

UNIVERSITY OF CAPE COAST

CITIZEN PARTICIPATION AND SERVICE DELIVERY IN TECHIMAN
MUNICIPALITY

BY

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DECLARATION

Candidate's Declaration

I hereby declare that this dissertation is the result of my own original work and that no part of it has been presented for another degree in this university or elsewhere.

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Supervisor's Declaration

I hereby declare that the preparation and presentation of this dissertation were supervised in accordance with the guidelines on supervision of dissertation laid down by the University of Cape Coast.

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ABSTRACT

The issue of citizens' apathy towards the assembly's activities, drop in revenue and weak Unit committees, revealed during the POCC analysis for the Techiman Municipal Assemblies' 2006-2009 Medium Term Development Plan prompted this study. The study examined how citizens participated in the governance and service delivery in the Techiman Municipality. The study made use of survey methods by using interview schedule and questionnaires to gather information from the respondents. Purposive, Snow ball and Quota sampling methods were used to select the required sample size of 200. The data collected were analysed using the computer programme software: Statistical Product and Service Solution (SPSS) version12. The findings indicate that, citizens understand participation and have demonstrated that by voting representatives to office, and for others, taking part in community decision – making processes.

Majority of respondents however said they were sidelined in the selection of projects meant for their communities. Forums were identified as the modes mainly used by the Assembly to engage citizens in the Municipality. Majority of respondents see the assembly's performance as unimpressive. Citizens were actively involved in rendering services in the areas of water and sanitation.

The study recommends the education of Citizens on their rights and on the relevant laws pertaining to citizen participation as captured in the 1992 Fourth Republican constitution. The Assembly should provide Zonal Councils and Assembly members with permanent offices, financial and human resources and other logistics to facilitate their works.

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DEDICATION

To my wife, Rachel Jennifer Avatim and daughter Abigail Bazurebayera

Abatidam

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LIST OF ACRONYMS

COP	-	Council of Participatory Budgeting
CPLC	-	Citizen Police Liaison Committee
CPTS	-	Citizen Participation Techniques or Tools
CSOs	-	Civil Society Organisations,
DA	-	District Assembly
GAIT	-	Government Accountability Improve Trust
GPRTU	-	Ghana, the Ghana Private Road Transport Union
ILGS	-	Institute of Local Government Studies
ILO	-	International Labour Organisation
MLGRD	-	Ministry of Trade and Industry and
MMDAs	-	Metropolitan, Municipal and District Assemblies
MSME	-	Small and medium-sized enterprises
MTDP	-	Medium Term Development Plan
NGOs	-	Non-Governmental Organisations
PB	-	Participatory Budgeting
SPSS	-	Statistical Product and Service Solution

CHAPTER ONE

INTRODUCTION

Background to the study

The 1980s brought dramatic shifts in many countries from highly centralised often dictatorial regimes to democratic systems committed to more effective and accountable government. This new development paradigm has gained momentum that increasingly favours locally planned and implemented development strategies over centralized development (Chambers, 1997).

Its acceptance is evident in the wider application of decentralisation policies, community driven development strategies and participatory approaches to project design and implementation. A defining characteristic of this paradigm is the emphasis on citizens as essential contributors of knowledge, time, and other resources to the development process. Advocates claim a range of benefits including, reduced project costs, an enhanced sense of local ownership improved targeting of beneficiaries, community empowerment, and democratisation of local governance (Beard, 2007).

The reason for this paradigm shift is varied. In the Western world decentralisation is an effective tool for the reorganization of their governments in order to make the provision of public services cost effectively (Bennet, 1990). In Latin America, it is attributed to political pressure from the people for democratization (Rojas, 1999). And in Africa attributed to serving as a path to national unity (World Bank, 1999). Helmsing (2001) notes that sixty three out of seventy five developing countries with population more than five million are

actively pursuing decentralised action policies that devolved functions and responsibilities to Local Governments.

The increasing interest in decentralisation and citizen participation in developing countries is attributed to so many factors; a worldwide recognition that governments cannot solve socioeconomic problems on their own (Brinkerhoff, 1999), Neoliberal economists through International lending agencies such as the World Bank and International Monetary Fund (IMF), advocated a reduction in government roles in development due to failure of government-led developments in many Least Developed Countries (Laquian,2005) and urbanisation with its attendant problems of crime, squalor, congestion and so on.

Good local governance, also called democratic urban decentralisation (Olowu, 2001), therefore came to be accepted as an ever-faithful ever- sure herb to cure the 'urban disease'. Advocates believe that democratic urban decentralisation is the way to manage urbanisation in developing countries (World Bank, 2008), to ensure that urban growth is matched with the creation of jobs, provision of infrastructure and the eradication of poverty (Davey, 1993).

Rapid urbanisation posits serious challenges to cities in improving conditions of human settlement. At the same time, urbanisation provides an opportunity to tap both economic and human resources with which to tackle the various problems facing the cities (Davey, 1993). This potential can be realised only when cities are managed by effective local governments with adequate institutional incentives and capacity to mobilize financial resources to keep pace

with the growth of population and income as well as manage its finances so as to promote human and economic development. Since inadequate services tend to burden the urban poor most seriously, they also aggravate the problem of urban poverty. In short, the prevailing conditions of urban services jeopardise the three major mandates of urban management which are the creation of jobs, provision of infrastructure and the eradication of poverty (Davey, 1993).

The fundamental underlying issue of all this is the large and growing gap between revenue-generating capacity and the expenditure needs caused by a mismatch between municipal functions and resources. The gap often widens because inadequate and inelastic revenue bases of the cities do not increase in tandem with the growing expenditure needs following rapid increase in urban population. The phenomenon of worsening fiscal gap is most visible and prevalent among, although not unique to, African cities. These bring into view the concept of beneficiary's involvement in the service delivery process, so as to ensure the judicious and efficient use of the limited resources available to many local governments (Kyung-Hwan Kim, 1997).

According to the Institute of Local Government Studies [ILGS] (2006: 2) "Citizen Participation is the rationale for putting decentralisation into practice" and that in meaning and content decentralization and participation are fundamentally inseparable by reason of their objectives. This assertion is supported by Beard (2005), when she impinge that "for policy perspective, successful decentralisation rest on the assumption that citizens through Civil

Society Organisations will undertake many planning and service-delivery functions previously the responsibility of various levels of Government.

In practice, this is a move away from an elitist model in which expert advice acts as the authoritative source for regulation, to one in which citizens have a voice in framing government decisions (Frewer & Row, 2004).

In the view of Bourgon (2007), citizen engagement has both an intrinsic and instrumental value. It has an intrinsic value because it leads to a more active citizenry. It elevates the public discourse, enhances transparency, accountability and increases the sphere within which citizens can make choices. It has an instrumental value by encouraging debates that lead to broad based consensus in support of government initiatives. In that sense, it reduces the political costs, and improves the likelihood of success of government actions.

Service delivery in the face of decentralization

According to Shah and Thomson (2004), the motivation from centralised system of governance to decentralisation in Chile, Uganda and Ivory Coast was to improve the delivery of basic services. The reasons are twofold. First, these basic services, such as health, education, water and sanitation, all of which are the responsibility of the state, are systematically failing and especially failing poor people (World Bank, 2003). The second reason why improving service delivery is behind most decentralisation efforts is that these services are consumed locally. Conceptually, municipalities are responsible for providing such goods and services whose benefits are localized and for which there is differential scale of

preference (Mathur, 1999). The core urban basic services would include roads and street lighting, water supply, sanitation, sewerage, drainage and solid waste management. Besides these, there are several other services like public transport, welfare schemes, parks and gardens, burial grounds, birth and death registration, control of stray animals etc. Service delivery levels are influenced by multiple factors besides devolution such as level of resource availability to the assembly, technical competence of the assembly staff, population threshold and initiative on part of the assembly. Given the time frame and the focus, the study proposed to consider a few core basic services (sanitation including sewerage and toilets and solid waste management).

In industrialised countries governments' contracts out services to the private sector. Public private partnership has emerged as a tool in governance in cities (DiGaetano & Strom, 2003).

The role of Governments should "steer, not row" in order to provide an enabling environments for actors outside the state. Approximately structured partnerships between actors in civil society and local governments or between the state and civil society can provide a basis for institutional strengthening at the local level (Krishna, 2003).

Problem statement

Traditionally, public trust in public sector performance in delivering services consistent with citizen preferences has been considered weak in developing countries because public input are rarely sought. Politicians and

bureaucrats are typically observed to show greater interest in rent-seeking activities than in delivering services wanted by their citizens (Wunsch, 2001).

In Techiman the drawing of the medium term development plans, fixing of fees and preparation of the municipal budgets, are done without adequate public input and in cases where the consultation is done, scarcely are the inputs inculcated in the plans and budgets. The result is a general apathy towards the activities of the Assembly as evidenced in the abandoned GTZ-funded modern market in Tuobodom and the lackadaisical attitude of trade groupings towards tax payment as the assembly struggle to meet its revenue targets.

It is argued that since the ultimate purpose of government (central or local) is to cause development to improve the quality of life of the people, the business of government must promote the participation of the people (the ultimate beneficiaries) in planning, implementation and monitoring of the process of development. Oates (1972), "*decentralisation theorem*" puts forward a theory based on decentralisation that "each public service should be provided by the jurisdiction having control over the minimum geographic area that would internalize benefits and cost of such provision". The theory also argued that "the jurisdiction that determines the level of provision of each public good should include precisely the set of individuals who consume the good.

Chapter 20 of the 1992 Fourth Republican Constitution of Ghana enjoins the state to involve ordinary citizens in the decision making process: This constitutional provision is made operational by Act 462, which mandates

MMDAs to initiate their own plans with citizens participation in the planning , implementation, monitoring and evaluation.

Inspite of all these legal provisions and as stated earlier decision making on service delivery in most of the districts is not without problems and Techiman Municipality is not an exception. This is evidenced by the non utilization of established facilities such as public places of convenience, teachers bungalows, market stalls and nutritional centers just to mention a few in some communities within the Municipality, and the unwillingness of citizens to comply with their tax obligations. Policy direction of this nature requires empirical evidence to inform strategy formulation and implementation. The extent of citizens' involvement in service delivery in the Techiman Municipality is therefore the main focus of this study.

Objectives of the study

The general objective of the study is to assess citizens' involvement in service delivery in the Techiman Municipality,

The specific objectives are to:

1. Identify the various forms of citizen participation in the Municipality;
2. Examine citizen participation in decision-making in the Techiman municipality;
3. Examine citizen involvement in service delivery in the Techiman municipality; and

4. Make recommendations to improve citizen participation in service delivery.

Research questions

Research questions to guide achievement of the study objectives are:

1. What are the various forms of Citizen Participation in the Techiman Municipality?
2. How do citizens in the Techiman Municipality participate in decision making?
3. How do citizens in the Techiman Municipality participate in service delivery?
4. What problems does the assembly go through, in their quest to engage citizens?
5. What opportunities exist in the Assemblies to facilitate Citizen Participation?

Scope of the study

The study area covers Techiman Municipality of the Brong Ahafo Region. Basically, the content consists of issues of citizen participation and service delivery in the Techiman Municipality with the study period stretching from September 2006 to December 2009.

Significance of the study

Citizen Participation is a fundamental principle under the decentralized system of governance. Even though there have been several studies on Citizen Participation, there has not been any that look at the whole process of Citizen Participation and Service Delivery in the Techiman Municipality. This study will therefore unearth the peculiar nature of Citizen Participation in the Municipality and how the function of service delivery legally bestowed on the Municipal assembly is perceived by the governed. The study will add new knowledge to enhance the assembly's service to the people as well as influence the activities of governmental and nongovernmental organisations. The findings will serve as reference point for future research and help refine processes and procedures for engaging citizens in the MMDA's in Ghana

Organisation of the study

The dissertation is organised into five chapters: Chapter One presents general introduction. It consists of background, problem statement, objectives of the study, research questions, scope of the study, significance of the study, and organisation of the study.

Chapter Two provides the literature review of the study, where the theoretical and empirical evidence on citizen participation are examined. Chapter Three consists of methodology of the study. This section is subdivided into study design, data type and source, sampling methods, sample size and sampling procedures. Chapter Four is the results section; outcomes of respondents'

perceptions and reasons behind them are presented and discussed drawing lessons from for institutionalizing citizen participation in decision making and service delivery. Finally chapter five provides summary, conclusion and recommendations of the study.

CHAPTER TWO

REVIEW OF LITERATURE

Introduction

This chapter focuses on previous studies or existing literature on Citizen Participation and service delivery. The review enhances and facilitates the understanding of issues under discussion. In this section the issue of citizenship, their rights, freedoms and responsibilities, the various definitions and forms of participation, theoretical perspectives or views on citizen participation, factors influencing citizen participation, citizen participation and service delivery are explored.

A Citizen's align rights, freedoms and responsibilities

A citizen is a legal resident of a state, country or community (Encarta Dictionary, 2008). According to the 1992 fourth republican constitution of Ghana, citizenship could be obtained either through birth or naturalization. Citizens by virtue of the constitution enjoy inalienable rights and freedoms which could only be curtailed by a competent court of jurisdiction. Some of these rights include: right to life, personal liberty, human dignity, fair trial, and right to free speech, freedom of thought, conscience and belief, freedom to form or join any political party, to participate in political activities and to vote.

According to Article 41 of Ghana's constitution, enjoyments of rights and freedoms is inseparable from the performance of duties and obligations, and so it is the duty of every citizen to among other things foster national unity, live in

harmony with others, contribute to the well-being of the community where that citizen lives and to protect and safeguard the environment.

According to Crick (2007), effective citizenship is associated with better political institutions. Civic republicans argue that members of local communities need to be willing, able, and equipped to get involved in public life (Oldfield, 1990). This ideal, requires governments to go beyond simply providing people with the opportunity to participate, to disseminate the necessary information to citizens to helping them acquire the skills and confidence that they need in order to become more active. Civic republicans propose policies such as public communication (Dagger, 1996), civic education (Gutmann, 1998) and participation in decision making (Tam, 1998), are essential to enable citizens to become more active in public affairs.

Meanings of citizen participation

“Public participation” is a complex concept, the scope and definition of which is open to debate (Rowe & Frewer, 2004). According to Van (2002) participation ranges in a continuum that includes information sharing, consultation, collaboration and empowerment operates in formal agencies or indigenous initiatives; in housing, health care, human services or other fields; with diverse income, racial, and ethnic groups; in rural and urban communities, in industrial and developing areas.

Leach and Wingfield (1999), defines public participation at a general level as the practice of consulting and involving members of the public in the agenda-

setting, decision-making, and policy-forming activities of organisations or institutions responsible for policy development. UNDESA (2007) identifies “Citizen Participation” as: all measures and/or institutional arrangements that link citizens more directly into the decision-making process of a State as to enable them to influence the public policies and programmes in a manner that impact positively on their economic and social lives.

What, precisely then, is meant by participation?” That is, the public may be involved (in policy formulation, etc.) in a number of different ways, or at a number of levels. The International Labour Organisation (ILO) developed a stairway of participation denoting different gradation in the order of; previous levels- manipulation and therapy which does not constitute participation, level of Information- people receive but are not part of the decision making process, level of consultation- opinions of other people are received as an input for a decision and feedback, joint decision-various stakeholders intervene in the decision making process to pursue a common interest and comprehensive participation- the final stage of participation.

On the other hand Arnstein (1969) developed eight rungs on the ladder of Citizen Participation:

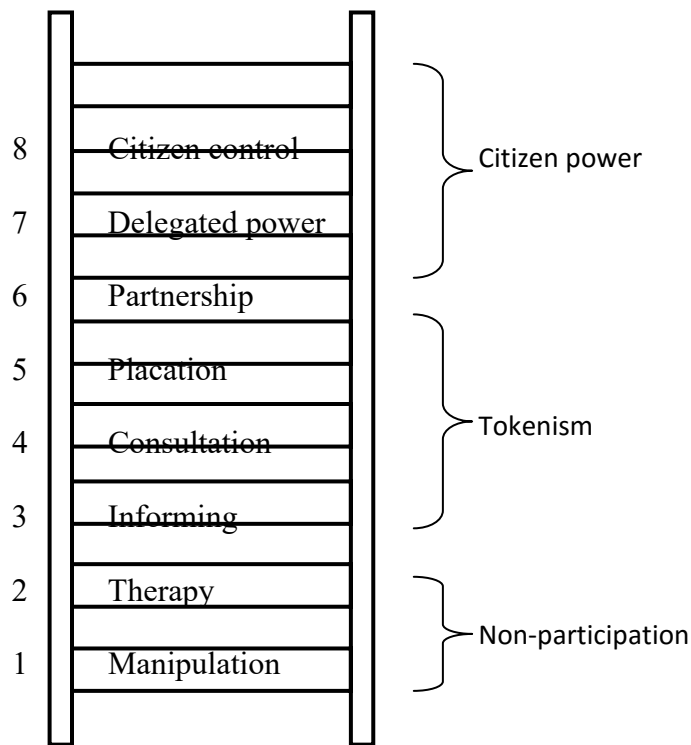


Figure 1: Arnstein's ladder of citizen participation

Source: United Nations (2007)

The practices of manipulation and therapy are ranked the lowest in the ladder of participation, and do not constitute participation. In this section citizens are placed either in advisory committees that have no power or the objective to change those attitudes and behaviours of participants that local officials do not like under the guise of seeking their advice.

The levels of informing, consultation and placation are regarded as tokenistic (symbolic effort). People receive information but are not part of the decision making process; they however know what is happening.

In consultation the opinions of other people are received as an input for a decision and feedback. It is a legitimate and viable decision-making strategy but it is not collaborative or involve consensus. In placation the decision authority may

ask for ideas at the beginning of an exercise without necessarily providing opportunity for people to participate in the final decision itself or placed “worthy” representatives of the poor on a board – where they are in a minority or are not accountable to a constituency in the community.

Lastly, partnership, delegated power, and citizen control is what Arnstein’s view constitute Citizen’s power. The level of partnership becomes a crucial aspect of the decision making process. At this level various stakeholders intervene in the process, since they have common interest to pursue. This level could be likened to consensus (an outcome resulting from an agreement, settlement, or solution that all participants can support, or on the other hand not oppose.

In delegated power citizens achieve dominant decision-making authority over a particular programme, where under citizen control; citizens can govern a programme or institution, be in full charge of policy and management, and negotiate the conditions under which outsiders may change participation; He considers this as real participation.

In the view of Rowe and Frewer (2000), however, participation is a less constrained concept, the key distinction being between "communication," in which the public has no input perse, it simply receives sponsor information and might only have a voice in clarifying meaning and "participation," in which it does. In a seminal article, Arnstein (1969) defines participation as the power of “have-not” groups to influence the end product of decisions.

Devas (2005) maintains that in the design of urban government structures “voice” is a critical element. For the poor, the lack of voice is likely to be marginalised by inadequate service delivery and decisions that affect them. Theoretical arguments claim that there is a relationship between users’ voice, accountability, and service outputs (Cavil & Sohail, 2004). The theory assumes that direct participation by service users in service delivery, will improve accountability in services, and that improved accountability will result in improved service delivery outcomes.

The aim of participation is to make citizens more directly involved in community problem solving at the grassroots complemented with the belief that citizens ought to be at the centre of government. Participation is crucial to democratic governance and grass root participation is the rationale for putting decentralisation into practice to allow for members of a community to dialogue about the programmes, services and policies that affect their lives with the lower echelons of the decentralised structures for action (ILGS, 2007).

In this study, *participation is defined according to this latter perspective as entailing initiatives in which sponsors acquire some form of public input in project identification, design, implementation and monitoring.* After all, whether public information is elicited is a priori characteristic of different mechanisms, though whether that information is used (to empower the public) depends as much on sponsor motives as intrinsic mechanism characteristics may be determined only some period after the event. An empowering definition may therefore create research problems since one might not necessarily be sure that the initiative being

studied, as an example of participation, would subsequently prove to have been correctly classified.

Participatory approaches

Citizen Participation Techniques or Tools (CPTS) is a public interactive process that brings together citizens, public officials and policy makers on a platform to discuss pertinent issues of common interest. They include activities- from town meetings, public hearings on budget, development plans, information sharing exercises, questions and answer sessions, community councils to electoral voting and protest demonstrations that are so numerous, that entire catalogs are given to their description.

Arnstein, considered that true participation involves a high level of empowerment of the public and a direct input into the decision process, and decried approaches that appear to be participative yet yield no real power (e.g., the typical public meeting). Arnstein view mechanisms such as the surveys as a "step towards true participation," without being truly empowering or participative.

According to Carr and Halvorsen (2001), mechanisms such as surveys and focus groups may be considered as participative in addition to deliberative mechanisms that have guaranteed public influence.

Ackerman (2004), identifies participatory budgeting (PB) process as an excellent example of “co-governance for accountability.” The Porto Alegre city government represents one of the most effective schemes of state society collaboration for accountability in the developing world. Porto Alegre has placed

spending decisions for over 10 percent of its annual budget in the hands of the people. Every year, more than 14,000 citizens in this city of 1.3 million participate in neighborhood meetings as well as 16 regional and five thematic assemblies to set priorities for government investment in infrastructure and basic social services. Each assembly then elects two councilors to serve on a citywide Council of Participatory Budgeting (COP), the organ responsible for putting together the final citywide budget plan. At each level of the process (neighborhood, district, citywide) decisions are made through intense negotiation and the use of sophisticated weighted voting systems designed to assure a fair distribution of resources. At the end of the process, the proposed budget is then submitted to the local legislature for final approval and promulgation.

The regional and thematic assemblies, councilors and neighborhood groups evaluate the previous year's negotiation process and monitor the implementation process of the previous year's budget.

This arrangement has had an important impact on accountability; first, it has drastically reduced the possibilities and incentives for corrupt behaviour on the part of bureaucrats. Each neighborhood and region is informed as to the exact amount of funds that will be invested in which products and services in its area and, even more importantly, since the citizens themselves participate in designing the budget, they feel they have a personal stake in making sure the government complies with its commitments (Navarro, 1998), second, the budgeting process reduces the political use of public funds by opening up alternative channels for the participation of civil society. The crucial element is the entirely open and

public nature of the budget assemblies. Any adult can attend, speak and vote in the assemblies (Avritzer, 2002). Moreover, it is easy to form a new group and thereby gain access to special organisational representation. This leads to easy “exit” options for members of clientelistic groups where “voice” is not an effective form of protest and third, PB limits the capture of state institutions by wealthy interests.

According to Baiocchi (2001), popular participation itself does this by replacing the power of money with the power of voice. In his view, the special design of Porto Alegre’s system reinforces this tendency even further, because the algorithm used for determining budget priorities intentionally tilts investments towards poorer neighbourhoods. Due to this built in pro-poor bias, the same need presented by two neighbourhoods is much more likely to be implemented in the poorer one than the wealthier one.

Theoretical perspectives or views on citizen participation

Several accepted theories provide a strong rationale for decentralised decision making and a strong role for local governments, on the grounds of efficiency, accountability, manageability and autonomy (Shah& Shah, 2006). The correspondence principle proposed by Oates (1972), states that the jurisdiction that determines the level of provision of each public good should include precisely the set of individuals who consume the good.

Mancur Olson’s (1965), “*the logic of collective action*” puts forward a theory on groups and organizations based on the idea that groups will act when

necessary to further their common or group goals .The theory also assumes that decisions to participate in collective efforts, take place when groups and individuals see benefits from their involvements outweighing cost. This rational and self –interested behavior soon became known as the “zero contribution thesis” (Ostrom, 2000).The theory underpins the presumption in many policy textbooks and contemporary public policies that individuals cannot overcome collective action problems and need to have externally enforced rules to achieve their own long-term self-interest. As well, Ostrom (2000) somewhat accepts Olson’s notion that groups would find ways to act in their own collective interest.

The movement from centralised to decentralised planning modules resulted from two important shifts in the field of planning. The first shift is epistemological and it is summarized as a critique and movement away from the positivist epistemology that dominated planning until the 1980s (Escobar, 1992), in that creation, the professional planner is omnipotent: possessing the knowledge and technical skills necessary to resolve complex development problems. Interestingly the planner, as technical expert is being replaced by the planner as facilitator, responsible for ensuring the articulation of and incorporation of local, contextual and indigenous knowledge in the planning process (Sandercock, 1998). The epistemological shift is closely related to the assumption that closer geographic proximity improves efficiency (Healey, 1997). Kingsley (1997) summarized this assumption when he asserted that “urban infrastructure is definitionally harder to control from the center”. The second shift is political; the

rise of Civil Society and diverse social movements became an influential force in development in the 1990s (Abers, 2000).

There is also the elite theory of democracy, which is a departure from the Marxist notion of the ruling class. According to this theory political power is always going to be concentrated in the hands of a small group in every society in every political system. The elite theorists believe that every single modern society is ruled by a class that is of great intelligence, higher social status and political skill background. Elitist believe in the German thinker Robert Michel's 'Iron Law of Oligarchy,'- the idea that democracy, in its true meaning can never be fully realised (Michel, 1915). The power in today's political system is not only held by force but by consent and election, which gives a legal and moral basis for elite rule and justifying minority rule.

Presthus (1964:24), was also of the view that power elites are a small part of the community. They may not be representative of the larger community in social terms. They may belong to the upper and middle classes. They have the special skills and qualities required for leadership. They are different from the rest of the community on the bases of class, status, leadership and resources. The basis of their power is expertise, education, class, status or wealth and decisive control of such resource.

The literature identifies several sources of elite power, including land holdings, kingship, lineage, employment, political party affiliation, educational attainment, religious affiliation or tenure in the community (Dasgupta & Beard, 2007).

Citizen participation in urban renewal

Till and till (1970), defining citizen participation in urban renewal in America, distinguished between two aspects of participation: the range of citizenry involved, and the focus of their participation as shown in Table 1.

Table 1: First type of citizen participation in urban renewal process

Participation	Administrative Concerns only	Political and Administrative concerns
Elites only	Elites coalition	Politics of reform
Elites and non-elites	Citizen advice	Pluralist participation

Source: Till and Till (1970)

Citizen participation in renewal involved civic leaders only, or civic leaders as well as citizens affected by the renewal. Thus, the range of participation involved elites only, or non-elites as well as elites. Similarly, the focus of issues to which the participants directed their attention varied between questions of both ends and means, and questions of means only. In the first case, the focus of participation was on both the politics and administration of renewal; in the latter, the focus was only on administration. The "elite coalition," the involvement of elite only in questions of policy implementation, was the original form of citizen participation in urban renewal. This type of participation stresses the values of cooperation, education, and consensus; it rather clearly implies that what is crucial is the harmonious realization of the renewal plans as drawn up by the

experts. The elites who rubber-stamp the plans generally do not challenge that assumption, which typically reflects the coincidence of their preferences with the plans that are drawn. The effect of the "elite coalition" is clearly reflected in the goal displacement that has been evident in the urban renewal programme. The legislation embodied two potentially conflicting goals for renewal; the redevelopment of the center city and the provision of low-cost housing, in that the former purpose has been given higher priority than the latter, the elite coalition's preference. Urban renewal has to date destroyed far more low-income housing than it has built (Greer, 1965; Anderson, 1964).

Citizen participation in the politics of renewal means little more than the struggle for control of renewal planners among competing political elites. The politics of renewal shows more than the inescapability of political conflict in renewal; it also reveals how far from the interests of those citizens whose lives are touched by renewal plans are concepts of citizen participation that make room for elites only. Gradually, renewal programs elicited the participation of citizens directly affected by the plans. Such "pluralist participation" saw non-elites organizing to gain access to decisions formerly made by elites (Kornhauser, 1959); it also took the form in most cases, of opposing the renewal of their neighbourhoods. As citizens learned of renewal experiences in other areas of their city, they became more likely to organise to meet programs proposed for their community. The first encounter between citizens and the elite coalition tended to produce an easy win for the latter as in Lake Meadows in Chicago, the West End

in Boston, and Kips Bay and Stuyvesant Town in New York (Wilson, 1966; Bellush & Hausknecht, 1967).

The negative consequences of the involvement of non-elites as veto groups in the renewal process, coupled with the attractiveness of the idea of the participation of non-elites, have led to the development of the fourth type of citizen participation, where non-elites serve as "citizen advisors". Based on this, a new model was developed to include a third dimension in the poverty program began on the sole optimistic note of the urban renewal program, seeking to develop a role for non-elites, in this case the poor, as citizen advisors shown in Table 2.

Table 2: Second type of citizen participation in urban renewal process

Participation	Administrative Concerns only	Political Administrative concern
Elites only	Elites coalition	Politics of reform
Elites and non-elites	Citizen advisors	Pluralist participation
Non-elites only	Citizen participation	Grass root participation

Source: Till and Till (1970)

The overall intent of the poverty program being largely administrative implies that the innovative potential of such participation was originally seen in the form of "client participation," Here, the emphasis was placed upon organizing and directing the demands of the poor toward the institutions which serve them, so as to make those institutions more responsive to their poor clients. The clients

become a "third force;" the model maintains the need for the direct involvement of the poor in helping themselves. There is evidence that council's efforts to improve citizens understanding of citizenship and democracy are associated with better service performance (Andrews et al., 2008).

A number of studies have concluded that initiatives which empower communities can lead to better local decision making by drawing on citizens' first-hand knowledge and experience (Fung & Wright, 2001). As stated by Chambers (1991:515), where people are consulted , where they participate freely, where their needs and priorities are given primacy in project identification, design, implementation and monitoring , then economic and social performance are better and development is more sustainable.

Participation and service delivery

According to Bourgo (2005), having a vote is different from having a say. Democratic societies guarantee citizens' the right to select their representatives. The complex nature of public policies, require increasingly complex interactions inside and outside government to get the best available information; marshal the best evidence; to understand the impact of alternative options; and to reduce the risk of unforeseen consequences. This is particularly so when issues require a change of societal behaviour or where the legislative authority of the State is insufficient to bring about a desired outcome. Citizen engagements open the prospects of modernising and enriching the practice of representative democracy'. Bardhan and Mookherjee (1998), in a theoretical model of public service

provision under decentralised and centralised governments explained that, decentralisation performs poorly when local authorities are prone to elite capture, when interjurisdictional externalities are significant, and when local authorities lack access to necessary information.

At least three major arguments or “justifications” appear both in the literature on councils and in the voices of participants; the popular control, deliberative democrats and instrumentalist views. The popular control view holds that since conventional representative institutions and technocratic bureaucracies reinforce elite privilege, excluded groups need direct or semi-direct participatory mechanisms to amplify their voices within the state (Gutmann, 1980:178-80; Avritzer, 2002). This argument is that participatory forums connect two exogenous spaces or entities, society and the state.

Deliberative democrats claim that participatory forums allow people to come together and, through deliberation, form new preferences (Avritzer, 2002; Heller, 1997). The instrumentalist support decentralised stakeholder participation on the grounds that; it reduces transaction costs, improves access to local information, and increases stakeholder commitment to (“ownership of”) policies (Avritzer, 2002). The purpose of citizen participation is to communicate preferences and influence policymaking as to assist in the implementation of the public good and to contribute to its preservation and continuation to the benefit of all (Marschall, 2004).

According to (Brudney, 1984; Sharp, 1980), the theory of coproduction conceptualizes service delivery as both an arrangement and a process, wherein

Citizens and government share 'conjoint responsibility' in producing public services.

Sharp (1980: 109) explained that "urban services are created through the interaction of citizen behaviour and the activities of public officials and both contributes to the resulting quality of urban services. Citizen action may range from more institutionalized or formal roles, as in the case of community policing and charter schools, to more informal and supportive roles, for instance, neighbours keeping their out-side lights on at night or parents volunteering to help out at their local school.

The extent and form of citizen involvement can vary across service arenas and locales; the fundamental point is that without active citizen participation the capacity of government to provide public goods and services is severely compromised. There is substantial research in public administration documenting the gains in programme efficiency and effectiveness resulting from coproduction (Brudney, 1991, 1984; Percy, 1984).

Studies have shown that citizens provide more than \$4.5 billion in services to local governments through their participation in fire protection (Stinson and Stam,1976), and that programs like neighbourhood watch are much more effective in combating crime than are sizeable increases in the number of police officers or purchases of technical equipment (Goldstein, 1977).

According to Joshi and Moore (2004), Karachi notorious for high level crimes formed a Citizen Police Liaison Committee (CPLC) to control it. The

members and not the government define the CPLC effective agenda. Their duty was to establish and manage crime data that was accessed by the police 24-hour basis, conduct spatial crime analysis, support the investigation of kidnappings and provide police related services to the poor and rich alike. The CPLC is credited by ‘Karachians’ as a major player in crime prevention.

In Ghana, the Ghana Private Road Transport Union (GPRTU) has been supporting government to mobilise revenue by collecting income tax from its members –the private devolution of taxation powers to a private association. This has empowered the GPRTU to control and manage lorry parks, protect its members from police harassment and constructed sleeping and eating facilities for its members at lorry parks.

According to Brudney (1984), communication is an important factor in co-production, citizens must be informed about important aspects of local public services, their responsibilities and duties expected of them, and the environmental factors that may affect the provision and quality of these services, e.g., residents supporting police officers to fight crime should know how to contact their local police department or neighbourhood watch group if they have a problem or important information to report. The theory of co-production also underscores the critical role of institutional arrangements in fostering citizen involvement.

Empirical research indicates that co-production depends upon the existence of meaningful opportunities for citizen participation, as well as structures and procedures that facilitate the flow of information between citizens and government (Ostrom, 1996; Pammer, 1992; Sharp, 1980).

In the domain of education, Schneider et al. (2000) find that school districts characterized by parental choice programs stimulate parents to become more involved in a wide range of school-related activities. In addition, they find that the presence of institutional structures that disseminate information and provide other assistance to parents eliminated gaps in participation levels among advantaged and disadvantaged parents (Marschall, 2000).

Other studies found that local governments can foster citizen involvement by institutionalizing participatory structures such as neighbourhood organisations or alternative dispute resolution programs (Berry et al., 1993; Sharp, 1998).

The evidence on the impact of decentralisation on service delivery is mixed (Hasnain, 2008). According to Faguet (2001), some studies on Bolivia, demonstrate that decentralisation resulted in a huge shift in public spending in favour of smaller and poorer municipalities.

Bardhan and Mookherjee (2004) showed that inter-village allocations of credit, resources for local infrastructure and employment for the poor, and development grants from upper levels of government in the Indian state of West Bengal exhibited poorer targeting than allocations of these resources within villages by local governments.

Decentralisation, an act in which a central government formally cedes powers to actors and institutions at lower levels implies sharing political power and responsibilities between levels of government, giving local governments the financial, legal, institutional and managerial resources to fulfill those duties and also for local governments to be accountable to both central governments and

their constituencies. This institutional arrangement expectedly is to provide the basis for decentralised decision-making and good governance. It is aimed to provide avenues for popular participation and the sharing of power among all levels of government, through its structures- zonal, area and urban councils, the local people are expected to exert some control of the direction of local level development (Kendie & Mensah, 2008 : 86)

Decentralisation provides the platform for citizen engagement with local authorities and for harnessing or join diverse talents, skills and perspective of government to and citizens to identify problems and opportunities, choose priorities, define service delivery needs and devise innovative and efficient ways to fund and deliver services and so build communities that are attractive to both residents and investors (GAIT, 2006).

Decentralization allows for citizen participation, which also ensures the use of local resources, which (Moore, 1996) calls free goods-namely resources of consent, goodwill, Good Samaritan values community spirit, compliance and collective public action. According to Goss (2000), democratic accountability ensures that managerial choices about creating public value are based on broader consensus by local residents. This environment, focused on creating public value, encourages innovation and experimentation, bounded by the risk tolerance of the median voter in each community.

Other studies argue that decentralization increased elite capture and corruption. A World Bank (2001) study of village governments established in Indonesia in 1979 showed that accountability of village heads to the villagers was

very weak, with a negligible number of village proposals included in district budgets.

Ahmed et al. (2004) developed a frame work for an effective decentralised service delivery as shown in Figure 2.

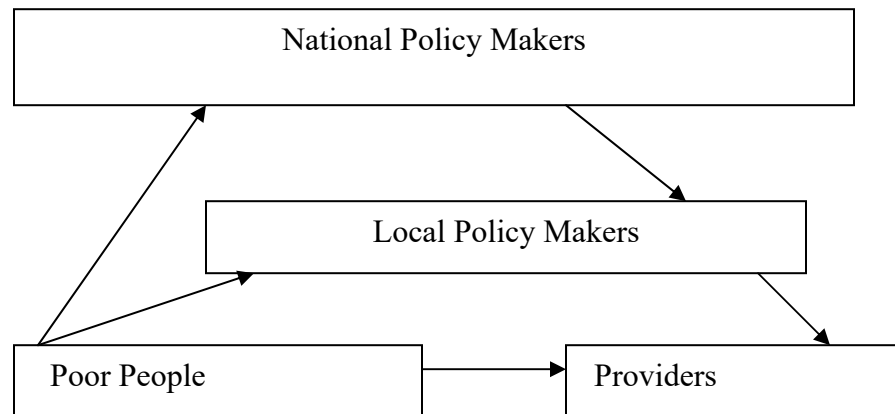


Figure 2: A framework for decentralised service delivery

Source: Ahmed et al. (2004)

Ahmad et al. (2004) argued that, improvements in public service delivery require three strong relationships of accountability between the different actors in the service delivery chain. These actors are; National Policy Makers, Local Policy Makers, Poor People and Providers. First, poor people must be able to hold policy-makers accountable; second policy-makers must be able to hold service providers accountable; and third the inter-governmental framework between national and local policy-makers must be conducive to improving service delivery. The authors refer to these relationships as the ‘long-route of accountability’ as opposed to the short route under which in a private, competitive

market poor people as customers could hold providers directly accountable. Weaknesses in public service delivery can be attributed to breakdowns in any one or all of these links.

For participation to be more effective, Evans (2002) argues, empowering poor communities is crucial as there is no reason to expect them to be endowed with kinds of norms and networks or social capital that enable collective action. To construct a sense of shared identity and common purpose sufficient to enable them to act collectively takes heroic a effort.

Lall, Deichmann, Lundberg, and Chaudhury (2004), explained, individuals or households participate in order to achieve a certain goal such as economic benefit or improvement in their living standard. The decision to participate is not primarily motivated by a concern for one's neighbourhood, but to obtain private, excludable benefits for oneself. To the individual there are two benefits to participation: it yields a flow of services; the flow of services is capitalized in the value of the property. e.g running water is preferable to no running water, and a house with running water is more valuable than that without running water.

Lall et al. (2004) found that tenure security has significant and positive impact on the willingness to participate in collective action for access to urban services and also found that cultural, social, or economic heterogeneity does not decrease the willingness to participate in community efforts and even more diverse communities appear to have higher levels of participation.

Participation and service delivery in the metropolitan, municipal and district assemblies (MMDAs) in Ghana

Discussions on citizen participation have largely been based on approaches that are mostly derived from theories of social sciences, political sciences and public administration. Most debates underlying the different theoretical perspectives have been provoked by governance experts and public administrators.

For the State and International Lending Agencies, inclusion of these actors was seen as a way of shifting responsibility to the Private sector, Voluntary Organisations and Charities in an effort to remedy problems associated with public sector programmes.

The 1992 constitution of Ghana sets up the tone for the state to involve ordinary citizens in the decision making process. What this means is that there cannot be democracy without citizen's involvement in governance. The constitution also provides the state with Article 240 to create district assemblies and with article 242 (a) to include in the composition of assemblies as "one person each local government electoral area within the district elected by universal adult suffrage". The election by universal adult suffrage allows for popular citizens participation in the determination of who should be and not be an assembly person in the districts.

The district assembly is composed of representatives of the people in the districts. The two thirds of the assembly members are elected through universal adult suffrage. The other third is appointed by the central government in

consultation with traditional authorities and interest groups in the districts. The appointed membership is intended to ensure representation of key interest groups and to infuse technical expertise (by appointing some key professionals) into the assembly. Citizens in a particular electoral area are also mandated by the same constitution to elect their unit committees to represent them in the zonal, area or town councils. This offers citizens the opportunity to participate in zonal, town and area councils.

Article 249 of Ghana's constitution bestows on the ordinary citizens in an electoral area, the right to cause the revocation of the mandate of an elected member of a district assembly before the end of his/her tenure if found to be not performing. Local governments at sub-county level have the authority to collect certain types of revenues and to initiate development projects.

Citizen's participation in governance in the form of tax payment is identified in Article 96(5) of the local government Act, 1993 (Act 462); "a person registered as a Voter in any district may be required to pay rates imposed by the district assembly for that district notwithstanding that the person has not resided in the district.

The local government act also provides for local participation in decisions regarding the use of locally collected revenues because it requires the MMDAs to transfer 5 percent of the common fund from Central governments to the zonal councils, this in most cases is not adhered to in most of the MMDAs .It also allows the urban, zonal, town/area councils; the lowest decision-making level, to retain 50 percent of the local tax collected after 20 percent commission has been

deducted from it, but in most case the amounts collected from this is mostly inadequate to even meet their running cost.

The structure of the local government system also has, as its thrust “the bottom- up decision making approach” that allows for decision- making to emanate from the citizens at the grass-root through the unit committees to the highest level of authority however, the not well established sub structures makes it impossible to achieve this objective.

The Metropolitan, Municipal and District Assemblies, as the District Planning Authority are charged with the overall development of the district plans and to ensure that local communities participate in the formulation of the District development plans; This is given impetus by the Development planning (system) 1994 Act 480: 2(1) “A district Planning Authority established under the Local Government Act, 1993(Act462), Shall:- (a) Initiate and prepare District Development Plans and Settlement Structure plans in the manner prescribed by the commission and ensure that the plans are prepared with full participation of the community. 3(1) a district planning authority shall conduct a public hearing on any proposed district development plan and shall consider the views expressed at the hearing before the adoption of the proposed District Development Plan.

Section 15(1) States “ subject to this act a DA may as appropriate delegate any of its functions to such sub-metropolitan, district council, town, area, zonal , urban council or unit committees or such authority body or person as it may determine”.

Local Community participation in local Government is thus achieved through three statutory processes:

1. Discretionary delegation of responsibilities by the local planning Authority.
2. Requirement for local planning authority to elicit local community participation in plan formulation, the evidence of which must be provided and
3. Local planning authority must organise public hearing of the plan and adjunct the plan accordingly.

The entire planning process in the districts starts with the communities' problems, goals and objectives from the unit committee level through the urban, zonal, town, and area council level to the district assembly.

Service Delivery here refers to all physical infrastructures or services that are wholly identified, selected and finance by the Techiman Municipal Assembly in the various areas of their jurisdiction”.

According to Joshi and Moore (2004), one can find every type of arrangement in the standard classifications in the way services are delivered to the poor in poor countries: Self-provision through collective action, independently of external agencies. Poor people often get together on a local basis to provide their own basic education, security, funeral expenses or small-scale savings systems. In Techiman some communities provided their own toilets 'atonko' through communal labour, direct social provision through private associations. In almost every part of the world there is a long tradition of providing basic services through private associations, notably religious organisations, but also private philanthropic foundations, locality-based associations, direct market provision, on

a commercial basis. High proportions of basic services, especially health, are simply purchased on the market from local providers, formal or informal and direct social provision through state agencies. In most poor countries, there is a substantial government apparatus that is dedicated, at least formally, to the widespread provision of, at a minimum, health and education, and often a much wider range of services and indirect state provision, through sub-contracting of delivery responsibility to other agencies – religious organisations, NGOs, private for profit companies, user groups etc.

The recent phenomenon in decentralisation is the increasing role of the private sector in general and the collaboration between the public and the private sector in particular. The private sector is involved in local government finance in both service delivery and revenue generation. It can take over selected urban services whose beneficiaries are identifiable and which can be operated on a commercial basis. Some other services can be contracted out to the private suppliers- privatization or provided by the public sector jointly with the private sector- public private partnership or contracted out to the private sector to build operate and transfer-BOT. The private sector can also be engaged in strengthening the revenue-generating capacity of local governments to finance urban infrastructure development. Some international banking groups and multi-national businesses with local subsidiaries are involved in financing on-site and off-site urban infrastructure. This practice however is in danger because of political interference, because any time there is a change in government owners of places of convenience and bore holes are changed. This practice may drive private

individuals away from participating in the provision of services since they would not be sure of what the future holds with a change in government.

As decentralisation takes hold in Ghana, local governments are assuming additional responsibilities and the relationships between citizens and metropolitan, municipal and district Assemblies become increasingly significant. The most successful districts will be the ones who will capitalize on the strengths of decentralized urban management and service delivery and join the diverse talents, skills, and perspectives of government and citizens to: identify problems and opportunities, choose priorities, define service delivery needs, devise innovative and efficient ways to fund and deliver, and build communities that are attractive to both residents and new investors (Government Accountability Improve Trust II[GAIT II], 2007).

CHAPTER THREE

METHODOLOGY

Introduction

This Chapter establishes the structure within which the study is conducted using carefully selected methods. It discusses the study area, the procedures adopted in the gathering of field data, the sample techniques and sample size used for the study, as well as techniques for data collection and analysis.

Study area

According to the Medium Term Development Plan (2006-2009), the current Techiman Municipality has been part of Wenchi and later Nkoranza and Kintampo districts before its establishment as a district under legislative Instrument (L.I. 1472) of 1989 and later upgraded into a Municipality under Legislative Instrument (L.I. 1799) of 2004. The Bonos are the indigenous ethnic group in Techiman Traditional area; however a rapid influx of migrant farmers, traders, from the northern savannah regions and southern Ghana has resulted in an ethnically diverse population. Most migrant farmers are mainly Dagaobas, Gonjas, Kokombas, Basares, Dagombas and the Grunshie. Other migrant groups include the Akan (who are mainly traders), Ewes and Fulani herdsmen.

Population size

According to the Population and Housing Census (2000), the population of the Municipality stood at 174,600, with an average growth rate of 3 percent per annum. The population density is over 260 persons/Km²; far higher than the regional figure of 45.9 and national figure of 79.3. The population of the Municipality was 202,409 in December, 2005. The resultant effect of this rapidly increasing population is that agricultural lands are being reduced and degraded. Growth points such as Techiman, Kenten, and Tuobodom continue to accommodate relatively higher population densities with corresponding pressure exerted on existing limited infrastructure facilities. This trend has led to the rise of urban slums with its attendant socio-economic problems. Policies need to be put in place to protect the lands, forest resources and other life supporting systems from the ravages of population pressure (Population and Housing Census, 2000).

Age and sex structure

The ages between 15 – 64 years constitute a larger segment 55 percent of the population. The 65 years and over constitute about 45 percent. Females dominate the population of the Municipality. The sex ratio, male to females is 99.9 in contrast to the regional ratio of 100.8. The age and sex ratio structure has implications for future population growth. The dependent population of the Municipality is 78,284. The economically active population (Age 15 – 64) is 96,316. The dependency ratio of 81.3 is far below the regional average of 90.5.

Household composition

The average household size is 5.1 as compared to the regional average of 5.3. About 34 percent of the households in the Municipality are female headed. The household structure indicates that Techiman has the highest percentage 41.3 percent of children constituting household members.

Literacy and education

According to report on Core Welfare Indicators Questionnaire Survey, Ghana (2003), the adult literacy rate in Techiman is 45.5 percent, a little above the regional average of 44.6 percent. The Youth literacy rate in Techiman is higher than the adult literacy rate by at least 12 percentage points. A whopping 54.5 of the adults in Techiman are therefore illiterates. In all the categories (Adult and Youth) a higher proportion of males than females are literates. The illiteracy level in the Municipality is therefore quite high and therefore information flow in terms of posters, brochures and written adverts will seriously be hampered. The Municipality is endowed with 121 Nursery, 178 primary, 75 Junior High Schools (JHS) and 6 Senior Secondary Schools and a Technical school in the Municipality.

Rural-urban dimension

According to Techiman Municipal Assembly Medium Term Development Plan [MTDP] 2006-2009), the municipality is the second most urbanised in the region, 55.7 percent urban. Population distribution is uneven with the four most

populous localities in the Municipality (Techiman, Kenten, Tuobodom, and Tanoso) constituting over 48.7 percent of the total population of the Municipality with Techiman alone constituting about a third of the population. The increase in the size of urban population may also be as a result of rural-urban migration due largely to unequal distribution of socio-economic resources. Policy makers need to make conscious effort to address the issue of lopsided development planning activities to avoid over concentration of social amenities in few urban centres.

Migration

The famous Techiman market attracts a floating population of over three thousand, three days every week, into the Municipality. The immigrant proportion of labour force is also quite high, about 20 percent. This makes labour cost cheaper and promotes economic activities, especially farming. However, the outcome of this high migrant population is the over stretching of the Municipality's limited resources; social services especially sanitation and housing (Techiman Municipal Assembly Medium Term Development Plan, 2006-2009).

Occupation

According to the Ghana Statistical Service (2000) agriculture and its related activities employs about 57 percent of the Municipalities population. A significant proportion of the economically active populations 13.7 percent are also engaged as sales workers. There are more males engaged in agriculture than females whereas females outnumber males in service and sales work. Production,

transport operators and labourers constitute 2.4 percent. This is due to the presence of the largest market centre in the region.

Employment

The proportion of self-employed without employees is high 78.6 percent with unpaid family workers of 0.6 percent. This adversely affects the relative capacity of the local economy to create future employment. Majority of the self employed are engaged in small-scale economic enterprises like agro-processing (e.g. gari), artisanal work and services such as, auto-repairs, tailoring or dressmaking, carpentry, hairdressing and food processing.

Unemployment

The Core Welfare Indicators Questionnaire Survey (2003), recorded an unemployment rate of 2.2 percent among the economically active population. The unemployment rate in the municipality was lower than the regional and national rates of 3 and 5.5 percent respectively. The proportion of women was 2.7 percent and higher than that of men, 1.6 percent.

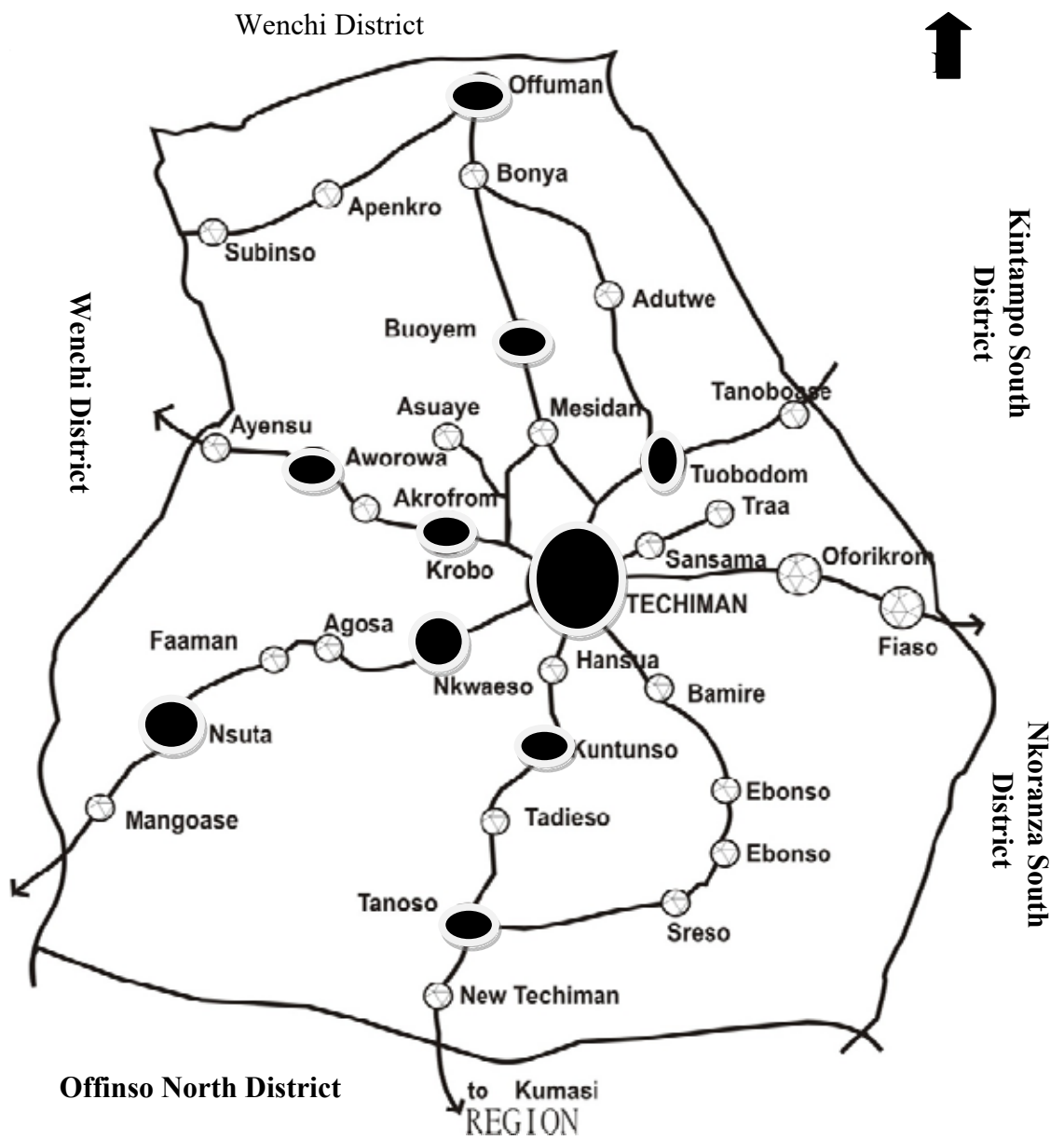
Politico-administrative structure

Techiman enjoys a municipal status. The Techiman Municipal Assembly is the overall governance body with the mandate to develop the whole municipality. Under the local Government Act, 1993 (Act 462) the Assembly has deliberative, legislative and executive functions.

The composition of the assembly is as follows; The Municipal Chief Executive, 45 Assembly Members elected by universal adult suffrage in the electoral areas into which the Assembly is divided and two members of Parliament.

The Municipal Chief Executive, who is an appointee of Central Government in the Municipality, chairs the Executive Committee of the Assembly, which is charged with the day-to-day running of the Assembly. The Executive Committee has other sub-committees, namely: Finance and Administration, Works, Social Services, Development, Justice and Security, Agriculture and Environment, Disaster Prevention and Management working up to it. These sub-committees deliberate on issues in great detail and make recommendations which are submitted to the executive committee, which in turn submits them to the General Assembly for ratification.

The Assembly is sub-divided into ten Zonal councils (Techiman.). The effective operations of the zonal councils have been hampered by lack of offices and other logistical support Techiman Medium Term Development Plan (2006). The Tanoso and Nsuta Zonal Councils are the only Councils that have permanent offices. There are 170 Unit Committees but not all of them have the full complement of members nor are functional.



Key

 The Ten Zonal Councils in the Municipality

Figure 3: Map of Techiman in Municipal context

Source: Techiman Medium Term Development Plan (2009)

NGOs/Civil Society and International Organisations

There exist a number of Non-governmental and Civil Society Organisations in the Municipality. These Organisations play very important roles in the socio-economic development of the Techiman Municipality. Among the Organisations are GAIT II, Techiman Civic Union, Friends of Trees and River Bodies, ABOFAP, ADRA, Care International, GTZ and FASE.

The GAIT II project started in August 2004 with funding from USAID. Their main objective is – strengthening democratic and decentralised governance through civic involvement and increased community advocacy for quality education. The project is focused on; Strengthening District Assembly and Citizens capacity for democratic governance, improved sectoral advocacy and increase communities advocacy for and contribution to quality education.

The Techiman civic Union is the umbrella Association of civil society organisations in the Techiman Municipality. Their objective is to; improve collaboration between member civil society organisations and the assembly in order to improve CSO's participation in local governance. The Association promotes regular interaction among member CSO's and the Municipal Assembly. They are involved in revenue mobilization and utilization for improved service delivery through campaigns, fee-fixing, budget hearing and participatory planning forums

The Friends of Trees and River Bodies are involved in combating environmental degradation through the provision of alternative livelihood and biological diversity activities .There is also the District Food Security Network,

implemented by ABOFAP and ADRA and Care International, aimed at ensuring food security through Public Private Partnership in Organic Farming and the RUTIPP project which is executed by the Ministry of Trade and Industry and MLGRD with project support from the German Technical Co-operation. The overall objective is to ensure that micro; small and medium-sized enterprises (MSME) in rural districts in Ghana expand their business activity and improve their income.

Research design

The study is a cross-sectional descriptive study and is both qualitative and quantitative. The choice of a cross-sectional descriptive study allow in-depth study into the extent of citizen participation and service delivery from different individuals in the Techiman municipality and how best it could be improved by policy makers.

Study population

The study population covered players in local governance, living and working in the Techiman Municipality. The study specifically targets; Core Assembly Staff, Heads of Decentralised Departments, Civil Society Organisations, Chiefs and Opinion Leaders, Assembly Persons and individuals in selected zonal councils.

Sample size and sampling procedure

Five major zonal councils were selected out of the ten zonal councils in the Municipality based on their populous nature and ethnic diversity. The zonal councils selected included; Techiman (65137), Nsuta (2352), Tuobodom (12067), Tanoso (8993) and Aworowa (7,601). The decision to use the five zonal councils was also to guarantee effective zonal level representation and meet the limited time available for the study.

The list of registered Civil Society groups of men, women and the youth as indicated in Table 3 was collected from the department of social welfare, Techiman municipal assembly and Techiman civic union. They were grouped on the basis of their location in the communities, from which samples were drawn to be included in the sample survey.

The names of Assembly members in each of the selected zonal councils were collected from the Municipal Assembly and contacted using the snowball sampling approach. This was used instead of simple random sampling method to avoid the problem of not meeting selected members in their localities. It was aimed at making use of assembly members available in their communities at the time of the research. The Presiding member and Chairmen of the various Zonal councils were the first located and interviewed. The respondents were then asked to direct us to any available assembly member. This process continued until the sample was saturated. The individuals or groups that were so selected then became the basis of basic data on community decision making on the identification, selection and management of community projects and others.

Key informants such as the planning, budget officers and other key staff of the core assembly staff as well as other decentralised departmental heads were interviewed to unearth issues related to citizen participation in decision making and service delivery in the municipality. In addition opinion leaders in communities within the selected Zonal Councils were interviewed.

Table 3: Breakdown of research respondents

Category of respondents	Total	Sample size	Percentage	Sampling Technique	Data instrument
Core Assembly Staff	11	9	4.5	Purposive sampling	Questionnaires
Heads of decentralised Dept.	11	9	4.5	Purposive sampling	Questionnaires
Civil Society Organization	50	33	16.5	Cluster Sampling	Interview Guide
Assembly Persons	27	21	10.5	Snow ball	Interview guide
Zonal Councils	10	5	2.5	Purposive Sampling	interview guide
Chiefs and Opinion Leaders	30	23	11.5	Purposive Sampling	Interview guide
Individuals in selected Zonal Councils	96,150	100	50	Quota sampling	Interview guide
Total	96,284	200	100	-	-

Source: Fieldwork (2010)

According to Sarantakos (2005) both qualitative and quantitative researchers are guided by the type of population, type of methodology employed,

availability of time and resources, the aim of the research, the type of instruments used, the accuracy required and the capacity of the research team in deciding their sample size. Israel (1992) explained several approaches to determining the sample size. These include using a census for small populations, imitating a sample size of similar studies, using published tables, and applying formulas to calculate a sample size.

The studied sample size was determined using Krejcie and Morgan (as cited in Sarantakos 2005) sample size determination table. This table indicated a sample size of 384 for a population of 1,000,000. This table computes the sample size by means of a formula developed by the research division of the National Education Association of USA, which takes into consideration chi-square for 1 degree of freedom, the population size, the population proportion of 0.50, and the degree of accuracy of 0.05. For this study a sample size of 200 was used for a population of 96,284.

A simple proportion was used to determine the distribution of respondents of individual Households, Assembly persons and Civil Society Organisations from the selected communities in the five zonal councils.

Source of data

The study relied largely on primary and secondary data as the basis for investigating the issue of Citizen Participation and service delivery in the Techiman Municipality. Primary data was sought from residents of the Techiman Municipality on their participation in the decision-making in the municipality.

This included; strategies employed by the assembly to involve them, opportunities for citizen participation, problems of citizen participation and how to improve citizen participation in the Techiman Municipality. Secondary data was obtained from the Municipal assembly's records, journals and books

Data collection

The researcher used questionnaire administration interviews and focus group discussions as methods of enquiry to capture the various views from the different Civil Society Organisations, Technical Staff and Heads of Decentralized departments, Opinion leaders, Assembly Members and Individual household members in sampled communities within the Municipality.

The questionnaires were designed in line with the objectives. They were grouped into sections namely; biodata, existing strategies for citizen participation, opportunities for citizen participation in decision making, opportunities for citizen participation in service delivery, problems of citizen participation, and factors that influence citizen participation in the Techiman Municipality.

For community level data, focus group discussions was held with representatives of civil society organisations involving women, men, and the youth on the core issues bordering their involvement in the selection of community needs or services by the assembly. Questionnaires were administered on key informants, Zonal Councilors and Assembly members to allow them the freedom to express their feelings and thoughts at a time convenient to them,

whilst interview guides were used on individual household members, Chiefs and Opinion leaders. It helped in getting the information needed easily and on time.

Data analysis

The gathered data from the field study was edited and giving codes to make sure that all field interviewed schedules were complete and that information contain in them were accurate. In addition, all questionnaires were given serial numbers to make for easy identification and scoring. The raw data was then fed into a computer and analyzed using the computer software-Statistical product and service solution formerly statistical package for social sciences (SPSS Win. version. 12.0). Analysis of the field data was done using descriptive statistics such as frequencies, tables etc.

Conclusion

The apathetic nature of residents is real in the Techiman Municipality. The demographic characteristics of the Municipality point towards a rapid population growth. The failures of many governments in the developing world to deal with urban, socioeconomic problems, especially service delivery, lead to the emergence of other actors in civil society to play their role in helping the poor. However neither of the actors can alone solve the service delivery problem. Government and Civil society need each other to be successful.

The qualitative research method being adopted will enable an in-depth study on the issue of Citizen Participation and Service delivery in the Techiman

Municipality. This will subsequently help in finding solutions to the problems associated with Citizen Participation and Service delivery in the Municipality.

This will contribute to better shape policy design in ways that integrates and addresses the appropriate role for each actor i.e. the assembly, private sector; civil society, community groups and individuals in the service delivery chain. Under this partnership model, the delivery of services and infrastructure are likely to function most effectively.

CHAPTER FOUR

RESULTS AND DISCUSSION

Introduction

This Chapter establishes results and discussion from various sections of the study. The results are presented on the following key areas; Demographic characteristics of house hold respondents, citizen participation in community decision making, Citizens participation in service delivery, role of citizens in planning, plan implementation and management, impressions on the Assembly's performance on service delivery, problems encountered in facilitating citizen participation, interventions required by the assembly to improve on its performance. A total of 200 respondents were targeted, the response rate was 100 percent on completion of the data collection.

Demographic characteristics of respondents

The demographic characteristics of the respondents are necessary in as much as they would relate either directly or indirectly to the authenticity of the information that was given on the nature of citizen participation and service delivery in the Techiman Municipality. The demographic characteristics considered include; age distribution of respondents and number of years resident in selected communities.

Age distribution of respondents

The ages of the respondents ranged between (18-73 years). They were drawn from the five communities that participated in the study. The age interval of individual house hold members was conveniently categorized into 10 year interval to make it simple for manipulations, and also to eliminate, to some extent the incidence of age falsification that is associated with reporting ages in single years. The study therefore adopts this option.

The age distribution as presented in Figure 4; shows, 37 percent of respondents were between 40-50 years, 24 percent were within the age ranges of 18-28 and 29-39 years. Further analysis of the results as in Figure 4; indicate that individual respondents within the age bracket of 40-50 years were the majority. This is followed by those within the age group of 18-28 and 29-39 years. This means that about 97 percent of the people interviewed at the communities were within the politically active and legally mandated age group to participate in decision- making in their communities. In Ghana the statutory age for one to be part of the decision-making process e.g. voting is 18 years and above.

According to Beard (2004) certain age groups were more likely to participate in first tier civil society organizations, she found that for both men and women there is a 'prime-age range' over 30 and under 46 years in which respondents are more likely to participate in civil society organisations. That likelihood is partly related to their role as male and female household heads and its associated responsibilities. The results are expected because many of the opportunities for men and women to participate focus on helping them gain access

to services for their families and young children. The results suggest that persons between (40 - 50 years) were dominant within the communities in the district.

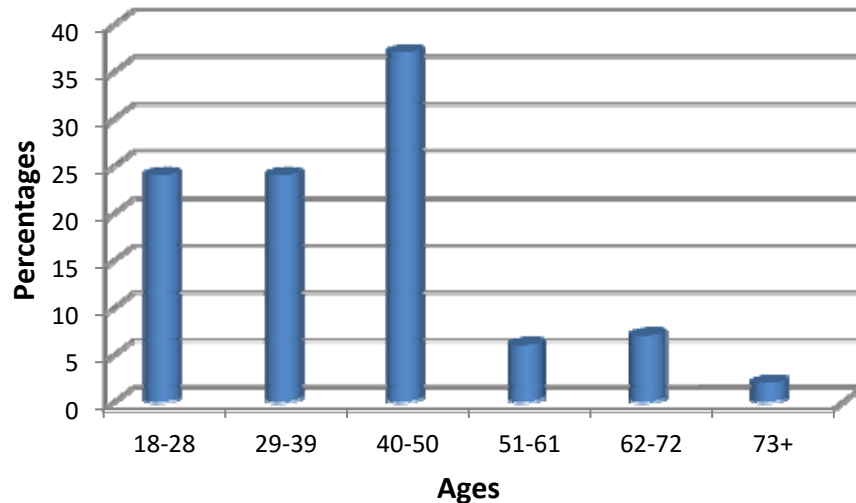


Figure 4: Age distribution of household respondents

Source: Fieldwork (2010)

Per this analysis the respondents satisfy the legal criteria and also fall within the age group supported by literature to be willing to participate in local governance when given the opportunity. The most critical decision lies with the municipal assembly to create the opportunity for the citizens to participate in the decision-making and service delivery process in the municipality.

Numbers of year's respondent residence in communities

The number of years one resides in a community gives at least a certain level of moral confidence, all things being equal that, the information given will be representative of what actually happens in their communities. This is because as residence, they would have, observed, watched, attended or participated in

some of the community engagement processes initiated by the Municipal assembly, if ever it did happened. The findings as indicated by Figure 5 show that 82 percent of the people had lived in their communities for between 11- 40 years while only 15 percent had lived there for between 1-10 years. From Figure 2, larger proportions (38 percent) of the respondents interviewed have lived in their communities between 20-31 years; this is followed by 29 percent of those who have lived there between 11-15 years. Moreover, it was most revealing that all respondents have spent a substantial number of years in their communities.

According to Coleman (1990, p.318-319); in urban areas the absence of ‘closure’ in urban social networks undermine trust, making social capital less attainable. For example rural residents are more likely to have lived at their current residence for a longer time, and thus they are more likely to know their neighbours, extended families that live in close proximity; and that this network has the potential to create strong bonds of trust and accountability among neighbours (Beard, 2004).

In all 82 percent of the people have lived in their communities for more than 10 years. The implication is that, respondents have adequate information on the communities’ relationship with the municipal assembly by the fact of their long and continuous stay in the communities and by the long stay have built enough trust and network among themselves to contribute to the governance of their communities when given the opportunity by local authorities.

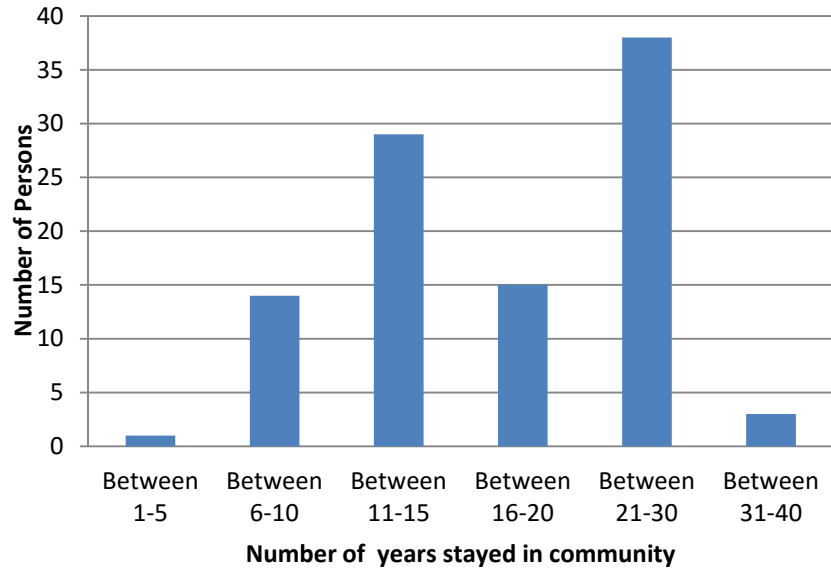


Figure 5: Number of years respondents have resided in communities

Source: Fieldwork (2010)

Citizen participation in community decision making

According to Dorsner (2007), throughout the Yaounde Declaration on Community Development, the participation of communities in the design and implementation of development projects were emphasised as absolute prerequisite for sustainable development in Africa and that government should support all the processes which enable collective participatory decision-making at all levels of society, logically therefore, empowerment of the local people is a pre-requisite for sustainable development. This is supported by Chambers (1991), who argued that when people are consulted, when they participate freely, where their needs and priorities are given primacy in project identification, design, implementation , and

monitoring , then economic and social performance are better and development more sustainable.

Citizen participation in policymaking is important in two different ways. First, citizens possess information that will be valuable to policy experts in policymaking; because they live together, know their problems and know how best they could be supported to solve them. Their inputs therefore will result in a policy that is responsive to their needs and therefore would be supported. Second, through participation, citizens will be able to get more information about how policies get made and what particular stakes they will have on different policy options which will in turn be important in policy choice. To democratize the process of decision-making and to improve the quality of public decisions, therefore, citizen participation will have to be sought at all stages of decision making from problem definition to policy choice.

The study therefore tried to first establish whether citizens were involved in community decision-making and secondly identify the strategies adopted by the Municipal Assembly to engage communities. The findings as shown in Table 4, established a mix response in the engagement of communities. The majority of household individuals felt, their communities were not engaged by the assembly in the preparation of the medium term development plan, in determining property tax and the amount of fees charged at the local markets. About 60 percent of the respondents admit their communities were never engaged by the assembly in the areas specified above while 40 percent said their communities were engaged by the municipal assembly in the preparation of the districts' plan,

Table 4: Community engagement by the Municipal Assembly

Response	Frequency	Percentage
Yes	40	40
No	60	60
Total	100	100

Source: Fieldwork (2010)

The views of Chiefs and Opinion leaders were also captured on the same issue. Twenty three (23) persons were interviewed, 52.2 percent, said the municipal assembly sort their views on the needs of their communities in terms of projects they require and that it occurs once every year, when the district is reviewing their medium term development plan, but 47.8 percent of them disagreed and said their communities were not involved in the taken of decisions of such nature as indicated in Table 5.

Table 5: Views of Chiefs and Opinion Leaders on their community involvement in decision making in the Techiman Municipality

Response	Frequency	Percentage
Yes	12	52.2
No	11	47.8
Total	23	100.0

Source: Fieldwork (2010)

In the Techiman Municipality, many of the arrangements have relied on traditional structures of representations such as chiefs and zonal councils,

however some studies in West Africa Sahelian Countries by (Ribbot, 1999), have concluded that traditional institutions are not necessarily representative of or downwardly accountable to the populations over whom they preside, a view supported in this study because as 60 percent of households say they are not consulted when the community needs are being determined during the district's plan preparation, the Chiefs and Opinion Leaders taught otherwise.

In this study the representation process follows the traditional style of leadership representation, without room for popular consultation in decision making or appointment of alternative representatives. In essence, social space is not created for the exercise for delegated power or citizen control in the determination of community needs. There is therefore the need for authorities to factor in mechanisms that make a way for citizen participation. Such institutional arrangements could involve representative –community consultations.

Forms of citizens' engagement

The participation of communities in public actions can take place in many different ways. It can be through citizen contacts, public meetings, advisory committees, citizen surveys, or negotiation and mediation. The research sought to identify by which methods communities are engaged to decide on community needs. Table 6 presents the results of modes of engagement adopted at the municipal assembly level.

At the municipal level most of the 18 core assembly staff and heads of departments (38.9 %) identified community meetings, 16.7 percent identified

group discussions, and 11.1 percent said it was through town hall meetings, 33.3 percent however said they were not consulted.

Table 6: Forms of engagement adopted by the Municipal Assembly to solicit views from communities on their needs

Methods of engagement	Frequency	Percentage
community meetings	7	38.9
Focus group discussions	3	16.7
SPAM/Town Hall Meetings	2	11.1
Not applicable	6	33.3
Total	18	100.0

Source: Fieldwork (2010)

The views of household individuals were also explored on the issue of modes of engagement adopted by the municipal assembly to get inputs from them on their needs. The results as per Figure 6, shows that 40 percent of the 100 household individuals indicated community forums, as the mode of engagement adopted by the assembly to identify community needs, 1 percent, indicated group discussions as the mode used by the Municipal assembly to seek their views on community needs whilst 59 percent said they are not engaged and so do not know any of the methods the assembly uses.

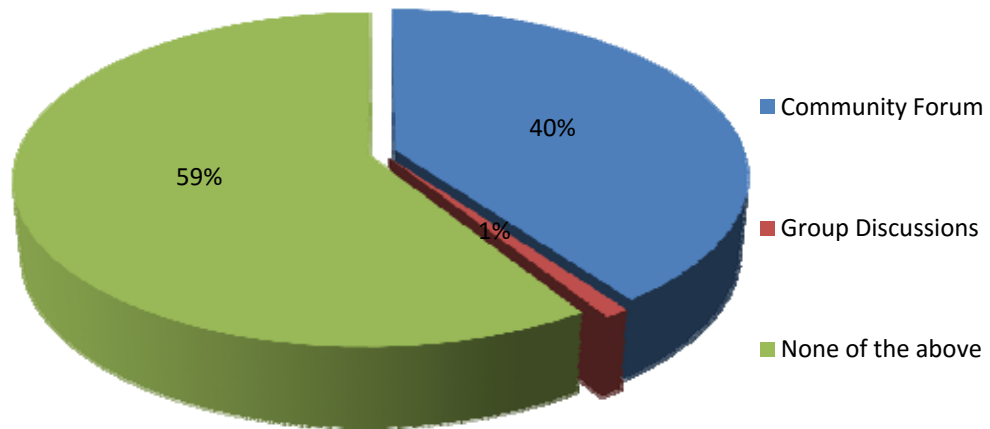


Figure 6: Views of households on how they are engage by the MA

Source: Fieldwork (2010)

Borrowing ideas from Arnsteins (1969), ladder of citizen participation, the form of engagement identified by household individuals is tokenistic (symbolic effort), in such forums people are given information, however the views they express are not considered when the final decision is taken, they are only made aware of what is happening in the district. The ladder of participation at the ‘tokenistic level’ involves informing, consultation and placation. The attributes of these steps are that people receive information but are not part of the decision-making process.

Citizen participation and service delivery

In reality, Techiman is struggling to maintain the already inadequate level of basic urban services. The quality of basic urban services and urban infrastructure has declined over time, damaging the urban productivity and the

quality of the urban environment. Since inadequate services tend to burden the urban poor most seriously, they also aggravate the problem of urban poverty.

On the question of how and areas where citizens were involved in delivering services, the results as seen in Figure 7 below shows that, 44.4 percent identified sanitation, whilst 27.8 percent said communal community assistance; the other 27.8 percent said they did not know. From all indications, there is more collaboration between the assembly and private individuals delivering services in the areas of water supply and sanitation services in the Techiman Municipality. This practice however is in danger because of political interference, as told by one respondent *“any time there is changes in government owners of places of convenience and bore holes are changed”* this practice according to them is driving private individuals away from participating in the provision of water and sanitation services.

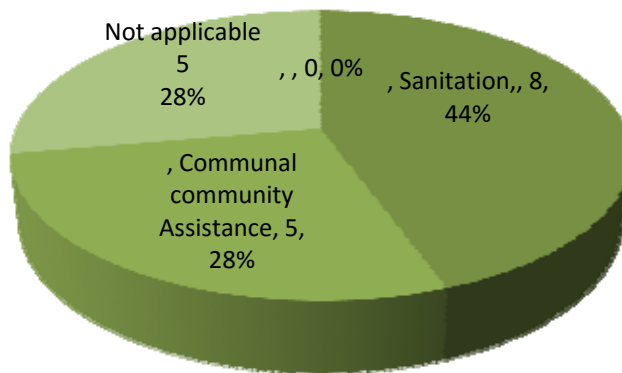


Figure 7: Areas of private capital investment

Source: Field work (2010)

The area of water and sanitation is no doubt a thorny area in Techiman, because the all round weekly market of international repute draws a lot of people into the municipality five days in a week. The large quantity of waste generated every week put a huge drain on the resources of the Municipality. In 2010 the assembly budget estimate made provision for the procurement of sanitation equipments to the tune of about GHC 590,000, and yet still with these equipments, huge heaps of waste are still found dotted all around the municipality.

Role of citizens in planning, plan implementation and management

In the area of service delivery Mehrotra (2006) argues that the state is incapable of delivering services as long as they operate vertically. Inter-sectoral action is best triggered through ‘voice’ at the local-level, with village level planning. If collective voice at the local level puts pressure on local-level functionaries to respond to local needs and demands, instead of delivering services merely based on resource allocation determined at a higher bureaucratic level of decision-making, two benefits can result: (1) synergy between interventions across sectors, and (2) the effective delivery of individual public services.

Community participation in planning, implementation and management of community projects is seen in many perspectives; one of these is the acquisition of land for the siting of projects. In Ghana lands are owned by stools or skins and in some cases by individuals and families. In the light of this, expectations are that

all the people with interest in the land to be expropriated for national project have to be involved in the negotiations and planning stages. This is to ensure that all concerned are duly and properly consulted and compensated for the loss of their economic property. The next dimension of community participation is perceived on the account of the fact that without the support of the local people of the communities who live close to the projects, the projects are likely not to achieve the desired objectives.

The study therefore sought to find out the role played by household individuals, CSOs, Chiefs and Opinion Leaders in the planning, plan implementation and management of the service delivery process in the Techiman Municipality. The results as shown in Figure 8 indicate that, of the 100 house hold individuals 58 percent said they were not consulted on projects delivered in the community, 32 percent said they helped in identifying community needs while 10 percent said they did not know. When the question of plan management was put, 58 percent said they were not involved, 22 percent indicated community selected committee, 10 percent said it was the responsibility of the assembly and unit committee members, while another 10 percent of the lot said they did not know.

On the issue of implementation of community projects, 66 percent of the respondents said they were not involved, 3 percent of the lot said they were contracted to work, 8 percent said they provided land, 9 percent of the lot said they contributed communal labour, 4 percent identified the provision of financial support through the payment of taxes as their role during plan implementation as against 10 percent who said they couldn't fathom their role.

The involvement of the communities in the planning, management and implementation of projects was limited to some menial activities such as providing communal labour and provision of land. A key informant from Tanoso made this revealing statement to emphasise the point that the assembly don't consider their concerns but does what suits them: *'We do not know what goes on in the community. They just bring in any project they consider appropriate for us and do it the way they want it'*.

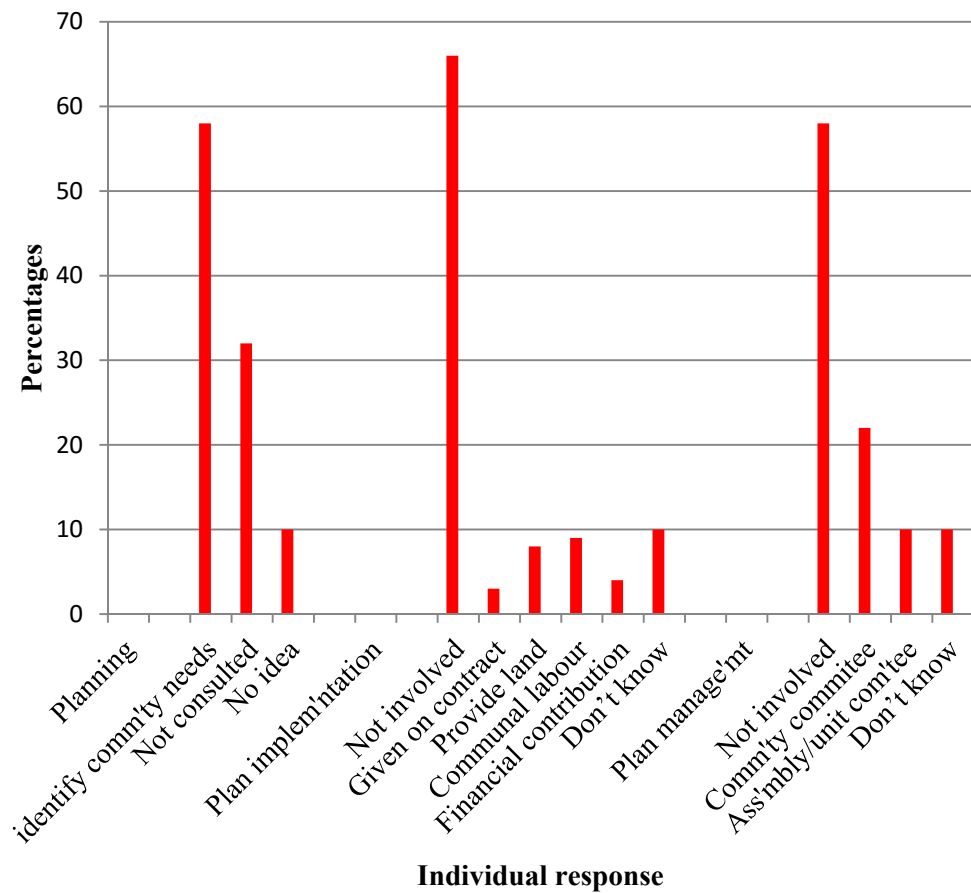


Figure 8: Household individuals' role in municipal planning, plan implementation and management

Source: Fieldwork (2010)

To buttress his point, he showed me a toilet that has been sited on a refuse dump and which the inhabitants have refused to use because they fear it could collapse any time soon through the possible sinking of the toilet as the refuse decomposes and the heat that might be generated from the decomposed feces.

Another person took me to an irrigated site and made this comments; *‘Master this dam supports about 300 farmers in dry season gardening but has not been in operation for the past three years because the retention wall is broken, repair work started in 2007 by the assembly but was abandoned by the present Assembly when there was a change in government. We have sent people to the assembly on this project but to no avail. This dam should have been completed by now, if they considered our views; they don’t mind us they do what they want in the Municipality to achieve their political ambitions and do not care whether it meets our expectations after all they are in power.*

An individual from Aworowa did not mince words when he said *‘They don’t take our views into consideration when developing their plans otherwise our bridge which link us to our farms would have been worked on by now, This bridge has cost us a lot, our food stuffs get rotten when the river over flows its banks, yet for more than 5 years it has not been worked on despite our continuous complain to the assembly through our assembly man. Do you take this to be ‘involvement of the people’, he queried?*

The responses indicated that majority of the members of the local communities played no significant role in planning, plan implementation and

management of projects at the community level and in the execution of projects meant for the community. The situation usually affects progress of most community development projects. This is supported by Dodoo et al. (1996). They pointed out that even though local communities are not usually involved in the management of parks, they support conservation projects because they expected improved social amenities and services. In the simple sense, as citizens, local people vote in council elections; as consumers they use local services; and as 'shareholders' they pay national taxes.

Civil society organisations constitute Non- Governmental Organisations and Community-Based Organisations (CBOs) in the Municipality. They are mostly groups engaged in different trades such as hairdressing, tailoring and dressmaking, carpentry, food stuff, fish and meat selling and few international NGOs such as Cooperative League of USA, ADRA and GTZ. Their services include advocacy, capacity building, direct financial support and provision of physical infrastructure to the people. The International NGOs however in most cases provided budgetary support to projects identified in the medium term development plan of the assembly. It was therefore paramount to also investigate the extent of their involvement in service delivery in the Municipality. The study revealed that, the involvement of these partners in the drawing of the districts' medium term development plan by the Assembly was low and below expectation at the planning, implementation and management stages, as shown in Figure 9.

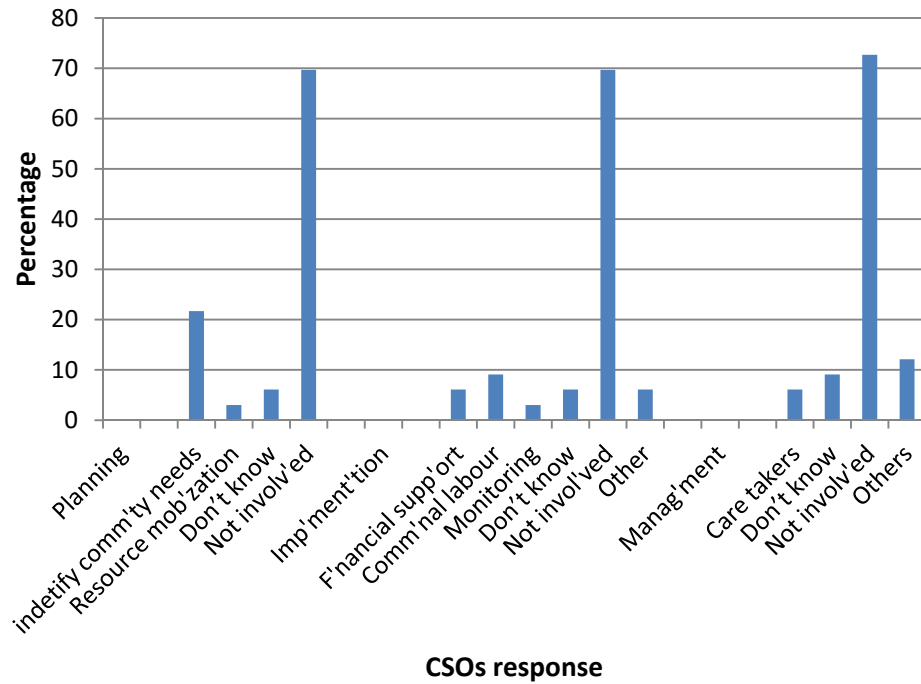


Figure 9: CSOs role in municipal planning, plan implementation and management

Source: Fieldwork (2010)

Answering the questions put forward, most of the respondents (CBOs), about 69.7 percent indicated they were not involved in the planning process to identify community needs, 21.2 percent said they only supported in the identification of community needs, 3, percent resource mobilization ,while 6.1 percent said they did not know their expected role. On the question of implementation of the community action plans that contains the identified projects, 69.7 indicated non-involvements, 6.1 percent identified providing financial support, 9.1 percent said communal labour, 3 percent said monitoring, and another 6.1percent said they perform other activities whilst 6.1 percent of the number interviewed said they did not know.

Talking about their role in managing the projects so established in the final analysis, 6.1 percent said their communities acted as care takers of the completed projects, 12.1 percent said the community did other things which they could not mention, 3 percent said they could not answer, while 72.7 percent said they had no idea how completed projects were managed in their communities.

The views of chiefs and Opinion Leaders were sought in the researchers bid to triangulate what both the CSOs and Household individuals had said about the role of their associations and communities with regards to planning, implementation and management in the municipality. The results are as shown in Figure 10.

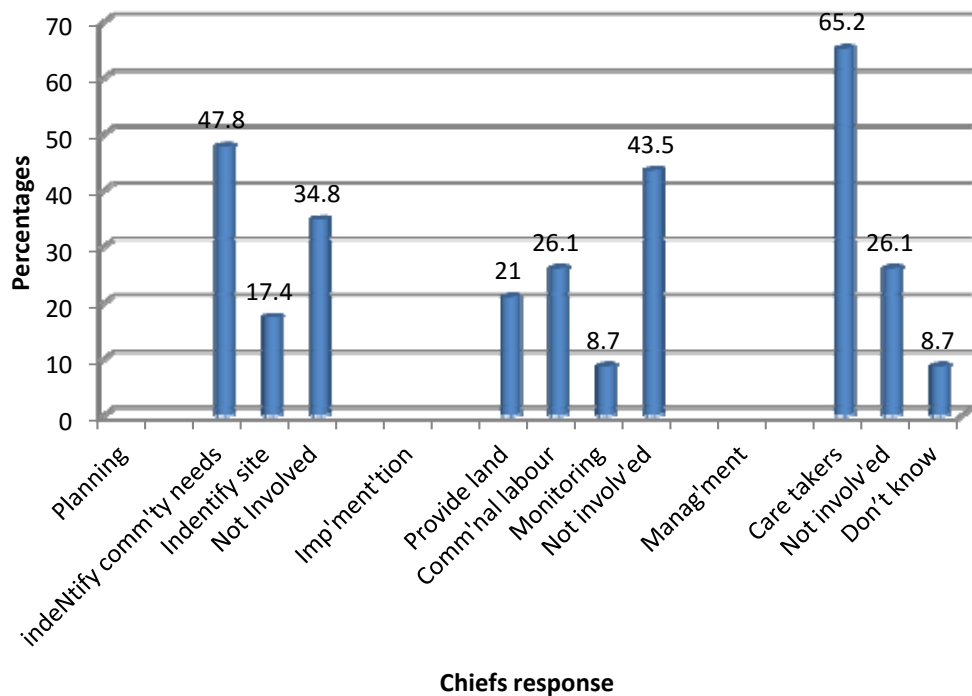


Figure 10: Response of chiefs and Opinion leaders on their communities' role during planning, implementation and management

Source: Fieldwork (2010)

About 47.8 percent of the chiefs and opinion leaders agreed to the suggestion that, their community members helped in the identification of community needs. 17.4 percent said sitting of projects, while 34.8 percent said their community members were not involved in the planning process.

On the implementation of the planned projects, 21.7 percent said their community provides the land, 26.1 percent said the community provided communal labour, 8.7 percent said the community members were made part of the monitoring team whilst 43.5 percent said their community members were not involved in the implementation of the municipal plans.

On municipal plan management, 65.2 percent said their community members acted as care takers of completed projects through committees, 26.1 percent said their members were not involved in the management of projects or plans 8.7 said they did not know.

The Chiefs and the key informants, feel that their involvement in the assembly's' works, constitutes the participation of the people. This vindicates the assertions of the World Resource Institute (2003), examining decentralisation reforms that, rather than amplifying the voice of the community, many decentralisation reforms have actually strengthened non- representative local authorities, and shifted decision- making power to local elites. International NGOs support district level planned projects, which they presume was participatory, developed and therefore projects there are what the communities' desire. This has however has proven not to be the case. This is evidenced in Tuobodom as the people refuse to use a modern market built by the assembly with

the support of GTZ. This is contrary to decentralisation objectives, thus facilitating equity- in participation, representation, influence and benefit sharing. This situation might provide additional instruments of oppression in the hands of influential elite. This domination or capture by elites may result in less responsiveness of local governments to the needs of the people, especially of poor people (UNDP, 1998).

Impressions held by households' and civil societies' on assembly's work

In the view of Fitzgerald and Durant (1980), as analysis has focused on local services as a significant governmental function, increasing attention has been directed to citizen evaluations of these services.

Integrating citizen participation into the process of service delivery has been at the cornerstone of some of the most important legislative and public policy pieces in Ghana, i.e.: the National Development Planning Act (1993), Constitution (1992), Local Government Act (Act 462). The expectations are that the decentralisation process which culminated in the establishment of District assemblies and their appendages; the zonal or area councils will widen public participation to determine how resources could be allocated to improve the lives of the poor.

It was therefore imperative to find out how the people view the assembly's performance, in the area of service delivery. Interviews with civil society organisations and household residents in the Techiman Municipality revealed as shown in Figure 11.

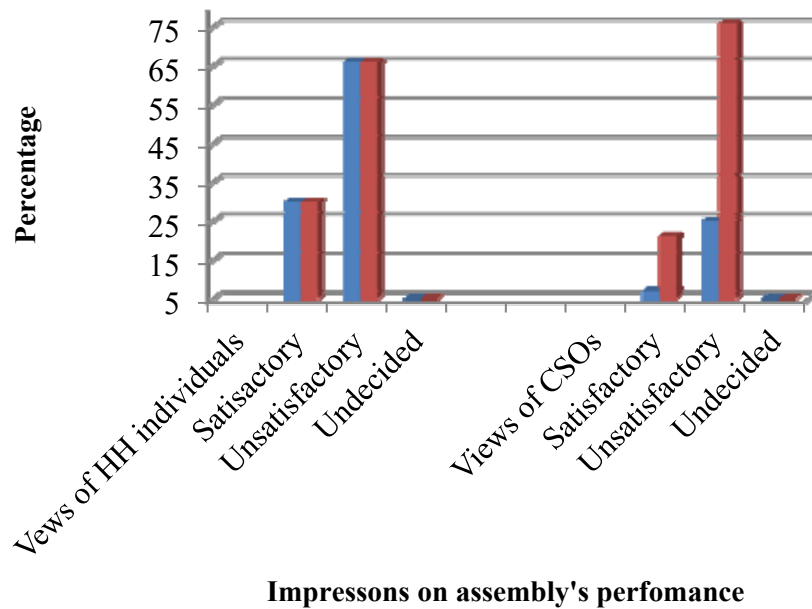


Figure 11: Impressions of households and civil society on assembly’s work

Source: Field work (2010)

About 66 percent of household individuals and 75.8 percent of CSOs respondents indicated unsatisfactory performance. From all indications and as established by Figure 11, majority of citizens see the Techiman Municipal assembly as not performing to their satisfaction. This is because only 30 percent of the household respondents and 21.2 percent of CSOs indicated the assembly had performed satisfactorily. The other 4 percent and 3 percent of the household and CSOs respectively were undecided.

When asked why they held such a view, 54 percent of the household individuals and 42.5 percent of the CSO respondents’ said the Assembly was not responsive to their needs. This situation could fuel citizen’s disenchantment and therefore strain their relationship with the Assembly. This could also lead to

citizens defaulting in the payment of their taxes which will go to compound the already precarious revenue situation of the Municipal Assembly and therefore make them unable to fulfill their established mandate of ensuring the development of the Municipality in the area of health, education, and others.

Problems of citizens' participation

There are several factors militating against the effective participation of the local people in service delivery process in the Techiman Municipality. These factors could be categorised into; technical, financial and social factors. When zonal councilors and assembly members were asked whether they encountered problems in their quest to facilitate citizen participation, the greater majority of the respondents 92.3 percent answered in the affirmative but 7.7 percent of them answered in the negative as shown in Figure 12.

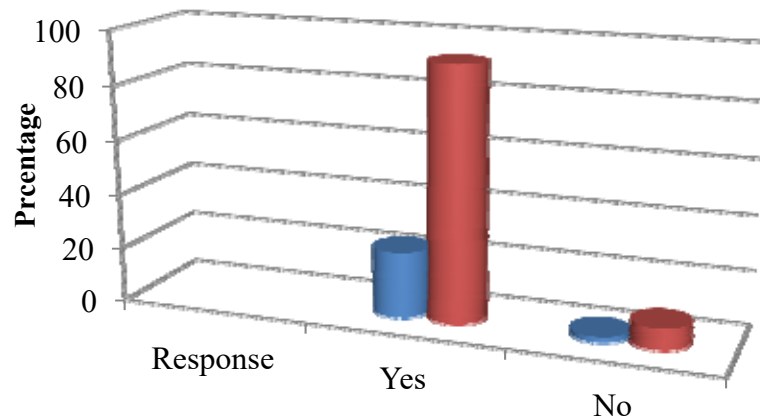


Figure 12: Problems occurring in community forums

Source: Field work (2010)

Sources of problems

Like every human endeavour, problems occur in various forms and levels with regard to citizen participation and service delivery. Plummer (2000) pinpoints skills and knowledge, employment, education and literacy, cultural beliefs and practices, gender, social and political marginalization as factors that impact on the level of participation in the activities of municipalities. Two major obstacles hindering participation as told by heads of departments and core assembly staff on one hand and assembly members and zonal councilors on the other, as shown by Figure 13 were apathy on the part of citizens 44.4 percent and non availability of financial resources 44.4 percent.

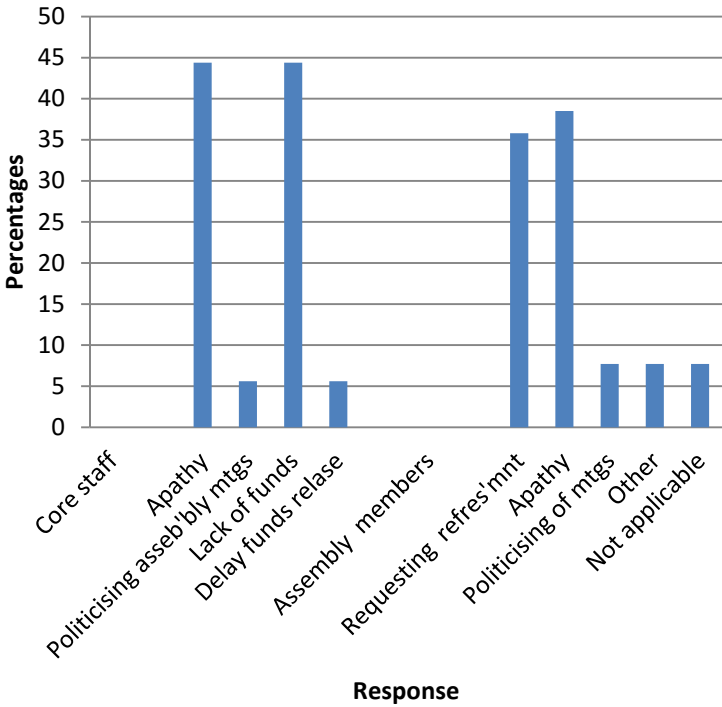


Figure 13: Problems encountered during citizens engagements

Source: Field work (2010)

According to 35.8 percent of assembly members request for refreshment, T&T and apathy has been another problematic area preventing them from engaging their constituents. Apart from these, the politicization of such meetings 7.7 percent and other factors 7.7 percent also contributed to the non- engagement of citizens.

This problems are disincentive to citizen participation in the Municipality because the public feel they are not well treated during such meetings, other not belonging to the party in power feel isolated to attend such meetings because of the wrong perception created that such meetings are for party members.

The Assembly members feel discouraged to call a meeting because of the enormous demand made on them from the electorates .This is corroborated by Ayee (2003), according to him assembly members are only paid meager sitting allowances, an average of GH¢10.00 per sitting, while at the same time monetary demands are made on them by some constituents. Consequently Municipal Assembly members have decided not to meet the electorates regularly.

Ways to improve citizens' participation and service delivery in the Techiman Municipality

In the view of Bourgon (2007), citizen engagement has both an intrinsic and instrumental value. It has an intrinsic value because it leads to a more active citizenry. It elevates the public discourse, enhances transparency, accountability and increases the sphere within which citizens can make choices. It has an instrumental value by encouraging debates that lead to broad based consensus in

support of government initiatives. In that sense, it reduces the political costs, and improves the likelihood of success of government actions. It is a vision of the role of government within society which impacts on the way policies are developed and services provided.

The household individuals, Civil society organisations, Chiefs and Opinion leaders were of the view that for the assembly to improve on its dwindling image it must work hard to uplift the involvement in the determination and provision of services in the Techiman Municipality. This they said must be done by regularly consulting with the communities and civil society organisations, by making them play active role in the municipalities planning process. They must regularly conduct community needs survey, share information on what they are doing with the public either through radio discussions or open forums, depoliticize the work of the assembly, strengthen the sub structures to enable them to work effectively, projects must be initiated through zonal councils, set up assembly men community engagement fund and allow all projects to originate from a request by the community. The three groups put emphasis on consultation with citizens, as the best way for the assembly to improve on its performance.

How you can satisfy my needs when you don't ask me of what I need, a respondent retorted? It was therefore not by coincidence that, 45 percent of household individuals interviewed put emphasis on regular consultation with citizens and the involvement of citizens in the planning, implementation and

management of the Assembly's plans as the major means by which the assembly can improve on its performance.

These measures were heavily supported by the Chiefs and Opinion leaders as well as the Civil Society Organisations. About 48 percent of the Chiefs and Opinion leader and 81.8 percent of the CSOs interviewed said stepping up community engagement and regular Municipal Assembly and CSOs meeting is the ever sure way for the Municipal assembly to improve on its dwindling service delivery image.

The Chiefs and people were very emphatic in their statements. They were particularly worried that even though the assembly was doing well in terms of the provision of infrastructure they still thought that they were not solving their problems, they ask that they be listened to so that their efforts and task do not go waste for the fact that the services they provide do not meet their felt needs and as such do not solve their overall problem.

For the Assembly men, projects to communities should be channeled through the zonal councils, the assembly should set up assemblymen community engagement support fund, the zonal councils should be provided with needed logistics to enable them conduct their work effectively, Community projects should originate from the community. The core staff of the assembly, want the assembly to sort citizens input during planning, involve community members in monitoring, tap community members expertise in specific service areas and also make sure projects originate from communities. Out of the 26 assembly men interviewed, 38.5, 30.8 percent and 23.1 percent demanded that community

projects should originate from members of communities themselves, strengthen Zonal councils and unit committees to function effectively and the setting up of Assembly men community support engagement fund. For the 18 Core assembly staff and heads of department interviewed 44.4 percent wanted the assembly to always solicit citizens input during planning, 27.8 percent emphasized that the assembly should make sure request for projects originate from communities.

These findings seem to agree with a four proposition made by (Fitzgerald & Durant, 1980) in a paper titled 'Citizen Evaluation and Urban management' that; Citizens who are likely to feel that they are discriminated against are less likely to be satisfied with municipal services. Such citizens will be more likely to want additional influence in service delivery as a means of obtaining a satisfactory level of services; Citizens who are more dependent upon municipal services for the support of their basic living condition will be more critical of service delivery and more likely to desire additional influence in the delivery of such services. Citizens who feel municipal authorities are unresponsive to them are less likely to be satisfied with services and more likely to desire additional influence in service delivery, and Citizens who feel they not getting their monies worth for the taxes they pay are less likely to be satisfied with these services and more likely to desire additional influence in their provision.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Introduction

This chapter provides a summary of major findings of the study as well as conclusions drawn from the study and recommendations to address the issues raised in the study.

Summary

This study was undertaken to examine the level of citizen participation in service delivery in the Techiman Municipal Assembly of the Brong Ahafo Region. The study made use of interview methods through the use of questionnaires to gather information from citizens and Staff of Techiman Municipal Assembly. The simple random sampling method was used to select the required sample size of 200. The data collected were analysed by using the computer programme; Statistical Product and Service Solution (SPSS) version12.

The main findings as per the study are:

1. Majority of citizens feel left out in taking decisions concerning their communities in the Techiman municipality;
2. There was mixed response with regards to the role of citizens in planning implementation and management. Whilst the Chiefs and opinion Leaders, say citizens were involved in the identification of community needs and fixing of fees, majority of the household individuals in the communities and CSOs feel they were not consulted;

3. The Municipal Assembly views the involvement of the Chiefs and Opinion Leaders as involving the general citizenry;
4. The Municipal Assembly in most cases used forum as a means to engage the citizens;
5. The citizens collaborated privately with the Municipal assembly to provide services in the area of sanitation and also provided support through communal labour;
6. Funds for the running of the zonal councils are not forthcoming. The sub-structures have not yet attained the necessary fiscal decentralisation to perform their constitutionally given mandate;
7. Majority of individual citizens and CSOs see the work of the assembly as unsatisfactory. They see the assembly as not been responsive to their needs; and
8. There is a general consensus that the only way the municipal assembly can improve its image is to step up its citizen's consultation process.

Conclusions

The study concludes that, there exist a well organized and capable citizen groups and individual citizens in the Techiman Municipality who are aware of their right to participate and how they can participate in the decision making process. They however feel ignored by the assembly in the processes leading to the determination of the development needs of the Municipality. Even though the assembly professes to be doing well, the citizens think otherwise. It is therefore

imperative that steps are taken by the assembly to correct this perception held by citizens, otherwise they will take an apathetic stand and this may ruin the already fragile relationship between the assembly and the citizens and thereby adversely affect the development of the municipality.

Recommendations

Based on the findings and conclusions of the study, the following recommendations are made.

1. For sustainable development, the Municipal Assembly have to, as a matter of urgency and perhaps for the first time , realize the need to undertake socioeconomic surveys in the various communities as a necessary input to addressing the concerns of citizens within the Municipality. This will be a viable lesson to guide future investments by institutions as well as other community based projects initiated by other agencies;
2. The National Commission for Civic Education should be well resourced by the Assembly at the Municipal level to educate the public on their civic rights and responsibilities on the decentralisation system to ensure effective communication and information flow among the various stakeholders within the decentralisation set up;
3. The lower tiers of the Local Government System i.e. Zonal Councils, Assembly Members and Unit Committee members must be fully empowered to enhance participation through the provision adequate logistics such as permanent offices, financial resources, skilled Staff to

strengthen bottom-up decision making and participatory planning, implementation and management to ensure effective utilization of local resources for the benefit of all;

4. One of the challenges facing citizen participation is its inability to result in tangible benefits to society or citizens. The Municipal Assembly should ensure that views of citizens are incorporated into development plans. This will make it possible for the assembly to address the felt needs of communities- an important reason why communities have become apathetic to attending community meetings initiated by the Assembly;
5. The Citizen groups could resort to the use of boycotts (non-payment of taxes) if necessary to force the authorities to listen to them;
6. The assembly should support capacity building by strengthening self-managed sustainable development of indigenous leaders and their organisations to increase their options 'ethno development' through training , creating a learning partnership among indigenous organisations, local governments in order to share experience and best practices in the area of indigenous peoples development policies, and financing specific operations in the areas of development which address the needs and include and include the active participation of indigenous people;
7. The Chiefs should support their assembly members to constantly meet the people so that what they present to the authorities would reflect on what their people need;

8. The citizens groups should form a network of community based organizations, based on the different trades (agriculture or environmental resource management or join existing ones to establish a common front and command a strong voice. According to Meng (2002), the extent to which community residents can influence the local political environment largely depends on their extent of involvements in collective action and their social networks in their localities; and
9. The assembly should incorporate participatory mechanisms tailored to the specific political demands and the social and cultural context of indigenous organizations and communities. Donor agencies must invest heavily in strengthening the capacity of indigenous organisations and communities to plan their own development initiatives

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APPENDICES

APPENDIX 1

INTERVIEW SCHEDULE FOR INDIVIDUALS IN HOUSEHOLDS

This study is being conducted solely for Academic purposes. The confidentiality of Respondents is assured. Thank you in advance for your cooperation.

Section A: Biodata

1. Gender male female
2. Age of respondent 18-28 29-39 40-50
 51-61 62-72 73+
- 3 Educational Background none primary middle
 secondary post sec tertiary
4. Marital Status single married widower
 divorced
5. Place of Origin. from the locality other region
 other place in the district non- Ghanaian
 Another district in the region
6. Religion. Christian Islam
 African Tradition others specify
7. Occupation unemployed self employed
 Public Servant Professional specify

7. Place of Residence rural urban
8. Household Provider Yes No
9. Years in community 0-5 6-10 11-20 21+
10. Adults in household male female
11. Children under 18 in HH male female

Section B: Strategies for citizen participation:

12. Have you ever been engaged by the Assembly Person or Municipal Assembly on issues concerning the community for the last 6yrs?

- i. Yes ii. No

13. If yes, how was the engagement done?

14. Have you had any developmental project for the past 6 years in the community?

15. If yes, can you list them?

16. Indicate the level of involvement of the community members during

- a) planning stages
- b) Implementation stages
- c) management stage

17. What physical contribution did you make towards the realization of the facilities?

Section C.: Opportunities for citizen participation in decision making and service delivery

18. In which ways do you express your views, complain or seek information from the MA?

19. Do you feel the Assembly has helped the people to get organised and work together on the problems that has given the most hardship and trouble?

i. No [] ii. Yes [] Explain your answer

20. Do you feel you are given a fair opportunity to take part when important decisions are made by the Assembly?

i. No [] ii. Yes [] Explain your answer

21. Before an Assembly meeting, do you receive information on issues discussed in their previous meeting?

i. No [] ii. Yes []

22. Do you contribute to the development of the Municipality?

i. Yes [] ii. No []

23. If yes, what contribution do you make for effective running of the Municipal Assembly?

24. If no why?

25. Do you support in revenue mobilization?

i. Yes [] ii. No [] Explain your answer

26. How do you judge the work of the Municipal Assembly?

i. Satisfactory [] ii. Unsatisfactory []

27. If satisfactory what are the reasons?

.....

28. If unsatisfactory what are the reasons?

.....

29. Did you vote at the last Municipal Elections?

i. Yes [] ii. No []

30. If yes why did you vote?

.....

31. If no, why did you not vote?

32. What can be done to upgrade the effectiveness of the Municipal Assembly
(please be specific)

3. Do you know of the existence of any civil society organisation here?

i. Yes [] ii. No []

34. If yes, do you belong to any civil society group in the community?

i. Yes [] ii. No []

Section D: Problems of citizen participation:

35. Do you encounter problems in your quest to reach the MA with your views
and Complains?

i. Yes [] ii. No []

36. If yes, what are they?

Section E: Factors influencing citizen participation

37. How can the assembly ensure improved service delivery in the Municipality?

a) Planning stages of the Municipal Assembly activities

b) plan implementation stages

c) plan management stages

10). Do you contribute to the development of the Municipality?

i. Yes [] ii. No [] Explain

11. If yes, what contribution do you make for the effective running of the Municipal Assembly?

12. If no why?

13. Do you know the sources of revenue for the assembly both internally and externally?

i. [] Yes ii. [] No

14. If yes list them

15. Do you have any arrangement with the Municipal Assembly to help them mobilize revenue?

i. Yes [] ii. No []

16. If yes, what is in place?

17. If No, what do you think should be done?

18. As an association, are you consulted on how; the Assembly's money is divided among the different projects/ services in the Municipality?

i. Yes [] ii. No []

19. Do you know of any way by which you can complain, present your grievances or seek information from the MA?

i. Yes [] ii. No [] Explain

20. Are you given any opportunity by the Assembly to assess their performance?

i. Yes [] ii. No []

21. If yes, by what means?

22. What can you say about the performance of the Assembly?

i. Satisfactory [] ii. Unsatisfactory [] Explain your Answer

23. How can the Association be engaged to ensure improved service delivery in the Municipality?

Section D: Problems of citizen participation:

24. Do you encounter problems in your quest to reach the MA with your views, grievances and Complains?

i. Yes [] ii. No []

25. If yes, what are they?

Section E: Factors influencing citizen participation

26. How can the Association be engage to ensure improved service delivery in the Municipality?

APPENDIX 3

**INTERVIEW SCHEDULE FOR ASSEMBLY MEN AND ZONAL
COUNCIL STAFF**

This study is being conducted solely for Academic purposes. The confidentiality of Respondents is assured. Thank you in advance for your cooperation.

Section B: Strategies for citizen participation

1. Have you had any development project/s for the past 6 years in this locality?

- i. Yes [] ii. No []

2. If yes, can you list them?

.....
.....

3. How was the identification and selection of the project/s done?

.....
.....

4 Indicate the level of involvement of the community members during

- a) planning stage
- b) implementation stage
- c) management stage

5. Do you feel the Assembly has helped the people to get organised and work together on the problems that has given the most hardship and trouble?

i. No [] ii. Yes []

6. Do you feel you are given a fair opportunity to take part when important decisions are made by the Assembly?

i. No [] ii. Yes []

7. Before an Assembly meeting, are you able to give information to citizen on issues discussed in their previous meeting?

i. No [] ii. Yes []

8. Are you supported with financial resources to engage the citizens by the Assembly?

i. No [] ii. Yes []

Section C: Opportunities for citizen participation in decision making/service

Delivery

9. Do you contribute to the development of the Municipality?

i. No [] ii. Yes []

10. If yes, what contribution do you make for the effective running of the Municipal Assembly?

11. If no, why?.....

12. Do you support in revenue mobilization?

1. Yes [] 2. No [] Explain your answer

13. What mechanisms do you use to mobilize resources to support development projects?

.....

14. What challenges do you face in mobilizing resources for development projects?

.....

15. How can these challenges be addressed?

16. Are you able to assess how the community members view your performance?

i. Yes [] ii. No []

17. If yes, by what means?

Section D: Problems of citizen participation:

18. Do you encounter problems in your bid to engage citizens?

i. No [] ii. Yes [] Explain your answer

19. Do you encounter problems in your quest to reach the MA with your views and Complains?

i. Yes [] ii. No []

20. If yes, what are they?

Section E: Factors influencing citizen participation

21. What should be done to ensure effective citizens engagement and to ensuring improved service delivery in the Municipality?

APPENDIX 4

INTERVIEW SCHEDULE FOR CHIEFS AND OPINION LEADERS

This study is being conducted solely for Academic purposes. The confidentiality of Respondents is assured. Thank you in advance for your cooperation.

Section B: Strategies for citizen participation

1. Have this locality been allocated any development project/s for the past 7 years?

- i. Yes [] ii. No []

2. If yes, can you list them?

.....
.....

19. How was the identification and selection of the project/s done?

.....

. Do you feel the Assembly has helped the people to get organised and to conduct local meetings to discuss problems that has given them most hardship and trouble?

- i. No [] ii. Yes []

5. Do you feel you are given a fair opportunity to take part when important decisions are made by the Assembly concerning the Municipality or Community?

- i. No [] ii. Yes [] Explain

6. Before an Assembly meeting, do you receive information on issues discussed in their previous meeting?

- i. No [] ii. Yes [] Explain your answer

Section C: Opportunities for citizen participation in decision making/service delivery

7. Indicate the level of involvement of the community members during the

- a) planning stage of any community activity by the Assembly
- b) implementation stage
- c) management stage

8. Do you make contribution to help run the Municipal Assembly?

- i. Yes [] ii. No []

9. If yes, what contribution do you make for the effective running of the Municipal Assembly?

.....

b) If no, why?

.....

10. Are you involved in revenue mobilization?

1. Yes [] 2. No [] Explain your answer

11. How are you involved in the mobilization of resources to support development projects?

.....

12. What challenges do you face in supporting the mobilization of resources for development projects?

.....

13. How can these challenges be addressed?

14. Are you consulted on; how the Assembly's money is divided among the different projects in the Municipality?

i. Yes. [] ii. No []

15. Are you given any opportunity to assess the Assembly's performance?

i. Yes [] ii. No []

16. If yes, how do you do it?

.....

Section D: Problems of citizen participation:

17. Do you encounter problems trying to reach the MA with your views and
Complains?

i. Yes [] ii. No []

18. If yes, what are they?

Section E: Factors influencing citizen participation

19. How can the citizens be engaged to ensuring improved service delivery in the
Municipality?

APPENDIX 5

INTERVIEW SCHEDULE FOR CORE ASSEMBLY STAFF AND HEADS OF DECENTRALISED ASSEMBLY DEPARTMENT

This study is being conducted solely for Academic purposes. The confidentiality of Respondents is assured. Thank you in advance for your cooperation.

Section A: Biodata

1. Gender Male Female
2. Number of years in Municipality 1-3 4-7 8-11 12+
- 3 Completed Education Middle Secondary/commercial
 Post secondary Tertiary
4. Place of Origin. From the locality other region
 Other place in the district Non- Ghanaian
 another district in the region
- 5 Position Head of Department Core Assembly Staff

Section B: Strategies for citizen participation:

6. Do you consider the views of citizens, when developing your plan of activities or budgets?
i. Yes ii. No
7. If yes, what methods are employed to solicit views from citizens?
8. What category of citizens' do you approach for their views?

9. At what level of the Municipality are the inputs gathered?

10. How many of such encounters have you organised for the year? []

11. Are you provided with a budget to seek local inputs from citizens?

i. Yes [] ii. No []

12. If yes, how much approximately are you given per financial year? [GH¢]

Section C: Opportunities for citizen participation in decision making/service delivery

13. Do you have or know of any mechanism in place through which citizens can complain to, present their grievances to or seek information from you or local authorities?

i. Yes [] ii. No [] Explain your answer

14. Are you a member of the Municipal Planning or budget committee?

Yes [] ii. No []

15. Indicate the level of Involvement of community members during,

- a) Planning/ budgeting stages
- b) implementation stages
- c) management stages of any activity

16. Is there private capital involvement in the Municipal service delivery?

i. Yes [] ii. No [] don't know []

If yes Please specify the arrangements and type of services.

17. Do you have any independent body to monitor the activities of the Municipal Assembly?

i. Yes ii. No

8. If yes, what is the composition of the body and how long has it been in place?

19. Are you a member of that body?

i. Yes ii. No

20. Is there adequate community representation and participation on the body?

Yes ii. No don't know

21. Have you been to the field since its formation?

i. Yes ii. No Explain

22. Is there any means by which the assembly assesses the views of citizens on its performance?

i. Yes ii. No

23. If, yes what proactive mechanisms are in place for citizens to express views on how services are delivered?

24. Do you involve civil society in revenue mobilization?

i. Yes ii. No Explain your answer!

25. What Mechanisms do you use to mobilize resources to support development projects?

26. What challenges do you face in mobilizing resources for development projects?

27. How can these challenges be addressed?

Section D: Problems of citizen participation

28. What problems do you encounter in your quest to consult citizens for their inputs?

Section E: Factors influencing citizen participation

29. What factors in your view if considered can improve citizen participation in the Municipality

30. How, can citizens be engaged to ensure improved service delivery in?

a) Communities

b) Municipality