

A SURVEY ON CITIZEN PARTICIPATION IN LOCAL GOVERNANCE



**P. N. K. Aborampah Mensah
Regina O. Amanfo Tetteh
Edward Fokuoh Ampratwum
Paul Osei Kuffour**

Survey Report

CDD-Ghana Research Paper No.25

ISBN: 978-9988-614-52-2

2015 Ghana Center for Democratic Development (CDD-Ghana)

All rights reserved

No part of this publication may be used or reproduced in any manner without prior permission of the Copyright holder except in the case of brief quotations and reviews duly acknowledged.

The Ghana Center for Democratic Development (CDD-Ghana) is an independent, non-governmental and non-profit research and advocacy institute dedicated to the promotion of democracy, good governance and economic openness in Ghana and throughout Africa. CDD-Ghana's research outputs and other services are available to and used by governmental and non-governmental agencies, Africa regional bodies, development partners as well as researchers and the public.

An EU-sponsored Program for Non-State Actors and Local Authorities in Development Actions in Ghana

Research Papers are generated from research projects undertaken or commissioned by the Center.

For extra copies of this and other CDD-Ghana publications, please contact:

The Publications Officer

The Ghana Center for Democratic Development (CDD-Ghana)

No. 95 Nortei Ababio Loop, North Airport Residential Area, Accra

or

P. O. Box LG 404, Legon-Ghana

Tel: +233-0302 776142/784293-4

Fax: +233-0302 763028/9

E-mail: info@cddgh.org

Website: www.cddgh.org

CONTENTS

Acknowledgement	iii
EXECUTIVE SUMMARY	iv
Background to the Survey	1
Current Research: The Issues	3
SURVEY METHODOLOGY	4
Random Selection of Districts	6
Random Selection of Localities	6
Interviews per Locality and District	7
SOCIAL CHARACTERISTICS OF RESPONDENTS AND SURVEY LOCALITIES	9
Social Characteristics of Survey Communities	12
GENERAL FINDINGS OF THE SURVEY	15
Citizen Awareness of Specific Local Government Issues	15
Sources of Information on the District Assemblies	17
Metropolitan, Municipal and District Assemblies' (MMDAs') Functions and Service Delivery Responsibilities	21
MMDAs' Adherence to Provisions in the Local Government Act	23
Citizen Participation in Local Governance	26
MMDAs' Legitimacy and Right to Demand Citizen Compliance with By-Laws	34

Rights of MMDAs to Demand Compliance	35
Involvement of Minority Groups in Local Governance	37
Performance Assessment of MMDAs	39
RECOMMENDATIONS	44
REFERENCES	47
APPENDICES	51

ACKNOWLEDGEMENT

The Ghana Center for Democratic Development (CDD-Ghana) acknowledges and appreciates all institutions, individuals and groups that contributed immensely to the success of this project. In particular, the Center sincerely recognizes and thanks the European Union (EU) delegation in Ghana for their financial support. Indeed, the project has been made possible and successful due to their generous financial support.

Special thanks also go to the Chairman and the entire membership of the Project Advisory Committee (PAC) for the great sense of direction, dedication and enthusiasm exhibited throughout the implementation of this project. Their direction not only helped provide effective guidance during the training and capacity building workshops for the project target groups, but greatly assisted in disseminating the feedback and suggestions from the project stakeholders. Without a doubt, the successful completion of this project has again been made possible due to their insightful contributions.

By the same token, the Center acknowledges and cherishes the support, cooperation and assistance received from the Ministry of Local Government and Rural Development, the 10 Regional Coordinating Councils and all the MMDCs/MMDCDs in the 17 project districts. We wish to thank all District Directors of the Social Welfare Departments in the 17 project districts for their coordination and support of their members, especially the Persons with Disabilities (PWDs), to participate in the workshops while following up on their requests and suggestions during the workshops.

We again recognize and value the contributions of the team of field facilitators who provided a reliable database of stakeholders from the 17 project districts. CDD-Ghana appreciates the time, energy and resources invested into making the project successful.

Finally, the Center acknowledges the project team for leading and providing project implementation and technical support during the implementation of this project. For the dedication, innovativeness and perseverance exhibited, that contributed to the success of the project, even in difficult moments.

EXECUTIVE SUMMARY

Ghana's current local government system has been in practice for over two decades and was introduced with the intention of increasing the participation of citizens, communities, and other non-state actors in the management of the state's affairs at the local level. In that regard, subsequent governments have strengthened the infrastructural base of the local government system. For example, the 1992 Constitution of the Republic of Ghana and the subsequent Local Government Act of 1993 (Act 462) makes it obligatory for Metropolitan, Municipal, and District Assemblies (MMDAs) to involve the citizenry in their activities in order to promote an inclusive society and facilitate public accountability. In practice, however, accountability of the MMDAs to the electorate remains inadequate.

In light of this, a three-year project titled "Promoting Social Accountability through Citizens' Participation in Local Governance" was developed by the Ghana Center for Democratic Development. The project aimed at contributing towards establishing accountable, transparent, responsive, and people-oriented District Assembly (DA) systems in Ghana through empowering citizens and building their capacity on issues of social accountability at the district level. At the onset of the project, a baseline survey of 4232 randomly selected citizens in 180 localities in 17 districts in Ghana was conducted to measure the current status of social accountability within the district government system and to identify opportunities for improvement through advocacy and public education interventions.

The key findings of the baseline survey painted a concerning picture of the current state of social accountability in the local government system in Ghana. The survey found that:

- Overall, citizens' awareness of the actions and decision-making roles of Metropolitan, Municipal and District Assemblies (MMDAs) is poor.
- Citizens generally lacked information on specific funds such as the District Assemblies' Common Fund (DACF), which MMDAs depend on to undertake development activities.
- On the whole, citizens do not think MMDAs are responsive to public demands in the delivery of public services.
- Community meetings with the MMDAs to provide feedback on specific issues under consideration by local governments were rarely organized
- Grassroot participation in local governance, beyond voting in District Assembly (DA) elections, is low. Likewise, contact with formal government leaders, such as Members

of Parliament (MPs) and District Chief Executives (DCEs). This may be because a majority of survey respondents believed that they could not productively influence or impact the performance of their local governments.

- Ultimately, MMDAs did not have legitimacy in the eyes of the survey respondents.

Based on these findings, CDD-Ghana recommends revamping community involvement in MMDAs. This will happen by:

1. Increasing demand for accountability
2. Establishing structures that ensure free flow of information in the districts
3. Allowing for periodic engagement between communities and MMDAs
4. Providing sustained public education on MMDA concepts to build public interest
5. Requiring publication of MDDA procurement and tender activities, and
6. Initiating consultative processes to increase community participation in decision-making.

BACKGROUND TO THE SURVEY

The declaration of the 1992 Constitution marked the re-establishment of democracy in Ghana under the Fourth Republic. The Constitution contains specific provisions to ensure government accountability and the judicious use of national resources. In accordance with principles enshrined in the Constitution, a comprehensive structure for accountability has been established to ensure open and transparent administration and governance in the country.

These principles of accountability set the basis for appointment to public offices and agencies. For example, one is disqualified from seeking a public position if he has ever mismanaged state property. Even the elected president is enjoined to report to parliament at least once a year by Chapter 6 of the 1992 Constitution, Article 34. The Constitution also vests in the people the power to elect representatives to various offices and partake in the process of accountability. Under the Constitution, the judicial service has the power to adjudicate matters that hinder progress in the country. The Constitution authorizes Parliament to: question directors of public institutions; summon ministers for questioning in the house; and scrutinize and approve all government appointments, contracts, and expenditures. Chapter 24 of the 1992 Constitution outlines a comprehensive set of prohibitions and conditions of service for public officers. Further, Clause 1, Article 286 of the Constitution discusses the assets and liabilities of public servants: all public servants must submit to the Auditor-General a written declaration of all property or assets owned or liabilities owed by them, whether directly or indirectly, upon assumption of office, at the end of every 4 years or at the end of their term of office, with prescribed sanctions for non-conformity.

The doctrine of good democratic governance and public accountability is also embodied in Ghana's decentralization policy, which was reinvigorated in 1998 and aimed to encourage community involvement in the management of the affairs of the country. It was designed to: establish local democratic institutions; engage local populations and communities by transferring discretionary powers preceding management burdens; build local capacities; reform the political system to empower the poor; and ensure efficient provision of services for all.

These elaborate provisions, notwithstanding, issues of responsiveness and accountability persist in Ghana's administrative system. Most public servants are yet to declare their assets, even after 21

months in office. Moreover, upon assumption of office the country's parliament is rendered virtually ineffective with MPs' allegiance stronger to their political parties than to the citizens' national interest. In addition, the president's unrestricted ability to appoint high court judges makes the judiciary susceptible to governmental pressures.

The problem of accountability is most pronounced in local communities, where successive DA elections have recorded low turnouts. Local accountability is synonymous with free, fair and competitive local elections, as well as local administrations that are sufficiently free from political interference from above. However, the current structure of decentralization allows the government to appoint District Chief Executives (DCEs) and 30% of the members of the district legislative bodies. Further, the position of the presiding officer, who speaks on behalf of the district legislative assembly, is purely ceremonial with no powers to intervene in the affairs of the district.

The lack of community-based organizations to represent grassroots interests, the shortage of strong local leadership, and the lack of working relationships between assembly members and local administrators all contribute to the void in social accountability within MMDAs. Ineffective working relationships, for example, have contributed to the public's apathy and lack of interest in assembly meetings and processes. More worrying is the ineffective information system for the operations of the assemblies. The free flow of information is blocked, as is the sharing of information concerning resource availability, distribution, and service delivery. This has led to ineffective social, professional, and transparent auditing of the assemblies. In short, social accountability is virtually non-existent in the assemblies.

In effect, DCEs' accountability to DAs and the electorate remains highly inadequate. Notwithstanding legal and constitutional instruments, grassroots demand for DCE and district accountability has been very weak. The accountability gap at the district level is reflected in the frequent media and research reports regarding DA and DCE corruption and abuse of office, as well as their weak performance.

In its 2009/10 project on Transparency and Accountability in the Education sector, for example, CDD-Ghana concluded that there are leakages in the transfer of capitation grants. These leakages occur between the Ministry of Finance and the GES, the GES and the districts as well as between the districts and finally, beneficiary schools. CDD-Ghana also found that there is little or no dissemination of information to the public; this resulted in a lack of community involvement and demand for accountability.

Based on these findings, CDD-Ghana made a number of recommendations relating to increasing community involvement in DAs. Among these were increasing demand for accountable, established structures that ensure free flow of information in the districts and allowing for periodic engagement between communities. Other recommendations included: ensuring DAs and DCEs provide sustained public education on DA concepts to build public interest; implementing a requirement for DAs to publicize their activities; and initiate consultative processes to involve communities in decision making processes.

Current Research: The issues

Apart from the laissez-faire attitude exhibited by successive governments to facilitate effective decentralization and independence of the districts from the central government, and in spite of the existence of an elaborate constitutional and legal framework stating that this should be the case, there is a communication gap between the DA/DCE and the communities for effective involvement and grassroots participation in the activities of the DAs. Particularly,

- Lack of communication and knowledge of DA activities
- Absence of mechanisms to involve citizens in decision making and planning
- Weak structures of accountability
- Lack of community engagement with DCEs and DAs
- Lack of expertise in the DAs to effectively perform oversight responsibilities
- Ineffective and apathetic community radio stations
- District party executives' overarching influence on the work of DAs and /DCEs.

SURVEY METHODOLOGY

In 2008, the total number of local authority areas in the country was increased from 139 to 170 with the creation of 4 new municipals and 27 new districts. Also, 2 municipals were upgraded to metropolitans, whilst 27 districts were upgraded to municipal status. Thus, at the time the survey was conducted, there were 170 local district authority areas comprising 6 metropolitan, 40 municipal and 124 rural districts in Ghana. The government created 46 additional districts in 2012, bringing the total number to 216.

Random Selection of Districts

The sampling to select specific districts was undertaken with the following criteria in mind:

- All 10 regions of the country had at least 1 district in the sample.
- The sample contained 2 metropolitan, 5 municipal and 10 regular districts.
- The sample included new (as of 2008) metropolitan, municipal and district authority areas.

Cognizant of the first criterion, a simple one-stage stratified random sampling method was used to select project districts. To do this, first the total number of MMDAs across the 10 regions were determined as shown in the first columns of Tables 1^A to 1^C. Next, the percentage share of each region in the total number of MMDAs was calculated (third columns of Tables 1^A to 1^C). The percentage shares were used to distribute the target number of metropolitan (2), municipal (5) and districts (10) to the various regions (fourth columns of Tables 1^A to 1^C).

Table 1^A: Allocation of Metropolitan Areas to Survey Regions

Region	No. of Metropolitans	% Share	Allocated Metropolitans	Adjusted Allocation
Western	1	16.7	0	0
Central	1	16.7	0	0
Greater Accra	2	33.3	1	1
Volta	0	0.0	0	0
Eastern	0	0.0	0	0
Ashanti	1	16.7	0	0
Brong Ahafo	0	0.0	0	0
Northern	1	16.7	0	1
Upper East	0	0.0	0	0
Upper West	0	0.0	0	0
Total	6	100.0	2	2

Table 1^B: Allocation of Municipal Areas to Survey Regions

Region	No. of Municipals	% Share	Allocated Municipals
Western	2	5.0	0
Central	6	15.0	1
Greater Accra	6	15.0	1
Volta	3	7.5	0
Eastern	6	15.0	1
Ashanti	6	15.0	1
Brong Ahafo	7	17.5	1
Northern	1	2.5	0
Upper East	2	5.0	0
Upper West	1	2.5	0
Total	40	100.0	5

Table 1^C: Allocation of Districts to Survey Regions

Region	No. of Districts	% Share	Allocated Districts
Western	14	11.3	1
Central	10	8.1	1
Greater Accra	2	1.6	0
Volta	15	12.1	1
Eastern	15	12.1	1
Ashanti	20	16.1	2
Brong Ahafo	15	12.1	1
Northern	18	14.5	1
Upper East	7	5.6	1
Upper West	8	6.5	1
Total	124	100.0	10

The percentage shares easily enabled the distribution of the target 5 municipal and 10 district assemblies without any adjustment, but in the case of the metropolitan assemblies, the percentage shares led to the allocation of just one to Greater Accra. A simple random sampling technique was therefore used to select the Northern Region, one of the four regions with the second highest percentage share (i.e. 16.7%).

Having determined the number of local authority areas to select from each of the ten regions, per each classification (i.e. metropolitan, municipal and district), both new and old local authority areas in each region were mixed up and numbered. A simple random sampling technique was then applied to select the required number of local authority areas in Table 2.

Table 2 Allocation of Districts to Survey Regions

Regions	Selected Metropolitans	Selected Municipals	Selected Districts
Western	--	--	Ahanta West
Central		Effutu Municipal*	Ajumako-Enyan-Essiam
Greater Accra	Accra Metropolitan	Adentan Municipal*	--
Volta	--	--	Kadjebi
Eastern	--	Birim Central Municipal*	Birim South*
Ashanti	--	Obuasi Municipal	Bosome Freho* Sekyere Central*
Brong Ahafo	--	Kintampo North Municipal	Jaman North
Northern	Tamale Metropolitan*	--	Saboba
Upper East	--	--	Builsa
Upper West	--	--	Wa West
Total	2	5	10

* New Metropolitan, Municipal or District Assembly.

Random Selection of Localities

The last stage in the sampling is the selection of a number of towns and villages in the identified districts for the baseline survey as well as the capacity building activities. To this end, a list of such towns and villages in the selected local authority areas were procured mainly from the districts and used as a sampling frame.

Next, a target of 10 localities was assigned to each local authority area to be surveyed. A simple random sampling technique was used in selecting specific localities from the survey districts.

Interviews per Locality and District

Twenty-five interviews were planned to be conducted in each locality. Thus, for each of the 17 local authority areas, given that 10 localities were to be surveyed, a total of 250 interviews were conducted. At the national level, a total of 4,250 interviews were expected.



The RAs in a group picture with Mr. Joseph Allan Bogrebon of the EU, Prof. Gyimah-Boadi and other CDD staff during the training.

Changes to the Field Survey: Originally, the team had planned to distribute a total of 510 questionnaires for the project. However, this number was increased on the advice from the Center's Senior Research Officer and the research team on account that the 510 questionnaires would not be enough to do a district level analysis and it is also too small for a national knowledge gap assessment. In light of this, the team distributed 250 questionnaires in each of the 17 districts, bringing the total questionnaires administered to 4,250 instead of the 510 originally proposed.

· **Field Monitoring and Scoping Studies:** Members of the project team from the Center travelled to the sampled 17 districts during the period between April 30th, 2012 and May 8th, 2012, to monitor the fieldwork. The monitoring exercise was necessary to ensure that the RAs were conforming to the field research protocols and ethics as well as to do troubleshooting when necessary. The team also used the monitoring exercise to conduct scoping studies for each of the 17 districts. The objectives of the scoping were as follows:

- to introduce the project to the target groups in the districts and secure their support and commitment;
- to afford the CDD project team the opportunity to assess the capacity and equipment of the local radio stations and district information services that could be used during the education phase;
- to cross-check the information from the desk research with the practical experience from the people in the districts; and
- to equip the project team with information on specific factors resulting in citizens' apathy in public and governance discourse in the respective districts.

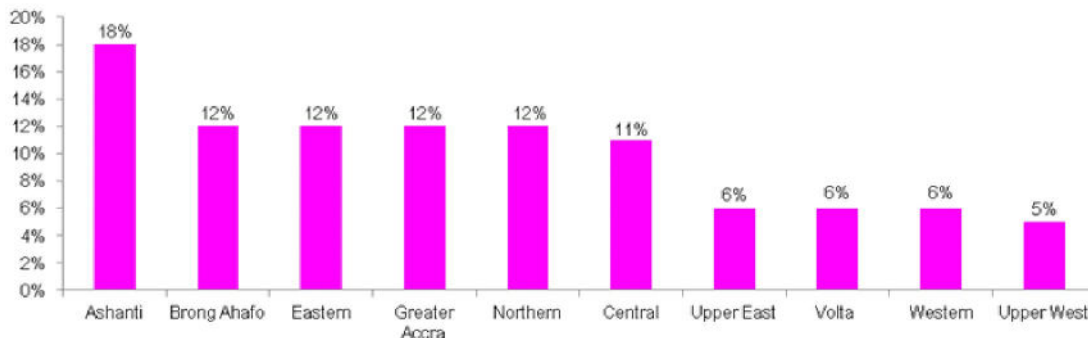
· **Data Capture and Cleaning:** Data entry and cleaning of the field research was completed on June 15, 2012.

SOCIAL CHARACTERISTICS OF RESPONDENTS AND SURVEY LOCALITIES

2.0 Social Characteristics of Respondents

Regional distribution of respondents: A total of 4,232 respondents resident in 180 localities in 17 selected MMDAs were interviewed. The 17 districts were spread across the 10 regions of Ghana, with the majority of the respondents, being from the Ashanti Region (18%) while the Eastern, Brong Ahafo, Northern and Greater Accra regions comprised 12% each. In comparison, the Volta, Upper East and Western regions recorded 6% each and the Upper West Region recorded 5% of respondents (see Figure 2.1).

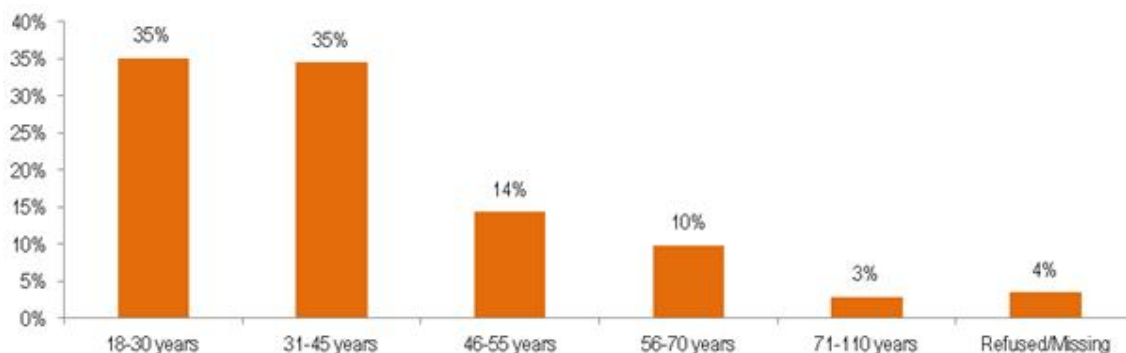
Figure 2.1: Regional distribution of respondents



Residential status of respondents: With the belief that responses from participants who had resided in the districts for some years would be more accurate, the survey asked: “Are you a permanent resident in this district?” An overwhelming majority of the people interviewed (94%) turned out to be permanent residents. Non-permanent residents constituted only 4% of the respondents while the remaining 2% refused to answer. On the length of stay in the district, the majority of the respondents (70%) had stayed in the sampled districts for 11 to 93 years and less than a third of the respondents (27%) had been in the districts between 1 and 10 years. The mean average period of residency in the districts was 24 years. However, most of the people had been in the districts for 20 years (i.e. modal years of stay).

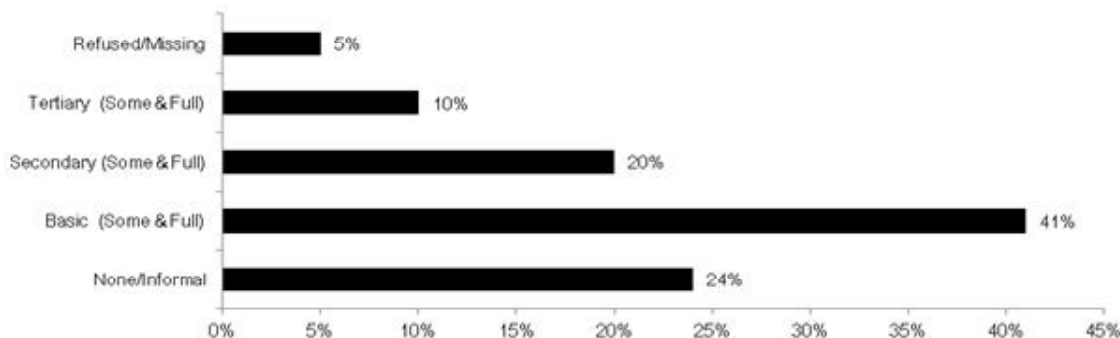
Gender and age distribution of respondents: The majority of respondents (53%) were male whilst 45% of them were female¹. With regards to age, the 18 to 30 and 31 to 45 age brackets comprised 35% of respondents each. 14% of respondents fell into the 46 to 55 year age group whilst 17% were aged 56 years and above. The mean and modal ages were 39 and 30 years respectively while the youngest and oldest respondents were aged 18 and 105 years, respectively (see Figure 2.2).

Figure 2.2: Age distribution of respondents



Level of education: In terms of educational level, 41% of respondents had received a minimum of basic school education (completed/incomplete) and followed by 20% had attained secondary level education (complete/incomplete). In comparison, only 10% of respondents had attended post-secondary or university establishments. Those with no or informal education constituted 24% of respondents while 5% did not respond or data was missing (see Figure 2.3).

Figure 2.3: Educational level of respondents



¹ Missing data accounted for the remaining 2%.

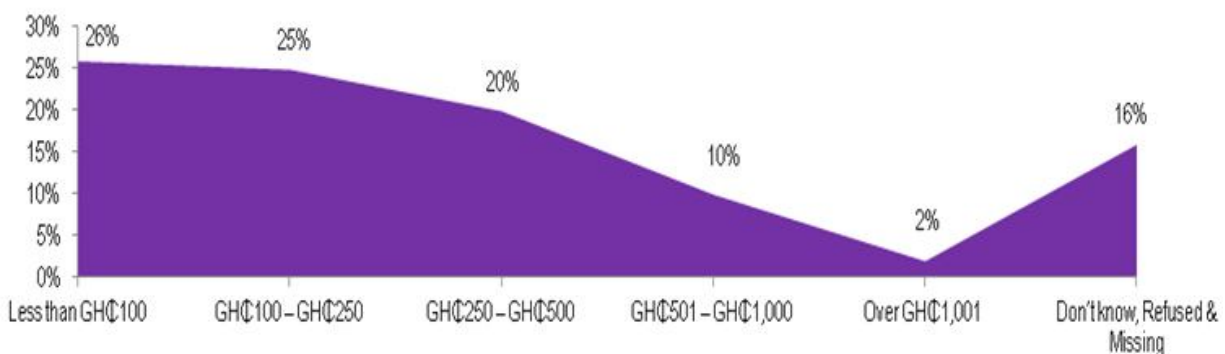
Occupation of respondents: The occupational characteristics of respondents reflected the typical agrarian characteristic of most of the survey districts. The majority of the respondents (40%) were farmers in cash crops or fish. Nearly a fifth (18%) of the respondents described themselves as traders and businesspersons while a tenth (10%) were artisans and apprentices. Professionals and public servants constituted 8% of the respondents. Another 6% were security personnel, technicians, industrial workers, commercial transport operators and other occupations (see Table 2.1).

Table 2.1: Occupation of respondents

Agricultural workers [Food and cash crop farmers, fishermen and fish mongers]	40%
Trader/ business person	18%
Artisan/ apprentice	10%
Professional/ public officials	8%
Security personnel/ industrial workers/ technicians/ transport operators/ others	6%
Students/ pensioners/ unemployed	14%
Refused	4%

Estimates of household monthly income: A quarter of respondents (26%) estimated their households' monthly earnings to be less than GH¢100.00 (equivalent to about \$60.00 at the time of the survey). Another quarter (25%) earned between GH¢100.00 to GH¢250.00 (i.e. \$60.00 to \$147.00). Nearly a third of household (30%) monthly earnings were in the range of GH¢250.00 to GH¢1,000.00 (i.e. \$147.00 to \$588.00). Only 2% of the households earned more than GH¢1,000.00 (i.e. more than \$588.00). A fifth (16%) however did not know their household's monthly income or refused to disclose the information or data was missing (see Figure 2.4).

Figure 2.4: Respondents' estimates of monthly household income



2.1 Social Characteristics of Survey Communities

A major aspect of the decentralization policy is to enhance the delivery of public goods and services. The FRAs who gathered data for the project in the field were tasked to look out for specific services and facilities present in the 180 localities² surveyed. This contextual information formed the basis of the discussion in this section.

With regards to infrastructure, mobile phone services, public basic schools and electricity grids were present in most of the survey localities and an appreciable number of localities also had access to pipe water. Of the 180 localities, the FRAs observed that there were functional mobile phone networks/ services in 154, public basic schools accessible to the majority of children in 146, and electricity grids that most houses could easily access in 105 communities. Also, a small majority of the localities (93 localities) had piped water systems that most houses could easily access.

Unfortunately, four of the services - health clinics, tarred roads, sewage systems and police stations – were unavailable in the majority of the localities. Less than half of the localities could boast of health clinics that attend to the health needs of the people (68), tarred roads linking their localities to neighboring towns (64), sewage systems that most houses could access (34) and police stations that attend to the security needs of the people (29). In fact, most of the localities lacked these public service facilities.

At the district level, all survey localities in ten districts, namely the Accra Metropolitan Area, Adentan Municipal, Ahanta West, Birim Central Municipal, Builsa, Effutu Municipal, Obuasi Municipal, Sekyere Central, Tamale Metropolitan Area and Wa West districts, had access to mobile phone services. Public basic schools that most kids could attend were also present in all survey localities in five of the 17 survey districts, namely Accra Metropolitan Area, Birim Central Municipal, Effutu Municipal, Jaman North and Tamale Metropolitan Area. Meanwhile all survey localities in three districts; Accra Metropolitan Area, Adentan Municipal and Obuasi Municipal, could boast of access to an electricity grid. In only two districts (Accra Metropolitan Area and Birim Central Municipal) did researchers find piped water systems that most houses could access. Likewise, Accra Metropolitan Area was the only district where all localities surveyed had health clinics that attended to the health needs of the people, tarred roads linking these localities to neighbouring towns, sewage systems that most houses could access and police stations that attended to the security needs of the people (see Table 2.2).

² Number of localities in survey districts are as follows: Ahanta West, Birim South, Builsa and Effutu Municipal (12 localities each); Birim Central Municipal, Jaman North and Tamale Metropolitan (11 localities each); Accra Metropolitan, Adentan Municipal, Ajumako-Enya-Essaim, Bosome Freho, Kadjebi, Kintampo North Municipal, Obuasi Municipal, Saboba and Wa West (10 localities each) and Sekyere Central (9 localities).

Table 2.2: Number of survey localities with services and facilities available

Localities Surveyed	Number of Localities with Listed Services/Facilities								
	Mobile Phone Service	Public Basic School	Electricity Grid	Piped Water System	Health Clinic	Tarred Road	Sewerage System	Police Station	
Accra Metropolitan	10	10	10	10	10	10	10	10	10
Adentan Municipal	10	10	6	10	2	3	8	2	4
Ahanta West	12	12	7	6	0	1	0	0	0
Ajumako-Enyan-Essaim	10	8	8	8	8	5	2	1	1
Birim Central Municipal	11	11	11	7	11	7	7	0	0
Birim South	12	8	5	1	11	0	0	1	0
Bosome Freho	10	5	5	5	6	1	0	0	0
Builsa	12	12	11	1	1	4	1	0	1
Effutu Municipal	12	12	12	11	8	4	7	3	1
Jaman North	11	7	11	3	7	4	0	1	1
Kadjebi	10	5	7	1	7	1	3	0	0
Kintampo North Municipal	10	7	8	3	1	1	6	1	1
Obuasi Municipal	10	10	8	10	9	5	5	8	2
Saboba	10	7	10	6	1	7	0	0	2
Sekyere Central	9	9	8	6	2	1	3	0	1
Tamale Metropolitan	11	11	11	10	9	8	9	7	3
Wa West	10	10	8	6	0	6	3	0	0
Total localities	180	154	146	105	93	68	64	34	29

GENERAL FINDINGS OF THE SURVEY

3.0 Citizen Awareness of Specific Local Government Issues

A number of questions were posed to respondents with the aim of gauging their level of awareness of specific issues relating to the operations of local government bodies. *The overall picture painted by the responses received was one of low awareness of local government issues in the survey districts.*

Six out of every ten people interviewed (61%) were aware of the District Assembly Common Fund (DACF) that government gives to MMDAs to implement their development agenda. A similar percentage (60%) also expressed awareness that a portion of the DACF that was given to Members of Parliament (MPs) to undertake development activities in their constituencies (i.e. MPs common fund (MPsCF) while 40% were unaware. Likewise, 39% of respondents were not at all aware of this financial support from central government.

Given that over a third of respondents were unaware of the most common funding basket of MMDAs, the DCAF, it was understandable that the majority of those interviewed (51%) were not aware that MMDAs are legally mandated to allocate at least 2% of the DACF to persons with disabilities (PLs). 49% of respondents, however, said they were aware of this transfer. On the transfer of resources to PWDs, participants at the dissemination workshops indicated that rather than sharing the money for PWDs, as happens in some MMDAs based on how 'connected' one is at the Assembly, the fund should be used to promote their activities and the small scale businesses that members would want to embark on. Consequently, members must write a proposal to demonstrate the viability of the supposed investment before funds are released to them.

It was also not surprising that at least seven in every ten interviewees (76%) lacked awareness of any assessment tool used by government to rate the performance of MMDAs and the consequent financial benefit - the District Development Facility (DDF) that MMDAs adjudged to have performed well (i.e. 74%) on the basis of the assessment tool received.

In addition, 75% of respondents were unaware of the processes used by their MMDA to determine rates to be paid on landed properties, licenses, fees, and fines and 58% in the past year never heard of any public announcement by their MMDA calling on citizens to pay local taxes, property rates, license fees or fines. Furthermore, two-thirds (67%) were not aware of the regulation that demands DAs to seek the input of citizens when preparing district development plans and the complaints committees in the DA that receives and acts on complaints from the public (66%) (see Table 3.1).

	No	Yes
The District Assembly Common Fund (DACF)	39%	61%
The MPs' Common Fund	40%	60%
DACF allocation to persons living with disabilities (PWDs)	51%	49%
Assessment tool for rating MMDAs' performance	76%	23%
The District Development Facility (DDF)	74%	25%
MMDAs' processes for determining rates on properties, licenses, fees, and fines	75%	24%
MMDAs' announcement on payment of local taxes/property rates/license fees/ fines	58%	42%
Regulation requiring MMDAs to seek citizens' input when preparing development plans	67%	33%
Complaints committees within MMDAs	66%	34%

Differences in levels of awareness were observed across the survey districts. Awareness of the DACF was lowest in Effutu Municipal and Ahanta West districts. Similarly, less than half of those interviewed in Wa West, Ahanta West and Adentan Municipal were aware of the MP Common Fund. With the exception of Jaman North, 60% or more of the people interviewed in the remaining 16 districts were unaware of the assessment tool for rating MMDAs' performance. Only in Birim South did researchers find that those who were not aware of the DDF were in the minority. In fact, even in Jaman North where the majority of respondents were aware of the assessment tool, awareness of the DDF was less than average.

Likewise, awareness of the processes for determining rates on properties, licenses, fees and fines was low in all the districts, with the exception of Jaman North. In Ajumako-Enyam-Essaim however, citizens' awareness of the indicators was mixed. Awareness of announcement by the MMDA calling of people to pay local taxes, property rates, license fees and fines was much better than knowledge of the process for determining these rates in the districts. In Jaman North, Bosome Freho, Sekyere Central, Saboba, Ajumako-Enyam-Essaim and Obuasi Municipal, 50% to 76% were aware of the announcement to pay local taxes, property rates, license fees and fines. In contrast, the level of awareness of the regulation requiring MMDAs to seek citizens' input when preparing development

plans was low in all the districts aside from Jaman North and Birim South. Also, only in these two districts did researchers find that more than half of the respondents were aware of the complaints committee in their MMDAs. Lastly, in nine of the districts (Obuasi Municipal, Builsa, Birim Central Municipal, Sekyere Central, Bosome Freho, Saboba, Ajumako-Enyam-Essaim, Birim South and Jaman North), many of the people were aware that PWDs are entitled to some portion of the DACF (See Appendix 2 Tables 1^A to 1^I).

3.1 Sources of Information on the District Assemblies

Information is a critical ingredient for public accountability and citizen participation in the decentralization processes. In determining the various sources from where local people often access information on local government, a list of 12 sources of information were presented to respondents. Respondents were then asked to indicate their three major sources of information on MMDA activities. A multiple response analysis on the total of 11,128 responses gathered showed that radio (31%) followed by relatives, friends and neighbours (17%), television and gong-gong beaters of traditional rulers (11% each), community leaders (9%) and community information center (8%) were the five most popular sources of information on MMDA activities (See Table 3.2).

While radio cuts across MMDA areas, in largely urbanized areas such as Accra Metropolitan (28%), Obuasi (27%) and Adenta Municipal (32%), the television was a more favourable source of information. In comparison, in semi-rural and rural local government areas, friends and neighbors were a popular source of information (e.g. Builsa, 29%; Sekyere Central, 23%; Saboba, 22%; Birim Central 22%; and Kintampo North 21%). It is interesting to note that about 23% of respondents in Accra Metropolitan areas also relied on friends and neighbors for information relating to the Assembly. Gong-gong beaters of traditional rulers were popular in all districts with the exception of Accra Metropolitan, Adentan and Obuasi Municipal, Ajumako-Enyam-Essaim and Bosome Freho districts.

Table 3.2^A: Sources of information on local government activities (Multiple response)

	Radio	Relatives, friends & neighbours	Television	Traditional ruler (gong beater)	Community leaders	Community Information Center
Accra Metropolitan	37%	23%	28%		1%	3%
Tamale Metropolitan	35%	15%	10%	14%	6%	5%
Efutu Municipal	34%	14%	14%	13%	%	14%
Adentan Municipal	35%	10%	32%			4%
Birim Central Municipal	25%	22%	6%	13%	15%	14%
Obuasi Municipal	33%	13%	27%	1%	1%	15%
Kintampo North Municipal	32%	21%	8%	12%	8%	7%
Ahanta West	31%	15%	12%	11%	18%	2%
Ajumako-Enyan-Essaim	26%	7%	15%	6%	5%	16%
Kadjebi	34%	19%	2%	16%	14%	3%
Birim South	33%	16%	8%	13%	11%	6%
Bosome Freho	32%	19%	11%	9%	10%	8%
Sekyere Central	23%	23%	2%	21%	15%	12%
Jaman North	33%	13%	11%	12%	7%	7%
Saboba	32%	22%	4%	16%	6%	7%
Builsa	26%	29%	2%	11%	24%	1%
Wa West	27%	17%	1%	19%	14%	2%
Overall Average	31%	17%	11%	11%	9%	8%

Table 3.2^A: Sources of information on local government activities (Multiple response)

	Radio	Relatives, friends & neighbours	Television	Traditional ruler (gong beater)	Community leaders	Community Information Center
Accra Metropolitan	37%	23%	28%		1%	3%
Tamale Metropolitan	35%	15%	10%	14%	6%	5%
Efutu Municipal	34%	14%	14%	13%	%	14%
Adentan Municipal	35%	10%	32%			4%
Birim Central Municipal	25%	22%	6%	13%	15%	14%
Obuasi Municipal	33%	13%	27%	1%	1%	15%
Kintampo North Municipal	32%	21%	8%	12%	8%	7%
Ahanta West	31%	15%	12%	11%	18%	2%
Ajumako-Enyan-Essaim	26%	7%	15%	6%	5%	16%
Kadjebi	34%	19%	2%	16%	14%	3%
Birim South	33%	16%	8%	13%	11%	6%
Bosome Freho	32%	19%	11%	9%	10%	8%
Sekyere Central	23%	23%	2%	21%	15%	12%
Jaman North	33%	13%	11%	12%	7%	7%
Saboba	32%	22%	4%	16%	6%	7%
Builsa	26%	29%	2%	11%	24%	1%
Wa West	27%	17%	1%	19%	14%	2%
Overall Average	31%	17%	11%	11%	9%	8%

Table 3.2^B: Sources of information on local government activities (Multiple response)

	Newspapers	Community Groups or associations	Politicians (e.g. MPs, Party officials etc)	Internet	Community NGOs (local or notice board international)	
Accra Metropolitan	5%	1%		1%	1%	
Tamale Metropolitan	6%	2%	1%	2%	4%	
Effutu Municipal	6%	1%			1%	
Adentan Municipal	15%			2%	1%	
Birim Central Municipal	2%	1%	1%		1%	
Obuasi Municipal	6%			1%	1%	
Kintampo North Municipal	4%	2%	3%	2%	1%	
Ahanta West	2%	2%	3%	1%	1%	
Ajumako -Enyan- Essaim	8%	4%	3%	4%	5%	1%
Kadjebi	1%	6%	3%		1%	1%
Birim South	3%	4%	3%		1%	3%
Bosome Freho	3%	5%	2%	1%		
Sekyere Central	1%	1%	1%	%	1%	
Jaman North	6%	2%	4%	2%	2%	1%
Saboba	2%	1%	3%	1%	2%	5%
Builsa		4%	3%			
Wa West		9%	8%		1%	2%
Overall Average	4%	3%	2%	1%	1%	1%

In conformity with the poor awareness ratings, people in the local authority areas generally lacked information about specific funds that the MMDAs³ depend on to undertake development activities. A large majority of those interviewed (79%) had rarely been given information on the DACF and the MP's common fund. Likewise, the majority had not received information about the DDF (80%) and the IGF (82%). The percentages of citizens that regularly obtained information on these funds lodged with the MMDAs were quite low, ranging from 7% for the DDF to 13% for the DACF and MP Common Fund. Rarity of information about these funds appear to cut across all the 17 survey districts (See Figures 3.1^A to 3.1^D).

³ **Note:** District full names and acronyms are as follows: AEE = Ajumako-Enya-Essaim District; AM = Adentan Municipal; AMA = Accra Metropolitan; AW = Ahanta West District; BCM = Birim Central Municipal; BF = Bosome Freho; BL = Builsa District; BS = Birim; South District; EM = Effutu Municipal; JN = Jaman North District; KB = Kadjebi District; KNM = Kintampo North Municipal; OM = Obuasi Municipal; SB = Saboba District; SC = Sekyere Central District; TM = Tamale Metropolitan; and WW = Wa West District.

Figure 3.1^A: Regularity of information on the DACF

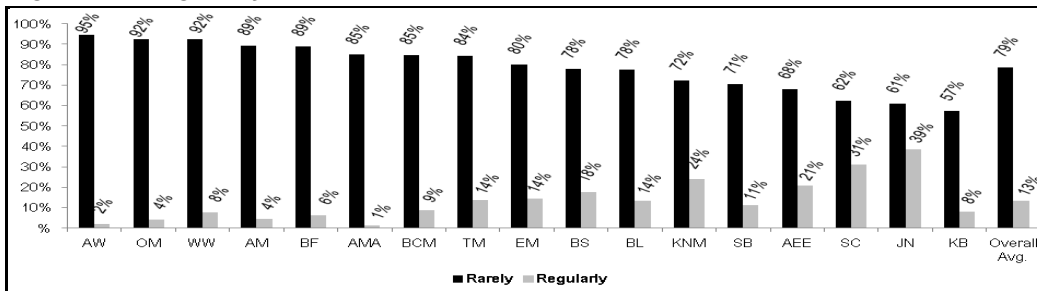


Figure 3.1^B: Regularity of information on the MP CommonFund

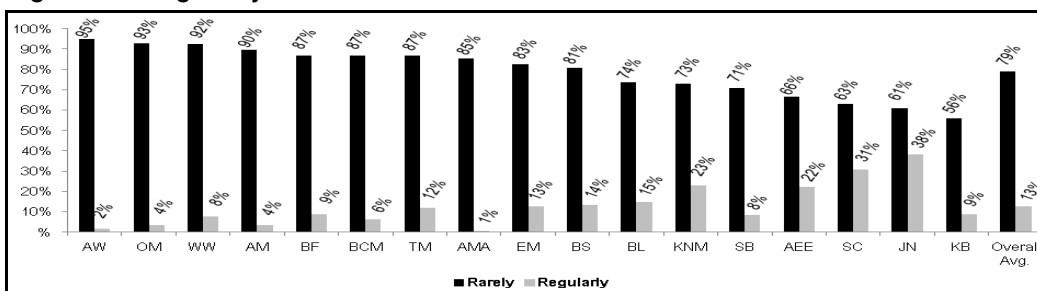


Figure 3.1^C: Regularity of information on the DDF

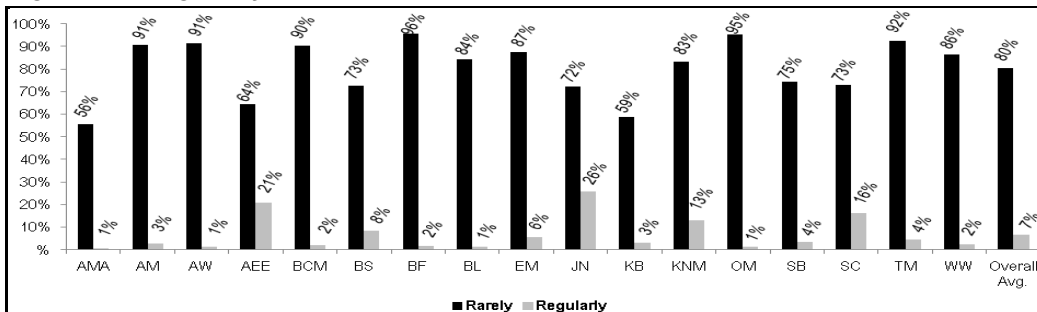
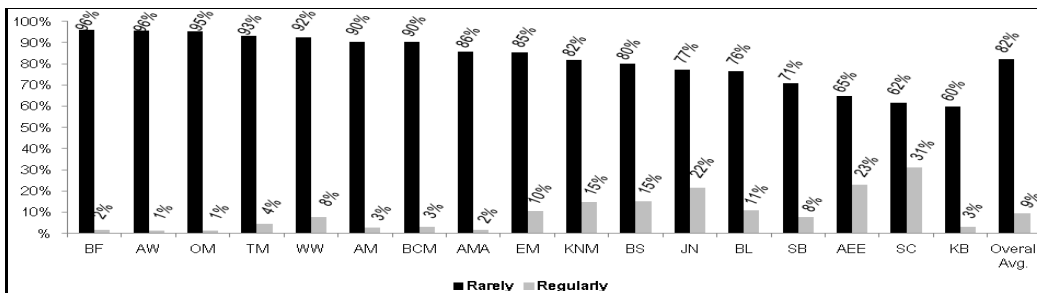


Figure 3.1D: Regularity of information on the IGF



At the validation workshops, some participants affirmed the findings on information gaps between MMDAs and constituents by attributing the problem to the issue between the DAs and the NCCE offices at the district level about who should be responsible for the provision of education to the citizenry. Perhaps, this was the reason why the DAs did not want to spend on information dissemination. There was failure on the part of DAs to make good use of the Information Services Department (ISD) and the National Commission for Civic Education (NCCE) at the district level for effective dissemination of information.

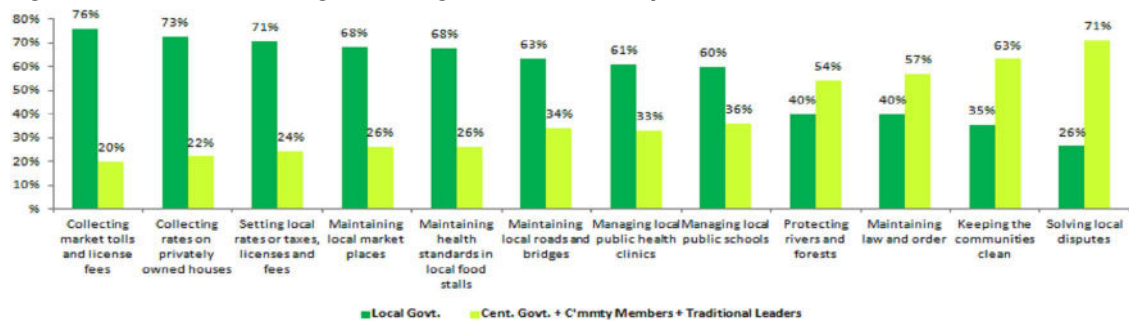
3.2 Metropolitan, Municipal and District Assemblies' (MMDAs) Functions and Service Delivery Responsibilities

Functions of MMDAs: Clause 3d, Section 10 of the Local Government Act (Act 462, 1993) assigned the responsibility of initiating programs for the development of basic infrastructure and the provision of municipal works and services in the district to MMDAs. The question, however, is whether Ghanaian understanding of the responsibilities of local government converges with what the law stipulates.

In general, the majority of those interviewed had knowledge of the responsibilities of local government authorities. Seven out of ten people interviewed ascribed to local government the primary responsibility of collecting market tolls and license fees (76%), collecting rates on privately owned houses (73%), and setting local rates or taxes, licenses and fees (71%). Similarly, at least six out of every ten respondents assigned the responsibility of maintaining local market places (68%), maintaining health standards in local food stalls (68%), maintaining local roads and bridges (63%), managing local public health clinics (61%) and managing local public schools (60%) to local government. Surprisingly, the majority of respondents thought that the central government, traditional authorities and community members are collectively responsible for protecting rivers and forests (54%), maintaining law and order (57%), keeping communities clean (63%) and solving local disputes (71%), when in fact they are the responsibility of local government. This response might have been influenced by the traditional approaches adopted by communities to ensure cleanliness in their communities and around river bodies. Nonetheless, sizeable minorities (from 26% to 40%) rightly identified these functions as local government's responsibilities. Also, the critical role of central government in the general security condition within the country was acknowledged in these responses⁴ (See Figure 3.2).

⁴ **Note:** Among the three institutions, traditional authority had the highest percentages regarding the protection of rivers and forest (24%) and solving local disputes (58%). For cleanliness in community and maintenance of law and order, community members (47%) and central government (29%), respectively received the largest percentage shares amongst the three institutions.

Figure 3.2: Understanding of local government’s responsibilities



In spite of the encouraging levels of understanding of local government’s responsibilities, the survey found some variations at the district level. For instance, it was only within three local authority areas (Tamale Metropolitan Authority, 63%, Bosome Freho District, 61% and Accra Metropolitan Authority, 57%) that researchers found that the majority of respondents believed that keeping the community clean was a responsibility of the local government.

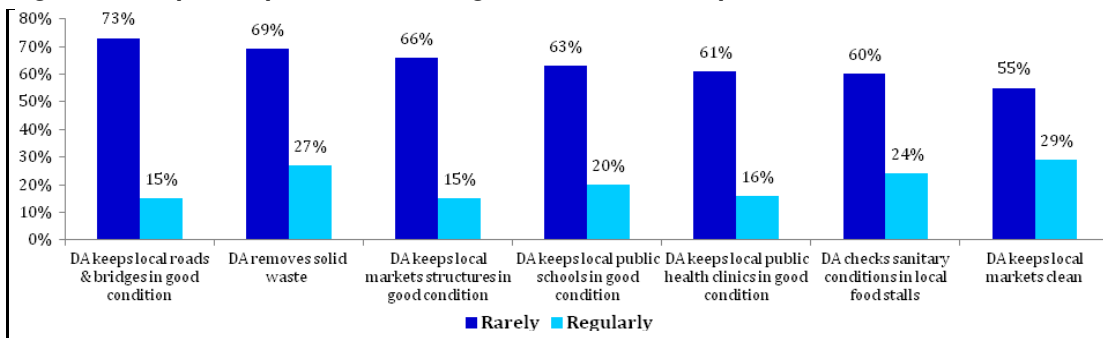
Also, Jaman North District and Accra Metropolitan Authority were the only areas where at least half of the respondents (53% and 50% respectively) assigned the responsibility of solving local disputes to local government, presumably because they were aware of the mandate of the District Security Committee (DISEC). Surprisingly, the majority of respondents in the remaining 15 districts mostly assigned that responsibility to traditional authorities.

Also, compared to the overall average, the percentage that assigned the responsibility of managing local schools to the local government authority were much higher, in the range of 66% to 77%, in Accra Metropolitan, Tamale Metropolitan, Effutu Municipal, Adentan Municipal, Obuasi Municipal, Ahanta West, Bosome Freho and Jaman North (See Appendix 2 Table 2^A to 2^L).

Local government public service delivery: Despite the remarkable knowledge exhibited by respondents regarding the responsibilities of local government bodies, the grassroots largely did not think that the MM DAs were responsive in their delivery of public services. The majority of the people interviewed were of the opinion that the DAs rarely kept the following in good condition: local roads and bridges (73%); local market structures (66%); local public schools (63%); and local public health clinics (61%). A similar majority also stated that the DAs rarely removed solid waste (69%), checked sanitary conditions in local food stalls (60%) or kept local markets clean (55%) (See Figure 3.3).

The district disaggregated data showed that across the seven services, in 15 of the 17 survey districts, those who claimed the assemblies had not been responsive in their service delivery functions were, on average, in the majority (See Appendix 2 Tables 3^A to 3^G).

Figure 3.3: Popular opinions on local government service provision



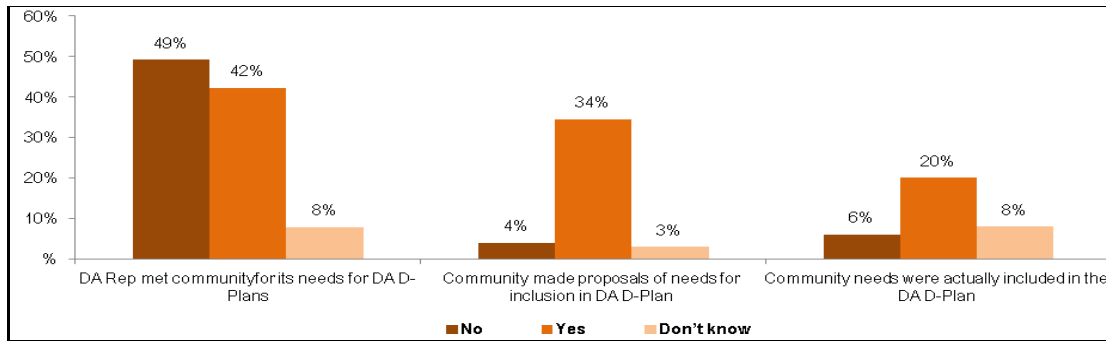
3.3 MMDAs’ Adherence to Provisions in the Local Government Act

Section 16, Clause 1 of the Local Government Act (Act 462) requires that elected representatives of the people (i.e. assembly men and women) shall, as appropriate (and on behalf of the assembly) perform the following functions (a) Maintain close contact with his electoral area, consult the people on issues to be discussed at the assembly meetings and collate their views, opinions and proposals; (b) Present the views, opinions and proposals of the people to the assembly; (c) Meet the electorates before each meeting of the assembly; (d) Report to the electorates the general decisions of the assembly and its Executive Committee and the actions taken to resolve problems raised by residents; and (e) Take part in communal and developmental activities in the district.

The opinions of residents in the local authority areas surveyed revealed that local government bodies to a large extent did not adhere to the provisions outlined in the Local Government Act.

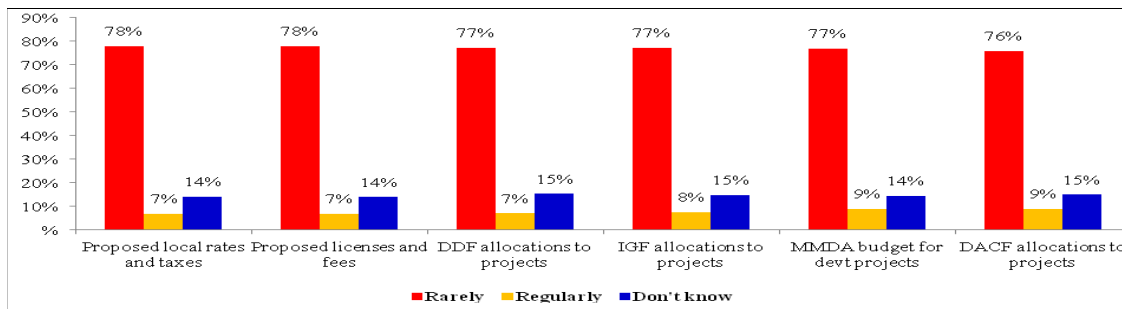
When presented with the statement “In the past 12 months (i.e. 2011), your assembly man or woman organized a meeting to identify community needs to be included in the district’s development plan for that year” and asked to indicate whether the statement best described what happened in their communities in the past year, respondents were split in their responses. The opinion of 49% of the respondents showed that no such meeting was organized in the past year. A slightly lower percentage (42%) however confirmed that such a meeting took place. Also, according to 34% of those interviewed, their communities made proposals regarding the community’s needs to be included in the district development plan during the meetings but only 20% agreed that those needs were incorporated into in the development plans. Cumulatively, 14% either did not know whether these needs were included in the development plans, or totally disagreed with the assertion that these needs were considered (See Figure 3.4).

Figure 3.4: Local government consultations prior to development plans preparation



In addition to the discouraging level of consultative meetings, the MMDAs rarely organized meetings to build consensus on specific local policies. When asked how often their MMDAs, through their elected representative, (i.e. Assembly man/woman) organized meetings in the past 12 months to build consensus on proposed revenue generation policies and budgetary allocations, the majority of those interviewed said their MMDA rarely organized meetings aimed at building consensus on proposed (a) local rates and taxes (78%), (b) licenses and fees (78%), (c) District Development Facility (DDF) allocation to projects (77%), (d) Internally Generated Funds (IGF) allocation to projects (77%), (e) budget for development projects (77%) and (f) District Assembly Common Fund (DACF) allocation to projects (76%) (see Figure 3.5).

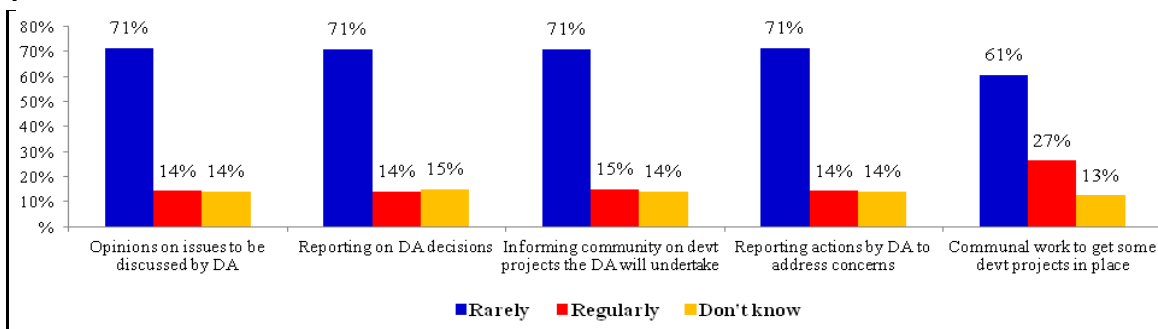
Figure 3.5: Regularity of consensus meetings on proposed revenue generation policies and budgetary allocations



At the district level, Sekyere Central and Jaman North recorded 29% to 38% (which was higher than the overall average ranging from 14% to 15%) of respondents saying their MMDAs organized meetings in the past year to build consensus on proposed revenue generation policies and budgetary allocations (see Appendix 2 Tables 5^A to 5^F). Similarly, meetings to seek grassroots support and opinions as well as provide feedback on specific issues rarely were organized by MMDAs. Seven in every ten citizens interviewed stated that the MMDAs, through the assembly man/woman, rarely organized meetings to: gather opinions on issues to be discussed at the DA (71%); report to electorates the general decisions of their MMDAs (71%); inform electorates about various development projects that their

MMDA plans to undertake in their communities (71%); or inform electorates on actions taken by their MMDAs to address their concerns (71%). Also, 61% said their elected assembly representatives rarely organized meetings for communal work aimed at implementing community development projects (See Figure 3.6).

Figure 3.6: Regularity of MMDA meetings to seek electorate support, opinions and provide feedback



Despite the poor ratings on meetings to seek grassroots support and opinions and to provide feedback on specific issues, the district level analysis showed that in Ahanta West, Ajumako-Enya-Essaim, Sekyere Central, Jaman North and Builsa districts, at least a fifth (from 20% to 29%) of the respondents concurred that their elected MMDA representatives organized meetings to seek their opinions on issues slated for discussion.

More than a fifth (20% to 41%) of those interviewed in these five districts, together with Birim Central Municipal, also agreed that their elected local government representatives organized meetings to report on decisions of their MMDAs. In Birim Central Municipal, Ajumako-Enya-Essaim, Sekyere Central, Jaman North and Builsa similar sizeable minorities (23% to 40%) said their local government representatives organized meetings to report on development projects to be undertaken by the DA in their communities.

The percentages of respondents who agreed that meetings to inform them about actions being taken by their MMDAs to address their concerns in Birim Central Municipal, Ajumako-Enya-Essaim, Sekyere Central, Jaman North and Builsa (from 20% to 40%) and meetings to tap into the communal spirit of the grassroots to get in place a community development project in Birim Central Municipal, Obuasi Municipal, Ahanta West, Ajumako-Enya-Essaim, Kadjebi, Bosome Freho, Sekyere Central, Jaman North and Builsa which were generally much higher (from 24% to 76%) were also much similar to the previous situations (see Appendix 2 Tables 6^A to 6^E). [Q12g-k]

Some participants at the validation workshops organized in three zones across the country corroborated the findings that elected officials rarely organized meetings when they asserted that community members always request meals and allowances anytime the MMDA attempt to engage them in any form of interaction relating to their wellbeing or development of their communities. This point was, however, rebutted by a participant who argued that the community members demanded inducements because the meetings were not organized with the community members' availabilities in mind. Going forward, participants suggested that meetings should be organized on days and times where community members will not be engaged in farming, commercial or other work activities.

3.4 Citizen Participation In Local Governance

Section 16, Clause 1 of the Local Government Act (Act 462) further provides for citizen participation in local governance. Indeed, one cardinal objective of the decentralization agenda is to bring governance to the doorsteps of the people to ensure participation and facilitate a bottom-up approach to development. In addition, the fifth chapter of the 1992 constitution prescribes sets of rights and freedoms for all citizens of Ghana. Article 21 of the chapter for instance, itemizes various rights, among which are freedom of association, freedom of assembly, right to information and right to partake in demonstration.

Given the opportunities offered by the constitution and the local government law, how active are citizens in engaging with local government at the grassroot level? *The survey results showed that grassroot participation in local governance is generally low.*

Participation in MMDA-initiated meetings: To gauge the involvement of people in local governance, respondents were first asked about their participation in the consensus, opinion gathering and feedback meetings alluded to in the preceding paragraphs in this section. As depicted in Table 3.3, the percentages of respondents who said they participated in such meetings were quite low. The low participation rates confirmed the findings of other studies carried out by CDD-Ghana⁵.

⁵ The "Public Participation in Local Governance in the Western Region of Ghana" conducted by the Ghana Center for Democratic Development (CDD-Ghana) in 2010 for the USAID and Management System International (a subsidiary of Coffey International Ltd.) commissioned Ghana Local Governance and Decentralization Program (LOGODEP) found that just about a fifth 21% and 22%, respectively participated in MMDA organized community meetings while 9% to 30% also said they took part consensus building and feedback giving meetings.

Table 3.3: Participation in meetings by MMDA representative to discuss specific issues

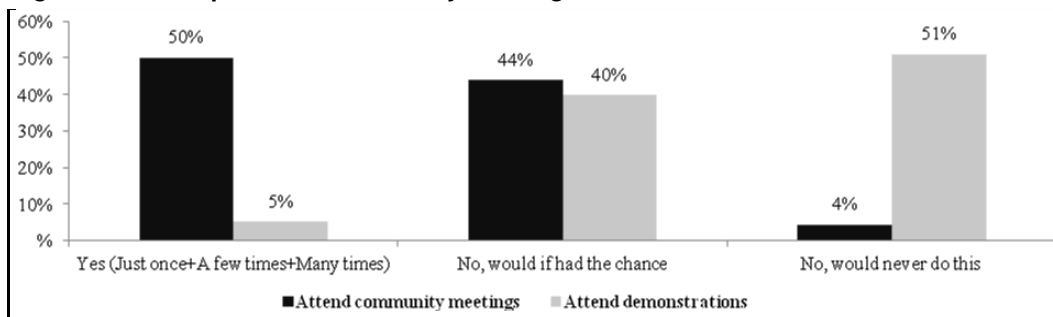
	Never / Just once	A few times / Many times / Always
Consensus on DA budget for development projects	5%	8%
Consensus on proposed DACF allocations to projects	4%	8%
Consensus on proposed DDF allocations to projects	3%	6%
Consensus on proposed IGF allocations to projects	3%	7%
Consensus on proposed local rates and taxes	4%	7%
Consensus on proposed licenses and fees	4%	6%
Opinions on issues to be discussed by DA	7%	12%
Reporting on DA decisions	6%	12%
Informing community on development projects the DA will undertake	7%	13%
Reporting actions by DA to address concerns	6%	13%
Communal work to get some development projects in place	8%	23%

Compared to the discouraging levels of participation in MMDA organized meetings, citizens appeared to be much more active in community meetings. Half of those interviewed (50%) attended community meetings at least once in the past year although almost the same number (48%) have never engaged in such a meeting. However, 44% of these participants stated that, given the opportunity, they would have done so while 4% never wished to attend such meetings.

Participating in a demonstration appears to be an unpopular option for most citizens. Only 5% of respondents reported having participated in a demonstration. This finding is consistent with that of Afrobarometer surveys in Ghana since 1999. In 1999 this figure was 9% but dropped to 7% in 2002 before gradually increasing to 8% and 9% in 2005 and 2008 respectively. 91% of respondents stated that they had never participated in such collective action in the past year. In fact, over half of this figure (51%) said they would never do this while 40% would if they got the opportunity (see Figure 3.7).

Similarly, 72% in Effutu Municipal, 70% in Builsa district and half of respondents in Saboba (51%) and Birim South (50%) districts who never participated in a demonstration were emphatic in their claim that they would if they got the opportunity (see Appendix 2 Tables 7^A to 7^B). [Q14a & c]

Figure 3.7: Participation in community meetings and demonstrations



The district level analysis of attendance at community meetings to a large extent showed that residents in metropolitan and municipal authority areas would have wished to have the opportunity of participating in such meetings. Of those who never participated in community meetings in the past year, large numbers were in Accra Metropolitan (87%), Adentan Municipal (84%), Effutu Municipal (64%), Kintampo North Municipal (56%) and Obuasi Municipal (55%).

Using collective actions, media/ social networks and security agency to address local challenges:

The majority of respondents (58%) said that in the past 12 months, they had not used collective action to raise issues within the local community, while 40% had. In comparison with respondents' opinion of demonstrations, they look upon social action more favourably, with 47% of the 58% who did not engage in this collective action said they would, given the chance.

In addition, the vast majority of respondents had not called a television station (92%), radio station (91%) or written to a newspaper (86%) about local problems in the past year. Moreover, 88% had not accessed any social media network to discuss local topics. Comparable percentages also claimed they did not notify the Police about a local problem (90%) or report such problems to the District Security Council (DISEC).

Despite the discouraging levels of engagement in local governance, it is encouraging to note that the majority (between 52% and 62%) of those who said they had not previously participated in such activities would be interested in doing so if they were given the opportunity (see Table 3.4).

Table 3.4: Other forms of citizen participation in local governance

	Yes(Once, A few times & Many times)	No (Would if had the chance)	No (Would never do this)
Got together with others to raise an issue	40%	47%	11%
Called a radio station about local problem	10%	59%	26%
Wrote to a newspaper about local problem	4%	57%	34%
Called a television station about local problem	4%	59%	32%
Notified Police about local problem	6%	62%	27%
Reported a local problem to the District Security Council	5%	59%	31%
Used social media/ social networks to discuss local topics	4%	52%	36%

Adentan and Obuasi Municipal areas recorded the lowest participation in the form of individuals getting together with others to raise an issue in the past 12 months. All apart from two districts, (Jaman North 23% and Ajumako-Enyam-Essiam 16%) registered significantly low proportions of citizens who had written to a newspaper about a local issue in the past 12 months. Jaman North and Ajumako-Enyam-Essiam were also the only districts that demonstrated reasonable levels of participation in calling radio stations (33% and 20%, respectively) or television stations (22% and 16%, respectively) about local problems; reporting local problems to their DISECs (24% and 19%, respectively); notifying the police about local problems (24% and 20%, respectively); and using social media or networks to discuss local topics (23% and 20%, respectively) in the past 12 months (see Appendix 2 Tables 8^a to 8^e). [Q14b, Q14d-i]

Contact with formal and informal leaders: Another indicator of engagement with local government which the survey quizzed respondents about is their contact with both formal (i.e. Member of Parliament, District Chief Executive, Assembly man/woman, Unit Committee member, MMDA official and official of any other public sector agency in the district) and informal (Traditional Ruler and Political Party Official) leaders on some problems or issues in the past 12 months as well as the mode of and reason(s) for contact with these individuals.

Generally, the grassroots contact with both formal and informal leaders was very low. From the results presented in Table 3.5, those who had never contacted either formal and informal leaders were in the majority (from 59% to 87%)⁶. In general, contact with informal leaders (traditional rulers 33%; political

⁶ Ghana Afrobarometer survey found similar low levels of contact with formal leaders compared to contact with informal leaders: Contact MMDAs representative: 15% in 2002, 14% in 2005 and 36% in 2008; Contact MP: 12% in 2002, 16% in 2005 and 14% in 2008; Contact political party official: 15% in 2002 and 21% in 2005; Contact traditional ruler: 28% in 2002, 30% in 2005 and 66% in 2008).

party official, 18%) were much higher than contact with formal leaders excluding elected MMDA representatives and Unit Committee members. The encouraging levels of contact with MMDA representatives and Unit Committee members as well as traditional authorities could be due to the fact that these individuals are immersed in the communities are often residents and are thus more accessible to the local people.

Group action is the preferred mode of contacting formal and informal leaders to get solutions to community problems. The findings show that among the few who contacted these leaders, higher percentages (5% to 27%) did so as part of a group while only 3% to 11% did it alone. The community-based nature of the issues that warranted the engagement with formal and informal leaders are likely to be the underlying reason for the group action approach adopted by the local people. Only 2% to 6% contacted leaders to discuss personal problems.

Table 3.5: Contact with formal and informal leaders, mode and purpose of contact

	Contact with Leaders		Mode of Contact		Purpose of Contact	
	Never	Once/ Few times, Many times & Always	Alone	With a Group	Community Problem	Personal Problem
District Chief Executive	86%	13%	3%	9%	10%	3%
Official at MMDA	87%	11%	3%	7%	8%	2%
Elected MMDA Representative	59%	40%	11%	27%	31%	6%
Unit Committee member	63%	35%	9%	25%	28%	5%
Member of Parliament	87%	11%	3%	8%	9%	2%
Official of a Public Sector Agency	86%	11%	4%	5%	7%	3%
Political Party Official	74%	18%	4%	12%	12%	3%
Traditional Ruler	59%	33%	7%	24%	25%	6%

The district-disaggregated findings showed that across the 17 districts, the percentages (though not very high) that contacted their MMDA representatives, Unit Committee members, political party officials and traditional rulers compared to those who contacted other leaders are notably higher. Similar situation was observed with respect to mode of and reasons for contact (see Appendix 2 Tables 9^A to 9^H). [Q19a-h]

In contrast to the disappointing results of the previous indicators, the local level elections demonstrated higher citizen participation. The self-reported voter turnout in local elections showed that more than seven out of every ten respondents (74%) voted in the 2010 local level elections while a quarter (25%) did not. Indeed, eight out of every ten respondents (79%) would want the Metropolitan, Municipal and District Chief Executives (MM DCEs) to be elected by the local people while a little over a tenth (15%) did not. This finding confirmed results of other surveys conducted by CDD-Ghana⁷.

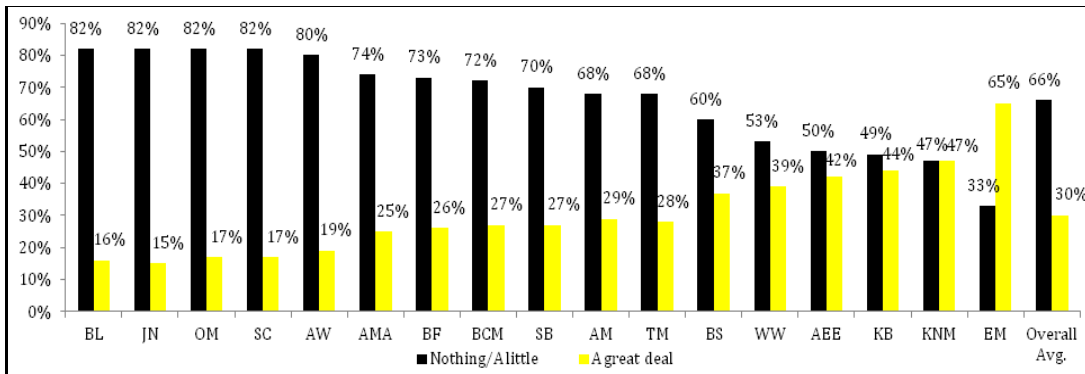
In fact, 77% held the conviction that election of MM DCEs would make them more accountable to the people who elected them rather than the president, who by the current arrangement appoints such individuals with the approval of the assembly members. Only 12% did not think their election would make them accountable to the people. Furthermore, participants at the validation workshops endorsed the overwhelming support for the election of DCEs as they believed this would help to make them more accountable and responsive to their constituents. Some participants argued that MM DCEs should be elected and the position of regional ministers be abandoned. In addition, some argued that assembly persons should be well resourced financially, with timely allocation of funds. Another recommendation was that the capacity of DCEs should be increased to enable them to hire and fire officers based on their performance. In their view, the politicization of the office of the DCE was a serious setback to the decentralization process because any political party that assumed power brought on board people whom they thought would do what their party wanted and not what the citizenry preferred.

To understand why citizens were not engaging local government as expected, the survey posed the following question to respondents: *“When there are problems with how the district assembly is run, how much can an ordinary person like you do to improve the situation?”* **To a large extent, citizens did not think they could do much to improve the way MMDAs were administered.** In cumulative

⁷ The Ghana 2008 Afrobarometer survey found 60% asking for election of M/DCEs. The 2010 United Nations Democracy Fund (UNDEF) commissioned Constitution Review Coalition survey also found that at least 7 in every 10 experts or ordinary citizens interviewed will want M/DCEs elected by the people. In addition, the 2010 USAID and Management System International commissioned survey on Public Participation in Local Governance in the Western Region of Ghana revealed the 65% of the people in the region want M/DCEs elected.

terms, 66% of those interviewed thought ordinary citizens could do “nothing” or at best “a little” to improve the situation of MMDAs when there were problems with how they were run. In contrast, just less than a third (30%) believed ordinary people could do “a great deal” to improve the conditions of MMDAs (See Figure 3.8).

Figure 3.8: How much can you do (as a citizen) to address problems in how MMDAs are run?



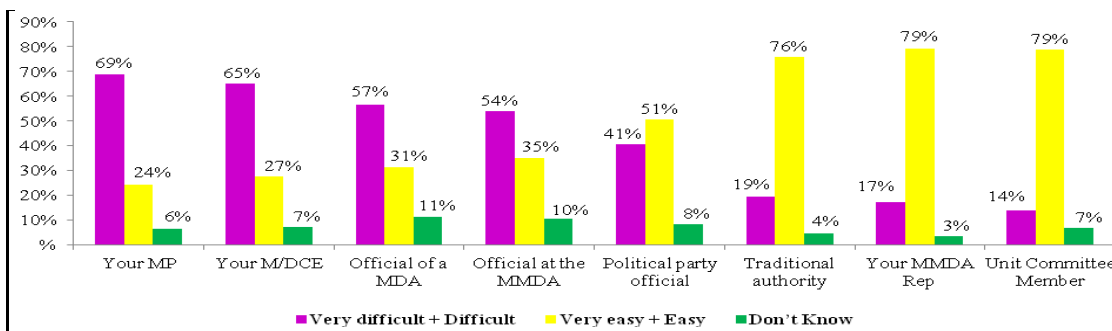
At the district level, it was only in the Effutu Municipal that a majority of residents (65%) thought ordinary people could do a great deal to change the situation of MMDAs. In Kintampo North Municipal, residents were equally divided on whether or not the ordinary citizen could play a role in improving the administration of MMDAs (47% each). In the remaining 15 districts, the percentages of those interviewed who thought ordinary citizens could not influence the way MMDAs were run (49% to 82%) were considerably higher than those who thought a lot could be done (16% to 44%).

To further confirm the opinion on how much an individual can do to help MMDAs, respondents were presented with a list of formal and informal leaders and asked “*In your opinion, how difficult or easy is it for you to get together with others and make the following elected leaders and officials listen to your concerns about a matter of importance to the community?*” **To a large extent, respondents believed it was difficult to get their worries about matters concerning their communities across to their formal leaders.** The majority of those interviewed thought it was difficult to get their formal leaders (MPs, 69%; M/ DCEs, 65%; official of MDAs, 57%; and official of MDAs, 54%) to listen to their concerns regarding matters that were of importance to their communities.

The only formal leaders that a majority thought could be easily persuaded to listen to their concerns were their elected MMDA representatives and unit committee members (79% each). The probable reason for this once again was their proximity to the local people, because they resided in the communities where these people live. In addition, informal leaders (political party officials, 51%;

traditional leaders, 76%) appeared to be major recipients of community concerns. Thus, elected MMDA representatives, unit committee members and traditional authorities and to some extent political party officials are intermediaries for channelling communities' concerns to the MMDAs (See Figure 3.9).

Figure 3.9: How easy or difficult is it for citizens to get formal and informal leaders to listen to their concerns?



Again, some district level variations were observed. For instance, respondents were almost equally split in their opinion of whether it was easy or difficult to get MMDCEs to listen to their views in Jaman North (difficult, 49%; easy, 49%) and Kintampo North Municipal (difficult, 48%; easy, 49%). However, in the remaining 15 local authority areas, half or more of those interviewed (from 49% to 91%) thought it was difficult to get these officials to listen to their concerns. Likewise, the majority of those interviewed in Saboba, Birim South and Jaman North districts thought that it was easy to get officials at the MMDAs to listen to them (50%, 57% and 60%, respectively) while the majority of respondents in the other local authority areas felt the opposite (40% to 84% said it was difficult). Meanwhile the majority in Adentan Municipal area claimed it was difficult to get their assembly representatives and Unit Committee members to listen to their concerns (56% and 54% respectively). In the remaining 16 local authority areas, the majority claimed it was easy to get these elected representatives to listen to their concerns.

In the Kintampo North Municipal area respondents were equally split on how easy or difficult it was for them to get their members of parliament (MPs) to listen to them (47% easy and 47% difficult). Whereas the story in Effutu Municipal was that of a majority (53%) saying it was easy to get their MPs to listen to them. In contrast, in the remaining 14 local authority areas, most of those interviewed (between 51% and 88%) stated that it was difficult to get their MPs to listen to their concerns (see Appendix 2 Tables 10^A to 10^H). [Q17a-h]

3.5 MMDAs' Legitimacy and Right to Demand Citizen Compliance with By-Laws

Institutions that are mandated to deliver public services should have some level of legitimacy in the eyes of those being served. The legitimacy of an institution is enhanced by (a) operating within the confines of the legal instrument that gives it the mandate it exercises, (b) being free from corruption, and (c) enjoying high levels of public trust. In light of this, the survey explored whether local citizens believed that the MMDAs have legitimacy.

The local government bodies did not appear to have legitimacy in the eyes of the public. From the discussion in Section 3.3, citizens did not think MMDAs adhered to the provision requiring dialogue with the grassroots to obtain their opinions on issues relating to local governance. Furthermore, when presented with a list of local government officials and asked “*Do you think the officials in the district are involved in corruption or have you not heard enough about them to say?*” appreciable minorities believed MMDAs (27%), District Coordinating Directors, District Planning Officers, Presiding Members and Staff of DAs (23% each), elected local government representatives (21%) and Unit Committee members (18%) were involved in corruption.

In the case of elected local government representatives and Unit Committee members, the proportion that thought they were not corrupt (42% and 44% respectively) was comparatively higher than those who thought they were. In contrast, the differences in “corruption” and “no corruption” ratings were somewhat negligible for the other officials. Between 36% and 52% of respondents did not know whether these officials were involved in corruption or had not heard enough to say.

Thus the significant levels of public mistrust of MMDA officials may be attributed to the perceived non-adherence to the provision demanding grassroots participation coupled with considerable levels of perceived corruption among these officials. Nearly six in every ten respondents (59%) said they had little or no trust in the Metropolitan/Municipal/District Chief Executives.

Also, a little over half expressed little or no trust in the staff of the District Assemblies (52%) and their elected local government representatives (52%). Similarly, 50% did not trust the District Coordinating Directors, District Planning Officers and Presiding Members, while nearly half (49%) mistrusted Unit Committee members (See Table 3.7).

Table 3.7: Public trust and perceived corruption ratings of local government bodies

	Corrupt Ratings			Trust Ratings		
	No	Yes	Don't — — —	Little or none	A lot	Don't know/ Haven' t heard enough
District Chief Executive	30%	27%	43%	59%	21%	20%
District Coordinating Director	25%	23%	52%	50%	14%	35%
District Planning Officer	24%	23%	52%	50%	13%	36%
Staff of District Assembly	25%	23%	51%	52%	13%	33%
Presiding Member	26%	23%	51%	50%	15%	33%
Elected Assembly Representative	42%	21%	36%	52%	35%	12%
Unit Committee Members	44%	18%	37%	49%	35%	15%

3.6 Rights of MMDAs to Demand Compliance

Despite the legitimacy gap, citizens firmly believed the MMDAs had the right to demand compliance with their by-laws and regulations. As depicted in Figures 3.10^A to 3.10^E, on average, large majorities agreed that the MMDAs had the right to (a) fine people who break the assemblies' by-laws (87%); demand license fees for specific activities (73%); demand local taxes from residents (71%); demand property rates from landlords and landladies (69%); and demand fees for specific services it provides (66%). Once again, there were noticeable differences in the responses to the indicator. For instance, in 16 districts, an average of 87% believed that MMDAs had the right to fine those who break by-laws. Even in Saboba District, which was the only district with an average that was below the overall average, the figure was still very significant (75%). Similarly, many of the survey districts had district averages that were much higher or quite close to the overall averages.

Figure 3.10^A: Opinion on MMDAs' right to impose fines on people who break the assembly bye-laws

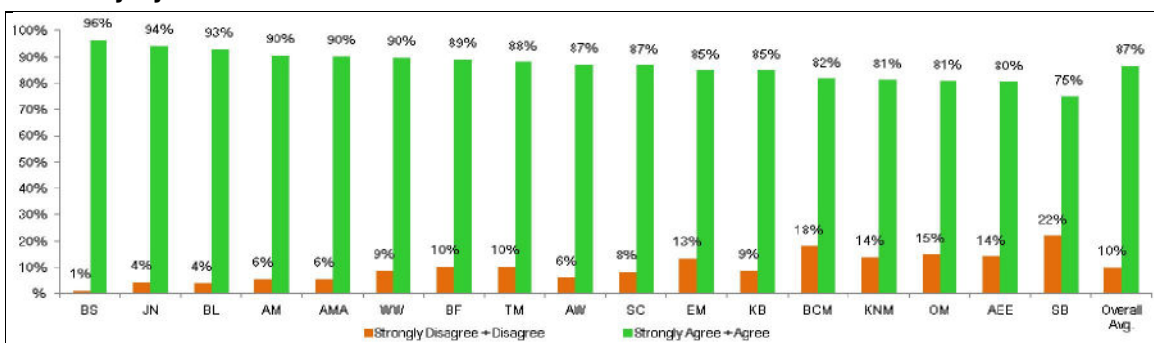


Figure 3.10^B: Opinion on MMDAs right to demand license fees for specific activities

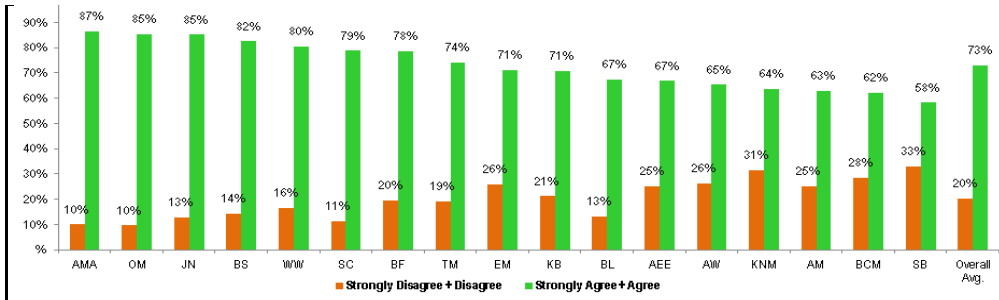


Figure 3.10^C: Opinion on MMDAs right to demand local taxes from residents

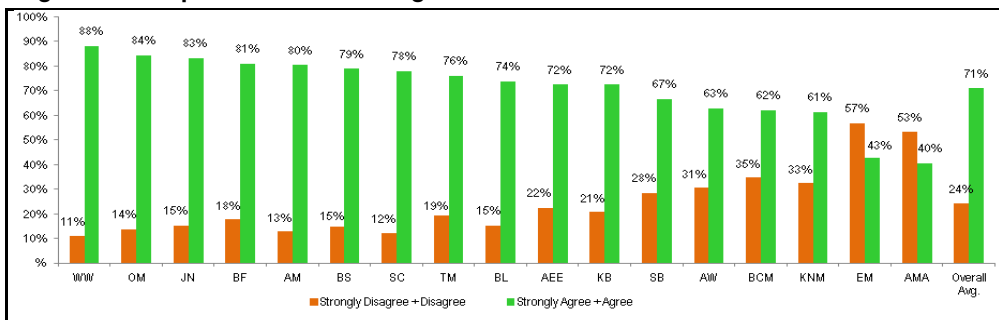


Figure 3.10^D: Opinion on MMDAs' right to demand property rates from landlords and landladies

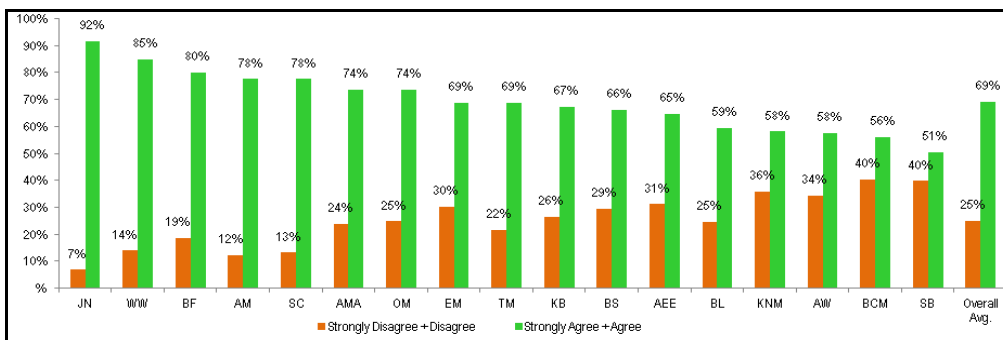
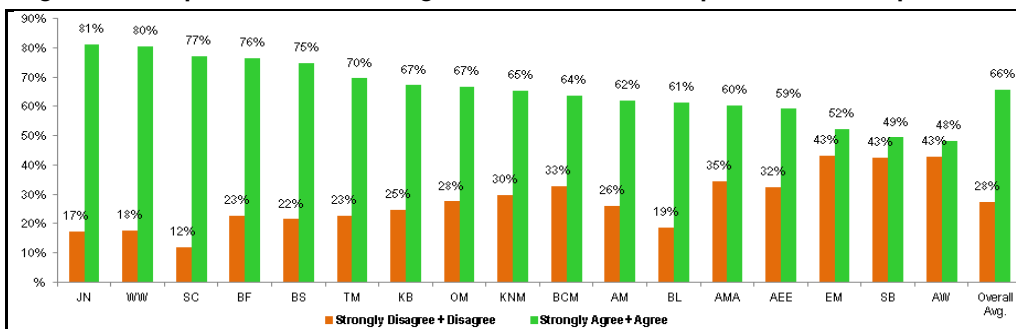


Figure 3.10^E: Opinion on MMDAs' right to demand fees for specific services it provides



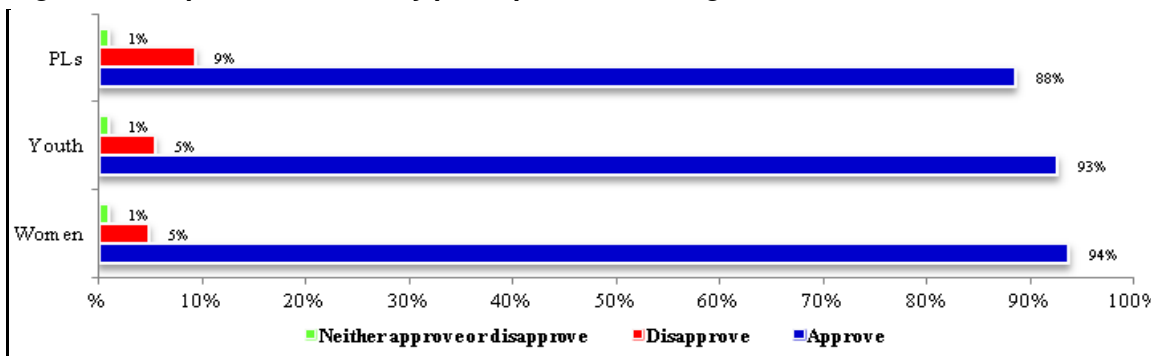
3.7 Involvement of Minority Groups in Local Governance

The decentralization policy, as noted earlier, is aimed at improving socio-economic development at the district level through grassroots participation. In encouraging such participation, districts are expected not to discriminate against minority groups or the marginalized. In fact, public policies over the years have focused on improving the well being of marginalized groups.

For instance, government commitments to the interest of minority groups led to the establishment of the Ministry of Women and Children’s Affairs (MOWCA), the National Youth Council (NYC) and parliament’s approval of 2.5% of the (DACF) to cater for the welfare of PWDs. The survey sought opinions about minority groups’ participation in local governance by presenting respondents with a list of such groups and asking whether or not they support their involvement.

The grassroots opinion generally supported the involvement of minority groups in local government. Absolute majorities (94%, 93% and 88%, respectively) approved of the full participation of women, youth and PWDs in local governance or local government processes. The percentages of respondents who disapproved of their participation (5%, 5% and 9%, respectively) were negligible (See Figure 3.11).

Figure 3.11: Opinion on minority participation in local governance



The high approval rates for minority participation in local governance cut across all the survey districts. The approval rate for women’s participation ranged from 86% in Ajumako-Enya-Essaim district to 99% in Accra Metropolitan Area while that for youth ranged from 80% in Kintampo North Municipal to 99% in Jaman North. Meanwhile, support for the participation of PWDs spanned from 69% in Kintampo North Municipal to 98% in Accra Metropolitan Area (see Appendix 2 Tables 11^A to 11^C). [Q15a-c]

How influential are the marginalized and other stakeholders in local governance? Given the high rates of approval for women's, youths' and PWDs' participation in local government, the question of their level of influence in local governance processes is somewhat unclear. To gauge the influence of women, the youth and PWDs in local governance, the survey posed the following statements and asked respondents to state their agreement or disagreement with each: *(a) Women have the same influence as men in the Assembly's decision making processes; (b) The youth have significant influence in the Assembly's decision making processes; and (c) Persons living with disabilities have significant influence in the Assembly's decision making processes.* Respondents were also quizzed on the influence of the political party in power and traditional authorities.

The perception of the majority of respondents was that marginalized groups (women, youth and PWDs) had an influential role in local governance. The analysis of responses as presented in Table 3.6 showed that over half of those interviewed either "strongly agreed" or "agreed" that women have the same influence as men in the Assembly's decision making processes (58%) and that the youth (61%) as well as PWDs (51%) had significant influence in MMDA decision making processes. A comparable majority (63%) agreed that traditional authorities had significant influence in MMDAs' decision making.

At the district level, Ahanta West, Accra Metropolitan and Wa West recorded the lowest levels of agreement with the statement that traditional authorities had significant influence in Assembly decision making processes, ranging from 23% to 44%. Similarly low levels of agreement with respect to the influence of youth (30% to 38%), women (20% to 38%) and PWDs (18%) were noted in Accra Metropolitan, Obuasi Municipal and Wa West.

Sharply contrasting the non-partisan nature that the country's local government system should have as dictated by the Local Government Law, 67% either "strongly agreed" or "agreed" that officials of the political party in government had significant influence in MMDAs' decision making processes. The overbearing influence of activists of political parties in power over assemblies and their mandates was reiterated by participants at the validation workshops where they asserted that politics had crept into DAs. It was also noted that the politicization of DAs was affecting its smooth running. Most foot soldiers of the party in power asserted that officials who worked under the previous government should make way for them to take over, even though they may not be qualified for their respective positions. Correspondingly, this has increased the indifference demonstrated by sympathizers of the previous government in the activities of the assemblies. Similarly, this has fed into the perception of corruption and the accumulation of wealth by the party supporters which occurs at the expense of local citizens. Moreover, the MMDCEs and most technocrats at the district level report to local political

elites because of their overbearing influence on who occupies a particular office. To rectify these issues, participants suggested that DCEs should be elected.

Indeed, a little over half of the participants (51%) agreed that development policies of MMDAs were based on partisan interests rather than the needs of the people, while 31% disagreed. Again, while close to half of those interviewed (49%) disagreed that development policies of MMDAs reflected the priorities of communities in the district, just a little above a third (37%) agreed.

Table 3.6: Non-state actor influence in local governance

	Strongly Disagree & Disagree	Strongly Agree & Agree	Don't Know
Political party in power has significant influence in the Assembly's decision making processes	18%	67%	10%
Traditional authorities have significant influence in the Assembly's decision making processes	22%	63%	10%
Youth have significant influence in the Assembly's decision making processes	26%	61%	9%
Women have the same influence as men in the Assembly's decision making processes	29%	58%	9%
Persons with disability have significant influence in the Assembly's decision making processes	33%	51%	12%

With the exception of Kejebi District, where 40% thought the political party in government had significant influence in the Assembly's decision making processes, in the remaining 16 districts, the majority (53% to 92%) agreed with this assertion (See Appendix 2 Tables 12^A to 12^G). [Q26a-g]

3.7 Performance Assessment of MMDAs

The following indicators used to assess the performance of MMDAs were scored low by respondents: awareness of local government issues; regularity of receipt of information on specific funds lodged in the MMDAs; understanding of the functions of local government; MMDAs' public service provision effectiveness; MMDAs' adherence to provisions in the Local Government Act, MMDAs' interface meetings with the grassroots; legitimacy of MMDAs; and grassroots participation in local governance.

The assessment ratings regarding the performance of MMDAs in the discharge of specific mandates were somewhat discouraging. Respondents' poor ratings for these indicators raises the question of how the grassroots itself assesses the performance of local government bodies.

Performance ratings of M M DA officials: The opinions gathered show that the performance of officials of MMDAs could at best be described as average. Findings show that the members of the unit committees and assembly men and women attained the highest ratings of “very well” and “fairly well” (58% and 57%, respectively). The performance ratings of the other state actors, by the grassroots however, were “below average” (i.e. other staff of the District Assembly, 39%; staff of other public institutions, 41%; M M DCE and his/her officials, 44%). Sizeable minorities, ranging from 27% to 40% thought these officials had performed badly, while 10% to 26% did not know how to rate their performance (See Table 3.8).

Table 3.8: Popular assessment ratings of the per formance of M M DAs officials

	Very badly & fairly badly	Very well & fairly well	Don't know
The M/ DCE and his/ her officials (DCD, DPO, PM)	40%	44%	15%
Other staff of the District Assembly	38%	39%	22%
Assembly men and women	32%	57%	10%
Unit Committee members	27%	58%	13%
Staff of other public institutions (MDAs)	32%	41%	26%

The M/M/DCE received “very well” and “fairly well” performance ratings in 10 out of the 17 districts (Ajumako-Enyan-Essiam, Kintampo North Municipal, Ahanta West, Obuasi Municipal, Bosome Freho, Accra Metropolitan, Kadjebi, Effutu Municipal, Wa West and Adentan Municipal) ranging from 12% to 41% that were below the overall average figure of 44%. Also, the majority of respondents in Saboba, Tamale Metropolitan and Jaman North local authority areas rate other staff of the MMDAs as having performed “well”, while in Effutu Municipal, Wa West and Jaman North the majority expressed the contrary opinion. The performance of assembly men and women in Adentan Municipal, Wa West, Obuasi Municipal, Ahanta West and Effutu Municipal were all scored below 50% (20% to 48%). Similarly, the performance of unit committee members were all scored below 50% in Adentan Municipal, Accra Metropolitan, Wa West, Obuasi Municipal and Ahanta West. Additionally, with the exception of Jaman North, sizeable percentages in the other 16 districts answered “don’t know” or “hadn’t heard enough” to assess the performance of staff of other public institutions in the districts’ public institutions (e.g. ministries, departments and agencies) (see Appendix 2 Tables 13^A to 13^E). [Q27a-e]

MMDAs’ service delivery performance ratings: Over half of the respondents said the MMDAs had performed “very well” and “fairly well” in the following areas: maintaining law and order (63%); solving local disputes (58%); collecting market tolls and license fees (54%); managing local public schools (51%); and setting local rates or taxes, licenses and fees (51%). A strong minority also said the MMDAs had performed “very well” or “fairly well” in collecting rates on privately owned houses (48%), keeping communities clean (47%) and protecting rivers and forests (44%). About a third also

expressed similar opinions with respect to the management of local public health clinics (38%), maintenance of health standards in local food stalls (38%), maintenance of local markets (37%) and maintenance of roads and bridges (35%) (See Table 3.9).

Table 3.9: Popular assessment of MMDA service delivery performance

	Very badly & fairly badly	Very well & fairly well	Don't know
Maintaining law and order	27%	63%	9%
Solving local disputes	26%	58%	14%
Collecting market tolls and license fees	31%	54%	14%
Managing local public schools	37%	51%	11%
Setting local rates or taxes, licenses and fees	33%	51%	16%
Collecting rates on privately owned houses	34%	48%	18%
Keeping the communities clean	47%	47%	4%
Protecting rivers and forests	39%	44%	16%
Managing local public health clinics	43%	38%	18%
Maintaining health standards in local food stalls	45%	38%	16%
Maintaining local market places	46%	37%	15%
Maintaining local roads and bridges	58%	35%	7%

Similar to previous indicators, variation was noted between districts. For instance, in Effutu, Obuasi and Adentan Municipals, as well as Kintampo North, Bosome Freho and Builsa districts, more than half of those interviewed rated their MMDAs as having performed “very badly” and “fairly badly” in keeping their communities clean. In contrast, the majority of respondents in virtually all the districts assessed the MMDAs’ performance in solving local disputes as either “very good” or “fairly good”. Linked to this, is the finding that the majority of those interviewed in all the districts assessed the MMDAs positively with respect to the maintenance of law and order (see Appendix 2 Tables 14^A to 14^B). [Q24a-l]

Ratings of MMDAs’ adherence to the procedures and guidelines outlined by the Local Government Act:

The participation of local people in the activities of their MMDAs is critical for deepening local governance. As depicted in Table 3.10, on average, the majority of respondents rated their MMDAs’ performance either “very badly” or “fairly badly” in terms of providing citizens with information about the assembly’s budget (70%); ensuring public participation in decision making processes (66%); making the assembly’s program of work known to ordinary people (63%); providing effective ways to handle complaints about assembly men/women officials of MMDAs (53%); and

guaranteeing that local government revenues were used for public services and not for private gain (53%).

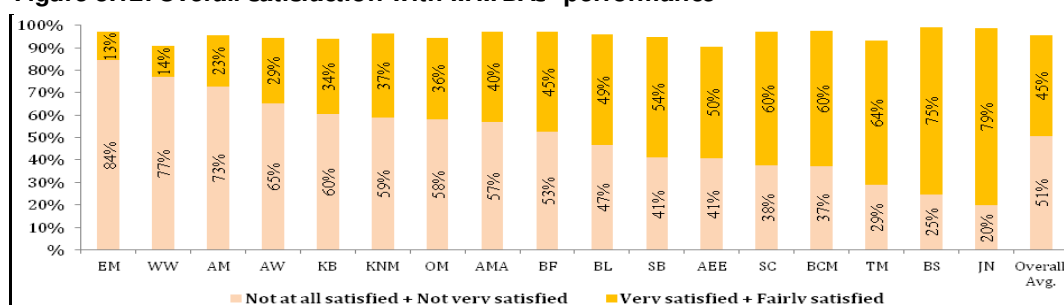
Table 3.10: Popular assessment of MMDAs' adherence to procedures and guidelines

	Very badly & fairly badly	Very well & fairly well	Don't know
Consulting others (e.g. traditional, civic & community leaders) before making decisions	48%	35%	16%
Making the Assembly's program of work known to people	63%	28%	8%
Providing effective ways to handle complaints about DA representatives & officials	53%	26%	19%
Allowing citizens to participate in the Assembly's decisions	66%	25%	8%
Ensuring that local government revenues are used for public services and not for private gain	53%	25%	21%
Providing citizens with information about the Assembly's budget	70%	20%	9%

Furthermore, with the exception of Sekyere Central and Jaman North districts, the majority of respondents in the remaining 15 local government areas rated the MMDAs' efforts to make the assembly's program of work known to ordinary people as "very bad" and "fairly bad". Additionally, Sekyere Central, Jaman North and Birim South were the only districts in which respondents assessed MMDAs' performance positively in ensuring that local government revenues were used for public services and not for private gain (see Appendix 2 Tables 15^A to 15^F). [Q25a-f]

Overall satisfaction with MMDAs' performance: Overall, a little over half of respondents (51%) were reportedly "not at all satisfied" or "not very satisfied" with the performance of their DAs (See Figure 3.12).

Figure 3.12: Overall satisfaction with MMDAs' performance



District level analysis showed that respondents in the 17 districts were about equally split in their assessment. While the majority of respondents in 9 districts, namely Effutu Municipal, Wa West, Adentan Municipal, Ahanta West, Kadjebi, Kintampo North Municipal, Obuasi Municipal, Accra Metropolitan and Bosome Freho, were unsatisfied with the overall performance of their MMDAs, the majority in the remaining 8 districts were satisfied (See Appendix 2 Tables 16). [Q28]

RECOMMENDATIONS

In a decentralized democracy, accountability is critical if devolved powers are to serve local needs efficiently and equitably. Every local government therefore has to be socially accountable to its people in all of its functions including its exercise of authority, taking of decisions and use of funds. Further, people at the grassroots need to extract maximum accountability, particularly in the use of anti-poverty or development funds. From this angle, local governments need to have stronger social accountability to improve service delivery, social justice and economic development. This will reaffirm the underlying rationale for decentralization in Ghana. Increased social accountability can enhance decentralization in the following ways:

- √ An important aspect of social accountability is for citizens to be able to hold government answerable for how it handles public funds and other development resources. Development resources are sometimes not properly accounted for by DAs. To address issues of resource leakages, public expenditure tracking surveys should be used to monitor the flow of financial or physical resources and identify leakages and/or bottlenecks in the system. This may involve the comparison of information received from disbursement records of finance ministries, accounts submitted by line agencies and information obtained from independent enquiry by using tools like social audits. This information is then disseminated through the use of media, publications and public meetings. As a result of this, citizens will be better equipped to keep the assemblies in check and ensure that they are responsive to local needs.

- √ One of the main functions of local governments is to identify the needs of the people and provide public goods and services in a timely manner. This role can be enhanced through practices which seek accountability with regard to the relevance, accessibility and quality of public goods and services. This will involve citizen participation in the monitoring and evaluation of priority services using indicators that citizens themselves have developed. Public opinion polls, public hearings, and/or citizen report cards should be used to solicit citizen feedback that can be disseminated and presented to government officials to demand accountability and lobby for change. The use of community scorecards allow both users and service providers to independently evaluate public services, and come together to share their findings, discuss problems, and seek solutions. Each of these methods has the potential to produce significant results such as improved performance, introduction of corrective measures, as well as institutional and behavioural changes in the decentralized system.

- √ Enhanced social accountability checks malfeasance and contributes to stability and peace, which are needed for effective governance at the grassroots. The risk of instability is increased when citizens lack trust in government, when government is perceived to be corrupt or unresponsive, or when it fails to deliver basic services. Actions such as public protests, street demonstrations and strikes result when channels for more constructive dialogue and negotiation are lacking. Equipping citizens through capacity building and sensitization programs on social accountability mechanisms will create opportunities for informed and constructive dialogue, negotiation between citizens and local government and the identification of mutually agreed solutions. In all, this will enhance the credibility of local government.
- √ The low level of transparency among DAs in discharging their duties is a challenge to decentralization in Ghana. To address this challenge, social accountability measures such as social audits should be institutionalized to confer clear rights on citizens and service users to probe into the financial and administrative details of developmental action. This can take the form of participatory budget formulation, independent budget analysis, public education to improve budget literacy, public expenditure tracking surveys, among others. Participatory planning will help facilitate the involvement of different sections of society which have various development interests and expectations; it affords opportunities for activists, volunteers and professionals to contribute to reconciling their different interests into a development agenda, in partnership with elected representatives and government officials. This will lead to demand-led improvement in services.
- √ Citizen participation in policy-making and planning processes can lead to the development of programs that better reflect citizens' priorities and are better adapted to their needs. Monitoring of DAs by citizens will help to ensure the rational use of resources and safeguard against leakages, while citizens' evaluation of DAs will help to provide feedback on problems or shortcomings in service delivery and propose collective solutions.
- √ Finally, although social accountability mechanisms have great potential to enhance decentralisation, there is also a need to strengthen the capacity of DAs to deliver services. This concerns strengthening both the human and financial resource bases so that the assemblies can respond effectively to supply side issues such as service delivery. The problem of inadequate human resources is compounded by the frequent transfer of assembly members and their long replacement period/gap. On a whole, 50% of the assemblies in Ghana have planning officers and only one-third of them have professional planners (Yeboah and Obeng-Odoom, 2010). This is partly due to the fact that only one university in Ghana trains planners.

This emphasizes the need to introduce more planning programs in the other universities. In addition, for efficient and result oriented governance, the appointment of officials in assemblies should be based on merit and not politicized.

In conclusion, for social accountability to be meaningful, it has to be enshrined in law, encapsulated in policy, entrenched in institutions, embedded in processes and procedures and, most important of all, espoused earnestly by governors and the governed. It is only when empowered local actors are downwardly accountable and DAs have a strong capacity that the presumed benefits of decentralization become available to local people.

REFERENCES

- Abantu (2009) 3rd Biennial Conference of District Assembly Women. Retrieved February 10, 2012, from <http://abantu-rowa.org/docs/THE%203RD%20BIENNIEL.pdf>.
- Allah-Mensah, B. (2007) Women and politics in Ghana, 1993-2003. In: Boafo-Arthur, K.: One Decade of Liberal State. Dakar/ London: CODESRIA/Zed Books, pp. 251-279.
- Antwi-Boasiako, K. B. (2010) Public administration: Local government and Decentralization in Ghana. Retrieved October 25, 2011, from Journal of African Studies and Development (Online) Academic Journals: <http://www.academicjournals.org/jasd/PDF/pdf2010/Oct/Antwi-Boasiako.pdf>
- Banful, Afua Branoah (2009) Do Institutions Limit Clientelism? A Study of the District Assemblies Common Fund in Ghana. Retrieved January 31, 2012, from <http://www.csae.ox.ac.uk/conferences/2009-EdiA/papers/210-BanfulDACFcsae.pdf>.
- Boafo-Arthur, N. A. (2003) Local Government in Ghana: Grassroots participation in the 2002 Local Government Elections. Accra: Uniflow.
- CDD-GHANA. (2003) District Assembly Elections in Ghana 2002: Observers' Report. Accra: CDD-GHANA.
- CDD-GHANA. (2003) Towards Effective and Accountable Local Government in Ghana. Critical Perspectives.
- CDD-GHANA. (2005) Decentralization and Local Government in Ghana. Papers from a roundtable discussion. Accra: CDD-GHANA.
- CDD-GHANA. (2009) Reflections on Ghana's Decentralization Program: Progress, Stagnation or Retrogression? Papers from a symposium. Accra: CDD-GHANA.
- Crawford, G. (2004) Democratic Decentralization in Ghana: issues and prospects. POLIS Working Paper No. 9. Retrieved January 31, 2012, from <http://www.polis.leeds.ac.uk/assets/files/research/working-papers/wp9crawford.pdf>.
- DACF (2008a) Who is responsible for the Judicious use of the Fund? Retrieved January 31, 2012, from http://www.commonfund.gov.gh/who_is_responsible_for_funds.html.
- DACF (2008b) What DACF Office Does. Retrieved January 31, 2012, from http://www.commonfund.gov.gh/dacf_office.html.
- DACF (2008c) How the Fund is Distributed. Retrieved January 31, 2012, from http://www.commonfund.gov.gh/how_fund_is_distributed.html

DACF (2008d) Benefits of DACF. Retrieved January 31, 2012, from <http://www.commonfund.gov.gh/benefits.html>.

DACF (2008e) Purpose of the Fund. Retrieved January 31, 2012, from <http://www.commonfund.gov.gh/purpose.html>.

Electoral Commission of Ghana. (2010). Strengthening Local Governance Throughout District Election Reforms, Consensus Building and Enhanced Public Education. Accra: Electoral Commission of Ghana.

Farvacque-Vitkovic, Catherine/ Raghunath, Madhu/ Eghoff, Christian/ Boakye, Charles (2008) Development of the Cities in Ghana. Challenges, Priorities and Tools. The Worldbank Africa Region Working Paper Series Number 110. Retrieved February 03, 2012, from <http://www.worldbank.org/afr/wps/wp110.pdf>.

Fynn, Kojo (2011) District Assemblies Common Fund. (Our Common Wealth). Retrieved February 08, 2012, from <http://www.commonfund.gov.gh/publication/EU%20Delegation%20to%20Ghana.pdf>.

Ghana (1985) Head of Family Accountability Act. PNDCL 114. Retrieved January 30, 2012, from <http://ghanalegal.com/?id=3&law=522&t=ghana-laws>.

Ghana Districts (2011) Breakdown of Metropolitan, Municipal and District Assemblies in Ghana. Retrieved October 26, 2011, from Ghana Districts.com: http://www.ghanadistricts.com/pdfs/all_mmdas_in_ghana.pdf

Ghana Federation of the Disabled (2008) Disability Situation in Ghana. Retrieved, February 01, 2012, from <http://www.gfdgh.org/disability%20situation%20in%20ghana.html>.

Ghana Federation of the Disabled (2008) Disability Situation in Ghana. Retrieved, February 01, 2012, from <http://www.gfdgh.org/disability%20situation%20in%20ghana.html>.

Ghana (1992) 1992 Constitution of the Republic of Ghana. Accra: Ministry of Justice/Allshore Co.

Ghana (1993) Act 462 of the Parliament of the Republic of Ghana. Accra: Parliament of Ghana.

Government of Ghana and Development Partner (2007) Decentralization Policy Review- Final Report. Retrieved October 26, 2011, from <http://dege.dk/assets/files/DecentralisationPolicyReview.pdf>

Government of Ghana (2011) Ghana Decentralization Action Plan. Retrieved October 25, 2011, from <http://www.gtz.de/de/dokumente/en-national-decentralization-policy-implementation-framework.pdf>

Gudriaan, Mirco (2010) Effective Aid Through Municipal Contracts. A challenging perspective on strengthening decentralization and local governments for investing in service delivery and economic development. Internal Working Paper VNG International. Retrieved February 03, 2012, from http://www.dpwg-lgd.org/cms/upload/pdf/Effective_Aid_through_Municipal_Contracts.pdf.

Gyampo Ransford (2011) Political Apparatchiks and Governance in Ghana retrieved February 16, 2012 from <http://www.onlineresearchjournals.com/aajoss/art/59.pdf>

Gyimah, C. and Thompson, E.S. (2008) Women's Participation in Local Governance in Ghana. The Case of the Nadowli District of the Upper West Region. *Studies in Gender and Development in Africa* 2008(1), pp. 58-77.

Institute of Local Government Studies (2012) Sensitization Program for Civil Society Organizations on the FOAT/DDF Reading Material.

Local Government Service (2011) DDF. Retrieved February 03, 2012, from <http://www.lgs.gov.gh/Projects.aspx>.

Metzroth, B. D. (2010) The Political Economy of Decentralization in Ghana. Retrieved October 25, 2011, from Center for Democracy and Civil Society - Georgetown University: <http://www.dpwg-lgd.org/cms/upload/pdf/PoliticalEconomyDecentralizationGhana2010.pdf>

Ministry of Local Government and Rural Development (2010): Operational Manual for the Implementation and Administration of the District Development Facility. Retrieved February 07, 2012, from <http://www.lgs.gov.gh/>.

Ministry of Local Government and Rural Development (2011) Functional and Organizational Assessment Tool (FOAT). Operational Manual. Retrieved February 07, 2012, from <http://www.lgs.gov.gh/Projects.aspx>.

Ministry of Youth and Sports (2010) National Youth Policy of Ghana Retrieved March 9, 2012 from www.ghana.gov.gh/documents/nypolicy.pdf

Ofei-Aboagye, E. (2000) Promoting the Participation of Women in Local Governance and Development: The case of Ghana. Retrieved October 24, 2011, from <http://www.uneca.org/itca/governance/Documents%5CPromoting%20participation%20of%20women%20in%20local%20governance.pdf>

Ofei-Aboagye, E (2004) Promoting Gender Sensitivity in Local Governance in Ghana. *Development in Practice* 14(6), 753-760.

Open Society Initiative for West Africa (2007) Ghana. Democracy and Political Participation. A review by AfriMAP and The Open Society Initiative for West Africa and The Institute for Democratic Governance. Retrieved January 30, 2012, from http://www.afriMAP.org/english/images/report/AfriMAP_Ghana_PolPartDD.pdf.

Oseadeeyo Addo Dankwa (2004) *The Institution of Chieftaincy in Ghana: The Future*. Accra: Gold Type.

Parliament of the Republic of Ghana (1971) Act 370 of the Parliament of Ghana entitled Chieftaincy Act, 1971. Retrieved January 30, 2012, from <http://ghanadistricts.com/home/?=48&sa=4621>.

Parliament of the Republic of Ghana (2006) Act 715 of the Parliament of Ghana entitled Persons With Disability Act. Retrieved February 01, 2012, from <http://www.gapagh.org/GHANA%20DISABILITY%20ACT.pdf>.

Spinks, Connor Chivone (2010) Body Politics within the Body Politic: Ghanaian Disabled Communities and Their Relationship to Power. ISP Collection, Paper 912. Retrieved February 1, 2012, from http://digitalcollections.sit.edu/isp_collection/912/.

UNECA/ CDD-Ghana (2011) Elections and the Management of Diversity in Africa: The African Governance Report (AGRIII). National Country Report Ghana.

USAID (2011) Ghana Democracy and Governance Assessment. Final Report. Retrieved February 08, 2012, from http://www.usaid.gov/gh/programs/democracy/DI_Ghana_DG_Assessment_Final_Version.pdf.

USAID (2010) Comparative Assessment of Decentralization in Africa: Ghana Desk Study. Retrieved October 25, 2011, from USAID: http://www.usaid.gov/our_work/democracy_and_governance/publications/pdfs/ghana_desk_study.pdf

World Bank. (1999) Litvack Jennie and Seddon J (Eds.) Decentralization Briefing Notes ; World Bank Institute. Retrieved October 26, 2011 from World Bank: <http://siteresources.worldbank.org/WBI/Resources/wbi37142.pdf>

World Bank. (2003) Decentralization Policies and Practices Case Study Ghana Participants' Manual. Retrieved October 25, 2011, from WorldBank: <http://info.worldbank.org/etools/docs/library/205756/sloga/docs/sloga/MODA-EN-CaseStudyGhana.pdf>

Worldbank (2011) Project Information Document, Report No. AB6317. Project Name: Ghana Local Government Capacity Support. Retrieved February 08, 2012, from http://www-wds.worldbank.org/external/default/WDSContentServer/WDSP/IB/2011/02/08/000003596_20110208161028/Rendered/INDEX/Ghana0LGCSP0PI10Stage0Final0217111.txt.

APPENDICES

Appendix 1

SELECTED LOCALITIES [GREATER ACCRA REGION]

Ser. #	Region	District	Sub-Metro/Area/Zonal Council	Locality
1	GT. Accra	Accra Metropolitan	Ablekuma Central	Abossey Okai
2	GT. Accra	Accra Metropolitan	Ablekuma North	North Odorkor
5	GT. Accra	Accra Metropolitan	Ablekuma South	Korle Gonno
4	GT. Accra	Accra Metropolitan	Ashiedu Keteke	James Town
1	GT. Accra	Accra Metropolitan	Ayawaso Central	Alajo
7	GT. Accra	Accra Metropolitan	Ayawaso West	Roman Ridge
5	GT. Accra	Accra Metropolitan	La	North Labone
7	GT. Accra	Accra Metropolitan	Okaikoi North	New Fadama
5	GT. Accra	Accra Metropolitan	Okaikoi South	North-Kaneshie
6	GT. Accra	Accra Metropolitan	Osu Klotey	Ridge

Ser. #	Region	District	Sub-Metro/Area/Zonal Council	Locality
1	GT. Accra	Adenta Municipal	Koose	Maledjor
4	GT. Accra	Adenta Municipal	Koose	Ashieye
1	GT. Accra	Adenta Municipal	Gbentanaa	Adentan Old Town
3	GT. Accra	Adenta Municipal	Gbentanaa	Adentan Housing Estates
8	GT. Accra	Adenta Municipal	Gbentanaa	SSNIT Flats
1	GT. Accra	Adenta Municipal	Nii Ashale	Ashale Botwe
6	GT. Accra	Adenta Municipal	Nii Ashale	Third Gate
2	GT. Accra	Adenta Municipal	Sutsurunaa	University Farms
3	GT. Accra	Adenta Municipal	Sutsurunaa	Nmat Djom
4	GT. Accra	Adenta Municipal	Sutsurunaa	Dzornaaman

SELECTED LOCALITIES [ASHANTI REGION]

Ser. #	Region	District	Sub-Metro/Area/Zonal Council	Locality
4	Ashanti	Obuasi Municipal	Not Available	Binsere
5	Ashanti	Obuasi Municipal	Not Available	Bogobiri
9	Ashanti	Obuasi Municipal	Not Available	New Nsuta
24	Ashanti	Obuasi Municipal	Not Available	Tiatiaso
35	Ashanti	Obuasi Municipal	Not Available	Kokoteasua
41	Ashanti	Obuasi Municipal	Not Available	Old Edubaise
42	Ashanti	Obuasi Municipal	Not Available	Boete
45	Ashanti	Obuasi Municipal	Not Available	Dss 45, Dankwa Estate
52	Ashanti	Obuasi Municipal	Not Available	Boete
55	Ashanti	Obuasi Municipal	Not Available	Brahabebome

Ser. #	Region	District	Sub-Metro/Area/Zonal Council	Locality
3	Ashanti	Bosome Freho	Sunso Freho Area Council	Tebeso II
10	Ashanti	Bosome Freho	Sunso Freho Area Council	Anwiaso
17	Ashanti	Bosome Freho	Sunso Freho Area Council	Asamama
13	Ashanti	Bosome Freho	Nsuta Area Council	Mamfe
14	Ashanti	Bosome Freho	Nsuta Area Council	Gyaesaye
17	Ashanti	Bosome Freho	Nsuta Area Council	Domekope
17	Ashanti	Bosome Freho	Bosome Area Council	Akokobenomnsuo
9	Ashanti	Bosome Freho	Bosomtwe East Area Council	Dompa
11	Ashanti	Bosome Freho	Bosomtwe East Area Council	Ampaha
21	Ashanti	Bosome Freho	Bosomtwe East Area Council	Hantase

Ser. #	Region	District	Sub-Metro/Area/Zonal Council	Locality
6	Ashanti	Sekyere Central	Not Available	Birem
8	Ashanti	Sekyere Central	Not Available	Bonkrong
17	Ashanti	Sekyere Central	Not Available	Atwuega
21	Ashanti	Sekyere Central	Not Available	Nkwabirem
25	Ashanti	Sekyere Central	Not Available	Kwakyedida
30	Ashanti	Sekyere Central	Not Available	Aframso
34	Ashanti	Sekyere Central	Not Available	Gariba Nkwanta
35	Ashanti	Sekyere Central	Not Available	Aframsu NO 1
36	Ashanti	Sekyere Central	Not Available	Wagadougu
37	Ashanti	Sekyere Central	Not Available	Bibum

SELECTED LOCALITIES [NORTHERN REGION]

Ser. #	Region	District	Sub-Metro/Area/Zonal Council	Locality
6	Northern	Tamale Metropolitan	Not Available	Jisonayili
10	Northern	Tamale Metropolitan	Not Available	Yong Dakpiemyili
17	Northern	Tamale Metropolitan	Not Available	Yilonayili/ Bawa Barracks
22	Northern	Tamale Metropolitan	Not Available	Fou
24	Northern	Tamale Metropolitan	Not Available	Wamale
26	Northern	Tamale Metropolitan	Not Available	Lahagu
30	Northern	Tamale Metropolitan	Not Available	Nyohini
31	Northern	Tamale Metropolitan	Not Available	Lamashegu
38	Northern	Tamale Metropolitan	Not Available	Lamacara
39	Northern	Tamale Metropolitan	Not Available	Zogbeli

Ser. #	Region	District	Sub-Metro/Area/Zonal Council	Locality
1	Northern	Saboba	Not Available	Saboba
2	Northern	Saboba	Not Available	Sampuli
3	Northern	Saboba	Not Available	Wapuli
4	Northern	Saboba	Not Available	Sangbana
9	Northern	Saboba	Not Available	Demon
10	Northern	Saboba	Not Available	Sobiba
12	Northern	Saboba	Not Available	Kunkunzoli
13	Northern	Saboba	Not Available	Chanchangu
14	Northern	Saboba	Not Available	Upper Nanson
15	Northern	Saboba	Not Available	Kpani fishing village

SELECTED LOCALITIES [UPPER EAST REGION]

Ser. #	Region	District	Sub-Metro/Area/Zonal Council	Locality
1	Upper East	Builsa	Not Available	Fumbisi
2	Upper East	Builsa	Not Available	Awchana-Yeri
5	Upper East	Builsa	Not Available	Chuchuliga Central
7	Upper East	Builsa	Not Available	Moteesa-Sinyangsa
8	Upper East	Builsa	Not Available	Fumbisi-Naadem
12	Upper East	Builsa	Not Available	Sandema-Nyansa
13	Upper East	Builsa	Not Available	Sinyangsa-Badomsa I
15	Upper East	Builsa	Not Available	fumbis-Kasisa
16	Upper East	Builsa	Not Available	Chiok-Alonga Yeri
18	Upper East	Builsa	Not Available	Korri Alabyeri

SELECTED LOCALITIES [UPPER WEST REGION]

Ser. #	Region	District	Sub-Metro/Area/Zonal Council	Locality
1	Upper West	Wa West	Not Available	Vieri
2	Upper West	Wa West	Not Available	Metiaw
3	Upper West	Wa West	Not Available	Ga
4	Upper West	Wa West	Not Available	Nyoli (Yipehiboa)
5	Upper West	Wa West	Not Available	Nechau (Wechia)
7	Upper West	Wa West	Not Available	Tanina
9	Upper West	Wa West	Not Available	Naahaa
10	Upper West	Wa West	Not Available	Laasia
11	Upper West	Wa West	Not Available	Kendew
12	Upper West	Wa West	Not Available	Deerie

SELECTED LOCALITIES [BRONG AHAFO REGION]

Ser.#	Region	District	Sub-Metro/Area/Zonal Council	Locality
1	Brong Ahafo	Kintampo North	Not Available	Kintampo
2	Brong Ahafo	Kintampo North	Not Available	Babatokuma
3	Brong Ahafo	Kintampo North	Not Available	Kintampo
4	Brong Ahafo	Kintampo North	Not Available	Gulumpe
5	Brong Ahafo	Kintampo North	Not Available	Portor
6	Brong Ahafo	Kintampo North	Not Available	Kawampe
7	Brong Ahafo	Kintampo North	Not Available	Kadelso
8	Brong Ahafo	Kintampo North	Not Available	Dawadawa No.2
11	Brong Ahafo	Kintampo North	Not Available	Kunsu
12	Brong Ahafo	Kintampo North	Not Available	New Longoro (Mentukwa)

Ser.#	Region	District	Sub-Metro/Area/Zonal Council	Locality
1	Brong Ahafo	Jaman North	Not Available	Sampa
6	Brong Ahafo	Jaman North	Not Available	Asiri
17	Brong Ahafo	Jaman North	Not Available	Bonakire
20	Brong Ahafo	Jaman North	Not Available	Kokosua No. 2
26	Brong Ahafo	Jaman North	Not Available	Old Drobo
29	Brong Ahafo	Jaman North	Not Available	Kaabre
31	Brong Ahafo	Jaman North	Not Available	Ponkor No 1
32	Brong Ahafo	Jaman North	Not Available	Febi
34	Brong Ahafo	Jaman North	Not Available	Adinkrah Krom
35	Brong Ahafo	Jaman North	Not Available	Boku

SELECTED LOCALITIES [VOLTA REGION]

Ser. #	Region	District	Sub-Metro/Area/Zonal Council	Locality
6	Volta	Kadjebi	Not Available	Dodofie
9	Volta	Kadjebi	Not Available	Dodo Pepesu
14	Volta	Kadjebi	Not Available	Asuboe
15	Volta	Kadjebi	Not Available	Akum
27	Volta	Kadjebi	Not Available	Kpalime
32	Volta	Kadjebi	Not Available	Kosamba
37	Volta	Kadjebi	Not Available	Obuase
44	Volta	Kadjebi	Not Available	Okrakrom (Koro) Over bank
45	Volta	Kadjebi	Not Available	Kpando Kope
56	Volta	Kadjebi	Not Available	Bisiase

SELECTED LOCALITIES [EASTERN REGION]

Ser. #	Region	District	Sub-Metro/Area/Zonal Council	Locality
13	Eastern	Birim Central Municipal	Not Available	Amantrim Nkwanta
14	Eastern	Birim Central Municipal	Not Available	Onumabo
18	Eastern	Birim Central Municipal	Not Available	Akumase
19	Eastern	Birim Central Municipal	Not Available	Asanteman
27	Eastern	Birim Central Municipal	Not Available	Asuosu
35	Eastern	Birim Central Municipal	Not Available	Nranso
37	Eastern	Birim Central Municipal	Not Available	Nsuam
49	Eastern	Birim Central Municipal	Not Available	Eshiem
52	Eastern	Birim Central Municipal	Not Available	Mankesi
53	Eastern	Birim Central Municipal	Not Available	Oduasi

Ser. #	Region	District	Sub-Metro/Area/Zonal Council	Locality
4	Eastern	Birim South	Swedru	Adenkyensu
6	Eastern	Birim South	Swedru	Adinkrom
11	Eastern	Birim South	Swedru	Amatey
19	Eastern	Birim South	Swedru	Atomo Akuraa
20	Eastern	Birim South	Swedru	Atuntumirem
15	Eastern	Birim South	Achiase	Nkrankwanta
18	Eastern	Birim South	Achiase	Nuansa
26	Eastern	Birim South	Achiase	Sesekroso
4	Eastern	Birim South	Aperade	Anyinabriem
9	Eastern	Birim South	Aperade	Asikasu

SELECTED LOCALITIES [CENTRAL REGION]

Ser. #	Region	District	Sub-Metro/Area/Zonal Council	Locality
4	Central	Effutu Municipal	Not Available	Obusompeyin
5	Central	Effutu Municipal	Not Available	Gyahadze
8	Central	Effutu Municipal	Not Available	Ensuakyir
11	Central	Effutu Municipal	Not Available	Ansaful
12	Central	Effutu Municipal	Not Available	New Winneba
17	Central	Effutu Municipal	Not Available	Gomoa Feteh
18	Central	Effutu Municipal	Not Available	Bontrase
20	Central	Effutu Municipal	Not Available	Akwele Nkwanta
21	Central	Effutu Municipal	Not Available	Dokutse
26	Central	Effutu Municipal	Not Available	Akuffo Krodua (F. Kwesi K.)

Ser. #	Region	District	Sub-Metro/Area/Zonal Council	Locality
1	Central	Ajumako-Enyan-Essiam	Not Available	Nkwantanum-Esiam
3	Central	Ajumako-Enyan-Essiam	Not Available	Abaasa
4	Central	Ajumako-Enyan-Essiam	Not Available	Ajumako
7	Central	Ajumako-Enyan-Essiam	Not Available	Kokoben
8	Central	Ajumako-Enyan-Essiam	Not Available	Entumbil
9	Central	Ajumako-Enyan-Essiam	Not Available	Ajumako-Mando
11	Central	Ajumako-Enyan-Essiam	Not Available	Kromaim
12	Central	Ajumako-Enyan-Essiam	Not Available	Onwane
15	Central	Ajumako-Enyan-Essiam	Not Available	Etsi-Sonkwa
17	Central	Ajumako-Enyan-Essiam	Not Available	Eshiem

SELECTED LOCALITIES [WESTERN REGION]

Ser. #	Region	District	Sub-Metro/Area/Zonal Council	Locality
4	Western	Ahanta West	Abura	Prusi
13	Western	Ahanta West	Abura	Fokpole
19	Western	Ahanta West	Abura	Ekwansuaso
6	Western	Ahanta West	Dixcove	kubekui
24	Western	Ahanta West	Dixcove	Akyinim
9	Western	Ahanta West	Busia	Huntumano
1	Western	Ahanta West	Ewusiejo	Asemkua
6	Western	Ahanta West	Ewusiejo	Akatakya
29	Western	Ahanta West	Ewusiejo	Ehihiada
30	Western	Ahanta West	Ewusiejo	Nyame Yamkrom

APPENDIX 2

Assessing citizen's awareness of DAs' performance in the project districts.

Table 1A: Awareness: Assessment tool for rating DAs performance?		
	Yes	No
Accra Metropolitan	40%	60%
Adentan Municipal	26%	74%
Ahanta West	18%	82%
Ajumako-Enyan-Essiam	36%	64%
Birim Central Municipal	8%	89%
Birim South	38%	61%
Bosome Freho	15%	82%
Builsa	8%	91%
Effutu Municipal	27%	73%
Jaman North	52%	48%
Kadjebi	26%	74%
Kintampo North Municipal	22%	78%
Obuasi Municipal	11%	89%
Saboba	26%	74%
Sekyere Central	20%	77%
Tamale Metropolitan	14%	86%
Wa West	8%	92%
Overall Avg.	23%	76%

Table 1B: Awareness: DACF govt. gives to each DA?		
	Yes	No
Accra Metropolitan	74%	26%
Adentan Municipal	75%	25%
Ahanta West	72%	28%
Ajumako-Enyan-Essiam	76%	24%
Birim Central Municipal	69%	31%
Birim South	60%	40%
Bosome Freho	65%	35%
Builsa	64%	35%
Effutu Municipal	58%	42%
Jaman North	57%	42%
Kadjebi	56%	44%
Kintampo North Municipal	54%	45%
Obuasi Municipal	54%	46%
Saboba	54%	46%
Sekyere Central	51%	48%
Tamale Metropolitan	49%	51%
Wa West	43%	57%
Overall Avg.	61%	39%

Table 1C: Awareness: MP Common Facility for MPs to undertake projects in their constituencies?		
	No	Yes
Accra Metropolitan	26%	73%
Adentan Municipal	56%	44%
Ahanta West	55%	44%
Ajumako-Enyan-Essiam	38%	62%
Birim Central Municipal	45%	55%
Birim South	26%	74%
Bosome Freho	33%	66%
Builsa	37%	63%
Effutu Municipal	45%	55%
Jaman North	27%	73%
Kadjebi	49%	50%
Kintampo North Municipal	45%	54%
Obuasi Municipal	20%	80%
Saboba	34%	66%
Sekyere Central	42%	58%
Tamale Metropolitan	42%	58%
Wa West	52%	48%
Overall Avg.	40%	60%

Table 1D: Awareness: DDF given to DAs adjudged to have performed well?		
	No	Yes
Accra Metropolitan	77%	23%
Adentan Municipal	80%	20%
Ahanta West	85%	15%
Ajumako-Enyan-Essiam	63%	37%
Birim Central Municipal	84%	16%
Birim South	42%	58%
Bosome Freho	82%	17%
Builsa	89%	11%
Effutu Municipal	75%	25%
Jaman North	54%	46%
Kadjebi	78%	21%
Kintampo North Municipal	78%	21%
Obuasi Municipal	71%	28%
Saboba	72%	28%
Sekyere Central	72%	28%
Tamale Metropolitan	74%	26%
Wa West	88%	12%
Overall Avg.	74%	25%

Table 1E: Awareness: Processes your DA uses to determine property rates, licenses, fees and fines?		
	No	Yes
Accra Metropolitan	81%	18%
Adentan Municipal	82%	18%
Ahanta West	91%	9%
Ajumako-Enyan-Essiam	50%	50%
Birim Central Municipal	89%	11%
Birim South	60%	40%
Bosome Freho	72%	28%
Builsa	81%	18%
Efutu Municipal	74%	26%
Jaman North	46%	54%
Kadjebi	70%	29%
Kintampo North Municipal	84%	16%
Obuasi Municipal	81%	18%
Saboba	78%	21%
Sekyere Central	54%	45%
Tamale Metropolitan	91%	9%
Wa West	95%	5%
Overall Avg.	75%	24%

Table 1F: Awareness: Did your DA announce last year for people to pay local taxes, property rates, license fees or fines?		
	No	Yes
Accra Metropolitan	69%	31%
Adentan Municipal	57%	43%
Ahanta West	80%	20%
Ajumako-Enyan-Essiam	45%	55%
Birim Central Municipal	68%	31%
Birim South	56%	44%
Bosome Freho	40%	59%
Builsa	51%	49%
Efutu Municipal	68%	30%
Jaman North	24%	76%
Kadjebi	57%	42%
Kintampo North Municipal	76%	24%
Obuasi Municipal	50%	50%
Saboba	43%	57%
Sekyere Central	42%	58%
Tamale Metropolitan	72%	28%
Wa West	86%	14%
Overall Avg.	58%	42%

Table 1G: Awareness: Know whether you PWDs are entitled to some portion the DACF?		
	No	Yes
Accra Metropolitan	72%	28%
Adentan Municipal	70%	29%
Ahanta West	67%	33%
Ajumako-Enyan-Essiam	34%	66%
Birim Central Municipal	47%	53%
Birim South	33%	67%
Bosome Freho	39%	61%
Builsa	48%	52%
Efutu Municipal	61%	39%
Jaman North	29%	70%
Kadjebi	54%	44%
Kintampo North Municipal	60%	39%
Obuasi Municipal	49%	50%
Saboba	34%	65%
Sekyere Central	40%	60%
Tamale Metropolitan	56%	43%
Wa West	73%	27%
Overall Avg.	51%	49%

Table 1H: Awareness: Know of regulation that demands of DAs to seek inputs of citizens for D-plans?		
	No	Yes
Accra Metropolitan	56%	42%
Adentan Municipal	88%	12%
Ahanta West	76%	24%
Ajumako-Enyan-Essiam	55%	45%
Birim Central Municipal	80%	19%
Birim South	47%	52%
Bosome Freho	68%	31%
Builsa	75%	25%
Efutu Municipal	74%	25%
Jaman North	39%	61%
Kadjebi	54%	45%
Kintampo North Municipal	70%	29%
Obuasi Municipal	73%	27%
Saboba	67%	33%
Sekyere Central	59%	41%
Tamale Metropolitan	70%	30%
Wa West	87%	13%
Overall Avg.	67%	33%

Table 11: Awareness: Do you know of a complaints committee within the DAs?		
	No	Yes
Accra Metropolitan	69%	30%
Adentan Municipal	86%	14%
Ahanta West	80%	20%
Ajumako -Enyan -Essiam	57%	43%
Birim Central Municipal	68%	31%
Birim South	49%	51%
Bosome Freho	62%	38%
Builsa	70%	29%
Effutu Municipal	59%	41%
Jaman North	47%	53%
Kadjebi	56%	44%
Kintampo North Municipal	69%	31%
Obuasi Municipal	69%	31%
Saboba	51%	49%
Sekyere Central	71%	29%
Tamale Metropolitan	69%	31%
Wa West	88%	12%
Overall Avg.	66%	34%

Table 2A: Who has primary responsibility: Keeping the communities clean?

	Central Govt.	Local Govt.	Trad. Leaders	Community Members	Don't Know
Accra Metropolitan		57%	1%	40%	0%
Tamale Metropolitan	8%	63%	5%	23%	2%
Effutu Municipal	4%	11%	7%	77%	
Adentan Municipal	1%	32%	6%	59%	1%
Birim Central Municipal	5%	22%	17%	54%	1%
Obuasi Municipal	0%	38%	4%	56%	0%
Kintampo North Municipal	12%	37%	6%	39%	5%
Ahanta West	0%	35%	17%	45%	2%
Ajumako-Enyan-Essiam	19%	26%	11%	43%	0%
Kadjebi	4%	20%	8%	66%	0%
Birim South	12%	17%	27%	44%	
Bosome Freho	6%	61%	9%	23%	
Sekyere Central	2%	38%	20%	38%	0%
Jaman North	1%	48%	4%	46%	0%
Saboba	6%	27%	13%	52%	2%
Builsa	4%	35%	12%	46%	2%
Wa West	5%	33%	4%	57%	1%
Overall Avg.	5%	35%	10%	47%	1%

Table 2B: Who has primary responsibility: Managing local public schools?

	Central Govt.	Local Govt.	Trad. Leaders	Community Members	Don't Know
Accra Metropolitan	19%	70%	2%	1%	5%
Tamale Metropolitan	27%	67%		3%	2%
Effutu Municipal	14%	66%	18%	2%	
Adentan Municipal	12%	74%	2%	4%	8%
Birim Central Municipal	25%	51%	5%	17%	1%
Obuasi Municipal	12%	67%	1%	4%	14%
Kintampo North Municipal	33%	48%	4%	7%	7%
Ahanta West	9%	77%	6%	2%	6%
Ajumako-Enyan-Essiam	33%	58%	4%	4%	0%
Kadjebi	21%	52%	4%	21%	2%
Birim South	37%	50%	6%	6%	0%
Bosome Freho	18%	75%	5%	2%	
Sekyere Central	31%	32%	14%	20%	1%
Jaman North	13%	66%	1%	20%	
Saboba	18%	52%	11%	14%	4%
Builsa	22%	59%	5%	6%	8%
Wa West	11%	58%	10%	19%	1%
Overall Avg.	21%	60%	6%	9%	4%

Table 2C: Who has primary responsibility: Maintaining local roads and bridges?

	Central Govt.	Local Govt.	Trad. Leaders	Community Members	Don't Know
Accra Metropolitan	19%	78%	0%	0%	2%
Tamale Metropolitan	32%	64%	1%		2%
Effutu Municipal	19%	75%	4%	2%	
Adentan Municipal	23%	69%	2%	2%	3%
Birim Central Municipal	45%	50%	3%	1%	0%
Obuasi Municipal	23%	76%			1%
Kintampo North Municipal	39%	53%	0%	3%	4%
Ahanta West	16%	76%	3%	2%	4%
Ajumako-Enyan-Essiam	41%	51%	3%	3%	1%
Kadjebi	30%	65%	2%	1%	2%
Birim South	43%	51%	2%	2%	1%
Bosome Freho	24%	75%	1%	0%	
Sekyere Central	37%	52%	8%	1%	1%
Jaman North	18%	80%	2%	1%	
Saboba	29%	53%	4%	9%	5%
Builsa	45%	43%	1%		9%
Wa West	20%	67%	6%	5%	1%
Overall Avg.	30%	63%	3%	2%	2%

Table 2D: Who has primary responsibility: Managing local public health clinics?

	Central Govt.	Local Govt.	Trad. Leaders	Community Members	Don't Know
Accra Metropolitan	18%	75%	2%		4%
Tamale Metropolitan	35%	59%	2%	2%	2%
Effutu Municipal	16%	74%	4%	1%	4%
Adentan Municipal	20%	65%	2%	2%	11%
Birim Central Municipal	37%	48%	3%	3%	7%
Obuasi Municipal	31%	58%		1%	8%
Kintampo North Municipal	38%	51%	2%	1%	7%
Ahanta West	15%	70%	1%	2%	11%
Ajumako-Enyan-Essiam	37%	53%	4%	3%	3%
Kadjebi	35%	58%	2%	1%	2%
Birim South	39%	53%	3%	3%	2%
Bosome Freho	27%	71%	1%		0%
Sekyere Central	37%	53%	7%	0%	1%
Jaman North	19%	78%	1%	2%	
Saboba	32%	47%	8%	7%	4%
Builsa	21%	55%	3%	2%	18%
Wa West	20%	65%	8%	5%	1%
Overall Avg.	28%	61%	3%	2%	5%

	Central Govt.	Local Govt.	Trad. Leaders	C'nity Members	Don't Know
Accra Metropolitan	4%	79%	5%	6%	2%
Tamale Metropolitan	16%	72%	6%	4%	2%
Efutu Municipal	10%	58%	20%	8%	3%
Adentan Municipal	11%	64%	2%	10%	11%
Birim Central Municipal	16%	65%	5%	5%	7%
Obuasi Municipal		89%		4%	6%
Kintampo North Municipal	20%	61%	6%	3%	8%
Ahanta West	5%	79%	3%	4%	8%
Ajumako-Enyan-Essiam	16%	57%	13%	10%	2%
Kadjebi	5%	76%	7%	8%	2%
Birim South	28%	59%	5%	4%	4%
Bosome Freho	13%	75%	4%	8%	
Sekyere Central	22%	56%	17%	2%	1%
Jaman North	8%	78%	9%	6%	
Saboba	14%	60%	10%	10%	4%
Builsa	7%	64%	18%	1%	10%
Wa West	7%	68%	9%	14%	1%
Overall Avg.	12%	68%	8%	6%	4%

	Central Govt.	Local Govt.	Trad. Leaders	C'nity Members	Don't Know
Accra Metropolitan	2%	85%	5%	4%	2%
Tamale Metropolitan	12%	72%	6%	7%	3%
Efutu Municipal	23%	57%	5%	7%	6%
Adentan Municipal	12%	62%	3%	13%	8%
Birim Central Municipal	15%	66%	6%	6%	7%
Obuasi Municipal	2%	90%	3%	3%	2%
Kintampo North Municipal	18%	55%	4%	7%	11%
Ahanta West	12%	66%	3%	2%	15%
Ajumako-Enyan-Essiam	12%	50%	23%	9%	3%
Kadjebi	7%	72%	8%	8%	2%
Birim South	28%	61%	4%	6%	2%
Bosome Freho	13%	76%	4%	6%	
Sekyere Central	22%	58%	14%	2%	2%
Jaman North	2%	91%	2%	4%	
Saboba	13%	54%	8%	14%	9%
Builsa	6%	70%	9%	2%	13%
Wa West	14%	69%	9%	6%	2%
Overall Avg.	12%	68%	7%	6%	5%

	Central Govt.	Local Govt.	Trad. Leaders	C'nity Members	Don't Know
Accra Metropolitan	3%	50%	36%	4%	3%
Tamale Metropolitan	14%	35%	46%	4%	1%
Efutu Municipal	6%	13%	76%	4%	0%
Adentan Municipal	7%	38%	30%	20%	4%
Birim Central Municipal	2%	30%	62%	4%	1%
Obuasi Municipal	2%	13%	67%	16%	0%
Kintampo North Municipal	12%	26%	47%	8%	6%
Ahanta West	5%	33%	53%	2%	6%
Ajumako-Enyan-Essiam	10%	27%	50%	8%	2%
Kadjebi	5%	11%	73%	9%	0%
Birim South	8%	15%	72%	4%	
Bosome Freho	5%	31%	60%	4%	
Sekyere Central	4%	19%	73%	1%	1%
Jaman North	5%	53%	35%	7%	1%
Saboba	8%	28%	51%	10%	2%
Builsa	2%	10%	84%	3%	1%
Wa West	8%	17%	64%	9%	0%
Overall Avg.	6%	26%	58%	7%	2%

	Central Govt.	Local Govt.	Trad. Leaders	C'nity Members	Don't Know
Accra Metropolitan	14%	53%	10%	3%	18%
Tamale Metropolitan	18%	48%	16%	14%	3%
Efutu Municipal	23%	36%	28%	10%	0%
Adentan Municipal	15%	36%	12%	18%	16%
Birim Central Municipal	29%	35%	30%	5%	1%
Obuasi Municipal	36%	47%	7%	6%	1%
Kintampo North Municipal	18%	36%	29%	8%	7%
Ahanta West	18%	38%	22%	5%	16%
Ajumako-Enyan-Essiam	18%	30%	30%	20%	2%
Kadjebi	24%	30%	20%	21%	3%
Birim South	31%	33%	31%	4%	1%
Bosome Freho	18%	56%	25%	2%	
Sekyere Central	18%	59%	16%	4%	2%
Jaman North	12%	50%	22%	14%	
Saboba	16%	30%	31%	17%	4%
Builsa	7%	17%	54%	12%	10%
Wa West	12%	45%	22%	19%	1%
Overall Avg.	19%	40%	24%	11%	5%

Table 2I: Who has primary responsibility: Maintaining law and order?

	Central Govt.	Local Govt.	Trad. Leaders	Cnity Members	Don't Know
Accra Metropolitan	18%	68%	5%	2%	2%
Tamale Metropolitan	36%	45%	11%	4%	2%
Efutu Municipal	39%	24%	32%	3%	0%
Adentan Municipal	35%	41%	12%	7%	4%
Birim Central Municipal	29%	36%	30%	4%	0%
Obuasi Municipal	72%	19%	6%	2%	0%
Kintampo North Municipal	33%	35%	18%	6%	7%
Ahanta West	23%	42%	24%	2%	8%
Ajumako-Enyan-Essiam	32%	34%	26%	6%	1%
Kadjebi	27%	31%	29%	10%	1%
Birim South	25%	28%	42%	5%	
Bosome Freho	16%	56%	24%	4%	0%
Sekyere Central	20%	55%	20%	1%	1%
Jaman North	24%	63%	9%	3%	
Saboba	24%	30%	35%	9%	2%
Builsa	20%	25%	47%	3%	5%
Wa West	29%	43%	20%	7%	1%
Overall Avg.	29%	40%	23%	5%	2%

Table 2J: Who has primary responsibility: Setting local rates or taxes, licenses and fees?

	Central Govt.	Local Govt.	Trad. Leaders	Cnity Members	Don't Know
Accra Metropolitan	11%	85%	1%	0%	2%
Tamale Metropolitan	17%	74%	3%		5%
Efutu Municipal	31%	58%	7%		2%
Adentan Municipal	27%	65%	2%	1%	4%
Birim Central Municipal	20%	69%	7%	1%	2%
Obuasi Municipal	2%	96%	1%		
Kintampo North Municipal	25%	53%	9%	3%	9%
Ahanta West	11%	67%	4%	%	18%
Ajumako-Enyan-Essiam	25%	65%	5%	2%	2%
Kadjebi	19%	69%	3%	2%	6%
Birim South	23%	55%	17%	2%	3%
Bosome Freho	14%	81%	3%	2%	0%
Sekyere Central	14%	71%	11%	1%	1%
Jaman North	11%	83%	3%	1%	0%
Saboba	16%	63%	13%	4%	2%
Builsa	6%	73%	6%		14%
Wa West	14%	73%	10%	3%	%
Overall Avg.	17%	71%	6%	1%	4%

Table 2K: Who has primary responsibility: Collecting market tolls and license fees?

	Central Govt.	Local Govt.	Trad. Leaders	Cnity Members	Don't Know
Accra Metropolitan	8%	87%	2%	0%	2%
Tamale Metropolitan	13%	80%	2%	0%	4%
Efutu Municipal	23%	53%	17%	1%	5%
Adentan Municipal	21%	71%	2%	0%	4%
Birim Central Municipal	20%	69%	7%	1%	2%
Obuasi Municipal	1%	98%	1%	0%	0%
Kintampo North Municipal	22%	61%	6%	3%	8%
Ahanta West	3%	84%	2%	2%	8%
Ajumako-Enyan-Essiam	16%	75%	6%	2%	2%
Kadjebi	15%	76%	0%	2%	6%
Birim South	14%	72%	8%	3%	2%
Bosome Freho	14%	81%	2%	1%	0%
Sekyere Central	8%	80%	8%	2%	1%
Jaman North	9%	89%	1%	0%	
Saboba	15%	65%	10%	6%	2%
Builsa	5%	75%	8%	1%	11%
Wa West	11%	73%	8%	6%	1%
Overall Avg.	13%	76%	5%	2%	3%

Table 2L: Who has primary responsibility: Collecting rates on privately owned houses?

	Central Govt.	Local Govt.	Trad. Leaders	Cnity Members	Don't Know
Accra Metropolitan	8%	85%	%	3%	3%
Tamale Metropolitan	12%	76%	4%	1%	5%
Efutu Municipal	29%	58%	5%	1%	7%
Adentan Municipal	21%	71%	1%	0%	4%
Birim Central Municipal	22%	66%	7%	2%	2%
Obuasi Municipal	1%	89%	10%		
Kintampo North Municipal	21%	58%	8%	3%	10%
Ahanta West	3%	77%	3%	1%	15%
Ajumako-Enyan-Essiam	18%	65%	10%	2%	2%
Kadjebi	18%	72%	1%	1%	7%
Birim South	17%	73%	6%	1%	2%
Bosome Freho	13%	81%	4%	2%	
Sekyere Central	8%	78%	10%	2%	1%
Jaman North	8%	89%	0%	2%	
Saboba	18%	57%	11%	6%	7%
Builsa	5%	67%	13%	1%	14%
Wa West	11%	73%	9%	5%	2%
Overall Avg.	14%	73%	6%	2%	5%

Table 3A: How often: Your DA removes solid waste to keep the community clean

	Never + Less than once a month [Rarely]	Few times a month + few times a week + Daily [Regularly]	Don't know
Accra Metropolitan	24%	63%	1%
Adentan Municipal	86%	8%	4%
Ahanta West	75%	23%	2%
Ajumako-Enyan-Essiam	38%	58%	8%
Birim Central Municipal	65%	32%	1%
Birim South	85%	14%	1%
Bosome Freho	90%	8%	3%
Buiisa	86%	9%	3%
Effutu Municipal	84%	13%	2%
Jaman North	73%	27%	0%
Kadjebi	88%	10%	4%
Kintampo North Municipal	78%	16%	5%
Obuasi Municipal	88%	7%	2%
Saboba	59%	35%	6%
Sekyere Central	40%	55%	4%
Tamale Metropolitan	54%	37%	4%
Wa West	54%	43%	4%
Overall Avg.	69%	27%	3%

Table 3B: How often: Your DA keeps local public schools in good condition

	Never + Less than once a month [Rarely]	Few times a month + few times a week + Daily [Regularly]	Don't know
Accra Metropolitan	26%	5%	56%
Adentan Municipal	43%	8%	49%
Ahanta West	65%	7%	24%
Ajumako-Enyan-Essiam	62%	26%	11%
Birim Central Municipal	64%	32%	3%
Birim South	74%	21%	4%
Bosome Freho	90%	4%	5%
Buiisa	65%	14%	17%
Effutu Municipal	78%	17%	4%
Jaman North	60%	39%	1%
Kadjebi	86%	9%	4%
Kintampo North Municipal	77%	16%	7%
Obuasi Municipal	60%	22%	18%
Saboba	48%	40%	9%
Sekyere Central	38%	35%	26%
Tamale Metropolitan	58%	29%	9%
Wa West	77%	15%	6%
Overall Avg.	63%	20%	15%

Table 3C: How often: Your DA keeps local roads & bridges in good condition

	Never + Less than once a month [Rarely]	Few times a month + few times a week + Daily [Regularly]	Don't know
Accra Metropolitan	35%	18%	4%
Adentan Municipal	72%	16%	4%
Ahanta West	77%	8%	0%
Ajumako-Enyan-Essiam	60%	23%	9%
Birim Central Municipal	79%	17%	6%
Birim South	83%	11%	5%
Bosome Freho	87%	7%	16%
Buiisa	80%	2%	14%
Effutu Municipal	88%	5%	10%
Jaman North	74%	26%	3%
Kadjebi	89%	7%	12%
Kintampo North Municipal	87%	9%	4%
Obuasi Municipal	90%	1%	22%
Saboba	49%	33%	21%
Sekyere Central	42%	36%	9%
Tamale Metropolitan	64%	24%	8%
Wa West	84%	12%	6%
Overall Avg.	73%	15%	9%

Table 3D: How often: Your DA keeps local public health clinics in good condition

	Never + Less than once a month [Rarely]	Few times a month + few times a week + Daily [Regularly]	Don't know
Accra Metropolitan	18%	9%	6%
Adentan Municipal	34%	3%	14%
Ahanta West	49%	9%	11%
Ajumako-Enyan-Essiam	52%	31%	6%
Birim Central Municipal	60%	27%	10%
Birim South	93%	2%	61%
Bosome Freho	87%	7%	39%
Buiisa	55%	18%	1%
Effutu Municipal	85%	3%	17%
Jaman North	73%	25%	5%
Kadjebi	89%	5%	62%
Kintampo North Municipal	77%	12%	12%
Obuasi Municipal	74%	5%	4%
Saboba	37%	40%	20%
Sekyere Central	36%	24%	38%
Tamale Metropolitan	46%	29%	20%
Wa West	70%	20%	26%
Overall Avg.	61%	16%	21%

Table 3F: How often: Your DA keeps local markets structures in good condition

	Never + Less than once a month [Rarely]	Few times a month + few times a week + Daily [Regularly]	Don't know
Accra Metropolitan	37%	11%	6%
Adentan Municipal	44%	6%	14%
Ahanta West	60%	9%	9%
Ajumako-Enyan-Essiam	55%	27%	10%
Birim Central Municipal	70%	16%	18%
Birim South	95%	2%	44%
Bosome Freho	93%	3%	49%
Builsa	62%	19%	1%
Effutu Municipal	82%	7%	16%
Jaman North	81%	17%	12%
Kadjebi	85%	5%	30%
Kintampo North Municipal	81%	8%	3%
Obuasi Municipal	69%	16%	9%
Saboba	54%	29%	13%
Sekyere Central	38%	23%	12%
Tamale Metropolitan	40%	34%	38%
Wa West	71%	21%	3%
Overall Avg.	66%	15%	17%

Table 3F: How often: Your DA keeps local markets clean

	Never + Less than once a month [Rarely]	Few times a month + few times a week + Daily [Regularly]	Don't know
Accra Metropolitan	27%	31%	6%
Adentan Municipal	45%	12%	10%
Ahanta West	43%	40%	2%
Ajumako-Enyan-Essiam	27%	62%	11%
Birim Central Municipal	68%	19%	2%
Birim South	94%	2%	34%
Bosome Freho	92%	5%	42%
Builsa	39%	53%	12%
Effutu Municipal	76%	13%	10%
Jaman North	69%	29%	3%
Kadjebi	78%	12%	16%
Kintampo North Municipal	73%	19%	12%
Obuasi Municipal	62%	24%	7%
Saboba	41%	49%	8%
Sekyere Central	33%	33%	34%
Tamale Metropolitan	34%	40%	8%
Wa West	42%	49%	10%
Overall Avg.	55%	29%	13%

Table 3G: How often does your DA check sanitary conditions in local food stalls ?

	Never + Less than once a month [Rarely]	Few times a month + few times a week + Daily [Regularly]	Don't know
Accra Metropolitan	52%	8%	%
Adentan Municipal	65%	5%	3%
Ahanta West	45%	23%	7%
Ajumako-Enyan-Essiam	38%	50%	10%
Birim Central Municipal	60%	29%	18%
Birim South	92%	6%	33%
Bosome Freho	92%	5%	29%
Builsa	47%	35%	13%
Effutu Municipal	81%	3%	31%
Jaman North	42%	58%	32%
Kadjebi	76%	18%	10%
Kintampo North Municipal	76%	11%	10%
Obuasi Municipal	44%	48%	22%
Saboba	48%	29%	5%
Sekyere Central	33%	35%	6%
Tamale Metropolitan	52%	35%	16%
Wa West	75%	16%	2%
Overall Avg.	60%	24%	14%

Table 4A: Did your DA Rep hold any community meeting for community needs for DA D-Plans in the past 12 months?

	No	Yes	-
Accra Metropolitan	75%	10%	15%
Tamale Metropolitan	54%	38%	8%
Efutu Municipal	49%	47%	3%
Adentan Municipal	61%	9%	29%
Birim Central Municipal	48%	46%	5%
Obuasi Municipal	52%	33%	14%
Kintampo North Municipal	57%	36%	6%
Ahanta West	29%	62%	7%
Ajumako-Enyan-Essiam	36%	53%	11%
Kadjebi	48%	48%	2%
Birim South	49%	48%	3%
Bosome Freho	39%	60%	1%
Sekyere Central	23%	68%	8%
Jaman North	36%	63%	1%
Saboba	62%	31%	6%
Builsa	51%	36%	12%
Wa West	67%	31%	2%
Overall Avg.	49%	42%	8%

Table 4B: If yes to Q11A did your community make proposals of needs for inclusion in DA D-Plan for that year?

	No	Yes	Don't know	Not Applicable
Accra Metropolitan	4%	4%	2%	90%
Tamale Metropolitan	2%	27%	8%	62%
Efutu Municipal	3%	41%	2%	52%
Adentan Municipal	0%	6%	2%	91%
Birim Central Municipal	2%	36%	6%	54%
Obuasi Municipal	3%	26%	3%	67%
Kintampo North Municipal	6%	24%	6%	63%
Ahanta West	2%	55%	5%	37%
Ajumako-Enyan-Essiam	7%	43%	2%	47%
Kadjebi	2%	44%	0%	50%
Birim South	10%	34%	2%	52%
Bosome Freho	20%	37%	3%	40%
Sekyere Central	0%	65%	2%	32%
Jaman North	0%	54%	0%	37%
Saboba	4%	22%	4%	69%
Builsa	1%	35%	0%	64%
Wa West	4%	24%	3%	69%
Overall Avg.	4%	34%	3%	57%

Table 5A: In the past 12 months, how often did your DA Rep meet with your community to build consensus on DA budget for development projects?

	Never + Just once	Regularly	Don't Know
Accra Metropolitan	69%	1%	30%
Tamale Metropolitan	74%	7%	19%
Efutu Municipal	84%	8%	7%
Adentan Municipal	46%	1%	53%
Birim Central Municipal	79%	8%	11%
Obuasi Municipal	83%	2%	14%
Kintampo North Municipal	87%	8%	5%
Ahanta West	87%	2%	11%
Ajumako-Enyan-Essiam	71%	12%	17%
Kadjebi	81%	15%	3%
Birim South	90%	6%	4%
Bosome Freho	98%	1%	
Sekyere Central	50%	34%	16%
Jaman North	63%	35%	2%
Saboba	65%	6%	28%
Builsa	83%	2%	14%
Wa West	94%	1%	4%
Total	77%	9%	14%

Table 5B: In the past 12 months, how often: DA Rep meet with community to build consensus on proposed allocation of DACF to projects

	Never + Just once	Regularly	Don't Know
Accra Metropolitan	69%	2%	30%
Tamale Metropolitan	76%	4%	19%
Efutu Municipal	82%	10%	7%
Adentan Municipal	46%	0%	53%
Birim Central Municipal	81%	6%	12%
Obuasi Municipal	84%	0%	16%
Kintampo North Municipal	86%	8%	6%
Ahanta West	87%	2%	11%
Ajumako-Enyan-Essiam	66%	16%	18%
Kadjebi	81%	16%	3%
Birim South	89%	7%	4%
Bosome Freho	99%	0%	
Sekyere Central	48%	34%	18%
Jaman North	63%	35%	2%
Saboba	67%	4%	29%
Builsa	82%	2%	16%
Wa West	94%	0%	5%
Overall Avg.	76%	9%	15%

Table 5C: In the past 12 months, how often: DA Rep meet with community to build consensus on proposed allocation of DDF to projects

		Regularly	Don't Know
Accra Metropolitan	68%	1%	31%
Tamale Metropolitan	78%	3%	19%
Efutu Municipal	86%	5%	7%
Adentan Municipal	46%	0%	53%
Birim Central Municipal	84%	2%	14%
Obuasi Municipal	84%	0%	16%
Kintampo North Municipal	88%	6%	6%
Ahanta West	88%	1%	11%
Ajumako-Enyan-Essiam	65%	16%	19%
Kadjebi	81%	15%	3%
Birim South	87%	6%	7%
Bosome Freho	99%	1%	
Sekyere Central	49%	30%	21%
Jaman North	67%	31%	2%
Saboba	69%	2%	28%
Builsa	82%	0%	18%
Wa West	94%	0%	6%
Overall Avg.	77%	7%	15%

Table 5D: In the past 12 months, how often: DA Rep meet with community to build consensus on proposed allocation of IGF to projects

	Rarely	Regularly	Don't Know
Accra Metropolitan	69%	1%	30%
Tamale Metropolitan	79%	2%	19%
Efutu Municipal	86%	5%	8%
Adentan Municipal	46%	0%	54%
Birim Central Municipal	84%	2%	14%
Obuasi Municipal	84%	0%	16%
Kintampo North Municipal	89%	4%	7%
Ahanta West	89%	0%	11%
Ajumako-Enyan-Essiam	63%	20%	16%
Kadjebi	81%	14%	4%
Birim South	90%	6%	4%
Bosome Freho	99%	1%	
Sekyere Central	48%	36%	16%
Jaman North	66%	31%	2%
Saboba	67%	4%	28%
Builsa	82%	0%	18%
Wa West	93%	1%	6%
Overall Avg.	77%	8%	15%

Table 5E: In the past 12 months, how often: DA Rep met with community to build consensus on proposed local rates & taxes

	Rarely	Regularly	Don't Know
Accra Metropolitan	69%	1%	30%
Tamale Metropolitan	78%	3%	19%
Efutu Municipal	87%	4%	7%
Adentan Municipal	46%	0%	54%
Birim Central Municipal	82%	2%	15%
Obuasi Municipal	84%	0%	15%
Kintampo North Municipal	91%	3%	6%
Ahanta West	87%	2%	11%
Ajumako-Enyan-Essiam	66%	18%	16%
Kadjebi	83%	12%	4%
Birim South	91%	4%	4%
Bosome Freho	98%	1%	
Sekyere Central	49%	38%	13%
Jaman North	67%	31%	2%
Saboba	67%	5%	28%
Buiisa	84%	0%	15%
Wa West	93%	1%	6%
Overall Avg.	78%	7%	14%

Table 5F: In the past 12 months, how often: DA Rep met with community to build consensus on proposed licenses and fees

	Rarely	Regularly	Don't Know
Accra Metropolitan	69%	1%	30%
Tamale Metropolitan	78%	2%	19%
Efutu Municipal	87%	4%	7%
Adentan Municipal	45%	0%	54%
Birim Central Municipal	84%	2%	14%
Obuasi Municipal	85%	0%	15%
Kintampo North Municipal	92%	2%	5%
Ahanta West	86%	3%	11%
Ajumako-Enyan-Essiam	68%	16%	16%
Kadjebi	82%	12%	4%
Birim South	93%	3%	4%
Bosome Freho	99%	1%	0%
Sekyere Central	50%	37%	13%
Jaman North	68%	29%	2%
Saboba	68%	4%	28%
Buiisa	84%	1%	15%
Wa West	93%	1%	6%
Overall Avg.	78%	7%	14%

Table 6A: In the past 12 months, how often: DA Rep meet with community to gather opinions on issues to be discussed by your DA

	Never + Just once [Rarely]	Few times + Many times + Always [Regularly]	Don't Know
Accra Metropolitan	69%	1%	30%
Tamale Metropolitan	75%	6%	19%
Efutu Municipal	86%	5%	7%
Adentan Municipal	45%	1%	54%
Birim Central Municipal	70%	18%	11%
Obuasi Municipal	73%	12%	15%
Kintampo North Municipal	88%	6%	5%
Ahanta West	68%	20%	12%
Ajumako-Enyan-Essiam	63%	23%	14%
Kadjebi	80%	15%	4%
Birim South	85%	11%	3%
Bosome Freho	89%	10%	
Sekyere Central	50%	39%	11%
Jaman North	59%	39%	2%
Saboba	64%	8%	28%
Buiisa	57%	27%	16%
Wa West	93%	1%	6%
Overall Avg.	71%	14%	14%

Table 6B: In the past 12 months, how often: DA Rep meet with community to report on your DA decisions

	Never + Just once [Rarely]	Few times + Many times + Always [Regularly]	Don't Know
Accra Metropolitan	68%	2%	30%
Tamale Metropolitan	75%	5%	20%
Efutu Municipal	87%	4%	8%
Adentan Municipal	45%		54%
Birim Central Municipal	58%	28%	13%
Obuasi Municipal	80%	4%	15%
Kintampo North Municipal	86%	8%	6%
Ahanta West	69%	20%	12%
Ajumako-Enyan-Essiam	61%	23%	15%
Kadjebi	79%	15%	4%
Birim South	87%	10%	3%
Bosome Freho	88%	12%	
Sekyere Central	49%	37%	14%
Jaman North	57%	41%	2%
Saboba	65%	7%	28%
Buiisa	60%	22%	18%
Wa West	93%	1%	6%
Overall Avg.	71%	14%	15%

Table 6C: In the past 12 months, how often did your DA Rep meet with your community to report on devt projects the DA will undertake in community

	Never + Just once	Regularly	Don't Know
Accra Metropolitan	68%	2%	30%
Tamale Metropolitan	74%	6%	20%
Efutu Municipal	84%	6%	8%
Adentan Municipal	44%	1%	54%
Birim Central Municipal	60%	26%	13%
Obuasi Municipal	80%	5%	15%
Kintampo North Municipal	82%	12%	5%
Ahanta West	74%	15%	11%
Ajumako-Enyan-Essiam	60%	24%	15%
Kadjebi	79%	16%	4%
Birim South	86%	11%	3%
Bosome Freho	82%	17%	
Sekyere Central	50%	37%	13%
Jaman North	58%	40%	2%
Saboba	65%	6%	29%
Builsa	61%	23%	16%
Wa West	93%	1%	6%
Overall Avg.	71%	15%	14%

Table 6D: In the past 12 months, how often: DA Rep met with community to report on actions being taken to address their concerns

	Never + Just once	Regularly	Don't Know
Accra Metropolitan	69%	2%	29%
Tamale Metropolitan	75%	6%	19%
Efutu Municipal	86%	5%	8%
Adentan Municipal	45%	0%	54%
Birim Central Municipal	60%	27%	13%
Obuasi Municipal	81%	3%	15%
Kintampo North Municipal	84%	11%	5%
Ahanta West	72%	17%	11%
Ajumako-Enyan-Essiam	66%	20%	14%
Kadjebi	79%	16%	4%
Birim South	86%	10%	3%
Bosome Freho	81%	17%	
Sekyere Central	51%	36%	14%
Jaman North	57%	40%	3%
Saboba	63%	7%	30%
Builsa	61%	22%	16%
Wa West	93%	1%	6%
Overall Avg.	71%	14%	14%

Table 6E: In the past 12 months, how often did your DA Rep meet with community for communal work to implement development projects

	Rarely	Regularly	Don't Know
Accra Metropolitan	65%	10%	25%
Tamale Metropolitan	73%	10%	18%
Efutu Municipal	87%	5%	6%
Adentan Municipal	46%	1%	52%
Birim Central Municipal	40%	51%	9%
Obuasi Municipal	31%	63%	6%
Kintampo North Municipal	76%	17%	8%
Ahanta West	64%	26%	10%
Ajumako-Enyan-Essiam	45%	45%	10%
Kadjebi	71%	24%	4%
Birim South	88%	8%	3%
Bosome Freho	23%	76%	
Sekyere Central	56%	29%	14%
Jaman North	55%	42%	2%
Saboba	68%	5%	27%
Builsa	59%	30%	11%
Wa West	88%	6%	6%
Overall Avg.	61%	27%	13%

APPENDIX 3

Report on EU/ CDD-Ghana study on *Promoting Social Accountability through Citizens' Participation in Local Governance: Evidence from EU/ CDD Survey in 17 Districts in Ghana*, held on 9th April at the Marbon Hotel Conference Room, Kumasi, by Kwaku Oforu Debrah

The raison d'être for this workshop was to present findings and stimulate discussions on the above mentioned study. The general objective of the study was to contribute to developing an accountable, transparent, responsive and people-oriented district assembly system in Ghana through a 3 year (36 months) program which aims to empower and build the capacity of citizens on issues of social accountability. The workshop began after a participant volunteered to offer the opening prayers. This was followed in earnest with the introduction of participants which was led by Mr. Maxwell Ashon, a research officer at CDD-Ghana. After that Mr. Nicholas Kodzo Akyire, a member of the project advisory committee, gave the welcome address. In total, there were twenty eight participants of which eight were female and twenty were male. This suggests that there still remains some work to be done with regards to increasing the gender balance in CDD-Ghana's workshops. Four of the participants were PWDs.

The presentation was divided into two parts. The first part was mainly introductory and was led by Mr. Ashon while the second section took a more in depth examination of the findings and was led by Mr. Edward Ampratwum, a senior research officer at CDD. To put the findings into perspective, a brief account of the introduction of decentralization in Ghana in 1988 and how it has evolved over the years was given, highlighting its success and challenges. Notable among the challenges is the void in communication between the DA/DCE and the communities which has hampered grassroots participation in the activities of the DAs. Meanwhile, bringing governance closer to the people was highlighted as one of decentralization's biggest successes; albeit there are enormous deficiencies with regards to its effective implementation. Following this, Mr. Ashon explained that the research team administered 250 questionnaires in each of the 17 districts, bringing the total questionnaires administered to 4,250 instead of the 510, that is, 30 in each district, originally proposed. After this, Mr. Ampratwum delved into the major findings of the studies. Prominent among the key findings shared with participants were:

- Survey social demographics
- Survey communities demographics
- Citizen awareness of specific local government issues
- Sources of information on the district assemblies
- MMDAs' functions and service delivery responsibilities
- MMDAs' adherence to provisions in the Local Government Act
- Citizen participation in local governance
- MMDAs' legitimacy and right to demand citizen compliance with by-laws. Involvement of minority groups in local governance
- Performance assessment of MMDAs

Following his presentation, Mr. Ampratwum invited participants to raise any preliminary objections they may have with the findings but no substantive objection was raised. When participants resumed for the second part of the workshop which was discussion based, the first issue raised was regarding methodology. They were informed that sampling for the localities was conducted based on the 2010 Population and Housing Census. Consequently, findings were a reflection of the localities and not the districts. With regards to what informed the choice of the districts used for the study, participants were told that it was purely a random process using the easy sample software.

Next, a participant asserted that analysis of the findings should factor in the voting patterns and how they are reflected in the responses from the survey. For instance, it is likely that Obuasi was not favourably disposed towards the DA because it is an opposition (NPP) dominated area, whereas the people of Jaman spoke more highly of the DA because the area is a stronghold of the ruling government (NDC). This could explain why in opposition dominated areas the study found citizens to be disconnected from the DA while the opposite was found in areas dominated by sympathisers of the ruling government. Thus, the participant highlighted the need to examine these social dynamics. In response, Mr. Ampratwum assured participants that a cross-tabulation of the data would be computed to match the data with other patterns of votes in the country which will inform a more rigorous analysis.

Another related point was that politics has crept into DAs, which some participants argued is affecting the smooth running of the assembly. Participants alluded that, most foot soldiers of the party in power feel officials who worked under the previous government should make way for them to take over. These groups of individuals with limited know-how would only scramble to pander and not be offering much. Correspondingly, this has increased the indifference demonstrated by sympathizers of the previous government in the activities of the assemblies. Similarly, this feeds into the perception of corruption or the accretion of wealth that always happens at the expense of the citizenry in the district. Moreover, the DCE and most technocrats at the district report to local political elites because of their overbearing influence on who occupies a particular office. To rectify these portrayals, participants suggested DCEs must be elected.

A further issue raised by a participant was that ignorance on the activities of the DA may influence most of the findings of the survey. This gives credence to a point raised by a District Coordinating Director of his experience in a particular community near Berekum in the year 2001. According to him, he visited a community with his DCE which had very bad roads, a single borehole which was broken and light poles which were yet to be wired for connection. Being a technical person he thought this should be the paramount preoccupation of folks in the community. Instead, community members, through their chief, requested that they should be provided with a Metro Mass Transit bus to enable residents to commute to their farms at a time where even Sunyani, the regional capital, had only one Metro Mass Transit bus. The coordinating director, looking at the difficulty the community was experiencing in getting potable water as a result of the broken borehole, organised to have it fixed and also carried out some maintenance on the road to increase the community's accessibility. Days later, when the chief and elders of the community visited him and the DCE at the office, he initially construed their visit to be a thank you visit, only to be taken by

surprise that they were only there to remind them of their need for a Metro Mass bus. Though his account was purely anecdotal, it should remind us of the urgent need for frequent engagement with communities in order for them to appreciate the need for putting in development related requests. Frequent engagements do not only nurture trust and enhanced knowledge of priorities, but it also enables communities to appreciate the challenges being faced by the Assembly.

Additionally, a participant highlighted the issue of communication. The participant argued that assembly members were failing in their duty to communicate assembly decisions to citizens. Again, participants posited that, indeed, assembly members' frequent engagement with their communities would help to address issues of credibility. An information officer for one of the DAs suggested that most of them were being underutilized and they must be put to work in their duty of information dissemination. What is more, the issue of resources and who pays for the various education exercises supposed to be embarked on by Assembly members was highlighted. A typical incidence was narrated of an assembly member who rented a venue to conduct an education exercise for his community, but found it difficult to pay for the venue because the DA would not fund it. This related to the ongoing issue between the DA and the NCCE offices at the district level on who should be responsible for the provision of education to the citizenry. Perhaps this was the reason why the DAs do not want to spend on information dissemination. There has been a failure on the part of DAs to make effective use of the Information Services Department (ISD) and National Commission for Civic Education (NCCE) at the district level for effective dissemination of information.

Furthermore, a participant also raised the point that most districts fail to provide details of contracts awarded to people. A differing opinion was offered by another participant who contended that all projects had to undergo a validation process which would make it difficult for the DA to implement a project that was not endorsed by the community thus it was inaccurate to say that citizens were not consulted. The obvious exceptions were projects delegated to DAs by the central government. Interestingly, a participant asserted that community members always request meals and allowances anytime the DA attempts to engage them in any form of interaction relating to their wellbeing. However, a participant rebutted this point of view and suggested that these meetings between the DAs and the community were not organized at a time conducive to community members; which was why they tend to demand compensation for their lost time. Going forward, he suggested that meetings should be organized on days and at times when they will not disrupt community members' working lives.

Another issue that was raised related to land ownership. A number of participants asserted that this was to be blamed for the haphazard putting up of structures and was the ultimate reason for Ghana's poor physical development. It was argued that government ownership of land would curtail some of the inexorable challenges faced by land administration in Ghana. A participant re-ignited the long standing debate about the election of DCEs to curtail some of the challenges to extenuate the challenge of apathy towards the DA by community members who demonstrate limited interest in the activities of the assembly because they do not support the government of the day. Furthermore, the current process makes it

difficult to enact and enforce laws that may not be politically expedient for the ruling government at the district level.

The final contribution to the discussion was from a participant who raised a point regarding the disbursement of the disability fund. He said the disability fund is not part of the common fund and therefore there is no percentage that is set aside from the common fund for disabled people. Rather it is disbursed separately and there is a committee at the DA that is responsible for onward transfer. Indeed, he dispelled the notion that the money should be shared among the PWDs in the community, asserting that the fund is supposed to be used to promote their activities and the small scale businesses that members would want to embark on. Consequently, members must write a proposal to demonstrate the viability of the supposed investment the before funds are released to them. However, some of the participants who were disabled disagreed and stated that the money is distributed based on how connected you are at the Assembly. Even if you write a proposal, you will be very fortunate to receive a third of the amount requested for.

All the findings were corroborated by participants. Indeed, one participant even went as far to say that the “researchers could not have painted a better picture” and that the findings from Kintampo were a true reflection of happenings in the district.

The meeting ended with a closing prayer.

Report On Validation Workshop on Promoting Social Accountability through Citizen Participation in Local Governance in Ghana on April 11, 2013 at Pioneer Lodge, Tamale

Introduction

Ghana’s decentralization agenda started in 1988 with the aim of involving communities in the management of the affairs of the country through the establishment of structures at the local level to increase grassroots participation in the governance process. Mr Aborampah Mensah, a programs officer with the CDD-Ghana, indicated that after 25 years of the implementation of the decentralisation initiative, its ultimate goal is yet to be realized. He explained that as a result of this, the EU and CDD carried out a survey in selected districts in the country in order to gather information that would enable them to develop strategies to promote social accountability. Mr Mensah concluded his introductory remarks by stating that this workshop was one of three meant to validate the information from the research conducted to either confirm or review the findings.

Chairperson’s Response – Mrs Magdalene Kannae

She thanked the organisers for giving her the opportunity to chair the validation workshop on the project “Promoting Social Accountability through Citizens Participation in Local Governance” of which she is a member of the Project Advisory Committee (PAC).

She emphasised the need for citizens to participate in decision making processes. Next, Mrs Kannae mentioned some of the challenges faced the decentralisation process based on the survey findings which included; lack of communication and knowledge of district assemblies’ activities, lack of implementation

policies, accountability and transparency by MMDAs of their stewardship and inadequate expertise at the local assemblies. She added that she hoped the newly recruited staff in the MMDAs will be better equipped to conduct their job. A further challenge highlighted by Mrs Kannar was the sole focus of some radio programs on political issues and the disrespect of officials towards citizens who raise issues with their programs.

Next, Mrs Kannar asserted that the validation process is very important as it is a means by which the information gathered in the study can be verified and strategies to design programs that could help address the challenges for policy reforms can be identified. She highlighted the use of advocacy as being particularly important in increasing citizens' participation in their own governance. Finally, she explained that the introduction is meant to give participants the background to enable them contribute effectively to the discussions and called on all to support and contribute to the discussions for a successful report.

Presentation of findings from Survey “Promoting Social Accountability through Citizens Participation in Local Governance”, by the Program Officer Mr PNK Aborampah Mensah

Next, Mr Mensah was called upon to present the findings of the research. He explained that the research was carried out in 17 selected districts of Ghana and a total of 4,250 questionnaires were administered. With regards to the demographic of participants, he stated that the majority of respondents were from the Ashanti region and the least were from the Upper West region. 53% of respondents were male and 45% were female despite the majority of Ghanaians being female. The age of the respondents ranged from 18 to 105 years, the majority of whom had some level of education. He explained that less than a quarter of respondents did not have any education but a greater number of them worked within the informal sector.

Citizen awareness of specific local government issues

- More than half of the respondents are aware of the District Assembly Common Fund that the government gives to MMDAs to fund development projects
- 60% of respondents were also aware that a portion of the DACF was given to MPs to undertake development activities in their communities
- 49% were unaware that 2.5% of the DACF is to be given to PWDs
- A little over 70% of respondents did not know that MMDAs received financial benefits relating to their perceived performance by the government
- 75% were not aware of the processes used to calculate the rates they have to pay with a little over 50% having never heard any announcements for them to pay their taxes and other revenue tools used by the MMDAs
- The majority of respondents were not aware that the MMDAs are mandated to involve citizens in decision-making processes relating to development plans and compliant committees. The main sources of information on MMDAs' activities to communities were; radio, friends and neighbours, television, gong beaters, community leaders and local community information centres. The majority of respondents lacked information on the sources of MMDAs' funds

MMDAs' functions and service delivery responsibilities

A good number of respondents were knowledgeable on the responsibilities of the assemblies which include revenue collection and the maintenance of places such as markets, local roads and bridges, health centre and public schools. Although respondents asserted that the assemblies are not responsive enough in the delivery of the above services. With regards to the Local Government Act, many respondents explained that they were rarely involved in the planning processes and the few who did take part did not think their needs were considered, despite provisions for community participation being outlined in the Act. They also stated that their assembly persons rarely sought their opinions and failed to give them feedback on activities carried out by MMDAs.

On how to address local challenges, the majority said they did not use collective action to raise issues of concern, nor did they use other forms such as radio or television. Furthermore, 90% of respondents had never notified the police or their Security Councils of local problems although a little over 50% said that they were willing to do so if they had the opportunity.

A greater number of the respondents said they rarely contacted either the formal or informal leaders and even if they did it was more on community concerns rather than personal. However, about 70% stated that they had participated in local elections to choose their leaders and wanted their MM/DCEs to be elected by the locality which they believed would make them more accountable to the electorate. Another key finding is that the majority of respondents believed that they can do little to improve the way MMDAs are administered. Respondents also believed that it is with some difficulty that they communicate their concerns to their formal leaders such as MPs, M/DCEs, and officials of MMDAs. They are more comfortable, however, dealing with their elected MMDA representatives and unit committee members.

A great deal of respondents perceived officials of local government bodies to be corrupt although a greater proportion stated that they did not know if they are involved in corrupt practices. Also, around 60% do not trust MMDA officials and their representatives at the community level but believe that MMDAs have the right to fine people who break assembly by-laws.

On the issues of the involvement of minority groups such as women, youths and PWDs in local governance, over 90% of citizens were in support of their participation and believed that they have influence in local governance. They also believed that traditional leaders and officials of political parties who are in government have a lot of influence in decision making at the MMDAs. As a result of this, respondents asserted that development policies reflect the interests of the political parties more-so than those of the communities.

Overall, the assessment of the performance of MMDAs was not particularly encouraging, with unit committee members and assembly persons being rated above 50% but the officials of MMDAs, MM/DCEs and the staff of other public institutions being rated as "below average". Also, MMDAs were poorly rated on areas such as providing citizens with information about their budget, ensuring public participation in decision making, making the assembly's program known to the people and providing effective ways of

handling complaints of officials, as well as guaranteeing that local government revenues are used for public services and not for private gains. There are, however, variations on these ratings from assembly to assembly. In total, a little over half of respondents were “not satisfied” with the performance of their DAs.

Open Forum

After the presentation, the chairperson said that following the assessment of the decentralization process and the level community participation in governance, it is clear that a lot needs to be done. She added that she was impressed with the personalities present for the validation workshop and encouraged all to participate in the discussions by confirming, criticising or adding to the findings because their inputs are important.

The following are the discussions that ensued:

- A participant raised the issue that the data assessing the level of trust of local government bodies should include the finance officers because they are not trusted by citizens. It was also suggested that women, youth and PWDs should be empowered and encouraged to participate in issues of local governance.
- It was dangerous to have political party influences on MMDAs' decisions and activities and that political party youth should be a target for sensitization during the project implementation.
- There should be provision of effective ways to handle complaints about assembly persons of MMDAs to allow for concerns of the grassroots to be heard.
- A participant who was part of the data collection process said that it was challenging to interview respondents because they claimed to have had researchers visit them in the past who carried out similar assignments and took pictures of them but nothing positive had come as a result. He that some community members said they did not know who their assembly persons were. He also asserted that the failure of DAs to tell their citizens how much they receive as budget allocations for development projects breeds mistrust and entrenches the belief that officials squander the money allocated for development without their knowledge.
- Another participant argued that the nation has failed to encourage citizen participation in governance. He suggested that to promote local governance through citizen participation there is the need to reach out to people at the grassroots and one way to do that is to visit groups who sit under sheds with political colourings (political ghettos) to seek for information from them and to also educate them on the appropriate ways to lay their complaints. The participant also believed that community radio is not well utilized and that there is the need for the definition of community radio to be explained clearly in the report in the context of catchment area.
- With regard to the gap in communication between DAs and communities, it was confirmed that the assembly persons and unit committee members do not consult their community members when they are to attend meetings at the MMDAs and do not also give feedback to them. The participant stated that this should be looked at critically and suggested that perhaps assembly persons could use their chiefs to meet with their constituents.
- It was mentioned that some assembly persons are not able to articulate to their electorate how DAs operate. She added that the report did not segregate responses by gender and that identifying

the gender of the respondents when stating their responses could play an important role in establishing the links between gender and respondents' perception and level of participation with MMDAs.

- The research also failed to mention or ask how the work of assembly persons could be improved. He raised concerns over the fact that people who can make meaningful contributions often fail to attend meetings called by the MMDAs to agree on revenue rates. The participant also added that the lack of citizen participation is not solely down to MMDAs, it is also due to the lack of citizens' interest in the work of MMDAs.
- Another participant added that the youth do not show any interest in what the MMDAs do and that they need to be sensitized and educated on the work of MMDAs. There was a unanimous agreement among participants that the youth of today do not learn but are only interested in social media and making quick money. They asserted that if nothing is done to address this issue then it could have serious consequences on the human resource base of the country in the near future.
- A participant from one of the MMDAs stated that the law is explicit on what the DAs are supposed to do but to what extent have they been resourced to work, to what extent has the NCCE been resourced to educate the public. He further added that there is the need to consider the extent to which politics plays a role in people attending or failing to attend meetings called by assembly persons because they are perceived to belong to a particular political party. He suggested that the use of the chiefs who have the power to sanction their subjects who refuse to respond to a call could be used as a way of involving the people. The issue of how politics is affecting the administration of MMDAs was also raised by this participant.
- The media representative said he was concerned as to why women, youth and PWDs were classified as minority groups. Instead, he asserted that they should be referred to as marginalised groups. On the issue of development education he stated that the National Broadcasting Corporation used to have very educational programs on development but due to the liberalisation of the airwaves and the influx of private stations whose focus is on making profit, this dimension has changed. He stated that private stations would not be able to run such programs because they do not bring income and private stations must pay taxes. In light of this, he suggested that DAs could include a component for educational programmes on radio or TV in their budget. He also agreed on the point that M/M/DCEs should be elected and the position of regional ministers should be abandoned. Furthermore, he asserted that assembly persons should be well resourced financially, with timely allocation of their funds. Additionally, he suggested that DCEs should be empowered to hire and fire officers based on their performance.
- People lacked confidence in the revenue collection process because they do not know what the money is being used for and so do not want to pay taxes. The politicisation of the office of the DCD and DCE is a serious setback to the decentralisation process because any political party that comes into power, only bring on board people whom they think will do what their party wants.
- The DCE asked the question what the participants understood by decentralisation. He explained that there is a mix of both horizontal and vertical forms of responses which makes it difficult for the DAs to work, giving an example of doctors within the districts that do not report to DAs and so

makes it difficult to question them. He also added that responses from respondents seem to be contradictory. On one hand they say they do not trust DAs and on the other hand they rate the DAs' performance as good. He commended CSOs for their work in educating citizens about their rights but argued that they fail to educate citizens on the fact that their rights come with responsibilities and to address the issue of citizens expecting government to provide for them without contributing themselves by paying their taxes. The DCE asserted that this is a systemic problem that has to be dealt with.

- A recommendation was made by a participant that, in order to enhance local participation in governance, DAs, together with assembly persons, should work with the chiefs and traditional leaders whose subjects respond to their calls better than to the calls of DAs. The participant also stated that citizens need to be sensitised to the work of DAs through their representatives because people still think Ghana is operating with “the Greek kind of democracy” when in fact it practices representative democracy.

Clarifications to some responses

The Program Officer responded to some of the issues raised by the participants. Below is a summary;

- Decentralization is what we are all yearning to have. The aim of the research was to establish citizens' opinions identify the challenges and how they can be resolved but it was not conclusive. He also cautioned participants that all discussions should be kept private.
- A limitation of the study was that the period within which the research was carried out was an election year so the intensity of work was increased for all those involved in the research.
- How to improve internally generated funds (IGF), strategies could be context specific.
- The term “minority groups” will be changed to marginalised groups which are used in some context to describe women, youth and PWDs.
- In responding to the point that the DAs are doing well but that a lack of mistrust remains.

Brief Summary of Discussions

- Lack of trust in the decentralization process was due to the lack of communication between communities and MMDAs and vice versa.
- The need to better-resource MMDAs financially and in terms of human resource expertise.
- Depoliticize the administration of MMDAs by electing MM/DCEs and empowering them to hire and fire staff to ensure productivity.
- Increase public sensitisation of the decentralisation process.
- Empower and educate women, youth, PWDs who are among the marginalised groups to get involved in local governance.
- The use of chiefs and traditional leaders with support of assembly persons to hold meetings with communities to seek their opinion on MMDA's development plans and to feedback to communities on what MMDAs are doing.

- CSOs should not only educate citizens about their rights but also their responsibilities to their community and country.
- MMDAs should publicise their budget allocations and plans for development projects.
- To promote local participation in governance, MMDA officials could visit political ghettos, associations and groups that hold meetings to interact with them.
- Create a platform for the learning of best practices from MMDAs who are doing fairly well.
- MMDAs should create complaint units that will allow their citizens to voice their concerns. MMDAs should make time to address those concerns.
- Future surveys should consider segregation of responses on the basis of gender.

Closing Remarks by Chairperson

The chairperson thanked participants for making time to attend the validation workshop. She commented that there was need to look at the re-centralisation of issues, giving the example of a project was being implemented in a particular district when the DCE did not have any knowledge about it before realising that the contract was signed at the national level. She asserted that the key issue regarding decentralization is concerns delegation of power because institutions at the national level still want to be responsible for everything. The chairperson also stated that some assembly persons and DAs are doing well and what is needed is sharing of good practices and the continuation of education efforts to increase the public's awareness of MMDAs and increase their participation in MMDAs' work.

Citizens perceive the MMDAs to be corrupt because they are not transparent and accountable to the people when it comes to how much they receive for development projects and how it has been dispensed. Attitudinal change is needed; people have to realise that the task of Ghana's development is not the sole responsibility of the government; citizens need to participate through contributing to decision-making processes and paying their taxes. She concluded that the validation findings will be included in the survey report and shared with the public.

