UNIVERSITY OF CAPE COAST

THE RELEVANCE OFTHE DISTRICT ASSEMBLIES' COMMON FUND

TO HUMAN RESOURCE DEVELOPMENT: THE CASE OF WENCHI

DISTRICT ASSEMBLY

EMMANUEL DANSO

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ASSEMBLY

BY

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DEVELOPMENT

SEPTEMBER, 2009

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.

Candidate's Signature: ……………………………   Date: ………………

Name: Emmanuel Danso

Supervisor's Declaration

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

Supervisor's Signature: ……………………………..   Date:………………

Name: Prof. J. V. Mensah

ABSTRACT

In Ghana, the District Assemblies Common Fund (DACF) is established to make Metropolitan, Municipal and District Assemblies (MMDAs) financially sound to implement their development programmes. Human resource development is among the areas that benefit from the DACF. The objective of the study was to examine how the DACF was used to develop human resources of the Wenchi District Assembly WDA).

Descriptive research approach was employed to achieve the objective of the study and thirty respondents were sampled for that purpose. Data used in this study were gathered through personal interviews with selected local government practitioners. The data was processed and analysed with the use of Statistical Product and Service Solutions (SPSS) version 11.0 to generate certain conclusions.

The study revealed that, first; the WDA did recognise HRD and allocates part of DACF for that purpose but placed much emphasis on other programmes over HRD. Second, WDA financed its HRD programmes from multiple sources. Third, orientation and refresher courses were the most common HRD programmes undertaken by WDA. The study recommends, among others, that the Assembly should allocate a specific percentage of DACF to HRD programmes, strictly enforce DACF utilisation guidelines, and to further explore other sources of funding to support its HRD programmes. Furthermore, HRD planning should be done in a co-ordinated manner to cover all categories of people within the Assembly.

DEDICATION

To my parents Kwabena Danso and Faustina Akua Yeboah, my wife Nyarko Yaa Manu-Antwi and my children.

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ACRONYMS

CAGD	Controller and Accountant General Department
CIDA	Canadian International Development Agency
DACF	District Assemblies' Common Fund
DAs	District Assemblies
DANIDA	Danish International Development Agency
HIPC	Highly Indebted Poor Country
HRD	Human Resource Development
IGF	Internally Generated Fund
ILGS	Institute of Local Government Studies
ILO	International Labour Organisation
LGSC	Local Government Service Council
MMDAs	Metropolitan, Municipal and District Assemblies
MoFEP	Ministry of Finance and Economic Planning
MLGRDE	Ministry of Local Government, Rural Development and Environment
NALAG	National Association of Local Authority of Ghana
OHCS	Office of Head of Civil Service
OSHA	Occupational Safety and Health Commission
PNDC	Provisional National Defence Council
SIF	Social Investment Fund
SPSS	Statistical Product and Service Solutions
WDA	Wenchi District Assembly

CHAPTER ONE

INTRODUCTION

Background to the study

District Assemblies (DAs) and their operations are issues that are well discussed within the context of decentralisation, a subject that is given an international prominence for some time now. In spite of its complex nature, many countries, especially developing countries like Ghana, have made conscious efforts to adopt decentralisation for their development agenda (Smoke, 2003). As a result, decentralisation is being highlighted in many developmental discourses. It has been estimated that 63 of about 75 developing countries with a population of five million, are actively pursuing decentralisation policies that devolve functions and responsibilities to local government (Helmsing, 2001).

Generally, the concept of decentralisation is presumed to have assigned appropriate powers and resources to reasonably autonomous local governments that work through councils and other accountability mechanism, and have adequate capacity to discharge their responsibilities. These responsibilities manifest themselves through different forms of decentralisation- deconcentration, devolution and economic or fiscal.

Deconcentration is concerned with the sharing part of the governmental power by a central ruling group with other group, each having authority within a

specific area of the state. It indicates the existence of formal political structures, each covering a defined area that also represent local and central rulers interest, and exercises formal decision-making by locally representative counsellors or officials (Mawhood, 1985). By devolution, there is the creation of local government units that are given powers and authority to perform certain functions. Economically, decentralisation encourages liberalisation of the economy, which brings about private sector participation. Fiscal decentralisation is concerned about the transfer of resources, mainly financial; from the centre to the local government, units to enable them perform certain assigned functions.

Of all the forms of decentralisation, the fiscal is very crucial for the other components to work effectively. Finance is considered a central theme in the context of local government and in the relationship between central government and local governments. As noted by Ahwoi (1993), the issue of finance assumes even greater importance when it is placed within a programme of decentralisation. The theory of decentralisation is that once central government transfers some of its powers and functions to local governments to perform, then such transfers must be accompanied by a simultaneous transfer of means and resources-funds and human and other physical resources (Ahwoi, 1993). Such transfers are done with the expectation that the people will be effective and efficient in governing and developing their local communities.

Ghana identified herself with decentralisation in 1988 through the promulgation of the Provisional National Defence Council (PNDC) Law 207. The purpose of the law was to reduce the gap that existed between rural and urban

dwellers in terms of infrastructure and basic development, and to increase initiative and development at the sub national level, particularly at the district, as centres for local governance. Decentralisation was again reaffirmed when it was given a further recognition in Ghana's 1992 Fourth Republican Constitution and the subsequent passage of the Local Government Act 462 and the Local Government Service Council Act 656, 2003 and the District Assemblies' Common Fund (DACF) Act 455, of 1993 to make decentralisation functions well in Ghana.

The Local Government Act 462 prescribes a number of functions for DAs among which is to see to the overall development and execution of plans, programmes and strategies needed for effective mobilization of resources such as human resources necessary for the overall development of the districts.

To make District Assemblies more effective in carrying out their functions, the DACF was created to serve as regular source of central government funding to DAs to supplement the assemblies own efforts in generating funds internally. The 1992 Constitution provides the legal basis for the institutionalisation of the District Assemblies' Common Fund. The fund was set up against the background that funding arrangement- ceded revenue- initiated by the PNDC government could not give assemblies the needed support required. According to Ahoiw (1993), the percentage of local government revenue collected was significantly low and therefore needed to have an alternative funding arrangement, and for that matter the District Assemblies' Common Fund (DACF). The common fund since 1994 has been one source of central

government transfer of funds to empower District Assemblies, by placing them in a better position to give financial backing to decisions and plans and to manage their affairs more effectively.

The human resource has been entrusted with the management of all the other resources. It serves as development agents of the district assemblies. The resource pushes governance and development to the doorsteps of the people. The Local Government Act, 462 assigns both political and administrative authority to District Assemblies. DAs are required to give directions to and supervise all other administrative authorities, and responsible for the overall development of the districts and ensure the preparation and submission through the Regional Coordinating Councils (RCC) of development plans and budgets related to the approved plans of the districts. These technical areas require people with knowledge, skills, abilities and attitudes to initiate and carry through programmes of the assemblies as prescribed. This calls for a continuous improvement in competencies needed for effective running of the District Assemblies.

It is a common knowledge that without a continuous development of employees or human resource competence, no nation or organisation can survive and compete in today's world. For organisations to be effective they need competent people who are capable of controlling cost through cost reduction, reduction in delays or increased customers' satisfaction through better quality and prompt and improved marketing services, among others (Tripathi, 2005).

In the past, human related development was reduced to just issues related to personnel management. Most of the issues dealt with were mainly service

function that responded to the demands of the organisation; thus by reacting to only the needs of the organisation as and when they arose. It took a very narrow view of its scope and aimed at developing people only (Bhatia, 2005).

Recent discussions at international, national and organisational levels have shown that Human Resource Development (HRD) is a process. It helps organisations, in continuous and planned ways, to acquire or sharpen the competencies- knowledge, attitudes, values and skills- required to perform various functions associated with their present or expected future roles. It also discovers and exploits the inner potentials of their people on their own and /or for organisational development purposes, bring about an integration of individual and organisational goals and to develop an organisational culture of trust, openness, team work and collaboration (Tripathi, 2003). HRD is regarded as a proactive function, which does not merely cope with the needs of the organisation, but anticipates needs and act on them in advance.

Since the1960's, there has been a growing trend towards emphasizing shortage of skills and the role-played by technical progress and economic growth. Many countries across the globe are now putting a lot of emphasis on their human resource development through different approaches. In China, HRD is viewed as a planned and organized education and learning process provided by organisations to improve employees (Rao, 2003). It is their belief that through that process, the employees' expertise would be understood for the purpose of enhancing the individual performance and achieving effective organisational functionality. In the view of Rao (2003) HRD elements and processes are intended to have an

impact on organisational and individual learning; interventions intended to change organisational behaviour, strategy, long–term cultural and organisational change. Training similarly puts under HRD, all practices that work towards enhancing the contribution of people towards organisational objectives (Rao, 2003).

Ghana, since 2001, has also identified HRD as one of the priority areas to achieving her development objectives. Human resource development has been used as a development priority with the goal to becoming a middle-income country by the year 2015. Given the fact that the aggregate of assemblies' development programmes constitute the national programme, the assemblies are required to draw their programmes to reflect that of the national. It has therefore become mandatory for Metropolitan, Municipal and District Assemblies (MMDAs), as a matter of policy, to make provision in their budgets to cater for human resource development for their respective district assemblies, which the Wenchi District Assembly in the Brong Ahafo Region of Ghana is no exception.

Problem statement

Human resource development is a comprehensive and corporate concept. The International Labour Organisation (ILO) (1998) links structural change to human action, and states that when such changes occur within the public service, they depend so much on the quality of human resources available to design programmes and carry them through. It notes that any reform implies an aspect of behavioural change, which may be channelled and integrated into the whole process by means of training. HRD is considered very vital to the public sector

and other sectors of economy. Srivastava (2000) suggests that there is the need to have education and training programmes to enhance the quality of the human capital for development.

In his state of Nation's address in year 2005, President of the Republic of Ghana, J. A. Kuffour, identified HRD as one of the three key areas for national development. This is related to the fact that HRD has the capabilities to create opportunities to motivate individuals and groups for their personal growth and the growth of organisation.

Most government programmes in Ghana are implemented by District, Municipal and Metropolitan Assemblies, which have the mandate to see to the overall development of their respective assemblies according to the Local Government Act 462, 1993. For this reason, the Institute of Local Government Studies (ILGS), on regular basis, organises training programmes to build the capacities of personnel at all levels of district assemblies with the support from the District Assemblies' Common Fund. However, it is the assemblies that have to ensure that their human resource capacities are developed, by allocating the required financial resources.

For development programmes, DACF has been the main source of fund for the assemblies. However, in terms of resource allocation, more, emphasis is placed on physical projects than improving the competencies of the personnel in the districts. The Wenchi District Assembly (WDA) by its mandate and a recipient of DACF is required to satisfy the human resource development needs of the district. The district is one of the oldest districts in the Brong Ahafo Region with a

youthful population. There is 7.24 percent of the population which are under 5 years while 35.45 percent are within ages 5 and18 years. Again 50.12 percent are between 18 and 59 years. Only 6.69 percent of the population is above 60 years (Wenchi District Assembly, 2006). The large potential labour force is an asset that needs the requisite skills to push the development agenda of the district. It therefore makes it necessary to investigate the HRD practices of the district in order to know the commitment of the Assembly to HRD and also to come terms with the challenges associated with HRD in WDA, especially with the use of DACF. Apart from the statutory deduction taken from DACF used to support general capacity building programmes from the centre, which staff of WDA are also beneficiaries, it is not clear whether the Wenchi District Assembly on its own makes funds available for HRD programme. It thus appears that the District Assembly does not make funds available from its share of the common fund to develop its human resources, which raises the following concerns:

- What HRD activities are being undertaken by the Wenchi District Assembly?
- What are the sources of financing HRD programmes of WDA?
- Which HRD interventions of the Wenchi District Assembly has DACF been supporting?
- How important is HRD to the Wenchi District Assembly?
- From which other sources are HRD programmes funded?

Objectives of the study

The general objective of the study was to examine how the District Assemblies' Common Fund is used to support human resource development programmes of the Wenchi District Assembly.

The specific objectives were to:

- Identify specific areas of HRD interventions that DACF has been supportive of in the Wenchi District Assembly.

- Describe the kind of HRD activities undertaken by the assembly.

- Identify the sources of financing HRD activities of the Wenchi District Assembly.

- Discuss the importance of DACF to HRD of the Wenchi District Assembly.

- Make recommendations for adequate support to improve HRD activities of the Wenchi District Assembly.

Significance of the study

Efforts are being made to develop human resources as a wheel to achieving the desired development of the country. It therefore becomes necessary to find out how policy issues are translated into plans and actions at the local level.

The study would reveal how HRD issues are treated by WDA and the amount of space it gives in allocating of DACF for HRD activities. It hopes to established whether HRD is valued or not by the Assembly.

This study would help identify the challenges associated with the selection and implementation of HRD programmes of WDA.

Only few assemblies are able to make major capital injections for HRD without external assistance. The study would reveal to WDA and other relevant local government institutions the alternative sources of financing HRD programmes.

Organisation of the study

The study is organised into five chapters. Chapter one deals with the introduction. This covers background, problem statement, objectives of the study, research questions and significance of the study. Chapter Two focuses on literature review. It defines HRD and explains the various concepts that fall under it. The chapter also explains the elements and beliefs of HRD, types and purpose of training, rationale and limiting assumption of HRD and the concept of the District Assemblies' Common Fund.

The third chapter deals with research methodology. It describes the study area, research design, study population, and discusses the sampling procedure and the instruments used for data collection for the study and how data collected were analyzed. Chapter four focuses on result and discussion. The fifth chapter presents the summary, conclusions and recommendations of the study.

CHAPTER TWO

REVIEW OF LITERETURE

Introduction

This chapter reviews literature on HRD and District Assemblies' Common Fund as a source of financing human resource development at the local level. Issues discussed in the chapter include definitions, concepts, scope, elements and beliefs of HRD. It discusses types, rationale and limiting assumption of HRD and presents the conceptual framework of the study.

Human resource development defined

Different authors have expressed different views on HRD. But their views vary depending on their orientations and the countries where they come from. Therefore any attempt in defining HRD is a very daunting task.

Human resource development is concerned with the development of strategies for the provision of learning, development and training opportunities in order to improve on the capacity of the individual team and to improve on the organizational performances (Armstrong, 2001). Wilson (2005) agrees with Galagan (1986) that HRD is an omnivorous discipline, in the sense that it has been incorporating, over the years, almost any theory or practice that serve the goal of learning in the context of work, just like amoeba which has ingested and

taken nourishment from whatever it deemed expedient in the social and behavioural science, in learning theory and business.

Jacobs (1990) draws parallels between HRD and other disciplines. He notes that HRD is both an area of professional practice and an emerging interdisciplinary body of knowledge. The inter-relatedness of these two aspects makes HRD similar to most other applied professions, most of which have emerged to meet some important social or organisational needs. After practice has been established, the need arises to formalize the knowledge gained in practice into some logical structure. Such activity helps legitimize the profession and reliability of practice.

A lot of efforts have been made to define the territory of HRD. But, there is no universally accepted definition. DeSimone and Harris (1998), for instance, define HRD as planned activities systematically designed by an organisation to provide its members with the necessary skills to meet current and future job demands. It defines HRD and explains the various concepts that fall under the issue under it.

According to Gilley, Eggland and Gilley (2002), human resource development is about the development of people within organisation. While Nadler and Nadler (1990) see HRD as an organised learning experience in a definite time period with the view to increasing the possibility of improving job performance and growth. Chalofsky (1992) defines human resource development as the study and practice of increasing the learning capacity of individuals, groups, collectivises, and organisations through the development and application

of learning-based intervention for the purpose of optimising human and organisational growth and effectiveness.

HRD is a process by which the employees of an organisation are helped in a continuous and planned way to: acquire or sharpen their competences (knowledge, attitudes, values and skills) required to perform various tasks associated with their present or expected future roles; discover and exploits their inner potentials for their own and/or organisational development purpose; bring about an integration of individual and organisational goals and develop an organisational culture of trust, openness, team work and collaboration.

The ILO (1995) recognises the capabilities for work of all persons. It noted that HRD involves a very wide range of issues, all of which may be influenced by human resource management. It also includes such areas as the interdependency between individuals and institutional policies and structures, which may be related to issues such as information awareness, ethics, motivation and behaviour, and the strategic capacity for developing and linking these issues.

Concept and scope of human resource development

The key resource of every organisation is its human resources or the people it works with (Torrington and Hall, 1991). In business, people and money are very fundamental resources, but the most complex of them is the human resource. The reason is that people come from different places with different physical characteristics, personality, educational level, abilities, and so on.

An organization does not have a need just for people but for specific people with specific skills to perform specific functions. The resource of people is always needed in specific places. Nevertheless, when there is a surplus of the people resource it is difficult to move them around and therefore becomes a drain on profits; too many people are unnecessary expense. On the contrary when there is a surplus of money there is always a way that it can be utilized. The people resource therefore should not be treated casually to be switched on and off like a light, since the effectiveness of the organization depends on getting the right balance of people. The skills, knowledge and experience of each individual contribute to the economic growth of organisations, communities and nation; such valuable human talent can be thought of in terms of human capital and is one of the primary requirements for national economic development (Hargreaves and Javis, 1998).

A well-prepared and motivated workforce is viewed as possibly the most important of the three intangible assets (brands, intellectual property and people) to support an organisation, and the most valuable asset of the 21st century institution will be its knowledge workers and their productivity (Drucker, 1999).

Elements of HRD

The meaning given for Human Resource Development (HRD) suggests certain key elements of HRD. Two of them that stand out clearly are training and development. DeSemone and Harris (1998), however, identify three of the elements and classify them as human resource development functions. These are

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training and development (T&D), organisational development and career development. The scope of HRD and its functions have been shaped by the challenges faced by organisations. Training and development, according to DeSemone and Harris (1998), focuses on the improvement of the knowledge, skills, and abilities of individuals. Organisational development is a process of enhancing the effectiveness of an organisation and the well-being of its members through planned interventions applicable to behavioural science concepts.

According to Ivancevich (2004), T&D provides an employee with information, skills and understanding of the organisation and its goal with the objective of helping him/her to make positive contributions through good performance. By career development, the individual goes through a process of progression through a series of stages, each of which is characterised by relatively unique set of issues, themes and tasks (DeSemone and Harris, 1998). It is a formalised effort by an organisation and focuses on developing and enriching the organisation's human resources in the light of both the employees' and the organisation's needs (Byars and Rue, 2000).

Like Hargreaves and Jarvis (1998), Armstrong (2001) also identifies four key elements of human resource development. These are learning, education, development and training. Bhatia (2005) rather classifies these elements as mechanism of HRD. He identifies three different mechanisms- training, education and development, with different focuses and purpose as shown in Table 1.

Table 1: Elements of human resource development

Activity	Focus	Purpose
Training	Learning of present job	Improve the performance of the present job of the employees
Education	Learning of other related job	Preparation of the employee for related jobs in not in not too distant future
Development	Learning not related to any specific present or future job	General growth of the Employee

Source: Bhatia (2005)

Hargreaves and Jarvis (1998) and Amstrong (2001), to some extent, share the view that training, education and development are the means by which HRD objective could be achieved. They, however, place a lot of premium on learning which is sometimes captured by some authors as a means of relatively change character permanently. It may imply a different internal state, which may result in new behaviours and actions or new understanding and knowledge. It is self evident that being competent and knowledgeable is to the individual and organisation's benefit. Research studies are now suggesting that organisations which deliberately foster a culture of learning are those which are on the leading edge of development and change (Mullins, 1999).

Earlier theories considered learning as a change in behaviour, which results from the acquisition of knowledge and skills. Many researchers have

actually defined learning in these terms (e.g. Kimble 1961; Jones, 1967; Bass & Vaughan 1966). The definitions of learning assume that the change in behaviour is relatively permanent and that practice and experience are important ingredients. It is viewed as the heart of training and development, and that whether organisations adopt a formal and systematic approach, or are committed to any ongoing or long- term activity, learning is made an essential pre-condition for any change in performance at work (Megginsson, Joy-Matthews and Banfield (1999). They believe that leaning should help one to gain knowledge, or skills in a particular field, and should be closely related to what it means to be human, and irrespective of the type of learning, whether vertical or horizontal, learning should be an expression of outcomes, thus the never-ending process of becoming different from what we were.

In the view of Megginson (1981), education is a convention with a highly structured exposure to planned learning with the objective to train the mind. Amstrong (1995) equates education to the development of knowledge, values and understanding required in all aspects of life rather than the knowledge and skills relating to particular areas of activity.

About development, Megginsson et al (1999) believe that development takes place when there is a long-term process designed to enhance one's potential and effectiveness. Development is the growth or realisation of a person's ability and potential through the provision of learning and educational experience. To Amstrong (1995), HRD is used to describe an integrated and holistic approach to changing work related behaviour using a range of learning techniques and

strategies. Tripathi (2003), however, thinks that the term human resource development represents both training and education and aims at improving the overall personality of an individual, mostly, at the executive levels.

Megginson et al (1999) shares the view that equates learning with the taking in of information; an act, which they believe, is only distantly related to real learning. In their opinion, real learning is closely related to what it means to be human irrespective of the type of learning.

Wilson (2005) presents the view of the Manpower Services Commission (1981) as the learning experiences which serve as channels through which a planned process to modify people's attitude, knowledge and skills behaviour could be achieved for purposes of effective performance in an activity or range of activities. Its purpose, in the job situation, is to develop the abilities of the individual and to satisfy current and future needs of the organization.

Bhatia (2005) sees training as something that adds to knowledge, skill and attitude of an employee for improving his or her job performance (see figure 1). Training is concerned with imparting specific skill for a particular job, just like showing a person how to assemble objects and tighten a nut. The content and scope of training are always specific, narrow and job-related, and of short duration though expected to give quick and apparent results (Tripathi, 2003).

Training is an appropriate way of familiarisation of staff and the public with the objectives and instruments of reforms. It can provide an opportunity for those involved to feel more integrated in, motivated by and committed to public service reform. It is generally acknowledged that additional training provides

opportunities for people to acquire new knowledge and skills expected to be demonstrated in their jobs or may qualify them for jobs at a higher level (ILO, 1995).
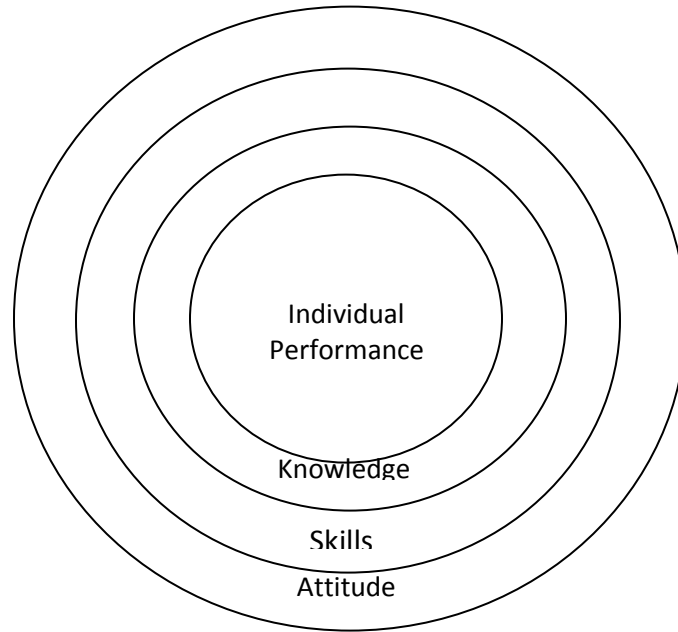
Figure 1: Knowledge, skills and attitude

Source: Bhatia, 2005

The ILO (1995) identifies three various forms of training for the public service namely secondary and tertiary education, pre-service training and in-service training. It notes that training is one dimension of human resource development that creates the capacity to govern. Training affects a whole range of policies but ensures the success of reform policies and that the quality of public sector personnel is of crucial importance in this respect.

Similarly, training entails the use of prepared programmes that reinforces employees' existing competencies or facilitates the acquisition of new knowledge, skills and abilities in the interest of improving job performance. Both large and

small organisations allocate significant resources for training and development of human resources. For some companies, training is an on-going activity, and the entire workers are devoted to this effort (Singer, 1990).

In industries, training has been defined as the formal procedures which a company utilizes to facilitate learning so that the resultant behaviour contributes to the attainment of the company's goals and objectives (Muchinsky, 1987). Four main components of training identified are:

- Training is a formal procedure that moves away from random and haphazard to systematic and intentional process;

- Training facilitates learning. This accounts for the persistence of activity in skill learning;

- Training has a resultant behaviour designed to change behaviour directly or indirectly; and

- Training works at attaining the goals and objectives of the company.

The purpose of training is to alter people's behaviour in a way that would contribute to organisational effectiveness. In most cases, such changes in behaviour contribute to the individual effectiveness at work because of the improvement of the skills of the people.

Training therefore, is directed towards enhancing a specific skill, which in turn, enhances a person's proficiency in performing a certain task. Skill acquisition then becomes a target area of training, especially personnel training. Armstrong (2001) considers training as a formal and systematic modification of behaviour through learning which occurs as a result of education instruction

development and planned experience, the fundamental aim of acceding to this work is to help the organization achieve its purpose by adding value to the key people it employs. This implies investing in the people to enable them to perform better and to empower them to make the best use of their natural activities. Such modifications of behaviour should result in the individual achieving the level of knowledge, skill and competence necessary to carry out their work effectively.

Armstrong (2001) identifies three broad objectives for carrying out any training programme. Firstly, it develops the skills and competences of employees to improve their performance. Secondly, it also helps people to grow within the organisation to serve its future needs for human resources. Thirdly, it reduces the learning time for employees in new jobs or appointment, transfer or promotion to ensure that they are competent carry out their tasks.

Beliefs of HRD

The underlying principle behind HRD is that it could help minimize learning cost, improve teamwork and corporate performance in terms of output, quality, speed and overall productivity. HRD improves operational flexibility by extending the range of skills possessed by employees and attracts high quality employees by offering them learning and development opportunities. Another belief of HRD is that it increases the levels of competence by enabling them to obtain more job satisfaction, gain higher rewards and progress within the organization. Training also increases the commitment of employees by

encouraging them to identify themselves with the mission and objectives of the organisation.

Again, HRD helps to evolve change by increasing understanding of the reasons for change and providing people with the knowledge and skills needed to adjust to meet new situations. This also helps to develop a positive culture in the organisation that is oriented towards performance improvement and provision of higher levels of services to customers.

There is the belief that Human Resource Development makes a major contribution to the successful attainment of organisations' objectives and that investment in it benefits all the stakeholders including the organization. It also holds that plans and programmes that integrate to support the achievement of business. Another belief is that everyone in the organisation needs to be encouraged and be given the opportunity to learn and develop their skills and knowledge to the maximum of their capacity, and the prime responsibility for the development rests with the individual (Armstrong, 2001).

Types of training

The type of training used by any organisation depends largely on the purpose of the training. Training, in some literature, is classified according to the method employed for the training programme. Generally, they are classified as either on –the- job training or off –the- job training (Bhatia, 2005).

On-the-job training methods are widely used. Management skills and abilities cannot be acquired just by listening and observing or reading about them.

They must be acquired through actual practice and experience in which there are opportunities to perform under pressure and learn from mistakes. The methods place the employees in an actual work situation and make them appear to be immediately productive, thus learning by doing (Bhatia 2005). Sherman, Bohlander and Snell (1996) suggest the following as ways of training people on the job: coaching, understudy assignment, job rotation, lecture transfer, project and committee assignment, staff meetings, planned career, progression, interactions with a mentor.

Off-the-job, on the other hand, is a kind of training supplement. It covers a number of techniques which include classroom lectures, tutorials, conferences, panels, films and programmed instructions (Bhatia, 2005). They may include management assertiveness, training, strategic planning, employee appraisal, creative thinking, stress management, interpersonal skills, listening skills, and management and change. They may be provided on either individual basis and may be taught by means of special programmes or seminars. Bhatia (2005) grouped this training method into three namely knowledge-based, simulation and experiential methods.

Each of the categories has different types of methods listed under them. Five of them are knowledge-based- classroom lectures, tutorials, conferences panels, films and programmed instruction. Training by simulation also comes in different forms. It could be a role-play, case study, vestibule training and business game or management game. Sometimes, in-basket exercise or action learning comes into play. The methods mentioned under the experiential methods are

sensitivity training, transactional analysis, fish-bowl exercise, counselling, empowerment, interviews, and self-development and out-bound learning (Bhatia, 2005). The forces that determine the type of training required in an organization could be social, economic or political and they have some implications for training programmes.

Purpose of training

Training is conducted for the purposes of helping the organisation to achieve its overall objectives: lowering turnover, increasing productivity, improving employees' morale, and lowering training cost and reducing new employee's anxiety. Transformation of the public service from a low executing body to an agent of change is still on the drawing board of many countries. The extent to which this transformation towards private sector management culture within the public service calls for continuous training effort in a bid to increasing financial commitment to training in the public services. Sometimes organisations conduct training based on four principles namely potentiality, uniqueness of the situation, job changes and government rules and regulations.

The Principle of Potentiality stipulates that the ultimate success of organisations depends on the abilities of employees to successfully complete their present duties and to adapt to new situations. When candidates are selected for positions or incumbents are assigned new duties, the decision is based on their potential for success. The term "potential" implies capability of future performance given adequate development.

The principle of uniqueness of the situation states that employees of businesses have smoother transitions when some form of initial training is used. Work environments are varied and unique and even highly experienced workers find new jobs challenging at the onset. In addition, organisations have their own policies and procedure, and they often use different method to perform similar jobs.

With regard to job changes, very few static organisations exist today. To be competitive, companies are constantly updating and changing equipment, methods, policies and procedure. Individuals change jobs frequently and for many reasons. Promotions and advancements are welcome changes, but they typically involve learning and using new skills. In order to maintain a competitive edge, the skills and abilities of the workforce must be constantly updated.

Similarly, with government rules and regulations to engage minorities in workforce, pressure is put on organisations to develop extensive skills training programmes for these groups to meet their skills requirements. In addition, training programmes in safety practices are mandated by the government for workers involved in certain jobs identified by the Occupational Safety and Health Commission (OSHA).

Limiting assumption of HRD

Reasons have been given for having training programmes in institutions with the hope that it will shape employees to meet the changing needs of organisations. Willy and Dereck (2003), on the contrary, hold the view that many

performance problems are not amenable to training due to some obstacles, and that the issue of training only arises when other explanations and reasons for poor performance have been discounted. They believe that the key source of learning is by doing the job itself, and not by going on work-based training course.

In reviewing the provision of in-service training in Botswana, emphasis is placed on the importance of moving from an organisational culture of viewing training as a route to promotion via paper qualification to viewing training as an input into improving performance (Willy and Dereck, 2003). This view reinforces earlier position taken by Torrington and Hall (1991) that it is difficult to provide evidence of causal link between employee development and organisational performance.

Harrison (1993) argues that the terms "employee development" and "business success" are poorly defined. This is based on the reason that employee development is necessarily an act of faith and it is difficult to tie down performance improvement to development itself. If there is a link with employee development initiatives, it is because employees have better skills, or are better motivated or have been selected from a more able group of candidates attracted to the organisation as it offers a high level of development. In a developed country like the United States of America, not more than 10 percent of training expenditure actually results in transfer to the job (Bhatia, 2005).

Megginson et al (1999) acknowledge the fact that there is often a clear appreciation of costs associated with training and development, uncertainty and doubt surround their benefits. As a result, managers become skeptical to invest

more resources in training; they need to be convinced of the real benefit of training their employees.

The dream to carry through programmes to position the human resource at any level much also depends on availability of financial resources. Indeed, this has been identified as something that impedes programmes of District, Municipal and Metropolitan Assemblies. Aryee (1995) has indicated that there is a great deal of pressure on central government to meet the numerous demands of the local people by providing development projects. He argues that as a way of making the District Assemblies financially buoyant, the sixth schedule of PNDC Law 207 set up a financial base, which empowered District Assemblies to generate revenue. However, the financial package under the PNDC law 207 did not improve the capacity of District Assemblies to perform the functions assigned them by the central government.

In drafting the 1992 Fourth Republican Constitution, it was considered necessary to strengthen the financial base of District Assemblies be to enable District Assemblies perform their statutory and specific functions. The Constitution therefore made provision, under section 252 of the constitution, for the establishment of the District Assemblies Common Fund. By law a minimum of five (5) percent is set aside from total taxable revenue into the DACF account for distribution to MMDAs.

Aryee (1995) argues that money is the heart of inter-governmental relations, but disagrees with the provision in the DACF Act 455 that requires any amount of expenditure from the DACF to be approved by the Ministries of Finance and

Table 2: Guidelines for appropriating DACF

Sector	Percentage allocation
Reserve Fund	10
Human Capacity Building	2
National Youth Employment	20
Self Help Project	2
District Education Fund	2
Support to District Sub-structures	5
Malaria Prevention	1
District Response Initiative(HIV)	1
People with Disabilities	3
Sport and Culture	3
Other Projects	51
Total	100

Note: Guidelines is revised annually

Source: MLGRD, 2006

Economic Planning (MoFEP) and Local Government and Rural Development (MLGRD) (see Table 2). In his view such a provision poses threats to the decentralisation policy tends to and undermine the sovereignty of District Assemblies, which eventually restricts the freedom of District Assemblies to distribute resources to meet their priority needs. Mawhood (1995) also notes that the quantity of money allocates by local authority, and the degree of local influence in allocating it is vital elements in any formula for fiscal decentralisation.

Table 2 presents the various areas with their corresponding proportions in percentages prescribed by MoFEP and MLGRD for DAs in year 2006. Only 51 percent of that years allocation was allowed to be applied in DAs own freewill; the remaining allocation had strings directing the assemblies what percentage of the fund should go to which area. According to Dagadu (2006), the need for substantial amount of financial resources for the execution of rural development programmes. However, District Assemblies, from their own resources, are unable to support themselves, the reason being that, only 30 percent of the needed development funds could be mobilised by less endowed DAs for the period 1994-2003. She therefore stresses the need to have alternative sources of funding development programmes, which includes human resource development such as the DACF supplement the efforts of District Assemblies.

Conceptual framework

As HRD comes to prominence, different frameworks and models come into existence. The Integrative Framework and Human Capital Appraisal Approach form the basis for the study. Yeungs and Berman (1997) have identified three paths through which human resource practices could contribute to business performance. The object of creating these paths is to build organisational capabilities, improve employee satisfaction and to shape the satisfaction of shareholders and customers. The argument calls for dynamic changes in human measures to refocus on priorities and resources of human resource function. This requires the organisation to be business driven rather than human resource driven;

impact driven rather than activity driven; forward looking and innovative rather than backward looking; and instead of focusing on individual human resource practices, the measure should focus on the entire human resource system which take into account synergies existing among all human resource practices.

Similarly, Friedman (2001) earlier situated HRD into the various stages in managing human capital. These stages include clarification stage, assessment stage, design stage, implementation stage and monitoring stage. Rao (2003) further identifies five areas of human capital management; career development, recruitment, retention and retirement; rewards and performance management; succession planning and training; organisational structure, and human capital enablers. Managers examine each of the stages to fit them into their human capital programmes.

The human capital model attempts to prove that formal education is instrumental in improving the productivity capacity of a population (Acheampong, 2006). Knowledge and skills contribute to productivity to result in higher earnings. The human capital model pays attention to the private and social rate of returns to education or any investment in training. The private rate of returns is derived by comparing the cost actually borne by the benefit derived. The social rate of return takes account of both private and social cost and benefits, including the costs of publicly provided education and the increase tax payments of more highly educated individuals. It takes care of the external benefits which come in the form of public subsidies to education by taking into account the differences of community members.

The performance of District Assemblies largely depends on the quality of people they work with (Management Development Foundation, 2007). But it takes some efforts and resources to get the right people with the requisite knowledge, skills, and attitudes to work with.

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                    ┌─────────────────────────────┐
                    │   DISTRICT ASSEMBLIES       │
                    │   FINANCIAL INTERVENTION    │
                    └─────────────────────────────┘

        ╭─────────╮                              ╭─────────╮
        │  INPUT  │  ───────────────────────▶    │ OUTPUT  │
        ╰─────────╯                              ╰─────────╯
             │                                        
     ┌──────────────┐                        ┌──────────────┐
     │ FINANCIAL    │                        │              │
     │ RESOURCE     │  ◀────────────────▶    │ PERFORMANCE  │
     │ (DACF)       │                        │              │
     └──────────────┘                        └──────────────┘
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        ╭─────────────╮                        ╭──────────╮
        │ INVESTMENT  │ ─────────────────▶     │ BENEFITS │
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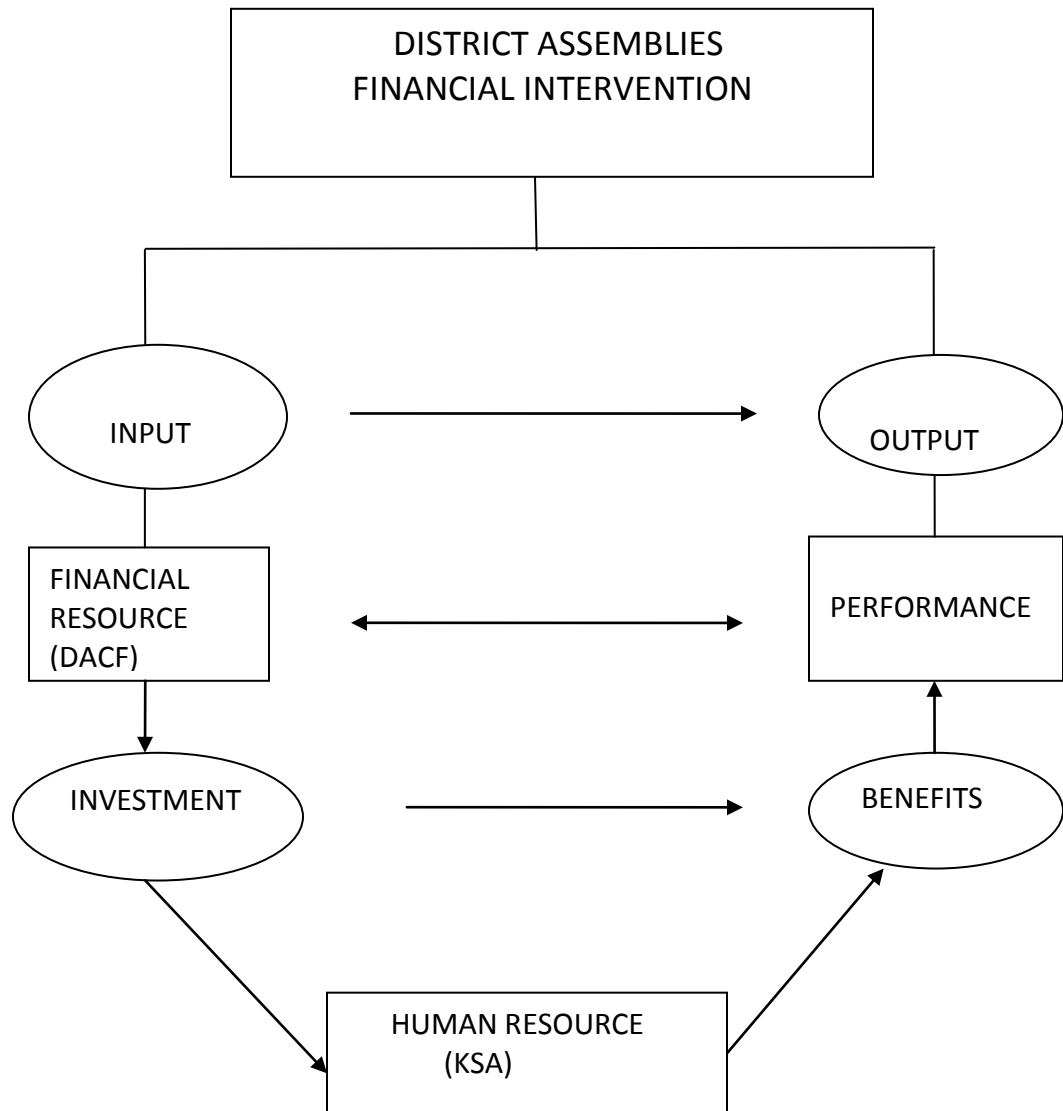
Figure 2: District Assemblies' Common Fund- Human resource development nexus

Source: Author's construct, 2006

In Figure 2, DACF serves as a useful input to generate an expected output. DACF constitutes a large chunk of state resources to DAs part of which is used to invest in the development of the people to increase their knowledge, skills and attitudes. The ultimate benefit to be derived from this investment is an improved service delivery and high performance of the assemblies which could have reciprocal effect to improve on DAs revenue base.

CHAPTER THREE

RESEARCH METHODOLOGY

Introduction

This chapter describes the procedures followed in carrying out the study. It gives a brief description of Wenchi District Assembly (WDA), area of study the research design, study population, sampling procedure, sample size and its methods, data collection tools and methods used in analysing the data.

Wenchi District Assembly

The Wenchi District is located in the western part of the Brong Ahafo Region. It shares boundaries with the Techiman Municipal to the west, Kintampo District to the north-west, Tain District to the south-west the Sunyani Municipal to the south-west and the Tano District to the south-west. The district capital, Wenchi, is about 64 km from Sunyani, the Brong Ahafo Regional Capital (Figure 3). With the creation of the Tain District out of the Wenchi District, the Wenchi District now represents one-third of the landmark of the old Wenchi District with a land cover of 3494 sq kilometres and a population of 68,417 (Wenchi District Assembly, 2006)
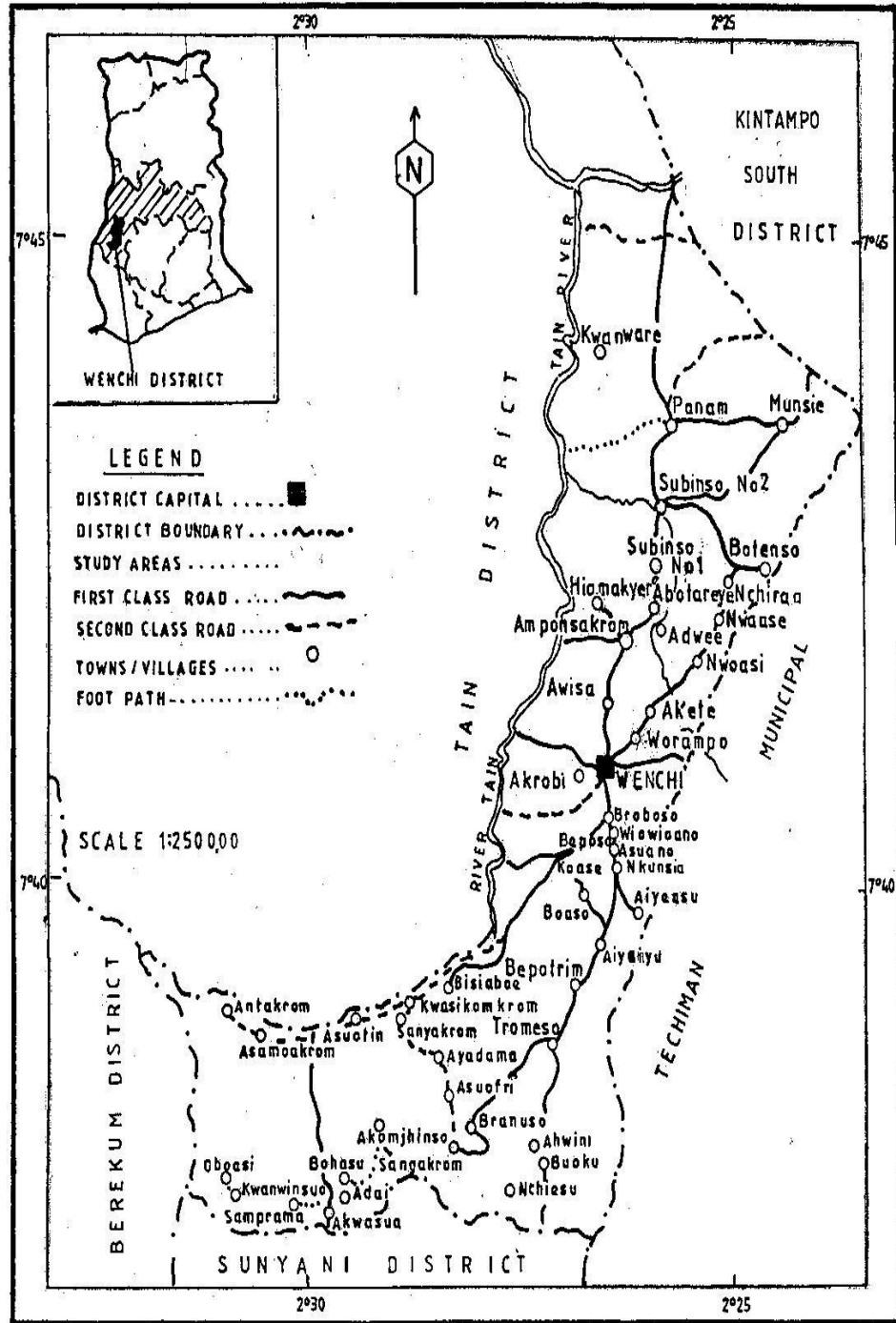
Figure 3: Map of Wenchi District

Source: Department of Geography and Tourism - University of Cape Coast, 2006

The Wenchi District Assembly is one of the 170 District Assemblies in Ghana. It operates under the Local Government Act 462 (1993), and the new Local Government Service Act 656 of 2005. Like all other Assemblies, the WDA has the legislative body composing of 20 elected and 10 appointed members as the highest decision making body of the district. It exercises political and administrative authority in the district. It provides guidance, direction to, and supervises all other administrative authorities in the district. It also exercises deliberative, legislative and executive functions (Republic of Ghana, 1993). The Act also makes provision for the establishment of an Executive Committee, which is chaired by the District Chief Executive, charged with the responsibility to perform the executive and administrative functions of the District Assembly. The committee is supported by core staff - Coordinating Director, Finance, Budget, Planning Officers-mainly civil servants, who help the Assembly to carry out its programmes.

By these functions, the WDA ensures that the preparation and submission, through the Regional Co-ordinating Council of development plans and budgets of the WDA are drawn in line with the approved plans of the Minister for Finance and Economic Planning. It formulates and executes plans, programmes and strategies for effective mobilization of the resources necessary for the overall development of the district. Moreover, the Assembly is responsible for the development, improvement and management of human settlements and the environment in the district, among other functions (Republic of Ghana, 1993). To make governance quite manageable, WDA has created about four sub structures -

Wenchi Urban Council, Asuogya A and B, Subinso Area councils- and ceded some of its powers to them to function for the overall development of the district.

The literature reviewed place much emphasis on HRD as one of the key pillars in setting any development agenda. The Government of Ghana (GoG) equally identifies Human Resource Development (HRD) as very important strategy to propelling Ghana into the middle-income status. However, the WDA is battling with raising educational standards in the district as a result of inadequate professional teachers at the basic level, supply of textbooks, educational infrastructure among others especially in its rural communities (Owusu-Ansah, 2005).

Research design

The design for any research study depends on the kind of research methods chosen (Fisher, 2007). This study sought to examine and determine whether DACF was of any relevance to HRD practices of the Wenchi District Assembly. This was an attempt to understand the realities of HRD practice and how it was financed within the WDA. Gubrium and Holstein (1997) consider this type of research as qualitative and maintains that it is a research approach that provides rich descriptions of people and interaction in their natural setting. Qualitative research approach with descriptive methodology was therefore employed for the study. The study, however, allowed the use of some quantitative elements for clear presentation and illustration of its findings.

Study population

The population of the study consisted of local government operatives connected with WDA policy formulation and implementation, HRD designing, financing and implementation of the Assembly. They included assembly members, administrative staff of the Assembly who constitute management team of the Assembly, personnel from the Ministry of Local Government, Rural Development and Environment, the District Assemblies' Common Fund and some training institutions such as the Institute of Local Government Studies and Ghana Institute of Management and Public Administration (GIMPA).

Sample size

Sample size is not crucial for qualitative research; it rather focuses on the information richness and quality (Nigel, 2001). However, a sample of 30 development practitioners was used for the study. This was made up of 6 selected key informants whose institutions play a major role in local government and rural development in Ghana (Table 3), 6 DA core staff and 18 Assembly members. The selected members of the assembly represented two thirds of the total assembly membership.

Table 3: Types of respondents of the study

Type	Number	Percent
Key informant	6	20.00
Core Staff of DA	6	20.00
Assembly Members	18	60.00
Total	30	100.00

Source: Field work, 2006

Sampling procedure

For purposes of choosing respondents to reflect different shades of opinion and interest of respondents, were grouped into three (Table 3 presents these groupings). To save time, efforts and money, the study employed convenience sampling approach to selecting 18 assembly members residing closed to the district capital from 30 members of the WDA. The number used allowed quite a sizable number of the Assembly to express their views on the subject matter. The remaining 12 respondents were selected by employing purposive sampling technique. They composed of six core staff and six key informants. The inclusion of the above categories of people helped the study achieves representation of people whose activities directly impact on the development of DAs. It also helped in involving knowledgeable, experienced personalities who have influence in policy decisions in local governance and human resource development of assemblies.

Six experts from six identified institutions were selected because of their positions and knowledge on the subjects of the study. The study had to sample all the six core staff who were working for the Assembly and the two female assembly members whose responses needed to reflect gender and technical views on the subject matter.

Sources of data

The study relied on both primary and secondary sources of data. Primary data consisted of data gathered from responses from the field through interview schedules. Secondary data were both internal and external. The internal secondary data included information from the Assembly's trial balances and supplementary budgets. For the external data, the study relied on magazines, journals, internet, past research works and books to get information about the study location, population, concepts and findings of related studies. This helped to present the general picture of the study and also appreciated the research problem.

Instrument for data collection

Two main instruments were used to gather the needed data-namely structured interview schedule and interview guide. The structured interviews, using both open and close-ended questioning, allowed respondents a bit of flexibility to express varied opinions on issues under discussion. The interview guide was used to elicit views from the 6 key informants. Supported with a voice recorder the interview guide allowed respondents to widely express their views on

HRD policy-related issues. It was in the form of list of issues to serve as a guide for the interview (see appendix I). The structured interview schedule was used to interview the remaining twenty-four respondents from the Assembly (see Appendix II). All respondents were asked exactly the same questions in the same order. The questions were categorised into sections to deal with the demographic characteristics of the respondents, project selection, sources of funding HRD programmes and importance of HRD, among others.

To complement the instruments mentioned above for primary data collection, a digital recorder was acquired purposely to record some aspects of the interview with the permission from the respondents concerned to ensure accuracy. English was the main medium of communication for the study. However, the responses of those who opted to use Akan for the interviews had to be translated and transcribed back into English by the researcher to facilitate easy analysis.

In order to ensure acceptance and reliability of the research instruments the interview schedules used were discussed with the research director of DACF. Prior to the interviews the instruments were presented to my supervisor for scrutiny and further undertook a practice interviews with five colleagues in the office-two females and three males. The schedules were self-administered on them and the wording and arrangements of the questions were re-organised for smooth interviews.

Data collection

A two-phase approach in gathering data was used for the study. The first phase involved a sampled group of the (6) key informants. Different categories of respondents helped to tap the experiences and knowledge of respondents and also to get different shades of opinion on the issue under study. The second phase was used to elicit views from the assembly members and core staff of the Wenchi District Assembly. The core staff included the District Chief Executive, Coordinating Director, Finance officer, Budget and Planning Officers and Personnel officer. These are the people who drive and give direction to the development of the Assembly.

Respondents willingly and actively provided information through verbal responses to questions posed. Interviews with the assembly members were conducted in their private homes mostly in the mornings and evenings within two weeks, hours that were convenient to them at their various homes. Within the same week, the District Coordinating Director of the Assembly made arrangements with the core staff of WDA, to meet for the interview. Similarly, the key informants accepted at their own convenience to be interviewed at their offices in the city, Accra. On the average, twenty minutes was spent on each respondent in the case of the assembly members and the core staff and half hour for the key informants.

Data analysis

The methods of data analysis in any study depend on the nature of the data and what is to be expected from it (Walliman, 2005). Data gathered from respondents from the WDA were screened by checking the responses to ensure accuracy of the data. A coding frame was developed, by assigning different numerical values (codes), manually, to each response to create a set of appropriate categories of responses to allow easy entry into a computer data-setting for processing and analysis. The Statistical Product for Service Solutions (SPSS) version 11.0 was used to transform the data for further analysis. In the case of the data gathered from the key informants, thematic analysis was used to examine their responses. Qualitative findings most often appear in the form of declarative statements of key or recurring topics or themes (Sandelowski & Barroso, 2002). The data analysis went through a circular process of reading, thinking, writing, and re-writing the themes that emerged from the transcripts. The recorded interviews with a digital recorder were listened to and transcribed to support the findings. The processes outlined helped to figure out what the data meant and what could be learnt from it.

The findings were summarised and presented in the form of frequencies, tables and percentages. These methods were employed to enhance analysis, understanding and clarification, and also to give a pictorial representation of the findings for readers to better appreciate the analysis.

CHAPTER FOUR

RESULTS AND DISCUSSION

Introduction

This chapter reports on the findings that emerged from the interviews conducted for this study. It presents a general description of the findings and then examine whether the District Assemblies' Common Fund has any relevance to HRD practice of the Wenchi District Assembly. It revealed interesting characteristics of the respondents used for the study and showed variations in their choices and the factors that influenced the selection of programme or projects at the local level. Funding sources is also discussed in this chapter. The chapter, therefore, focused on the demographic characteristics of respondents, the kind of the Assembly's HRD activities, the main sources of financing HRD programmes, how DACF supports HRD programmes of the Assembly and how important members of the Assembly consider DACF to the Assembly's HRD activities.

Demographic characteristics of respondents

The demographic characteristics highlighted were sex, age, educational background, marital status and occupation. Decision for the overall development of WDA mainly rests on the members of the Assembly. Therefore, only the characteristics of the respondents selected from WDA were captured for analysis

against the background that they determine policy directions and the development agenda of the Assembly. The demographic characteristics of key informants, however, were not considered as key to the study, except sex and age, which could influence their views on HRD for the WDA.

Sex

The District Assembly respondents were dominated by males which was a reflection of female participation in political activities in Ghana; the number of women participation in local government in Ghana was very low- as administrators and as assembly members/counsellors/ representatives (Ofei-Aboagye, 2000). Only 10 percent of the total respondents were females, the rest were all males.

Age

Table 4 shows the age distribution of respondents from WDA. The age of respondents ranged from 33 years to 70 years. This result shows that Assembly members and core staff of the Assembly were, on the average, in their early fifties. This satisfied the constitutional provision which allows every citizen of Ghana of eighteen years or above to be registered to participate in public elections (Republic of Ghana, 1992). The mean age of the key informant was 49.2 years.

Table 4: Age of respondents

Age	DA Respondents	Key Informants	Total Respondents
30 – 39	5 (20.8)	0 (0.0)	5(16.7)
40 – 49	12 (50.0)	2 (33.3)	14(46.6)
50 – 59	6 (25.0)	3 (50.0)	9(30.0)
60 – 70	1 (4.2)	1 (16.7)	2(6.7)
Total	24 (100.0)	6 (100.0)	30 (100.0)

Note: Figures in parentheses are row percentages

Source: Fieldwork, 2006

Educational background

Table 5 shows the educational background of the DA respondents. It indicates that 45.8 percent of the respondents were professionals (mainly teachers and accountants within the public sector who have not had tertiary education). A professional is a member of a vocation founded upon specialised educational training. There were also 12.5 percent of the respondents who had completed basic or elementary school. These differences in the level of education among respondents could explain the possible clash of interest among the members of the Assembly in the selection of HRD programmes. HRD programmes would have to be designed in a way that would meet the needs of people with different levels of education within the Wenchi District Assembly.

Table 5: Level of education of District Assembly respondents

Level of Education	Frequency	Percent
Professional	11	45.8
Tertiary	8	33.3
MSLC/JSS/JHS	3	12.5
Secondary	2	8.3
Total	24	100.0

Source: Fieldwork, 2006

Marital status

Figure 3 gives pictorial presentation of the marital status of the respondents. The distributions were single (8.9%), widowed (4.2%) and married (87.5%).
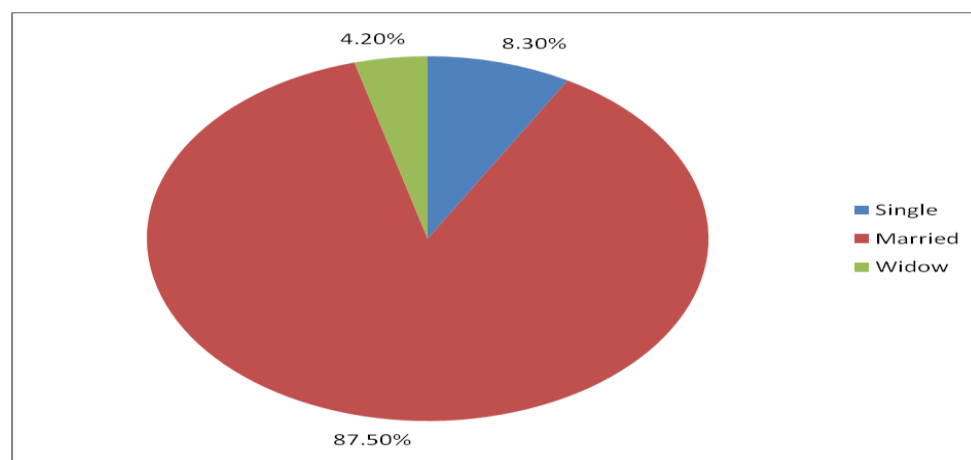
Figure 4: Marital status of respondents

Source: Fieldwork, 2006

Occupation

About 46 percent of the respondents were public servants as shown by Table 6. Teachers and traders constituted 16.7 and 4.1 percent respectively. There were two respondents each representing 8.3 percent who were farmers, businessmen pensioners and from non-governmental organisations.

Table 6: Occupational distribution of District Assembly respondents

Occupation	Frequency	Percent
Public Service	11	45.8
Teaching	4	16.8
Farming	2	8.3
Business	2	8.3
NGO	2	8.3
Pensioner	2	8.3
Trading	1	4.2
Total	24	100.0

Source: Fieldwork, 2006

Project selection

On the kind of projects undertaken by the Wenchi District Assembly, the Assembly members interviewed listed them as follows: construction of schools, clinics, staff accommodation, police stations and roads. The Assembly also supported and collaborated with the traditional authorities in the area for cultural

and traditional programmes. Attention is also paid to its human resource development and waste management in the district.

When respondents were asked to select the projects in order of importance, two projects stood prominent in their responses. Table 7 shows that school construction (38.9 %), and waste management (25.9%) were the highest rating projects in order of importance. Only 11.1 percent of the respondents listed staff development among important projects of the Assembly. Building of police station in the area of security was favoured by respondents. The high rating for schools was an indication of the Assembly's high regard for education in the district.

Table 7: Responses on selection of assembly projects in order of importance

Project Type	Frequency	Percentage
Schools	21	38.9
Waste management	14	25.9
Clinic	7	13.0
Staff development	6	11.1
Staff accommodation	3	5.5
Road maintenance	2	3.7
Police station	1	1.9
Total	54	100.0

Source: Fieldwork, 2006

On staff development, Table 8 presents examines respondents' level of education and their choice of staff development. About 50 percent of DA respondents responded in affirmative when they were asked to expressed their opinion on whether it was necessary or not. Of the 50 percent who said yes to staff development 27.3 percent had tertiary education. The remaining 22.7 percent were professionals (teachers and accountants). Even among the professionals, 10, which constituted 45.5percent of them and one person among the tertiary people said staff development was not important. This implies that there are other reasons other than the level of education that influenced the selection of projects that should be funded from the District Assemblies' Common Fund. It could be a contributing factor but not wholly the case.

However, over 70 percent (70.8%) of the same respondents from the DA supported any move by the Assembly on human resource development. This shows different understanding held by DA respondents on HRD. As per Table 7, 77.8 percent of the respondents would opt for schools, waste management and clinics before thinking of staff development. Staff development, in this context, would suffer in attracting adequate funds from DACF as compared to other projects. Similar observation was also made by the key informants on attention given to HRD by the DA despite that they acknowledged some efforts by DAs, they still maintained that they have not been doing enough.

Table 8: DA respondents' level of education and staff development

Level of education	Responses		Total
	Yes	No	
MSLC/JSS	0 (0.0)	3(13.6)	3 (13.6)
Secondary	0 (0.0)	2 (9.1)	2 (9.1)
Tertiary	6 (27.3)	1 (4.5)	7 (31.8)
Professional	5 (22.)	5 (22.7)	10 (45.5)
Total	11(50.0)	11(50.0)	22 (100.0)

Note: Figures in parentheses are percentages

Source: Fieldwork, 2006

Human resource development programme

On the kind of Human resource development programmes undertaken by the assembly, four main courses were identified by DA respondents. These are orientation, refresher courses, skilled-based and certificate courses. Though respondents varied in their answers, they all indicated having some knowledge about what the assembly was doing in respect of HRD programmes.

Orientation and refresher courses were the two most popular HRD programmes of the District Assembly (see Table 9). About 36.7 percent of the responses were in favour of refresher and orientation courses. Respondents believed that skills could be acquired for the smooth running of the Assembly. Only 4.1 percent of the responses preferred certificated courses. Skilled-bases courses were not popular with pensioners and respondents from NGO. Those who were public servants and teachers were divided on the choice of this course and certificated courses.

The key informants interviewed, however, believed that HRD programmes were not well coordinated and sometimes did not address the developmental needs of the district. They therefore concluded that DAs were duplicating programmes against the assemblies' limited resources including WDA. There is, at least, a conscious effort by the Assembly to give some support in the area of HRD to improve on the skills of its members. DeSemone and Harris (1998) believe that with a systematic and planned activities organised, the organisation can provide its members with the necessary skills to meet current and future job demands.

Table 9: Assembly Members' preferences for HRD programmes

Type of HRD programme	Frequency	Percent
Refresher Course	18	36.7
Orientation	18	36.7
Skill-based course	11	22.5
Certificate	2	4.1
Total	49	100.0

Note: Total number of responses is more than number of respondents 24 due to multiple responses.

Source: Fieldwork, 2006

The key informants further classified the programmes and those who should benefit from what. They believed that core assembly staff members are career oriented people and should therefore be supported to pursue career development programmes. They were also of the view that people with some special career interest such as nursing, teaching, medicine should be supported by

the Assembly to pursue such professions. They again prescribed on-the-job training for some of the staff to improve or build on their skills.

Frequency of HRD programmes needed

Almost 30 percent (29.2%) of the respondents wished that programmes were organised once a year as shown in Table 10. Two respondents (8.3%) did not want any programme; they had lost confidence in the management of the Assembly against the backdrop that HRD programmes were undertaken at their will.

Table 10: Number of times needed for HRD programme

No. of Times	Frequency	Percent
Once	7	29.2
Twice	3	12.5
When necessary	3	12.5
Three times	2	8.3
Four times	2	8.3
Don't want HRD	2	8.3
As many as possible	2	8.3
No response	3	12.5
Total	24	100.0

Source: Fieldwork, 2006.

Need for HRD programmes

All the respondents used for the study, with exception of two (2) assembly members, acknowledged the benefits of HRD to them as individuals and the

Assembly as a body. Over 60 percent (62%) of the Assembly members said, HRD programmes were very useful when they were asked to indicate how useful HRD was for effective work as an assembly. The same observation was made by the key informants. They considered HRD as a very critical tool for equipping local authorities to perform their expected functions. According to Kessel (2001), HRD serves as an important means of professional development and a vehicle for the development of personal talents and self- fulfilment. The activities should often be seen as strategic activity to support the mission and the organisation's strategy. Reasons assigned for wanting to have more training programmes were: to be abreast with current issues; become effective and efficient in performance of their link and to build their skill and knowledge capacities. Others thought participating in HRD programmes could help them in their decision-making and increase the output of the assembly.

HRD is considered very critical to District Assemblies' development and helps in shaping Assemblies policy formulation and implementation. It was noted in the interviews that personnel become efficient and effective at work when they are regularly trained. Respondents again considered training as a means to improving assembly members' knowledge to deal with practical issues. They considered such programmes as a booster that improves their knowledge and abilities to approach issues in the right direction. A key informant reported that, "HRD is the heart of organisational success and it is for this reason, among others, that the Institute of Local Government Studies (ILGS) has been established to help DAs to build their capacities".

Figures from the Assembly's supplementary budget showed that out of GH¢ 88,844 allocated for HRD or human resource capacity building, GH¢ 37,916 was earmarked through the Assembly's own discretion; the remaining GH¢50,928 was mandatory (see Appendices III- VI). The discretionary figure was even the allocation for years 2004 and 2007. No allocation was made from DACF for year 2005 and 2006. Within the same period actual expenditures from DACF on HRD was GH¢ 8,546 (Table 11).

Table 11: Yearly allocation and actual expenditure of DACF on HRD

Year	Total yearly allocation (GH¢)	Budget (HRD) (GH¢)	Actual HRD expenditure (GH¢)
2004	465,700	6,000	6,086
2005	556,909	-	2,360
2006	673,700	-	100
2007	845,800	31,916	0
Total	2,542,109	37,916	8,546

Note: Since July 2007, Ghana's currency was redenominated as ¢1,000 = GH¢1.00

Source: DACF and CAGD, 2007

Significant to comment about is amount of the fund committed to HRD in year 2007. The Assembly recorded zero amount of fund for HRD in 2007. However, the years that no allocation was made the Assembly spent on HRD. This shows the impulse nature of HRD programmes by the WDA. It was further

noted with great concern that the Assembly did not have any written programmes to guide or develop her human resource capacity.

Current state of HRD in WDA

The respondents considered HRD as a very critical ingredient to make the Assembly perform effectively. They were, however, not satisfied with the conduct of HRD programmes by WDA. They observed that the programmes at the assembly level were uncoordinated and therefore believed that it was a recipe for resource duplication. The key informants wished that DAs, in general and the WDA in particular, were placing much emphasis on HRD than what were being done. Srivastava (2000) notes that organisations would have to make some strategic shifts and alter their approaches in HRD to meet the needs of their employees but believes that such paradigm shifts would have to think into the future for a period of about five to get answers to such questions as how the organisation will succeed, what changes are expected in the behaviour of their employees and what kind of services is required to sustain the organisation (Srivastava, 2000).

Types and beneficiaries of HRD programmes

Among the commonly organised HRD programmes identified by both assembly members and key informants, were on- the-job training, skill building and performance based training. The categories of people who have been benefiting from the assemblies' resources are usually the assembly core staff.

They, again, identified the electorates as another group of beneficiaries from the assemblies HRD resources. These were usually people who wanted to pursue careers like teaching and nursing and wanted to work within the various districts that sponsor them. Otherwise the assembly members got training opportunity through refresher courses or programme that required a subcommittee member or chairman to be part of the participants. For the refresher courses, it was noted from the study that the assembly does not discriminate against any member or profession in the selection of people for such training programmes. With the exception of two of the respondents, all the respondents from the assembly said they had benefited from, at least, one programme or the other form the assembly.

DA and sources of financing   HRD programme

Five sources were identified as the main sources of financing the Assembly's projects and programmes including HRD. These are DACF, Internally Generated Fund (IGF), Highly Indebted Poor Country (HIPC), Social Investment Fund (SIF) and Local Government Service Council (LGSC).

The DACF was rated the major source of funding the Assembly's HRD projects. Both the assembly members and key informants, however, believed that the assembly could explore other sources of funding to support the assembly in its HRD activities. As observed by Aryee (1995), there is a great deal of pressure on the central government to meet the demands of its people and therefore calls on DAs to look for more resources to perform their functions assigned them by the central government. By the 1992 constitution, nothing prohibits the state or other

bodies from making grants-in-aid to any Assembly. This provision explains why other sources other than the DACF are the Assembly's sources of revenue.

These sources, notwithstanding, HRD has not been given the needed attention it requires. It gets about 10 percent of what is required; "funds for middle level are mostly not available" one of the respondents remarked. Figures indicated in Table 10 support the above observation when yearly total allocated figures from the DACF are compared with the annual allocation figures and actual expenditure on HRD of the WDA.

The key informants observed some indirect linkage between the activities of some institutions and the Assembly. They mentioned the Institute of Local Government Studies (ILGS) which has the mandate to develop and deliver education as well as academic programmes for personnel at the DAs (Republic of Ghana, 2003). The ILGS also conducts needs assessment and training imparts for DAs. The Office of Head of Civil Service recruits and trains administrative staff executive class of DAs. The MLGRDE occasionally organises some training programmes for the assemblies just like the National Association of Local Authorities of Ghana (NALAG).

In spite of the low figures recorded in the assembly's financial statement (trial balances) respondents noted that the assembly mostly depends on DACF to finance its HRD. However, the DA complements it with its Internally Generated Fund (IGF) and support from donors such as DANIDA, CIDA among others.

CHAPTER FIVE

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Introduction

The chapter is the concluding part of the study**.** It aims at summarizing the main findings of the study and makes some conclusions from the findings. For purposes of future policy formulation and planning for HRD, the chapter ends with some recommendations that could help improve HRD practices in WDA.

Summary

The study sought to examine how the District Assemblies' Common Fund is used to support HRD activities of the Wenchi District Assembly. The initial assumption governing this study was that the Assembly did not give enough consideration to its human resource development in terms of resource allocation for HRD programmes implementation. It was therefore assumed that the propensity of the Wenchi District Assembly to allocate resource from its share of the District Assemblies Common Fund HRD programmes was less.

The main findings of the study are summarised as follows:

- WDA recognised HRD in the form of staff development and allocated resources from the DACF for HRD programmes, contrary to the initial assumption that the WDA does not pay attention to HRD. However, it is the fourth of its priority programmes;

- Two HRD programmes stood prominently as very popular with the WDA, namely orientation and refresher courses. However, the Assembly occasionally supported certificated and skilled-based courses. The challenge to the Assembly is how to satisfy the different interest groups of the Assembly with its limited financial resources;

- WDA financed its HRD programmes from multiple sources such as DACF, IGF, SIF and HIPIC. However, DACF was the major and most reliable source of financing HRD programmes;

- The use of DACF by WDA was not planned. however that reason HRD of the Assembly was carried at will;

- Members of the Assembly could not exercise their powers, as prescribed by Local Government Act 462, to ensure that decisions of the Assembly in relation to the Assemblies Supplementary Budgets Estimated were implemented to the letter; and

- There was low representation of women in local decision-making in WDA.

Conclusions

From the findings, it could be said that the Wenchi District Assembly recognises but allocates little resource for HRD programmes. Even though at the national level HRD is seen as the driving force for development and therefore makes provision in the guidelines for the utilisation of the District Assemblies'

Common Fund for that purpose, much depends on the individual assemblies and their needs.

The Wenchi District Assembly acknowledged the benefits that could be derived from human resource development. It believes HRD could improve their knowledge, skills and service delivery through staff development and refresher courses for assembly members. The Assembly did not consider staff development among its first three priority programmes. The Assembly therefore sees HRD as a need and allocates some resources to support it.

Also, to the extent that Management of the WDA rather determined whether or not a project or programme would be execute projects without recourse to the Assembly's decisions the Assembly could be considered as a rubber stamp rather than a decision-making body.

Again, DACF serves as the main source of the revenue to WDA and therefore relied so much on it for its programmes.

Recommendations

The following are recommended to inform and guide WDA and users of this study on HRD practices and their future policy decisions:

- WDA should create conditions for people to acquire new knowledge and skills required to improve service delivery of the Assembly. Such attention for HRD will help reduce discontent, disillusion and dissatisfaction normally associated with organisations which ultimately make organisations less competitive.

- Conducting training needs assessment is an important step if any meaningful training intervention could be made. WDA should derive maximum benefits and also meet the needs of its people if it pays attention to that.

- The guidelines for the utilisation of the DACF should be clear, as a matter of policy, on what percentage of the Fund should be devoted for HRD of DAs. This would compel WDA to commit some minimum resources for HRD, as it is done for HIV/AIDS, malaria programmes among others.

- WDA should acknowledge the need for and the benefits that could accrue to the Assembly from HRD. This could then inform the Assembly in the formulation of policy on HRD for the Assembly.

- HRD planning should be done in a way to cover all categories of people within the Assembly in a co-ordinated manner. This should include core staff, assembly members, technical, clerical and administrative officers as well as mayors.

- WDA could foster good neighbourliness with adjourning district to pool resources together to build their capacities in areas where they have common interest. This would be a good platform for assemblies to share experiences and good practices.

- The Assembly should explore other avenues and step up its local revenue base to complement DACF in financing the Assemblies HRD activities. Such efforts could help the Assembly to develop more HRD programmes without necessarily depending so much on the DACF.

- WDA should take steps to implement programmes put in place, and ensures that adequate resources are made available for that purpose. This could build confidence of DA members in the management team of the Assembly.

- More women need to be encouraged to contest and be part of local decision-making.

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APPENDIX I

INTERVIEW GUIDE FOR KEY INFORMANTS

Dear Sir/Madam,

I am an M.A. student of Institute for Development Studies, University of Cape Coast, conducting a research on the Relevance of District Assemblies' Common Fund to Human Resource Development of District Assemblies in Ghana. Wenchi District Assembly has been selected for the study and you have been purposively sampled to respond to the questions listed in the guide given.

This study is an integral part of the M.A. programme of the University, and your responses will be treated as very confidential, and would be used solely for the study. It is my hope that your responses help enrich the work.

Thank you.

---

1. What is your view about Human Resource Development (HRD) of District Assemblies (DAs)?---

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2. What type of human resource development programmes are DAs required to be undertaking?---

----

3. How often should DAs carry out Human Resource Development programmes? ---

4. Have District Asssmblies been organizing human resource development programmes at all?--

5. How important is Human Resource Development of DAs to you? --

6. What role does your office play in developing the Human Resource of DAs? --

7. What category of people DAs benefit from such Human Resource Development programmes? --

8. From which sources are Human Resource Development programmes of DAs financed?--

9. Do you get sufficient funds to undertake Human Resource Development programmes for DAs?--

10. From which other sources could DAs finance their Human Resource Development programmes?--

11. What should be the outcome of Human Resource Development organized for DAs?--

12. Do you have any recommendations? -- --

Section B

1. Gender: Male☐   Female☐

2. Age   :   30 - 39 ☐

                  40 - 49 ☐

                  50 - 59 ☐

                  60 - 70 ☐

3. Organisation…………………………………………………………………

4. Rank……………………………………………………………………….

APPENDIX II

INTERVIEW SCHEDULE FOR RESPONDENTS FROM WENCHI

DISTRICT ASSEMBLY

Dear Respondent,

I am an M.A. student of Centre for Development Studies, University of Cape Coast, conducting a research on the Relevance of District Assemblies' Common Fund to Human Resource Development of District Assemblies in Ghana. Your Assembly, Wenchi District Assembly, is being used as the study area and you have been randomly selected to respond to the questions listed underneath.

This study is an integral part of the M.A. programme of the University, and your responses will be treated as very confidential, and would be used solely for the study. It is my hope that you will be open in your responses to make the work meaningful and useful.

Thank you.

Section A: Demographic characteristic of respondents

1. Gender: 1. Male   2. Female

2. Age

    1. Below 20 years   4. 40 – 49 years

    2. 20 – 29 years   5. 50 – 59 years

    3. 30 – 39 years   6. Above 59 years

3. Level of Education

    1. MSLC/JSS   4. Professional

    2. Secondary   5. Other (Specify)------------------------------

    3. Tertiary

4. Religious Denomination

    1. African Traditional   2. Muslim

    3. Christian   4. None

    5. Other (Specify)--

5. Marital Status

    1. Single   4. Widowed

    2. Married   5. Divorced

    3. Separated

6. Occupation

    1. Farming   4. Trading

    2. Teaching   5. Business

    3. Public Servant   6. Other (specify)------------------------------

Section B :Types of Assemblies' Projects

7. How many years have you been with the Assembly?--------------------------------

8. What kind of projects are usually undertaken by the Assembly? Tick as many

    as applicable.

    1. Building of Schools   5. Waste Management

    2. Construction of Clinics   6. Staff Development

3. Building of Police Station   7. Other (Specify)---------------------

4. Construction of Accommodation

9. Which of the projects mentioned above is considered very important to the

   Asembly? Tick maximum of three.

   1. Building of Schools   5. Waste Management

   2. Construction of Clinics   6. Staff Development

   3. Building of Police Station   7. Other (Specify)-------------------

   4. Construction of Accommodation

10. What Human Resource Development programmes are organized by the

    Assembly? Tick as many as applicable.

    1. Orientation   2. Refresher Courses   3. Skill-based Courses

    4. Certificate and Diploma Courses   5. Other (Specify)---------------------

11. How often does the Assembly organizes these HRD programmes in a year?

    1. Once   2. Twice   3. Three times   4. Four times

    5. Other (Specify)--------------------------

12. Have you benefited from any of the such programmes mentioned in (9)

above?   1. Yes   2. No

13. How useful was it for effective work as an Assembly Member?

    1. Not useful   2. Useful   3. Very Useful

14. Would you want to have more training programmes organized by the

    Assembly?   1. Yes   2. No

15. Give reasons for your answer in (14)--

Section C: Sources of Funding HRD Programmes

16. From which source(s) does the assembly finance its projects

    1. Common Fund   2. I G F   3. HIPC

    4. Other (Specify)--

17. Which of the sources indicated in (15) is very reliable?

    1. Common Fund   2. I G F   3. HIPC

    4. Other (Specify)--

18. Does the Assembly have enough funds to implement its programmes?

    1. Yes   2. No

19. How much revenue do you get in a year?---

20. What proportion of the revenue comes from the Common Fund(in percentage)? **---**

Section D: Importance of Human Resource Development

21. What proportion of the Common Fund goes into HRD activities (in percentage)? --

22. How beneficial is HRD to your Assembly?

    1. It improves competences   2. It brings efficiency

    3. Staff become very effective   3. It increases output

    4. Other(s) --

23. How would you rate HRD programme in order of importance in relation to other projects and programmes?   1. Not important   2. Important

    3. Very Important   4. Most Important

24. Which other ways does the Assembly finance HRD programmes?

----

25. Does the Assembly have manpower plan?

    1. Yes   2. No   3. Don't Know

26. If no, what are the reasons? ---

  ----

27. Any recommendation for the improvement in HRD activities in the Assembly

WENCHI DISTRICT ASSEMBLY SUPPLEMENTARY BUDGET FOR

2004

No	Sector allocation	Percentage allocation	2004
1.	Productivity and Employment Generation	5	23,200.00
2.	Capacity Building	2	9,314.00
3.	Self Initiated Project	5	23, 200.00
4.	Strengthening of substructures	9.5	44,700.00
5.	Malaria Management	1	4,650.00
6.	Education Fund	2	9,314.00
7.	District Aid Response Initiative	1	4,650.00
8.	Other Projects	70.5	346,686.00
Total			465,700.00

N/B Allocation for HRD was 6,000.00

APPENDIX IV

WENCHI DISTRICT ASSEMBLY SUPPLEMENTARY BUDGET FOR

2005

No	Sector allocation	Percentage allocation	2005
1.	Productivity and Employment Generation	3	16,836.00
2.	Human Capacity Building	2	11,224.00
3.	Self Initiated Project	3	16,836.00
4.	Strengthening of substructures	3	16,836.00
5.	Malaria Management	1	5,612.00
6.	Education Fund	2	11,224.00
7.	District Response Initiative	1	5,612.00
8.	Other Projects	75	415,497.88
9.	Contingency	10	51,620.00
Total		100	556,909.00

N/B No allocation for HRD

WENCHI DISTRICT ASSEMBLY SUPPLEMENTARY BUDGET FOR

2006

No	Sector allocation	Percentage allocation	2006
1.	Productivity and Employment Generation	20	134,740.00
2.	Human Capacity Building	2	13,474.00
3.	Self Initiated Project	2	13,474.00
4.	Strengthening of substructures	2	13,474.00
5.	Malaria Management	1	6,737.00
6.	District Education Fund	2	13,474.00
7.	District Response Initiative	1	6,737.00
8.	Physically Challenged	1	6,737.00
9.	Ongoing/ completed Projects	37	248,120.80
10.	Contingency	3	20,000.00
11.	Disaster Management	0.5	4,000.00
12.	New Projects	28.5	192, 732.20
	Table	100.00	673,700.00

N/B No allocation for HRD

APPENDIX VI

WENCHI DISTRICT ASSEMBLY SUPPLEMENTARY BUDGET FOR

2007

No	Sector Allocation	Percentage Allocation	2007
1.	National Youth Employment Programme	15	126,870.00
2.	Human Capacity Building	2.0	16,916.00
3.	Self Initiated Project	2.3	15,622.92
4.	Strengthening of substructures	4.1	34,260.20
5.	Malaria Management	1.0	8,458.00
6.	District Education Fund	1.2	10,000.00
7.	District Response Initiative	1.0	8,458.00
8.	People with Disabilities	0.6	5,000.00
9.	Sports and Culture	0.4	3,000.00
10.	Contingency	6.0	50,000.00
11.	Other projects	66.4	567,214.88
Total		100	845,800.00

N/B Allocation for HRD- 31, 916