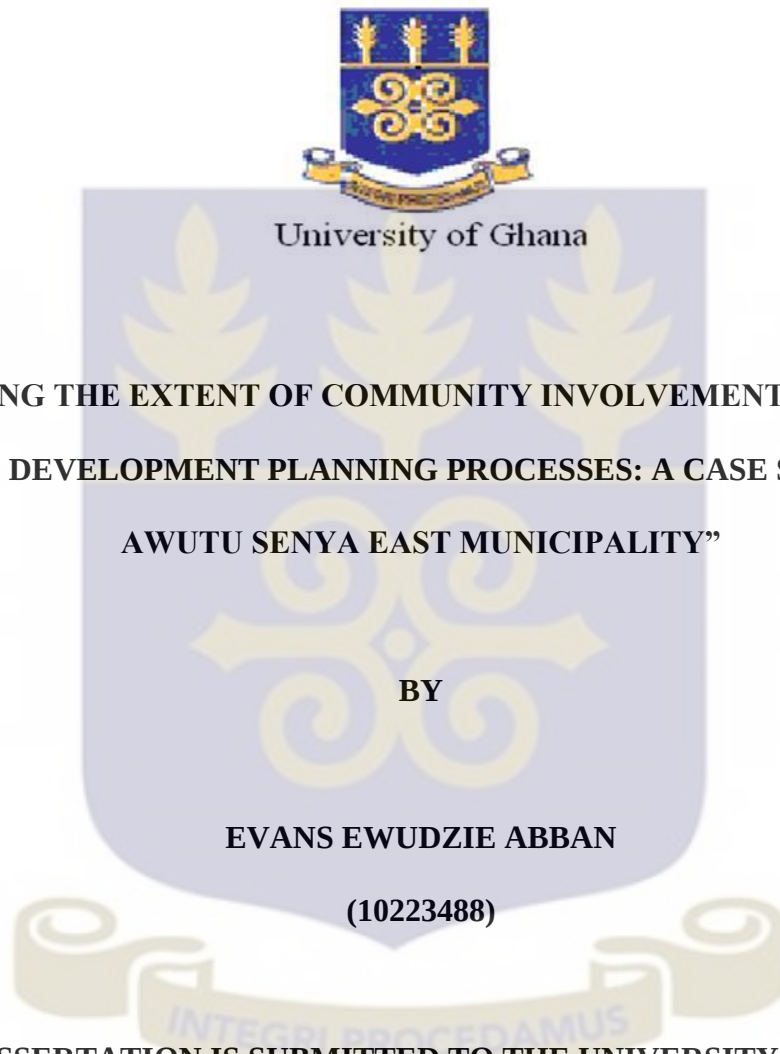


UNIVERSITY OF GHANA
INSTITUTE OF STATISTICAL, SOCIAL AND ECONOMIC RESEARCH
(ISSER)



**“ASSESSING THE EXTENT OF COMMUNITY INVOLVEMENT IN MEDIUM-
TERM DEVELOPMENT PLANNING PROCESSES: A CASE STUDY OF
AWUTU SENYA EAST MUNICIPALITY”**

BY

EVANS EWUDZIE ABBAN

(10223488)

**THIS DISSERTATION IS SUBMITTED TO THE UNIVERSITY OF GHANA,
LEGON IN PARTIAL FULFILMENT OF THE REQUIREMENT FOR THE
AWARD OF MASTER OF ARTS DEGREE IN DEVELOPMENT STUDIES**

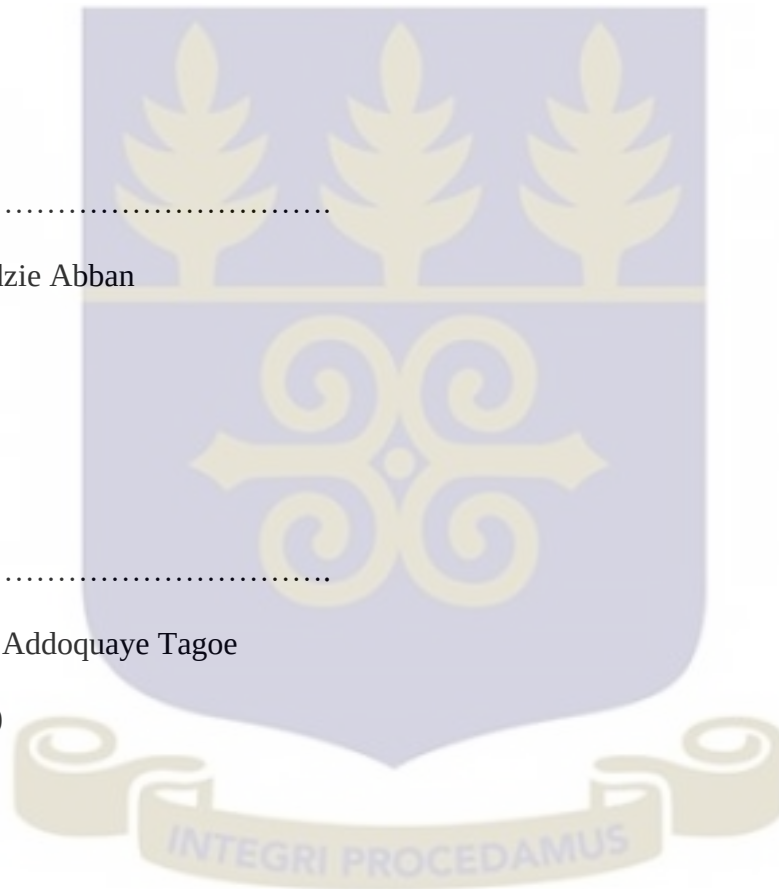
JULY, 2015

DECLARATION

I, Evans Ewudzie Abban, do hereby declare that this dissertation submitted to the University of Ghana for the Master's degree in Development Studies has not been submitted previously to any other institution. With the exception of materials used from other works which have been duly acknowledged, this study is solely mine and was conducted under the supervision of Dr. Cynthia Addoquaye Tagoe.

.....
Evans Ewudzie Abban
(Student)

.....
Dr. Cynthia Addoquaye Tagoe
(Supervisor)



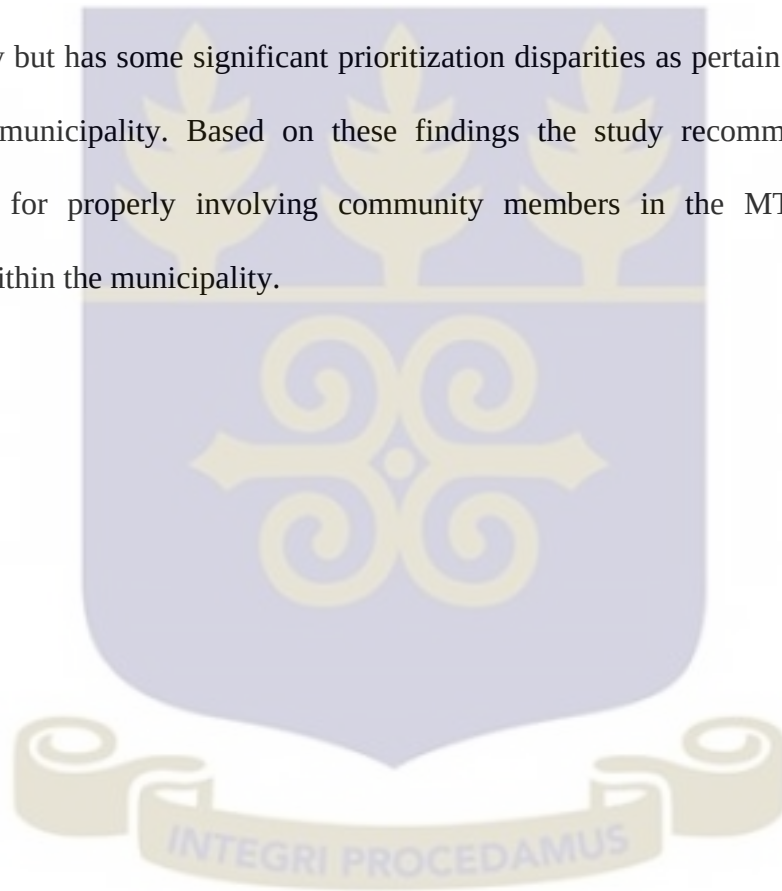
ABSTRACT

The global recognition of community participation as essential to development is an issue on which there is greater consensus in literature. More importantly, involving people in planning through consultative problem identification and designing of initiatives cannot be overemphasised. Wrongly identifying and designing such initiatives without proper community consultations, renders plans and initiatives unresponsive to community needs.

The acceptance of decentralization in general and its participatory planning approach in particular indicates that nations including Ghana have opted to move on the path which ensures that development is sustainable, by developing responsive plans guided by several regulations. Regardless of the existence of these regulations, community problems have persisted in most local government areas in Ghana, with limited enquiry on how communities are actually involved in the Medium-Term Development Plan (MTDP) preparation process which forms the basis of initiatives implemented to solve these problems.

In this light, this study focused on assessing community involvement in medium-term development planning processes in the Awutu Senya East Municipality. A mixed method approach was employed to assess community awareness of the MTDP and its preparation process, awareness of the role of community members, strategies employed by the Municipal Assembly to involve community members and the responsiveness of the 2014-2014 MTDP to community needs.

The results showed that community members within the municipality are largely ignorant of the MTDP and its preparation process and thus, participation in the process is the preserve of a few. The depth of this was evident by the general public ignorance on their roles in the MTDP processes. That notwithstanding, strategies employed by the Awutu Senya East Municipal Assembly to involve the few community members appear satisfactory but still requires attention, especially on approach used during and after the planning meetings. Consequently, the 2014-2017 MTDP generally suits the needs of the municipality but has some significant prioritization disparities as pertain to specific areas within the municipality. Based on these findings the study recommended workable alternatives for properly involving community members in the MTDP preparation processes within the municipality.



DEDICATION

I dedicate this work to the Almighty God, Mr. and Mrs. Ewudzie and Frederick Ewudzie, my ever loving brother, who have shown me more love and care than one expects from a family.



ACKNOWLEDGEMENT

I wish to express my sincere gratitude to the Lord God Almighty, who above all his goodness saved me from the June 3, 2015 national flood and fire tragedy in the course of my study. I owe my very life to you Lord, and your promise (Jeremiah 29:11) did not fail.

Secondly, I acknowledge the support of my family especially my mother, who through thick and thin provided for me. I also humbly express my profound gratitude to Dr. Cynthia Addoquaye Tagoe, who bore the pain of shaping a research novice within a very short period. I do appreciate my brothers and sisters in the Lord for their prayers which strengthened me to stay focused during the period of my study.

Lastly, it will be very ungrateful on my part not to mention Kojo Opare Essel, my best friend for his patience, encouragement and support and also my classmates especially; Don Papa Steven, Abena Acheapomaa Nyamesem, Ebenezer Quaye, Jeffrey Ahlijah and Emily Nyarko for their companionship. Wendy Boakye's support was also timely and selfless. I say the ever benevolent Lord favour you all according to His divine will.

Thank you all.

TABLE OF CONTENTS

DECLARATION	i
ABSTRACT	ii
DEDICATION	iv
ACKNOWLEDGEMENT	v
LIST OF TABLES	ix
LIST OF FIGURES	x
LIST OF ABBREVIATIONS	xi
CHAPTER ONE: INTRODUCTION	1
1.0 Background of the Study	1
1.1 Statement of the Problem	4
1.2 Research Questions	6
1.3 Research Objectives	7
1.4 Significance of the Study	7
1.5 Organisation of the Study	8
CHAPTER TWO: LITERATURE REVIEW	10
2.0 Introduction	10
2.1 Understanding Community Participation	10
2.2 Relevance of Community Participation	12
2.3 Participation Typologies	14
2.3.1 Jackson's Model of Participation	17
2.4 Strategies for Effective Participation	19
2.5 Challenges of Community Participation	21

2.6 Decentralization and Development Planning	22
2.6.1 Structure of Decentralization in Ghana	23
2.6.2 Decentralised Development Planning	24
2.6.3 Process of Decentralised Development Planning and Spaces for Participation	26
2.6.4. Role of the Municipal Planning Coordinating Unit	26
2.6.5 Role of the Municipal Assembly and Sub-District Structure Members	27
2.6.6 Participation in Public Hearing Events	28
2.7 Summary of Awutu Senya East Municipal Assembly MTDP	29
2.8 Conceptual Framework	31
2.9 Summary	34
 CHAPTER THREE: RESEARCH METHODOLOGY	 36
3.0 Introduction	36
3.1 Research Design	36
3.2 Data Sources	37
3.3 Sample Size	38
3.4 Sampling Techniques	38
3.5 Study Instruments and Data Collection Procedure	40
3.6 Data Processing and Analysis	41
3.7 Ethical Issues	42
3.8 Profile of Awutu Senya East Municipality	42
3.8.1 General Background	42
3.8.2 Location and Size	42
3.8.3 Demographic Characteristics	44

3.8.4 Political and Administrative Structure	44
3.8.5 Economy	45
3.8.6 Health	46
3.8.7 Education	46
 CHAPTER FOUR: DATA ANALYSIS	 47
4.0 Introduction	47
4.1 Socio-Demographic Characteristics of Respondents	47
4.2 Awareness of Medium-Term Development Planning	50
4.3 Community Role in Medium-Term Development Planning Process	56
4.4 Strategies for Effective Participation in MTDP Preparation Processes	61
4.4.1 Strategies Employed Prior to the Planning Meetings	61
4.4.2 Strategies Employed During the Meeting	65
4.4.3 Post Planning Interaction with Community Members	70
4.5. Responsiveness of 2014-2017 MTDP to Community Needs	71
4.5.1 Zonal Needs Variations	73
 CHAPTER FIVE: SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS	 75
5.0 Introduction	75
5.1 Main Findings	75
5.2 Conclusions	75
5.3 Recommendations	79
REFERENCES	82
APPENDICES	90

Appendix A: Survey Questionnaire for Zonal Residents	90
Appendix B: Interview Guide for Municipal Planning Coordinating Unit	105
Appendix C: Interview Guide for Key Stakeholders (Group Representatives)	108
Appendix D: List of Municipal Planning Coordinating Unit Members	110



LIST OF TABLES

Table 2.1: Summary of Some Participation Typologies and Their Orientations	17
Table 2.2: Zonal Rankings of Community Needs	30
Table 3.1: Details of Sampled Zones, Communities and Respondents	39
Table 4.1: Socio-Demographic Characteristics of Respondents	48
Table 4.2: Knowledge of MTDP Preparation Process by Sex	52
Table 4.3: Knowledge of MTDP Preparation by Age Category	53
Table 4.4: Knowledge of MTDP Preparation Process by Zonal Area	54
Table 4.5: Have You Ever Been Involved in the MTDP Preparation Process?	55
Table 4.6: Respondents' Perception on the Information about MDTP	55
Table 4.7: Reasons for Not Participating in MTDP Preparation Process	60
Table 4.8: Zonal Council Diagnostic Meeting Days	65
Table 4.9: Comparative Analysis of Variations in Community Needs	74



LIST OF FIGURES

Figure 2.1: Arnstein's Ladder of Citizen Participation	15
Figure 2.2: Local Government Structure in Ghana	24
Figure 2.3: Conceptual Framework	33
Figure 3.1: Map of Awutu Senya East Municipality	43
Figure 3.2: Local Government Structure in Awutu Senya East Municipal	45
Figure 4.1: Community Knowledge of MTDP and its Preparation Process	51
Figure 4.2: Did You Know Your Role before the MTDP Meeting?	57
Figure 4.3: Respondents' Rating of Education on MDTP Preparation Processes	58
Figure 4.4: Respondents' Ratings of Strategies Employed Prior to MTDP Preparation Meetings	62
Figure 4.5: Means of Invitation to MTDP Meetings	63
Figure 4.6: Respondents' Ratings of Language Used during MTDP Meetings	65
Figure 4.7: Respondents' Perception of Diversity of Stakeholders Present During MTDP Preparation Meetings	67
Figure 4.8: Gender Pattern of Community Participation at Zonal Council MTDP Meetings	68
Figure 4.9: Respondents' Rating on Opportunity to Contribute to Discussions In MTDP Preparation Process	69
Figure 4.10: Respondents' Interaction on MTDP after Final Public Hearing	70
Figure 4.11 General Community Needs of Selected Zonal Council Areas	72

LIST OF ABBREVIATIONS

ASEMA	Awutu Senya East Municipal Assembly
GPRS I	Ghana Poverty Reduction Strategy
GPRS II	Growth and Poverty Reduction Strategy
GSGDA	Ghana Shared Growth and Development Agenda
IAP2	International Association for Public Participation
MDGs	Millennium Development Goals
MMDAs	Metropolitan, Municipal and District Assemblies
MMTDP	Municipal Medium-Term Development Plan
MPCU	Municipal Planning Coordinating Unit
MTD	Medium-Term Development
MTDP	Medium-Term Development Plan
NDPC	National Development Planning Commission
PNDC	Provisional National Defence Council
RCC	Regional Coordinating Council
RPCU	Regional Planning Coordinating Unit
SDGs	Sustainable Development Goals
UN	United Nations
UNDP	United Nations Development Programme

CHAPTER ONE

INTRODUCTION

1.0 Background to the Study

The global pursuit of development has produced great insight in pathways of ensuring better living standards for all people, with particular focus on the poor and marginalised over the years. This is evident in the Millennium Development Goals (MDGs), which have been the fulcrum of most development initiatives in most parts of the world since the year 2000 (Todaro and Smith, 2012). As this global development agenda ebbs to an end in 2015, the post MDGs agenda for development-Sustainable Development Goals (SDGs) - further underscore the worldwide desire and commitment to improving living conditions (UNDP, 2014).

In the preparatory stages of these new global development objectives, notable cross-cutting issues identified in the consultation processes were people's quest for participation, inclusion, capacity building and building partnerships. As expressed in the United Nations Development Group publication *"Delivering the Post 2015 Development Agenda: Opportunities at the National and Local levels"*, people's quest for participation opportunities and inclusion were aptly captured as an important element demanded by all stakeholders and hence reckoned as the "most important signal" that people are sending (UNDP, 2014:2). Issues of participation and inclusion are therefore necessary if sustainable development as expected by this new global agenda will be achieved (Kumar, 2002)

Essentially, participation in development processes is not wholly new but inherent in diverse cultures, prior to the contemporary hype (Mansouri and Rao, 2013). Its

desirability has therefore attracted multi-disciplinary interest, resulting in several studies at the international, national and local levels (Mulwa, 2008). In effect, it has attracted a lot of terms in most development discourses. Notable among them are community participation, citizen participation, people's participation, public participation and popular participation (Amponsah and Boafo-Arthur, 2003; Mansouri and Rao, 2013; Garau, 2012). But all underscore the relevance of involving beneficiaries in development processes especially during the design and implementation of development initiatives. So, James Wolfensohn's (Former President of the World Bank) assertion in his 1998 annual meeting speech that "participation matters—not only as a means of improving development effectiveness, as we know from our recent studies—but as the key to long-term sustainability and leverage" still resonates (Aycrigg, 1998:1).

In the 1970s and 1980s, decentralization was massively advocated particularly in Africa due to the strong attribution of the centralised planning system failure to limited involvement of the public (Ayee and Amponsah, 2003; Khwaja, 2004). The recognition and acceptance of community participation in development and planning in particular is further underscored by the legalities and explicit decentralization mechanisms adopted by various developing countries to ensure and encourage participation (Sanyare, 2013). In effect, community participation is entrenched deliberately by designed legal frameworks in many developing nations to ensure it is not overlooked and the case of Ghana is not different.

Chapter Twenty (20) of Ghana's 1992 Constitution, requires that residents of particular local government areas should be given the opportunity to participate in development processes. The Constitution further indicates vividly that the sovereignty of the nation

resides in Ghanaians and hence all development initiatives must be participatory to improve their welfare (Constitution of Ghana, 1992). Other specific regulations, directives and guidelines exist to ensure community participation in the planning and implementation of development projects and programmes in Ghana (Ahwoi, 2010).

The National Development Planning Commission (NDPC) is the institution mandated to coordinate and guide planning at all levels as specified by the National Development Planning Act and Local Government Act (Act 480 and 462) (Yankson, 2000; Ahwoi, 2010). Accordingly, these Acts mandate Metropolitan, Municipal and District Assemblies (MMDAs) to prepare Medium-Term Development Plans (MTDPs) by consulting local community members to ensure the needs and aspirations of communities are well captured, prioritised and implemented to improve their welfare. Additionally, a specific guideline on developing the MTDPs -which guides development in MMDAs - is provided by the NDPC periodically before the commencement of the preparation process. This specific guideline details the various processes and spaces for community participation in the MTDP preparation process (Maple Consult, 2010; NDPC, 2013).

The benefits of decentralised development planning as envisioned per the Medium-Term Development (MTD) planning, with its participatory nature are well-captured in literature (Ayee and Amponsah, 2003). Lisk (1985) asserts aptly that the real impact of participation for sustainable development can be achieved in the planning system. Ayee (2003) similarly noted that involving communities in development planning enhances project design. Community participation is also noted to develop the potential of the local people to make appropriate decisions which affect their own lives by ensuring proper identification and prioritization of community needs, and how these needs can be

adequately provided (Olujimi and Egunjobi, 1991). Meaningful community participation also aids poverty targeting, builds social capital, increases demand for good governance and ensures that local knowledge and preferences are duly incorporated in the decision-making processes of governments and private sector (Mansouri and Rao, 2013). Consequently, service delivery is effective, right beneficiaries are targeted and scarce public resources are equitably distributed and optimally used.

Since 1997 when the first MTDP guideline amidst several other regulations was issued to ensure community participation in development planning, the reality is dicey as community problems still persists (Botchie, 2000). It is therefore necessary to understand the MTDP and the extent to which community members are actually involved in its preparation process. This forms the basis of this study.

1.1 Statement of the Problem

Globally, participation in development planning processes as depicted by several typologies developed by scholars, show levels of community participation which are unlikely to yield the desired results (Arnstein, 1969; Connor 1988). This was noted as the major deficiency of the centralised planning especially in developing countries (Yankson, 2000; Khwaja, 2004). Though Sanyare (2013) noted that most aid-dependent developing nations adopted decentralised systems due to pressure from donor partners, the response of Ghana to this massive acceptance of decentralization differs (Tandoh-Offin, 2013). As noted by Tandoh-Offin (2013), decentralised planning in Ghana was intended to avoid the negatives of the centralised planning system which led to implementation of plans without prior consideration of its viability and rigidity. Thus, centralised plans failed to

adequately reflect the needs of the local people because they were not involved (Ayee, 2000).

The success of the decentralised planning system depends largely on the partnership between institution mandated to facilitate the process and community members (Blair, 2004). Hence most decentralised development planning systems are deliberately designed and backed with regulations and guidelines to ensure such partnerships in planning and implementation of development programmes and projects (Sanyare, 2013). The expectation is that the extensive legal provisions and directives will clearly serve as way of facilitating local community involvement to avoid any disconnection between community needs and initiatives aimed at improving people's welfare.

The persistent and perennial development challenges in local government areas including the Awutu Senya East Municipality cast some doubts on whether community members were actually involved in the planning process. Though specific regulations and explicit provision of guidelines to ensure community participation in the medium-term development planning process exist in Ghana, the reality is complex as the actual extent of involvement in the planning process is not enough (Yankson, 2000; Ofei-Aboagye, 2011; Addoquaye Tagoe, 2012). The extent of community members' awareness of provisions for their participation is doubtful, while the strategies and techniques aimed at inducing participation are highly cosmetic (Kenny, 1997). Ayee & Amponsah (2003) commented for instance that generally, there is lack of information on District Assemblies activities and mandates, especially on their projects and programmes. The perennial and persistent problems seem to suggest the non-responsiveness of plans to improving living standards of people (ASEMA, 2014).

Additionally, the problems of the Awutu Senya East Municipality are increasing, due in part to its strategic location to the capital city of Ghana and vibrant market activities as expressed in the name of the capital Kasoa (which means “market” in the Hausa language). It continues to experience high population increase through spill over populations from the capital and the vibrant market activity which offers hope for migrants, making proper planning imperative. In line with the emerging recognition of peri-urban centres as engines of growth and hope for the poor, this reality can only be realised when developed plans are responsive to the needs of current and future inhabitants (Owusu, 2013).

However, there is little research specifically on the processes of how MTDPs are developed in Ghana and particularly on the involvement of communities in the preparation of Medium-Term Development Plans. Consequently, poor sanitation, lack of potable drinking water, poor security and lighting, poor land use and poor road networks have plagued the municipality for years. It is therefore necessary to consider the extent of community involvement in MTDP preparation process, particularly in the face of increasing developmental challenges associated with rapid urbanization.

1.2 Research Questions

The main research question borders on the extent to which the people in the Awutu Senya East Municipality are involved in the processes towards the preparation of the Municipal Medium-Term Development Plan. Specifically, this study seeks to answer the following questions:

- What knowledge do community members have about the medium-term development plan and its preparation processes in Awutu Senya East Municipality?
- What level of education do community members have about their roles in the preparation of the MTDP within Awutu Senya East Municipality?
- What strategies are employed by the Municipal Assembly to ensure meaningful participation in the Awutu Senya East Municipality?
- How responsive is the Awutu Senya East Municipality's 2014 – 2017 MTDP to community needs?

1.3 Research Objectives

The main purpose of the study is to ascertain the extent of community involvement in the MTDP process. Specifically, the study sought to:

- ascertain community awareness of the MTDP and its preparation process in the Awutu Senya East Municipality,
- discover community members' education on their roles with respect to the medium-term development planning process in Awutu Senya East Municipality,
- assess the implementation of the strategies outlined in the guideline by the Municipal Assembly to ensure community participation in the planning process in the Awutu Senya East Municipality and
- ascertain the responsiveness of the 2014-2017 MTDP to community needs in the Awutu Senya East Municipality.

1.4 Significance of the Study

Community participation in development initiatives is necessary for numerous reasons, particularly sustainability (Aycrigg, 1998). This is evident by the adoption of the decentralised system to ensure decisions are made by the very people who are affected and this underscores importance of this study.

Essentially, the study will contribute to existing academic knowledge of community involvement in initiating programmes and projects which affects their welfare. It will also be beneficial to policy discussions and make recommendations which will boost the implementation of the National Development Planning Commission provisions for effective community participation in development planning processes.

Additionally, it will be beneficial to the Awutu Senya East Municipal Assembly, by recommending workable alternative strategies which can be adopted to encourage quality community participation in the development planning process.

1.5 Organisation of Study

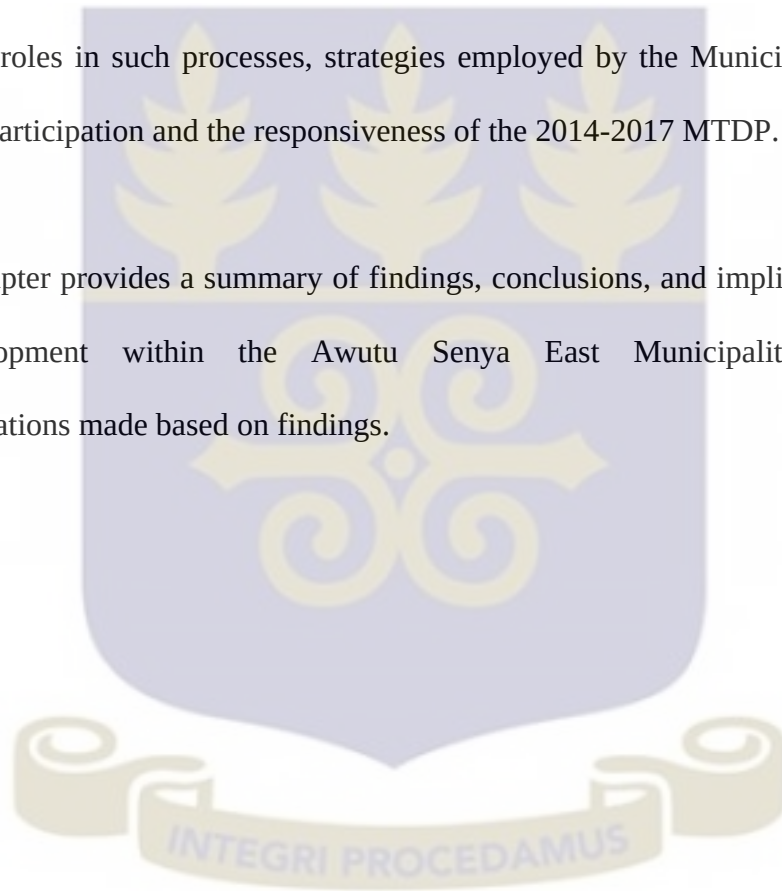
The study is organised into five chapters. Chapter One offers a background of the study, the problem statement, the objectives of the study and how it has been organised.

Chapter Two entails a brief theoretical base and components of meaningful participation in development planning processes. A brief account on the tenets of decentralised planning in Ghana including spaces for community participation are discussed with highlights of the 2014-2017 Awutu Senya East Municipal Assembly MTDP. The chapter also covers the conceptual framework for the study.

Chapter Three has two sections, focusing first on the details of how the whole research was conducted. It includes the design, instruments and mode by which respondents were selected and how the data was managed. The second section entails a brief profile of the Awutu Senya East Municipality where the study was conducted.

Chapter Four covers the findings of the research. This chapter discusses community knowledge of the medium-term development planning processes, education on community roles in such processes, strategies employed by the Municipal Assembly to encourage participation and the responsiveness of the 2014-2017 MTDP.

The last chapter provides a summary of findings, conclusions, and implication for policy and development within the Awutu Senya East Municipality, with some recommendations made based on findings.



CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

This chapter reviews the existing relevant literature on participation and decentralised development planning. It is organised in two main sections. The first section broadly discusses the perception of participation and the theoretical basis offered for understanding meaningful participation. It also presents the relevance and challenges of participation while highlighting the strategies that ensure effective participation. The second section focuses primarily on the decentralised development planning as pertains to Ghana in terms of structure, process and the roles of stakeholders. It also includes a brief review of Awutu Senya East Municipal Assembly's 2014-2017 MTDP and the conceptual framework.

2.1 Understanding Community Participation

Community participation in diverse societal processes and programmes has been highly investigated globally and recognised as a sustainable development strategy (UNDP, 2014; Mansouri and Rao, 2013). Yet, its definition is highly contested in literature, as both community and participation are contested terms (De Souza, 2011).

Amidst such contestations, Hillery (1955) defined a community as a group of people who share common interests, interact and live in a common place. Similarly, De Souza (2011) argues that in the traditional sense, communities are characterised by similar culture, language, geography and legal systems. But De Wit (2003) contends that this is not always the case as no community has a harmonious and homogenous set of people. He posits that the poor and rich though may reside in the same area, actually live in different

worlds as per their experiences. In this regard, community as used in this study implies a group of people who share common interests, interact and live in a common place with their diverse homogeneous and heterogeneous characteristics (De Souza, 2011; De Wit, 2003).

Participation is also described by the United Nations as a means in which all members of a community make opportunities, contribute, influence and share equally (United Nations 1981 in Varkal, 2010). The World Bank also defines community participation as “a process through which stakeholders’ influence and share control over development initiatives, decisions and resources that affect them” (World Bank, 1994:1).

In these and several definitions, there is some implicit assumption of an existing capacity of community members to influence decisions which concerns them (World Bank, 2001; Aycrigg, 1998). However, Brager et al. (1987) noted the relevance of the capacity of participants prior to participation. They therefore posit that participation should be defined as a way of educating people and building their capacity as a means of aiding them to influence decisions which affect their lives and also transfer political power to the grassroots. Augur (1945) consents to this view and asserts that this produces an awakened public.

Regardless of this, there is consensus to a greater extent that participation is a developmental prerequisite and must of necessity be a process and not a one-off activity (Edgerton et al., 2000; Paul, 1987). Considering these contentions and similarities of both terms, community participation as used in this study refers to the involvement of informed persons (with their inherent homogeneous and heterogonous traits) living in a

geographical defined area in the initiation of development initiatives aimed at improving their well-being.

2.2 Relevance of Community Participation

Different authors in different ways establish the importance of community participation. Mathur (1986) argues that the essence of participation is primarily to develop the potential of people to make informed development decision and actions. Lisk (1985) contends that the real impact of participation can be achieved in the planning system. In a much broader sense, participation maximises efficiency, effectiveness, self-reliance and sustainability of projects (Mpolokeng, 2003). Accounts from a study in Rufiji District (Tanzania) mirror the benefits, as intentional involvement of community members substantially improved road networks, education infrastructure, health infrastructure and livelihood trainings for youth (Wema, 2000).

Thomas (1995) accounts that proper evaluation of community needs, conditions and attitudes are critical to the success or failure of development projects and programmes and this can be properly achieved through participation. Olujimi and Egunjobi (1991) similarly argue that community participation leads to clear identification of what a community really needs and how it can be provided, resulting in community acceptance for projects and programme. Oakley (1991) further consents that such information flow minimises the possibility of conflicts and waste of scarce resources. The case of the Tanzania Social Action Fund initiative evidentially supports this fact. Due to this project's demand of thorough community involvement in planning, implementation and monitoring of initiatives, Wema (2000) observed that it provided the opportunity for residents to choose projects which were "most beneficial" to them (Wema, 2000:33).

Consequently, accessibility was improved due to construction of roads linking remote village production to market places, improved school education and health infrastructure through construction of new primary and secondary school blocks and health dispensaries.

Paul (1987) also shares the view that participation improves service delivery by promoting cooperation, building consensus and interactions between project beneficiaries and implementing agencies by reducing delays and minimizing costs. Thus, community participation serves as a catalyst for further development and inculcating the sense of civic responsibility (Golooba-Mutebi, 2004).

Project outcomes can effectively meet the specific needs and constraints of communities when local knowledge, skill and resources are incorporated. Paul (1987) refers to this as co-production, such that the required needs are provided in collaboration with beneficiaries (Paul, 1987; Oakley, 1991). This view is succinctly articulated by Salmen (1987) who posited that the well-being of people can be effectively achieved when beneficiary views are duly incorporated in the period of planning initiatives and intervention. Thomas (1995) also argues that in many instances, community participation is motivated by acceptance that it is a prerequisite to successful implementation.

In-depth community participation serves as learning process which builds local capacity. This is because informed and involved community members become experts, who progressively understand technical difficult situations and holistically initiate actions to solve such problems (Thomas, 1995). On the other hand, it educates local authorities in community positions on issues (Thomas, 1995). Thus, purposeful community

participation in initiating and implementing development programmes and projects is highly beneficial.

2.3 Participation Typologies

Several postulates depicting the extent of participation in development processes including planning of programmes and projects exist in literature and serve as useful reference points for understanding the extent of participation (Garau, 2012; Cornwall, 2008). One of the earliest and widely known is Sherry Arnstein's (1969) ladder of participation.

Arnstein's ladder of participation is considered particularly important for its clear presentation of different levels of participation based on eight (8) hierarchical rungs of a ladder, by depicting significantly the extent of community non-participation to full participation as shown in Figure 2.1 (Arnstein, 1969)

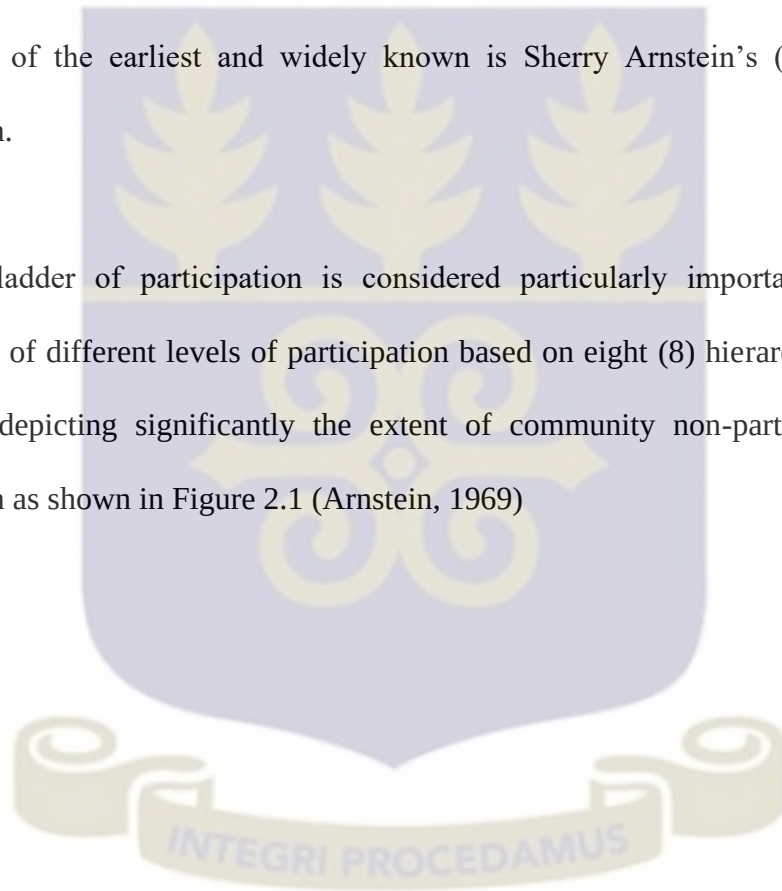
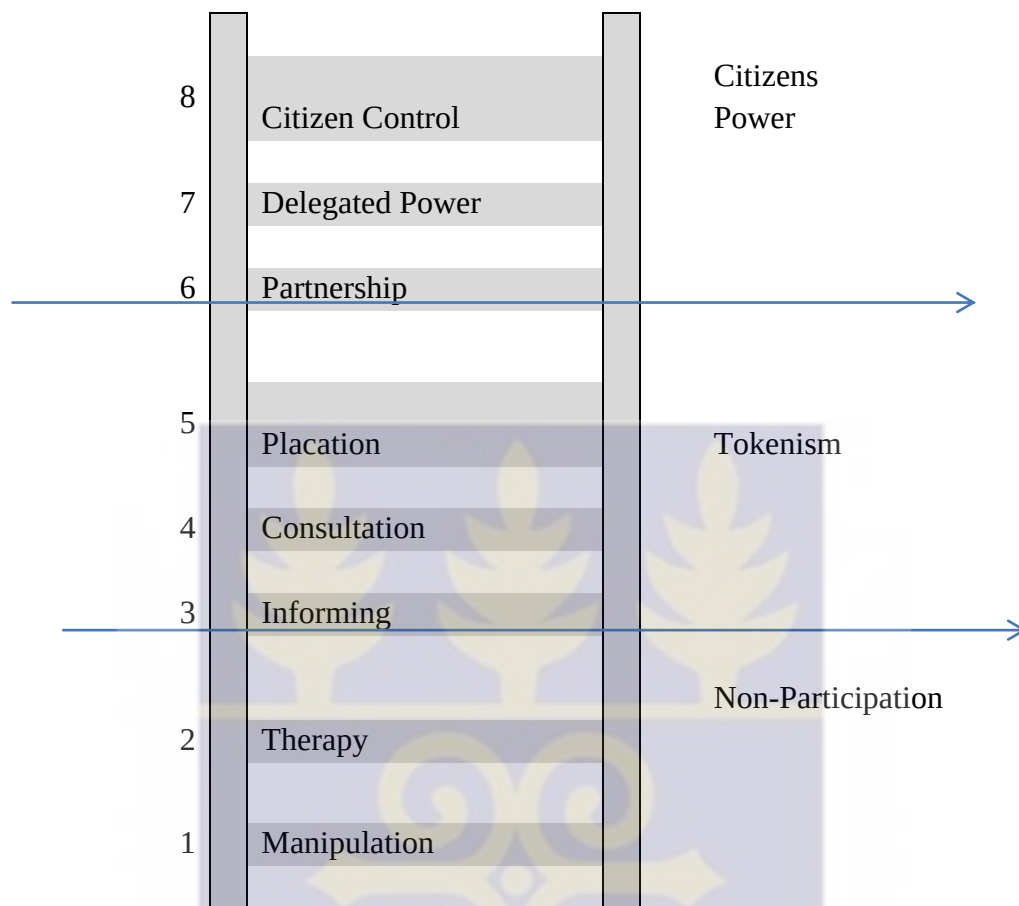


Figure 2.1: Arnstein's Ladder of Citizen Participation



Source: Arnstein (1969)

The bottom rungs of Arnstein's ladder as illustrated in Figure 2.1 are (1) Manipulation and (2) Therapy, described categorically as levels of "non-participation" but exist as substitutes for genuine participation. At these levels, the intention is not to encourage people to participate in planning of community initiatives and projects since power holders control all the decision-making process decisions and participants play passive roles (Arnstein, 1969; Cornwall, 2008).

Arnstein (1969) further argues that Rungs 3, 4 and 5 (informing, consultation and placation respectively) are tokenistic, in that people do not have much influence on the decisions which are made. Comparatively, these levels offer people some opportunity to

voice their concerns. (Arnstein, 1969; Varkal, 2010). Varkal (2010) argues that if participation is limited to these levels, there is no proper involvement as participants' views are not guaranteed to be included in the final decisions made.

Arnstein's (1969) ladder recognises full participation at the top of the ladder, categorised as citizen power, where community members have power to influence the decisions made. She argues that people enter into partnerships which give them the power to deliberate and engage with local authorities, as denoted by (7) Delegated Power and (8) Citizen Control (Arnstein, 1969)

Despite the contemporary relevance of Arnstein's work, there are some limitations. The levels as depicted by the rungs show very broad categories and within each category, there could be a wide range of experiences. For instance, at the informing level, the type, quality and timing of information provided are highly significant. Connor (1988) further argues that citizens' power as expressed by Arnstein's (1969) rungs is not clearly and visibly distributed, and does not show any logical progression from one level to the other.

Several other typologies have been developed after Arnstein's (1969) ladder by researchers, to reveal what meaningful participation should connote (Connor 1988; Wiedemann and Femer, 1993; Wilcox, 1994; Dorsey et al., 1994; Jackson, 2001 & Garau, 2012). These typologies are based on some specific orientations and are often labelled forms, levels, matrix and spectrums of participation. Such leanings seemingly portray different objectives in relation to participation hence no particular typology is sufficiently comprehensive. However, depending on the particular objectives, one can adopt a relatively fit typology. The study does not seek per its objectives to focus on

general descriptions and critiques of these typologies. A brief summary of some of these typologies are as shown in Table 2.1 (Schlossberg and Shufford, 2005).

Table 2.1: Summary of Some Participation Typologies and Their Orientations

<i>Author</i>	<i>Orientation</i>	<i>Spectrum</i>
Arnstein	Power orientation	Manipulation → Citizen control
Wiedemann and Femer	Administrative orientation	Education → joint decision making
Conner	Conflict resolution	Education → prevention
Dorcey et al.	Planning process	Inform → on-going participation

Source: Schlossberg and Shufford, 2005

Among these typologies, the model offered by Dorcey et al. (1994) is more closely linked to participation in planning processes (Cowan, 2013). A related offshoot of the participation in planning typology, developed based on Dorcey et al. (1994) typology is Jackson's (2001) stages of public involvement which is adapted for this study.

2.3.1 Jackson's Model of Participation

This model consists of five stages of involvement, preceded by stakeholder identification and analysis. The five stages are informing, public education, testing reactions, seeking ideas and alternative solutions and seeking consensus (Jackson, 2001).

The Informing stage involves creating awareness to generate stakeholders' interest in the process. This requires the use of appropriate strategies to reach all stakeholders (Jackson, 2001). Inappropriate publicity strategies are likely to result in low interest, disappointment due to low participation, waste of resources and waste of time (Varkal,

2010). But Jackson (2001) further asserts that this is appropriate for instances of introducing new projects or initiatives and keeping all stakeholders updated on processes (Jackson, 2001; Schlossberg and Shufford, 2005; Varkal, 2010). Ayee and Amponsah (2003) account that lack of information makes community members hesitate and indifferent to participation processes.

The public education assumes that the public are aware of the process but require certain background information to make informed decisions or choices. Essentially, it is aimed at building the capacity of stakeholders to make informed decisions. Varkal (2010) aptly posits that the informing and education levels require creativity and innovation to reach all groups of stakeholders

Jackson's (2001) testing reactions stage involves ensuring that the informed participants reflect adequate representations of various stakeholder groups for sourcing relevant information. This ensures right decisions are made, especially when alternatives choices exists that require some trade-offs, thus tests the reaction of stakeholders to ideas. This level is therefore necessary for deliberations on the objectives especially prioritization (Jackson, 2001; Schlossberg and Shufford, 2005; Varkal 2010)

The stage of seeking ideas also encompasses the need for some technical backing, by experts. According to Varkal (2010) this level involves a more open-ended interaction than mere testing of reactions hence differs in terms of the expertise required (Jackson, 2001; Schlossberg and Shufford, 2005, Varkal 2010)

The final level (seeking consensus stage) is conceived by Jackson as periods when stakeholders are well informed, highly committed, believe in the process and are ready to share information based on trust. Essentially, it entails collaborative efforts targeted at assisting mandated authorities to provide the necessary solutions to problems. So, people do not defend sides but collaborate to find solutions (Jackson, 2001; Schlossberg and Shufford, 2005, Varkal 2010). Though this typology overlooks an obvious fact of power relations among planning stakeholders, it is the best fit for this study due to its overt planning orientation.

2.4 Strategies for Effective Participation

A significant aspect of the participation discourse that researchers have enquired into has to do with the strategies that are employed to ensure that participation achieves its intended purpose (Blair, 2004; Burroughs, 1999). Blair (2004) for instance posits that this is necessary due to some sensitive and critical issues such as stakeholder identification, proper timing of the participation event, informing participants on issues, problems and opportunities as well as mobilizing resources for the actual participation events. Institutional barriers are deemed to put-off possible participants who may regard the local administrative systems as being complex (Burroughs, 1999; Blair, 2004). In a study of the local decentralised development in Romania, Badea (2005) found that only 20 percent of residents knew about the activities of the local councils (decentralised development body) and close to half of the respondents (46%) indicated that they were not familiar with any activity organised by any local council. Accordingly, he concluded that *“this lack of information is doubled by the feeling that the common people have nothing to do with the decision-making process and can by no means influence the direction their community follows”* (Badea, 2005:39).

However, when a Neighbourhood Consultative Council approach which was intentional to reach and involve community members were adopted from Mullhouse – a town with which Timisoara had some social contact in France - in 2003, community avenues for participation were enhanced as they served as linkages between the municipal authority and residents (Badea, 2005). This emphasises that community participation in planning processes must be purposely designed, and its success critically hinges on collaboration with other civic organisations and lessons of best practices in other countries.

Participation strategies can therefore make or mar the participation process and must be carefully and sensitively selected (Burroughs 1999). Burroughs (1999) succinctly commented that facilitators must appropriately match participation strategies to the aim and nature of the issues considered (Burroughs, 1999). To this end, the literature shows diverse approaches which can be broadly categorised into traditional and modern (Cowan, 2013). The reality of this case is evident by International Institute for Environment and Development (2004) study conducted in South Africa. A supposed proactive integrated development planning approach was pursued by South Africa, with massive restructuring of local authorities and demanded preparation of a five-year integrated development plans coupled with the establishment of Ward Committees as a mechanism for ensuring community involvement. Unlike the Timisoara Neighbourhood Consultative Council in Romania, International Institute for Environment and Development (2004) found that only a single workshop platform was provided even after the massive restructuring. Consequently, the process remained ineffective (International Institute for Environment and Development, 2004).

In view of these happenings, Cowan's (2013) commentary which categorised public meetings, surveys, visioning exercises, open houses, focus group discussions and workshops as traditional methods which have been used globally over the years can be upheld. It is however worthy to note as that recent technological developments have resulted in proliferation of information and communication technologies (ICT) gadgets and relatively cheap internet access (Cowan, 2013). Although it is mostly used to disseminate information, its utilization as an avenue by local government institutions is rare but such strategies can complement the traditional methods. In all, participation strategies are evolving progressively alongside the dynamic nature of societies and requires the use of both interactive and collaborative methods (Cowan, 2013; Burroughs, 1999; Blair, 2004)

2.5 Challenges of Community Participation

In as much as participation is highly beneficial in decentralised planning processes, it is not a magic bullet. It has some limitations and may not be proper for all situations (Khwaja, 2004). Khwaja (2004) for instance in a study conducted in Northern Pakistan found that the limitations of participation are reflected in instances where participants have conflicting positions and decisions have to be democratically made. This requires proper facilitation to ensure it does not serve as a disincentive for minority groups. This may be further exacerbated by the existence of different interest groups with diverse needs though resources to address these needs are limited. In effect, if it is not properly managed, it might result in conflicts.

The study further found that community participation is good for making decisions which are non-technical in nature than technical. In effect he concluded that community

participation becomes burdensome when it is perceived as a cure-all pill for sustainable development. This is because technical decisions require expertise which may be beyond participants (Khwaja, 2004).

Aguillar (1988) also noted by his study in Mexico that participation processes mostly fail to involve and motivate majority of people in particular local areas, by being biased towards the educated, politically aware individuals and the middle class. Aguillar (1988) further concluded that distance from settlements to the point where the participation event takes place also affects people's willingness to participate in the planning processes.

The cost of participatory planning is another challenging factor (Dorcey et al., 1994; Mansouri and Rao, 2013). This is mostly reflected in terms of financial inputs required for the main participation events and its time-consuming nature.

2.6. Decentralization and Development Planning

Globally, many nations adopted decentralization as a means to making life better for its citizens in recognition of the trending arguments that efficiency and effectiveness can be achieved by involving communities in decision making processes (Mkpolokeng, 2003; Mansouri and Rao, 2013). To this end, most efforts aimed at improving decentralised processes are usually based on the assumption that local governance will be more responsive to the needs of the communities (Ahwoi, 2010).

In Ghana, Metropolitan, Municipal and District Assemblies as decentralised institutions reflect such expectations. In literature, one can be easily confused by related decentralization terms such as de-concentration, delegation, and devolution and their

general contestations and agreement but this is not the focus of this study. However, it is necessary to mention that Ghana's Public Administration reforms from the early 1980s shows an approach of decentralization with variations of devolution, de-concentration and delegation of power (Ahwoi, 2010).

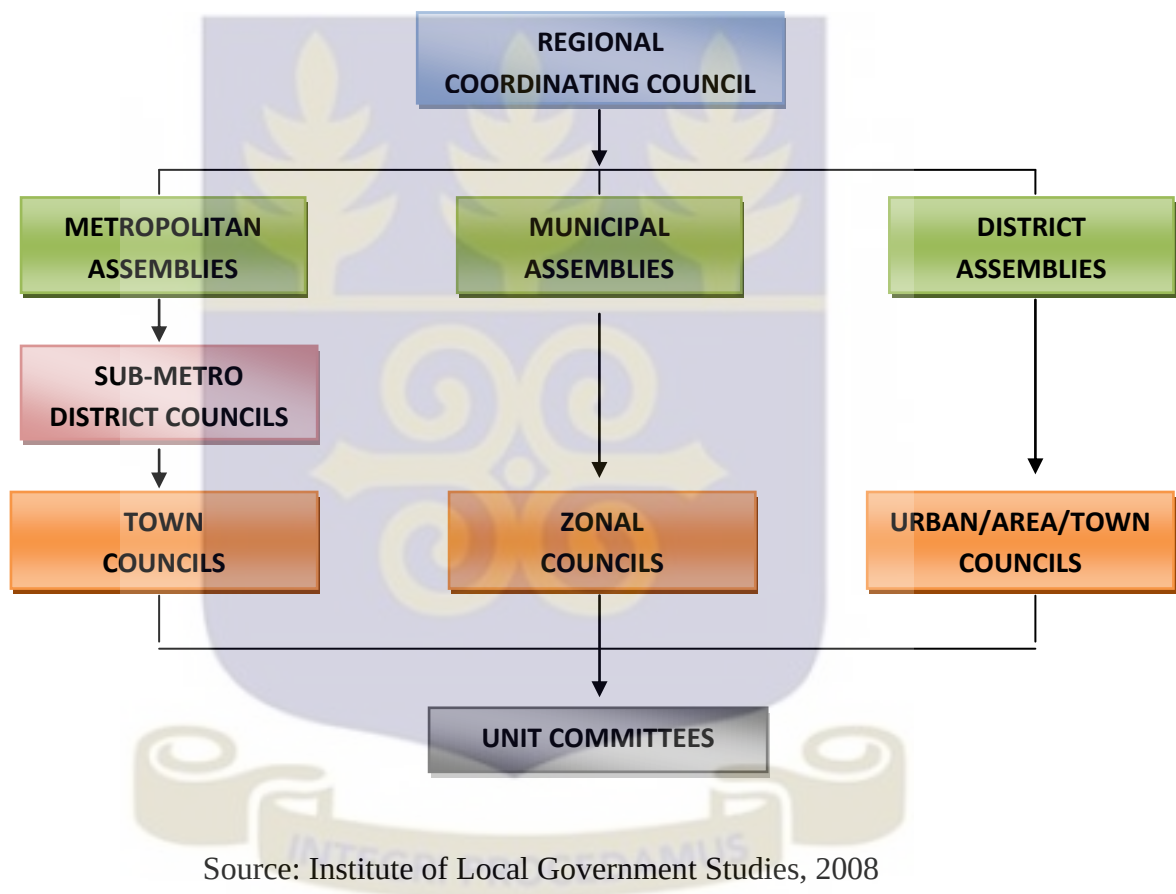
2.6.1 Structure of Decentralization in Ghana

The 1992 Constitution clearly outlines the decentralization system, with Article 35 (6) emphasizing the purpose as, enhancing democracy by decentralising the administrative and financial activities of government to the regional and district levels. By way of providing specific guidelines in accordance with the constitution, the Local Government Act, 1993 (Act 462) was enacted with other legislations which include; Local Government (Urban, Zonal and Town Councils and Unit Committees) Establishment Instrument of 1994 (L.I. 1589), Civil Service Law of 1993 (PNDC Law 327), District Assemblies Common Fund Act of 2003 (Act 455), National Development Planning (System) Act of 1994 (Act 480) and the Local Government Service Act of 2003 (Act 656) (Ahwoi, 2010; Maple Consult, 2010; Mpare, 2007; Mpere, 2012).

Generally, the local government structure as per these regulations for planning and public administration has three levels as shown in Figure 2.2: regional, district and sub-district level institutions (Botchie, 2000; Mpare, 2007; Maple Consult, 2010). Regional Coordinating Councils are tasked with coordination, harmonization, monitoring and evaluation of the activities of Metropolitan, Municipal and District Assemblies at the regional level. As per the Local Government Act, 1993 (Act, 462), Metropolitan, Municipal and District Assemblies (MMDAs) are also politically vested with, legislative, development planning and implementation responsibilities. The sub-structures at

metropolitan, municipal and district levels like the sub metro district councils, urban councils, zonal councils, town councils, area councils are also to perform supporting local community and grassroots planning and management functions within the particular local government areas where they are located (Maple Consult, 2010; Asante et al., 2014).

Figure 2.2: Local Government Structure in Ghana



2.6.2 Decentralised Development Planning

Historically, development planning in Ghana can be traced from the early 1920s when the first Ten-Year Development Plan (1920-1930) was developed during the colonial era of Governor, Sir Gordon Guggisberg. This has continued after independence with an initial 7-Year Development Plan (1963-1970) during the period of Nkrumah's leadership.

Between 1940 and 1960, more than ten plans were prepared by Government bureaucrats with highly centralised processes hence limited the broad participation of stakeholders and beneficiaries (Tandoh-Offin, 2013; GSGDA, 2010). The explicit requirement of community participation in development frameworks and decentralised development planning processes shows the extent to which Ghana extols participation in recent times (GPRS I 2003-2005; GPRS II 2006-2009; GSGDA I & II, 2009-2015).

The National Development Planning (System) Act of 1994, Act 480 mandates the National Development Planning Commission (NDPC) as national body for the coordination of the decentralised planning system. Accordingly, Act 479 and 480 of National Development Planning (System) Act makes NDPC responsible for preparation of the national development plans. The NDPC also provides guidelines to MDAs and MMDAs for the preparation of sector plans and Municipal Medium-Term Development Plans (MTDPs) respectively (Agyemang, 2010; Maple Consult, 2010). Specifically, Section 1 of the National Development Planning (System) Act 1994 (Act 480) deals with Metropolitan, Municipal and District Assemblies (MMDAs) in terms of guidelines with the aim of providing focus and direction on development priorities of the nation. The guidelines also “facilitate harmonisation and rationalisation of development programmes, projects and activities initiated from the community, district and national levels” (NDPC, 2013: i)

Act 480 also makes provision for the establishment and membership of Municipal Planning Coordinating Units (MPCUs) and the Regional Planning Coordinating Units (RPCUs) with roles and responsibilities. Primarily, these legislations and guidelines aim

at widening participation in the decision-making processes, particularly planning, at all levels of society (NDPC, 2013; Maple Consult, 2010)

2.6.3 Process of Decentralised Development Planning and Spaces for Participation

Essentially, development planning process at district level is expected to commence with awareness creation and public education, followed by the identification of problems and determination of the needs and aspiration from the unit committee level through the Urban/Area/Zonal Council to the MMDAs. It is also expected that this will be done in strong collaboration with the sub-district structure of the Assembly (NDPC, 2013). The plans from the sub-district structures together with the plans of the decentralised departments and functional agencies are thereafter synthesised (Agyemang, 2010; Maple Consult, 2010). In all, spaces for community participation include the appraisal (review of previous plan) phase, planning workshops (needs assessment) and public hearings and feedback sessions (Mpere, 2012). These processes are required to be coordinated by the Municipal Planning Co-ordination Unit (MPCU) in collaboration with members of the MMDAs.

2.6.4 Role of the Municipal Planning Coordinating Unit

The MPCU is mandated to coordinate the planning functions as prescribed by National Development Planning (System) Act, 1994, (Act 480), the Local Government Act, 1993 (Act 462) and the Civil Service Law, 1993, PNDC Law 327. Primarily, it is to lead the whole planning process by serving as a secretariat for planning activities while providing technical support to stakeholders. The MPCU is also responsible for providing adequate information and stakeholders' sensitization on the MTDP process and organizing public hearings (NDPC, 2013). Debrah (2003) however noted for instance that a key factor of

exclusion in local participation process is information asymmetry. Thus, knowledge of the MTDP and its preparation is key for the involvement of communities in the process.

2.6.5 Role of Municipal Assembly (MA) and Sub-District Structure Members

As per MDTP guidelines, members of the MAs and the sub-district levels have the responsibility of participating fully in the data collection and public hearing meetings; mobilising community members to support the planning exercise by sharing information and providing data on development issues in their localities. They are also required to facilitate the needs assessment dialogue meetings and workshops and finally adopt the final plan for implementation (Botchie, 2000; NDPC, 2013). As the basic unit of making decisions, they have the additional responsibility of educating the community members on development planning and implementation issues as well as collecting relevant data for updating the local level records. Ayee and Amponsah (2003) particularly noted that the sub-district structures as per their mandate are intended to enhance community participation to aid development processes, as initiators of development processes. The assembly members who form part of the unit committee also serve as links between the various communities and the Municipal Assembly (Maple Consult, 2010). Ayee and Amponsah (2000) further found that such duties are underperformed due to lack of both human and financial resources as work of the sub-district members is largely voluntary. Ayee and Amponsah (2003) further noted complaints of sub-district structure on general community growing apathy, evident in low attendance of meetings. However, community participation is advocated by most scholars on the basis that its benefits are more than the costs (Mansouri and Rao, 2013).

2.6.6 Participation in Public Hearings Events

To ensure effective community participation, the MTDP guideline further provides some specific strategies for involving communities including public hearing events. Against the backdrop of limited resources, the MPCU is expected to organise at least three major public hearing events (two major and one minor). The relevance of the public hearing events is aptly noted in the guideline as *“very critical to community participation and to the planning process, representing “official climax of community participation activities at the grassroots. It is therefore the responsibility of the Municipal Planning Authority to organise public hearings as a formal activity during the planning process”*. (NDPC, 2013:37).

The Guideline further reckons that such events will further serve as a means of sensitizing *“the people about their Districts, and also solicit their views and proposals on what the Plan should include in terms of priority programmes, projects and activities to solve the existing problems during the plan period”* (NDPC, 2013:38). The key elements emphasised to ensure effectiveness include ensuring stakeholder representativeness, prior notification and information provision, proper timing and location, gender equity and use of common language suitable for participants (NPDC, 2013).

2.7 Summary of Awutu Senya East Municipal Assembly MTDP

The 2014-2017 MTDP of the municipality was finalised in the last quarter of 2014. A summary of the process per the municipal plan presented at the final public hearing is as follows;

- Review of 2009-2013 plan
- Data collection through questionnaire administration (Municipality Departments, Non-Departments (Service Providers), Assembly Members)
- Diagnostic Workshops in six (6) Zonal Councils
- Data Analysis
- Public Hearing

(ASEMA, 2014)

The outcomes of the entire planning process are shown in the Table 2.2. This will form the basis for assessing the responsiveness of the 2014-2017 MTDP which is meant to guide development in the municipality.

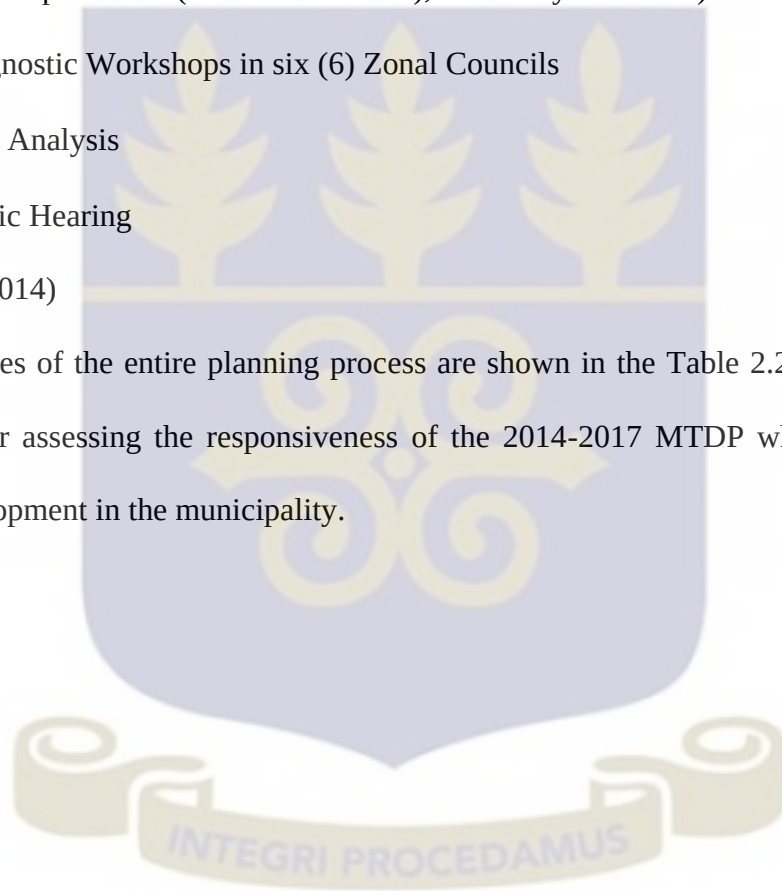


Table 2.2: Zonal Rankings of Community Needs

PROBLEMS	RANKING OF DEVELOPMENT PROBLEMS BY ZONAL COUNCIL						TOTAL	RANK
	<i>AKWELEY</i>	<i>OFAAKOR</i>	<i>OPEIKUMA</i>	<i>WALANTU</i>	<i>KASOA</i>	<i>KPORMETHEY</i>		
Poor Environmental Sanitation	4	6	4	6	3	7	30	6 th
Lack of Potable Drinking Water	2	1	1	2	7	4	17	2 nd
Inadequate Health Facilities	8	3	8	8	5	5	37	7 th
Youth Unemployment	7	8	7	5	8	8	43	8 th
Poor Security/Lack of Street Light	5	4	6	3	2	3	23	3 rd
Poor Land use Planning(No Proper Layouts/)	3	7	5	7	6	1	29	5 th
Inadequate Access to Educational Facilities	6	5	3	4	4	6	28	4 th
Poor Access Roads/Encroachment/Drainage	1	2	2	1	1	2	9	1 st

Source: ASEMA, 2014

2.8 Conceptual Framework

Conceptually, it can be deduced that participation in decentralised development planning processes are of great importance for designing responsive initiatives to improve the well-being of people within a particular local government area. The literature accounts therefore highlight the following as critical elements for participation in the planning process to be meaningful and hence address the needs and aspirations of the local people (see Figure 2.3).

Information and Education (sensitisation) of Stakeholders

Stakeholders within the Awutu Senya East Municipality can participate effectively if they have adequate knowledge of the Medium-Term development planning processes and are well sensitised on their roles. Information provided should be relevant, accurate and timely. Prior information and education will enhance participants understanding and desire to participate in the process. This must not be a one-off activity but an on-going process to sustain participants' interest in the process (Jackson 2001; Dalton, 2005; Marzuki, 2009).

Appropriate Implementation of Strategies by MPCU

Sensitization and provision of relevant information is necessary but not sufficient. The strategies used in the whole process must also be effective. The approaches used must provide ample notification, select appropriate venues and time for meetings, resource participants with the necessary materials and target a broad range of stakeholders. Appropriate information and education delivery channels suitable to various participants must also be used. The relevance of mass media particularly community radio is crucial due to its effectiveness to deliver information in terms of timeliness and reach (Amponsah, 2003). The process must also be transparent to encourage fair and open dialogue and guarantee that

participants' inputs will influence the decision of the final plan. This will also build trust for further collaboration and consultation (Dalton 2005; Marzuki, 2009).

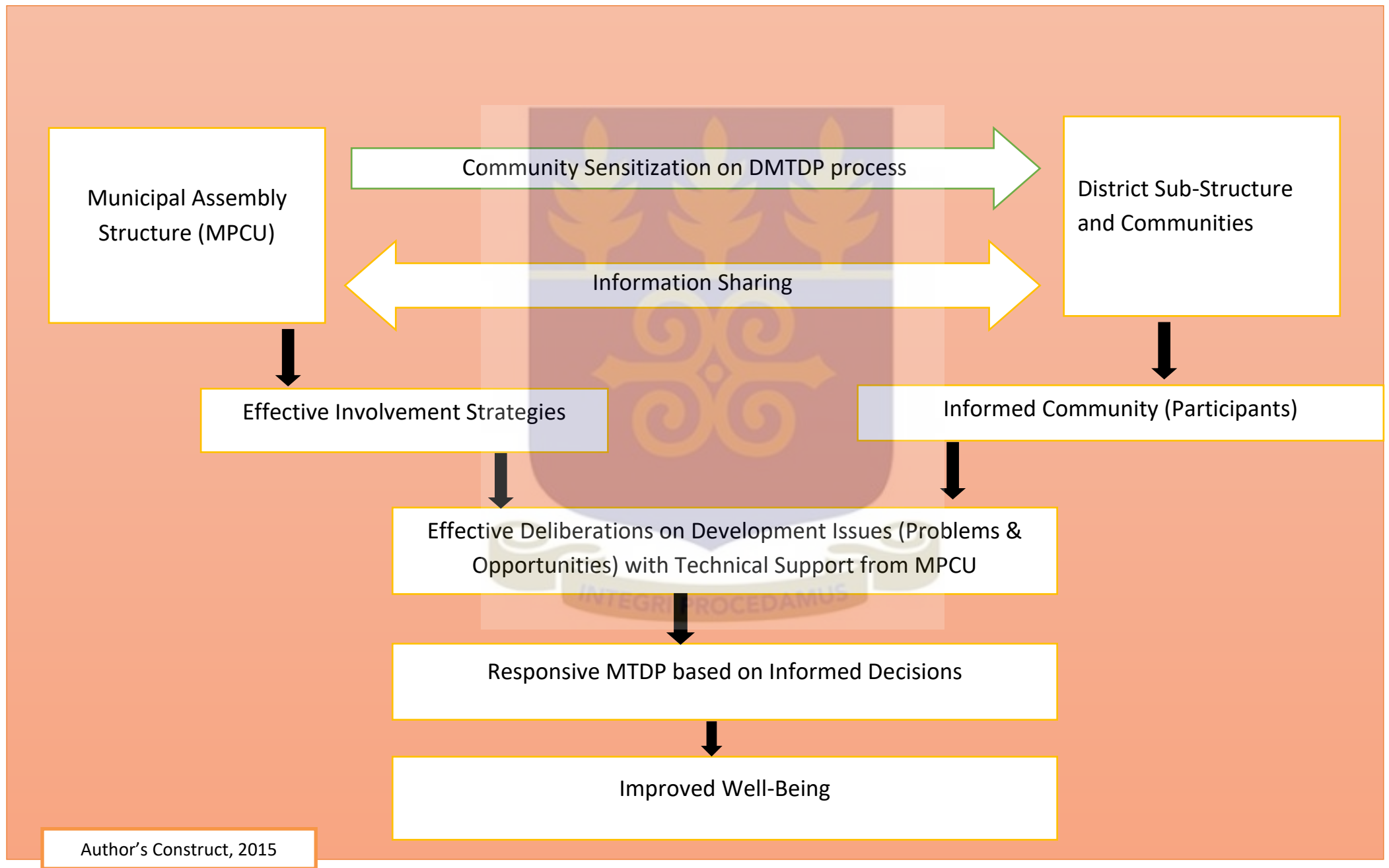
Effective Technical support by MPCU

Though local government officials (MPCU) are required to facilitate the medium-term development planning process, they are also to provide technical support to participants to enable them make informed decisions. It is therefore necessary that they perform their role effectively and efficiently. Experienced facilitation skills are also necessary for mediating decision-making processes to build consensus for progressive deliberations.

When these conditions are appropriately implemented, deliberations among stakeholders will be effective, resulting in the designing of responsive plans. This will then form a good foundation for the development initiatives implemented and consequently improve the living standards of people within the municipality as illustrated in Figure 2.3.



Figure 2.3: Conceptual Framework



2.9 Summary

It is clear that though community participation has no globally accepted definition, its relevance cannot be over-emphasised. Several typologies aimed at presenting models to aid the conceptualization of what meaningful (extent of) participation should entail, abound in literature (Arnstein 1969; Dorsey et al., 1994; Garau, 2012). However, each typology has its own orientation but commonly indicates that, participation has certain enablers and constraints and hinges critically on the roles of both community members and the institutional body mandated to induce participation (Blair, 2004).

The literature shows that information and education are essential to the success of the participation process. This is underscored theoretically by Jackson's (2001) argument that information and education are necessary preliminary steps of the participation process and must be sustained for on-going collaboration in the long run. Badea (2005) consents that this promotes trust and enhance cooperation between stakeholders and local authorities. The MTDP Guidelines accordingly require the MPCU to sensitise community members on the MTDP process. Similarly, the Guideline specifically requires the development of a District communication plan for information dissemination and education of stakeholders on their roles.

It is also clear that regulations are not sufficient. The responsiveness largely depends also on the strategies adopted to ensure issues are gathered from the perspectives of the communities as clearly outlined in the guidelines. Hence, the guideline provides that as much as possible, MMDAs are to facilitate the drafting of community plans using appropriate guidelines as provided in by the NDPC and the National Community Development Guideline. This summarily includes; integrity and accountability, fair notice and time, inclusiveness and

adequate representation, fair and open dialogue, multiple appropriate techniques for information dissemination and collection, adequate and accessible information, resourced participants as well as early and on-going participation (NDPC, 2013; Stewart, 2005).

Finally, consensus on all needs and aspirations of the communities are prioritised through adequate consultations through proper issues identification and prioritization. The guidelines underscore this by encouraging the organisation of series of public participation events.



CHAPTER THREE

RESEARCH METHODOLOGY

3.0 Introduction

This chapter entails two sections which mainly describe methods employed to address the research questions and an overview of the study area. The first section mainly describes the whole design to establish the suitability of the selected approach. It elaborates on processes including techniques used to select respondents, instruments employed to collect data and how the data collected was managed in terms of processing and analysis to provide answers to the research questions. The second section entails an overview of main features of the Awutu Senya East Municipality where the study was conducted.

3.1. Research Design

Ordinarily, quantitative and qualitative methodologies are the two major approaches to conducting research (Kothari, 2004). Though both approaches are noted to have some limitations, recent studies tend to provide better insight of phenomena studied by combining the two for sound investigation and analysis (Sanyare, 2013; Ivankova, 2002; Tashakkori & Teddlie, 2003). The study therefore employed the mixed method approach to collect and provide in-depth analysis.

The main strategy used was the case study approach. The suitability of this method to such a study is noted in literature. Bromley (1990) argues that case study helps to systematically describe phenomena of interest. Accordingly, this approach was used to unearth how MTDP is developed in practice in ASEMA, in comparison with the actual process as outlined in the MTDP guidelines.

Yin (2009) similarly noted that a case study research method helps to empirically investigate contemporary phenomenon within its real life context with evidence from multiple sources. The study utilises diverse sources of data to ensure accurate verification of data collected.

For the purpose of showing the extent of community participation, the limitation of the case study method is reduced by the use of mixed method design to collect and analyse both quantitative and qualitative data. This is due to the fact that neither the quantitative nor qualitative method is entirely adequate for assessing community participation in a decentralised planning process. The quantitative aspect was useful in determining the extent of the consultation in MTDP preparation processes as pertains in the Awutu Senya East Municipality. The qualitative aspect of this research also provided great insights in investigating the in-depth issues surrounding community participation in the MTDP process by analysing responses, guidelines and detailed experiences of respondents (Creswell, 1998).

3.2 Data Sources

The study employed both primary and secondary data. Most of the secondary data used are published and unpublished relevant literature. It mainly includes relevant articles, journals, books, research papers, institutional guidelines and documents and relevant existing documents of the MTDP preparation process in the municipality. Primary data was collected from the Municipal Planning Coordinating Unit (MPCU), Assembly members, Zonal Council representatives, Unit Committee members, other key stakeholders and the general community members.

3.3 Sample Size

Considering the broad range of stakeholders who legally have rights to participate in the decentralised development planning processes as detailed by the MTDP guideline, the sampling technique and sample size became highly critical for this case study.

Marshall et al. (2013) examined some studies in leading journals and found that there is little rigidity in the justification of samples selected for qualitative studies, evident by the variations in the range of sample sizes. Following this finding of the subjectivity in determining sample sizes, they recommended that case studies should contain 15 to 30 cases ideally. However, for the purpose of the quantitative aspect of the study, a total of 120 respondents were selected to be able to make meaningful presentations with frequencies to ascertain the extent to which requirements of the process at various levels are followed.

It is worthy to note that Awutu Senya East as a new municipality has challenges in terms of data availability (Annual Progress Report, 2013). However, considering the fact that MTDP preparation processes in the municipality was initiated at the zonal council level, this offered a good basis to select similar proportions from the zones, since zonal councils in Ghana are established for a population of about 3000 people (Ayee, 2000).

3.4 Sampling Techniques

The study employed various techniques to select respondents for the study. The municipality was purposively clustered into sparsely-populated zonal areas mainly in the middle and north of the municipality (Opeikuma, Ofaakor and Akweley) and the densely-populated parts (Kasoa, Walantu and Kpormotey Zonal Areas) in the south. For instance, Kasoa had a population of 69,384 while Akweley and Ofaakor have a cumulative population of 27, 943

(Akweley - 15,840 and Ofaakor - 12,943) (GSS, 2014). Thereafter, two zonal councils (Walantu and Kpormortey) were randomly selected from the densely-populated areas while one zonal council area (Opeikuma) was randomly selected from the sparsely-populated area as shown in Table 3.1. Subsequently, a simple random sampling procedure was employed to select four communities from each selected zonal area.

Table 3.1: Details of Sampled Zones, Communities and Respondents

Zonal Area	Number of Communities	List of Selected Communities	Respondents
Kpormortey	18	Adam Nana, Zone 6, Ghana Flag, Songai	40
Opeikuma	12	Adakope, Estate Down, American Town, Diamond City	40
Walantu	18	CP, Walantu, Top Hill, Little Rock	40
			120
List of In-depth Interviewees			
Institutional Respondents			
Municipal Planning Officer	1		
Municipal Education Director	1		
Municipal Works Engineer	1		
Community Representatives			
Assembly Members	2		
Unit Committee Members	3		
Zonal Council Member	1		
Other Stakeholder Representatives			
Non-Governmental Organisation	1		
Political Party Representatives	2		

Source: Author's Construct Based on Data from ASEMA, 2013

Ten respondents were selected from each community in each zone. First respondents in each community were randomly selected and one respondent subsequently interviewed in every 10th household as there was no available data from the Assembly.

Community representatives and other societal group leaders (key stakeholders) were purposively selected from the participants' list of the final public hearing meeting, to gather in-depth data on their experiences in the MTDP preparation process. They included two Assembly members, three Unit Committee members, one zonal council member, two political party representatives and one Non-Governmental Organisation representative.

In-depth interviews were also held with three Municipal Planning Coordinating Unit members, who were selected purposively. To ensure gender balance, the only female member (the Municipal Education Director) was purposively selected in addition to the Municipal Planning Officer who serves as the secretary of the MPCU and the District Works Engineer.

3.5 Study Instruments and Data Collection Procedure

The main instruments used were semi-structured questionnaires and interview guides (see appendixes A, B and C. The instruments developed were tested to achieve consistency and clarification of questions with eight respondents. Based on the pretesting, inapplicable options of responses were removed and respondents understanding of questions were well understood and rephrased. This ensured that questions were improved for the purpose of objectivity and data was collected within three weeks.

The semi-structured questionnaires were administered on general residents randomly selected from the four communities. The four communities selected in each zone were manually

drawn by numbering the communities and randomly drawing without replacement from the list of communities obtained from ASEMA. This represents a quarter of the communities under the selected zonal council areas (12 out of 48 communities). Ten respondents each were then selected from households within the selected communities.

The questionnaires were mainly to solicit respondents' knowledge and perception about the MTDP and its preparation process, perception of information concerning the MTDP, awareness of their roles in the MTDP preparation process and major community problems within their localities. In-depth interviews were held with interview guides and recorded. Prior to these interviews respondents were informed and convenient periods suitable to them were fixed. With the exception of the telephone interview conducted with the zonal council representative, all other interviews were done face to face. This ensured that the representations of the municipal Assembly (particularly MPCU-see Appendix D for list of members), community representatives and other stakeholders members of the MTDP preparation for comprehensive analysis and thereby provided the opportunity for comparative analyses from views of different stakeholders.

3.6 Data Processing and Analysis

Considering the mixed method approach employed in this study, proper analysis was made through the application of appropriate data processing mechanisms. Quantitative data processing tools were used to process and analyse data with the aid of Statistical Package for Social Science (SPSS) version 21 while content analysis approach was used to analyse qualitative data and presented thematically under each objective.

3.7 Ethical Issues

The consent of participants was sought prior administering questionnaires and a short briefing was given on the purpose of the study. Data collected were handled in a confidential manner. By an introductory letter from the Institute of Statistical Social and Economic Research, permission was sought from the Awutu Senya East Municipal Assembly prior to the research activities. Participants were assured they could end the interaction at any point without any coercion. Thus, all respondents willingly participated in the study.

3.8 Profile of Awutu Senya East Municipality

This section details the features of the Awutu Senya East Municipality where the study was conducted.

3.8.1 General Background

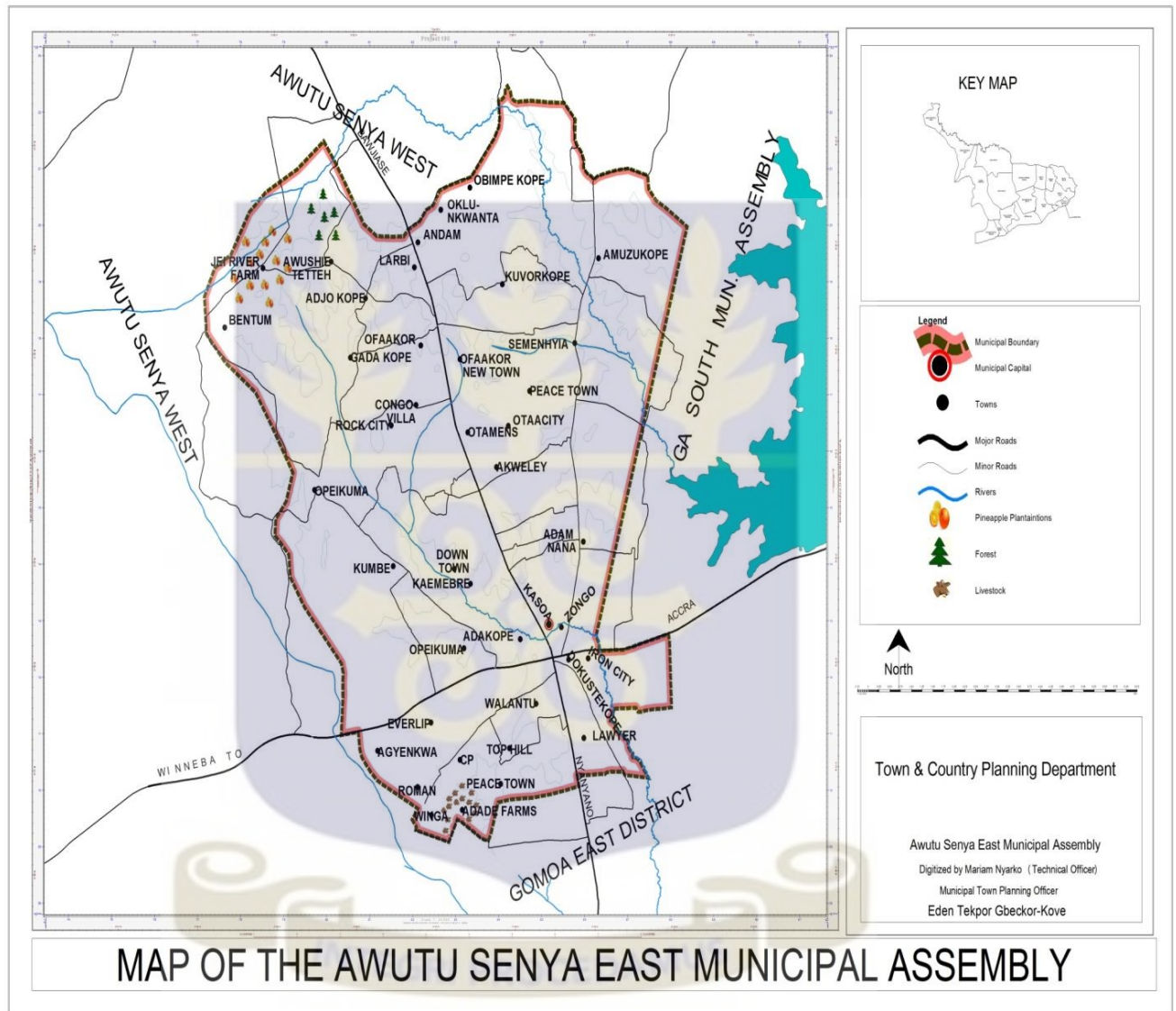
The Awutu Senya East Municipal Assembly is one of the newly-created municipalities in the Central Region. The Municipality was carved out of the former Awutu Senya East District in 2012 and established as a Municipality by Legislative Instrument (LI) 2025. The rationale was to facilitate government's decentralisation programmes and local governance system (MTDP, 2014).

3.8.2 Location and Size

The Awutu Senya East Municipality is located in the Eastern part of the Central Region. It shares its eastern boundaries with Ga South Municipality (in the Greater Accra Region), Awutu Senya District in the North. The Municipality covers a total land area of about 108,004 square kilometres, which is 1.1 percent of the total land area of the Central Region. Kasoa, the municipal capital, is located at the south-eastern part, about 31 kilometres from

Accra, the national capital. The major settlements of the municipality are Opeikuma, Adam Nana, Kpormertey, Ofaakor, Akweley, Walantu and Zongo (GSS, 2014; MTDP, 2014).

Figure 3.1: Map of Awutu Senya East Municipality



Source: (MTDP, 2013)

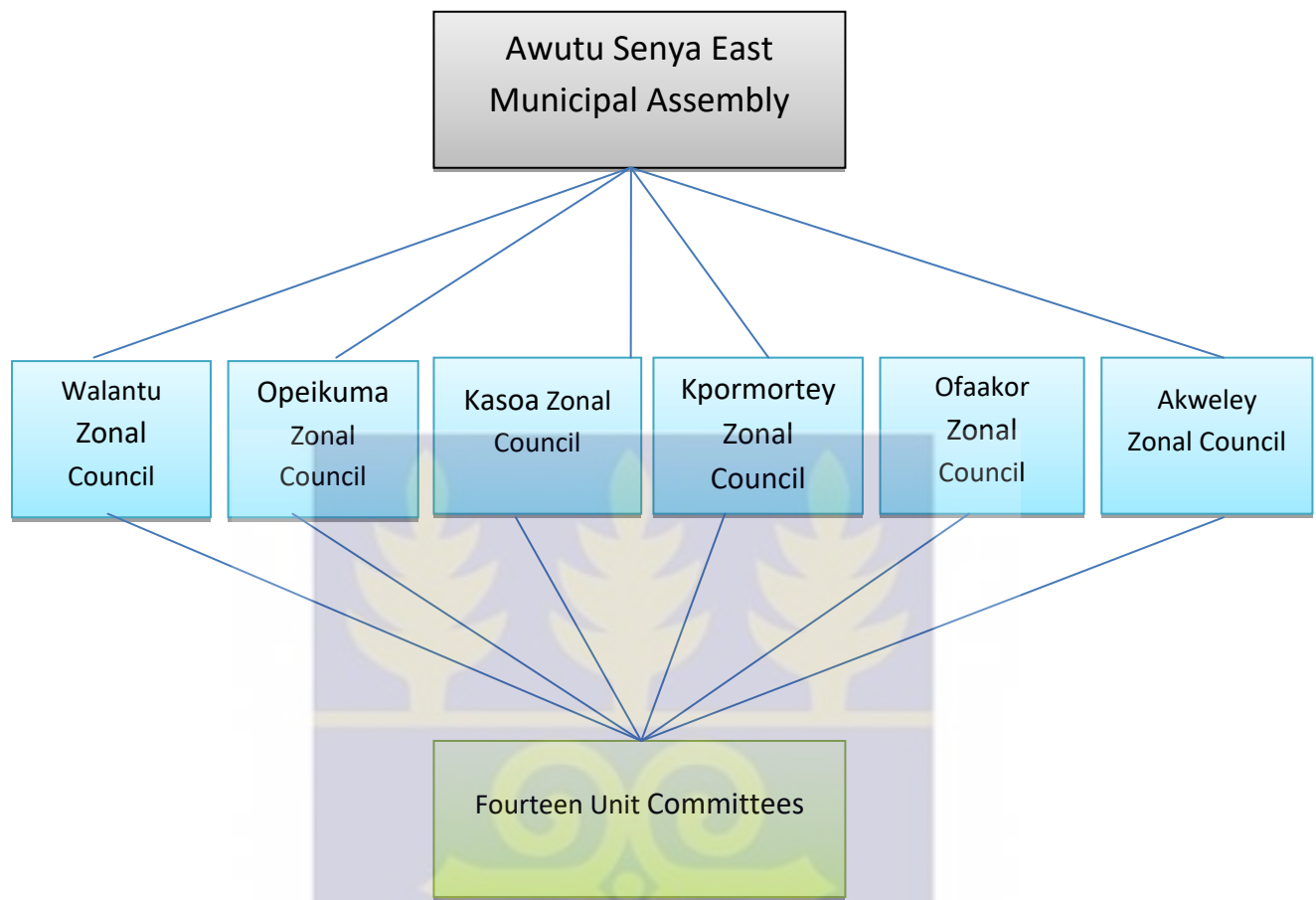
3.8.3 Demographic Characteristics

The people of the municipality are mainly Guans. There are other settler tribes of different ethnic backgrounds. These include the Gas, Akans, Ewes, Walas/Dagartis, Moshies, Basares and other numerous smaller tribes. Due to the cosmopolitan nature of the municipality, the main languages spoken are Akan and English (MTDP, 2014). In 2010, the total population of the municipality stood at 108,422 which is 4.9 percent of central region's population. The male population is 48.1 percent while the female population is 51.9 percent of the total population of the district. The municipality's population growth of three percent is higher than the national rate of 2.5 percent, which is an indication of fast urbanization (MTDP, 2014; GSS, 2013).

3.8.4 Political and Administrative Structure

The municipality is headed by a municipal Chief Executive appointed by the President with approval by at least two-thirds of the Assembly Members. It has a presiding member who always chairs General Assembly meetings. There are twenty-two (22) Assembly Members with eight (8) being appointed and fourteen (14) elected. The municipality has six (6) zonal councils, namely: Kasoa, Ofaakor, Akweley, Opeikuma, Walantu, and Kpormetey as shown illustrated in Figure 3.2. It also has fourteen electoral areas and one constituency known as East Constituency.

Figure 3.2: Local Government Structure in Awutu Senya East Municipality



Author's Construct, 2015

3.8.5 Economy

The main economic activities in the municipality include trading (wholesale/retail), agro-processing, informal sector service and commerce. Trading and its related activities are the leading economic ventures which, according to the 2010 Population and Housing Census, employ about 35.7 percent of the working population in the municipality. Livestock production is also practised in the municipality but on a smaller scale (GSS, 2013).

The private informal sector's contribution is enormous. The sector employs 81.9 percent of the working population in the banking and service sectors but needs to be integrated with the formal sector. Other economic activities include: manufacturing, wholesaling and retailing, and transport services, among others (MTDP, 2014).

3.8.6 Health

Coverage of health services in the municipality is generally very low as available facilities are woefully inadequate. The highest level of health delivery system in the municipality is the private hospital. There are 15 health facilities located within the municipality. In spite of the existence of the above facilities, people in the municipality have serious problems with access to health services. This is due to the poor physical conditions of the roads in most parts of the municipality. This phenomenon has accounted significantly for the limited health facilities. Serious cases from the health facilities are either referred to the Winneba Hospital in the Effutu Municipality or Korle Bu Teaching Hospital (KBTH) in Accra. The municipality is making efforts to improve health care delivery in all its communities (MTDP, 2014).

3.8.7 Education

Education in the municipality is mainly driven by the private sector. Though there are sixteen kindergartens, twenty one primary schools and seventeen junior high schools, the private sector has fifty three kindergartens, one hundred and forty seven primary schools, one hundred junior high schools, ten senior high schools, two technical and vocational schools and four tertiary institutions. There was however no available data on enrolment, teacher to pupil ratio and infrastructure. The lack of public schools in the municipality is likely to result in overcrowding in the few available schools. This will also affect quality of instruction and class control.

CHAPTER FOUR

DATA ANALYSIS

4.0 Introduction

This chapter presents the analyses of data collected from the three selected zonal council areas within the Awutu Senya East Municipality in five sections. The first section considers socio-demographic characteristics of the respondents and its implication for medium-term development planning. The second covers analyses of data on the community members' knowledge and awareness of the MTDP and its preparation processes. The subsequent sections attempt to provide answers to the other three objectives on the role of community members in the MTDP preparation process, strategies employed by the Municipal Assembly to involve community members in the MTDP process and the assessment of the 2014-2017 MTDP responsiveness to community needs respectively.

As indicated in the chapter three of this study, the data was collected from one hundred and twenty respondents with a semi-structured questionnaire from the three selected zonal council areas. In-depth interviews were held with three Municipal Planning Coordinating Unit members as institutional respondents, two Assembly Members, three Unit Committee Chairperson, one zonal council member and three key stakeholder group leaders.

4.1 Socio-demographic Characteristics

As shown in Table 4.1, the sex distribution of respondents indicated a slight domination by women who were a little over half (50.8%). The age distribution of respondents also indicated that two-thirds of respondents (66.6%) were in their youthful age while 28.4 percent were adults aged between 36 years and 55 and five percent were above 55 years. The

data further indicated that cumulatively, about 94 percent of this population had basic education and 45 percent had at least secondary education.

Table 4.1: Socio-Demographic Characteristics of Respondents

Respondents Characteristics	Frequencies	(%)
Sex		
Males	59	49.2
Females	61	50.8
Age		
18-25	42	35.0
26-35	38	31.6
36-45	26	21.7
45-55	8	6.7
55+	6	5.0
Education		
None	7	5.8
Basic	59	49.2
Secondary	41	34.2
Tertiary	13	10.8
Ethnicity		
Asante	24	20.0
Fanti	46	38.3
Ga/Dangbe	16	13.3
Ewe	23	19.2
Other	11	9.2
Occupation		
Employed:		
Professional/technical/managerial	15	12.5
Sales/services	27	22.5
Skilled manual	48	40.0
Unskilled manual	19	15.8
Other	7	5.8
Unemployed	4	3.3
Religious Affiliation		
Christians	84	70.0
Muslims	35	29.2
Traditionalists	1	0.8

Source: Author's Field Survey, May 2015

The implication is that community members have basic education, dominated by energetic youth who can contribute meaningfully to development. It can also be inferred that the neglect of the youth from MTDP preparation is likely to result in low commitment to implementation of the designed solutions aimed at addressing community problems. This finding is consistent with the 2014 District Analytical Report claim that the population of the municipality is dominated by the youth (GSS, 2014).

In terms of ethnicity, though natives within the municipality are mainly Guans, the sample indicated that majority (91.8%) of respondents were migrants. These migrant groups are also dominated by Fantis, Asantes, Ewes and Gas. This finding reflects the high proportion of migrants in the municipality, who constitute 78 percent of the total population in the Awutu Senya East Municipality (GSS, 2014). Mainly other respondents who indicated that they were Guans and Dagartis, cumulatively constituted 9.2 percent. Thus, the Guans who were natives are currently outnumbered by migrants. The indication is that the municipality has some features which attract migrants. Obviously, these features include the vibrant economic activities and its proximity to the choked national capital. This underscores the necessity of the need for responsive MTDPs to manage the problems associated with the high rate of migration and urbanization and thereby improve the general well-being of current and future residents.

Respondents' employment status indicated that majority (96.7%) of respondents were economically-active. This however is unsurprising as the municipality is well noted for its brisk informal business activity. Cumulatively, a larger proportion (78.3%) of the economically-active respondents was engaged in the informal sector-related employment, comprising of sales and services with skilled and unskilled manual workers. The

economically-active proportion also included 12.5 percent of respondents employed in the formal sector. This also suggests that the majority of residents in the municipality are tax and toll payers and should be involved in the decisions concerning how funds mobilised are utilised to improve their well-being. Thus, proper consultations in MTDP preparation process offers a good start point for building trust between community members and the local government institution.

The data further indicated that 70 percent of respondents were Christians; while 29.2 percent were Muslims. This implies that residents within the municipality are highly religious. This can also be reckoned as an avenue for providing information and sensitization to the wider stakeholder groups for the purpose of inducing participation in MTDP preparation and education on civic responsibilities for sustainable community development.

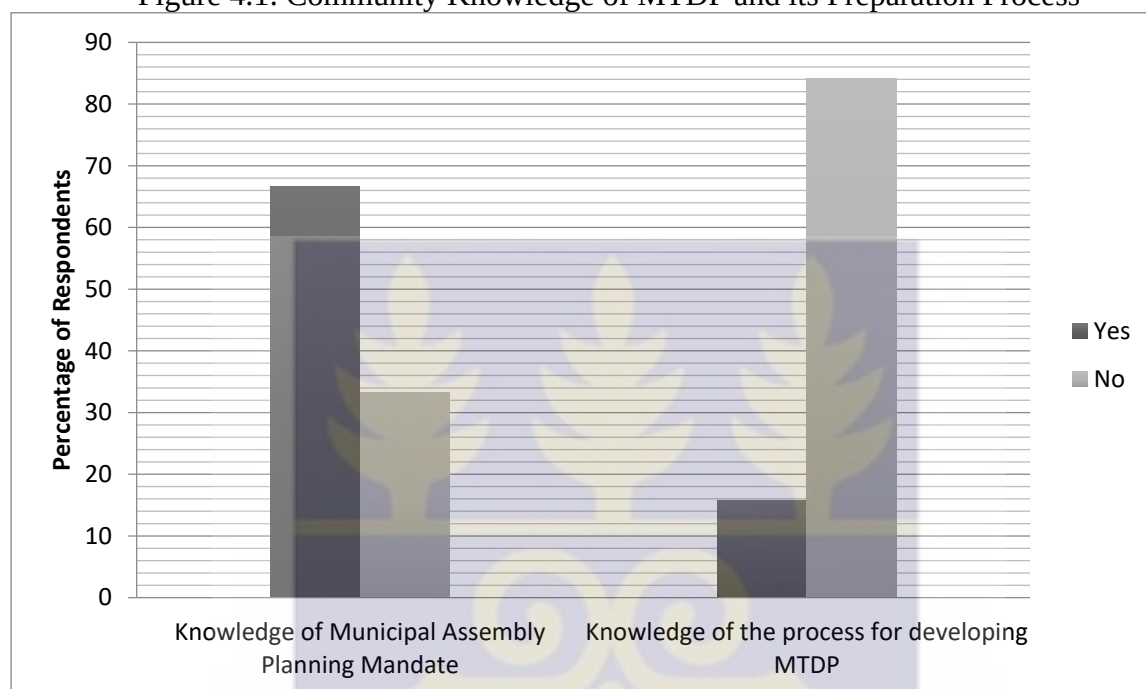
4.2 Awareness of Medium-Term Development Planning

Adequate information about planning processes is noted to induce participation (Jackson, 2001; Schlossberg and Shufford, 2005; Varkal, 2010). The 2014-2017 MTDP planning guideline also provides that after the Municipal Planning Co-ordinating Unit (MPCU) has been constituted, awareness on the planning process should be created among community members on the planning process and why they should participate (NDPC, 2013). Oronje et al. (2014) more aptly posited that the case of awareness creation prior to meaningful participation is basic logic.

The data as depicted in Figure 4.1 indicated that two-thirds of respondents were aware that the Municipal Assembly is supposed to prepare some plan to guide development projects and

initiatives. However, majority of respondents (84.2%) were unaware of the nature of the MTDP and its preparation process.

Figure 4.1: Community Knowledge of MTDP and its Preparation Process



Source: Author's Field Survey, May 2015

Some key stakeholders and informants for instance commented similarly that:

"I have never been invited to any of such meetings so I do not know much about the MTDP process and the period in which it is prepared but the Assembly member may know about it." (Key Community interviewee, 2015)

"We receive letters from the Municipal Assembly indicating when and where the MTDP meetings will be held. The letter also indicates the persons we should specifically invite from our electoral areas to attend the planning meetings. Actually, a lot of people do not know about it except those we invite." (Community representative Interviewee, 2015)

"The MTDP diagnostics workshops we held were at the zonal council level but this can further be extended to lower levels when adequate funding is available. We however expect Assembly members to inform and educate their constituents on the plan development process. Some Assembly Members are part of the Municipal Planning sub-committee and so we expect that they will provide information to their colleagues and their community members. I witnessed, on a visit to Ethiopia, that all communities have special notice boards which are well-constructed and glassed with roofing, situated in public places. Notices are periodically displayed on them to inform communities on activities of the local government institutions and we are thinking about doing something like that in the future but this come at a cost." (Institutional Key Informant, 2015)

Source: Author's Field Survey, May 2015

The implication of this is that knowledge of the MTDP preparation process is the preserve of a few community representatives who know about it. This is consistent with Aguillar's (1988) finding that the participatory planning process is often limited to persons who are politically aware. The lack of awareness of the general public is therefore a major contributing factor to their exclusion from the medium-term development planning process in the Awutu Senya East Municipality.

This low level of awareness on MTDP and its preparation process among the general public had some significant depth, evident among people of all sex, age categories and zones. A Chi-Square test at a significant level of 5 percent resulted in p-values of 0.241 for respondents' sex by their awareness of the planning process and 0.147 for respondents' age category and awareness of the planning process. Thus, values were greater than 0.05 as shown in Table 4.2 and Table 4.3 respectively.

Table 4.2: Knowledge of MTDP Preparation Process by Sex

	Knowledge about MTDP preparation process		
Sex	Yes	No	Total
Male	7	52	59
Female	12	49	61
Total	19	101	120
Test Statistics: Df=1, p-value = 0.241 > 0.05			

Source: Author's Field Survey, May 2015

This implies that there is no statistically significant relationship between sex nor age category of respondents and their awareness of the planning process, though more women had knowledge about the process than men. Similarly, there was no difference in the level of knowledge on the planning process among youths and adults.

Table 4.3: Knowledge of MTDP Preparation by Age Category

Age Category	Knowledge of MTDP preparation		Total
	Yes	No	
18-25	3	39	42
26-35	6	32	38
36-45	8	18	26
46-55	1	7	8
55+	1	5	6
Total	19	101	120
Test Statistics: Df=4 p value 0.0147 > 0.05			

Source: Author's Field Survey, May 2015

More importantly, the results generally indicate low awareness of the MTDP and its preparation process for males and females as well as the old and young. Only about six percent of males and ten percent of females had knowledge about the MTD planning process with cumulative proportions of about eight percent of youth (aged between 18 and 35 years) and eight percent of adults (aged 36 years and beyond).

A Chi-Square test for respondents' zonal area and awareness of MTDP preparation process at 5 percent significant level as shown in Table 4.4 also resulted in a p-value of 0.039. This

indicated that there is a statistically significant relationship between respondents' area of residence and knowledge about MTDP process. Respondents within the Opeikuma and Kpormortey zonal areas relatively reported more cases of low awareness on MTDP and its preparation processes though awareness was generally low in all zonal areas.

Table 4.4: Knowledge of MTDP Preparation Process by Zonal Area

Zonal Area	Knowledge of MTDP Process	
	Yes (Aware)	No (Unaware)
Opeikuma	5	35
Kpormortey	3	37
Walantu	11	29
Total	19	101
Test statistics: Df=2 and p-value of $0.039 < 0.05$		

Source: Author's Field Survey, May 2015

Two important departments whose mandates can be strategically employed especially at the local level to provide information are the Information Services Department and National Commission on Civic Education (NCCE). The Awutu Senya East Municipal Assembly however does not have an Information Services Department and the 14-member MPCU team constituted, did not include any representative of the NCCE but co-opted the Municipal Chief Executive (MCE) whose role has been well defined by the MTDP guideline (ASEMA, 2013). A key institutional informant accounted for instance that:

"I know there is no Information Services Department but there is a National Commission on Civic Education. In terms of medium-term development planning information dissemination, they were not involved." (Institutional Respondent, 2015)

Source: Author's Field Survey, May 2015

This possibly contributed to low publicity of the planning process as key information delivery departments were not involved. In effect, the data as depicted by Table 4.5 indicated that only 12 respondents had been involved in the MDTP preparation process.

Table 4.5: Have You Ever Been Involved in MTDP Preparation Process?

	Frequency	Percentage
Yes	12	10
No	108	90
Total	120	100

Source: Author's Field Survey, May 2015

Additionally, the general perception of respondents from the survey as presented by Table 4.6 further shows the extent to which community members lacked information about the MTDP and its preparation process. Majority (93.3%) of respondents posited that there is low knowledge on what the MTDP actually is. Over ninety percent of respondents also indicated that information on when the MTDP is prepared and who can be part of the plan preparation process was low.

Table 4.6: Respondents' Perception on Information About MDTP

	Very High (%)	High (%)	Low (%)	Very low (%)	Don't Know (%)
Knowledge of what the MTDP is	0.8	0.8	40.0	53.3	5.0
When is the MDTP prepared	0	2	31.7	60.0	6.7
Who can be part of the MTDP preparation process	0	3.3	29.2	61.7	5.8

Source: Author's Field Survey, May 2015

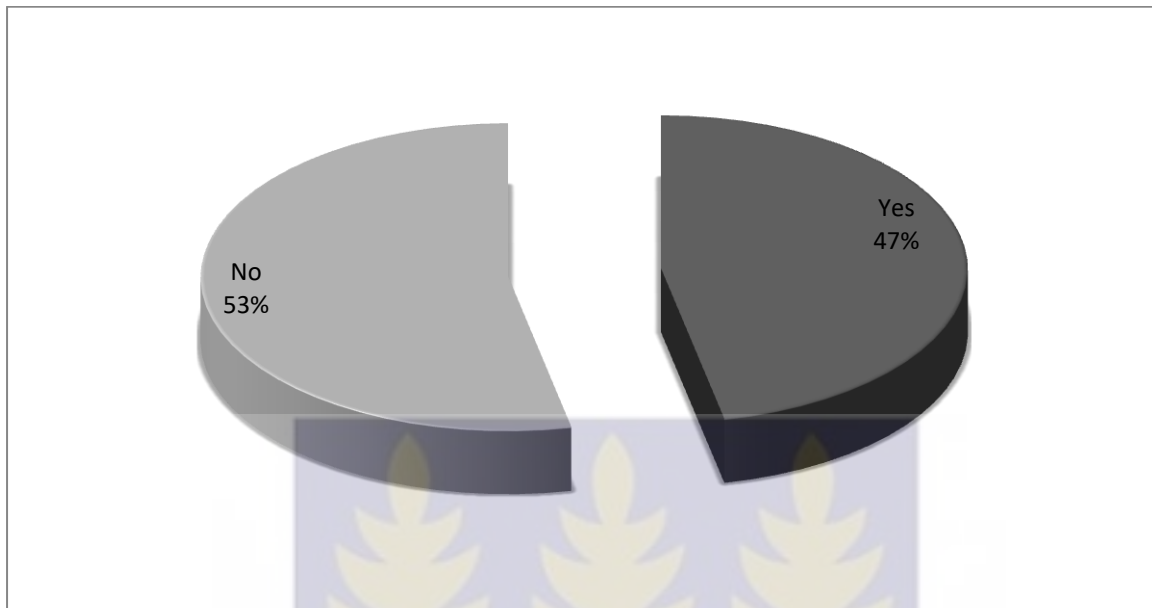
The implication is that despite the low awareness of the MTDP preparation process among the general public, few community representatives are aware. The disparity in the awareness levels of among stakeholders further signifies clearly the exclusion of most community members from the MTDP preparation process. Thus participation in MTDP is limited to few sub-structure and community representative members of the communities

4.3 Community Role in Medium-Term Development Planning Process

Early community involvement in planning processes through adequate information provision is usually a good start point. However, adequate information is not enough. Such information should be easily accessible and educative. Educative information especially on why community members should participate, their roles and that of the municipal assembly is noted to induce and develop community members' interest to participate. This makes participants informed and educated for effective discussions (Jackson, 2001; Markuzi, 2009).

Two patterns of community members' education and role awareness are depicted by the data. More than half of respondents (53%) who had been involved in the planning process did know about their roles in the process, prior to the day of the meeting (see Figure 4.2).

Figure 4.2: Did You Know Your Role Before The MTDP Meeting?



Source: Author's Field Survey, May 2015

This finding reveals the deficiency in the lack of community sensitisation on their role and responsibilities by municipal assembly members, unit committee members and the MPCU.

One community representative commented that:

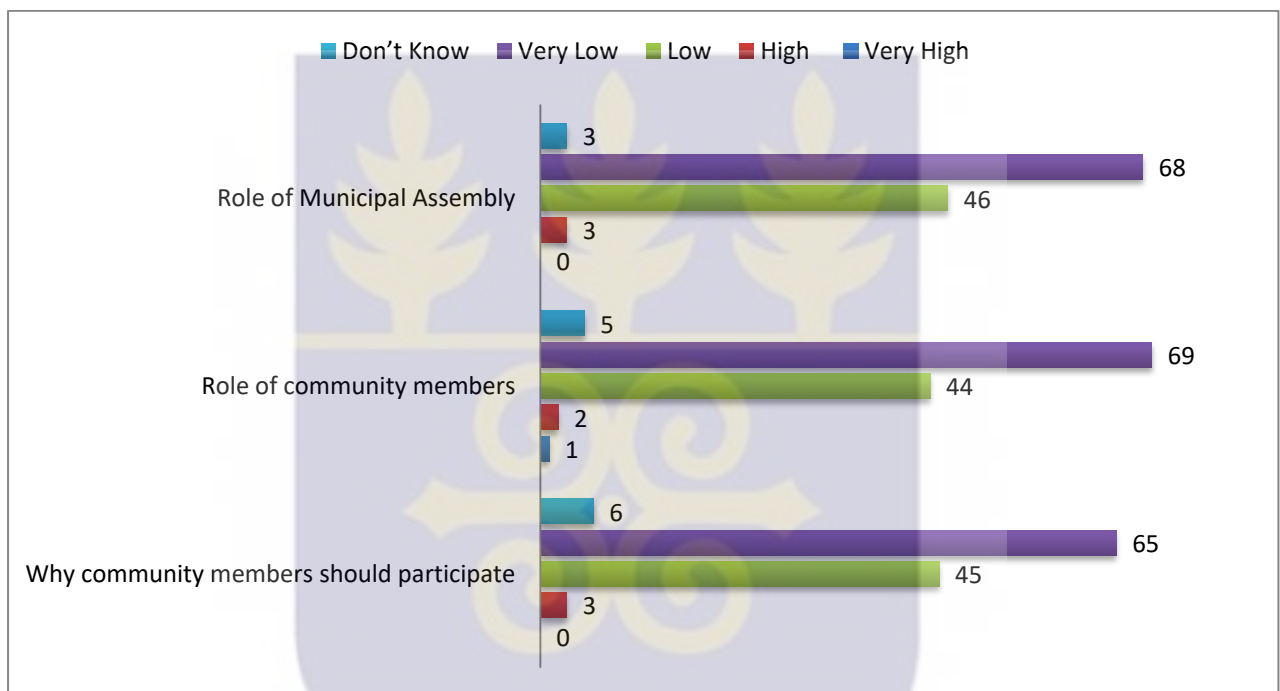
"The assembly member told me that the Municipal Assembly is registering people who reside in flood-prone areas to benefit from a National Disaster Management Organisation (NADMO) support for flood victims. When we got there the purpose of the meeting was different but I liked what was discussed. My doubt is that all these discussions will end in the room." (Key Community informant)

Source: Author's Field Survey, May 2015

The implication of this is that, participants were not adequately prepared to contribute meaningfully to the discussions during the meeting. In essence, community members are also likely to develop some sense of dissatisfaction which might affect their future participation in the planning process.

The general respondents' perception of community education in terms of the roles community members and municipal assembly play and why community members have to participate in the planning process was consistent with this finding (see Figure 4.3). Cumulatively, more than 100 respondents in all cases indicated that such education is actually low.

Figure 4.3: Respondents' Rating of Education on MDTP Process



Source: Author's Field Survey, May 2015

On the other hand, a capacity building workshop was organised for some selected municipal assembly, unit committee and zonal council members to improve the performance of their roles (The Herald Newspaper, 2013). This was corroborated by key informants who mentioned that:

“We organised a capacity building workshop for some assembly members and zonal council members to help them to play their roles effectively in the local governance system.” (Institutional respondent, 2015).

“.....they know their roles. For the 2014-2017 MDTP, we involved the Zonal council members at the needs assessment stage and opened it up to the general public during the public hearings. For areas where the zonal areas were quite smaller we combined them. The facilitator then briefed them on what is expected of them. So they communicated their felt needs and we guided them to prioritise the identified needs.” (Institutional respondent, 2015)

Source: Author’s Field Survey, May 2015

The implication of a capacity building workshop is undoubtedly aimed at improving role performance of community members. However, limiting such capacity building workshop to assembly representatives, some selected unit committee members and zonal council members with the expectation that the community member will be adequately informed and educated by these community representatives subsequently is not sufficient. This was well expressed in a key institutional informant’s comment, when he mentioned succinctly that:

“They (members of the municipal assembly and its sub-structure) are not paid and their commitment cannot be guaranteed after the district-level elections. Besides, performing such tasks come at a cost. I attended a workshop which involved councillors of Uganda, an equivalent of assembly members in Ghana and they are paid. So, they perform their tasks on full-time basis.”

Source: Author’s Field Survey, May 2015

The neglect of such community sensitisation duty by the MPCU constitutes a lapse of one of its clearly-outlined roles in the MTDP planning process (NDPC, 2013). In essence, it may result in general public indifference to MTDP preparation processes for some residents who may not see the need to participate in the process.

The survey data as depicted by Table 4.7 indicated that four in every five respondents (80.6%) did not participate in the planning process because they had never heard about it.

However, 8.6 percent of respondent mentioned that they were not interested while 11.4 also indicated that they did not have time.

Table 4.7: Reason For Not Participating In Medium-Term Development Planning Process

Reason	Frequency	Percentage
Never heard about it	87	80.6
Not interested	9	8.3
Don't have time	12	11.1
Total	108	100

Source: Author's Field Survey, May 2015

In all, some municipal sub-structure members are aware of their roles in the decentralised development planning process and other local government duties based on the capacity building workshop organised by the municipal assembly. However, their performance of their duty of educating the general community members on their rights and responsibilities in the MTDP preparation process is doubtful. Major factors contributing to this lapse are the lack of motivation for Assembly and Unit Committee Members and neglect of a key MPCU planning directive of sensitising the general public (NDPC, 2013). This is consistent with Markuzi's (2009) assertion that limited educative information in participatory approaches to planning is likely to result in low interest in participation events. This finding is also supportive of Ayee and Amponsah's (2003) finding that the lack of resources militates against the performance of the roles of members of the sub-district structure.

4.4 Strategies for Effective Participation in Medium-Term Development Planning

Process

Participatory development planning can achieve its intended purpose when a sound partnership is created before, during and after the consultations. This makes effective strategies crucial to the success of such a process (Dalton, 2005). Accordingly, the medium-term development plan guideline provides some specific strategies especially for the public hearing events and other MTDP-related engagements. For the purpose of the study, this analysis is thematically presented on strategies employed before, during and after the MTDP preparation meetings.

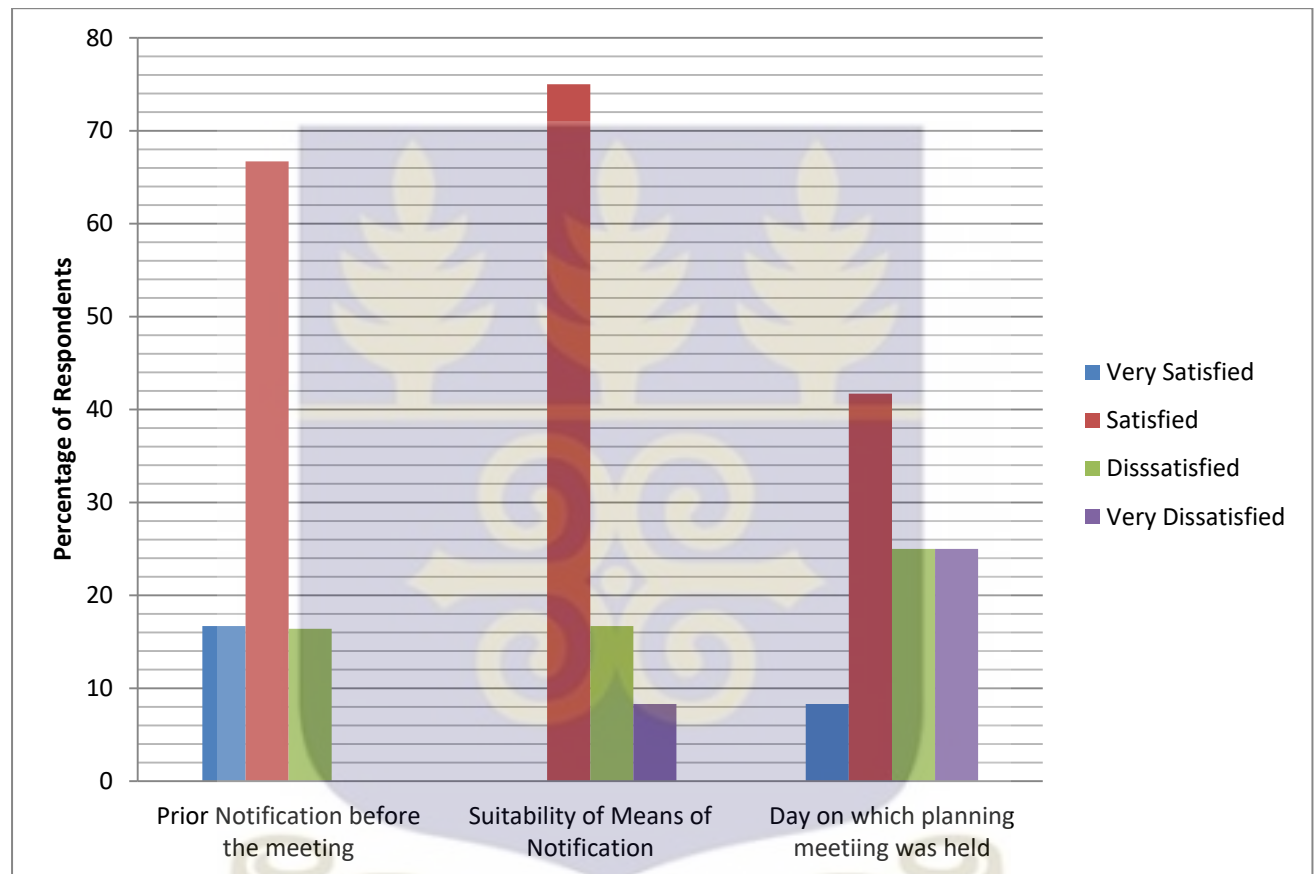
4.4.1 Strategies Employed Prior to MTD Planning Meetings

Ample notification of participants before planning meetings is very integral to the whole process particularly to ensure fairness in preparation before the meeting. The NDPC guideline provides that participants should be adequately notified fourteen (14) days before day of the meeting (Stewart, 2005; NDPC, 2013). One particular medium is not suitable to all categories of participants, requiring that several relevant means should be employed (Jackson, 2001). The day on which a meeting is held is also key to the success of the participation events (NDPC, 2013).

The data as shown in Figure 4.4 indicated a greater share (83.3%) of the few general community members, who had been involved in the MTDP process were satisfied with the timeliness of information received before the meeting. However, close to 17 percent also indicated they were not sufficiently notified before the meetings in which they attended. This suggests that though generally information and education on MTDP preparation is low,

communication with the few persons involved in the planning meetings were effective and timely and the means of those invitations were suitable to some extent.

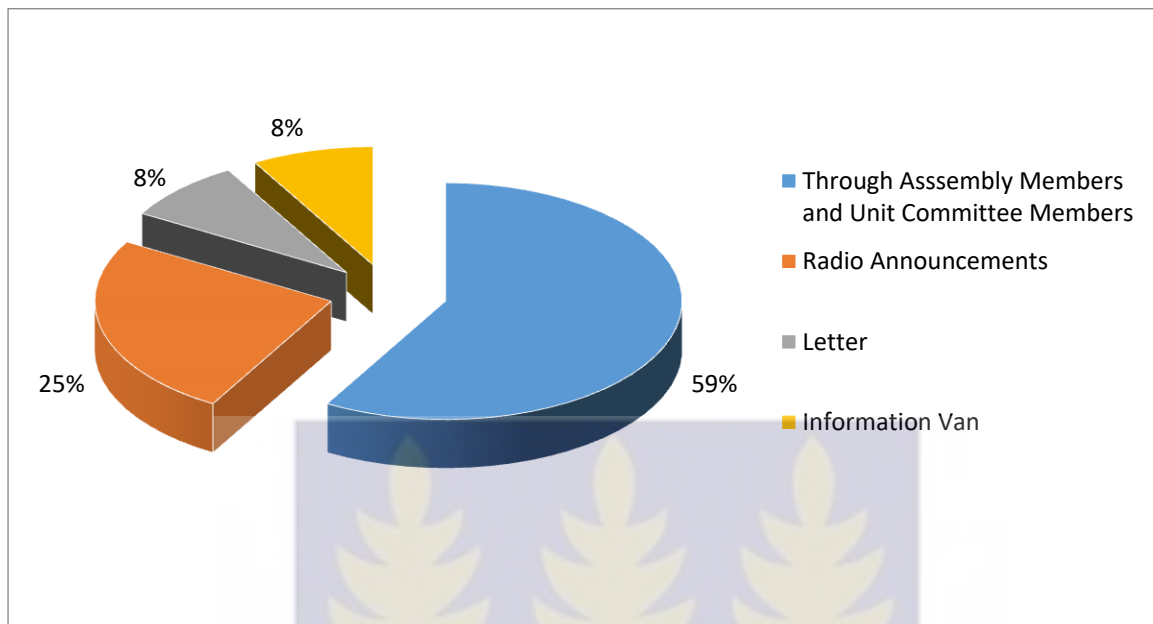
Figure 4.4: Respondents' Ratings of Strategies Employed Prior to MTDP Preparation Meetings



Source: Author's Field Survey, May 2015

The data as portrayed in Figure 4.5 further suggested that the main medium of invitation was through the municipal assembly representatives and members of the sub-district structure (59%). Key stakeholders however indicated that they were mainly invited by letters.

Figure 4.5: Means of Invitation to MTDP Meetings



Source: Author's Field Survey, May 2015

Some respondents for instance mentioned that:

“The Assembly gives us letters. The letters we receive specifies that we should invite leaders of some societal groups to attend the meeting. You may get some of them but some may also not be able to attend especially if you do not inform them early.” (Community representative, 2015).

“A letter is sent to the party which specifies the number of people who can attend the meeting. I have never received a copy of the letter addressed to me personally. Mostly, it is addressed to the party executives like the party chairman or secretary (political party respondent, 2015).

Source: Author's Field Survey, May 2015

Invitations by letters and through community and stakeholder representatives have some implication on the depth of outreach. There is a greater possibility that community members who do not belong to any of these stakeholder groups may not be involved in the planning process. There is also a high possibility of discrimination when group invitation methods are

used, restricting participation to leadership of the groups. This necessitates the need to employ more far-reaching means of invitation.

Additionally, respondents' ratings of the appropriateness of days on which meetings were held were mixed with 50 percent of participants indicating that it was not appropriate for them. An institutional respondent mentioned that;

“Mostly we consider the taboo days, market days, and festive periods before we organise the meeting. We also consider carefully areas where there are conflicts” (Key Institutional Informant, 2015).

Source: Author's Field Survey, May 2015

A review of the dates on the participants' lists of the Diagnostics Workshops (needs assessments meetings) conducted in the selected zonal council areas showed that the days on which the meeting were held were likely to affect participation. As shown in Table 4.8, the needs assessment meeting in the Opeikuma zonal area was held on a market day contrary to the institutional respondent's assertion. A similar meeting in the Kpormortey zonal council area was also held on a national public holiday probably with the view that community members will be available. However, it is worthy to note also that as per the major occupation of respondents in the municipality most community members may actually find such days as potential market days. This could probably account for participants' dissatisfaction with the days on which MDTP meetings were held as indicated by some respondents in the survey.

Table 4.8: Zonal Council Diagnostic Meetings Days

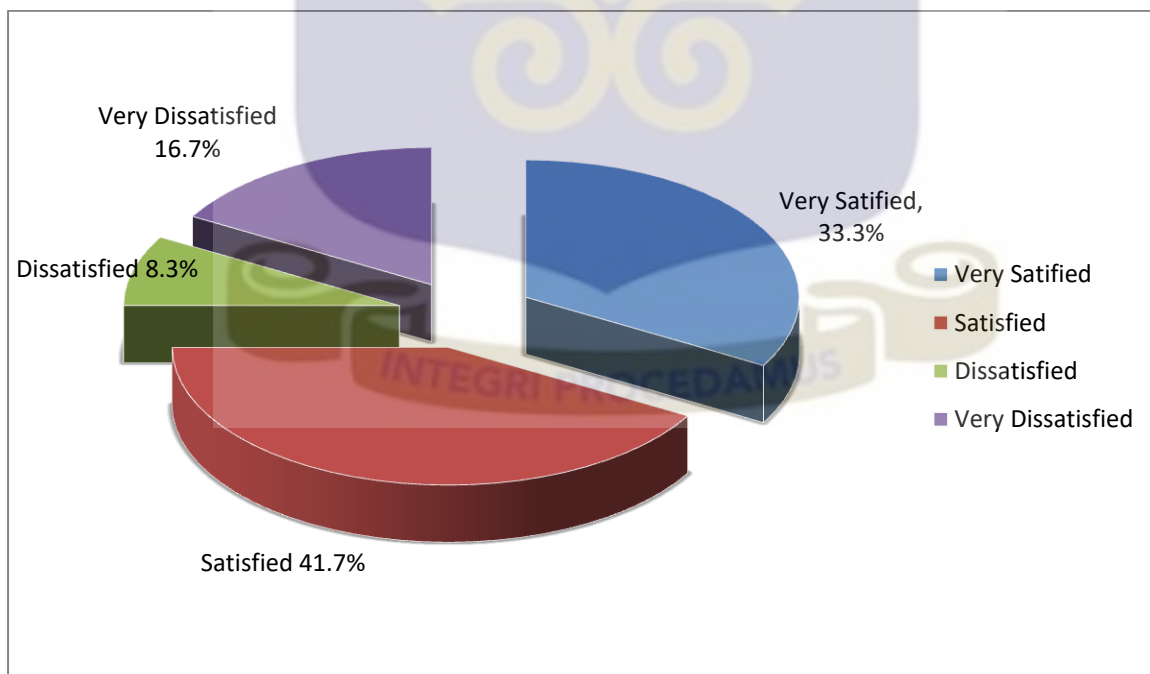
Zonal Council	Date of Meeting	Day	Remark
Kpormortey	1 st May, 2013	Wednesday	Public Holiday
Opeikuma	26 th April, 2013	Friday	Market Day
Walantu	14 th April, 2013	Saturday	Weekend

Source: ASEMA, 2013

4.4.2 Strategies Employed During the Meeting

Mostly, participants as shown in Figure 4.6 were satisfied with the level of strategies employed by the MPCU during the participation events. Three in four of respondents were comfortable with the language used during the meetings and deliberations.

Figure 4.6: Respondents' Ratings of Language Used During MTDP Meetings



Source: Author's Field Survey, May 2015

On the level of dissatisfaction expressed by some respondents on the language used, a key community informant articulated that:

“The language used was mostly favourably. It was at the final public hearing that the language may have been a bit problematic. This is because the programme was transmitted live on television by Multi TV. So, the local dialects were minimally used in that particular meeting.” (Community representative).

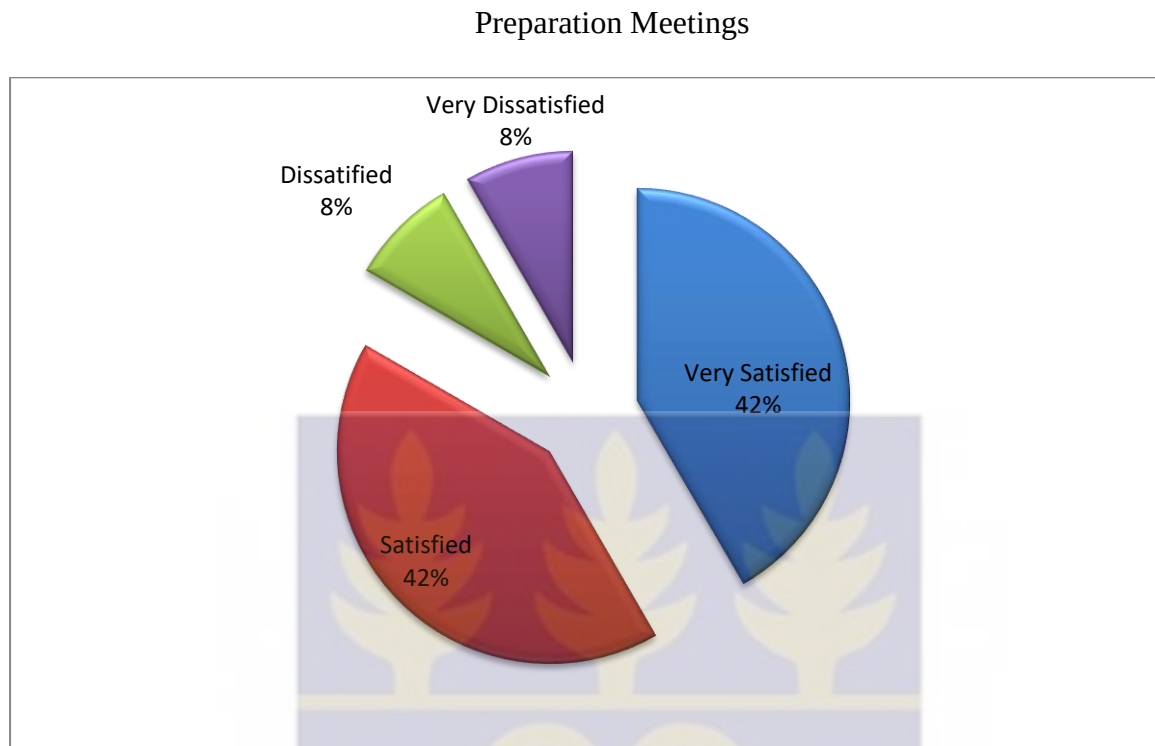
Source: Author’s Field Survey, 2015

This implies that participants were comfortable to express their opinions on issues discussed without any language barrier during meetings except the final public hearing hence contributed meaningfully to discussions.

Another key feature of meaningful participation is the level of diversity in the stakeholder groups (Dalton, 2005; Stewart, 2005; NDPC, 2013). The data as illustrated by Figure 4.7 indicated majority (84%) of respondents who had been involved in the planning meeting were satisfied with the diversity of stakeholders.



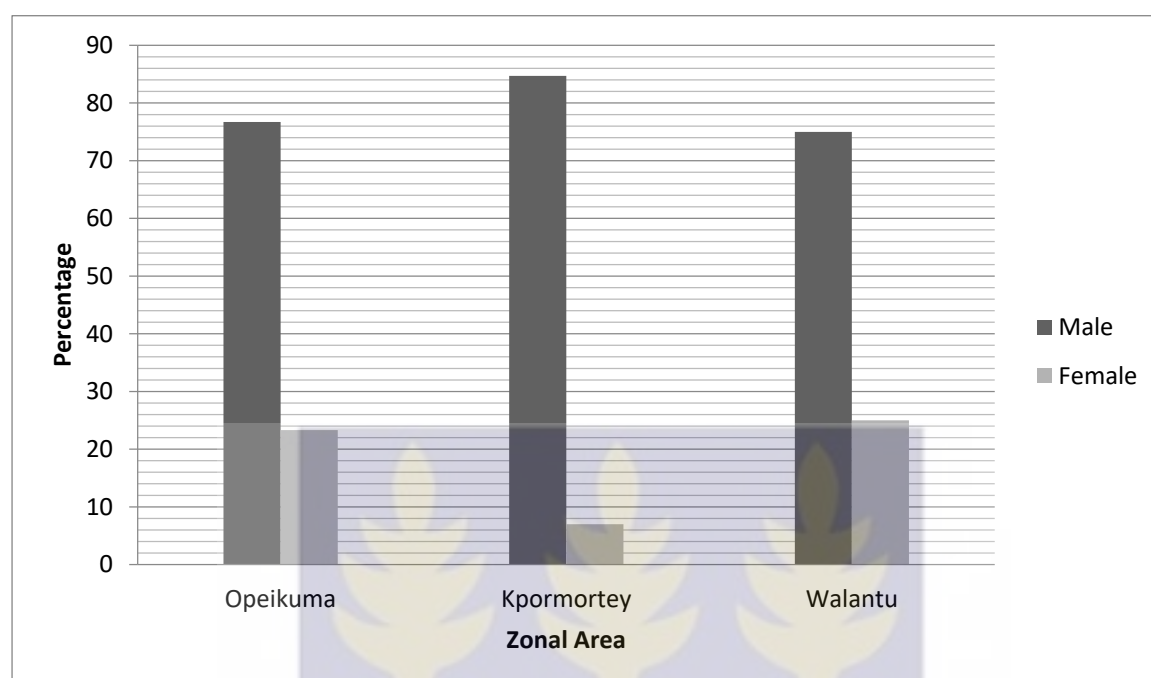
Figure 4.7: Respondents' Perception of Diversity of Stakeholders Present During MTDP



Source: Author's Field Survey, May 2015

However, a review of the attendance sheets of the zonal diagnostic meetings as depicted by Figure 4.8 indicated that meetings were dominated by men (over 75%) in all zonal areas. The implication is that decisions made are more likely to reflect needs of men than women especially in prioritizing these needs.

Figure 4.8: Gender Pattern of Community Participation in Zonal Council MTDP Meetings



Author's Construct with data from ASEMA, 2013

Some key stakeholders also said:

"Inviting everybody to such a meeting is not possible. But mostly you see some group representatives. For instance, traditional and religious leaders, other Assembly Members, Unit Committees members, Hairdressers and Beauticians' Association representatives, Ghana Private Road and Transport Union Chairman, Market and landlords' Associations representatives."(Key Stakeholder Informant).

"Though generally the stakeholder groups are ok, I expected the municipal assembly to have invited the Ghana Private School Association since education in the district is mainly provided by the private sector and public schools are few."(Institutional Informant).

Source: Author's Field Survey, May 2015

The implication is that the MPCU employs the group-based invitation strategy to involve community members. This was corroborated by a key informant who explained that:

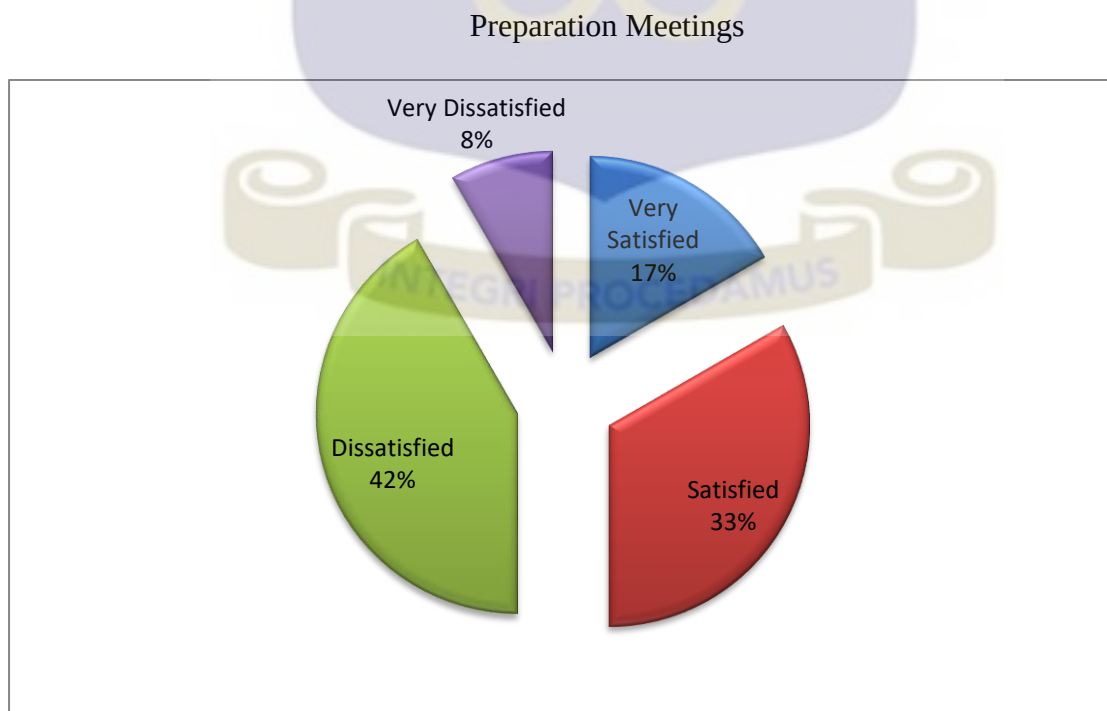
“The more stakeholders you invite the higher the cost you incur for the meeting. For instance for the final public hearing we were supported by a private media Organisation implementing a Governance and Leadership Programme but the Assembly still had to contribute something. We need the private sector to come on board to help organise such programmes”.

Source: Author’s Field Survey, May 2015

This finding further highlights the costly nature of participatory development planning (NDPC, 2013; Dorcey et al., 1994)

For the purpose of maintaining community interest in MTD Planning processes, it is also important that participants of meetings have the chance to air their views on matters being discussed. The data as depicted in Figure 4.10 indicated that half (50%) of respondents did not have the opportunity to comment on issues discussed. This suggests that methods for involving community members should be varied during meetings.

Figure 4.10: Respondents’ Rating on Opportunity to Contribute to Discussions in MTDP

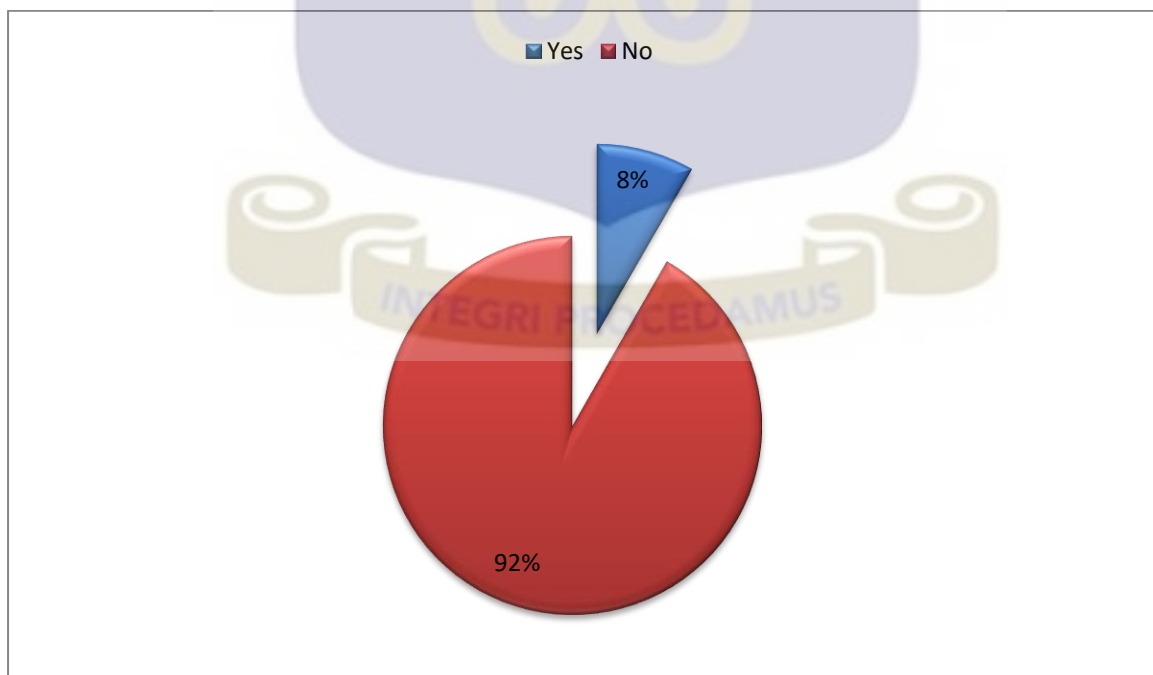


Source: Author’s Field Survey, May 2015

4.4.3 Post-Planning Interaction with Community Members

After the plan has been developed and adopted, it is required that a municipal communication strategic plan is designed and implemented to create more awareness on the programmes and projects designed by the Assembly in consultations with community members (NDPC, 2013). This is intended to serve as a feedback mechanism to community members on the issues captured in the plan (NDPC, 2013). The data as indicated in Figure 4.10 showed that there were some lapses in the feedback mechanisms after the last public hearing meeting. Ninety-two percent of respondents indicated they had never had any interaction with the municipal assembly on the 2014-2017 MTDP since the final public hearing meeting. Additionally, almost all participants did not have copies of the final 2014-2017. This was consistent with views expressed by key stakeholder respondents including members of the assembly, zonal council members and unit committee members.

Figure 4.10: Respondents' Interaction on MTDP after Final Public Hearing



Source: Author's Field Survey, May 2015

Some stakeholders commented that:

“I don’t have a copy of the plan. They (MPCU) told us to wait but since then, when the final public hearing was held, we have not received it.” (Community Representative)

“No, we have not been able to provide copies of the plan. We are reviewing a few things and we will provide them with highlights of the main issues of the plan, when the review is done.” (Institutional Respondent, 2015)

Source: Author’s Field Survey, May 2015

The implication is that almost all participants do not have the means of verifying inputs made were captured and are still in the plan for monitoring implementation. This reduces transparency in the planning process

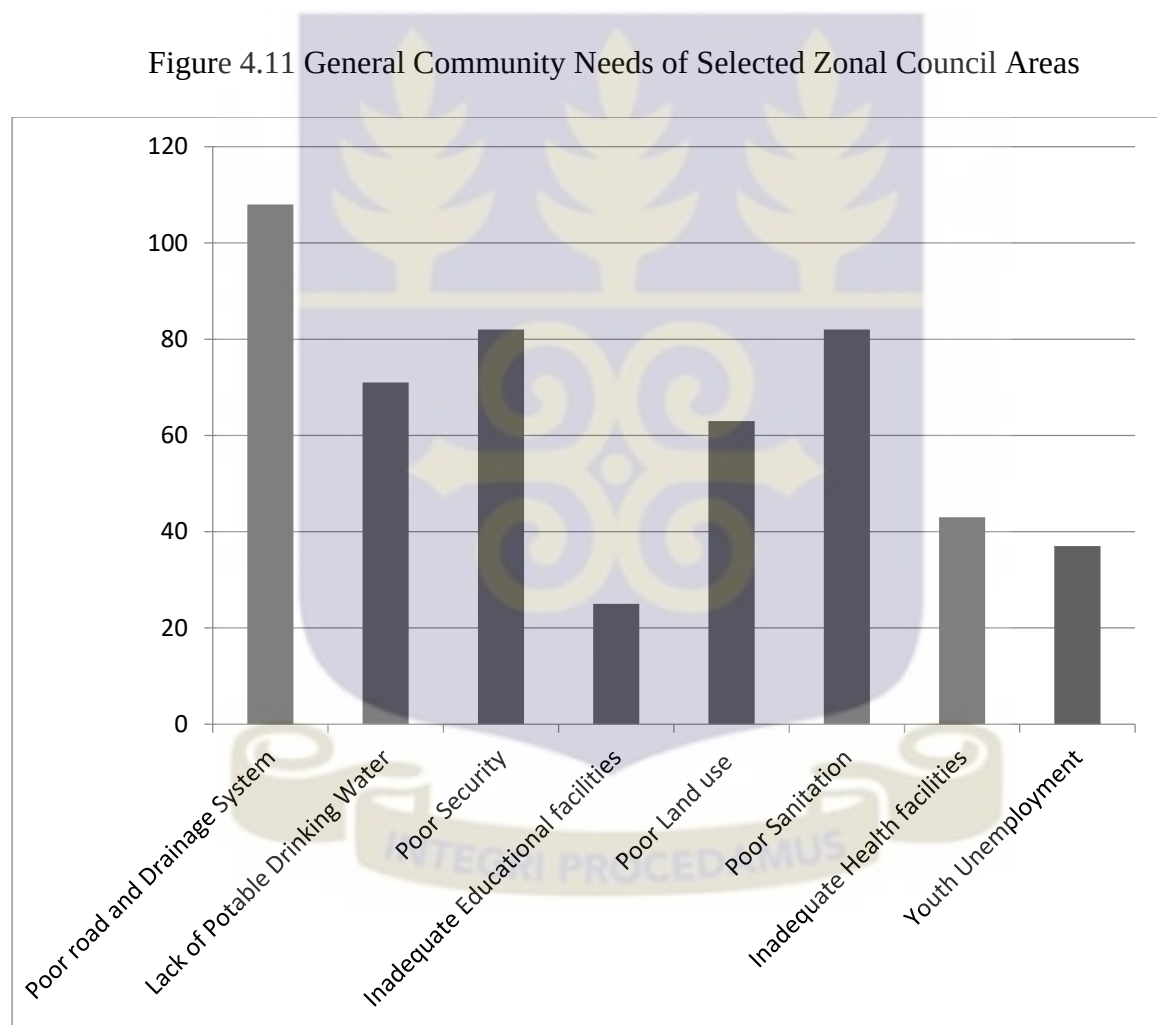
4.5 Responsiveness of the 2014-2017 MDTP to Community Needs

The several challenges to development in Awutu Senya East Municipality require a comprehensive and integrated approach to overcome these challenges. The necessity of responsive plans to this course is crucial. In line with the Municipal Assembly’s mandate of developing a MTDP, the following were prioritised as per consultations with community members.

- Improving upon the road network and the drainage network.
- Improving access to potable water.
- Improving security networks and street lighting
- Improving access to educational infrastructure
- Improving land use planning (layouts)
- Improving sanitation and the quality of the environment.
- Improving access to health facilities
- Employment generation

(ASEMA MTDP, 2014)

Generally, the data as portrayed in Figure 4.10 indicated that in the three zonal councils, poor road network and drainage systems, poor security, poor sanitation, lack of potable drinking water and land use violations are the major problems in the three zonal areas studied. This seems consistent as per the data from the Opeikuma, Kpormortey and Walantu. These problems were mentioned by more than half of respondents in all zones, as plaguing their communities.



Source: Author's Field Survey, May 2015

However, specific zonal community needs as shown in Table 4.9 indicated some major variations as compared to the needs captured in the 2014-2017 MDTP.

4.5.1 Zonal Needs Prioritization Variations

The identification of community needs within the Opeikuma zonal area showed major variations as compared to the needs captured in the 2014-2017 MTDP. The major prioritization issues were inadequate access to educational facilities (public) and poor security. Though poor security was well identified as a problem in Opeikuma, it was ranked 6th per the MTDP. However, respondents of Opeikuma identified poor security as a pressing need as per the data, being the third most cited problem in that zone as shown in Table 4.9 based on ratings by frequencies. A perusal of the 2013 Annual Crime Statistics of the Ghana Police Service however revealed that Opeikuma was noted as a major robbery flash point in the Central Region (Ghana Police Service, 2013).

Similar issues of variation of the specific community problems were recorded in Walantu (in terms of the prioritization of youth unemployment, poor land use and inadequate access to educational facilities) and Kpormortey (in terms of poor sanitation, inadequate access to health facilities and poor land use).

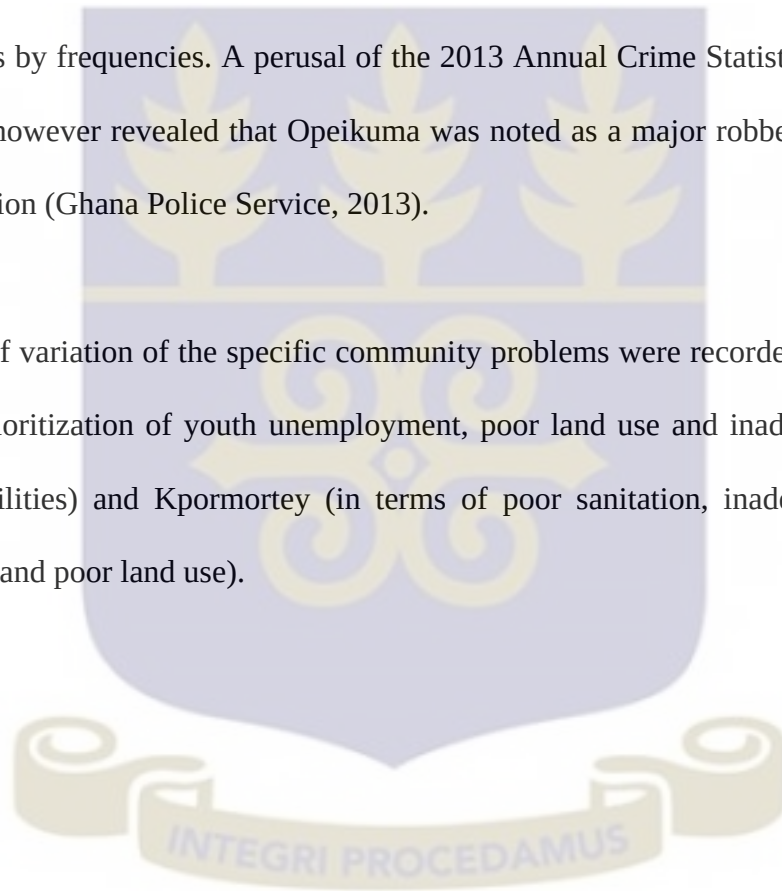


Table 4.9: Comparative Analysis of Variations in Community Needs

Problems						
	Opeikuma		Walantu		Kpormortey	
	2014-2017 MTDP	Data Result	2014- 2017 MTDP	Data Results	2014-2017 MTDP	Data Results
Poor environmental Sanitation	4	4	6*	5*	7**	3**
Lack of potable water	1*	2*	2*	3*	4	4
Inadequate Health facilities	8*	6*	8*	6*	5**	8**
Youth Unemployment	7*	8*	5**	8**	8*	7*
Poor Security/Lack of Street Light	6**	3**	3*	4*	3*	2*
Poor Land Use	5	5	7**	2**	1**	5**
Inadequate Access to Public Educational facilities	3**	7**	4**	7**	6	6
Poor access roads and Drainage	2*	1*	1	1	2*	1*

Note *minimal variation **significant variation

Source: Author's Field Survey, May 2015

This implies that though community problems can be easily identified, limiting participation to a few community members affected the prioritization of community needs.

CHAPTER FIVE

SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

5.0 Introduction

This chapter provides a summary of the research findings as per the data analysed in the previous chapter and its implication for development within ASEMA. Based on the implication of the findings, recommendations to improve community involvement in the planning processes are made.

The research aimed at ascertaining the extent of community involvement in the MTDP and its preparation process in ASEMA. Mixed methods, techniques and tools of both quantitative and qualitative nature were employed in the study. This includes the application of semi-structured questionnaires and interview guides to collect data with regards to the study's objectives of; assessing community members' knowledge about the MDTP and its preparation process, examining community members' role and awareness of their roles, strategies employed by the Municipal Assembly to ensure community participation and the responsiveness of the 2014-2017 ASEMA MTDP to community needs.

5.1 Main Findings

Community Awareness of MTDP and its preparation process

The study found that although over two-thirds of respondents (66.7%) had the knowledge that the Municipal Assembly is supposed to develop a plan to guide development in the municipality, the general public knowledge about the MTDP in particular within ASEMA is very low. The depth of such low awareness is evident among people of all ages and sexes. However, this low level of awareness was slightly higher in Kpormortey (30.8%) and Opeikuma (29.2%) than Walantu (24.2%).

The low level of awareness resulting from low information availability limited participation in the MTDP preparation process. Thus, participation in the planning process within the municipality is the preserve of a few Municipal Assembly sub-structure members and leaders of few stakeholder groups, who are politically aware (Aguillar, 1988).

Information delivery to community members was not prioritised during the period, with key local level departments mandated to provide information to the public excluded from the MPCU constituted. Consequently, the means by which awareness was created among community members were not far-reaching. Such limited knowledge and awareness automatically excluded community members who had rights to participate in the planning process. This is consistent with Jackson's (2001) assertion that information on the planning processes when limited to a few individuals consequently results in low interest in participatory planning events.

Community Role in MTDP process

Further to the low awareness of community members on the MTDP process, significant proportion of the few respondents involved the MTDP preparation process lacked education on their role in the process prior the planning events. Only the few community representatives excluding the leaders of the stakeholder groups had some education on their role in the MTDP process.

The municipal assembly in recognition of the need to ensure an awoken public of community members, strengthened the capacity of the municipal sub-structure members to play their role in the planning process effectively by organizing a capacity building workshop for selected community representatives. However, the particular responsibility of the MPCU in

collaboration with the municipal assembly and unit committee members, of educating the general public as provided by the MTDP guideline were largely underperformed. This deficiency in educating community members on their roles was also due in part to the lack of motivation for community representatives. Consequently, there is some level of community indifference towards the MDTP process since they were ignorant of the essence of participating in the MTDP preparation process.

Strategies Employed by Municipal Assembly to ensure effective community participation

Despite the fact that participation in the planning process was limited to a few community members, the strategies employed in involving them were generally satisfactory but not without lapses. Major concerns regarding the lapse were the inappropriateness of the days on which meetings were held, lack of opportunity to comment on issues discussed and absence of a feedback strategy. Feedback on the plan after the final public hearing has been poor as and all respondents involved in the planning process with no exception, had no copies of the 2014-2017 MTDP.

However, participants of the planning meeting were satisfied with the timeliness of notification and the means through which they received such notifications. Though participants of the planning meetings were also satisfied with the level of other stakeholders present at the meeting, it was noticed that participation was biased towards men.

Responsiveness of the 2014-2017 MTDP

Though information and education on the MTDP and were generally very low and participation in its preparation process was limited to a few community leaders, the 2014-2017 MTDP is generally responsive to community needs. Poor road network and drainage

systems, poor sanitation, poor security, lack of potable drinking water and poor land use were discovered as the major problems in the municipality, which were consistent with the 2014-2017 MTDP.

However, there were variations in the prioritisation of community needs in all zonal areas. This suggested that limited participation of the general public in the planning process impacted prioritization of these needs, though they were rightly identified in all zones.

5.2 Conclusions

The main conclusions of the study based on the findings are:

- Participation in MTDP preparation in the municipality is largely limited to municipal sub-structure members and few community and group leaders who are politically aware. Hence, awareness of the MTDP and its preparation process in the municipality is very low requiring some improvement. Means of invitation are not far reaching leading to the exclusion of most community members. Thus, there is low participation in the MTDP preparation process within the municipality since people cannot participate in what they are not aware of.
- The MTDP guideline does not prioritise provision of adequate information delivery, neglecting key departments with such mandate implicitly from the core membership of the MPCU. The guideline is also silent on gender sensitivity issues in the constitution of the Municipal Planning Coordinating Unit.
- Community education on their roles in the MTDP preparation processes is also limited to the few sub-structure members with the expectation that they will in turn educate their constituents. Thus, a specified duty of the MPCU as per MTDP preparation guideline, of sensitizing the general community was not fully

implemented. In effect, there is some level of community indifference towards participation in the MTDP preparation process due to ignorance about the necessity of participating in the process.

- Strategies employed to involve the few informed members of the community are satisfactory with some concerns. Mostly the days on which meetings are held, opportunity for participants to comment on issues discussed, poor feedback mechanism and inadequate provision of materials concerning the needs captured in the MTDP are issues which need to be improved. This undermines transparency of the Municipal Assembly in the MTDP preparation process and may potentially undermine future participation in the MTDP process
- The 2014-2017 MTDP is generally responsive to the needs of communities but not without variations in terms of community needs prioritised within zonal areas. This suggests that limited participation had affected the proper prioritisation of community needs.

5.3 Recommendations

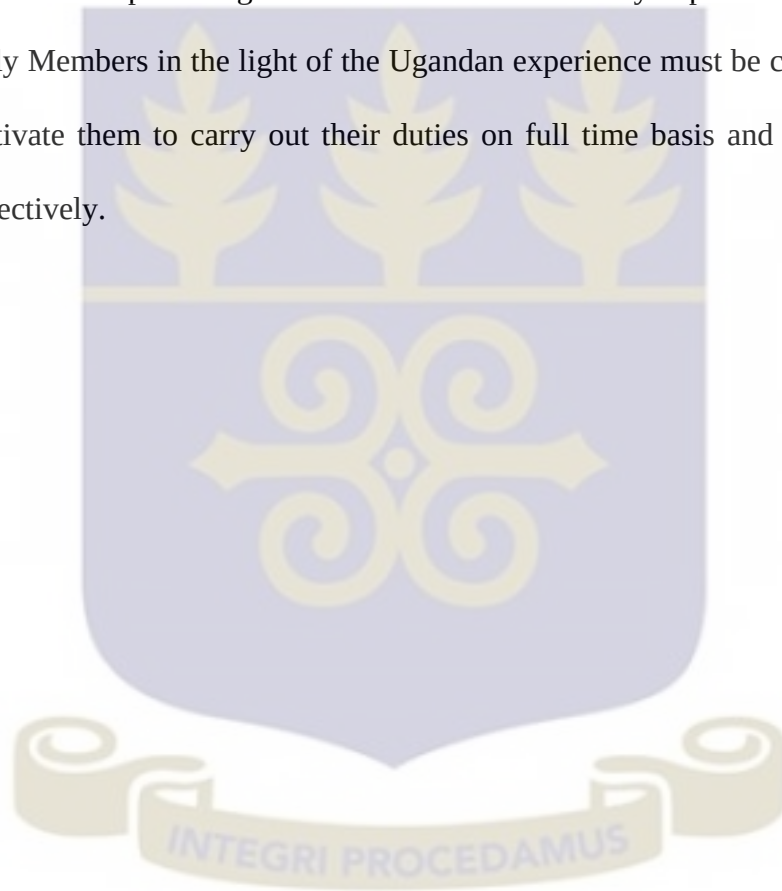
In the light of the findings of the study, the following are recommended:

- Considering the relevance of community awareness in inducing participation, the Information Services Department and the National Commission on Civic Education should be actively involved as members of the Municipal Planning Co-ordinating Unit.
- The non-existence of an Information Services Department informs that new municipalities should not be created in haste without adequate preparation to establish all key development departments.

- The MPCU must prioritised provisions of adequate information to the general public by employing several techniques such as media outreaches, flyers, public information vans and electronic media especially to reach the youth other than the use of messengers (assembly and unit committee members) and letters. This will broaden the scope of reach in term informing community members and hence induce community participation in the MTDP preparation process.
- The MPCU should consider adopting the Ethiopian experience of constructing notice boards within communities to provide information and education on the MDTP process to the community members. But this should include pictorial presentations to ensure the less educated community members can also understand and appreciate the information provided.
- ASEMA should leverage on its public private partnership successes to encourage more private sector funding of the MTDP preparation process to strengthen the capacity of all municipal sub-structure members to perform their role of informing and educating community members. This will ensure all willing community members within the specific zonal council areas participate in the MTDP process and thereby improve community ownership of designed initiatives and projects.
- The MPCU must also organise specific periodic sensitization programmes on MTDP to educate community members generally on the necessity of participating in the planning process. This must not be done only at the period when the next MTDP period is near but throughout the period of implementing the current plan.
- The strategies for engaging community members should be carefully followed as per the MTDP guideline particularly in choosing the days for the planning meetings. Additionally, the communication strategy as prescribed by the guideline must be

developed and implemented to update community members on the activities of the MDTP after the planning process.

- The MPCU should consider collaborating with Non-Governmental Organisations with the capacity of helping communities to develop local community plans which can be incorporated in the MTDP. This will ensure more stakeholders are reached and community members have the opportunity to comment on issues discussed.
- The approach of providing remuneration for community representatives especially Assembly Members in the light of the Ugandan experience must be considered as this will motivate them to carry out their duties on full time basis and hence play their roles effectively.



REFERENCES

- Addoquaye Tagoe, C. (2012). *Local Governance Participation Among Indigenes and Migrants in the Greater Accra Metropolitan Area of Ghana*, PHD Thesis. University of Ghana, Legon. PHD Thesis.
- Aguillar, G. A. (1988). Community participation in Mexico City: A Case Study. *Bulletin of Latin American Research* , Volume 7 (No. 1), 33-46.
- Agyemang, M. (2010). *An Investigation into the Effects of the Ghanaian Decentralised Development Planning System in the Provision of Health and Educational Infrastructure: The Case of New Juabeng Municipality*. Kwame Nkrumah University of Science and Technology (Unpublished Thesis).
- Ahwoi, K. (2010). *Local Governance and Decentralization in Ghana*. Accra: Unimax Macmilan, Accra. Ghana
- Amponsah, N. (2003). The Mass Media and Grassroot Political Participation. In N. Amponsah, & K. Boafo-Arthur, *Local Government in Ghana: Grassroot Participation in 2002 Local Government Elections* (pp. 167-186). Accra: Uniflow Publishing Limited.
- Amponsah, N, & Boafo-Arthur, K (2003). *Local Government in Ghana: Grassroot Participation in 2002 Local Government Elections*, Accra: Uniflow Publishing Limited.
- Arnstein, S. R. (1969). A ladder of Participation. *Journal of the American Institute of Planners* , 35 (4), 216-224.
- Asante, J., Broni, E. B., & Debrah, I. (2007). Beyond Motivation What Next? A Critical Anaysis of Employee Behaviour towards Work. *International Journal of Management Sciences* , 3 (4), 187-209.
- Augur, T. (1945). Citizen Participation in City planning. *The ANNALS of the American Academy of Political and Social Sciences* , 101-103.
- Awutu Senya East Municipal Assembly. (2013). *2012 Annual Progress Report*. Kasoa: Awutu Senya East .
- Awutu Senya East Municipal Assembly. (2014). *Medium-Term Development Plan for 2014-2017*. Kasoa.
- Aycrigg, M. (1998). Participation and the World Bank: Sucesses, Constraints, and Responses. *World Bank Social Development Paper* 29 .
- Ayee, J. R. (2000). The Global Context of Decentralization. In W. Thomi, P. W. Yankson, & S. Y. Zanu, *A decade of Decentralization in Ghana* (pp. 3-12). Accra: EPAD Research Project and Ministry of Local Government and Rural Development.

- Ayee, J. R., & Amponsah, N. (2003). The District Assemblies and Local Governance: Reflections on the the 2002 Local Elections. In N. Amponsah, & K. Boafo-Arthur, *Local Government in Ghana: Grassroot Participation in 2002 Local Government Elections* (pp. 49-98). Accra: Uniflow Publishing Limited
- Badea, D.M (2005).Citizen Participation in Timisoara: Case study of Neighbourhood Consultative Councils. Lund University (MA thesis).
- Blair, R. (2004). Public Participation and Community Development:The Role of Strategic Planning. *Public Administration Quarterly* , 102-147.
- Botchie, G. (2000). Rural District Planning in Ghana: A case study. *Environmental Planning Issues* (21).
- Brager, G., Specht, H., & Torczyner, L. J. (1987). *Community Organizing*. New York: Columbia University Press.
- Bromley, D. (1990). Academic Contributions to Psychological: I.A Philosophy of Science for the Study of Individual Cases. *Couselling Psychology Quarterly* , 3 (3), 299-307.
- Burroughs, R. (1999). When Stakeholders Choose: process, Knowledge, and Motivation oin Water Quality Decisions. *Society and Natural Resources* , 12, 797-809.
- Connor, D. (1988). A New Ladder of Participation. *National Civic Review* , 77 (3), 249-257.
- Cornwall, A. (2008). Unpacking 'Participation': Models, Meanings and Practices. *Community Development Journal* .
- Cowan, T. (2013). *A Framework for Investigating Volunteered Geographic Information Relevance in Planning*. Waterloo,Ontario: University of Waterloo (PHD Thesis).
- Creswell, J.W (1998). Using Mixed Methods Sequential Explanatory Design: Form Theory to Prattice. *Field Methods* , 18 (1), 3-20.
- Dalton, M. T. (2005). Beyond Biogeograpy: A Framework for Involving the Public in Planning of U.S. Marine Protected Areas. *Conservation Biology* , 19 (5), 1392-1401.
- De Souza, M. L. (2011). Urban Planning on the Basis of Autonomy: A Politico-Philosophical and Ethical Framework for Urban Planning and Management. *Ethics, Place and Environment* 3, 187-201.
- De Wit, J. (2003). Towards a New Type of Local Government: An Uphill Battle? *Aladin Conference*. Institute of Social Studies.
- Debrah, E. (2003). Managing the electoral Process at the grassroots level: The case of the 2002 District and Unit Committee Elections. In N. Amponsah, & K. Boafo-Arthur, *Local Government in Ghana:Grassroots participation in the 2002 Local Government Elections* (pp. 99-136). Accra: Uniflow Publishing Limited.

Dorcey, A., & Doney, L. R. (1994). Public Involvement in Government Decision-Making: Choosing the Right Model. *Round Table on the Environment and the Economy*. Victoria.

De Souza, R. (2011). *Community Participation and Decentralization in Elementary School: Pratham-NGO in Gujarat*. The Hague, Netherlands: International Institute of Social Studies (MA Thesis).

Edgerton, J., MacClean, K., Tikare, S., Lytle, P., & Robb, C. &. (2000). *Organizing Participatory Processes*. Washington DC: World Bank.

Garau, C. (2012). Citizen Participation in Public Planning: A literature Review. *International Journal of Sciences*, pg 21-44.

Ghana Local Governance and Decentralization Programme. (2013). *Citizen Participation in Local Government Survey: A 2013 Research Report*. United States Agency for International Development.

Ghana Statistical Service. (2013). *2010 Population and Housing Census*. Accra, Ghana: Ghana Statistical Service.

Ghana Statistical Service. (2014). *2010 Population and Housing Census District Analytical Report: Awutu Senya East Municipality*. Accra.

Golooba-Mutebi, F. (2004). Reassessing Popular participation in Uganda. *Public Administration and Development* (24), 289-304.

Government of Ghana. (1992). *Constitution of Ghana*. Ghana Publishing House. Accra, Ghana.

Government of Ghana. (1993). *Local Government Act 1993 (Act 462)*. Ghana Publishing House. Accra, Ghana.

Government of Ghana. (1994). *National Development Planning System Act*. Ghana Publishing House. Accra, Ghana.

Hillery, A. (1955). Definitions of Community: Areas of Agreement. *Rural Sociology* , 20, 111-123.

Innes, J. S., & Booher, D. E. (2000). *Public Participation Planning: New Strategies for the 21st Century*. Berkeley, California: Institute of Urban and Regional Development, University of California.

International Institute for Environment and Development Studies. (2004). *Participatory Learning and Action Notes: Decentralisation and Community-Based Planning*. Endsleigh, London.

Institute of Local Government Studies. (2008). *A Guide to District Assemblies in Ghana*. Friedrich-Ebert-Stiftung, Ghana.

- International Association for Public Participation. (2007). *Spectrum of Participation*. Retrieved March 15, 2015, from <http://iap2.org>
- Jackson, L. S. (2001). Contemporary Public Involvement: Towards a Strategic Approach. *Local Environment* , 6, 135-147.
- Kenny, M. (1997). Participation in Development: The Question, Challenges and Issues. A *Symposium Background Paper* .
- Khwaja, A. (2004). Is Increasing Community Participation Always a Good Thing? *Journal of The European Economic Association* , 427-436.
- Kothari, C. R. (1990). *Research Methodology, Methods and Techniques* (Second Revised ed.). New Delhi: New Age International Publishers.
- Kumar, S. (2002). *Methods for Community Participation: A Complete Guide for Practitioners*. London: ITDG Publishing.
- Lisk, F. (1985). *Popular Participation in Planning for Basic Needs*. Hampshire: Gower.
- Mansouri, G., & Rao, V. (2013). *Localizing Development: Does Participation Works*. Washington DC: World Bank.
- Maple Consult. (2010). *Study of Review Metropolitan Municipal and District Assembly Development Planning, Budgeting and Capital Budgeting Processes: Final Report*. Accra.
- Marshall, B., Cardon, P., Poddar, A., & Fontenot, R. (2013). Does Sample Size Matter in Qualitative Research?: A Review of Qualitative Interviews in Research. *Journal of Computer Information Systems* .
- Mathur, H. M. (1986). *Administering Development in the Third World: Constraint and Choices*. New Delhi: Sage.
- Marzuki, A. (2009). A review on Public participation in Environmental Impact Assessment on Malaysia. *Theoretical and Empirical Researches in Urban Management* , 3 (12).
- Mpare, M. (2007). Best Practices Conference on Decentralization in Ghana.
- Mpereh, M. (2012). Linking the Ghanaian Diaspora to the Development of Ghana. *Colloquium of the Diaspora*. National Development Planning Commission.
- Mpolokeng, P. (2003). People's Participation in Rural Development: The Examples From Mafikeng. *African Journal of Political Science* , 8, 55-86.
- Mulwa, F. (2008). *Demystifying Participatory Community Development: Beginning from the People, Ending at the People*. Pulines Publishers Africa.
- National Development Planning Commission. (2014). *Guidelines for the Preparation of District Medium-Term Development Plan*. Accra.

- National Development Planning Commission. (2003). *Growth and Poverty Reduction Strategy I*.
- National Development Planning Commission. (2005). *Growth and Poverty Reduction Strategy II*.
- National Development Planning Commission. (2013). *Medium-Term National Development Policy Framework: Ghana Shared Growth and Development Agenda II*.
- National Development Planning Commission. (2010). *Medium-Term National Development Policy Framework: Ghana Shared Growth and Development Agenda*.
- Oakley, P. (1991). *Projects with People: The practice of Participation in Rural Development*. Geneva: International Labour Office.
- Ofei-Aboagye, E. (2011). Local Government and Pro-poor Development: Outline of Development and Issues. In R. Koranteng, & M. Alam, *Decentralization in Ghana* (pp. 126-144). Commonwealth Secretariat.
- Olujimi, B & Egunjobi, L. (1991). Public Participation in a Village Regrouping Scheme. *Community Development Journal* , Volume 26 (No.3).
- Oronje, D. O., Rambo, C. M., & Odundo, P. A. (2014). Community Awareness Participation and Perceptions about the Road Maintenance Levy Fund Projects in Kenya. *Global Journal of Business Research* , 8 (2).
- Owusu, G. (2013). Coping with Urban Sprawl: A Critical Discussion of the Urban Containment Strategy in a Developing Country City, Accra. *The Journal of Urbanism*, Volume 1 (26) .
- Paul, S. (1987). *Community Participation in Development Projects*. Washington: World Bank.
- Republic of Ghana. (1992). *Constitution of Ghana*. Accra.
- Salmen, L. (1987). *Listen to the People: Participants Observer Evaluation of Development Projects*. Oxford: Oxford University Press.
- Sanyare, N. F. (2013). *Decentralised Local Governance and Community Development: Empirical Perspectives from Northern Ghana*. Manchester: Institute of Development Policy and Management, University of Manchester (PHD Thesis).
- Schlossberg, M., & Shuford, E. (2005). "Delineating "Public" and "Participation" in PPGIS". *The Urban and Regional Information Systems Association Journal* , 16 (2), 15-26.
- Shaeffer, S. (1994). *Participation for Educational Change: A Synthesis of Experience*. Paris: International Institute for Educational Planning, UNESCO.

Stewart, J. (2005). *Identification and Application of the Components of Meaningful Public participation in Forest Management*. Natural Resources Institute, University of Manitoba (M.A Thesis).

Tandoh-Offin, P. (2013). Development Planning in Ghana Since 1992: Implication for the Decentralization. *International Relations and Diplomacy* , 1 (2), 93-107.

Tashakkori, A., & Teddlie, C. (2003). *Handbook on Mixed Methods in behavioural and Social Sciences*. Thousand Oaks, CA: SAGE.

The Herald Newspaper. (2013). www.heraldnewspaper.com. Retrieved July 27, 2015

Thomas, J. (1995). *Public Participation in Public Decision: New Skills and Strategies for Public Managers*. San Francisco: Jossey-Bass Publishers.

Todaro, M., & Smith, S. C. (2012). *Economic Development* (11th Edition ed.). Washington: Addison-Wesley.

United Nations Development Group. (2014). *Delivering the Post-2015 Development Agenda: Opportunities at National and Local Levels*. United States of America: United Nations Development Group.

Varkal, M. (2010). *Community Participation in Neighborhood Energy Retrofits: The Case of Guzelyali, IZMIR, Turkey*. Rotterdam, The Netherlands: International Institute of Urban Management, Erasmus University of Rotterdam (M.A Thesis).

Wema, C.F (2000). Women Participation in Project Planning and Implementation: A case of Tasaf Project in Rufiji District in Tanzania. International Institute of Social Studies. The Hague, The Netherlands (MA thesis)

Wiedemann, P., & Femer, S. (1993). Public Participation in Waste Management Decision Making: Analysis and Management of Conflicts. *Journal of Hazardous Materials* , 33 (3), 355-368.

Wilcox, D. (1994). *Community Participation and Empowerment: Putting Theory into Practice*. York: Joseph Rowntree Foundation.

World Bank Group. (1994). *The World Bank and Participation*. Washington DC: Operations Policy Department.

World Bank. (1996). *Participation Sourcebook*. Washington D.C.

World Bank. (2001). The World Bank's Experience with Local Participation and Partnerships. *Organisation for Economic Co-operation and Development Conference on Evaluation and Development*.

Yankson, P. W. (2000). The Problem of Building Up Capacity for Decentralised Planning at the District Assemblies in Ghana. In W. Thoni, P. W. Yankson, & S. Y. Zanu, *A Decade of*

Decentralization in Ghana: Retrospects and Prospects (pp. 187-228). Accra: EPAD Research Project and Ministry of Local Government and Rural Development, Ghana.

Yin, R. (2009). *Case Study Research: Design and Methods*. United States of America: SAGE.





APPENDICES

Appendix A: Survey Questionnaire for Zonal Respondents



ASSESSING COMMUNITY INVOLVEMENT IN DISTRICT MEDIUM-TERM DEVELOPMENT PLANNING PROCESS: A CASE STUDY OF AWUTU SENYA EAST MUNICIPALITY (ASEM)

SURVEY QUESTIONNAIRE

Introduction

I am a student of the Institute of Statistical Social and Economic Research (ISSER), University of Ghana; conducting a study on

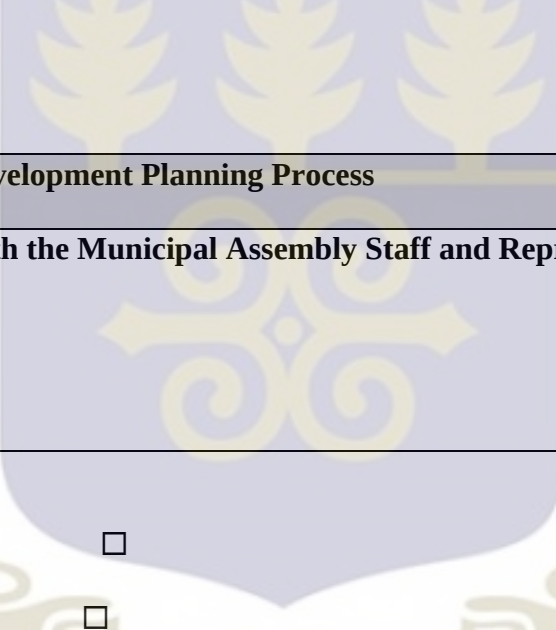
“Community Involvement in District Medium-Term Development Planning Process in Awutu Senya East Municipality. I would appreciate if can make time to respond to the questions that follow.

All responses made shall be kept confidential (Please tick the appropriate response for each of the questions below, where necessary).

Do I have your permission to go on? 1. Yes 2. No. Thank you.

Section A: DEMOGRAPHIC INFORMATION		Questionnaire Number
1.	Zonal Area: 	Community:
	How long have you stayed in your neighbourhood: 	
2.	Age (in completed years): years	
3.	Sex: 1. Male ☐ 2. Female ☐	
4.	Ethnicity: 1.Asante ☐ 4. Ewe ☐ 2.Fanti ☐ 5. other, ☐ 3.Ga/Dangbe ☐ Please specify.....	
5.	Occupation: 1. Professional/technical/managerial ☐ 6.Unemployed ☐ 2.Sales/services ☐ 7.Agriculture ☐	

	3.Skilled manual ☐ 4.Unskilled manual ☐ 5.Clerical ☐	8.Pensioner ☐ 9. Other (<i>Please specify</i>) ☐
6.	Marital status: 1.Single ☐ 3.Divorced ☐ 2. Married ☐ 4.Never ☐ Married	
7.	Religion: 1.Orthodox ☐ 3.Charismatic ☐ 5.Muslim 2.Pentecostal ☐ 4. Other Christians (<i>please specify</i>)..... ☐ 6.Traditional 7.Other.....	
8.	What is your highest level of education completed? 1.None (No formal education) ☐ 5.Tertiary ☐ 2.Primary ☐ 6. other, Specify..... 3.JSS/JHS/Middle School ☐	



Community Development Planning Process

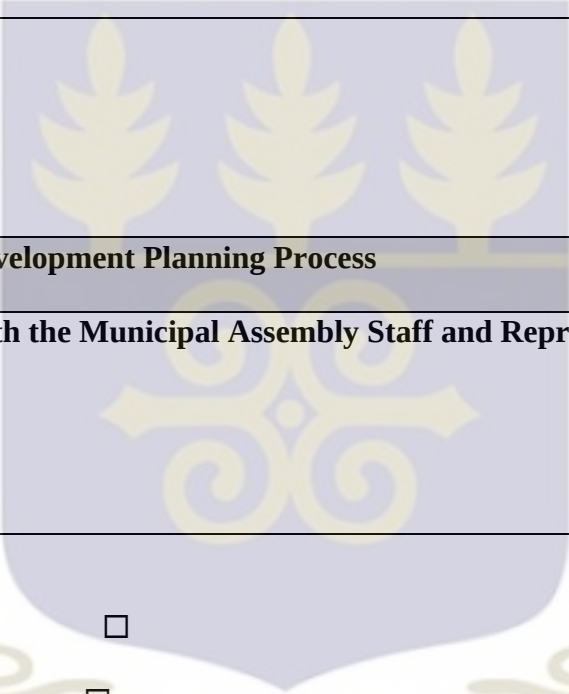
Working with the Municipal Assembly Staff and Representatives

☐

☐

☐ please specify

Community Development Planning Process	
Working with the Municipal Assembly Staff and Representatives	
☐	
☐	
☐	please specify



Urban Development Planning Process

Working with the Municipal Assembly Staff and Representatives

☐

☐

☐ please specify

	If yes, Please describe briefly.....
12.	Do you know that the Municipal Assembly is supposed to develop plans for the development of the municipality by consulting community members? 1.Yes ☐ 2.No ☐
13.	If Yes to Q. 12, who informed you about the process? 1. District Assembly Staff ☐ 2. Assembly Member ☐ 3. Unit Committee Member ☐ 4. Chiefs and elders ☐ 5. Friends ☐ 6. Radio Announcement ☐ 7. Other ☐  Please specify.....

How would you generally rate information on the following?	
	Very High(1) High(2) Low(3) Very Low(4) Don't know(5)
14. The Medium-Term Plan	☐ ☐ ☐ ☐ ☐
15. When it is prepared (period)	☐ ☐ ☐ ☐ ☐
16. Who can be part of the preparation process?	☐ ☐ ☐ ☐ ☐
17. Why you have to participate	☐ ☐ ☐ ☐ ☐
18. Your role in the MTDP process	☐ ☐ ☐ ☐ ☐
19. The role of the Assembly in the Planning process	☐ ☐ ☐ ☐ ☐
Section C: Community Role in the Municipal Medium-Term Development Planning Process	
20.	Do you take part in the development planning processes in your area? 1.Yes ☐ 2.No ☐ (If No, Skip to Q. 25)
21.	If yes, Do you know about your role before the planning meeting? 1. Yes ☐ 2. No ☐

22.	If yes to (Q.21) what is your role? (you may tick more than one if applicable) 1. Help identify community development needs ☐ 2. Help to prioritise community needs ☐ 3. Make decisions on what initiatives and projects can address identified needs ☐ 4. Other, please specify.....
23.	Who informed you about your role in the development planning process? 1.District Planning Staff ☐ 4.Assembly Member ☐ 2.Unit Committee Member ☐ 5.Chiefs and elders ☐ 3. Friends ☐ 6. Radio Announcement ☐ 7. Other ☐ Please specify.....
24.	When were you informed about your role in the development planning process? 1. Before the meeting day ☐ 2. Day of the meeting ☐ 3. Never ☐ informed on role
25.	If No to Q. 20, why don't you partake in development planning meetings in your community?

	1. Never heard about it ☐ 2. Not interested ☐ 3. Don't have time ☐ 4. Other, please specify.....
--	---



26	Have you ever been involved in any Medium-Term Development Planning meeting? 1. Yes ☐ 2. No ☐ 27 If yes, how were you invited? 1. Letter ☐ 2. Information Services Department van ☐ 3. Radio ☐ 4. Assembly Member ☐ 5. Other, Please ☐ specify..... ☐ ☐
28	What actually made you attend the meeting? (you may tick more than one if applicable) 1. Invited to participate ☐ 2. Concerned about our community development challenges ☐ 3. An opportunity to present point of view ☐ 4. An opportunity to listen to public concern ☐ 5. Other, please specify _____ ☐

29.	If yes many these development planning meetings have you been invited? (Between January to December, 2013)? 1. One ☐ 4. More than three ☐ 2. Two ☐ 3. Three ☐
	30. How many of these development planning meetings did you actually attend? (Between January to December, 2013)? 1. One ☐ 4. More than three ☐ 2. Two ☐ 3. Three ☐
	How would you rank (<i>in order of satisfaction</i>) the following, before and during the Medium-Term Development planning meetings you have attended (Skip for Respondents who have never been involved in any planning meeting? (<i>Rank in the order of satisfaction: 1 very satisfied, 2 satisfied, 3 Dissatisfied, 4 very dissatisfied and 5 as don't know</i>). Read out statements to respondents who are not literate

No.		1 Very Satisfied	2 Satisfied	3 Dissatisfied	4 Very Dissatisfied	5 Don't Know
31.	Period of notification before the meeting					
32.	Suitability of means of notification					
33.	Information and Education on the aim of the process					
34.	Technical explanations on issues discussed					
35.	Presence of other stakeholders groups					
36.	Period in which the meetings were held					
37.	Opportunity to comment on issues discussed					
38.	Language used at the meetings					
39.	Community problems captured and included in the draft and final plan					
40.	Were you present at the final public hearing of the Medium-Term development planning					

	process? 1. Yes ☐ 2. No
41.	Have you ever had any interaction after the plan was adopted at the final public hearing meeting? 1. Yes ☐ 2. No
42.	Do you have a copy of the final developed plan? 1. Yes ☐ 2. No ☐
43.	Do you think some people are likely to be invited to development planning meetings than others 1. Yes ☐ 2.No If yes who are those who are more likely to be invited?.....



SECTION E: RESPONSIVENESS OF PLAN TO COMMUNITY NEEDS					
44.	Which of the following problems exist in your community?				
1	Poor road access and drainage		6	Poor environmental sanitation	
2	Lack of potable drinking water		7	Inadequate health facilities	
3	Poor Security		8	Youth Unemployment	
4	Inadequate Access to educational facilities		9	Other, please specify.....	
5	Improper layout (poor land use)				
45.	Which of problems you have mentioned are the most pressing in your community (please tick <u>THREE</u>)?				
1	Poor road access and drainage		6	Poor environmental sanitation	
2	Lack of potable drinking water		7	Inadequate health facilities	
3	Poor Security		8	Youth Unemployment	
4	Inadequate Access to educational facilities		9	Other, please specify.....	
5	Improper layout (poor land use)				
46.	If the list in Q.45 are the needs of your area as per the Medium-Term Plan, would you say that				

the most pressing needs in your community is adequately captured in the district development plan?

1. Yes

☐

2. No

☐

Appendix B: Interview Guide for Municipal Planning Coordinating Unit Members

INTERVIEW GUIDE FOR MUNICIPAL PLANNING COORDINATING UNIT MEMBERS

Section A

Name:.....

.....

Designation:.....

.....

Number of Years served in the
municipality:.....

.....

How many plan development processes have you been involved in MTDP development
process?.....

Section B (Awareness and Education of Medium-Term Development Planning Process)

What are the major steps/activities of the planning process?

What are your roles in this process?

How do you inform and educate people in the municipality about the process?

How do you educate community members on their roles?

Section C (Strategies for Involving Stakeholders)

What do you consider before the planning meetings, especially the public hearings?

How do you involve stakeholders in the MTDP process?

Probe for any of the following not mentioned in the responses (Period of **notification** for the meeting,

Means of notification, Materials provided before the meeting, **Diversity of stakeholders** invited, **Period**

of holding meetings, **Language** used during the meeting, **Opportunity for community** members to comment, **technical support** provided

How are the Information Service Department and Commission of Civic Education Department involved in the planning process?

Section D (Community roles)

What are the roles of community stakeholders?

How has community members participated in MTDP meetings?

How do you deal with conflict interest during meetings in the process?

What has been the progress the of planned initiatives for the 2014-2017 period?

Do you think progress made can affect future participation by community members in the planning process?





Appendix C: Interview Guide for Key Stakeholders (Group Representatives)

INTERVIEW GUIDE FOR KEY STAKEHOLDERS (GROUP) REPRESENTATIVES

Section A

Name:.....

.....

Designation:.....

.....

Number of Years served in the

Group:.....

.....

Which group do you represent?.....

How many plan development processes have you been involved in?.....

Section B: Awareness and Education on Medium-Term Development Planning Process

How many MTDP meetings have you been part of?

Which specific events did you attend?

How were you invited to the MTDP meeting?

Did you know the agenda of the meetings before attending?

Were you given any material to that effect?

Section C: Community Roles

What are the major activities in which you participated?

What were your roles in this process?

How did you know of these roles?

Would you say your group members are also aware of this planning process?

Section C: Perception of Strategies

Major themes of focus Means of notification, Materials provided before the meeting, Diversity of stakeholders invited, Period of holding meetings, Language used during the meeting, Opportunity for community members to comment on issues, Decision on what the plan should include and prioritization of these needs,

Section D: Responsiveness

What are the most pressing needs in your community?

Are they captured in the plan?

How do you know it has been captured in the plan or not?

Do you have a copy of the plan?



Appendix D: List of MPCU Members

NO.	DESIGNATION	POSITION	Sex
1.	Municipal Chief Executive	Co-opted	Male
2	Municipal Coordinating Director	Chairman	Male
3	Municipal Planning Officer	Secretary	Male
4.	Municipal Works Engineer	Member	Male
5.	Municipal Finance Officer	Member	Male
6	Director, Town & Country Planning	Member	Male
7.	Municipal Health Director	Member	Male
8.	Municipal Education Director	Member	Female
9	Municipal Urban Roads Director	Member	Male
10	Municipal Budget Analyst	Member	Male
11	Director, Social Welfare and Community Development	Member	Male
12	Municipal Agriculture Director	Member	Male
13	Civil Society Representative	Member	Male
14	Development Planning Sub-Committee Chairman	Member	Male