

**AN ASSESSMENT OF THE NATIONAL POLICY ON STREET NAMING IN
GREATER ACCRA**

BY

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DECLARATION

I declare that except for the reference to other people's work which have been duly acknowledged, this work is the result of my own research and has neither in part nor in whole been presented elsewhere for another degree.

Signature: **Date:**

Otoo Kirk Kuuku - Student

I declare that this research work was written under my supervision and that the candidate has been consistent in his interaction with me for guidance and direction.

I confirm that the student has my permission to present it for assessment.

Signature: **Date:**

Dr. George Domfe – (Supervisor)

DEDICATION

This work is dedicated to my wife Mrs. Ruth Yayra Otoo and my sister Mrs. Ewurabena Appiah.

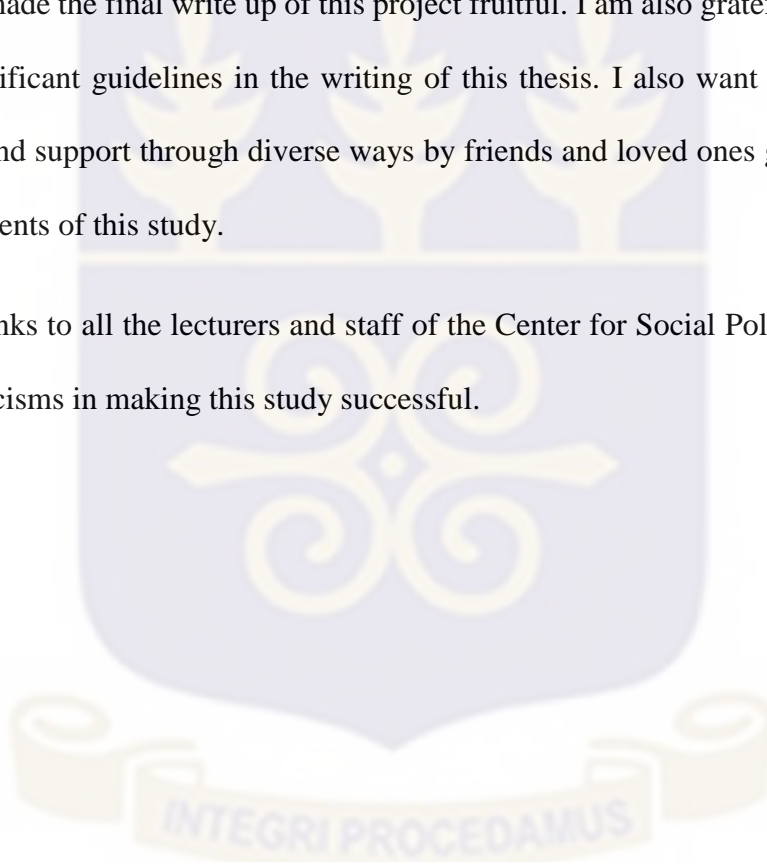


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Finally, I say thanks to all the lecturers and staff of the Center for Social Policy Studies for their constructive criticisms in making this study successful.



ABSTRACT

Street naming has been a practice in Ghana since the colonial era. The Government in the year 2012 partnered the World Bank to name all streets in Ghana. After five years of implementation, the study seeks to examine whether the policy had been effective in meeting its set objectives. A Mixed method approach was employed to address the objectives. A survey was conducted to collect the quantitative data while in-depth interviews were used to collect qualitative data. The study was conducted in three assemblies in Greater Accra Region. Both descriptive and inferential statistics were used to analyse the quantitative data while thematic analysis was employed to analyse the qualitative data. It came out of the study that residents of the assemblies were not comfortable with the kind of names used for the streets. Apart from not being popular among the residents, most of the new names were too difficult to mention or memorize. Again, the study revealed that the street naming exercise had not improved emergency services provision and revenue mobilization efforts as it sought to do. A suggestion was therefore made to the Government to involve residents in naming streets in their areas in order to avoid the use of strange and difficult names. Again, emergency service providers and revenue mobilization officials should be educated on the new street names to enhance their service delivery.

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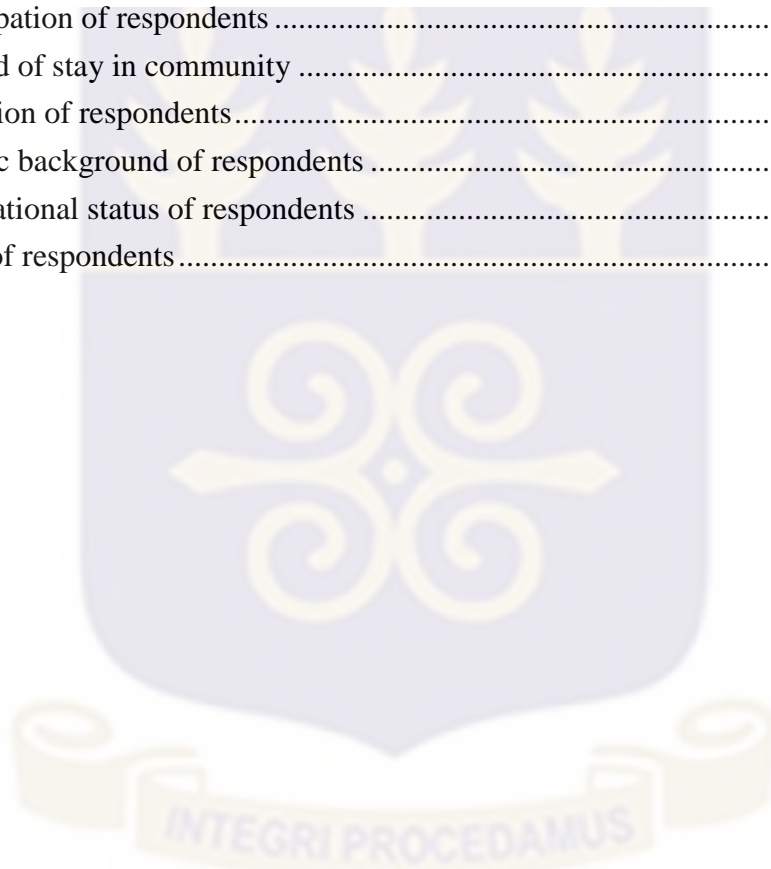
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ABBREVIATIONS

LI	Legal Instrument
MLGRD	Ministry of Local Government and Rural Development
MMDA's	Ministries, Departments and Agencies
GSS	Ghana Statistical Service
OECD	Organisation for Economic Co-operation and Development
EIM	Enterprise Information Management
PEI	Policy Effectiveness Indicator
STATA	Statistical Data
IDI	In-depth Interview



CHAPTER ONE

INTRODUCTION

1.0 Background

Rapid growth of urban communities has necessitated street naming and property numbering in most parts of the world. According to the World Bank (2005) street naming is beneficial to government agencies in the delivery of their services as well as the general public. In other words, street naming and property numbering system could facilitate identification and collection of information in order to enhance revenue mobilization and provision of essential and emergency services.

As a result of rapid increase in diversification of production and services in most economies in the eighteenth century, decentralisation became critical to effective planning. This led to the emergence of the municipal and local government systems. However, for the purposes of taxation and service delivery, the municipal governments started naming streets and properties in their jurisdictions (World Bank, 2005).

Even though street naming and property numbering has been a popular concept in the developed world, countries in Sub-Sahara Africa embraced the concept only in the 1990s. Street naming is an exercise that makes it possible to locate a parcel, property or dwelling on the ground (Ministry of Lands and Natural Resources, 2012). According to the Ministry of Local Government and Rural Development (2010), street naming involves naming and numbering of the streets and properties.

In France, street naming actually took place in the seventeenth century when there were few streets (Couchman, 2014). When the decree was made to name the streets, efforts were made to extend

the cities through the dismantling of walls for the creation of streets. However in China, street naming is done in line with the cardinal points of the compass (World Bank, 2005). Changes in street names is also very much high especially in big cities. Again, street names are rarely found in Japan. In Japan houses are not numbered in order but are into groupings. These groupings are then classified as blocks. Houses are numbered based on the dates they were constructed.

In developing countries, during the colonial days, the authorities did well to name streets and structures for easy identification. This cannot be said of the rapid increase in urban settlements after independence in Africa. Most of these settlements were not planned and properly laid out. In Burkina Faso, the capital is segmented into sectors and hence the streets are named with the sector number and the street number as well. Countries such as Niger and Togo use the names of the neighbourhood to prefix the street names. Chad was the first to begin the street addressing project supported by the French, followed by Burkina Faso and then Cameroun with help from the World Bank (ibid).

According to Azaryahu (1997) street names provide a picture of the political history of a city as well as the political geography of modern settlements. Rhea (1997) also indicated that struggles for multiculturalism and cultural relativism played a key role in street names. Rhea's (1997) argument was based on the development of the civil rights activities which began to confront the white dominated traditions. Rhea (1997) argued that the naming of streets for Martin Luther King Jr, was part of the struggle for inclusiveness.

Furthermore, when a specific locality is mapped out very well and translated into geographical information system, in situations of security concerns, the security apparatus can easily locate the area and restore order. Delays in responding to security red flags can jeopardise the stability and

growth of any locality. In his article, Okyere (2010) indicated that when street names do not exist it creates a problem for the security apparatus to reach any individual when one is attacked by robbers. In addition, Okyere (2010) buttressed the point that the decision made within a space of time upon the occurrence of an event is significantly dependent on the response given by the intelligence based agencies.

Besides, street naming is essential to revenue mobilisation. Building of roads, hospitals, railways, bridges, schools and public infrastructure can improve the standard of living. This however depends on the ability of the local government authorities to collect as much taxes as possible without any hindrance. In this way easy identification of streets and properties will go a long way to enhance revenue mobilisation drive.

Again, street naming could boost the confidence of the banks in dispensing credit to individuals and firms. Financial institutions are more eager to give loans to entities that are known and could be traced in case of default. In other words, proper identification system increases the willingness of financial institutions to lend. Contributor (2014) opined that due to the non existence of an efficient address layout, borrowers resort to the drawing of maps to showcase their residence resulting in low credibility and hence poses a high risk for the lender.

Over the past two decades, Ghana has experienced a lot of growth and development in all sectors of the economy. Even though the growth in the last decade has not been stable, Ghana assumed a new status of a lower middle income country in 2007 after rebasing the economy in 2010. In the wake of these developments, Ghana is experiencing rapid urbanization and private sector growth – all of which depends much on proper identification systems through street and property addressing. It is in line with this that the country has through institutions and laws tried to name

its streets and properties. For instance, the Local Government Act, 1993 (Act 462) has empowered the Metropolitan, Municipal and District Assemblies (MMDA's) to plan and rate the various communities. Their mandate requires them to have oversight responsibilities over how their localities are laid out. Additionally, under the local government structure which houses the urban, zonal and town councils as well as unit committees, the legal instrument establishing them (1994) Legal Instrument (LI 1589) requires sub districts to make recommendations to the district assembly on the need to name all streets in its locality (MLGRD, 2010). Besides, LI 1961 (2009) of the Local Government Act provides the legal basis for the Department of Physical Planning to name streets and number houses (ibid).

In spite of these beautiful set of legal arrangements, the assemblies in Ghana have not been too committed to street naming. The main reason had always been resource constraints. It therefore became a relief to many assemblies when in the year 2012; the World Bank partnered Ghana Government to undertake street naming exercise in all assemblies in Ghana. The main aim of this study is to assess the effectiveness of the 2012 street naming exercise in three assemblies in Greater Accra Region.

1.1 Problem Statement

In Ghana, only few people pay tax due to the highly informal nature of the economy. According to the Ghana Statistical Service (2014), the economy is about 88 per cent informal. This means that Government is only aware of 12 per cent of economic activities and therefore tends to over tax them. In an attempt to address this problem, the informal economy has to be formalized and one way to do this is through the street naming policy.

Apart from this, as a developing country, Ghana has had its fair share of the difficulties of locating household units for the purposes of providing emergency services. The resultant effects of these services not reaching household units in time could be loss of lives and properties. Besides, locating household and property units by the citizenry is equally challenging. As part of the efforts to address these problems, Government in partnership with the World Bank, in the year 2012 introduced the street naming and property addressing system with the following objectives.

- i. To aid in swift response of security, fire and health services (emergency)
- ii. Bring efficiency into the provision of municipal services.
- iii. To aid in tax collection and accurate segmentation of properties
- iv. To build collaboration with other Government Institutions such as the Ghana Statistical Service and National Identification Authority.

After five years of implementation, the system should be able to help in revenue mobilization and the emergency service providers should be able to respond swiftly to emergency needs. However, the Ghanaian citizenry has since the implementation of the policy complained about the names being used (Graphic Online.com, 2014). As a result of these discussions, a section of the Ghanaian population has questioned why the money was not used on other productive ventures. This appears to suggest that the street naming policy was implemented with little or no education to the end users.

Indeed, street naming exercises have a number of benefits. According to the (MLGRD, 2011), the absence of street names and property addresses introduces a convolution of issues for urban dwellers such as poor housing, sanitation, motor traffic congestion and improper mapping out of areas for utility service provision. In a bid to address these issues that pertain to urban settlements,

some MMDA's started the street naming exercise long before the commencement of the implementation of the current street naming policy. However, such efforts of naming streets lacked coherency and a national focus. It is in connection to this that the current street naming system has created a policy framework that will guide the institutionalization of street naming with a national sense.

Such an exercise would bring harmony into the nation's decentralization efforts as well as ensuring the development of geographic information system database for planning. However, a lot would depend on the effectiveness of the policy implementation. It has often been suggested that policy making has not been a problem but its implementation has always remained a challenge to Ghana. There are many policies being implemented by the Government to drive the economy towards achieving its utmost potential of equal wealth distribution and opportunities.

Policy evaluation has often been a challenge in Ghana (Braumah, Awaisu, Rufai and Annin-Bonsu, 2014). Unless conditioned by donors, most public projects/programmes/policy in Ghana are not evaluated. However, policy evaluation is important in its ability to identify implementation challenges which could easily affect effectiveness of the policy. In other words, when policies are evaluated during or after its implementation, inherent weaknesses could be identified to help strengthen implementation of similar policies in the future. Therefore, the current street naming policy which has been implemented for five years needs to be assessed to guide policy on street naming in Ghana. Interaction with the policy implementors indicate that such an exercise is yet to take place. It is in line with this that this study attempts to assess the effectiveness of the street naming policy in three assemblies in Greater Accra.

1.2 Research Questions

Drawing from the discussions above, the following questions are asked;

- i. What are the factors that influence the preference for the new street names?
- ii. What has been the level of improvement in emergency service provision since the implementation of the policy?
- iii. What improvement has been recognized in revenue mobilization efforts?
- iv. What was the level of awareness of the street naming policy amongst the citizens?
- v. Were there enough stakeholder consultations to agree on the preferred names?

1.3 Objective of the Study

The objective of the study is to assess the national policy on street naming in Greater Accra.

The specific objectives are:

- To identify the factors that influence users' preference for the current street names.
- To assess the extent to which the policy has enhanced provision of emergency services (Fire Service and Police Service).
- To examine how the policy has enhanced government officials in revenue mobilisation efforts.

1.4 Justification of the Study

The MMDA's as per their mandate used to carry out street naming in times past. This activity lacked a national focus, coherency and did not involve the citizenry in terms of broadening the stakeholder consultations for a more unified policy implementation exercise. However, Government of Ghana in her bid to give this exercise a national focus introduced the National

Street Naming Policy. This policy ofcourse was to address the inconsistencies and inadequate stakeholder consultations in times past.

The findings of the study will have implications for policy. This will inform government as to how to address shortfalls if there are or strengthen areas of the policy which are good to improve its outcome. Besides, other countries who are planning to undertake such an exercise can learn from the weaknesses that might persist in the policy and develop a more robust policy that will attain optimum success stories from formulation to implementation through evaluation.

Ghanaians are noted for formulating comprehensive policies but it is argued that most of the policies do not in the long run address the problem identified for which the policies were formulated. The argument made is that, this is partly due to inherent challenges of precise problem identification. Moreover, the lack of expertise and in depth knowledge on policy implementation by agencies responsible for execution constitutes part of policy failure as indicated by others. Indeed, the indication given in certain quarters shows that Ghana lacks the culture of ex-ante and ex-post evaluation (Braithwaite et al, 2014). This study would have to attest to or otherwise reject all the arguments made concerning policy evaluation.

Ghana as a country has struggled with property addressing for a long period of time and with the Government's agenda to block all the leakages within the tax system, street naming was key to driving this initiative. After the implementation of the policy, evaluation was needed to assess the achievements of the policy so far and identify weaknesses within the policy for review.

Significantly, this study was timely as it aimed to assess the effectiveness of the policy and whether the objectives that were spelt out have been achieved. This study's contribution to the national debate of formalising the economy was important as no study had yet been conducted in this

regard. The study upon its findings made policy recommendations to serve as a guide for future policies and become a model for other countries to use.

1.5 Scope and Limitation

Due to financial constraint and time, the study covered only three assemblies in the Greater Accra Region. Therefore, there was a need to tread cautiously in generalisation. However, a probability sampling frame was adopted to enhance generalisation of the outcome.

1.6 Organisation of the Study

The study consists of five chapters. Chapter One comprised of the Background of the study, problem statement, objectives and the significance of the study. Chapter Two discussed related literature to the main issues while Chapter Three focused on the methodology employed in the study. Chapter Four concentrated on data analysis and discussion according to the stated objectives of the study. Chapter Five then concludes the study with policy recommendations.

CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

This chapter reviews the related literature of the study. A conceptual framework is developed to illustrate how the assessment of the policy is done. A comprehensive look at aspects of the policy cycle is discussed critically with emphasis on policy evaluation. The chapter again discusses theories and empirical works done by others.

2.1 Theoretical Review

This section of the thesis discusses the main assumptions of Political System Theory and their relevance for the study.

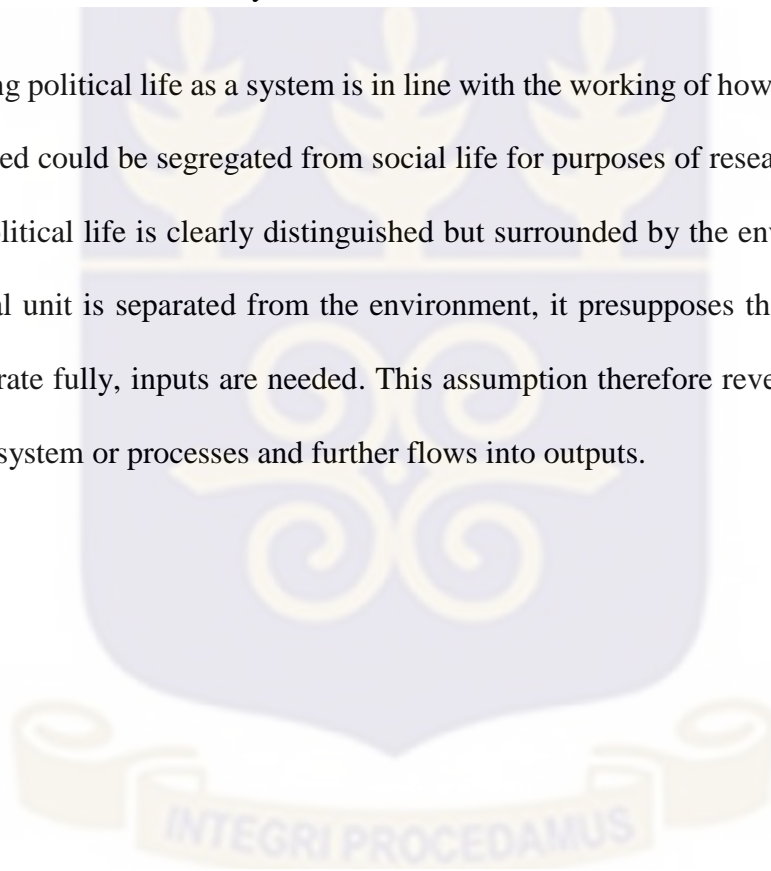
2.1.1 Political System Theory

This study is premised on the assumptions of David Easton's Political System Theory of the policy process. The theory was developed in the year 1953. It is in effect a conceptual framework for understanding the real forces that play out in a political system. The theory in later years was developed into an input output model known also as the flow model. It seeks to explain and ultimately the general theory of political life. Political studies bother on how authorities make decisions and how these decisions are implemented for the welfare of society.

Easton argued that political life could be understood when it is taken apart and studied as entities. Entities in this sense refer to political parties, civil society, interest groups, government and the

electorate. The nature and resultant effects of all political activities could be studied to reveal the underlying structure within which these activities take place. The view is expressed that once the results of these studies are put together, it helps to understand the workings of a political entity. The suggestion is that parts of the entire political unit cannot be in isolation but are interrelated. This understanding Easton argued is an implicit assumption to view the political life as a system of interrelated activities. The interrelations then influence ways in which decisions are made and implemented for the benefit of society.

The view of seeing political life as a system is in line with the working of how a system functions. Political life indeed could be segregated from social life for purposes of research and analysis. In this sense, the political life is clearly distinguished but surrounded by the environment. Besides, when the political unit is separated from the environment, it presupposes that for the system to function and operate fully, inputs are needed. This assumption therefore reveals that inputs flow into the political system or processes and further flows into outputs.



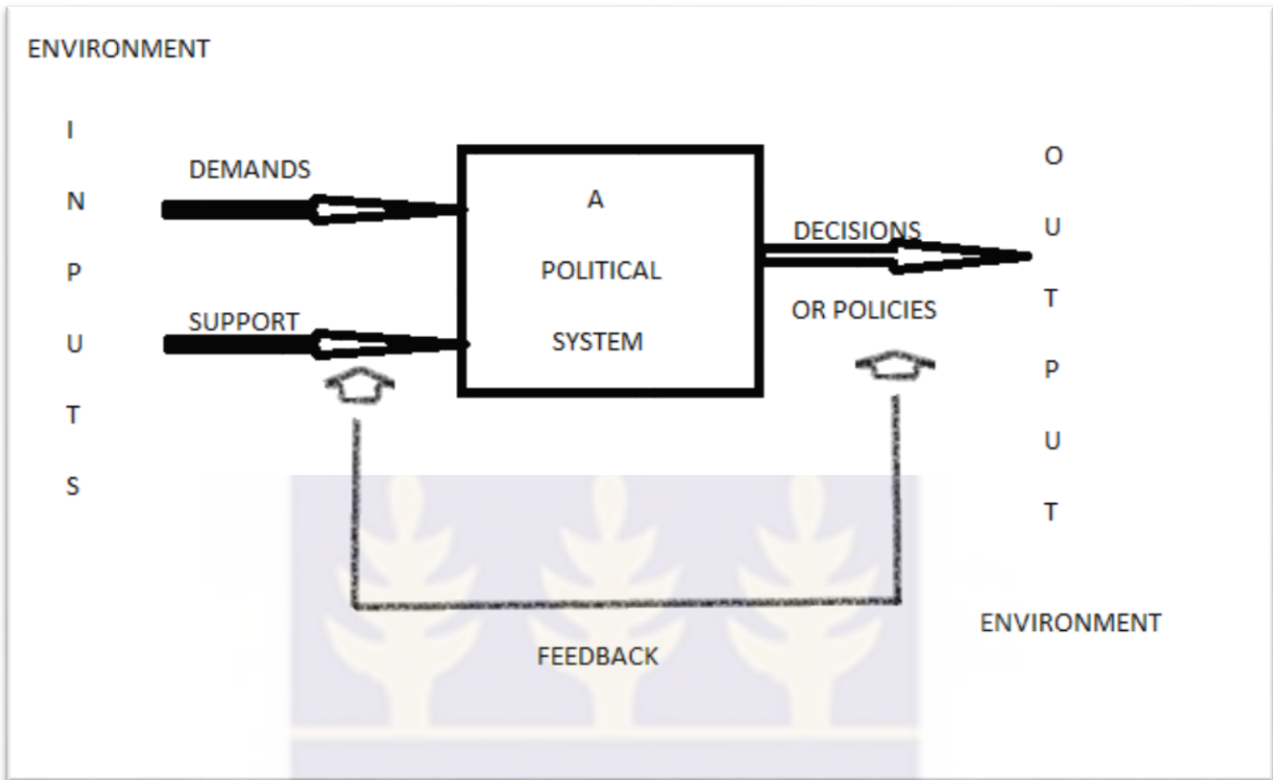


Figure 2.1: Political System Model

Source: David Eastons' "Political System Model" (2006)

The system according to Easton must have attributes which gives an overview of the entire structure. Firstly, the system ought to have a property of identification. The political system should be different and separated from other social systems. This could be done by the identification and description of the elements that make up the system. The setting up of boundaries to separate it from other systems is also critical. Moreover, the political system should have units. The units in this sense make up the system. In other words, the units could be referred to as political actions. Besides, the setting up of boundaries also helps in the identification property. It must be acknowledged that the system does not dwell in isolation but it's immersed in the environment. The operations of the system will be in some part a function of the demands of the components of

the environment. It is important that the political system boundary is highlighted as all activities geared towards making binding decisions for the society originate from the political system.

Secondly, every political system should account for inputs and outputs. Inputs can further be classified as demands and support. The demands placed on the political system could comprise of security, legal instruments, infrastructure in sanitation, health, education, inclusive decision making. People could also make demands on multilateral and bilateral relations as it relates to foreign policy. Supports from the environment could also constitute opposition to elements that flout laws, opposing of irrational requests by some elements and through policy adoption and execution. Support could be classified through three channels namely the community, the regime and the government.

Any political system will cease to exist if its members cease to lend their support to the political system. Once the members still hold themselves out as part of the system and appreciate the “we-feeling” and eliminating others who do not share in the beliefs and ideologies of the group, they will continue to lend their support to the system. The system therefore runs on the collective energies provided by the political community. The regime consists of the rules and regulations that have been accepted as the norm to govern the activities of the system. The way and manner in which decisions are made in response to demands placed on the system. The fact is that, in trying to meet the demands made on the system, there must be a set of principles regulating how resolutions of claims are done. If a political system is to make progress in the diverse demands placed on it, there must be a government. Members of the system must be prepared to lend their support in the midst of diverse demands as consensus is built. This support enables the system to undertake negotiations in settling these demands.

According to Easton, Feedback is significant in the theory. He argued that the flow of inputs into the system which results in outputs or policies must give information back to the environment otherwise it could result in the environment becoming unresponsive thereby not consolidating its support pillars. Feedback is able to help maintain a robust and goal purposed political system. However, this feedback could be positive or negative.

This study in assessing the National Street naming and property Addressing system was guided by David Eastons' Theory and the concept of feedback to assess whether the environment has become responsive to the output/ policy of the political system. The development of the policy was premised on the demand of the environment by development partners and interest groups who made inputs and gave support to the political system. The political system processed these inputs/demands and designed the policy. However, the feedback from the output/policy to the environment had remained the challenge which this study sought to address.

The theory discussed above has helped in the development of models of evaluation such as the experiment/ quasi experimental model, logic model and the context/input/process/product model.

2.2 Models of Policy Evaluation

The focus of this study was an ex-post evaluation. Ex-post evaluation is carried out when an intervention has been carried out completely. In such evaluations the results could lead to a complete overhaul of the intervention or the alteration of some aspects of the intervention to get the desired results.

A policy could be assessed to be effective or otherwise if it has met the stated goals and objectives during or after implementation. Accordingly, the objectives of a policy should have clarity and be clearly specified so as to translate the objectives into quantifiable goals (OECD, 2004). From the above, in defining effectiveness therefore, it will be the degree to which the goals of an intervention have been achieved (EIM, 2004).

The logic model which is synonymous to the programme matrix helps to examine the effectiveness of a given policy. It goes further to describe the interdependency of the various sections which aims at meeting the desired goal or objective. Enterprise Information Management (EIM) maintains that effectiveness relates the project's outcomes to the said intervention.

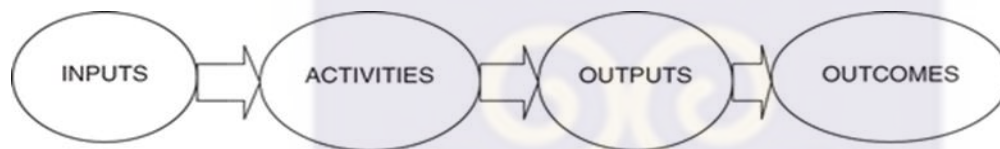


Figure 2.2: Logic Model

Source: *Ann W. Frye & Paul A. Hemmer (2012)*

The inputs represent the funds that are required to implement the policy. It also consists of the human resource, the logistics and support that are needed to activate the required process for the policy to be executed. The activities are the processes carried out by the authorizing institutions. They make binding decisions that affect the welfare of society. In the street naming policy, the activities constitute the partnering of Government with the World Bank and the engagements made by the Ministry of Local Government and Rural Development with all the MMDA's to implement the policy. The outputs are the number of street name posts that were erected in the various assemblies. Outputs are quantifiable and hence the expectation is that a high amount of output is

derived from a relative smaller amount of inputs. The outcomes speak to the issue of whether the objectives of the policy have been met. This could be ascertained when the outcomes are subjected to an evaluation exercise.

It was important to disaggregate all the variables that were in the study for in-depth discussion on their characteristics, roles and relationships amongst them. The disaggregated parameters centered on the actors (implementing agencies/institutions), stakeholders (consultative actors), influencing proponents, the goals or objectives of the policy and the interrelationship amongst these variables of interest.

Indeed, government was a major stakeholder in this policy. The implementing institutions were the MMDA's. The implementing bodies had to carry out the decision with logistics and machinery. This logistics were made possible by the donor agencies which is the World Bank. Of course the custodians of the land (Chiefs), the Lands Commission are all major actors in this policy.

The names to be used had to go through a consultative exercise, bringing all those who matter in the choosing of the names for the exercise. The influence of ethnic history, culture/arts/entertainment, current disposition of the environment, national heroes as well as religion could not have been discounted.

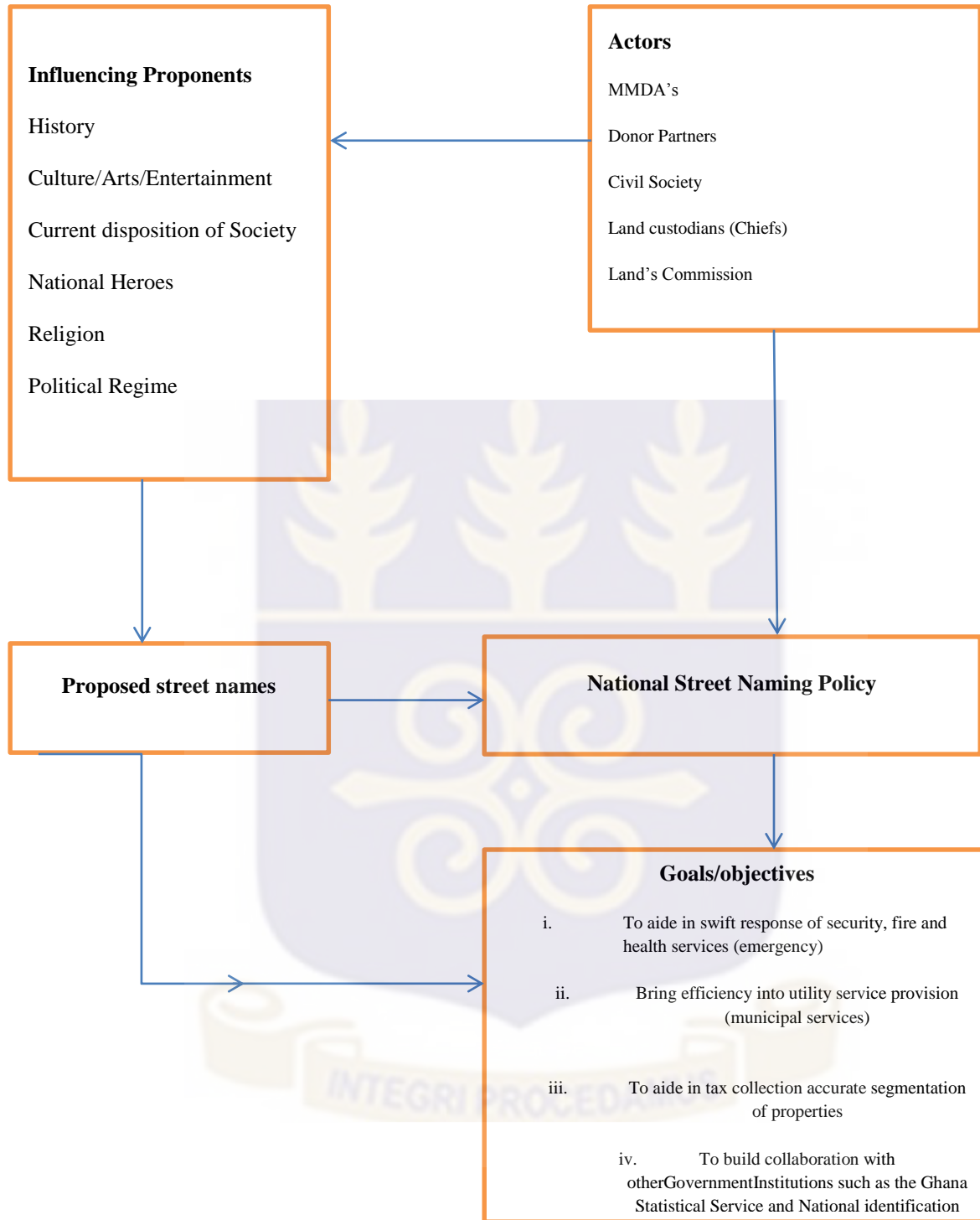


Figure 2.5: Conceptual framework

Source: *Author's own construct*

The Enterprise Information Management model is a model that evaluates the effectiveness of policies. According to EIM (2004), a policy is effective if it limits the risks faced by the users of the policy. In order to assess the policy's effectiveness, it is important to determine whether the policy has been able to reduce a specified risk and to what extent. Besides, measurability of risk or failure and its influence ought to be determined before the evaluation. EIM (2004) argues that, evaluation of effectiveness is challenging unless there are clear measurable goals.

Accordingly, the inputs represent the materials that are needed to execute the policy or implement the intervention. The outputs are the direct effect of the said intervention for instance the street naming policy was supposed to increase revenue mobilisation and improve emergency services. If this intervention directly affects the circumstances here in stated, then that becomes the output.

Again the efficiency deals with the relationship between input and output. The relationship is said to be efficient when few inputs results in a greater output. On the other hand, the relationship could be less efficient when greater inputs result in a smaller output.

According to EIM (2004), outcome is the result of the output derived. In the case of the street naming policy, if the number of streets name posts led to an increase in revenue, then that would be defined as the outcome. Effectiveness in this sense relates the outcome to the set objectives of the intervention. A policy therefore is acknowledged to be effective if the goals of the policy are reached hence outcome matches with the goals. Profoundly, EIM (2004) citing Vedung (2000) makes available a set of approaches for evaluating government policies imbibing the general principles for evaluation design.

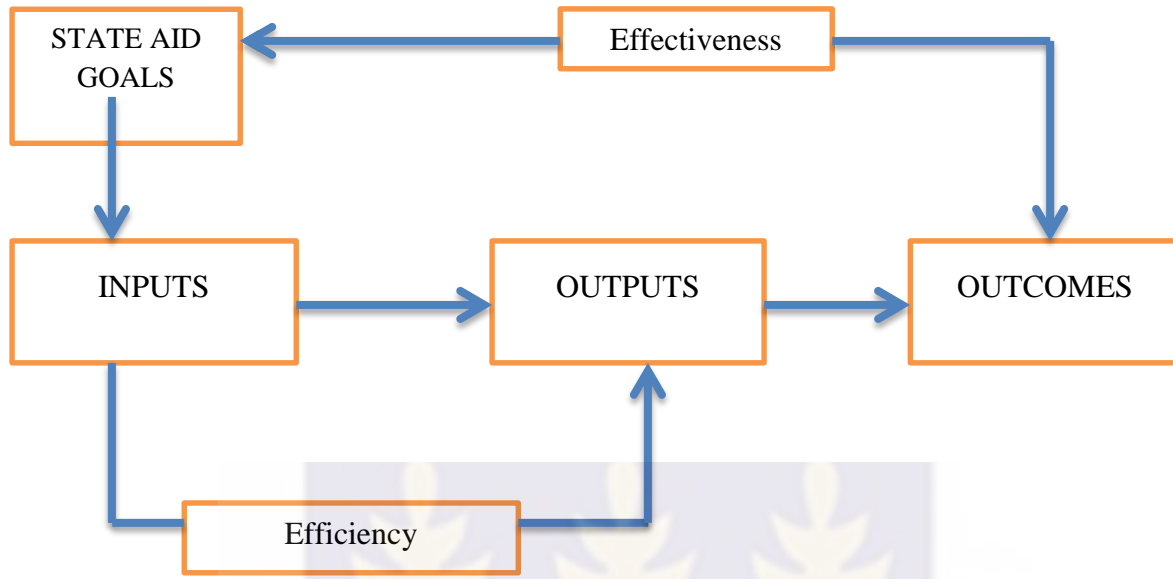


Figure 2.3: Enterprise Information Management effectiveness model

Source: Adapted from EIM (2004). *Various aspects of support policy*

2.3 Suitability of EIM Model for the Study

The EIM effectiveness model takes its root from the system theory and the input - output theory. It suggests that evaluation studies must look beyond effects and processes. A successful evaluation study would always contribute to public opinions on policy effectiveness. It also suggests that an evaluation study should espouse on the processes and provide additional information on the policy outcome where policy actors and makers are brought together.

This model recognizes the existence of goals that ought to be achieved. It also illustrates that inputs must be pooled to produce an output which is similar to David Eastons' political system theory of the environment lending support and placing demands on the system. EIM maintains that inputs cannot produce optimum output if there isn't a function of efficiency. The outcomes referred to in

the model could be situated into Easton’s model of feedback which tests the effectiveness of the policy as whether or not the goals of the policy have been achieved.

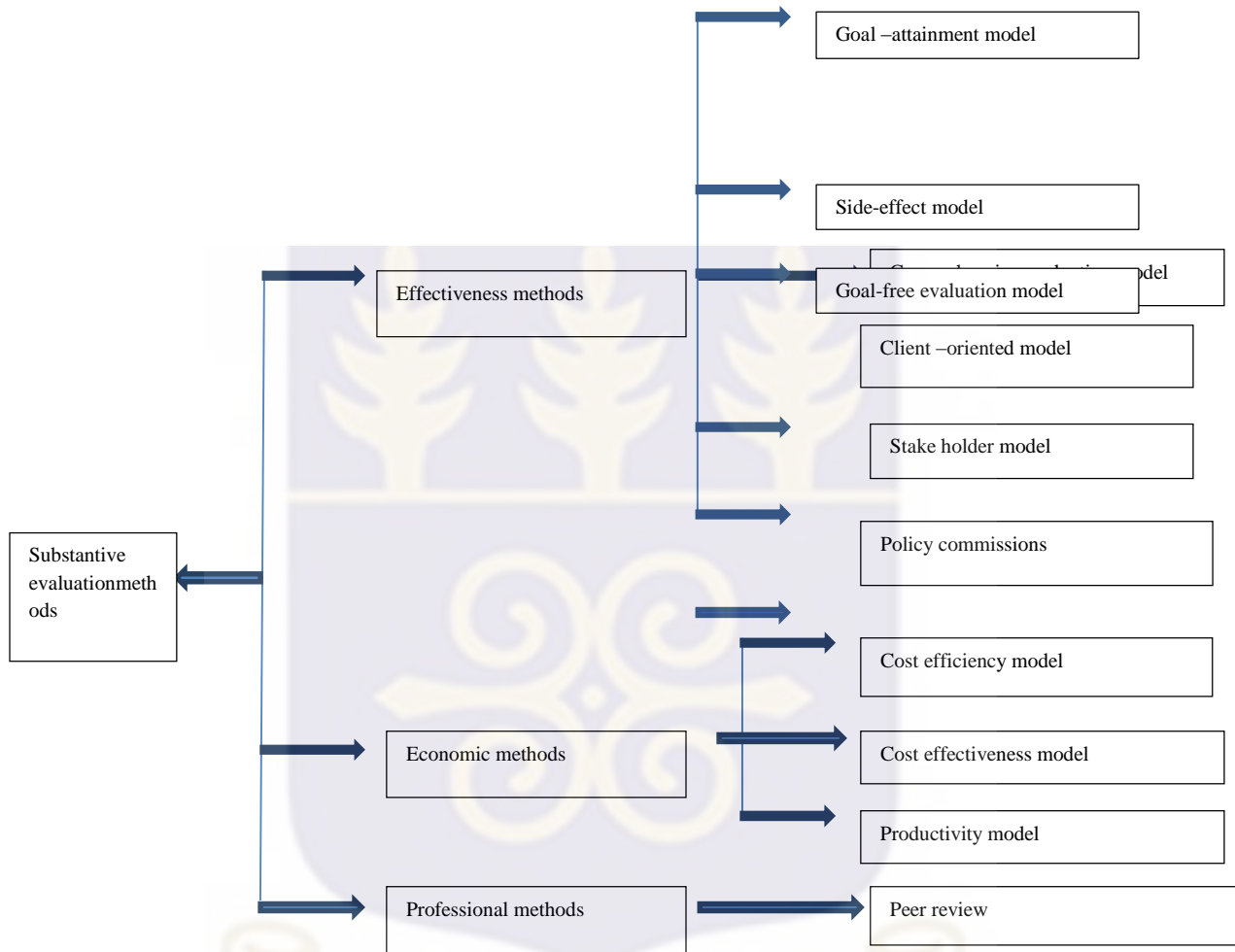


Figure 2.4: Principles of evaluation design

Source: Adapted by EIM, based on Evert Vedung (2000)

From the foregoing discussion, models of evaluation are being developed every day and hence it will be wrong to adapt to one model or to assume that there is a best model that can fit every circumstance. Policies have different goals, characteristics, contexts and specific circumstances that surround them. In certain circumstances, a combination of models would be preferable to obtain a good outcome.

2.6 Empirical Review

Discussing the works of others in the area of policy effectiveness is critical to this study. This was to make inferences on the approach and the pattern that runs through all the literature.

Blotevo (2013) in his work in Mauritania on measuring and mending policy effectiveness under Capital Account Restrictions-Lessons from Mauritania to assess exogenous monetary policy shocks in low income countries based on the logic model. His findings revealed using a data set from 2006-2011, the effect of exogenous monetary policy shocks on bank lending was not significant hence the ineffectiveness of monetary policy. From the finding, he recommended a reduction in banks loan concentrations ratios and improvements in liquidity management to make monetary policy stimuli more effective.

Furthermore, Kusters(2010) in her publication conducted in East German State of Thuringa using the input –output model attempted to investigate whether giving of subsidies shows a policy focus on solving market failure. In her findings using logistic regressions and propensity score matching, it came out that subsidization of startups was arbitrary and therefore startups that were subsidized would have thrived in any case during the global economic recession, an indication of dead weight losses of startup subsidies. In her implication for policy, she iterated the point that the timing of

subsidies allocation can address market failures. However, failure to precisely target startups subsidies is likely to cause distortions in the market and make it ineffective.

According to Puig & Morgan (2013) in their work for assessing the effectiveness of policies to support renewable energy found the importance of monitoring policy effectiveness by using the Policy Effectiveness Indicator (PEI) which measures outcomes to goals. Policies they asserted play a role in promoting a sustainable energy mix and their effectiveness in the medium and long run. Addressing implications for policy, they argued that implementing a detailed monitoring and reporting for all of the different aspects of renewable policy was key and significant in ensuring effectiveness and efficiency

In their publication, assessing the effectiveness and efficiency of E-services in Georgia, Guruli et al(2015) in using electronic survey based on the input/process/output/outcome model where in depth interviews and observations were employed concluded that, the E-services platform was hugely a success and working through decreased bureaucracies. They recommended the importance in ensuring uninterrupted and speedy connection with users. Accessibility and regular updates of the website was critical. Conclusively, they argued that e-declaration forms for different taxes must be standardized as much as possible.

In analyzing the empirical results of the above in the context of the political system theory, it is clear that every policy in draft seeks to meet specified goals. Given the inputs and required activities to produce output, the outcome may or may not meet that specified goal due to inefficiencies arising from several levels. These may be irregularities in the combination of inputs, the unclear execution of tasks and programmes and a lack of a clearly defined goal.

It is however critical that per the theory explained, information from the outcome ought to feed into the system or environment again for the system to correct the irregularities and produce the desired outcome. Accordingly, the policies reviewed above all employed the tendency for the irregularities of the outcomes to feedback into the system so that the environment can again place a demand on the system for them to be addressed through policy.



CHAPTER THREE

METHODOLOGY

3.0 Introduction

This chapter discusses the methods employed to sample the respondents for the study as well as the various tools that were adapted to analyze the results. It begins with the approach of the study followed by the area of the study. It goes further to discuss the sampling technique and data collection instruments. Discussions of data validation and ethical concerns were also explained. The final sections discussed how the quantitative and qualitative data were analysed.

3.1 The Approach of the Study

The study used a mixed method approach. This approach employs both quantitative and qualitative ideas in addressing the research objectives. Quantitative approach according to Babbie (2011) is a method that focuses on the measurements of statistical data analysis. Its data are collected through surveys and in some instances by manipulation of secondary data through computational techniques. It can also be explained as the collection of numerical data to generalize amongst a specific class of people and to explain a given phenomenon.

Quantitative methods help to gather data using well-structured questionnaires or computer software. Due to its structure, it helps a study to be replicated depending on its credibility (Singh, 2007). With this method, the data is mostly arranged in tables, charts and figures which help to predict future results and examine causal relationships amongst variables (Craig et al, 2011).

However, quantitative approaches have limitations. Due to the structured nature of data collection, it does not allow for new discoveries in the process to enrich the discussion of results. Besides, the results from this approach do not provide enough details on the behavior, motivations as well as perceptions of people. These characteristics end up being hidden in the results obtained. The occurrence of Structural bias and wrong representation can in most situations occur due to the structured nature of the data collection instrument (McNabb, 2008). This may result in the data reflecting the opinions of the researcher rather than the respondents.

From the above, it was relevant to use a quantitative approach for the analysis. According to Madrigal and McClain (2012), quantitative methods most celebrated advantage is giving data that is descriptive. This approach helped to describe and analyse the demographic characteristics of the respondents and hence helped in making inferences. In answering the first objective, a logistic regression was adopted. This method helped to determine the causal relationships between the dependent and independent variables. Based on the use of this approach, variables which had significant causal relationships were established.

According to Denzin (2000), qualitative research refers to qualities or properties of a subject matter that cannot be experimentally measured in relation to quantity and amount. He further indicated that questions directed to how social experience is created are asked and given understanding (ibid). Besides, most scientists view qualitative forms of inquiry to be an approach on ways to investigate a research problem than it is a method. Whiles quantitative methods reveal the numbers and figures within a given data set, qualitative methods allow for better explanations behind the given numbers and figures.

Besides, qualitative methods have inherent advantages. According to Anderson (2010), qualitative approaches provide very detailed data of respondents and help to understand a given phenomenon from diverse perspectives as it provides a realistic view of the world. Qualitative methods enable the perspectives of respondents to be more entrenched due to the personal interaction between researchers and participants. When qualitative methods are applied credibly, it helps to enhance a descriptive analysis based on primary and unstructured data (Merriam, 2009).

The limitations of qualitative methods cannot be overlooked. Due to the nature of the findings, it is difficult to generalize hence cannot help to make broad programme recommendations. Some researchers get immersed into the culture of the participants leading to an increase of bias in collection and interpretation of data. In most cases, replication of the study is challenging due to the unstructured and flexible nature of data collection. Using this approach could be time consuming and costly depending on the type of study and area of study and such requires a lot of experience on the part of the researchers. In addition, responses from participants may not paint the true picture of the phenomenon being investigated.

Despite the advantages and limitations of the qualitative approach, it was however relevant to the study. The objectives one, two and three sought to assess the policy from the point of view of respondents, emergency services and revenue agencies. In depth interviews were conducted and hence helped to understand the quantitative analysis in objective one. The reasons behind whether or not the related stated objectives were met were revealed through the qualitative approach.

The study, therefore, employed a mixed method approach. According to Wisdom et al (2013), a mixed method helps to resolve irregularities between quantitative and qualitative findings. It helps to ground the experiences of respondents in the study as it gives them a voice. Due to the inability

of quantitative approaches to retrieve enough details for discussion, a qualitative method compliments it. The triangulation of the results enabled a better understanding of the results and better proposition for policy implication.

3.2 Area of Study

The population of Greater Accra , according to the 2010 Population and Housing Census, is 1,665,086 representing 42 percent of the region's total population (GSS, 2010). Males constitute 48.1 percent and females represent 51.9 percent. The region is mostly urban. It has a sex ratio of 93 and youthful population (children under 15 years) (42.6%) depicting a broad base population pyramid which tapers off with a small number of elderly persons (60+ years) constituting 5.9 percent. The total age dependency ratio is 48.5 percent, the child dependency ratio is higher (42.6%) than that of old age dependency ratio (5.9).

The Greater Accra is made up of 16 MMDA's. Two are are metroplitan assemblies, nine are municipal assemblies and five are district assemblies. Through probability sampling for each of the MMDA's, the Tema Metropolitan Assembly, the Ledzokuku-Krowor Municipal Assembly and the Ningo – Prampram District Assembly were sampled for the study.

These assembly areas provided the study with a basket of perception and opinions of the policy and hence the views expressed were not skewed towards urban dwellers but of urban-rural composition.

3.3 Population and Sampling Technique

All residents in Greater Accra Region constituted the population for the study. However, the target population consisted of all the residents who were 18 years and above and had attained a minimum level of basic education at the time of the interview. This was to ensure that respondents could at least read the names that had been given to the streets.

A list of all the assemblies was grouped into clusters of Metropolitan, Municipal and District assemblies. A simple random sampling was used to select an assembly each from the three clusters. Initially, names of all the assemblies in each cluster were written on equal sheets of papers, folded and put into a closed container. The container was shaken and a seven-year-old boy was asked to randomly select one of the folded papers to be included as one of the three assemblies.

After the selection of the three assemblies, all the Area Councils, Zonal Councils and Sub-Metro under the three assemblies were listed. Subsequently, a simple random sampling technique was used to select an Area Council from the District Assembly, a Zonal Council from the Municipal Assembly and a Sub-Metro from the Metropolitan Assembly.

Having finished this, a list of all the street name posts that have been erected was derived. The very first street name post on each list was selected on site, within a radius of about 200 meters six respondents were identified and interviewed observing a time interval of twenty minutes. After this interview, the tenth street name post was selected from each list on site and with the same radius six respondents were interviewed observing a time interval of twenty minutes. The same method was carried out leaving an interval of about nine street names on each of the street names list with an interview of six respondents per street name site. Sixty respondents were interviewed from each list amounting to 180 respondents in total.

In depth interviews were conducted on 12 respondents out of the 180 respondents for the qualitative survey, 4 each from the three assemblies to deduce the reasons why they either preferred the new names or otherwise. In relation to objective two and three of the study, respondents for the qualitative sampling were identified through snowballing. Participants from the police service, fire service and revenue agencies were sampled for in depth interviews. A total of five police men, five fire officers and five revenue officials were interviewed from each assembly. A total of 15 participants were interviewed from each assembly.

3.4 Data Collection Instruments

The quantitative data was collected with structured questionnaires. The objectives of the study were clearly defined in the questionnaire as well as the target respondents. The questions that were asked were clear and easy to understand by the respondents (see Appendix B). The questionnaire was composed of both closed and open ended questions. It was piloted in the Ledzokuku-Krowor Municipality as a pretest to regularise it before final administration.

The qualitative data was collected with the help of an interview guide. The questions were semi structured to allow for more explanations and modifications of the wording in the interview guide. In situations where the responses were not clear, follow up questions were asked to broaden the discussion and allow for a more appropriate response. The interview guide was pretested at in the Ningo-Prampram District to assess its reliability in meeting the objectives (see Appendix C).

3.5 Data validation

The quantitative data was captured in SPSS and exported to STATA for analysis. Checks for numerical errors were carefully scrutinized and cleaned. Duplication of information were checked and regularized. Typographical errors which arose during transcription and inputting were also addressed. Grammatical and punctuation errors which were detected were also addressed appropriately.

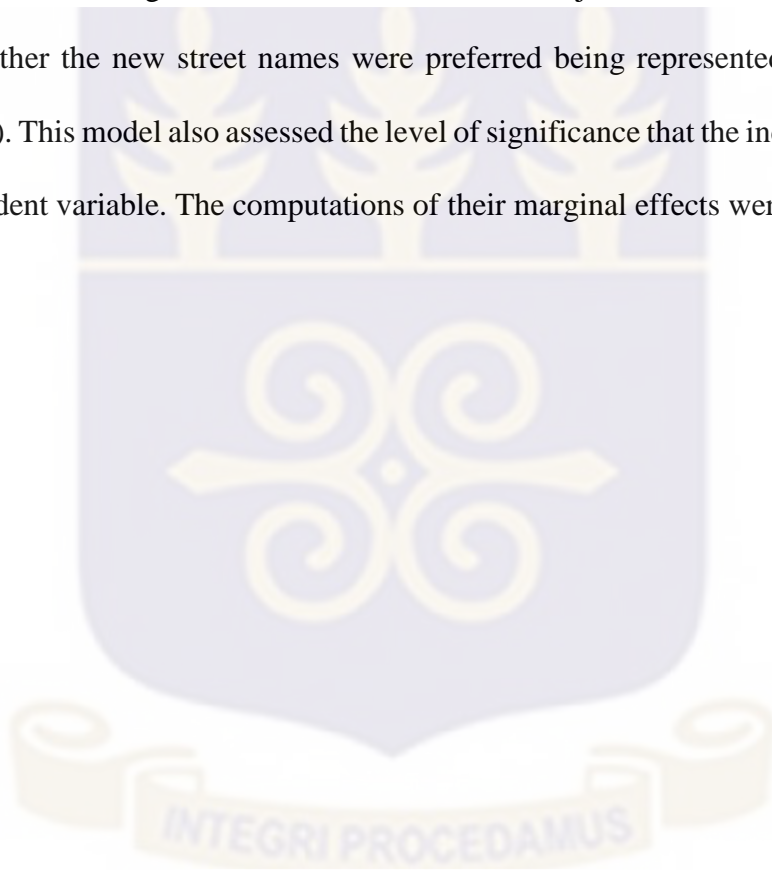
3.6 Ethical Issues

One of the major ethical issues in research is informed consent. The participants were duly informed about what the study was about. The informed consent allowed the participants to be at liberty to respond to the questions as they would. This understanding gave them autonomous rights to make informed decisions about the questions being asked. The criteria used for the selection of respondents were also explained in clear terms. This was to help the respondents understand and appreciate the unbiased nature of the selection process. The associated risks and benefits of the study to the individual participants as well as the entire community were explained thoroughly to the participants.

The participants were not coerced to give biased and influenced responses to skew the results towards a predetermined finding. However, respect for privacy and confidentiality of information were all consented to before the commencement of the interviews. In relation to vulnerable groups such as students, those who were eligible to vote were very much considered to partake in the interviews.

3.7 Quantitative Data Analysis

Descriptive statistics were used to describe the demographic characteristics of the respondents. The use of pie charts and bar charts aided the descriptive analysis. The compositions of the various demographics were represented in percentages and discussed to shed more light on the figures displayed. The use of the Logistic regression model was also employed to identify the determinants of preference for the new street names. The logistic regression model is a model where the dependent variable has a categorical outcome. From the first objective, the model sought to answer the question whether the new street names were preferred being represented by one (1) and if otherwise zero (0). This model also assessed the level of significance that the independent variables had on the dependent variable. The computations of their marginal effects were also analysed and discussed.



3.7.1 Model specification

In assessing the acceptability of the current street names, a logit model is used. This model recognizes the categorical nature of the dependent variable with binary outcomes (**0= not preferred and 1= preferred**).

<i>Variables</i>	<i>Corresponding variable coefficient</i>	<i>A-Priori Expectation</i>	<i>Supporting Literature</i>
Gender	β_1	Positive	None
Educational Status	β_2	Positive	Gitfell, Magnusson, & Merenda (2017)
Occupation	β_3	Positive	None
Length of Stay in Community	β_4	Positive	None
Use of New Name	β_5	Positive	None
Reference of New Name by Third Party	β_6	Positive	None
Difficulty in Recalling the name	β_7	Negative	None
Consultative Process	β_8	Positive	None
Awareness of Policy	β_9	Positive	None
Existence of Old name	β_{10}	Negative	None

Table 3.7.a: Selected explanatory variables for the logistic regression analysis

Source: Authors own construct

Dependent variable

The dependent variable represented, PN = 1, if a respondent indicated preference of current name and zero otherwise. Dependent variables are variables that respond or react to changes in independent variables (ref). In addressing whether the new names being assessed in this study are preferred or not, the logistic regression model was used.

Independent variables

The independent variables also known as explanatory variables are significant to determining the result of the regression analysis. The dependent variable is a function of the explanatory variables.

Gender

The introduction of this variable helps to capture the gender preference for the street names. There are some streets that have feminine names and others with masculine names. This variable helped to measure the extent to which gender could affect name preference be it male or female in relation to the street names.

Educational Status

At the heart of every development agenda is the ability of the beneficiaries of the programme to appreciate and resonate with the benefits and challenges of the programme. This indeed is underpinned by level of literacy and whether the population is well informed and oriented about the programme. An educated individual was likely to appreciate the names of the street than an uneducated individual. This variable sought to measure the effect that education had on the preference for the current street names.

Occupation

The various economic activities undertaken by the respondents provided a balance for the appreciation of an implemented policy. Their various fields of engagements afforded them the opportunity to assess the policy from different levels of understanding and helped to measure the preference for the new names.

Length of stay in the community

Living in a community for a long period of time allowed one to familiarize him or herself with the environment. Knowing the old name for a street for a long period of time would have an effect on ones' preference for a new name. Those who have lived in a community for shorter period of time are more likely to prefer the new name to the old name. This variable sought to measure the effect that the period of living a community would have on preferring the current street names.

Use of current name by respondent

This variable measures the frequency of the use of the new street names by the respondents. Before the inception of the new names, there were names and jargons that were used by the public to refer to direction and properties within the locality. In order to measure whether the new street names have become useful and relevant, it is significant to measure how frequent and often the public referred to these names or whether they still refer to streets with the old names jargons.

Reference to current name by third party

This variable is intended to measure the use of the current name by third parties other than the respondent. In a situation where the respondent has not made reference to the new name before, it is significant to capture if a third party has made reference to the street name to the respondent.

Difficulty in recalling the current name

The names that have been used should be names that can easily be recalled by the citizenry. A name that could be recalled easily will stand the chance of being used and thereby affect its preference. When names are difficult to recall, users often than not overlook its use and substitute

a name that could easily resonate with everyone. This variable sought to measure if the current street names were difficult to recall and hence the likelihood of it being preferred.

Consultative process

The decentralization system has come to be part of our governance structure. This seeks to bring governance to the door step of local authorities and to make the citizenry feel part of the governance structure as it affords the opportunity for citizens to make inputs as to how their municipalities ought to be governed. This system helps to build consensus in the local communities so that in as much as they place demands on the system, they can also tend to provide support to the system for it to work effective effectively. The street naming exercise before its execution underwent stakeholder consultations to iron out differences and to build consensus amongst all the stakeholders. This variable intended to measure if the consultative process was all inclusive and hence the names that were derived was out of consensus. If the consultative process was deep enough, it could affect the preference of the names chosen or otherwise.

Awareness Creation

The support rendered to a policy or a programme by the public is also a function of how much awareness was created about the programme. When enough awareness is created, it gets the public informed and updated as to what the programme is about as well as the benefits. This then helps the public to render their support to the policy through its patronage or recommendations. This variable analysed the effect of the awareness that was created about the policy on the preference of the current names. When enough awareness is created, it helps in policy adoption.

Existence of an old name

Some of the streets bear the names of past chiefs and other people who are considered heroes or played important roles in the lives of the communities. As such over the years, such names have

been used to refer to some streets by convention. Some streets are also named after the first individuals who came to reside on the street. It was significant to measure the effect of such names on the preference of the new names.

The general logistic model for multivariate parameters is given as;

$$\ln \left\{ \frac{\Pr(Y = 1 | x_j)}{1 - \Pr(Y = 1 | x_j)} \right\} = \beta_0 Y_0 + \beta_1 Y_1 + \beta_2 Y_2 + \beta_3 Y_3 \dots \dots \dots + \beta_{10} Y_{10} \dots \dots \dots (1)$$

Where

$$\ln \left\{ \frac{\Pr(Y=1 | x_j)}{1 - \Pr(Y = 1 | x_j)} \right\} = \text{the odds ratio}$$

β_0 = the gradient or intercept

$\beta_1 \dots \beta_{10}$ = the coefficient of the explanatory variables

For the purpose of this study, the logit model is given by;

$$\begin{aligned} \ln \left\{ \frac{\Pr(Y = 1 | x_j)}{1 - \Pr(Y = 1 | x_j)} \right\} \\ = \beta_0 Y_0 + \beta_1 Y_1 + \beta_2 Y_2 + \beta_3 Y_3 + \beta_4 Y_4 + \beta_5 Y_5 + \beta_6 Y_6 + \beta_7 Y_7 + \beta_8 Y_8 \\ + \beta_9 Y_9 + \beta_{10} Y_{10} \dots \dots \dots (2) \end{aligned}$$

3.8 Qualitative Data Analysis

Analysis of the qualitative data was used to share more light on the outcome of the quantitative data. Voice recorders were used to record the interviews and the voices from the interviews were transcribed. A careful study of the transcribed voices enabled the teasing out of common themes that emerged from the interviews. Thematic analysis was used to analyse the data and discussed.



CHAPTER FOUR

DATA ANALYSIS AND DISCUSSIONS

4.0. Introduction

This chapter presents an empirical analysis and interpretation of the regression results. The interpretation is in three segments. The first segment deals with the descriptive analysis of the demographic characteristics of the respondents that were interviewed for the study. The second segment deals with the discussions of the regression results and the last segment deals with the thematic analysis of the qualitative data retrieved from the in depth interviews.

4.1. Demographic characteristics

The results (Figure 4.1) showed that 63 percent of the respondents is males whiles 37 percent represents females. In relation to gender equality, the sampling technique adopted gave equal chance to any gender of being selected. The data can therefore not explain why the male outnumber the female respondents.

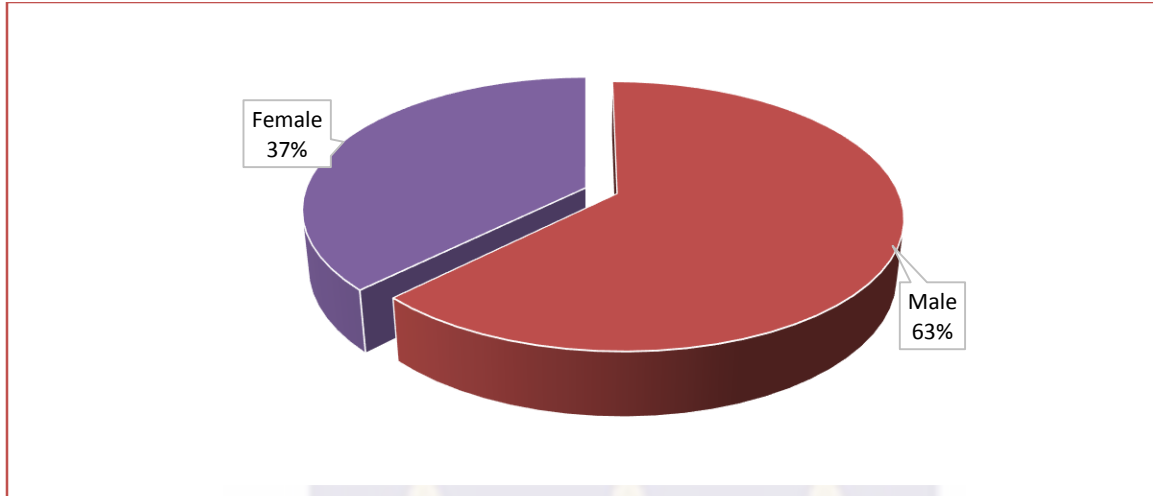


Figure 4.1: Gender of respondents
Source: Field Data, September, 2017

From Figure 4.2, 53.85 percent of the respondents were single, 39.56 percent were married, 1.10 percent were divorced, 4.40 percent were widowed and 1.10 percent were separated but not divorced. This means that the singles make up majority of the respondents. This is consistent with the national population data (GSS, 2014).

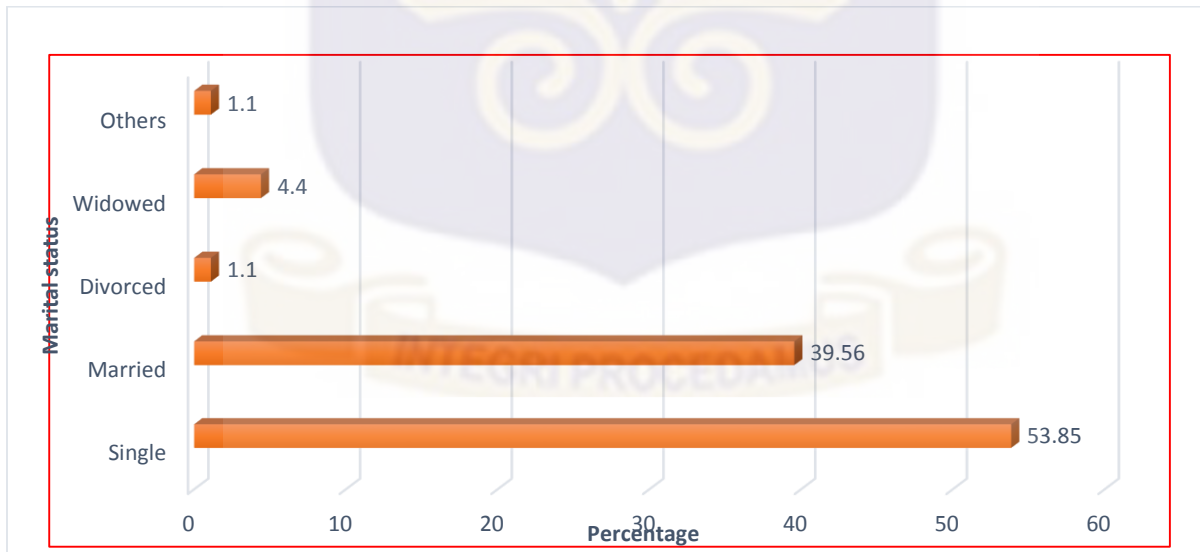


Figure 4.2: Marital Status of respondents
Source: Field Data, September, 2017

The data (Figure 4.3) shows that in terms of occupation, 31 percent of the respondents were students, 27 percent were civil servants, 23 percent were into trading and retailing, 17 percent were professionals and 2 percent were retired. This indicates that majority of the respondents were economically active. The data also suggested that the respondents were more likely to be aware of their environment and issues in their communities considering their economic livelihood engagements.

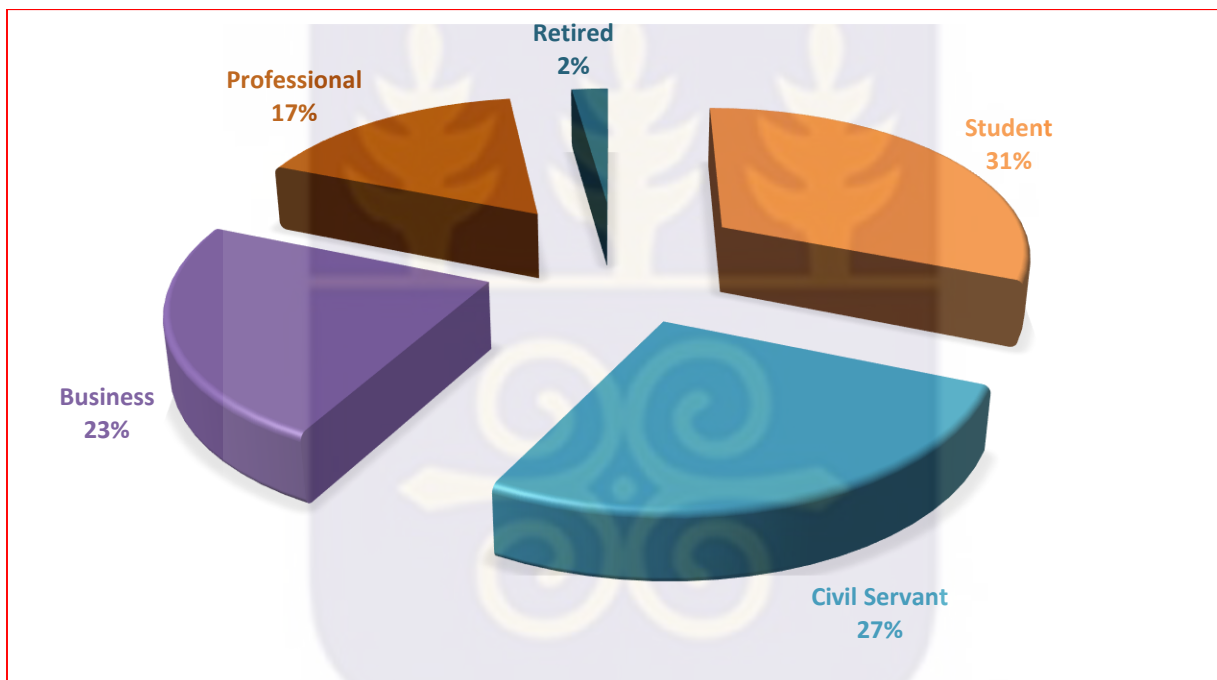


Figure 4.3: Occupation of respondents

Source: Field Data, September, 2017

The period of stay in a community affords one the opportunity to apprise him or herself with the happenings in the community in terms of history and the changing trends in the community. The data (Figure 4.4) showed that 31.1 percent had lived in the community below 5 years, 23.33 percent between 5 to 10 years and 17.78 percent between 20 to 30 years. The data also suggested that majority of the respondents had lived in the communities from 5 to 30 years.

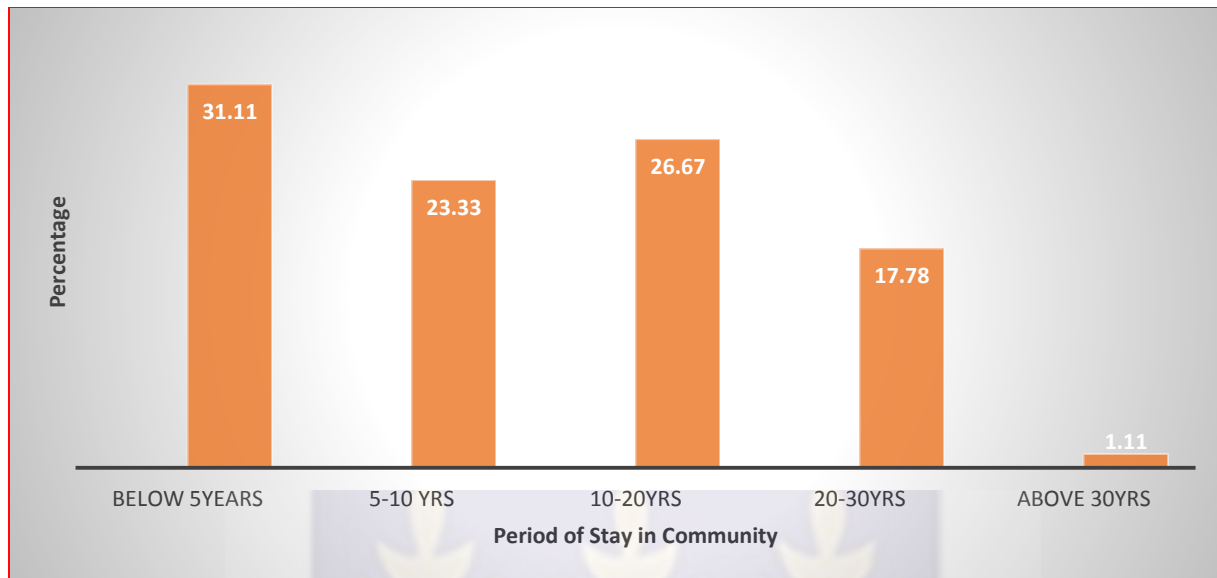


Figure 4.4: Period of stay in community

Source: Field Data, September, 2017

The three major religions in Ghana are Christianity, Islam and Traditional African Religions. In recent times due to globalization and the infiltration of western culture, other alien religions have found its way to the shores of Ghana. The data (Figure 4.5) show that 71 percent of the respondents were Christians, 22 percent were Muslims and 5 percent belonged to other faiths. This is consistent with the Ghanaian population structure (GSS, 2014). According to Barro and McCleary (2002), there must be a new approach to the measuring of economic variables that must be inclusive of socio-politico elements. Their argument stems from the point that personal ethics is largely a function of religion and hence significant when studying individual choices. Furthermore, (Welch & Mueller, 2001) pointed out that the history of the world is underpinned by two major elements being religion and economics. Besides, analyzing religion rigorously may not resonate with standard economic analysis but its effect is still relevant (Der & Daniels, 2003). It is for this reason that the study considered religion in describing the population.

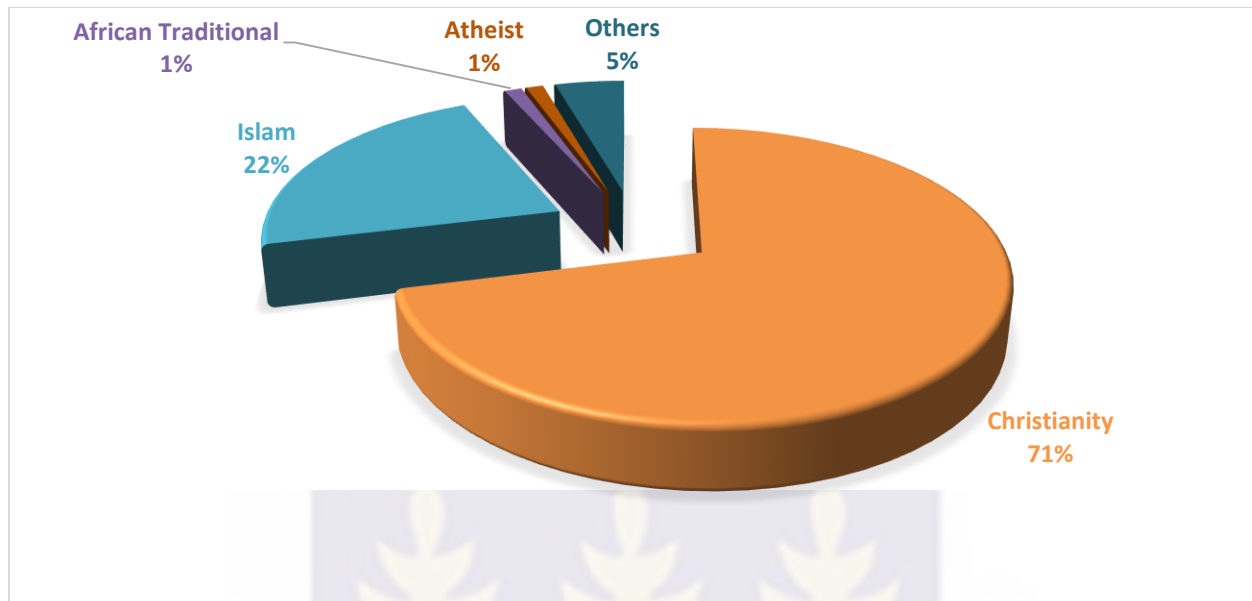


Figure 4.5: Religion of respondents

Source: Field Data, September, 2017

The data (Figure 4.6), show that 24 percent of the respondents were Ga-Adangbes', 23 percent were Ewes', 22 percent were Akans and 6 percent were Guans'. The distribution was in conformity with the Greater Accra demographic characteristic of ethnicity which is cosmopolitan (GSS, 2014). Cultural pluralism has arguably taken a center stage in modern communities which obviously has not shown signs of disappearance. According to UNRISD (1994), a stable society cannot be built based on the homogeneity of ethnic groups or the domination of one ethnic group. It pointed that the significant model would be to create a sense of civic society rooted in values shared by all ethnic groups

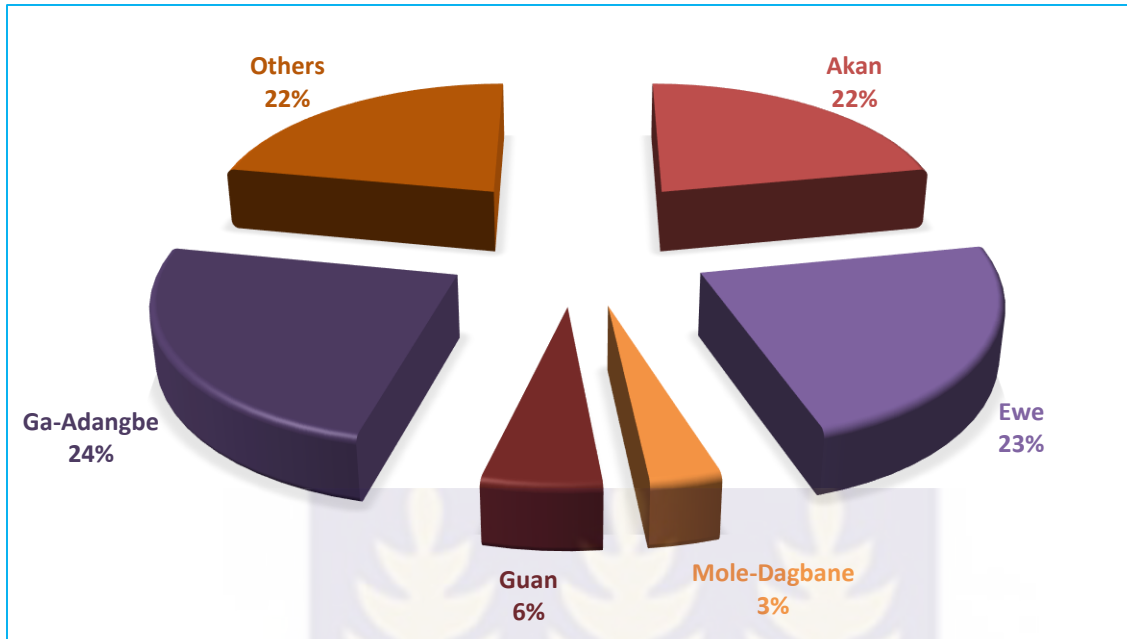


Figure 4.6: Ethnic background of respondents

Source: Field Data, September, 2017

In analyzing the educational status of the respondents, the data (Figure 4.7) indicated that 31.87 percent had attained a first degree, 13.19 percent had postgraduate education and 2.20 percent had not received education. Public Policy over a period is a function of the demands and preferences of the public (Gitfell et al, 2017). They further opined that, there is increasing public concern about the environment due to the educated and well informed opinions of the public. This they stressed determines public policy by way of actions that influence policy makers.

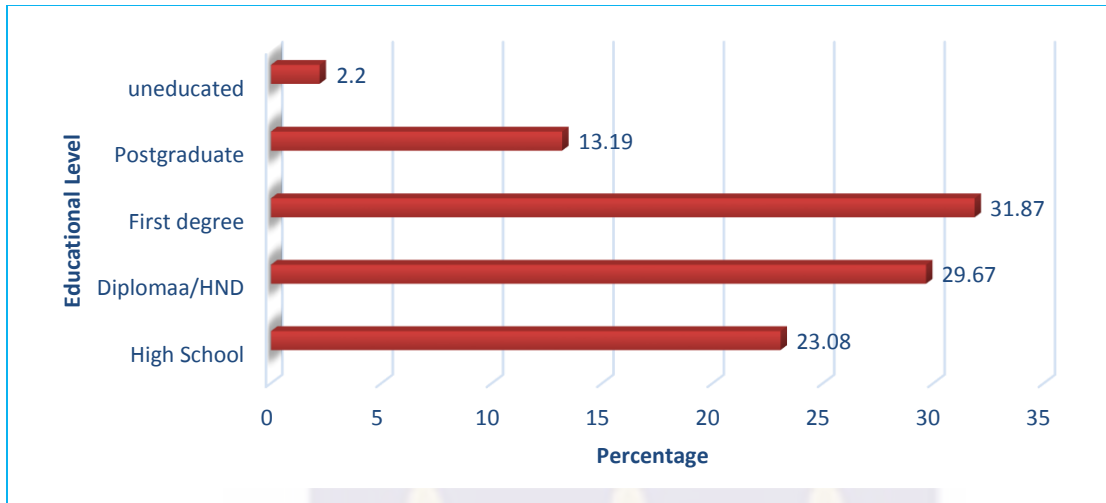


Figure 4.7: Educational status of respondents

Source: Field Data, September, 2017

The data (Figure 4.8), showed that 39 percent of the respondents were between the ages of 21 to 30 years, 37 percent were between the ages of 31 to 40 years and 4 percent were above the age of 50 years. This indicates that majority of the respondents were youthful. Individuals of diverse age classification differ in many respects in terms of social responsibilities.

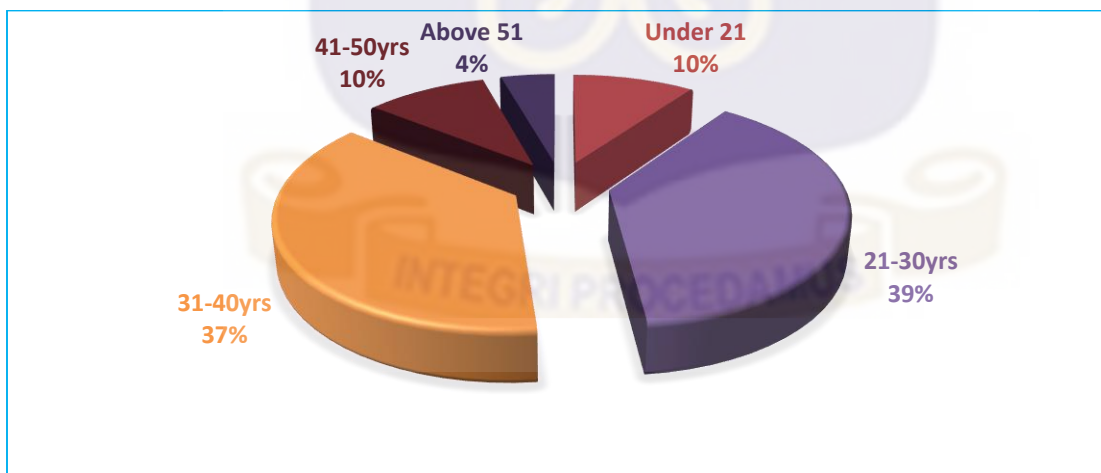


Figure 4.8: Age of respondents

Source: Field Data, September, 2017

4.2 Factors that Influence the Preference for the Current Street Name

Discussions at this section address the first objective of the study which seeks to identify factors that influence the decision of the respondents to indicate preference for the current street names. The dependent variable *preference for the current names* is measured by whether the respondents said they like the street names on the erected sign posts. Table 4.2.a illustrates distribution of the preference variable among the three assemblies:

Assemblies	Preference	No Preference	Total
Tema Metropolitan Area	13	87	100
Ledzokuku- Krowor Municipality	8	92	100
Ningo- Prampram District	15	85	100
Total %	12	88	100

Table 4.2.a: Preference for the current street names, by assemblies in percentages

Source: Field Data, September, 2017

The data (Table 4.2.a) indicated a significant proportion (88%) of the respondents as showing no preference for the new names. Since the quantitative data were limited in explaining why some of the respondents were not comfortable with the new names, qualitative data were relied upon for more explanation. A respondent had this to say:

My brother, this is the first time I am seeing this after you showed it to me. How do I use something I have never seen before? When government is executing projects, they don't involve people like me and therefore they don't expect me to use it. (In depth Interview, Ningo-Prampram Municipality, September, 2017).

Again, apart from some of the respondents not being aware of the street naming exercise, some others who did not like the new names indicated that the names chosen were too difficult to pronounce let alone to memorise it. A respondent shed light on this:

For me I don't know where these names are coming from, look, can you pronounce it yourself? Don't expect that I will come and spend thousand years here to learn these strange names in order to use them. I think they should have used common numbering system such as it is in Tema – community one, community two and so on. (In depth Interview Ledzokuku- Krowor Municipality, September, 2017).

It can be deduced from the foregoing that those who did not like the new names were either not aware or were aware but can hardly pronounce the names used on the erected sign posts.

Logistic regression analysis

As indicated earlier, the dependent variable, preference for the current names, was regressed on selected independent variables and the results indicate that anybody who was working had 9.6 percentage points chances of showing preference for the new names compared to those who were not working (see Table 4.2.b).

The period of stay in a community would afford an individual the opportunity to appreciate the issues that bothered on policy within the community. The results showed that this variable was not significant and as such could not affect the independent variable.

The variable, use of new name, was captured as a categorical outcome: 1 if the respondent had used the new name before and 0 otherwise. The results showed that the variable was significant at one percent. The marginal effect also had a positive coefficient. This indicated that if one more respondent had used the new street names, preference for the new names would increase by 59 percentage points. This is expected because people who have shown prior preference for the naming would obviously use it at any given opportunity.

Variable	Marginal Effects (dy/dx)	Standard Error
Gender	-0.1561	0.1246
Educational Status	-0.0010	0.0575
Occupation	0.0963**	0.0455
Period of Stay in Community	0.0918	0.0726
Use of New Name	0.5885***	0.1961
Reference of New Name by Third Party	0.3559***	0.1310
Difficulty in Recalling the name	-0.2085**	0.0952
Consultative Process	0.4612***	0.1628
Awareness of Policy	0.6398***	0.0715
Existence of Old name	-0.3097*	0.1670
Diagnostics Statistics		
Number of observations	= 164	Log likelihood = -61.88
LR chi ² (11)=	98.79	
Prob > chi ² =	0.0000	
Pseudo R ² =	0.4439	

Table 4.2.b: Results of Logistic Regression [Dependent variable: Preference for current names=1, otherwise =0] *Source:*

Authors own computation using a field data September, 2017

Significance Level: *(10 %) **(5%) ***(1%)

The variable, reference to the new name by third parties, was captured as a categorical variable: 1 if the respondent had had reference being made to the name by a third party and 0 if otherwise it was statistically significant at 1 percent. The marginal effect coefficient was positive. This implied that when references to the new name made by others increased by 1 person, there would be a resultant increase in the preference for the new name by 36 percentage points.

From the regression results the variable, Difficulty in recalling the street name, was captured as a categorical variable: 1 if the respondent had difficulty in recalling the name and 0 for otherwise. It

was significant at 5 percent and showed a negative marginal effect coefficient. This suggests that, if 1 person had experienced difficulty in recalling the new street names, it would result in a 21 percentage point's decrease in the preference for the new name.

This variable, consultative process was captured as categorical: 1 if the respondent was involved in community consultations and 0 if otherwise. It was statistically significant at 1 percent. The results also showed that consultative process had a positive marginal effect coefficient. This means that when one person gets involved in the consultative process for deriving the street names, it would result in a 46 percentage point's increase in the preference for the new name.

This variable, awareness of policy, measures the effect the awareness that was created on the policy would have on the preference for the new name. It was captured as a categorical variable: 1 if the respondent knew about the policy and 0 if otherwise. From the regression, the Awareness of policy was statistically significant at 1 percent. It showed a positive marginal effect coefficient which means that if 1 more person became aware of the policy it would result in 64 percentage point's increase in the preference for the new names.

From the regression results, it is deduced that the variable, existence of an old name, was significant at 10 percent. It was captured as a categorical variable: 1 if there was already an old name for the street and 0 if otherwise. The results also showed a negative marginal effect coefficient. The results indicated that if one street which had a new name had had an old name it would result in a 31 percentage point's decrease in the preference for the new name.

4.2.1 Conclusion

The conclusion that could be drawn from the analysis above was that the citizenry had no preference for the current street names. This was due to the fact that, the residents were not familiar with the names and they had difficulty in memorizing it. This bothered on the effectiveness of the policy in helping people to navigate around.

4.3 The Use of the New Street Naming by Emergency Services Providers

4.3.1 Introduction

According to the MLGRD (2011), the street naming policy was to aide in the provision of emergency services to communities. This they argued would make houses and areas more accessible and have these services at their doorstep.

4.3.2 Police service

The focal mandate of the police service is to maintain law and order. This they do through the arrest and prosecution of crime perpetrators and gathering intelligence to curb crime before they are committed. The street naming policy was to help the police to familiarize themselves with the layouts and address of the communities so that they could swiftly move in when their services were needed to protect lives and property.

The police indicated that the challenges that they have navigating through some communities made their work difficult. They often had to park their vehicles and walk to reach some areas or properties to do their job. This sometimes resulted in the loss of lives and property when they

arrived at such scenes very late. Moreover, some of the streets had been named while others were yet to be named. An interviewee shed more light on this:

We are most of the time late in arriving at crime scenes; the layouts are not good at all. People have built where they are not supposed to build and hence make certain areas difficult to get to. In most cases, when our cars are not able to go, we go on foot to do the job. Sometimes, because the bad people even notice us before we see them, they attack us first and we lose men. This is the situation we are facing (In depth Interview, Police officer, Ledzokuku – Krowor Municipality, September, 2017).

From the interview, it was clear the police were not engaged fully during the consultative process. They did not have the opportunity to make inputs in relation the implementation so that the benefit to be derived in terms of policing could be appreciable. A Police officer buttressed this point:

You see my brother; we the police do our work based on intelligence and so when such a policy is being rolled out, you have to call us to tell you how we think it will work for us. You could have ideas from us that could help so that the system will work better. That is the problem we have in this country, when people are doing something, they will not involve others who can help (In depth Interview, Police officer, Tema Metropolis, September, 2017).

The result obtained from the In-depth Interview (IDI) suggests that, the police were not involved in the design and layout of the street names deeply. The exercise was wholly executed by the district assembly. It was revealed that, the police lacked the modus operandi of the whole exercise and did not have the blue print of the named streets in the communities to make reference to. The

use of the old names by the police was significant because the communities were more familiar with them. This is clearly explained by an interviewee:

Boss, when we receive a call or complaint, the complainants will have to come and lead us to the place where we are needed. Sometimes, they only give us land marks to get close to the area where we are going. We don't know the new names of the streets because we have not been given any records of the names. When people come here to write statements, they don't make mention of the street names in their report. As for the policy, we have heard of it a little in the media but we don't have the full details of what has been done, what they are doing and what they are about to do. We are there, so if they want to involve us more, we are ready (In depth Interview, Police officer, Ledzokuku- Krowor Municipality, September, 2017).

As revealed from the interview, there is largely a preference for the old names because the police could easily navigate the communities with the old names. It came out that they were not familiar with the new street names. The argument made was that the community people were not familiar with the street names and hence the old names were more preferred to the new ones.

Some of the streets already have old names which have been there for a long time. Everybody in the community knows these names. It is not easy for names which have been there for years to change overnight. When we the officers interact with the community people, they don't use the new names to speak to us, we are always referring to the old names to make our work easier for us (In depth Interview, Police officer, Ningbo-Prampram District, September, 2017).

The indication given throughout the interview suggested that the police do not rely on the street names to do their work. The use of the old names of the streets was still relevant. The indication given additionally was that, since they do not even know the new names of the streets, their use was not to be a primary focus. A view shared by the interviewee is captured as:

Our work is difficult. When you travel outside the country and even in Nigeria, moving from place to place is easy once you know the address. Over here in Ghana, we don't have such a system and if we are trying to do something, let's do it well. Me I don't know the names and I don't know if any of my officers know the names. I won't say our work has improved because of the policy, what I will say is that social media rather is helping us more (In depth Interview, Police officer, Tema Metropolis, September, 2017).

4.3.3 Fire Service

The fire service is a critical aspect of development planning. This is due to the various industrious and household accidents that might result in a fire break out resulting in the loss of lives and property. This makes them a significant service provider that must not be overlooked.

The fire service expresses the position that they are indeed aware of the policy but that has mainly come from the media. The service has no details of the full policy plan and its implementing module. This is a result of the lack of engagement on the part of the MLGRD with the emergency service providers to have a common blueprint as to how the whole policy would be beneficial to all parties. The interviewee buttressed this point and explained:

We know about the policy. At least we have heard of it on various platforms but as an institution we have not been briefed totally. I think since we are not really the major

stakeholders, that's why we are not part. I have seen some streets being named and the erection of street name posts but as institution, we have not been officially engaged (In depth Interview, Fire officer officer, Tema Metropolis, September, 2017).

The significant aspect of their work is their ability to locate the places of fire outbreak quickly before a lot of damage to lives and property occurs. From the interview, it was evident that the service struggled to reach affected areas when called upon. This is due to improper layouts of communities and a lack of a homogenous address system. It was clear from the interview that landmarks and continuous probing of individuals who call on them for help to ascertain a clearer address is the daily strategy used by personnel. The interviewee shared his view:

Hmmm, as for this problem, when I start, we won't finish this interview. The town and country planning as well as those who manage our communities are not helping. Individuals just do what they like. People build everywhere, slums and unauthorized structures are all over the place. These make our work difficult. How can we locate a fire gutted building in time with our firefighting machinery when there is no access road, when people have raised structures in the middle of the road? Sometimes, when we get to such areas we create our own routes to reach the affected point. That is our problem and unfortunately there is little we can do (In depth Interview, Fire officer, Ledzokuku- Krowor Municipality, September, 2017).

The responses from the interview showed that the services as well as the communities under their jurisdiction were not familiar with the new street names and hence they were not in a position to interact or engage their areas of interest with the new street names. A lot of reference to old names

and popular establishments were key to identifying affected areas. The respondent gave this explanation:

Do you want people or houses to burn to ashes before we get there? Who knows the names? Nobody knows. The most important thing is to give us a landmark or a popular joint and further direction to come close to the place. If you use the names, nobody will know. Fortunately, the local people have names they used to call some of the streets so you can rely on such cases. You see, when we get a call, we move and don't waste time, if u use these names now, it will create a whole lot of problem for us so we will use what we know (In depth Interview, Fire officer, Ningo-Prampram District, September, 2017).

In reviewing the responses from the interview, the respondent revealed that the street names had not played the significant role it was projected to play in relation to emergency services. This was evident because of the lack of coordination and intensive stakeholder consultation amongst the parties involved. The conclusion was that since the names were not being used, it had not affected their work in any way. The respondent agreed with this assertion with this explanation:

As for the work, we have been doing and we will continue to do it whether the streets are named or not. The idea to give names to the streets is a good initiative but it has not benefited us in any way. We don't know how they wanted us to benefit but if they were serious, they could have consulted us so we work together. Unfortunately, that did not happen. We will continue to do our best for Ghana (In depth Interview, Fire officer, Tema Metropolis, September, 2017).

4.3.4 Conclusion

The in-depth interviews were conducted under the themes of Policy Knowledge, Challenges in locating areas, Consultation with policy makers, Familiarity with new street names, Preference of current names to new names and Improvement of services.

It was evident that the service providers were not aware of the policy officially and lacked the full details of the policy. The emergency service faces a lot of challenges when trying to reach areas in need of their service. Besides, they were not engaged as parties that could benefit from the exercise. The emergency service still relied on the old names and land marks to help them reach areas of interest and to navigate the communities.

Ultimately, the names had not affected their work in any way. The goal of the street names becoming an instrument of facilitation had not yielded such results and hence had not served the purpose for which they were made.

4.4 The Use of the Street Naming by Revenue Agencies

4.4.1 Introduction

Every economy is dependent on the amount of taxes that can accrue to the revenue coffers to finance certain programme and projects for development. Taxation is a huge challenge especially in developing economies where the informal sector makes a large percentage of the economy. Due to this, a lot of individuals are able to escape the payment of tax. This creates a problem for the few tax payers as they are in most cases over taxed.

The Street Naming Policy was designed to help bring some form of harmony into the system where properties could easily be identified. This policy had as part of several objectives to enhance the capacity of government agencies in revenue mobilization.

4.4.2 Improvement in Revenue Mobilisation

In terms of awareness on the street naming policy, there was strong indication that the awareness created had reached the quarters of the revenue custodians. This is due to the fact that they are housed in the same premises and hence informal circulation of information was effective. There was evidence of in depth knowledge on the policy and benefits the policy intended to accrue. It was however revealed that not much engagement with the revenue office had been done. An interviewee gave a detailed expression:

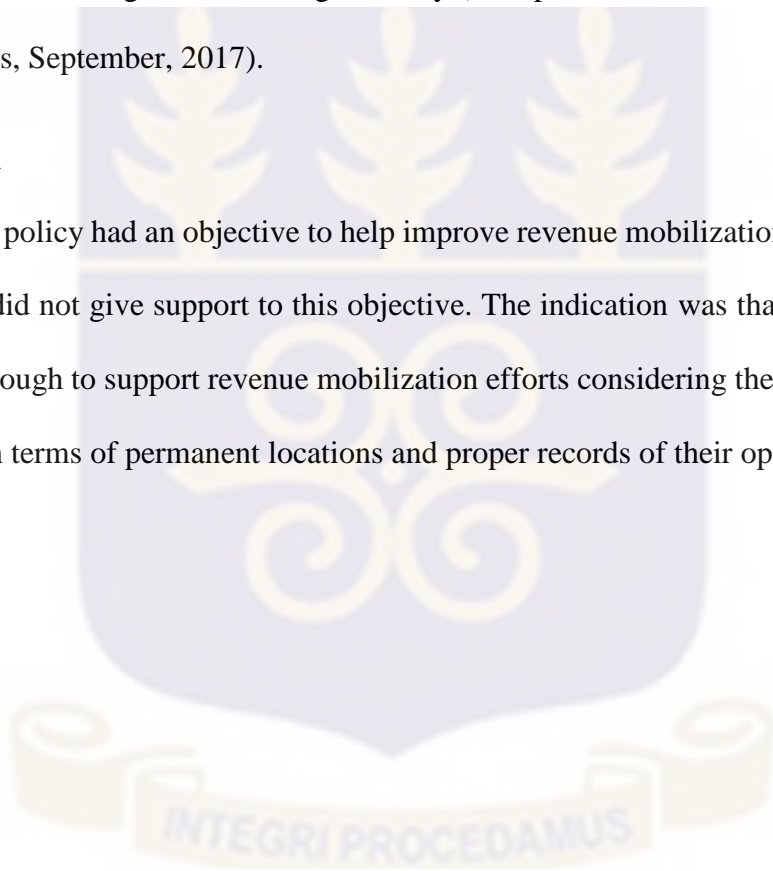
Boss, as for the street naming, we are very much aware of what they are doing. Sometimes when we are even in the field we see the planning guys working so we are aware. We are colleagues and in the same building so at least we know what goes on around here. Even though there was nothing official to bring us all together, we know. (In depth Interview, Revenue official, Ledzokuku- Krowor Municipality, September, 2017).

It was clear from the interview that; the communities had not responded to the policy in terms of revenue mobilization. The assemblies over the years had adapted several strategies to increase revenue and this policy was a step in the right direction to complement its efforts. One of the pressing issues that emerged was that, address verification was a challenge. Most businesses who had registered with the assembly were not at the locations indicated by their registered records. This made it difficult for the assembly to properly monitor the activities of such commercial entities for tax collection. A revenue officer explained it better:

Hmmmm, a lot has been done but we need to do more, our communities are well planned on paper but go to the ground, everybody is doing what they like. Some people put up temporary structures today, tomorrow they are no more there leaving no traces of their whereabouts. The laws governing the putting up of structures are so relaxed so we don't see much enforcement. Our field officers know the communities very well because of experience we have gained over the years so I won't say the street naming has helped us. We know where to go and how to go already (In depth Interview, Revenue official, Tema Metropolis, September, 2017).

4.4.3 Conclusion

In as much as the policy had an objective to help improve revenue mobilization efforts, the results of the interview did not give support to this objective. The indication was that, the street naming policy was not enough to support revenue mobilization efforts considering the unstableness of the informal sector in terms of permanent locations and proper records of their operations.



CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.0 Introduction

This chapter presents a summary of findings of this study, relevant recommendations and conclusions based on theoretical and empirical literature reviewed. It also presents the limitations of the study and suggestions for future research.

5.1 Summary of Major Findings

The purpose of the study was to assess the National Street Naming Policy in Greater Accra. It was a post evaluation study that looked at the factors that influenced the preference for the new names. It also looked at whether the objectives that were set before the implementation of the policy had been met. The dependent variable of the first objective using a logistic regression was preference for the new names. The independent variables were gender, educational status, occupation, Period of stay in community, use of new name, reference to new name by third party, difficulty in recalling the new names, consultative process, awareness of policy and existence of old name.

Quantitative data was collected for the study. A simple random sampling technique was used to sample the respondents from three assemblies in the Greater Accra Region. These are the Tema Municipality, Ledzokuku- Krowor Municipality and Ningo-Prampram District. However, for the qualitative data, a semi structured interview guide was used to collect the data.

It came out of the logistic regression analysis that Period of Stay in Community, Use of New Name, Reference of New Name by Third Party, Difficulty in Recalling the name, Consultative Process, Awareness of Policy and Existence of Old Name were statistically significant. This indicated that they had effect on the dependent variable.

Additionally, the study showed that significant proportions of the residents of the communities where the sign posts have been erected were not using the new names. This was mainly because most of them were either not aware of the policy and had difficulties pronouncing or memorizing the names.

Against the expectation that the policy was to enhance emergency service delivery and improve revenue mobilization efforts, the results support the view that the street naming policy had not enhanced the provision of emergency services and improved revenue mobilisation. It was revealed that there were no deep consultations amongst the MMDA's who were implementers of the policy, the emergency service providers and the revenue agencies. This led to the creation of a gap as to how the policy was going to positively enhance these services.

5.2 Conclusion

The study sought to assess the policy on street naming in the Greater Accra region. The policy was to help make identification of properties easy and help in the movement of people, commodities and services.

Residents of the communities with the new street name post do not use it as expected because of either the difficulties in pronouncing the names or the lack of familiarity with the exercise.

Therefore, the study concludes that the use of strange and difficult names could prevent people from patronizing the street names.

Again, lesser publicity and inadequate involvement of people in policy making can affect its eventual usage. The study concludes that because the emergency service providers were not involved in the policy formulation, they have not familiarized themselves with it therefore were not using it.

Revenue mobilization efforts had also not been positively affected by the policy. Although there was awareness of the policy through informal channels. The lack of knowledge sharing amongst the MMDA's and revenue agencies resulted in a low appreciation of the policy thereby affecting its usage negatively.

The findings however support David Eastons Political System Theory. This is very much captured in the feedback of the implemented policy. According to the theory, when the feedback is negative, the environment refrains from lending support to the system. The study however found that, there had been a negative feedback from the policy due to the nature of the names used for the exercise. This had affected the number of persons who would have otherwise made use of the street names. The lack of awareness and consultative processes that were to be engineered by the policy implementers had also negatively affected the level of support on the part of emergency service providers to the system.

5.3 Policy Recommendations

From the findings above, some policy recommendations are made.

- The local authorities and in this instance the District Assemblies should step up efforts in awareness creation. The local media and local information flow channels should be utilized effectively to create enough awareness of the policy amongst residents of the communities. When a good degree of awareness is created, it will help to reinforce the use of the names.
- The Assemblies should review some of the names which might be too difficult to use or recall. When easier and simpler names are used, it would help for easy adaptation amongst the locals both literates and illiterates. Names which are easy to pronounce and spell would encourage school children to use it more often.
- The District Assemblies through the unit committees, town hall meetings and community engagements must deepen the consultative process used in deriving the street names. When consensus is built in deriving the names, it will create a sense of ownership and appreciation among the communities. This would help in the utilization of the names.
- Where there was an existing name, the Assembly must conduct a review of the new name. An incorporation of the old name and new name would help to curb the use of the old name which is over shadowing the new names. This incorporation would help to increase the use of the new name while the old name continues to be used.
- The district Assemblies must find strategic ways to help create employment and increase economic activity in the districts. This would make the youth more active and socially

responsible thereby contribute to enhancing policy outcomes through their advocacy and constructive engagements with the authorities.

- The Physical Planning department of the Assemblies should engage and consult the research and innovations departments of the emergency services as well as the revenue agencies. This would help to develop a strong multipurpose model that will make the policy a cross cutting policy delivering on its expected mandate.
- Finally, there should be strict enforcements of by laws governing the siting of properties and urban settlement. This would help to create well planned communities and layouts. When this is done, the street naming would become complimentary and help to improve services to the communities.

5.3 Limitations of the Study and Future Research

The study is without some limitations. The data was collected from three districts in Greater Accra. This could have been increased to 6 districts to make the data more robust and enrich the discussions. The variables in the model were limited to 10 explanatory variables. This again could have been increased to capture variables such as Perceptions, Age and Ethnic Background increase to fitness of the model.

Besides, the other objectives of the policy were not assessed in this study which though very important could have helped to explain the results better. The difficulty in the measurement of some of the objectives in the policy draft also contributed to their omission from this study. Due

to financial and time constraints more respondents could have been interviewed to enrich the data and broaden the discussion.

In reference to future research studies, more variables could be captured in the model to make it more robust. Other models other than the logit model could be employed to compare the results and enrich the debate.

With the introduction of the Ghana Post (GPS) Digital Addressing System, future studies could incorporate its implications and that of the street naming policy to strengthen the results obtained.



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Appendix C: Questionnaire for Quantitative Survey

UNIVERSITY OF GHANA, LEGON

CENTER FOR SOCIAL POLICY STUDIES

Interview Schedule

Dear Respondent,

Thank you in advance for completing this interview for my study. I am a student of the university of Ghana, Legon conducting a study on “Assessing *the Effectiveness of the National Street Naming and Property Addressing System in Greater Accra Metropolitan Area*”. The study is for academic purpose only, therefore, any information provided would be treated with utmost confidentiality. Your input in this study is of high significance as it will contribute to its success. Thank you very much.

ABSTRACT

The case for street naming and property addressing was made loudest in 2011 when the then Minister for LGRD led a team to develop a policy document that would harmonize the process of street naming across the country. It is an undisputed fact that the assemblies were already engaged in this exercise as per their mandate but it lacked a universal approach and expediency. Coupled with the many problems of urban settlement and planning, the ministry took up the initiative of this policy to bring harmony and universality. The policy had goals of which are;

- *Ensure quicker response by emergency service providers to locations of need through easy identification and navigation.*
- *Serve as a tool for efficient delivery of municipal services in urban areas.*
- *Provide location addresses to contribute to easy identification of properties, improve tax revenue collection by revenue agencies and MMDAs, as well as promote operations of business generally; and*
- *Provide an address platform to facilitate other government initiatives such as National Identification exercise and National population and Housing Census.*

After five years of implementing the policy, it is prudent to evaluate the policy to assess whether the intended goals have been met. This study is timely as it would help to assess the overall outcome of the policy to stimulate further debate and research.

Section A: Demographic Information

Please answer by ticking “ x ”in the box beside your choice

1. Gender male female
2. Age under 21 21- 30 31- 40 41- 50 Above 51
3. Educational level High School Diploma/Vocational/HND
 First degree Post graduate Others
4. Marital Status Single Married Divorced
 Widowed
5. Occupation Student Civil Servant Business
 Professional Retired
6. Length of Stay in the Community Below 5years 5- 10years
 10- 20years Above 20years
7. Religion Christianity Islam African Traditional Religion
 Atheist Others
8. Ethnic background Akan Ewe Mole-Dagbane Guan
 Ga- Adangbe Others

Section B: Street Naming

Please indicate YES or NO to the following questions on Street Names.

1	Is there an old name for the street	
2	Are you aware the street has been named	
3	Do you know the new name for the street	
4	Have you used the new name to provide directions before	
5	Has someone made reference to the new street name to you before	
6	Do you prefer the new name to the old name	
7	Do you think the naming of the street was an important exercise	
8	Do you prefer the usage of figures to the names of people in a street naming exercise.	
9	The new street names are difficult to recall	

Section C: Emergency Service Provision

please indicate how you will respond to the following questions but ticking the below.

1= strongly agree 2= agree 3= moderately agree 4= disagree
 5= moderately disagree 6= strongly disagree

		1	2	3	4	5	6
1	The emergency services can easily navigate the community with the new names.						
2	The new street name has improved police patrol on the streets						
3	I feel the emergency services are more familiar with the old street names than the new names						
4	I would indicate the new street name in any security/emergency report I find myself to write						
5	I would use the new street names to provide direction when I call on the emergency services						
6	The street naming has helped to introduce fire emergency assembly points in the community.						
7	The street names have helped to improve emergency response in the community.						

Section D: Policy Effectiveness

Please indicate how you will respond to the following questions by indicating the below 0 = Not Effective and 1= Effective

1	Do u think the Policy has been effective	
2	Do you think the assembly has been effective in executing the policy	
3	Do you think the consultative processes used were effective in coming out with the street names	
4	Do you think there was effective awareness creation by the assembly before the streets were named	

5. Why do you think the policy has been effective if your answer in question one is 1.

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6. If your answer is 0 suggest ways of getting it to be effective.

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Appendix D: Questionnaire for In Depth Interviews

UNIVERSITY OF GHANA, LEGON
CENTER FOR SOCIAL POLICY STUDIES

Dear Respondent,

Thank you in advance for completing this interview for my study. I am a student of the university of Ghana, Legon conducting a study on “Assessing the Effectiveness of the National Street Naming and Property Addressing System in Greater Accra Metropolitan Area”. The study is for academic purpose only, therefore, any information provided would be treated with utmost confidentiality. Your input in this study is of high significance as it will contribute to its success. Thank you very much.

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- *Provide location addresses to contribute to easy identification of properties, improve tax revenue collection by revenue agencies and MMDAs, as well as promote operations of business generally; and*
- *Provide an address platform to facilitate other government initiatives such as National Identification exercise and National population and Housing Census.*

After five years of implementing the policy, it is prudent to evaluate the policy to assess whether the intended goals have been met. This study is timely as it would help to assess the overall outcome of the policy to stimulate further debate and research.

Interview Guide

1. How are you doing Sir/Madam and how is your day going
2. Please share with me your knowledge about the street naming policy.
3. As an institution how do you locate places where there are crises or need your services
4. Do you have difficulty locating places in need of your services?
5. What benefits do you derive from locating places readily?
6. Was your institution engaged enough when the policy was being rolled out
7. Are you able to navigate the streets well after the street naming policy?
8. Are you familiar with the current street names?
9. Would you prefer the use of the current names to the old names when interacting with residents?
10. Has the policy improved your services to the communities?
11. Has the street names improved your revenue mobilization efforts in the community.
12. Do you think the policy was useful? If not suggest ways, it can help to be useful.
13. Give me your final comments about the effectiveness of the policy

