powers”. Finally, the Sub-District level of

decentralization means delegation of functions which is given in Article 240 (2) of the constitution where the sub-district levels may undertake activities assigned to them by the District Assemblies or by law (Ahwoi, 2010b).

2.4.2 The Structure of Ghana's Local Government System

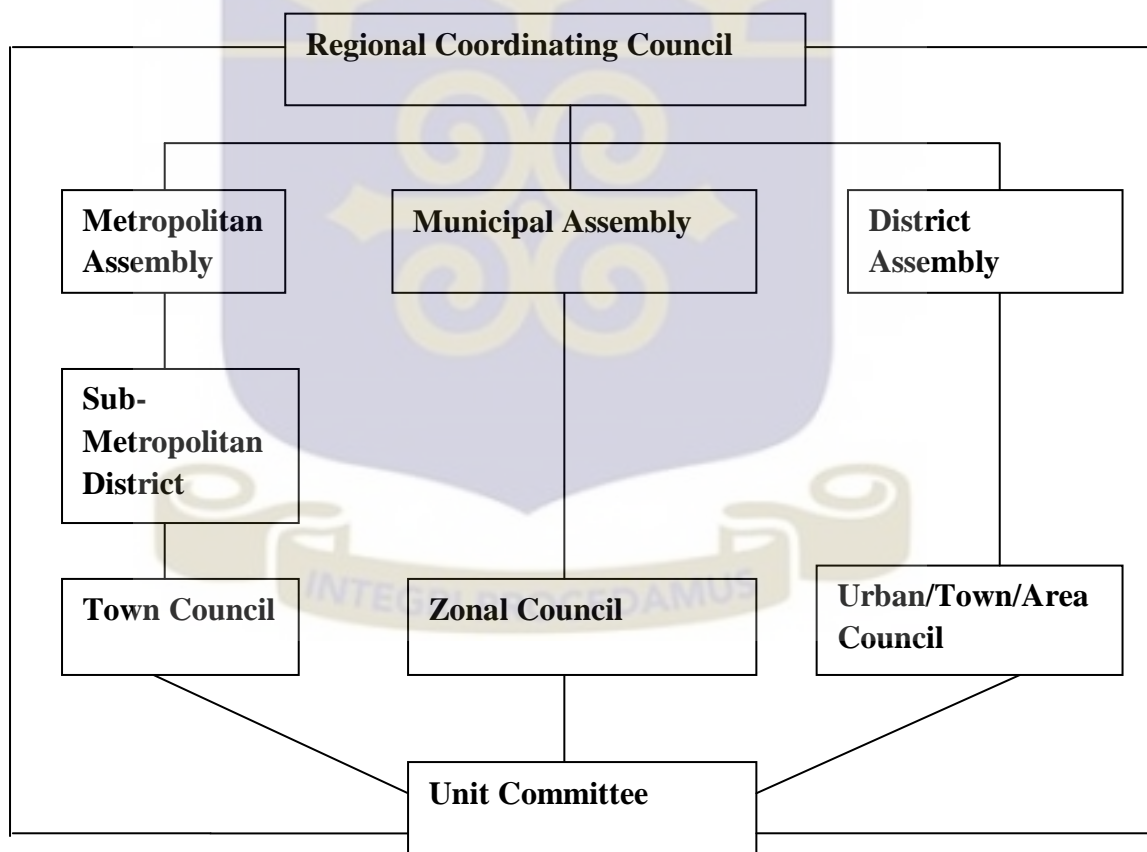
The Structure of Ghana's Local Government System is made up of a four-tier Metropolitan Assembly and a three-tier Municipal or District Assembly. This is followed by the Urban or Town or Area Council and lastly the Unit Committee. The Regional Coordinating Council comes first on the ladder of the Structure followed by the Metropolitan, Municipal and District Assembly, Urban or Town or Area or Zonal Council and at the bottom of the structure is the Unit Committee (A Guide to District Assemblies in Ghana, 2010).

The Regional Coordinating Councils are the highest level of Ghana's local government and consist of the Regional Minister of each region, the Deputy Minister, the Presiding Members of the Districts within the region, District Chief Executive and two Chiefs together with the Heads of decentralized departments with no voting rights. The Regional Coordinating Council plays an intermediary role between Central Government and the District Assemblies. The Local Government Act of 1993, Act 462, designates the Regional Coordinating Council as administrative and Coordinating body rather than political or policy making body (Ahwoi, 2010b; A Guide to District Assemblies in Ghana, 2010).

Furthermore, the Local Government Act allows local government to be categorized into Metropolitan Assembly, Municipal Assembly or District Assembly based on the settlement, population and demography of an area. For that matter, any city with a

population of 250,000 or more qualifies to have a Metropolitan Assembly. A Municipal Assembly is established in a town with a population of over 95,000, a District Assembly is established for a settlement with a population of 75,000 minimum and 95,000 maximum. There are six (6) Metropolitan Assemblies, fifty-five (55) Municipal Assemblies and one hundred and fifty-five (155) District Assemblies. In addition, Sub-Metropolitan District Councils, Urban Council, Zonal Council, Town/Area Council and Unit Committee all work to promote effective local government in the country. Figure 2.1 below shows the Local Government structure in Ghana.

Figure 2. 1. The Structure of Local Government in Ghana



Source: Ahwoi (2010a:67)

2.4.3 An overview of the Local Government Service in Ghana

The Local Government Service in Ghana is the body in charge of recruitment, postings and transfer of employees to the Metropolitan, Municipal and District Assemblies (MMDAs). The Local Government Service Act 656 of 2003 saw the birth of Ghana's Local Government Service (LGS) with the main aim "to secure effective administration and management of Local Government in the country" (LGSS Orientation Session, 2013). The Local Government Service is made up of the Secretariat (LGSS), Regional Coordinating Councils (RCCs), MMDAs, Sub-district structures, with the Local Government Service Council (LGSC) as the governing body in terms of policy direction. The Ministry of Local Government and Rural Development (MLGRD) is the main body tasked with the implementation of Local Government in Ghana. The Local Government Service (LGS) is the demand institution and the Institute of Local Government Studies (ILGS) is in charge of training programmes. The main aim of establishing the Local Government Service is "for the control, discipline and career development of staff as well as for highly motivated and disciplined staff with requisite knowledge, skills and attitudes whose loyalty and answerability will be to the Local Authority" (LGSS Orientation Session, 2013). The functions of the Local Government Service include the following:

- Providing technical assistance to District Assemblies, and Regional Co-ordinating Councils to enable the District Assemblies and the Regional Co-ordinating Councils effectively perform their functions and discharge their duties in accordance with the Constitution and the Local Government Act, 1993 (Act 462).
- Conducting organizational and job analysis for the Regional Co-ordinating Councils and the District Assemblies.

- Conducting management audits for Regional Co-ordinating Councils and District Assemblies in order to improve the overall management of the Service.
- Designing and Co-ordinating management systems and processes for Regional Co-ordinating Councils and District Assemblies.
- Assisting the Regional Co-ordinating Councils and the District Assemblies in the performance of their functions under the Local Government Act, 1993, (Act 462), the National Development Planning (Systems) Act, 1994, (Act 480) and under any other enactment (LGSS Orientation Session, 2013).

Some of the achievements of the LGS since its inception include provision of office space and equipment for current staff, drawing of organization structure for the Service and job descriptions as well as decoupling of over 33,000 staff from the Civil Service to the Local Government Service. Apart from the successes chalked by the Local Government Service, there are some challenges that inhibit the smooth operation of the service including; resources limitations, inadequate office accommodation for staff at all levels, inadequate human resource capacity at the district level and different interests of stakeholders (LGSS Orientation Session, 2013). Despite all these challenges, the Local Government Service is helping to champion the implementation of administrative decentralization in Ghana.

2.4.4 Implementation of Administrative Decentralization in Ghana

After over two decades of practising decentralization and administrative decentralization, Hoffman and Metzroth (2010) identified some challenges confronting the process including the following: local governments not having enough revenue to pay civil servants resulting in reluctance on the part of some skilled personnel to work in rural

areas; rivalry between the various government sectors, problem with recruitment and retention of staff; weak infrastructure and financial base (Egbenya, 2009).

The 2010 National Policies and Programme on Decentralization in Ghana also noted that the implementation of administrative decentralization in the country has not been very effective because there is resistance from the centre and most of the staffs hold allegiance to the central government rather than to the Assemblies they serve. In addition, Hoffman & Metzroth (2010) again noted that most local governments in Ghana are located in rural areas which make it difficult for them to attract educated civil servants. Ribot (2001) added that if decentralization reforms are not structured properly, it will not yield the desired results. Although administrative decentralization seeks among other things to empower the subnational officials to deliver public services by giving them the responsibility and the resources needed to achieve them (EuropeAid, 2007), this is not usually so in practise.

Ahwoi (2010b) asserted that what the various governments have been implementing in the country is more of deconcentration rather than administrative decentralization in its purest form. This is because the central government Ministries and departments in the Regions and Districts still take instructions from the centre because they have not been given the authority to take decisions. The power to hire, fire, promote, transfer, pay, discipline, post, appoint or terminate appointment has not been vested in subnational officials since they look up to central government for funds to run their activities. In reality, as long as field administrators remain upwardly accountable to government and are controlled from the centre, effective administrative decentralization cannot be achieved.

The transfer of functions to make decisions and implement the directives of government must be backed by the authority to do so. This is because deconcentration helps to reduce excessive bureaucratic procedures by bringing government to the doorsteps of the people and there is the need to empower the field officials to achieve effective administrative decentralization (Ahwoi, 2010a).

Since the country started decentralization reforms, much emphasis has been placed on the political and fiscal than on administrative decentralization (Local Government Service Bulletin, 2014). Evans and Manning (2004) added that there have been extensive studies on political and fiscal decentralization as opposed to administrative decentralization in Ghana and other parts of the world. It is for this reason that the Local Government Service was established to see to the effective implementation of administrative decentralization in Ghana by coming up with policies to improve and address the challenges to administrative decentralization.

2.5 Conclusion

This chapter has outlined the key concepts underpinning the analysis of the study within the theory of institutional integrity. The review of the literature on administrative decentralization shows that Ghana is yet to reach the level of South Africa and Uganda where power to recruit, promote, discipline and fire administrative personnel has been decentralized to Local Government Authorities. In Ghana, the power to build the administrative capacity of Local Government Authorities or District Assemblies has now been given to the newly created Local Government Service. The focus of this study is to assess the extent to which the Local Government Service has been faithful to the task of

building the administrative capacity of District Assemblies through the use of staff postings. The next chapter discusses the methodological approach used for the study.



CHAPTER THREE

METHODOLOGY

3.0 Introduction

Research methodology is an important part of every research because it serves as a guide to aid the researcher to settle on the most appropriate method that will answer the research questions. Kothari (2004) made a distinction between research methodology and research method. He is of the view that whereas the research method encompasses all the methods that the researcher uses to do the research, the methodology on the other hand is the systematic way of doing the research. He further distinguished the methods of conducting a research into three categories which is the collection of data to answer the research question, the techniques used for the collection of the data and the method used for the evaluation of the data to test for the accuracy of results obtained. This chapter presents the methodology that was undertaken to conduct this study.

The issues of research paradigm, research design, procedure for data collection and analysis, data management, research validity and reliability, limitation of the study and ethical considerations have all been captured in this chapter.

3.1 Research Paradigm

Every good research must have a paradigm which informs the conduct and writing of a qualitative study (Creswell, 2007). A set of beliefs that guide action is a paradigm (Creswell, 2007). There is the interpretative paradigm which allows researchers to interpret their findings based on their experiences and the meaning that others have about the world (Creswell, 2007). The pragmatist world view is another paradigm where

researchers are free to choose any methods and techniques that best answer the research questions. This study adopted the pragmatist world view. In line with the pragmatist stance chosen, both qualitative and quantitative methods otherwise known as the ‘mixed method’ was used for this study.

Multiple methods, according to Patton (2002:247), must be employed in every research because each “method reveals different aspect of empirical reality”. The choice of a mixed method was to help in cross-checking data collected which is a methodological triangulation (Patton, 2002). Triangulation helps to bring many perspectives to bear on the question under study through the use of multiple data sources (Richards, 2005). The use of the qualitative and quantitative methods also helps to cross-check data collected to strengthen the findings (Burnham, Lutz, Grant, & Layton-Henry, 2008; Patton, 2002).

3.2 Research Approach

The research approach adopted for the study is a combination of qualitative and quantitative methods otherwise known as the ‘mixed method’. Quantitative approach to research has to do with the generation of data in a quantitative form which can withstand rigorous quantitative analysis in a rigid manner (Kothari, 2004). Qualitative approach to research on the other hand has to do with the subjective assessment of behavior, opinion and attitudes and the results cannot be subjected to rigorous quantitative analysis (Kothari, 2004). Patton (2002:247) encourages the use of the mixed methods in research because each “method reveals different aspect of empirical reality”. The use of the qualitative and quantitative methods also helps to cross-check data collected to strengthen the findings (Burnham, Lutz, Grant, & Layton-Henry, 2008; Richards, 2005; Patton, 2002). How the mixed method approach informed the design of the study is presented below.

3.3 Research design

Research design entails the logical structure of the research enquiry that a researcher undertakes in line with the qualitative or quantitative research approach used (Burnham et al., 2008). In line with the qualitative approach, some officials from the Local Government Service and some District Coordinating Directors were interviewed to provide in-depth information relating to the posting of employees in the Local Government Service. The qualitative interviews have the advantage of enabling the researcher to explain and interpret the issues from the respondents' perspective. It also involves collecting in-depth information from a relatively small number of cases (Burnham et al., 2008).

In line with the quantitative approach, the study collected data from 215 employees of the Local Government Service within 14 District Assemblies, in 4 out of the 10 regions of Ghana, to get their views on staff postings. The addition of a quantitative method is because the qualitative approach has been noted to have a weakness of not being able to make generalizations about the phenomenon as a whole (Burnham et al., 2008). The study therefore used survey questionnaires to obtain the opinions of 215 Local Government Service staff across four regions in 14 District Assemblies in Ghana, to enhance the generalization of the findings.

The design of the study may be categorized as descriptive research (Kothari, 2004). Kothari (2004) made the observation that descriptive research is a type of research that helps the researcher to report on the current state of affairs because the researcher normally has no control over the variables. However, in the case of this study, reporting on the current role of staff postings in building the administrative capacity of the District Assemblies involved serious empirical analysis of the current state of affairs within an

appropriate theoretical framework. Also, the study was designed in a way that allowed for recommendations to be made to stakeholders at the end of the study.

3.4 Sources of Data

The study employed both primary and secondary sources of data. For the primary source, in-depth interviews and survey questionnaires were used to solicit information from local government officials in the Greater Accra Region, Central region, Brong-Ahafo Region and the Upper-West Region. How the interviews and survey questionnaires were used as research instruments in the field are explained in 3.5. The primary data collection period lasted from April 2014 to June 2014 was collected through interviews and survey questionnaire administration is presented in table 3.1 below.

Table 3.1. Breakdown of Primary Sources of Data

Study Participants	Number of respondents
Local Government Service Secretariat	2
Ministry of Local Government and Rural Development	1
District Coordinating Directors	5
Local Government Staff (survey)	215
Total	223

Secondary data were also obtained from annual progress reports from the Local Government Service, Local Government Service Bulletin, professional journals, government reports, conference proceedings, books, news articles, website briefs and magazines, articles, newspapers among others. The secondary data helped the researcher to gain an understanding of how employees are posted which served as a guide in coming

out with the questionnaire and interview guide. Prior to the interview, an initial visit to the Local Government Service was made and a request was put in for their annual reports, periodic journals and conference proceedings. These materials helped in the designing of the interview guide and other relevant documents received during the study helped in providing useful information for the study.

3.5. Research Instruments: Interviews and Survey Questionnaire Administration

As already indicated above, in-depth interviews and survey questionnaire administration were the two main research instruments used to collect primary data for the study. How the two research instruments were used are explained in turn.

3.5.1 Interviews

In-depth interviews make it possible to ask probing questions to get reliable answers and the respondents were given the opportunity to explain themselves. Although every research method has its merits and demerits, one advantage of an in-depth interview is that it helps to understand people's experience from their own perspective and compare how their experience match that of others within the same environment (Seidman, 2006).

An interview guide was used to solicit information from the key informants. The reason for the interviews was to get detailed information from respondents who have knowledge on the topic under study. Moreover, time spent interviewing is very important because it helps the researcher to find out the experiences of interviewees (Seidman, 2006). Follow-up questions were asked where earlier answers given were inadequate or confusing.

The format of the interview was guided by the objectives and questions of the research as well as the theoretical framework. Two sets of interview guides were used. One set of interview guide was used to gather information from the officials at the Local Government Service Secretariat who are directly involved in staff posting and the other set of interview guide aided in getting information from the Coordinating Directors who are also involved in decisions concerning staff postings.

Before the commencement of the interviews, an initial visit was made to seek permission and to book the day and time for the interview and to familiarize with the interviewees. All the interviews were face-to-face interaction. Permission was sought to use a digital recorder and the interviewees were once again assured of confidentiality. Moreover field notes were taken during and after the interviews and follow up questions were asked to get more understanding of the issues under discussion. All the interviews were very lively and the key informants readily gave out relevant information which aided the study.

Purposive sampling was used by the researcher in the selection of the key informants for interview. The reason for the purposive sampling technique is that it enables the selection of people who have in-depth knowledge of the subject under study to respond to the questions. The selection of the respondents was purposeful to enable the researcher get specific information which is relevant to the study. It is for this reason that the Head of the Local Government Service, Deputy Human Resource Director in charge of postings at the Local Government Service and five (5) District Coordinating Directors from Municipal and District Assemblies in the Greater Accra region were selected for interviews. These people were purposely selected based on their experience, position and role they play when it comes to the posting of staff within the Local Government Service.

Most of the key informants interviewed showed interest in the study and requested for the findings to be sent to them when the study is complete. They therefore made available their e-mail addresses and phone numbers for that purpose. After every interview a careful transcription was done and the field notes compared to ensure that nothing was left out. Even though all the key informants are very busy due to the nature of their work, they still made time for the interview. The interviews were successful as the researcher was able to get the needed information from the informants.

3.5.2 Survey Questionnaire Administration

A survey questionnaire was used to solicit the views of the local government employees to seek their views on staff postings and the extent to which they perceived that staff postings is strengthening the administrative capacity of the District Assemblies. The questionnaire is an important methodological tool and the way it is structured will determine the success or otherwise of a survey (Burnham et al., 2008; Creswell, 2007). Therefore, great care was taken to ensure that the questionnaire that was administered were understandable, unambiguous, relevant and unbiased.

The questionnaire consisted of both closed and open-ended questions. The questionnaires were sent to the respondents at their work place and were collected by the researcher or research assistants. An introductory letter was given to be sent out from the Department of Public Administration and Health Services, University of Ghana Business School, to serve as evidence that the research was for academic purposes. This introductory letter was presented to the District Coordinating Directors of the targeted Metropolitan, Municipal, and District Assemblies. The Directors also introduced the researcher to the Human Resource Directors who assisted the researcher to distribute the questionnaires.

The questionnaires covered questions relating to the social and biological background information of the respondents, factors influencing postings, the challenges of staff posting, and the role of staff postings in building the capacity of District Assemblies. The survey questionnaire is found in Appendix A of the study. The study population for the survey, the sampling technique used, and the sample size used for the analysis of the research questions are discussed below.

3.5.2.1 Study Population

There are currently 216 Metropolitan Municipal and District Assemblies (MMDA's) scattered across the ten (10) regions of Ghana. There are about 44,000 employees in the Local Government Service across the country. The Local Government Service Secretariat is located in the Greater Accra region. The study covered four regions of Ghana, namely Greater Accra region, Central region, Brong Ahafo region and Upper West region. The Greater Accra Region has 16 Metropolitan, Municipal and District Assemblies; the Central Region has 20 Municipal and District Assemblies, the Brong Ahafo region has 27 Municipal and District Assemblies; and, the Upper West region has the smallest number of Assemblies in Ghana which is 11. How the four regions were selected, as well as the size of the sample of the population used, is discussed in turn.

3.5.2.2 Sampling Technique: Purposive and Simple Random sampling

Purposive sampling technique and the simple random sampling were employed to select the regions and survey respondents. The purposive sampling technique was used to select the four regions for the study. The choice of the regions was influenced by political and developmental considerations explained below. Simple random sampling was used to select the survey respondents across the four regions.

Purposively, the Greater Accra region was selected as one of the regions for the study because decisions concerning staff postings are largely centralized at the Local Government Service Secretariat in Accra. The Greater Accra region, apart from hosting the seat of Government, has also been reported to have very high level of political activities and the politicization of the public sector. The posting of staff into, and outside, the region is seen by the Civil and Local Government Staff Association of Ghana (CLOGSAG) as influenced by partisan political considerations rather than based on building administrative capacities. The study therefore sought information as to whether indeed partisan politics, rather than building the administrative capacity of District Assemblies, played a greater role in the posting of local government service staff in the Greater Accra region.

The Central region and Brong Ahafo region are not the strong holds of any of the political parties that have ruled Ghana under the fourth republic. These two regions alternate between the two ruling parties when it comes to elections. They were selected to find out if partisan politics influenced staff postings whenever the region swings to a new government after general elections.

Finally, the Upper West Region was selected because it is considered as one of the regions in Ghana that is underdeveloped in terms of infrastructural development. The Chief Director of the Regional Coordinating Council (RCC) in the Upper West Region, in February 2013, in an address to the newly recruited Local Government employees observed that out of a total of 116 young people who were recruited and posted to the region, only 75 of them had reported for duty. Again the Upper West region was selected to find out if the employees there shared the same view or otherwise with their colleagues

in the three better developed regions when it comes to the posting of employees. The four regions are therefore representative of the levels of socio-economic and infrastructure development in the country.

The survey questionnaire administration covered fourteen (14) Municipal and District Assemblies and 215 employees of the Assemblies across the four regions. Simple random sampling technique was used to select the District Assemblies and survey respondents. Six (6) Municipal and District Assemblies were randomly selected from the Greater Accra region for the study. Three Municipal and District Assemblies were also randomly selected from the Central region and the same was done in the Brong Ahafo region. In the Upper West region, the Research Assistant was able to cover only two randomly selected Assemblies instead of the projected three due to time and resource constraints. Apart from the Greater Accra region, where the survey questionnaires were administered by the researcher, the three other regions were covered by Research Assistants. More District Assemblies were studied in the Greater Accra region than in the other regions because those in Accra were easily accessible for both face-to-face interviews with officials as well as the administration of questionnaires. Time and resource constraints made it practical to focus more on Assemblies that could easily be reached for in-depth study.

Respondents from different departments of the Municipal and District Assemblies were randomly selected and given the questionnaires to fill. The questionnaires were given to any staff of the District Assembly who was present and willing to take part in the survey. Due to the busy schedules of the staff, some of them could not fill their questionnaires right away and those were collected at an agreed time to allow the respondents to fill them at their own convenience. Notwithstanding this flexible approach, many of the staff did

not return the questionnaires given to them. At the end of the fieldwork, 215 of the respondents answered the questionnaires. The breakdown of the names of the District Assemblies selected for the study and it is presented in Table 3.2 below.

Table 3.2. Distribution of Survey Respondents

Regional Location	Name of Municipal/District Assembly	Number of Respondents
Greater Accra region	Madina Municipal Assembly	9
	Ga Central Municipal Assembly	20
	Ga East Municipal Assembly	17
	Adenta Municipal Assembly	11
	Dodowa District Assembly	23
	Ga South Municipal Assembly	16
Central region	Asebu-Abura Kwaman District Assembly	17
	Assin South District Assembly	15
	Mfantsiman Municipal Assembly	9
Brong Ahafo region	Nkoranza North District Assembly	19
	Nkoranza South District Assembly	15
	Techiman Municipal Assembly	17
Upper West region	Wa Municipal Assembly	15
	Nandam District Assembly	12
Total		215

3.6 Data management

Raw data from the field was kept very well to secure it from damaged, being stolen or exposed to unauthorized persons. With the permission of the participants, a digital recorder was used for the interviews and care was taken not to accidentally delete until

transcription had been done. Afterwards all recorded interviews were deleted and the transcription was saved with a password on my computer to safeguard it. Questionnaires collected were also locked in a drawer before and after coding and analysis was done.

3.7 Data Analysis

Data analysis “is a process of resolving data into its constituent components, to reveal its characteristic elements and structure” (Dey, 2005:31). Analysis of data is very important because it enables the researcher to breakdown the data into smaller units in order to classify it and see how the data can interconnect to make room for fresh description from the initial one. Hence without data analysis, we will be biased in the presentation of findings because we will rely solely on our opinions and intuitions about the data we have collected (Dey, 2005). The qualitative and quantitative data were analysed using different approaches. Qualitative data was analysed through transcription while the quantitative data was analysed using the Statistical Package for Social Sciences (SPSS).

3.7.1 Analysis of Qualitative Data

The in-depth interviews were transcribed and analysed based on the themes suggested by the research questions and theoretical framework. The interview data collected on the field were categorised into smaller manageable themes. Direct quotes from the interviews were utilised where necessary because the researcher wanted to preserve the original meaning of what was said. Careful analysis was also made to ensure that no response was misinterpreted, especially for the interviews conducted. All the interviews were conducted in English and because the respondents were highly educated, the researcher did not encounter a lot of challenges with the transcription because she was able to maintain the original information given out by the informants.

Some of the respondents were contacted for clarification where necessary. The analysis of data was also based on the objectives of the study, the research questions and themes developed from the theory of institutional integrity. During the interviews, oral speech such as “errr”, “uhm” or “aah” and such idiosyncrasies used by interviewees were not included in the transcription and direct quote because such words or sound according to Seidman (2006) when written down do not do justice to the participants.

3.7.2 Analysis of Survey Quantitative Data

The researcher goes through the questionnaires after receiving them to make sure the questions were complete and correctly filled. The open-ended questions were arranged into meaningful trends and numbered to make coding easier. Coding was done for easy analysis. The researcher then employed the SPSS to generate frequency tables, percentages, graphs and charts, which aided the analysis and interpretation of findings.

Against a Local Government Service staff population of about 44,000, the confidence interval calculator offered by the *Survey System software* at a confidence level of 95% estimates that a confidence interval of 6.7% should be allowed in the generalization of findings from the sample size of 215 survey respondents. For example, using a confidence interval of 6.7 and 50% percent of the sample picks a closed-ended answer to a question on the questionnaire you can be 95% "sure" (confidence level) that if you had asked the question of the entire relevant population between 43.3% (50-6.7) and 56.7% (50+6.67) would have picked that answer. It is important to note that not all the 215 survey respondents answered all the questions in the survey questionnaire. Therefore, where there are non-responses to a particular question, leading to a reduction in the number of respondents, the confidence interval will have to be adjusted appropriately.

3.8 Challenges and Limitations of the study

Some challenges were encountered in the course of conducting this research. The first was that some respondents were uncooperative and refused to fill the questionnaires although they were sitting down idle at the time they were approached. Again although the questionnaires were administered to the participants personally and the purpose of the study and questions were explained to them, some still did not fill the questionnaires well while others failed to return the questionnaires given them.

The researcher covered 4 regions out of the 10 regions in the country. The 14 Assemblies selected for the study were scattered and moving from one Assembly to the other was very stressful and expensive. The fieldwork was funded by the researcher's supervisor and parents. Financial constraint limited the researcher from covering all the 10 regions of the country. Notwithstanding all these challenges, the data collection period was a great experience and the amount of information gathered is reliable enough to answer the research questions and make this study useful to stakeholders.

3.9 Validity and Reliability

Validity and reliability are very important in every research. Research validity has to do with what the test measures and how well it measures it. Reliability on the other hand has to do with how dependable a measurement technique is (Whittemore, Chase, & Mandel, 2001). Hence validity has to do with the truthfulness of the findings while reliability looks at the stability of the findings (Altheide & Johnson, 1994 cited in Marczyk, DeMatteo, & Festinger, 2005). Therefore, the reliability of a research is high when the measurement used is reliable and there is less chance that there are measurement errors.

Validity is also equally important to all scientific research and qualitative researchers usually consider the issue of validity especially in the planning and analysis period (Whittemore et al., 2001). Furthermore although reliability is a hallmark of validity, a measuring strategy can sometimes be reliable without being valid (Marczyk et al., 2005).

All these assumptions of validity and reliability served as a guide to conduct this research in the following ways. To begin with, the questionnaires and interview guide were formulated after reading relevant literature and reports from the Local Government Service to understand the right questions to ask in the questionnaire and during interviews. Again a good rapport was built with the participants which enabled follow-up questions to be asked to clarify issues which were not clear during the analysis. All these contributed to validating the data gathered from the field.

Also some aspect of the analysis was sent to some of the respondents through their emails to help confirm if what they said corresponded to what was written to verify the information that was given out. Also triangulation of the interview responses with the questionnaire responses and official documents contributed to the validity and reliability of the study. Hence official documents such as the Local Government Service Human Resource Manual, the Local Government Condition of Service, the Local Government Service Bulletin, reports from the Local Government Orientation Session held in March 2013 were used in the analysis of the findings. Media newspapers reports on the Local Government Service also helped to fortify the validity and reliability of the study. Any future researcher who uses the same research methods and instruments to study the issue in the regions covered by this study is likely to come out with similar findings.

3.10 Ethical Considerations

Great care was taken to ensure that nothing unethical was done in the conduct of this research. Hence before the collection of data, a letter was secured from the Department of Public Administration and Health Services Management of the Business School, University of Ghana, introducing me as a student from the department. This letter was made available to all the key informants interviewed for the study and to all the Assemblies selected for the study. Permission was sought from each Assembly and the study was explained to the respondents who filled the questionnaires for this study. Therefore the identity and information provided by the research respondents or participants was guarded with confidentiality. The respondents' consent was sought and those who voluntarily agreed to be interviewed and fill the questionnaires did so freely. The Respondents' privacy was therefore highly respected throughout the study.

3.11 Conclusion

This chapter has presented the methodology employed to collect, analyse and manage the data. It has discussed the research design, study population and sample size, research instruments, issues of ethics in research and challenges that were encountered in conducting this research. The study mainly used responses to survey questionnaires and in-depth interviews to examine the role of staff postings in the Local Government Service in strengthening the administrative capacity of the District Assemblies in Ghana. The next chapter presents the analysis and discussion of the findings from the research data.

CHAPTER FOUR

DATA ANALYSIS AND DISCUSSION OF FINDINGS

4.0 Introduction

This chapter presents the analysis, interpretation and discussion of the findings from the data collected. The chapter is divided into seven sections. Section 4.1 discusses the background characteristics of the Local Government Service (LGS) staff who responded to the survey conducted for the study. Section 4.2 outlines the rules governing staff postings in the Local Government Service. Section 4.3 discusses factors that influence staff postings in the Local Government Service. Section 4.4 looks at the perception of Local Government Service staff about posting as a tool for strengthening the administrative capacity of the District Assemblies. Section 4.5 discusses the extent to which staff postings has contributed to strengthening the administrative capacity of the District Assemblies. And section 4.6 discusses the challenges of using staff postings as a tool for building the administrative capacity of the District Assemblies. Section 4.7 concludes the discussions of the findings of the research.

The analysis and discussion of the findings is done within the framework of the theory of institutional integrity. Descriptive statistics and qualitative interviews are used to discuss and explain the findings of the study. The discussion of the findings is done under the following themes developed from the theory of institutional integrity; nature of the institutional rules governing staff postings; enforcement of the rules (standards and procedures) of staff postings, the extent of institutional integrity in staff postings, and the challenges affecting the integrity of the Local Government Service in using staff postings to build the administrative capacity of District Assemblies.

4.1. The background characteristics of the survey respondents

The relevant background social characteristics of the survey respondents including their sex, age, level of education, marital status, departmental location within the District Assembly, and the number of years of work experience in the District Assembly are first presented. The total sample size of the survey respondents is 215 across fourteen (14) District Assemblies covered in the four regions.

4.1.1. Sex of the Respondents

The study considered the sex of the survey respondents important since the different sexes may sometimes see the same issue of staff postings from different perspectives. Table 4.1 summarizes the sex distribution of the survey respondents.

Table 4.1. Sex of the Survey Respondents

Sex	Frequency	Percent	Valid Percent
Valid Male	107	49.8	60.1
Valid Female	71	33.0	39.9
Valid Total	178	82.8	100.0
Missing	37	17.2	
Total	215	100.0	

Source: Field data, 2014

Table 4.1 shows that 60.1% of the respondents who indicated their sex were male while 39.9% were female. 37 persons did not indicate their sex. The Local Government Service Secretariat could not provide data on the exact gender distribution of employees. It is therefore not possible to tell whether or not there is under-representation or over-representation of males and females in the survey.

4.1.2. Age of Survey Respondents

The study also considered the ages of the respondents. An employee's age could affect his or her perception about staff postings in the Local Government Service. This assumption is however not tested in the analysis. The ages are presented in Table 4.2.

Table 4.2. Age of the respondents

Age	Frequency	Percent	Valid Percent
18-25	17	7.9	8.2
26-35	102	47.4	49.3
36-45	44	20.5	21.3
46-55	30	14.0	14.5
56-60	14	6.5	6.8
Valid Total	207	96.3	100.0
Missing	8	3.7	
Total	215	100.0	

Source: Field data, 2014

From Table 4.2, majority of the Local Government staff who indicated their age falls within the economically active age group of 18-55 years (93.2%). Those above 55 years (6.8%) could opt for voluntary retirement from the Service.

4.1.3. Educational background of respondents

Furthermore, the educational background of the respondents was considered important because it helps us to understand the qualifications and competence of the persons employed to work in the District Assemblies. Table 4.3 shows the levels of education of the survey respondents across the fourteen (14) District Assemblies.

Table 4.3. Educational background of respondents

Educational Background	Frequency	Percent	Valid Percent
Secondary Education	17	7.9	8.1
Diploma (HND, Training College, etc)	72	33.5	34.4
Valid Degree	105	48.8	50.2
Postgraduate degree	15	7.0	7.2
Total	209	97.2	100.0
Missing	6	2.8	
Total	215	100.0	

Source: Field data, 2014

Table 4.3 shows the educational background of the respondents and it can be seen that 57.4% of the respondents have University education, followed by 34.4% Diploma (HND and Training College etc.) holders, and 8.1% Secondary school leavers. This suggests that there are highly educated persons in the various Municipal and District Assemblies across the country. Recruiting qualified personnel is essential for the continuity and survival of the District Assemblies and for the effective communication of human resource policies, including those concerning staff postings.

4.1.4. Number of years in the Local Government Service

The number of years the respondents have worked in the Local Government Service was also considered important because those with higher years of working experience in the Service are more likely to have in-depth knowledge about factors affecting staff postings. Moreover, those with higher years of work experience are more likely to experience staff postings than those who are relatively new to the Service. Table 4.4 presents information on the number of years of work experience of the respondents in the LGS.

Table 4.4. Number of years in the Local Government Service

Number of years	Frequency	Percent	Valid Percent	Cumulative Percent
Valid 1-11 months	13	6.0	6.3	6.3
1-4 years	107	49.8	51.7	58.0
5-10 years	49	22.8	23.7	81.6
11-15 years	14	6.5	6.8	88.4
16 and above	24	11.2	11.6	100.0
Total	207	96.3	100.0	
Missing System	8	3.7		
Total	215	100.0		

Source: Field data, 2014

Table 4.4 above shows that 58% of the respondents had worked with the LGS for not more than four years and therefore were not due for posting on the basis of their length of stay (LGS HRM, 2013). However, we shall later see that this rule was not always upheld due to many factors. Table 4.4 also shows that 42% of the respondents had worked with the Local Government Service for more than 5 years and therefore likely to have gained some knowledge about the nature of staff postings in the LGS.

One cannot however say that all those who have worked with the LGS for more than 5 years have knowledge about the conditions under which staff postings occur in the LGS. Later, the study shall present a cross-tabulation of respondents' years of work experience with the extent of their knowledge about staff postings in the LGS. In other words, the analysis will examine whether the longer the length of years of work experience gained by employees of the LGS has any impact on the extent of knowledge gained by the employees about the conditions under which staff postings occur.

4.1.5. Departmental distribution of the respondents within

Finally, the 215 survey respondents were drawn from various departments of the District Assemblies as shown in table 4.5 below.

Table 4.5. Departmental distribution of the survey respondents

Departments of the District Assembly	Frequency	Percent	Valid Percent
General Administration	56	26.0	26.5
Financial Administration	35	16.3	16.6
Development Planning	9	4.2	4.3
Human Resource Management	9	4.2	4.3
Physical works and Engineering	49	22.8	23.2
Social Development	15	7.0	7.1
Others	38	17.7	18.0
Total	211	98.1	100.0
Missing	4	1.9	
Total	215	100.0	

Source: Author, 2014

The analysis now proceeds to answer the research questions. The analysis and discussion of the findings to the research questions, as already indicated, shall be guided by the themes suggested by the theory of institutional integrity. The central aim of the study is to examine the extent to which there is institutional integrity in the posting of staff of the LGS as a tool to strengthen the administrative capacity of District Assemblies in Ghana. The analysis and discussions of the research findings shall first answer the question concerning the nature of the institutional rules governing staff postings in the LGS.

4.2. Nature of the Institutional Framework Governing Staff Postings

In February 2012, government decoupled over 33,000 staff from the Civil Service to join the newly created Local Government Service (LGS). Since the creation of the LGS in 2003, the Service has tried to create its own internal rules of staff posting. In fact, the

Local Government Act, Act 656, of 2003 establishing the LGS contains almost no information about the nature and rules of staff posting in the LGS.

It is important that the nature of the rules governing staff postings aimed at building the administrative capacity of District Assemblies are first understood before one can examine the extent of institutional integrity in the application of the rules. The Local Government Service recognises the importance of formal rules to an organization. Formal rules have therefore been created by the LGS to guide the posting of staff within and across District Assemblies. However, the rules are not to be found in a single legal document but are scattered in legal enactments and many official documents. It is important to note that not all categories of staff in the LGS can easily be posted.

To understand the procedures in staff postings, and the categories of staff that can be posted, the various categories of staff in the LGS are detailed in table 4.6.

Table 4.6: Categories of Staff in the Local Government Service

CATEGORIES	GRADE OF STAFF
A1	Head of Service, Deputy Head of Service
A2	National Directors, Regional/District Coordinating Directors
B	Deputy Directors and analogous grades at the National Headquarters, Regional and District levels
C	Middle level professionals and support grades
D	Junior Professional and Junior support service staff
E	Sub-technical/auxiliary grades
F	Utility grades

Source: Local Government Service Conditions of Service (2007: 42, Schedule II)

The LGS HROM (2013), Section 5.2.6.12, states that “Category “E” and “F” personnel shall not be posted unless the exigencies of the Service so demand.” Moreover, the Head of Service cannot be posted. It also appears that the posting of staff in the LGS does not affect those working in the Head Office. The institutional rules and procedures governing the posting of the rest of the staff of the LGS are discussed below.

The specific rules governing staff postings in the LGS are partly to be in the *Conditions of Service for Local Government Staff* which spell out the conditions of employment and appropriate rules of behaviour for staff in the LGS. However, the details of the conditions under which a staff of the LGS may be posted are specified in the *Human Resource Operational Manual for the Metropolitan, Municipal and District Assemblies*. The *Local Government Service Code of Ethics* outlines what is considered ethical and unethical behaviour to guide Public and Civil Servants. The soft and hard copies of all these legal and official documents governing staff postings in the LGS can be assessed on the internet and upon request. It seems that it is the duty of every LGS staff to read and become familiar with the rules of staff posting.

According to Section 35 of the 2007, LGS Conditions of Service, 2007, “All grades of staff within the Local Government Service shall be subject to posting to any part of the country subject to the exigencies of the Service.” Posting is defined in the LGS Human Resource Operational Manual (HROM), 2013, as “a change of an officer’s location within the Service” (HROM, 2013:73). Part VI, Sections 35-38, of the Local Government Service Conditions of Service (2007) lists the following three types of staff postings.

The first type of staff posting is the *inter-regional posting* which involves the posting of staff of the Service from one Region to another. The LGS Conditions of Service, 2013, Section 36, states that this type of posting “shall be effected by the Local Government Service Head Office in consultation with the relevant Regional Co-ordinating Council.” This type of posting vests power in the Head of the Local Government Service to post officers of the District Assemblies outside a region to places where their “services are considered to be most appropriate in the interest of the Service” (HROM, 2013:73). The mode of inter-regional posting undermines the decentralization of decision-making authority to the District Assemblies. It does not promote administrative decentralization to the District Assemblies. However, if it is used in the best interest of the service, it could be used as a tool to promote the strengthening of the administrative capacity of poor regions where the staff of the LGS are less interested to be posted to work.

The second type of staff posting is the *intra-Regional posting* which involves posting from one part of a Region to another. Section 37 of the LGS Conditions of Service states that intra-regional posting “shall be effected by the Regional Co-ordinating Council in consultation with the Local Government Service Head Office.” One sees an attempt to grant some authority to the regional tier of local government to manage its own human resources, intra-regional posting cannot be done without consulting the Head Office of the LGS. Perhaps, due to the likely inconvenience that will be caused by intra-regional posting to affected employees, the consultative process is a mechanism to ensure that the posting of the employee is the “most appropriate in the interest of the Service” (LGS-HROM, 2013, Section 5.2.2). The LGS-HROM (2013) emphasizes that “Posting of employees shall be kept to the minimum to ensure stability of tenure and compatibility with efficiency, productivity and the exigencies of the Service.”

The third type of staff posting is the *Intra-District/Municipal/Metropolitan Assembly Postings*. This type of postings involves moving an employee from one department to the other within the Metropolitan, Municipal and District Assembly (MMDA). According to Section 38 of the LGS Conditions of Service, “Postings of staff of the Local Government Service within the Metropolitan, Municipal and District Assembly (MMDA) shall be effected by the Metropolitan, Municipal, District Co-ordinating Director.” Some degree of administrative decentralization is ceded to the Metropolitan, Municipal, District Co-ordinating Directors to give them autonomy in the rational organization of their Assemblies without interference by the Head Office of the LGS.

The rules governing staff postings emphasize the importance of consultation among the stakeholders involved to ensure that posting is done in the interest of the LGS. The LGS HROM emphasizes the following processes of consultation in respect of staff posting:

- The Head of Service may be consulted in any posting to be made by the Regional Coordinating Director and the District Coordinating Director.
- The Head of Service should be served with copies of all posting instructions emanating from the Regional and District Coordinating Directors.
- Similarly, the Head of Service may consult with the Regional Coordinating Director and District Coordinating Director, as the case may be, in respect of the posting of Local Government Service employees.

It is important to note that while the 2007 LGS Conditions of Service made it mandatory for the Regional Coordinating Council and the Local Government Service Head Office to consult with each other in the initiation of intra-regional and inter-regional staff postings, the LGS HROM replaces the mandatory consultation clause “shall” with the non-binding clause “may”. The reason for the loosening of the consultation process is not clear. However, more importantly, neither the 2007 LGS Conditions of Service nor the 2013 LGS-HROM makes it obligatory for both the Regional Coordinating Council and the Local Government Service Head Office to consult Metropolitan, Municipal, and District Co-ordinating Directors during intra-regional and inter-regional staff postings.

The availability of written rules and regulations to guide staff postings is one thing and communicating the existence of the rules to organizational members is another. One key theoretical variable for ensuring institutional integrity in an organization like the LGS is the effective communication of the formal rules and regulations to shape the knowledge and actions of organizational members towards the achievement of the organization’s mission and vision. The study analyzes below the extent to which employees of the LGS have knowledge about the formal rules governing staff postings.

4.2.1. Knowledge about the Rules Governing Staff Postings

Knowledge of organizational members about the nature of the rules that are expected to govern their actions within the organization is very important for organizational performance and integrity (Brock, 2014; North, 1991; 2003). It was expected that the number of years that employees have worked in the LGS would also affect the extent of their knowledge about the rules governing staff postings, especially considering the fact that the rules of staff postings are scattered in diverse official documents. The study

therefore asked survey respondents about whether they were familiar with the conditions under which the LGS posts staff. In Table 4.7 below, the responses is cross-tabulated with the number of years that the respondents have worked in the LGS.

Table 4.7. Knowledge about rules of staff postings

Conditions under which a staff is posted		Number of years in Local Government Service					Total
		1-11 Months	1-4 years	5-10 years	11-15 years	16 years & above	
Are you familiar with the conditions under which a staff should be posted in the LGS?	Yes	3	67	39	8	19	136
	%	27.3%	63.8%	83.0%	66.7%	79.2%	68.3%
	No	8	38	8	4	5	63
	%	72.7%	32.2%	17.0%	33.3%	20.8%	31.7%
Total		11	105	47	12	24	199
		100%	100%	100%	100%	100%	100%

Source: Author, 2014

Table 4.7 above shows that the majority of respondents (68.3%) claimed to be familiar with the conditions under which a staff of the LGS should be posted. The survey results also appear to suggest that employee familiarity with the rules of staff postings is affected by the length of years of work experienced in the LGS. It can be seen that 72.7% of the survey respondents who had worked with the LGS for less than 1 year responded that they were not familiar with the conditions under which a staff should be posted in the LGS. This contrasts sharply with 79.2% of the respondents who had worked with the LGS for over 16 years and claimed to be familiar with how staff postings occur in the LGS.

Public organizations have the responsibility of ensuring that newly employed members are well informed about how these institutions work, including the conditions of work and any other information that is relevant to the officer employed. In the same line, the newly employed members also have a duty to find out how their new institution operates and to

learn all the rules and regulations that will have a direct impact on their work. Members who have acquired knowledge about the internal rules of their organizations are best positioned to assess the extent of institutional integrity in their organizations.

4.3. Factors that influence staff postings within the Local Government Service

From official documents of the LGS concerning staff postings, interviews with relevant actors, media reports and responses to survey questionnaires, it emerged that many factors can influence the posting of employees including overstaying in a District Assembly, building the capacity development of less resourced District Assemblies and helping to meet the personal needs. Again employees can request for posting and those who engage in partisan politics can be posted. Posting is sometimes carried out as punishment for unethical behaviour and as a reward for hard work.

Among the numerous factors mentioned, the survey respondents across the fourteen MMDAs were asked to select which of the following four leading factors is mostly used to effect staff postings in the LGS: (i) To build administrative capacity of District Assemblies, (ii) to punish government political opponents, (iii) to reward hardworking staff of the MMDAs, and (iv) to help meet the personal requests/needs of staff (such as family/health issues). The results from the survey are presented in table 4.8 below.

Table 4.8. Factors used to effect staff posting in the Local Government Service

Factors which can cause a staff to be posted	Frequency	Percent	Valid Percent
To build administrative capacity	162	75.3	79.8
To punish government political opponents	19	8.8	9.4
To reward to hardworking staff of MMDAs	7	3.3	3.4
To help staff of MMDAs to meet personal needs (e.g. family/health issues)	15	7.0	7.4
Total	203	94.4	100.0
Missing	12	5.6	
Total	215	100.0	

Source: Field data, 2014

The responses from Table 4.8 show that 79.8% of the Local Government employees who responded to the survey believe that the most important factor used to effect staff postings in the LGS is the objective to help build the administrative capacity of the District Assemblies. Thus, the overwhelming majority of the survey respondents support the view that there exist strong levels of institutional integrity in the LGS with regards to the objective of using staff postings as a tool to build the administrative capacity of the District Assemblies to promote local development. Notwithstanding this huge support affirming the integrity of the LGS in the use of staff postings to strengthen the capacity of the MMDAs, 9.4% of the survey respondents suggested that staff posting is rather used to punish political opponents. Whiles 7.4% were of the view that staff posting is used to meet the personal needs of employees. Finally, 3.4% of the respondents asserted that staff posting is used to reward hardworking staff. The factors that influence staff postings are in turns critically examined.

4.3.1. Building the Administrative Capacity of District Assemblies

The overwhelming perspective of the survey respondents is that staff postings in the LGS are used to build the administrative capacity of the District Assemblies. In fact, the study sought to either strengthen or reject this view by examining the views of the staff that have actually been posted from one District Assembly or Department to another within the LGS. The responses from this analysis are presented in Table 4.9.

Table 4.9: Which of the following is mostly used to effect staff postings in the Local Government Service? * Were you posted from another District Assembly or Department to your current place of work? Crosstabulation

		<i>Were you posted from another District Assembly or Department to your current place of work?</i>		Total
		<i>Yes</i>	<i>No</i>	
<i>Which of the following is mostly used to effect staff postings in the Local Government Service?</i>	To build the administrative capacity of District Assemblies	76 80.9%	84 80.0%	160 80.4%
	To punish government political opponents	9 9.6%	10 9.5%	19 9.5%
	To reward hardworking staffs of the MMDAs	3 3.2%	3 2.9%	7 3.0%
	To help staff of MMDAs meet their personal requested needs	6 6.4%	8 7.6%	14 7.0%
Total		94 100%	105 100%	199 100%

Source: Author, 2014

The crosstabulation analysis in table 4.9 shows that if the analysis of institutional integrity focuses on the views of only those who had been posted from one District Assembly or Department to another, the interesting finding does not differ significantly from the findings obtained from the analysis of the views of the overall survey respondents. While 80.9% of those who had experienced posting believes that posting is mostly used by the LGS to build the administrative capacity of the District Assemblies; 80% of those who

were yet to experience posting from one District Assembly or Department to another support the view of institutional integrity in staff postings in the LGS. The similarity of views between those who had been posted and those who had not been posted is very interesting, and, perhaps, calls for further research into why this is so.

Less than 10% of both those who had experienced posting and those who had not experienced posting support the view that staff postings in the LGS departs from the intended objectives stated by the Service. In other words, less than 10% of both posted staff and staff yet to experience posting would support the view that there is institutional corruption in the LGS when actual staff posting is assessed against its intended objectives.

The case against the existence of institutional integrity in staff postings in the LGS is therefore extremely weak. Theorists of institutional integrity hypothesize that “When an institution is perceived to promote, or actually promote, the interest of the organization as opposed to the interest of rent-seeking individuals...there will be public confidence in the institution which will translate into effectiveness of the institution” (Brock, 2014). The theoretical conclusion concerning the LGS is that there seems to be strong employee confidence in the use of staff postings as a tool for the intended objectives.

Many of the Municipal and District Coordinating Directors interviewed for the study supported the view that staff postings in the LGS are used to build “the staffing level at the Assemblies”. In the words of a Director at the LGS Secretariat:

“After personnel audit, when it is found out that there are more officers at one Assembly and other areas do not have, then people are posted to the less deprived Assembly.”

A Director from a Municipal Assembly also said that a person can be posted when his expertise is needed elsewhere. This often happens when government introduces a new programme where there are few officers with the knowledge and skills or expertise in that area. Then, those who have that knowledge will be posted for a short term to teach those Assemblies that need that knowledge. Those persons posted on short term are usually sent back to their District Assemblies after they have finished their temporary work.

The study tried to find out if those who have been posted from one District or Department to another actually believe that their posting has helped to build the administrative capacity of their new District or Department. Therefore, using the Likert scale of measurement, the LGS staff who have been posted to new locations were asked to indicate their level of agreement or disagreement with the statement that *‘My posting to this Metropolitan/Municipal/District Assembly or Department has helped to build the Administrative capacity of the Assembly/Department.’* The levels of agreement or disagreement given by respondents to this statement are given in table 4.10 below.

Table 4.10. My posting to this Assembly or Department has helped to build administrative capacity of the Assembly * Were you posted from another District Assembly or Department to your current place of work? Crosstabulation

		Were you posted from another District Assembly or Department to your current place of work?
		Yes
My posting to this Assembly has helped to build administrative capacity of the Assembly	I strongly disagree	6 (6.3%)
	I disagree	2 (2.1%)
	Neutral (I don't know)	6 (6.3%)
	I agree	41 (42.7%)
	I strongly agree	41 (42.7%)
Total		96 (100%)

Source: Author, 2014

The analysis in table 4.10 suggests that 85.4% of the LGS staff who had been posted to a new District Assembly or Department are in agreement that their posting has helped to build the administrative capacity of their new Assemblies or Departments. Only 8.4% of the posted staff disagreed with the view that their posting had contributed to building the administrative capacity of their new locations. And fewer respondents (6.3%) could not tell as to whether or not their postings were positive or negative.

It is important to examine some of the reasons given by those who agreed with the statement that their posting has contributed to build the capacity of the receiving District Assembly or Department. An official who had been posted to the Ga Central Municipal Assembly in the Greater Accra region said, *“My services had built the administrative capacity very well because I am the only administrator supporting the coordinating director. The work was efficiently and effectively done to achieve value for money.”* Another official who had been posted to the Asebu-Abura Kwaman District Assembly in the Central region said, *“The record unit of the Assembly has been upgraded”* as a result of his work. In the Brong Ahafo region, an official who had been posted to the Nkoranza South District Assembly said, *“My contribution has brought openness in the Assembly’s finances and other services.”* And another employee who had been posted to the Wa Municipal Assembly in the Upper West region said, *“Staff are posted to occupy vacant positions where their services are most needed.”* These posted officials strongly agreed that their posting had helped to build the capacity of the receiving Assemblies.

From the camp of the few officials who strongly disagreed with the statement that their posting has contributed to building the capacity of the receiving Assemblies, the following are some of the reasons they gave for their disagreement. An official who had been posted

to the Nkoranza North District Assembly said that the “Posting was based on need of the politician.” An official who had been posted to the Ga East Municipal Assembly in the Greater Accra region who said that his posting had not contributed to build the administrative capacity of the Assembly because he had been posted to the “wrong position.” These two dissenting views suggests that perceived political interference in staff posting and lack of consultation with staff before posting could negatively affect the attitudes and behaviour of the posted staff to give their best to the receiving Assembly.

Generally, the foregoing analysis of the opinions of staff within the LGS suggests that staff postings have largely been an effective tool used for building the administrative capacity of District Assemblies. Very few respondents do not think that their postings have contributed to building the Administrative capacity of their new Assemblies. There is therefore strong level of institutional integrity in the LGS in respect of the use of staff postings as a tool for “the recruitment of personnel with the appropriate skills to support and promote effective development and economic management at the local level” as intended by the policymakers who created the Local Government Service.

4.3.2 Using Staff Posting to Re-energize the Effectiveness of Overstayed Staff

Many of the Municipal and District Coordinating Directors who were interviewed suggested that mass postings of staff who have stayed in their locations for more than four years is the main mechanism used to post staff to other locations to build administrative capacity. Postings within the Local Government Service are usually done in large numbers during a particular time of the year to respond to the capacity needs of District Assemblies. The various Coordinating Directors of the Assemblies are first asked to send their administrative personnel needs to the Local Government Service Secretariat who

then post the relevant class of person to them. According to a Director at the Local Government Service Secretariat,

“The mass postings take place every four years but an officer may be posted again during the four years per the exigency of the service or per the request of the staff or when an officer dies or retires and there is the need to post to fill that vacant position.”

It appears that many Municipal and District Coordinating Directors are in support of the mass postings of personnel who have overstayed their stay at a particular location. According to one Municipal Coordinating Director,

“Posting of officers is very important because when people stay for too long at one particular area, they turn to be stale, corrupt and too familiar with the people around so the Condition of Service advises that after every four years the person should be posted.”

In agreement with the above view of the Municipal Coordinating Director, the Head of the Local Government Service also said that:

“Posting is essential because I believe that when you stay at one station for long you become familiarized with the people and your work output diminishes so when you go to a new environment you re-energize yourself... Posting also serves as a technical knockout because the challenges at one district are different from the other so the more you move from place to place you encounter different challenges and how to solve them which will broaden your scope and give you more experience.”

The study used the survey opinions of posted employees of the LGS to investigate whether the number of years that the respondents have worked with their District Assemblies influenced their posting to their current locations. In other words, the study examined whether staff posting is dependent on the number of years that an employee of the LGS has worked in a particular District Assembly. Table 4.11 shows the results from the cross tabulation of the two variables.

Table 4.11. Number of years that respondents have worked in the District/Municipal Assembly * Were you posted from another District Assembly or Department to your current place of work? Crosstabulation

		Were you posted from another District Assembly or Department to your current place of work?	
		Yes	
Number of years that respondents have worked in the District/Municipal Assembly	1-11 months	17	17.5%
	1-2 years	30	30.9%
	3-4 years	17	17.5%
	Above 4 years	33	34.0%
Total		97	100%

Source: Author, 2014

The analysis presented in Table 4.11 shows that 34% of the respondents who were posted to their current locations had stayed for more than 4 years, they were yet to be reposted. One may speculate that those employees who had stayed at their current Assemblies for more than 4 years may have been allowed to stay on because their expertise was still needed at the Assembly and posting them will weaken the administrative capacity of the Assembly. It is worth noting that according to the Condition of Service of the LGS, an employee can be made to stay on after four years at a particular place “per the exigencies

of the service”. In an interview with the Head of the Local Government Service he explained that, “per the exigencies of the service”,

“When an officer’s expertise is still needed at the current Assembly and there is no immediate replacement if that officer is posted out, then he or she will be made to stay for more than four years at that particular Assembly until a replacement is found. In the same vein, an officer can also be posted from a new place to another place before the four year period if his or her expertise is needed urgently at another Assembly.”

The view of the Head of the LGS suggests that the length of stay of an employee at a particular District Assembly is not the most critical basis for staff postings. What is crucial is whether or not the expertise of the employee is critically needed at the current location or at another location. This strongly supports the view that staff postings are largely used as a tool to build or strengthen the administrative capacity of District Assemblies. There is therefore strong institutional integrity in the LGS when it comes to the objective of using staff postings as a tool to build the administrative capacity of District Assemblies.

4.3.3 Is Staff Postings used as a Tool to Punish Government Political Opponents?

As already indicated in the statement of the research problem, the Executive Secretary of the Civil and Local Government Staff Association of Ghana (CLOGSAG) alleged that “Instead of the government giving opportunity to all staff based on experience and technical competence, it rather tends to be choosy and mostly relies on political followers and those who pay lip-service to it” (GNA Friday, 16 May 2014). This study therefore examined the extent to which partisan politics influence staff postings in the LGS.

The foregoing empirical analysis of the survey of opinions of employees goes to refute the claim that politics play a big role in staff postings in the LGS. The study has shown that less than 10% of the surveyed respondents who had been posted support the view that staff postings is used as a tool to punish the political opponents of government (see table 4.9 above). If indeed partisan politics influences staff postings then it is minimal and may be felt more at the topmost categories of staff postings rather than at the middle and lower levels of employment in the LGS. The influence of partisan politics in staff postings has not been refuted completely by this study but this study has shown that it only plays a minor role in the overall staff postings that take place in the LGS.

The views of Municipal and District Coordinating directors were sought about the role of party politics in staff postings. When the Directors were asked if they had ever posted officials to get rid of members of the opposition party they answered in the negative. One Director at the Local Government Service Secretariat however said that,

“per the rules of the country, public and civil servants are to be politically neutral and any officer who involves him or herself in local politics, chieftaincy disputes and party politics loses their neutrality and have to be moved. Although such cases are rare and we investigate allegations levelled on officers to ascertain the truth before posting them.”

One Director admitted posting one of his staff who had breached his political neutrality and the posting was done after several attempts to get him to remain politically neutral failed. Although all the Directors interviewed said they will not post any staff based on the fact that they belong to a particular party, they were of the view that once a staff breaks his or her political neutrality that staff should be posted. The Directors also said they always

investigate allegations leveled against an officer being it political accusation or any other accusation before an action is taken and they do not act on hearsay.

4.3.4 Postings as a Tool for Punishing and Rewarding Staff?

Table 4.9 above suggest that 3.2% employees of the LGS who had been posted since joining the Service believe that staff postings is a tool used to reward hard working staff. For instance, a Senior Technician Engineer who was posted from one District to another in the Brong Ahafo region to assume the position of head of the engineering department believed that *“nobody in the District Assembly was qualified enough to be appointed as the Head of District Engineering department”*. Although he indicated that the most important reason for his appointment was to build administrative capacity of the District Assembly, he also saw his appointment as a reward for his hard work.

When ask if postings can be used as a form of punishment, some of the Directors admitted that just as posting can be used to reward a hardworking officer, it can also be used to punish an officer. Many of the Directors interviewed however said that they do not use postings to punish their staff. However, in the view of a Director interviewed, *“most officers see their posting to rural areas as punishment forgetting that their expertise is needed at those places to help build those Assemblies to make them better.”* This alleged problem of the unwillingness of staff to accept postings to rural areas is examined below. It may be concluded that staff postings in the LGS is rarely used to punish employees. The overwhelming percentage of survey respondents as well as the Municipal/District Coordinating directors supports this conclusion.

4.4. Challenges of Staff Postings in the Local Government Service

There are no perfect institutions in the world. The Local Government Service also has its own challenges in terms of posting of staff and the study sought to examine those challenges in order to make recommendations that stakeholders can act on to improve upon staff posting. Among the challenges that were identified by officials before the start of the research field work was the issue of unwillingness of employees to accept postings to rural areas. This alleged challenge was investigated on the field and the results are discussed below. Aside some level of unwillingness among staff to accept postings to rural areas, other challenges uncovered include the non-payment of staff posting benefits, absence of a national database on LGS employees, and weak consultations among stakeholders in staff postings. These challenges are discussed below.

4.4.1 Unwillingness to Accept Postings to Rural Areas

Institutions require the legitimate support from members of the organization in order to function effectively. The issue of the unwillingness of public servants in the LGS to accept postings to rural areas has been extensively reported in the media. As already indicated in the research problem, it was reported in the media that the Chief Director of the Regional Coordinating Council (RCC) in the Upper West Region claimed that out of a total of 116 young people who were recruited and posted to the region, only 75 of them reported for duty (Vibe Ghana, February 18, 2013). Is it the case that many employees of the LGS refuse postings to rural areas, less developed regions, and less-resourced District Assemblies? The study examined the issue about the reluctance of public servants in the LGS to accept postings to rural areas or less resourced Assemblies.

The survey administered by the researcher across the fourteen (14) District Assemblies in the Greater Accra, Central, Brong Ahafo and Upper West regions asked respondents whether they were willing to accept postings to rural areas to help build the administrative capacity of District Assemblies. The responses are presented in table 4.12.

Table 4.12. Are you willing to accept posting to a rural area to help build the administrative capacity of that District Assembly?

Willingness to accept postings to rural areas	Frequency	Percent	Valid Percent
Yes	130	60.5	78.8
Valid No	35	16.3	21.2
Total	165	76.7	100.0
Missing	50	23.3	
Total	215	100.0	

Source: Field data, 2014

Table 4.12 presents the responses of officers to postings to the rural area. Contrary to the widespread perception that officers do not readily accept postings to rural areas, 78.8% of the survey respondents said that they were willing to accept postings to rural areas to help develop the administrative capacity of District Assemblies. In contrast, 21.2% of the survey respondents said that they were not willing to accept postings to rural areas. The level of unwillingness to accept postings to rural areas appears to be low.

There is a widespread perception that urban-based public servants are more unwilling to accept postings to rural areas. Therefore, the study further examined whether the regional location of the survey respondents affects their willingness to accept postings to rural areas. The findings from the analysis are presented below in Table 4.13.

Table 4.13. Regional location of survey Respondents. * Willingness to accept posting to District Assemblies in rural areas. Crosstabulation

Region		Are you willing to accept posting to another District Assembly in a rural area to help build the administrative capacity of that District Assembly?		Total
		Yes	No	
Regional location of Respondents across the 14 Municipal/District Assemblies	Greater Accra region	36	23	59
		61.0%	39.0%	100%
	Brong Ahafo region	38	5	43
		88.4%	11.6%	100%
	Central region	33	4	37
		89.2%	10.8%	100%
	Upper West region	23	3	26
		88.5%	11.5%	100%
Total		130	35	165
		78.8%	21.2%	100%

Source: Field data, 2014

The analysis in table 4.13 suggests that although the majority of survey respondents in each of the four Regions were willing to accept postings to rural areas, the level of unwillingness of staff to accept postings to rural areas is highest in the more developed Greater Accra region. The analysis shows that the level of resistance of employees to rural postings is about three times higher in the Greater Accra region (39%) as compared to the Brong Ahafo region (11.6%), the Central region (10.8%) and the Upper West region (11.5%). The level of willingness among the staff of the LGS in the Greater Accra region to accept postings to rural areas (61%) is lower than the average level of willingness across the four regions (78.8%). It is therefore not surprising that the vibrant media in the Greater Accra region have tended to report negatively about the willingness of public servants across urban areas in Ghana to accept postings to rural areas. The analysis in table

4.13 however suggests that employees in the LGS outside the Greater Accra region are more willing to accept postings to District Assemblies in rural areas to help strengthen the administrative capacity of the less endowed District Assemblies.

Many of the Municipal and District Coordinating Directors who were interviewed in the Greater Accra region complained about the negative perception of their staff to postings outside the region. In the words of one Director, *“officers often associated postings to rural areas or less resourced Assemblies as punishment and postings to urban or well-resourced Assemblies as a reward.”* This view appears to be largely supported by the analysis of the views of survey respondents in the Greater Accra region.

The unwillingness of staff in the Greater Accra region to accept postings to rural areas could be due to the lack of incentives provided by the LGS to staff who accept postings to rural areas. The Adentan Municipal Assembly Coordinating Director was of the view that Ghana should learn from countries like Norway where there is a policy of giving extra financial incentives to workers who accept postings to the Northern part of Norway where there is severe cold weather conditions. In Ghana, however, the salary structure is the same for all the Local Government staff irrespective of geographical location. Naturally, in the absence of extra motivating incentives, employees will be more reluctant to accept postings to rural areas lacking good schools, health facilities, electricity, drinking water as well as other socio-economic infrastructure that improves human development. In the view of the Municipal Coordinating Director *“If no incentives are provided, officers will go to work and if they don’t have accommodation and good working conditions, their productivity will be low.”* Urban-based employees who are posted to rural areas without extra motivating incentives will feel that they have been unfairly treated.

4.4.2 Non-payment of Posting Benefits

The LGS Human Resource Operational Manual (HROM) outlines some employee rewards and benefits in respect of posting. Section 5.2.6.11 of the HROM states that “All Officers who proceed on posting from one Region or District to another shall be entitled to the payment of a posting (Transfer) Grant of one month gross salary on arrival at their new stations. This is to be facilitated by the receiving station.” The posted staff is also entitled to numerous other benefits including “the transportation of their luggage (personal effects) and those of their dependants to their new stations at cost to the Service.” Such rewards and benefits are intended to motivate staff to willingly accept postings and also help reduce the challenges associated with posting.

In the long run, the willingness of staff to accept postings could enhance the objective of the LGS to use postings as a tool to build the administrative capacity of District Assemblies. The study therefore sought to find out from the posted staff whether the promised rewards and benefits were paid to them. The responses of the posted staff are presented in table 4.14.

Table 4.14: Payment of Rewards and Benefits in Respect of Staff Postings

Those who were posted from one District Assembly to their current Assembly	Were you given transportation and other benefits that come with posting?		Total
	Yes	No	
Were you posted from another District within the Local Government Service to your current place of work?	39 43.8%	50 56.2%	89 100.0%
Total	39	50	89

	43.8%	56.2%	100.0%
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Source: Field data, 2014

Table 4.14 shows that out of the 89 posted staff who answered the two cross-tabulated questions, the majority of them (56.2%) were not given the promised benefits. Although findings from this study show that most of the LGS staff were willing to accept postings to rural areas, the non-delivery of the promised posting benefits will serve as a disincentive for other staff to willingly accept postings. This is a key challenge that could undermine the capacity of the LGS to use staff postings as a tool for building the administrative capacity of less resourced District Assemblies in rural areas.

4.4.3 Weak Consultations among Stakeholders in Staff Postings

As already discussed above, the intra-regional and inter-regional staff posting procedures state that postings can be carried out by the Head of the Local Government Service in consultation with the Regional Coordinating Directors. However, it is not obligatory for the Regional Coordinating Council and the Local Government Service Head Office to consult Metropolitan, Municipal, and District Co-ordinating Directors during intra-regional and inter-regional staff postings.

When the Municipal and District Coordinating Directors were asked if they are consulted before employees are posted to or from them, most of the Directors said they were usually not consulted. However, one Coordinating Director of a District Assembly said,

“We are consulted when an officer is being posted to us from a different region and they call to find out if there is vacancy for that person, but for new postings we are not usually consulted.”

One of the Municipal Coordinating Directors appears to justify the lack of regular District level consultation during intra-regional and inter-regional postings by responding that:

“The Local Government Service has records of all the employees and postings are done by checking the profiles of the Assemblies which need more personnel, so some are posted in and others are posted out so there is always a balance.”

The Directors interviewed said they were usually not consulted before posting is carried out but many did appear to be bothered by the lack of regular consultation. One of the Directors was of the view that every posting is relevant to the District Assembly because even though the postings are done from the Head office, the officers posted fit into the work of the District Assembly. Occasionally, the Directors also put in a request for a staff in times of critical needs.

Many of the Directors interviewed however admitted that the lack of regular consultation creates problems, including the disruption of school of the children of the affected staff in the middle of an academic calendar. Some of the staff who are affected by posting but are unable to cope with the unexpected challenges arising from the short notice given to them end up quitting the Local Government Service.

4.4.4 Absence of Reliable National Data on Local Government Staff

Another challenge of building the administrative capacity of District Assemblies through staff postings is the absence of a national database on local government staff and staffing patterns across the country. Information about local government staff is scattered among the Local Government Service Secretariat, the Ministry of Local Government and Rural Development, Regional Coordinating Councils and the MMDAs. There is currently no

systematic data on how many people are locally employed or posted which makes it difficult to track employees as well as the capacities of District Assemblies. This has resulted in a lot of wrong postings including the posting of retired or dead officers.

To help address this challenge, the Local Government Service launched a project on 7th March 2014 to create a Human Resource Management Information System (HRMIS) database. The main goal for the establishment of the database, according to the Head of the LGS, *“is to enable the Local Government Service Secretariat (LGSS) and MMDA’s make effective and efficient human resource management decisions including postings based on credible, reliable and dependable data emanating from the local level.”* The Head of the LGS indicated that by the end of 2015 the HRMIS would be running at the Secretariat, the ten (10) Regional Coordinating Councils and within the two hundred and sixteen (216) Metropolitan, Municipal, and District Assemblies.

The Human Resource database being created has made provision to capture all the relevant information about every staff including their marital status, details of spouse and children, medical history and any other relevant information that will make posting easier, more humane and more relevant to the capacity needs of the District Assemblies. One of the District Coordinating Directors interviewed indicated:

“For decentralization of personnel to be effective, there should be the capacity to implement that. There should also be the full complement of the Human Resource Director and other Officials to manage the staffing issues and oversee to the recruitment process.”

A Director of the Human Resource Unit within the Local Government Secretariat was even hopeful about the HRMIS project and remarked that *“the establishment of Human Resource departments in all the Districts is in line to prepare the Assemblies for personnel decentralization in the near future because very soon all the Assemblies will be given the chance to hire and fire their own staff.”* Moving towards a complete system of administrative decentralization in the near future where District Assemblies have total control over the hiring and firing of their employees appears to be ambitious. This is due to inadequate funds but at the same time very achievable if the financial base of the District Assemblies can be expanded to enable them get enough funds to practise total personnel decentralization.

The launch of the HRMIS project in March 2014 confirms that indeed staff postings have over the years not been truly informed by reliable data and accurate information of the Local Government employees. Most Directors admitted that the absence of a database was one of the major challenges to effective posting of personnel. It is hoped that posting as a tool for building administrative capacity of the District Assemblies will be greatly improved when the HRMIS is completed.

4.5 Conclusion

This chapter has used data collected from interviews, surveys and other sources to present and discuss the findings on the research questions concerning the extent to which the Local Government Service has been able to use staff postings as a tool for building the administrative capacity of the District Assemblies. The discussion of the findings has shown that there is high level of institutional integrity within the Local Government Service with regards to the objective of using staff posting to strengthen the administrative

capacity of the District Assemblies. Challenges that inhibit the effective use of staff postings to build administrative capacity of Assemblies have also been discussed. The next chapter presents the findings, recommendations and conclusion of the study.



CHAPTER FIVE

SUMMARY, RECOMMENDATIONS AND CONCLUSION

5.0 Introduction

The study has examined the role of staff postings as a tool for building the administrative capacity of the District Assemblies in Ghana. In line with this, both qualitative and quantitative methods were used to analyse the data collected. Questionnaires were given out to solicit the views of 215 Local Government employees from four regions. This was backed by interviews and secondary data for the analysis of the study. This chapter gives the summary of key findings, contribution of the study to theory and knowledge, recommendations for policy implementation and further studies and the conclusion.

5.1.1 Summary of key findings

This section summarizes the findings about the extent to which the Local Government Service uses staff postings as a tool for building the administrative capacity of the District Assemblies. It also summarizes findings about the challenges of using staff postings as a tool for building the administrative capacity of the District Assemblies? Below is a summary of the key findings.

5.1.1 Knowledge about the Rules Governing Staff Postings

The study found out that many employees of the local government service have knowledge about the conditions under which a staff can be posted. In fact, 68.3% of the Local Government staff who responded to the survey questionnaire said they were familiar with the conditions under which a staff should be posted. The survey results also showed that familiarity with the rules of staff postings appear to be affected by the number of

years in the LGS. This is because 72.7% of the LGS staff who have worked in the LGS for less than 1 year responded that they were not familiar with the rules of staff postings, while 79.2% of those who have worked for over 16 years said they were familiar with the postings rules. This results shows that majority of the LGS staff are familiar with the rules governing staff postings. Such high level of knowledge is likely to be supportive of, or undermine, the Local Government Service depending on how employees perceive the reasons for staff postings.

5.1.2 Factors that determine Local Government Service staff posting

The study found out that the most important factor for posting of staff, according to 79.8% of the LGS employees who responded to the survey questionnaires, is to build the administrative capacity of the District Assemblies. Also contrary to some views that politics play a role in the posting of staff, less than 10% of the survey respondents said posting was used to punish political opponents.

Hence, there is a strong level of institutional integrity in the Local Government Service in respect of the use of staff postings as a tool for building the administrative capacity of the District Assemblies. The Local Government Service, to a large extent, has remained faithful to the institutional mission of the Service to build the capacity of the District Assemblies with the personnel who have the “appropriate skills to support and promote effective development and economic management at the local level.” If indeed partisan politics influences staff postings, then it is minimal and may be felt more at the topmost categories of staff postings rather than at the middle and lower levels in the LGS.

5.1.3 Perception of staff about how posting is helping to strengthen the administrative capacity of District Assemblies

The study again found out that most of the Local Government staff who responded to the study are in agreement that their posting is enhancing the administrative capacity of the District Assemblies. Almost 80% of the staff were in support that the main purpose of posting is to enhance the administrative capacity of the District Assemblies. They further confirmed that their postings have contributed to building the administrative capacities of the various Assemblies they find themselves in. Interestingly, 80% of those who were yet to experience posting from one District Assembly or Department to another also support the view of institutional integrity in staff postings in the LGS.

5.1.4 High Level of Support for Staff Postings to Rural Areas

The study found that contrary to the widespread perception that public servants do not readily accept postings to rural areas, 78.8% of the survey respondents in the Local Government Service, said that they were willing to accept postings to rural areas to help develop the administrative capacity of District Assemblies. The high level of support among employees of the Local Government Service for staff postings to rural areas could be due to the strong perception among employees that staff postings is actually used to build the administrative capacity of District Assemblies.

5.1.4 Challenges of using Staff Postings to Build the Capacity of District Assemblies

5.1.4.1 Non-payment of posting benefits

Again the posting policy says Local Government Service officers who are posted to new areas are to be given a month salary in advance to enable them prepare for the relocation and Government is to provide a vehicle to convey the officers to their destination. Out of

the 89 posted staff who answered the survey, 56.2% were not given the promised benefits. This does not enhance postings because the officer who is posted has to get his or her own means of transporting their properties to the new station and in most cases they have to find accommodation before beginning work in their new Assembly which makes such officers go through a lot of stress.

5.1.4.2 Weak Consultation among Stakeholders in Staff Postings

The intra-regional and inter-regional staff posting procedures is to be carried out by the Head of the Local Government Service in consultation with the relevant Regional Coordinating Directors. However, it is not obligatory for the Local Government Service Head Office to consult the Regional Coordinating Council and the Metropolitan, Municipal, and District Co-ordinating Directors during inter-regional staff postings. Although the posting policy does not make it obligatory for the Head of Service to consult the Metropolitan, Municipal, and District Co-ordinating Directors, consultations will go a long way to help strengthen the administrative capacity of the Assemblies by posting the right officials to the Assemblies.

5.1.4.3 Absence of Reliable National Data on Local Government Staff

The study also found that there is currently no systematic national data on how many people are locally employed or posted which makes it difficult to track employees as well as the capacities of District Assemblies. This has resulted in a lot of wrong postings including the posting of retired or dead officers. The Head of Service rely on the Coordinating Directors to feed the Local Government Service Secretariat with staff information for postings.

The posting policy also advises that married employees within the Local Government Service are not to be posted far from each other and the posting should take into consideration the academic calendar of the school year so that it does not affect the children of officers who are posted. All these are usually not adhered to because of the absence of reliable national employee data. In order to get accurate and reliable employee data for posting, a Human Resource Management Information System has been launched to collate data on all employees and officials information which will be networked and managed at the Head Office for effective postings according to the Head of Service. Unless this is done within the shortest possible time, postings may not always be informed by reliable information which may affect employees and the quality of service delivery.

5.2 Recommendations

Based on the research objectives and findings, the following recommendations are provided to help policymakers and stakeholders to improve upon staff postings to enhance the administrative decentralization process in the country.

- First, the Local Government Service should hasten the collation of the employee data from the various Assemblies to be migrated to the Human Resource Management Information System being created at the Local Government Secretariat to facilitate the posting of employees with appropriate skills. If the Local Government Secretariat does not get reliable information for posting, then the wrong posting of staff will continue and this will not enhance the task of using postings to building the administrative capacity of the District Assemblies.

- Secondly, the posting benefits must be given to those who are posted to encourage them to readily accept postings. One of the reasons why an employee may not want to move is that, irrespective of where they are posted, the salary structure is the same. Since the cost of living in some areas or regions are lower, some staff in the rural areas may not want to be posted to the urban area and some in the urban areas also consider quality of life there and may not want to be posted to the rural areas. Hence, some measures should be put in place to give additional incentives to staff who are posted to less resourced areas such as a percentage increase in salaries, provision of accommodation and any other incentives that will encourage more people to accept posting. This will go a long way towards ensuring even distribution of talents, expertise and experience to help all the District Assemblies to develop.
- Thirdly, the rules governing the procedures of staff postings should be amended to oblige the Local Government Service Secretariat to consult Coordinating Directors of the District Assemblies during intra-regional and inter-regional staff postings. This will enable the Coordinating Directors to tell the calibre of staff that they need to avoid posting people who are due for retirement, sick, dead or lack the appropriate skills needed at the receiving Assembly. Again, consultations with the Assemblies will ensure that a staff is not taken all of a sudden from a District Assembly and unwanted personnel posted in. Furthermore, officers who are due for posting must also be conditioned by discussing the postings with them before they are posted out to avoid any bitterness and allow them to go with a clean mind.

Pre-informing officers about their postings will enable them to prepare emotionally, psychologically and physically to accept the posting.

- Finally, in spite of the high level of support among Local Government Service (LGS) employees for staff postings to rural areas, the LGS should put in place incentive packages that could attract and motivate urban-based employees, particularly in the Greater Accra region, to willingly support and accept postings to the rural areas to help build the administrative capacities of District Assemblies.

5.3 Lessons for Policy Implementation and Further Research

The lesson from this study for policy implementation will be for government to give full autonomy to the District Assemblies to do their own hiring and firing of personnel which will mean completing the process of administrative decentralization. If government wants to practise real administrative decentralization in the spirit of the 1992 Constitution, then authority must be given to the Assemblies to make their own decisions and run their own affairs without central government interference. Again, this can only be possible if the needed resources are made available to run such a system.

Hence, the issue of fiscal decentralization where Local Governments are empowered to raise their own funds for development will have to be enhanced so that the District Assemblies can raise enough funds to run complete administrative decentralization. In such a system, government will not spend so much on the Assemblies as it is doing now. But this also calls for effective monitoring to ensure that misappropriation of funds and corruption are kept to the barest minimum.

Future researchers may look at how the establishment of the Local Government Service is a contribution to the administrative decentralization throughout the entire country. Also, the study did not find out why the Local Government Service has adhered largely to the rules on staff postings. Future research should try to uncover this mystery.

5.4 Contribution of the Study to Theory and Knowledge

This study supports the propositions of the theory of institutional integrity. It confirms the view of institutional integrity theorists that “When an institution is perceived to promote, or actually promotes, the interest of the organization as opposed to the interest of rent-seeking individuals...there will be public confidence in the institution which will translate into effectiveness of the institution” (Brock, 2014). The theoretical conclusion concerning the Local Government Service is that there seems to be strong employee confidence in the use of staff postings as a tool for strengthening the administrative capacity of the District Assemblies. This confidence appears to have created support among employees for the Local Government Service to post staffs to rural areas to build administrative capacities of the District Assemblies.

In organizations where employees understand the nature of existing formal rules and perceive that the rules are fairly enforced, they tend to have confidence in that organization and will support the organization towards the achievement of the mission and vision of that organization (Brock, 2014; Paine, 1994). This appears to be the case in the Local Government Service where employees tend to support staff postings to rural areas because of the widespread perception that staff postings are effected to build the administrative capacities of the District Assemblies.

5.5 Conclusion

The study examined the role of staff postings in strengthening the Local Government administrative capacity in Ghana. The findings from the study show that the Local Government Service is using staff postings effectively to build the administrative capacity of the District Assemblies. Moreover, it seems that there is high level of support among staff of the LGS for the use of staff postings as a tool to build the capacity of Assemblies, including even those posted to rural areas. There is high level of willingness of staff to accept postings to rural areas or less resourced areas. This backs the claim that the Local Government Service has high institutional integrity in terms of posting of staff to build the administrative capacity of District Assemblies, rather than to satisfy political requests.

The challenges that affect the effective use of staff postings to build the administrative capacity of District Assemblies include lack of national database on staff in the Local Government Service, failure to fulfill the delivery of rewards and benefits promised to staff affected by posting, lack of regular consultation among the Head Office of the LGS, Regional Coordinating Councils and the MMDAs in respect of staff postings, and unwillingness of some staff – especially the urban-based staff – to accept postings to rural areas of the country. When rules and regulations are made without legitimate support and enforcement, the rules will be useless at the end of the day. Notwithstanding all the challenges relating to postings, the study found out that there is high level of institutional integrity in the Local Government Service and the level of institutional corruption is minimal with respect to the task of the Service to use staff postings to build the Administrative capacity of the District Assemblies with the appropriate personnel. But so long as staff postings remain largely controlled at the Centre, Ghana still has to proceed

with the programme to empower District Assemblies to hire, post, and fire their own personnel.



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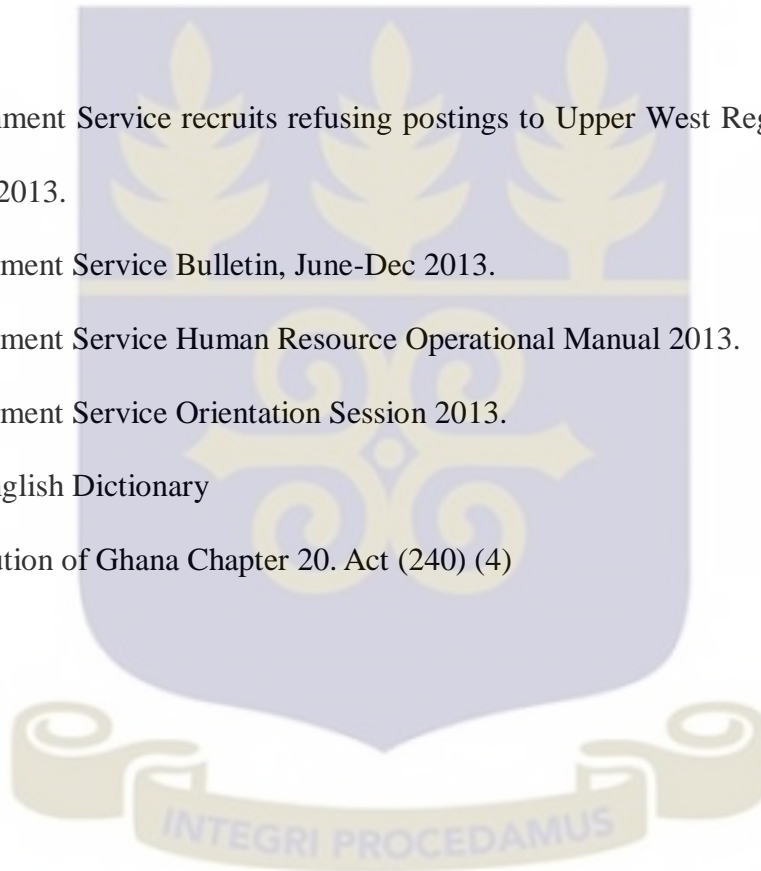
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APPENDIX

Appendix A: A Survey for Local Government Employees

UNIVERSITY OF GHANA BUSINESS SCHOOL
DEPARTMENT OF PUBLIC ADMINISTRATION AND HEALTH
SERVICE MANAGEMENT

A SURVEY FOR LOCAL GOVERNMENT EMPLOYEES

I am a student in the above mentioned institution and I am conducting a research on the topic *Building Local Government Administrative Capacity in Ghana: Examining the Role of Staff Postings*. I humbly seek your views on a number of issues raised below. The study is purely for academic purpose and your identity has been made anonymous. Thank you for your help.

Interviewee Background Data

1. Age []18-25 []26-35 []36-45 []46-55 []56-60
2. Sex: [] Male [] Female
3. Educational level.....
4. Marital Status.....
5. Number of Children.....
6. Position/Rank.....
7. Number of years in the Local Government Service?

Knowledge and Determinants of Staff Postings in the Local Government Service

(LGS)

1. Please how many months or years have you worked in this District Assembly?
.....
2. Are you familiar with the conditions under which a staff should be posted in the Local Government Service? (a) Yes (b) No
3. If Yes, what are some of the conditions known to you?

.....

4. Do you think that Staff Postings is used to build the administrative capacity of the Metropolitan/Municipal/District Assemblies?

(a)Yes (b) No (c) I don't know

5. Which of the following do you think is mostly used to effect staff postings in the Local Government Service? (*please tick only the one you consider to be mostly used*)

- (a) It is used to build the administrative capacity of the MMDAs
- (b) It is used to punish Government political opponents
- (c) It is used to reward hard working staff of the MMDAs
- (d) It is used to help staff of MMDAs to meet personal needs (e.g. family/health)

6. Please rank from 1st (the commonest) to 4th (the least common) the reasons that account for staff postings in the Local Government Service (LGS).

<i>Reasons For Staff Postings in the LGS</i>	<i>Your Ranking</i>
To build Administrative Capacity	
To punish Government Political Opponents	
To reward hard working staff of MMDAs	
To help staff to meet the personal needs of staff of MMDAs (such as family/health issues)	

Interviewee's Experience with Staff Postings in the LGS

7. Were you posted from another District Assembly or Department to your current place of work? (a)Yes (b) No

8. *If Yes to question 7, from which District Assembly or Department were you posted to your current place of work?*

.....

9. *If Yes to Question 7, what reason was given to you as to why you were posted?*

.....

10. If you answered yes to question 7, were you satisfied with the reasons given you? (a) Yes (b) No

11. Please explain why you were or were not satisfied.....

.....

12. If you did not request for the posting to your current place of work, were you given the required transportation and other benefits that come with new Postings? (a) Yes (b) No

13. Please indicate your level of agreement or disagreement that your posting to this Metropolitan/Municipal/District Assembly or Department has helped to build the Administrative capacity of the Assembly. (Please tick or circle the appropriate number)

My transfer to this Metropolitan/Municipal/District Assembly or Department has helped to build the Administrative Capacity of the Assembly.	I Strongly Disagree	I Disagree	Neutral (I Don't Know)	I Agree	I Strongly Agree
	1	2	3	4	5

14. Please give a reason for your choice of answer in question 13.

.....

15. Are you willing to accept posting to another District Assembly in a rural area to help build the administrative capacity of that District Assembly? (a) Yes (b) No

16. What do you think can be done to improve staff postings within the Local Government Service to make it an effective tool for building the administrative capacity of the MMDAs?.....

THANK YOU FOR YOUR TIME AND SUPPORT