

UNIVERSITY OF EDUCATION, WINNEBA

**INVESTIGATING THE MODES OF COMMUNICATION:
A STUDY OF THE KUMASI METROPOLITAN ASSEMBLY**

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DECLARATION

STUDENT'S DECLARATION

I, Wilberforce Nana Kwame Obeng declare that this dissertation, with the exception of quotations and references contained in published works which have all been identified and dully acknowledge to the best of my knowledge, is entirely my own original work and it has not been submitted either in partial or whole for another degree elsewhere.

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SUPERVISOR'S DECLARATION

I hereby declare that the preparation and presentation of this work was supervised in accordance with the guidelines for supervision of dissertation as laid down by the University of Education, Winneba.

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DEDICATION

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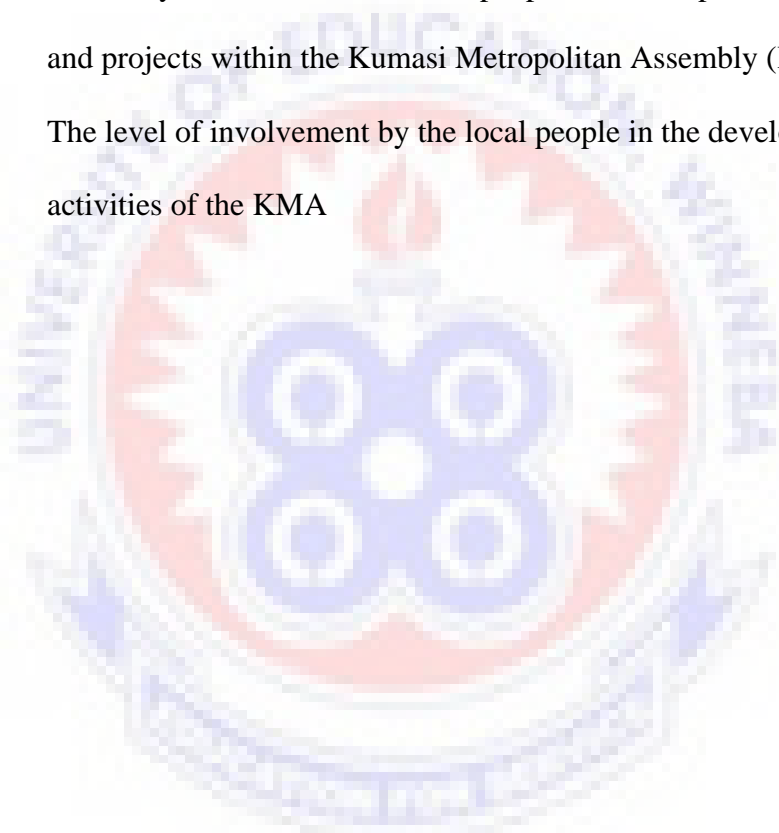
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ABSTRACT

The Local Government system in Ghana has gradually extended its boundaries in terms of its capacity as in governance and application of communication. This study is to determine the communication modes used in the Local Governance System in the Kumasi Metropolitan Assembly in its interactions with the Local people in the Community. A qualitative approach based on the case study design was used for the investigation. Data were collected and analysed using in-depth interviews and focus group interviews; and analysis of data was conducted using the two-step and participatory communication theories as the theoretical framework. The in-depth interview was conducted with some key officials of the Kumasi Metropolitan Assembly and some of the Honourable Assembly Members. The Focus group, on the other hand, was conducted among five (5) groups with eight (8) members within a group and these were the people who have stayed in the community for a very long time and understood the phenomenon understudied. The study therefore used the purposive sampling techniques where the research participants were intentionally selected and they provided useful information that met the purpose for the study. The study found that the assembly employed a number of means to communicate with the people in the Kumasi metropolis. It was revealed that the process of the assembly's activities with the local people in the various communities lack adequate communal spirit that can effectively lead to empowerment of the local people in the daily Governance structure. These impediments finally lead to and subvert of Local people and Community involvement in Local Governance, the key to a successful Decentralize Governance Structure.



CHAPTER ONE

INTRODUCTION

1.1 Background

The practice of decentralizing local governance is now a global phenomenon (Katorobo, 2004). Over the years, people's opinion on decentralization had centered on the concept of capability, accountability, transparent and responsibility (Liddle & Mujani 2005).

The earliest attempt of the Local Governance administration during the colonial era in Africa was with the native authorities, which centered on a Chief or some unit of local royal which was not very defined. The British government then introduced a law to operate local governance in the Gold Coast, now Ghana. The law was Municipal Ordinance of 1859. In 1943, a new Ordinance was set up to elect representatives to Town Councils for Accra, Kumasi, Secondi-Takoradi and Cape Coast.

In 1953, the Municipal Councils' Ordinance was passed. This was followed, after independence by the Local Government Act, 1961, Act 54. In all of these pieces of legislation, a distinction between Central and Local Government institution was maintain.

According to Ahwoi (2010), the decentralization of Local Governance was officially introduced in Ghana in 1988 and it was backed by PNDC Law 207. The purpose was for the full involvement of local people in the various communities in the Local Governance in terms of communication and dialogue among the local people. It is the desire of government officials at the national level to win the understanding and support of the local people. Local Governance requires that information on every activity is communicated to the local people whose interest the Government represent.

Making sure that information is well disseminated is a key element in Governance. There is a positive relationship between communication and good Governance. Governments across the globe are in charge of initiation and pursuing programmes and projects to provide the basic amenities such as portable water, good and accessible roads, proper school blocks and educational facilities, good health care facilities, electrification among other social service for the local people as well as improve the livelihood of the local people in their various communities (Nault, 2013).

It is the responsibility of local government officials to promote projects, programmes and policies that can have direct and indirect impact on the local people in their various communities.

It is important that the local chiefs and their subjects partake in the activities and decisions of the Local Government officials right from the identification of the projects through the implementation, monitoring, evaluation and assessment to the finishing point, because they are the first people to know what is happening in their various communities. Government is to inform and bring to the public attention specific policy, programmes and projects in order to meet the aims and objectives of the local people. Good Governance requires state capability to the extent that the leaders and Government officials are able to get things done by responding to the needs of the citizens and being accountable to the citizens, civil society, and the private sector. Good Governance means government agencies are mandated to conduct and implementing ideas, innovative policies, programmes and projects to increase the quality of people's life with the ultimate aim of increasing economic growth (Grindle, 2004).

World Bank (2006), defines Governance as the process by which authority is exercised in the management of the economic and social resources, with a view to development; and capacity of governments to formulate policies and have them effectively implemented, and citizens need more access to information, budget and local taxes need to be transparent, women and youth need equal opportunities in business, and agriculture policies need to be develop openly.

Involvement of the beneficiaries of development projects, policies and programmes requires the active inclusion of the local people and this gives them the opportunity to identify their local needs and mobilize resource to solve their own problems (Soola 1995). In view of this, development projects that are based on the local people's culture beliefs, traditions, and values are more useful to the local people than those that are prepared by technocrats or the assemblies and imposed on the community without their views. The said programmes and projects lack the consent of those who are going to make use of them and are likely to become the stock of the District Assembly and not the property of the Chiefs and the people in the community.

Therefore, for local people's involvement to occur at the local level and be meaningful and successful, a number of important conditions need to be met, such as a stimulating legal framework, citizen trust in local government officers and the existence of strong Civil Society Organizations (CSO's). It also requires support and participatory activities by local government actors, ascertain level of openness and transparency by the Local Government actors, as well as developed capacity of Local Governments to meet the needs of the participatory process. For participatory democracy to occur at all levels, it is important for citizens to have the relevant

information needed about the work of local government, political options available and participatory mechanisms at their disposal, as well as overall activities within the local community.

The extent to which citizens are informed becomes an important motivational factor and a prerequisite for their participating in their local community.

Local media are the primary sources of communication and information on the work of local government, traditional life, cultural and other relevant events within the local communities. “Communication is an important mechanism that could bring about effective social change” (Msibian & Penzorn, 2010, p. 225).

If Local Government actors perform their function well, they constitute an important mechanism through which citizens can participate in the public life of the community, articulate their interest and deliberate on government performance.

To ensure that information is well disseminated, quality, sustainable and diverse media reporting on locally relevant topics is necessary as well as a media sphere that is open towards different opinions in the local community. Local government is becoming an ever more prominent in terms of communication at the local level. This is a result of a number of factors and process, such as the gradual development of communication capacities of district assembly administrators, institutionalization of public relations as an important segment of Local Government work (Local Governance Act, 2016, Act 936), communication technologies and tools that are becoming more user friendly, as the growing demand for greater transparency and accountability of local governments towards citizenry.

Communication plays a major role in our social cohesion, through which people interact and exchange ideas, make and unmake decisions based on what they hear, see, and read and make informed choices. Sakyi (2010, p.4) indicates that, “communication is the lubricant that keeps bureaucratic organizations functioning, it is the means through which roles are identified and assigned”.

The local government is at the very centre of the communication process within the local community, transforming it into communication actors in this new environment.

In order to achieve citizens’ involvement in the design and implementation of public policies, programmes and projects, there is the need to bring on board the existence of communication between the policy makers or the development planners like district assemblies and the end users chiefs and their subjects. Local media such as information centers, community radio stations, cinema halls, newspapers, magazines can help achieve this goal. In addition, the local media can help foster citizen engagement within the local community, and it is an important element in creating a sense of belonging in a community. Local media significantly influence the behaviour of Local Government and also elections of local representatives (Assembly Members, Unit Committee Members) to the district assemblies. It is very essential for every district assembly as an agency of the Central Government to engage the local people in communication (Local Governance Act 2016).

The nature and primary objective of the decentralization is to promote national development through grass root involvement of decision making, it is the district assembly officers need to use communication styles which are in line with two-way communication or dialogue communication approach where there is a lot of interactions among the district assembly and the community in a manner to develop a

very strong and smooth friendship. Cutlip, Center and Broom (2000) indicate that by establishing two-way communication system, organizations including Local Government authorities are able to build and maintain healthy relationship with their citizenry.

Having pointed out the importance of local media as the means of communicating information to the people at the local level, this study investigated the mode of communication used at Kumasi Metropolitan Assembly (KMA) as one of the district assemblies in Ghana. “The essence of local government system is to ensure that all persons in the district participate in the Governance system and feel part of the governance system” (Alima Mahama 2017).

The KMA is in charge of providing social amenities such as education, hospital, accessible roads, markets, potable water, electricity, place of convenience, social grounds for social activities, such as marriages, naming ceremonies, out adoring, security services for people’s protection to the people of kumasi metropolis, KMA also provide some kind of assistance to brilliant but needy students and Person’s Living With Disability (PLWD’s) within the metropolis and assists some people to get health care free.

1.2 Statement of Research Problem

Successful communication, based on the principle of dialogue rather than information dissemination among the local government authorities and community members is likely to enhance the success of the development projects (Mefalopolus, 2003; 2008).

It is however common to hear from people within the Kumasi Metropolis accusing the KMA officials that, they act in unilateral manner when it comes to decision making on issue of development.

Some residents have complained that the Metropolitan Officials fail to let them understand certain issues why they should pay certain taxes.

Some landlords have questioned why they should pay property rates. Some vendors around the Central Market have also complained about why they should pay for dailies, and mobile accessories. Other business people in the metropolis said that, they do not know the essence of paying for Business Operating Permit (BOP), dress makers/fashion makers, container license for those who sell items in container shops. Some food sellers have also questioned why they should be screened before they can get health certificate to sell food items. It seems the KMA does not bring the local people on board in terms of decision making with regards to developmental programmes and projects in their community.

At KMA decentralization policy, in as much as local people will be allowed to participate in the decision making within the decentralization environment, they rather make it look very minimal in terms of participatory by the local people. What this means is that more participatory room should be allocated to local people.

Mefalopolus (2008) indicates that, most development projects had failed because implemental agencies had not sought the views of the beneficiary communities in the identification and implementation of those projects and programmes.

Some reactions from KMA officials indicate that the, KMA gives information on major decisions taken and there are means for people to bring their views to the

KMA. Though KMA officers thought that they communicate with the people, it seems the KMA's mode of communication does not get to the people.

Given the significance of communication in the achievement of institutional goals, this study is set to determine the communication mode used at the KMA in its dealings with the community members. Given the essence of participatory communication as a two-way communication approach in solving the developmental needs of the community and the mandate of KMA to promote development in various areas where development is needed, one may assume that KMA would use communication strategies that favour the participatory communications approach.

1.3 Research Objectives

This study was set to outline and determining the communication modes used at the KMA. The study again sought to determine electorate level of involvement in the decision taking that affect their lives directly and the medium available for response. Also the study sought to discover the participatory communication modes used by the KMA. The opinion of the community members on the present communication modes of the KMA were also examined. The objective of the study are to:

1. Identify the existing modes of communication used by the KMA.
2. Determine the level of involvement of community members in KMA projects and programmes
3. Recommend how communication can be improved at KMA for effective implementation of local government projects and programmes.

1.4 Research Questions

1. What are the modes of communication used by the KMA to engage the publics?
2. What is the level of the involvement of community members in KMA projects and programmes?
3. How can the modes of communication be improved at KMA for effective implementation of local government projects and programmes?

1.5 Significance of Study

This study is expected to contribute to the knowledge base of the mode of communication used at KMA and also to bridge the gap between KMA and the electorate in terms community development, and also serve as a guide to other Metropolitan, Municipal and District Assemblies in Ghana's Local Government system.

Again, it is also to provide the practical input on local people's participation in Local Governance policy and to set practical recommendations that can affect people's involvement in the Local Government activities such as developmental programmes, projects, planning of activities, and implementation of social interventions in the various communities.

It will also contribute graciously to the Local Government concept in Ghana. It is important for the practitioners of local governance such as the Metropolitan, Municipal and District Chief Executive Officers (MMDCE's), Assembly Members, Unit Committee Members and the Local Government Service (LGS) providers or the technocrats/staffs to look at the challenges within the Local Governance sector especially the communication part of it.

In the context of local governance in Ghana, this work will bring to the explore of the aspect of the deficiency on the side of the Local Government actors working on the field of the Local Government Service (LGS).

1.6 Scope/Delimitation

The study focused on KMA in the Ashanti Region of Ghana, given the fact that, it is the planning authority which has to embark on developmental projects, programmes and all the social infrastructure within the Metropolis of Kumasi. Officials are also mandated to explain policies and programmes to the local people while local people's ideas must be inculcated into the developmental projects, programmes and other social activities within the Metropolis for sanity and progress to prevail.

1.7 An Overview of the Kumasi Metropolitan Assembly

The Kumasi Metropolitan Assembly (KMA), was created by the Legislative Instrument (LI) 1614 of 1995 under Local Government Law 1988, PNDC law 207. As of that time, KMA comprises 4 Sub-Metropolitan District Councils (Asokwa, Bantema, Subin and Manhyia). Later on, PNDC law 1988 was replaced by the Local Government Act 1993, Act 462. The LI 1614 was also amended as LI 1805 in 2005 to separate the KMA into 10 Sub-Metropolitan District Councils as Asawase, Asokwa, Bantema, Kwadaso, Manhyia, Nhyiaeso, Oforikrom, Suame, Subin and Tafo. In 2012, another LI 2112 was introduced to carve Asewase Sub-Metropolitan District Council from the KMA and upgraded it to Municipal status namely; Asokore Mampomg Municipal Assembly. In 2017, LI 2260 was introduced and took other 5 Sub-Metropolitan District Councils, (Suame, Kwadaso, Oforikrom, Asokwa and Tafo) Sub-Metropolitan District Councils out of KMA and also separated Manhyia Sub-Metropolitan District Council into Manhyia North and South Sub-Metropolitan

District Councils. Currently, KMA has five Sub-Metropolitan District Councils namely; Manhyia North Sub-Metropolitan District Council, Manhyia South Sub-Metropolitan District Council, Subin Sub-Metropolitan District Council, Bantema Sub-Metropolitan District Council, and Nhyiaeso Sub-Metropolitan District Council.

KMA is located in the Center of the Ashanti Region of Ghana. It is one of the forty-three (43) Administrative Districts in the Ashanti Region. The KMA is constituted of 64 Assembly Members with 39 Elected Members, 20 Government Appointees including the Metropolitan Chief Executive and 5 Members of Parliament as ex-officials or non-voting Members of the Assembly.

Kumasi is estimated to cover a total land area of 214.3 kilometers, (which is 0.9% of the Ashanti Region land area of 24,389 kilometers). Kumasi has a population of 1,730,249 which represent 36.2 % of the total population of the Ashanti Region. Female population is about 826,479 (47.8 %) and the rest are male of about 903,779 (52.2 %), according to the 2010 Population and Housing Census Report, GSS, 2014. With a growth rate of 3.9103%, the city's population is estimated to increase to 2,475,698 in 2017.

It has a sex ratio of 91.4. This means that for every 100 (903,770) females, there are 91 (826,479) males. Kumasi is completely urbanized.

According to population and housing census 2010, all the population reside in urban localities. About 66.5 percent of the population aged 15 years and older are economically active while 33.5 percent are economically inactive. Of the economically active population, 91.4 percent are employed while 8.6 percent are unemployed. About 38.9 percent of the working population is engaged as service and

sales work, followed by craft and related trades workers (22.8%). About 49 percent of the employed population in the Metropolis is self-employed without employees. Females (60.1%) are more likely to be self-employed without employee(s) than males (37.9%). The private informal sector is the largest employer in the Metropolis, employing over 79 percent of employed population.

Literacy rate is slightly higher for females (50.8%) than males (49.2%). Over half of the population (50.4%) has attended school in the past, while 40.5% are currently in school and less than 10% have never attended school.

There are about 858 Pre Schools, 874 Primary Schools, 506 Junior High Schools, 24 Senior High Schools, 7 Tertiary Institutions, 3 Training colleges and 4 Special Schools. Most of these institutions are owned by the private sector. The Teacher-Pupil ratio is 1:37 for the primary level and 1:18 for the Junior high schools' level.

The KMA has its mission, "To improve the quality of life of the people in the Metropolis through the provision of essential services and creation of an enabling environment to ensure the total and sustainable development of Kumasi."

To fulfil its mission, the KMA performs so many functions as mandated by the Local Governance Act 2016 (Act 936) and Chapter 20 of the 1992 Republican Constitution of Ghana. The KMA exercises political and administrative authority in the Assembly and, provides supervisory role to all the Government institutions, bodies and agencies within the Kumasi Metropolis.

The Assembly also exercises deliberative, legislative and executive functions. The Assembly is responsible for the overall development of the District and ensures the preparation and submission of District Development Plan (DDP) to the National

Development Planning Commission (NDPC) for approval through the Regional Coordinating Council (RCC). The KMA is responsible for the preparation and submission of the District Composite Budget (DCB) in relation to the approved DDP to the Ministry of Finance and Economic Planning (MFEP) for approval through the RCC.

The Assembly is also expected to raise resource through Internally Generating Fund (IGF) for the developmental projects and programmes of the Assembly. Another core mandate of the KMA is to educate and explain to the local people, the Central Government policies, programmes and projects with regards to Government plans on new and existing activities.

1.8 Citizen's Participation in Local Governance

Local Government system in Ghana is known as a system of enhancement of development at the grassroots. local governance through decentralization is seen by a lot of government and development agents as a key policy strategy in achieving national and local projects and developments. The system, brings governance closer to the local people and thereby enhances the way government attend to the demands of the people (Asante & Ayee, 2008).

Ghana as a democratic nation through its laws (Chapter 20 of the 1992 Constitution, Act 2016 Act 936, LI's, Standing Orders) has made room for people to partake in the governance process.

Chapter 20 of the 1992 Constitution, which elaborates decentralization provides avenue for local people to involve in making decisions that affect them. Article 240 (2e) states that, "to ensure accountability of local government authorities, people in particular area shall, as far as practical, be afforded the opportunity to participate

effectively in their governance”. Article 35 (6e), “make democracy a reality decentralizing the administration machinery of government to the regions and district and by affording all possible opportunity to the people to participate in decision-making at every level in national life and in government”. District Assembly Members are mandated according to the Local Governance Act 2016, Act 936, to consult their community on issues to be transacted at the Assembly, collate their views, opinion and proposals and present them to the assembly. After that, Assembly Members are supposed to report to the electorate on decision taking by the assembly (Local Governance Act 2016, Act 936, Section 21, L.I. 2260). The relevance of those sections are to ensure that communication mechanism is opened and the people are given room to be involved in decision making which directly affect their activities. To bring on board local people, the Local Governance Act 2016 Act 936 (Section 26) establish Public Relations and Complains Committee (PRCC) in each of the 259 District Assemblies in Ghana. The Presiding Member Chairs the committee and its mandate is to receive complaints made against the conduct of the members and staff of the assembly from the public and make recommendations onward to the General Assembly (GA) to decide whether to go by the PRCC’s decision or otherwise.

The District Assembly, also referred to as the Planning Authority, in its preparation of the District Development Planning, is mandated to organize town hall meetings and consider the views of the people at the hearings before they are adopted. (Local Governance Act 2016, Act 936, Sections 82-89). The National Development Planning Commission Act 1994, Act 479 and the 1992 Republican Constitution Article 86 and 87, also empowered the local people to prepare sub-district development plans for themselves in line with the national approved development plan for the District Assemblies.

In the recent system of the decentralization, metropolitan, municipal and district assemblies (MMDA's), sub-metropolitan district council, area/town/urban councils and unit committees are to bring people involved in the governance and democratic process in all local government activities. With this system, unit committee members are mandated to meet and have discussions with the people and submit their views and grievances to the assembly members (Model Standing Orders for Unit Committee). The assembly members then take it to the General Assembly (GA) meeting through (Town council / sub-metropolitan district council / sub-committee / executive committee, LI2260).

1.9 Structure of the Study

The study is structured into five chapters, chapter one provides introduction of the study, other topics such as overview, citizens, participation, problem statement, research objectives and questions, significant and delimitations of the study. Chapter two follows with the review of related literature.

Chapter three, emphasised on the methodology of the study, population and sampling, data collection methods and data analysis. Chapter four discussed the findings and chapter five gives summary and conclusion of the study.

1.10 Summary

This chapter gives the general overview of the study. And it covers the research questions, statement of problem, significance of the study, scope of the study and the structure, it again explored the mode of communication used by KMA and how local people take part at the decision making process.

The chapter finally looked at the over view of the Kumasi metropolitan assembly.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter reviews literature related to this study. It outlines the merits of participatory communication, internal communication and areas of organizational communication. It includes discussions on areas of communication levels within various institutions and organizations dealing with the developmental needs of the local communities. The review covers related survey on the area of development communication and community related issues. It also explains the theories that guide this work. These are two-step flow communication theory and participatory communication theory.

2.2 Theoretical Framework

According to Asemah (2010, p. 345), “theories generally refer to generalization that are put forward to explain, describe, prescribe or predict the behaviour of human being” This section reviews the theories that guide the conduct of this work. The two-step communication theory and participatory communication theory under development communication, have been used as a guide to this work.

2.2.1 Two-Step Flow Communication Theory

The two-step flow communication theory asserts that information from the media moves in two distinct stages. First, individual (opinion leaders) who are close attention to the mass media and its messages receive the information. Opinion leaders pass on their own interpretations in addition to the actual media content. This brings

about personal influence. The term personal influence was coined to refer to the process intervening between the media's direct message and the audience ultimate reaction to that message (Katz & Lazarsfeld, 1995).

Livingstone (2006) indicate that, opinion leaders are quite influential in getting people to change their attitudes and behaviours and are quite similar to those they influence.

The two-step flow communication theory has improved our understand of how the media influence decision making. The theory refined the ability to predict the influence of media messages on audience behaviour, and it helps explain why certain media campaigns may have failed to alter audience attitudes and behavior. Lazarsfeld, Berelson, and Gaudet (1968) suggeste that the flow of mass communication is mediated by opinion leaders, alluding to a two-step flow from mass media, through opinion formers, to recipients. This application is noted by Tomaszeski (2006).

Phillips (2000) considers the role of information in the context of development communication. He noted that information gains value as it is applied and is exchanged between actors and audience. Developing this concept further, Wejnert (2002) considers the importance of social status of the institutions within the diffusion of innovation using the mass communication. She notes that the prominence of an actor's relative position within a population of actors determines the likely adoption of an idea, concept or message among a population of relatively culturally homogenous actors.

Weimann (1994) indicate that, opinion leaders within a two-step flow context hold a central position in a social network, and actively make their opinions and views known, presumably to the influence of other lesser actors within the field. In the two-

step flow process, it is found that people were most likely to define their opinion based on the similarities between themselves and the opinion leaders.

Based upon the factors identified, development agents, being the KMA in this study, were more likely to succeed in development project formulation and implementation if they communicated all the advantages of an initiated programme or new project to the opinion leaders who are likely to persuade the decisions of other members of the community.

2.2.2 Participatory Communication

Participatory communication is an approach capable of facilitating people's involvement in the decision making process (Mefalopulos, 2003). Participation involves more equitable sharing of both political and economic power, which often decreases the advantage of certain groups. In mass communication theory, many communication experts agree that structural change should occur first in order to establish participatory communication policies. Ribot (2002) postulates that participation is currently a key aspect of the most discussions of decentralization and is often uttered in the same sentence; and decentralization is argued for on the grounds that public participation and citizen involvement in programmes is good in and of itself.

According to UNDP (2004) Local Governance comprise of citizen participation and partnerships among the key actors at the local level. Theron (2005) describe public participation as the first building block of development. Government must pay more attention to participation due to its assumption that it makes plans more relevant, gives people more self-esteem, and to help legitimize the planning process and the

state as a whole (Ribot 2002). Dalton (2000) stated that ‘the wellspring of politics flows from the attitudes and behaviour of the ordinary citizen and that the institutions of government and the political process are structured in response to the citizenry.

Participation occurred through mediation by communication and more importantly it is through this communication, that citizens acquire information about issues and problems in the community and learn of opportunities and ways to participate (McLeod, Scheufele & Moy, 1999)

According to Tufte and Mefalopulos (2009, p. 6), there are four types of participatory communication and these are the following;

Passive participation is the least participation of the four approaches. Primary stakeholders of a project participate by being informed about what is going to happen or has already happened. People’s feedback is minimal or non-existent, and contribution to the discussions (sometimes referred to as participation by information).

Participation by consultation is an extractive process, whereby stakeholders provide answers to questions posed by outside researchers or experts. Input is not limited to meetings but can be provided at different points in time. In the final analysis, however, this consultative process keeps all the decision-making power in the hands of external professionals who are under no obligation to incorporate stakeholders input.

Participation by collaboration forms groups of primary stakeholders to participate in the discussion and analysis of predetermined objectives set by the project. This level of participation does not usually result in dramatic changes in what should be accomplished, which is often already determined. It does, however, require an active involvement in the decision-making process about how to achieve it. This incorporates a component of horizontal communication and capacity building among all stakeholders; a joint collaborative effort. Even if initially dependent on outside facilitators and expect, with time collaborative participation has the potential to evolve into an independent form of participation.

Empowerment participation is where primary stakeholders are capable and willing to initiate the process and take part in the analysis. This leads to joint decision making about what should be achieved and how. While outsiders are equal partners in the development effort, the primary stakeholders are *primus inter pares*, i.e. they are equal partners with a significant say in decisions concerning their lives. Dialogue identifies and analyses critical issues, and an exchange of knowledge and experience leads to solutions. Ownership and control of the process rest in the hands of the primary stakeholders.

Participatory communication plays a very important role within the field of development. It is widely recognized after the failure of the modernization and the

dependency structure. This structure was considered as development in knowledge transmission. Mass media are the main tool to convey messages from the center to the periphery in one-way communication. These have led to a few changes of development. For this reason, the new notion, based on the people-centeredness of development was presented and participatory communication is the core concept of the structure. World Bank paper by Tufte and Mefalopulos (2009, p. 17) explains that “participatory communication is an approach based on dialogue, which allows the sharing of information, perceptions and opinions among the various stakeholders and thereby facilitates their empowerment, especially for those who are most vulnerable and marginalized. UNICEF paper by Singhal (2001, p. 12) defines participatory communication as “a dynamic, interactional, and transformative process of dialogue between people, groups, and institutions that enables people, both individually and collectively, to realize their full potential and be engaged in their own welfare”. Therefore, participatory communication refers to two-way communication based on dialog between people, groups, and organizations, which empowers various stakeholders to equitably share and exchange information, knowledge, and experience. However, participatory communication is flexible in its utilization. Van de Fliert (2010) points out that participatory communication is not a specific pattern. It can be applied and created to harmonize with context. Tufte and Mefalopulos (2009) suggest that strategic design for participatory communication should consider the evolution of media types, media levels, media nature, media institution, and the economic logic of media.

Participatory communication is part of development communication that is related to three areas of development; the modernization, dependency, and multiplicity.

The developers of the modernization concept assumed that the cause of the underdevelopment originated from internal factors in each country that could be solved with the help of developed society (Servaes & Malikhao, 2008). On the other hand, the developers of the dependency also believed that underdevelopment in countries in the Third World were a consequence of the developed society (Servaes, 1996). However, development communication always occurs in the same way. Messages of the development programme were via one-way communication from the centre (Servaes, 1996).

The main idea of this communication is based on people's participation. Multiplicity's communication tool is the participatory model or bottom-up communication, while top-down communication or the diffusion model is the tool used in the modernization and dependency model. Servaes (2008) concluded that the diffusion model uses persuasion patterns in one-way communication in order to change people's attitude and their behaviour, while people under the participatory model are under the control of the developer. There are two main principles of participatory communication. One is the dialogical pedagogy of Paulo Freire, according to Freire institute, this dialogical pedagogy means *each one must question what he or she knows and realize that through dialogue existing thoughts will change and new knowledge will be created*, and the other is ideas about access, participation, and self -management of the UNESCO debates in the 1977 (Servaes, 1996, p. 18), where;

access defined in terms of the opportunity available to the public to choose and relevant programmes and to have a means of feedback to transmit its reactions and demands to production organization;

participation implies a higher level of public involvement in communication systems, it includes the involvement of the public in the production process and also in the management and planning of communication system; and self-management people organizing and move towards initiatives required by collective decisions and actions which in turn demand participation.

2.3 Review of Related Studies

The term Governance has been used in several areas (Subramaniam 2001).

Development programmes may be meaningful to the people if only they are allowed to contribute their ideas and actively participate in Governance (Mefalopolus 2003; 2008). Crook (2002) said that, although there are examples of Decentralized Government in Africa enhancing participation, there is very little evidence that it has resulted in policies that are more responsive to the poor or needy, to citizens generally.

Sakyi (2010), identifies how communication takes place in decentralized sectors, and bring about stakeholders participation and development. In his work, he emphasises the relationship between communication and policy implementers in various activities and interactions that occur within some social settings. He again indicates that where the key players in the policy making do not foresee the need for some kind of participatory policies, there is the possibility that the programme will not go well and it cannot be sustained and it may also face some kind of challenges. This statement brings on board the involvement of every stakeholder in the programme through participation, consultation and dialogue to see to it that those who are going to get the

advantages of the project must have a sense of ownership of the projects and programmes.

Dubrin (2007), in his argument, whether communication is vital for the success of an organization is widely documented and supported by numerous studies including Hargie and Tourish (1993), Carter (2005) and Walt (2006). Antonis (2005) made a valid argument in asserting the well acclaimed reality that the effect of communication is intangible and emphasizes that both its contribution and value nor its impact on success remain clear in the ongoing discussions on the effectiveness of communication. Despite the emphasis, organizational communication has continued to dominate organizational life to date, organizations continue to concede that communication is the lubricant (Sakyi 2010) required to achieve organizational effectiveness and therefore dedicate considerable amounts of time in investing in systems of communication that bring organizations closer to the achievement of desired goals and objectives. Yet, there is evidence that despite the existence of extensive information about communicating persuasively and effectively, many organizations fail to communicate their missions, visions and values and therefore failed to reach their audience (Dubrin, 2007).

Dubrin urges a focus on the creation of high impact communication with a view to enhancing leadership, thereby bringing organizational communication issues to the forefront. Dubrin recognizes that local authorities play leadership roles in the provision of basic services such as roads, schools, hospitals, markets, electricity water and other social services and therefore placing communication high on the agenda of local authorities.

Fox (2004) opines that within the realms of local authorities, communication is the only means available to public managers to convey ideas and thoughts emanating from organizational objectives, policies, programmes, decisions, directives or plans. Based on this, Administrative Managers, Chief Executive Officers, Board of Directors and other key position holders will impact the lives of millions of people relying on the public sector workers for the provision of basic and essential services (Fox 2004). Fox further argues in favour of the idea of perceiving effective communicators and public managers as synonymous when he says “no organized group exists without communication” (Fox, 2004, p. 2)

Fox extends this notion further by claiming that employees need communication to provide much needed feedback to public managers. The situation where managers or leaders communicate ideas and employees give feedback, there would be no need for another form of evaluation mechanism, because feedback serves as an evaluation mechanism.

Grabber (2003) indicates that public relations issues have regularly received criticisms, when public relations activities are put on table for assessment, because some of the public relations officers do not speak to their issues. Those who speaks to the concerns of the people get their attention.

Public relations practitioners must note that the masses are informed and sometimes decided on what they say and it is having implications on their daily life in terms of decision making.

Grabber postulates that there may be unfortunate situation whereby the idea of the government will be rejected by the people because of inconsistency on the side of government due to communication failure.

According to Van Dijk (2002) participation of citizens is a condition for democratic societies. governments are mandated by the social contract with their people to give them the authentic information on democratic principles, economical activities and any governmental related activities. This brings the need for government to put in place a foundation for its organizational communication in order to ensure that full participation takes place in every sector of the government machine.

In addition, people within local communities learn about how to take part and participate in local government activities that affect their daily lives such as educational issues, trading purposes, health facilities, good and accessible roads, electrification, portable water that are consumable, security matters and social amenities, through the mediated communication. This conviction creates the need for management of organizational communication in Local Governments.

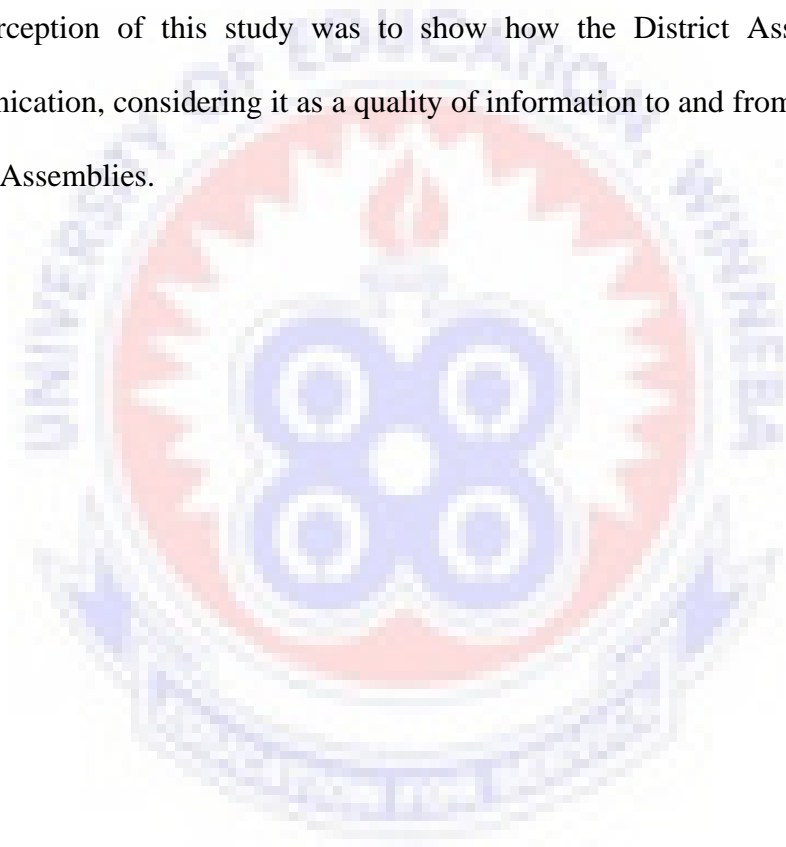
Ideally, orderly and responsible government agencies are primarily consulted by purposeful and planned organizational communication.

2.4 Summary

The literature reviews the theories that underpin this work; two-step flow communication theory and participatory theories. It further discussed the facts of the theories on how development communication has helped within the organizations and local governments set up. The literature reviewed how communication had been applied to more local people in community developmental projects, programmes and

activities. It has been demonstrated that in developmental projects where participatory communication was used, they successfully archived their aims, objectives, programmes and activities. The literature reviews also identified how communication had been used in the various local Government Assemblies on how they used communication to bring on board the local people's and opinion leaders' ideas on programmes and projects, especially where they were allowed to participate right from the beginning to the end of the projects.

The perception of this study was to show how the District Assemblies applied communication, considering it as a quality of information to and from the local people and the Assemblies.



CHAPTER THREE

METHODOLOGY

3.1 Introduction

This chapter discusses the research methodology used to gather the information and how the information was analyzed and presented. It gives information on Research Design, Study Population, Sample and Sampling Techniques, Data Collection Instrument and Data Analysis Process. The study points out the Ethical considerations that were observed by the researcher in collecting Data and analyzing them.

3.2 Research Approach: Qualitative Research

The area of research approach for the study was the qualitative research. This study falls under the human science and it concerned itself with a qualitative research approach. Creswell (2013) postulate that, qualitative research approach moves to explore the concept of a group of people due to social and human issues. According to Welman, Kruger, and Mitchell (2007), qualitative research describes, translates and otherwise come to terms with the meaning of natural occurring phenomenal in the social world. Qualitative research is the attempt to understand the world from the subjects' point of view, to unfold the meaning of people's experiences, to uncover their lived world prior to scientific explanations (Kvale, 1996).

3.3 Population

A research population is generally a large collection of individuals or objects that is the main focus of a scientific query. Target population is all elements (individual objects or substance) that meet certain criteria for inclusion in a given universe (Burns & Grove, 2001). It is for the benefit of the population that researches are done,

however, due to the large size of population, researchers often cannot test every individual in the population because it is too expensive and time-consuming.

3.4 Target Population

In any research process the target population refers to the actual population that a researcher aims to study or analyze.

It is appropriate to describe the study population of this research. It is necessary to describe what target population and accessible population are. The target population is the total population that a researcher uses for a research work and in this case, the target population was the Local Governance System in Ghana.

3.5 Accessible Population

The accessible population is the population in research to which the researcher can apply their conclusions. This population is a subset of the target population and is also known as the study population. It is from the accessible population that researcher draw their samples.

In the case of this research, the accessible population was sampling people from Kumasi Metropolitan Assembly.

3.6 Sampling Size and Technique

Sample size determination is the act of choosing the number of observations or replicates to include in a statistical sample. The sample size is an important feature of any empirical study in which the goal is to make inference about a population from a sample. Sommer and Sommer (2007) opine that the whole group of people or case of direct interest to the investigation is known as population.

Polit and Hungler (1995) postulate that, sampling is the process of selecting a portion of the population to represent the entire population. Creswell (2013) postulate that, qualitative research is to purposefully select participant or site that will best help the researcher to understand the problem and questions.

Sampling strategies are usually purposive, convenient, and theoretical. Maximum variation sampling at times used to seek representation of divers' perspectives on the topic qualitative research methods can be evaluated (Dixon-Woods et al 2006:6). The threat of bias is irrelevant, participants are recruited and selected specifically because they can illuminate the phenomenal under study. Qualitative study samples are dependent on the nature of the data, the availability for participants and where those data take the investigator. Multiple data collections can also take place to obtain maximum insight into sensitive topics. Although, in research investigating data can be counted or measured, replicability is essential. However, the researcher is the instrument, and subject becomes participants who may contribute to data interpretation and analysis (Denzin & Lincoln, 1998).

The researcher adopted purposive sampling technique or method to select participants to collect data. This approach was applied due to flexibility and it is helpful to get answers to the research questions. Four (4) officials of the KMA and two (2) Assembly Members were purposively selected for a semi-structured interview. Forty (40) community members were selected for a focus group interview.

3.6 Data Collection

The study made use of both primary data as well as secondary data to achieve the research objectives. The study relies on mainly on qualitative approach and applies

the primary data, but where necessary, applies secondary data from previous reports, such as the use of journals, government publications and other periodical materials.

A point worth noting is that the concept of two-step flow communication and participatory communication in local governance in terms of developmental programmes and projects that are of general benefits for local people and those who are going to enjoy the programmes incorporated by the local governance system is considered in the collection of data for the study.

Table 3.1 Selection Key Participants from the Assembly staff and Assembly members

Key Participants	Sample Size	Number Interviewed	Interview Duration
Administrative Staffs	4	4	One Week
Assembly Members	2	2	Two Days
Total	6	6	One Week, Two Days

Table 3.2 Community members participatory in the development activities

		Decision Making		Planning		Implementation		Monitoring	
		N	%	N	%	N	%	N	%
5 Focus groups	Yes	11	27.5	11	27.5	0	0	0	0
participants in each 8) group)	No	29	72.25	29	72.5	40	100	40	100

3.7 Data Collection Methods

The study purposely used in-depth interview, Focus Group Interview (FGI) and observation to solicit data. The researcher purposely interviewed four (4) officers of the KMA workers and two (2) Assembly Members. The researcher also organized FGI's in five (5) groups made of eight (8) people in each group with a divergent idea on some features. The interview assisted the researcher to interact first hand with the interviewees which gave the opportunity to clarify issues that appeared to be unclear.

Semi-structured interviews are flexible. Semi-structured interviews allow the researcher to rephrase questions, give explanations, ask for clarification, and change the order of the questions. Semi-structure interviews are non-standardized and the order in which the questions are asked can be altered. Also this type of interviewer enables the interview to use probes to explore new paths that may arise from the opinions of the interviewee and ask for clarification (Kajornboo, 2005)

In semi-structured interviews, the order of the questions can be changed, even though the researcher has an interview guide and it also allow the interviewer to ask probing questions and in order to have a reliable response the interviewers are supposed to be inform about the objectives of the phenomena under study before each interview.

Focus group interview is widely used in research (Huge & Mukherjee, 2017). The technique emerged as a qualitative data collection approach and a bridging strategy for scientific research and local knowledge (Cornwall & Jewkes, 1995). However, its popularity and application has grown across a wide range of disciplines including education (Flores & Alonso, 1995), communication and media studies (Lunt & Livingston, 1996: 78).

Focus group interviews are interviews conducted with a group of participants to collect a variety of information. These interviews can be as small as four (4) participants and sometimes as large as ten (10) participants.

The interview which were the main data collection instrument and was done within the administrative staff of the Kumasi Metropolitan Assembly (KMA) took one (1) week while the Focus Group Interview (FGI) within some key participants of the Metropolis including fashion designers / dress makers spent three (3) weeks and the interview with the Honourable Assembly Members was done in two (2) days.

3.8 Data Analysis

In all data analysis, regardless of whether it is a positive or naturalistic research tradition, the aim is to organize and elicit meaning from the data collected and draw realistic conclusions (Polit & Beck, 2006). Data analysis is a process of inspecting, cleansing, transforming, and modeling data with the goal of discovering useful information, informing conclusions, and supporting decision-making. Data analysis must be done at the same period in qualitative research. According to Schatzeman and Strauss (1973), qualitative research analysis primarily entails classification of things, person's events and properties.

The data collected were put into different themes to help answer the research questions. The data were therefore analyzed according to the order of themes. Data collected in this work therefore were themed to give highly descriptive analysis.

3.9 Reliability and Validity

In order for research to be of value and of useful, it must be both reliable and valid, where reliable means how the findings are consistent, and validity means where the

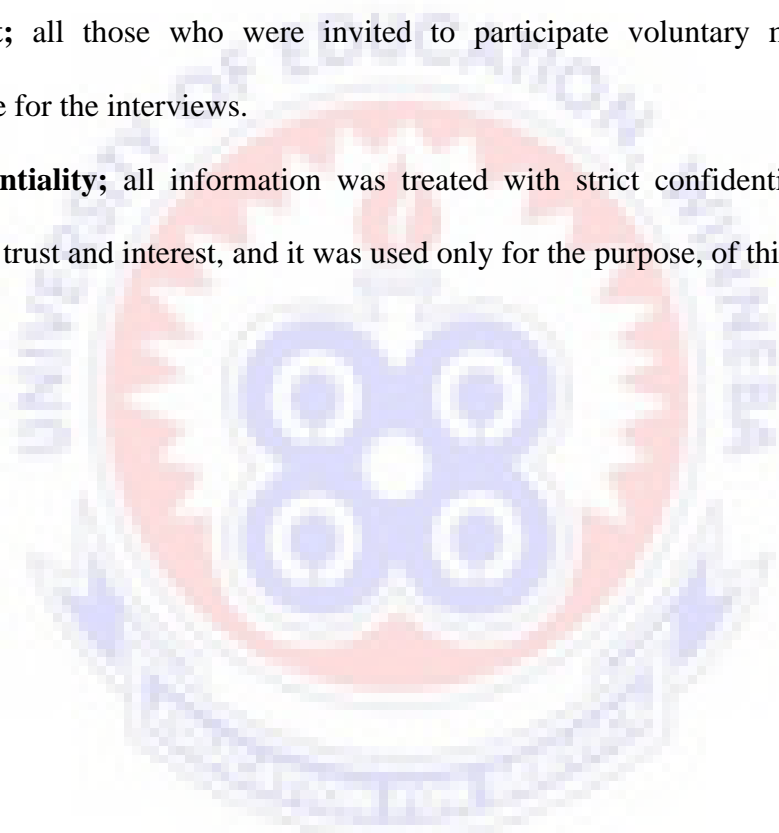
study really investigates what you intended to investigate and if the work is to be done for the second time it would yield the same results and the findings are genuine and credible.

3.10 Ethical Issues

There are a reasons why it is important to adhere to ethical norms in research and some of the major ethical issues in this research work are;

Consent; all those who were invited to participate voluntary made themselves available for the interviews.

Confidentiality; all information was treated with strict confidentiality, respectful, privacy, trust and interest, and it was used only for the purpose, of this study.



CHAPTER FOUR

RESULTS AND ANALYSIS

4.1 Introduction

This chapter gives an analysis and findings from the field. The chapter presents findings collected from data through the interview guide with the assembly members, staff/ officials and the local people in the Metropolis. The findings indicate KMA officials' views of the communication mode used by the KMA. The findings of the research cover the level of awareness of the local people of some of the development projects being undertaken by the Assembly, and the mode of communication through which the people interact with the KMA and Assembly Members. The findings also indicate the areas for people to give feedback to the assembly and blockages in communication links between the people, and the Assembly Members.

RQ 1:

What are the existing modes of communication used by KMA to engage the local people in the developmental issues at their community?

The study shows that the following modes are used by the KMA; local radio stations in the Kumasi metropolitan assembly and letters to various people. These are the modes of communication used by the KMA to disseminate information and used to communicate the issues of developmental programmes and projects to the local people or used to bring their ideas and views on any projects, programmes so far as development projects are concerned.

These modes of communication were realized during the interactions through the interview with the staff of the assembly and assembly members who took part in the research.

Table 4.1: represents mode of communication between the Assembly staff, Assembly members and the local people on developmental programmes and projects within the Kumasi Metropolitan Assembly (KMA).

Mode of community	Communication development activities		Participation in development activities		E (%)	O(%)
	Yes	No	Yes	no		
	Local radio station	46	-	-		
					No 0	0
Letters	-	46	15	31	yes 0	2.60
					No 100	67.4

According to table 4.1 shows that those who was interview representing 100% of the Kumasi metropolitan assembly staff responded that, the mode of communication existed are various radio stations within the Kumasi metropolitan assembly and that is what they used to communicate on various community programmes and projects so as the developments are concerned.

As shown on the table 4.1; 39.62% of the respondents confirmed that Kumasi metropolitan assembly sent them letters to invite the local people to the meetings on the programmes and projects so far as the developmental issues are concerned.

RQ 2:**What is the level of the involvement of community members in Kumasi Metropolitan Assembly's projects and programmes?**

The following level of involvement were shown: community durbar, community information center, town hall meetings and information service van from the information service department of the Kumasi metropolitan assembly, these are the mechanism the assembly used to involved the local people when it comes to the issues of developmental programmes and projects to the local people or used to bring their ideas and views on any projects, programmes so far as development projects are concerned.

Table 4.2: The level of involvement by the local people in the development activities of the KMA

Community Durbars	18	28	11	35	Yes	35	39.130
					No	65	60.87
Community Information Center	17	29	13	33	Yes	36.95	28.25
					No	63.05	71.75
Town Hall Meeting	21	25	16	30	Yes	46.65	34.78
					No	54.35	65.22
Information service Van	14	32	12	34	Yes	30.43	26.08
					No	69.57	73.92

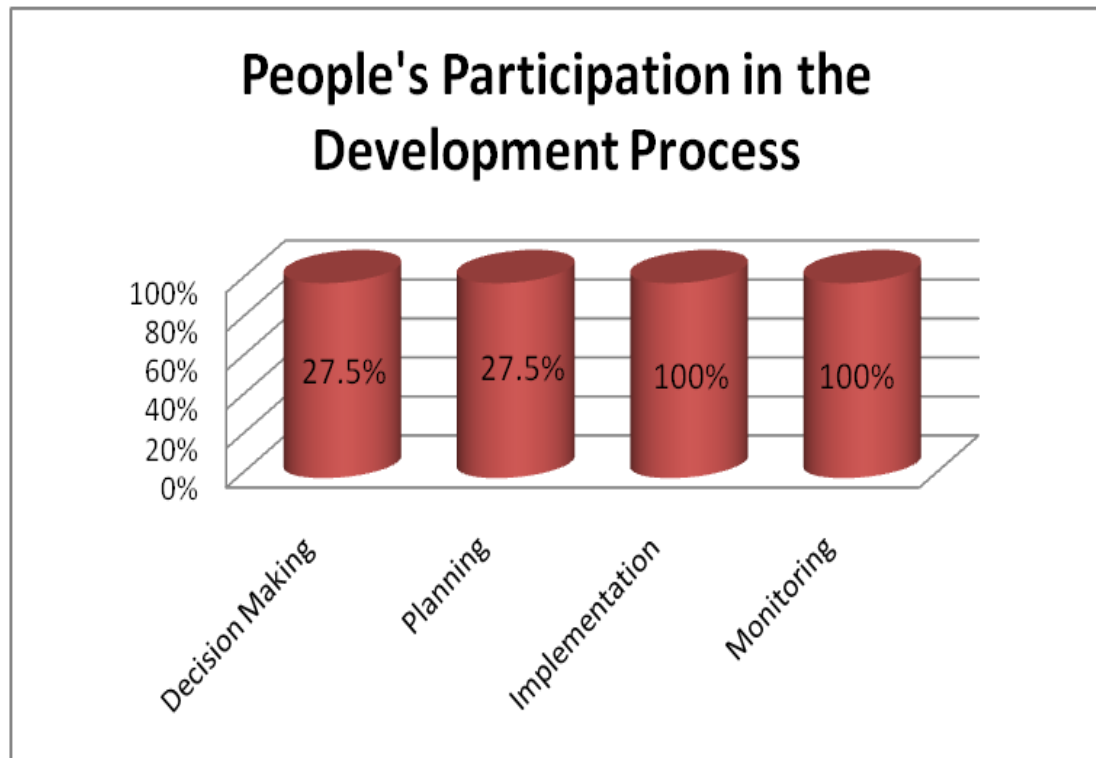
In all, eighteen (18) local people confirmed that they get to know about projects from the Assembly through the use of community durbars and it represents 39.130% of the number. With the community information center, seventeen (17) respondents interviewed representing 36.95 % showed that their source of information on projects come from community information center (CIC). Twenty-one (21) community members who took part in the interview representing 45.65% rightfully said that, they had the information to participate in the development process by means of town hall meetings (THM).

Fourteen (14) community members responded positively representing 30.43%, that they are sometimes aware of programmes, projects with regards to developmental issues in their respective communities through information service van operated by information service department of KMA, they sometimes come to their community and make announcements to the local people.

The above data shows that there was some kind of minor form of local people's involvement in the Kumasi Metropolitan Assembly's issues when it comes to programmes, projects and developments which the Assembly needs to increase and also create more room for the local people to fully involved in every part of the planning process, programmes, projects and developmental activities in the district. This form of communication mode indicates that there was one-way communication or monologic (Mefalopolus 2008).

Chart 4.1: Represents the percentage of participation as captured in table 4.2

above



The Table 4.2 and Chart 4.1 illustrate the level of involvement of the local people in the planning and development process of the Kumasi Metropolitan Assembly. The Chart 4.1 indicates that though all the Assembly staff interviewed confirmed that they have been involved in a participated in the decision making process, planning, implementation and monitoring activities in the Assembly, the local people are not much adequately involved role in the decision making process of the Assembly. The chart showed that the eleven (11) local people in all the five focus groups of forty (40) local people out a number of 40 interviewees, indicating 27.5% participated in some kind of decision making and planning process within the Assembly' activities. Whereas, these local people are those, who are going to make use of the developmental projects and programmes that are meant for their various communities.

Arthur (2017), states that, a crucial aspect of the decentralization is the involvement of local population in public decision-making.

According to Kelly and Vlaenderen (1996) and also observed by Arthur (2017), participation in essence expresses a form of co-operative action between a community and an outside resource or agent, in the hope of improving the conditions of the community. Article 240 of the 1992 constitution demand that, people in particular local areas shall be afforded the opportunity to participate effectively in their developments,' as it has been shown in the participatory communication and stakeholder theories.

The study investigated the level of local people's involvement in the decision making process in the development of their community at the Kumasi Metropolitan Assembly. As shown in table 4.2, the key people who took part in the study were; the local people (focus group interview) within the metropolis.

They were assessed on how the local people are involved in the developmental issues of the Assembly in terms of how decision making, planning of the projects, implementation of the development, monitoring and evaluation at their community and to which level of involvement that give the people the right to own the project and ensure that the project are ongoing and also sustained to promote development. Results of the study was show in Chart 4.1 indicates that, the projects lack adequate stakeholder involvement and participation.

As shown in chart 4. 1, all the two (2) Assembly members who were interviewed indicated 100%, that they have been part of the decision making process, planning, implementation, evaluation and monitoring of projects of KMA. These projects

include the provision of social amenities such as accessible roads, school blocks, portable water, place of convenience, health facilities, Livelihood Empowerment Against Poverty (LEAP) which was introduced into the country some years ago to alleviate the social hardship on the local people so that the country can meet the standard of Sustainable Development Goals (SDG's) also known as Global Goals, which are a universal call to action to end poverty, protect the planet and ensure that all people enjoy peace and prosperity (ghundp).

The response was that *local people normally take part of all the process within the system starting from organizing them in their local community, taking them through how to qualify for it because it is part of the medium term planning (MTP) process, the people should be part of it right from the planning to how it will be issued out to them when the facilities are ready for disbursement, we included them in our budget these stakeholders are heads of departments, chiefs, women groups, traders, manufacturers, artisans, opinion leaders, all these are part of the budget preparatory stages and also play a role on the preparation of annual action planned for the assembly.*

Further checks revealed that management meetings chaired by the coordinating director of the Assembly, the meeting brings together the Heads of Department of the Assembly and maybe their deputies, of those deputies who attended the meeting, it is optional to attend, the said meetings, and those meetings can also be classified as participatory aspect of the Assembly, but those meetings are there for noting, because the management will discuss issues and the politicians will also implement what they like which are different from what the management decided to do at the managerial or administrative level of the Assembly.

Meanwhile according to the 1992 constitution of Ghana chapter 20, article 240 (2e),

“To ensure the accountability of local government authorities, people in particular local government areas shall, as far as practicable, be afforded the opportunity to participate effectively in their governance”. The interview also revealed that sometimes the Assembly annually publish its their audited report on notice boards while the community does not even have any idea about the reports on the programmes and projects of which the report covers.

The Assembly Members confirmed that they normally take part of the issues of assembly’s decision making and implementation activities though they were not happy about how they think it could have been done as the Act 936 stated (section 16). Another assembly member interviewed claimed that it was not easy to engage the community members because of financial matters, so he has adopted a plan about how to speak to his electorate through social activities such as funerals attendance, church activities, marriage or weeding programmes, through these means he is able to talk to the community about issues of the Assembly.

The Assembly Members expressed dissatisfaction on the work of public government agencies in the District towards the local people. Such institutions are Information Service Department (ISD), National Commission on Civic Education (NCCE), Commission on Human Rights and Administrative Justice (CHRAJ) and others. Their Constitutional duties are to educate local people on National, Regional and District issues especially on the issue of participatory governance as enshrined in the 1992 Constitution of Ghana.

It was also revealed that it is difficult for the Assembly to meet unit committee members and explain things related to their work and this retards progress of work in

various communities. Meanwhile the Assembly is mandated to comply with those requirements called Functional Organization Assessment Tool (FOAT).

The minutes recording for the General Assembly meetings, subcommittee meeting minutes and others, is a yardstick to measure various Assemblies in Ghana base on that assessment that will determine what assistance the Assembly can get from the Central Government.

According to FOAT (is a model on the performance to check local governance) lay down rules and regulations, the various Assemblies are to use it and encourage their Unit Committee Members to take part of the local activities especially revenue generation for the Assembly, but it was reviled that, whatever the collections that they can generate, the Assembly is supposed to give them half that is (50% percent) of it in a form of motivation and encourage them to participate the decentralization Governance, but it seems the Unit Committee Members they themselves do not even know anything about it and for that matter it is becoming new to them.

However, most of the sub-structures particularly the unit committee have existed only by name and are not really function. In practice, there have been no activities by the unit committees within the last decade. (Arthur, 2017, p. 64)

It is incumbent on part of the metropolitan, municipal and district assemblies to make sure that all the relevant laws so far as FOAT is concerned, they will do the appropriate thing for their respective assembly qualify to get financial support from the Central Government plus the assembly's Internally Generated Fund (IGF), because IGF is meant for any development or anything that the Assembly may decide to do, so on the expenses of the that type of money are opened to the Assembly itself, but other source of the income such as District Development Fund (DDF), District

Assembly Common Fund (DACF), Urban Development Goal (UDG), Government of Ghana (GOG), cannot be use by the assembly's own discretions because such money are been spent under the guide lines from the central government directions and this lead to government main programmes.

It was noticed through the interview that those Assembly Members who are not part of the Authority meeting (executive committee) normally do not hear on time with regards to the General Assembly meetings, meanwhile according the Standing Orders (SO) of the Assembly, the Assembly have (a) four (4) types of meetings, namely;

(a) Ordinary meetings, the Assembly Members are to be given fourteen days (14) notice; (b) meetings Requested by one-third of the members of the Assembly, the Assembly Members are to be informed about seven (7) days before;

(c) Special meetings, notice of the Assembly Members are left to the discretion of the Presiding Member (who is the speaker of the Assembly) of the Assembly and;

(d) Emergency meetings it can be called by the PM at any time, that is no time limit.

The participation part of the Assembly Members on developmental projects and programmes, more importantly with regards to community projects, it was revealed that, assembly members are required by law to monitor and report to the Assembly on a regularly basics by Act 2016, Act 936, but due to no logistics they were not doing it as it supposed to be done. Although, the Assembly Members are liaison officers or development agent between the assembly and the local people in terms of dissemination of information.

RQ 3

How can the modes of communication be improved at KMA for effective implementation of local government projects and programmes?

As part of the questions were asked, this question was meant to solicit the views of the assembly's staff, assembly members as well as the local people on how the mode of communication can be improved effectively at KMA and also the implementation of local government programmes and projects. Hunt (2008) postulate that, the organizations used communication strategies to address the following issues;

- (a) organizations use communication to enable communities and civil society organizations to engage stakeholders with issues that needs to address their problems;
- (b) organizations use communication to increase public knowledge on the organization's aims and objectives;
- (c) organizations use communication to provide evidence base to support the decision-making activities and;
- (d) organizations use communication to improve the quality of policy formation and access to all level of persons.

The essence of designing the communication plans is to address and find communication problems at the lowest level by making use of the planning methods, technics and media. These should be done with the local people and not just for the local people. ([htt:www.kautilyasociety.com](http://www.kautilyasociety.com)).

Response from the assembly staff on how the assembly can improve on the mode of communication indicated that, in Kumasi we have almost fifty (50) radio stations and the Kumasi metropolitan assembly should engage local people regularly through the

proper use of all the radio stations in the metropolis or the majority of them and make use of local language like about 90% of all the KMA's related activities.

We have a few messengers who are in-charge of sending letters out, but there should be proper way of sending letters to every stakeholder within the Kumasi metropolis so that we can reach all the stakeholders and the assembly can get them on board with regards to projects and programmes in the assembly.

There must be a proper way of using the internet facilities and the said website must be known by every citizen within the Kumasi metropolitan assembly, most especially the school going people like junior high students, senior high students and tertiary students, because these people can also inform their parents or guiding on the issues of programmes, projects and developmental activities been initiated by the Kumasi metropolitan assembly.

The assembly members also suggested that there should be proper allocation of annual budget for all the assembly members or there should be something like assembly member's fund as in the case members of parliament have what they term as MP's common fund across the nation, to make use of it so that per what the law requires from them is to inform their electorates in their various community projects and programmes, because the Kumasi metropolitan assembly may initiate very vibrant programme but as to how to communicate it to local people becomes a problematic to us, we are the liaison officers or government representatives between the assembly and the local people whose interest we represents, what we need to do is to organize frequent meetings with our people, but when they come to such meetings

as an assembly member for your people, you must find them at least some kind of launch or any kind of drink and sometimes you should also give them transportation in a form motivation so that next time when you invite them, they will come to similar meetings.

Meanwhile no such provision from the assembly, no national budget for that part also, but if the central government can take it and make it a law to bind the district assemblies in Ghana and initiate that aspect as a national issue, so it will be appropriate for the assembly to inculcate these into the assembly's budget so that the assembly can achieved it vision through the proper usage of the assembly members.

Assembly members again propose that the assembly can improve it mode of communication through the proper use of civil society organization, religious leaders, the assembly should organize periodical training for the organize group leaders and also mandate these leaders to re-trained their members on district assembly concept as demanded by law, but you see for my electoral area, I do not recalled when those leaders were called for such a programme not even unit committee, government institutions, such institutions like local government institute, their core mandate is to take local people through the district assembly concept, but you hardly hear from them in a nature of workshop even for the actors of the concept it is once in so many years.

The assembly members once again said that, the assembly have environmental and sanitation by-laws, we have building by-laws, we have food and hygiene by-laws, we have fee fixing resolutions and other related laws, the assembly was producing a

newspaper for free distribution but off late it did not come again so if the assembly can bring it back to the system and at least once or twice in every month i think it will also boast and help us reach wide and solicit for local people ideas on the existing, ongoing and any project at all the metropolis

From the focus group participants, they express their worry that they always here a whole lot of different kinds of information sometimes it become problems for which of them are authentic so suggestions for the assembly to improve on its mode of communicate with the local people was that, there should be a types of programme on almost all the media house called “KMA’s” hour on different times, in the morning, for those who can listening to the morning programme, in the afternoon for those who can listening to it and for evening people as well, so that we as local people can know that this time I am going to listening to what KMA have for us and also bring my views point, in case I have to ask for anything that we do not understand because there are so many issues we do not know anything about it, you will be there when some body may come to your shop, as a dress maker, you will be asked to pay dress maker’s permit, as a shoe maker, they will asked for your permit, as a beautician where is your license to operate, as a cosmetician or at your fitting work shop asking for something for all kinds taxes you have not even hear or know anything about it. But with the establishment of a programme called KMA hour will bring the assembly very close us, so if you cannot locate your assembly member for anything or any explanations you can listening to that radio progrmmes and ask for that clarification on that programmes across the media houses in the Kumasi metropolitan assembly besides it will bring down the staff for we the citizens to interact with them and share our grievances for them to get opportunity to responds to our grievances and at the

same time it is the mandate of the assembly to educate and inform us on all their programmes, projects and plans they have for the people of Kumasi.

4.2 Lack of Yardstick in the Engagement of Communities

It was also noted that, the assembly did not have any ethics or guide that they use to regulate the stakeholders programmes as demanded by the stakeholder theory. The stakeholder theories regulate a yardstick as check on how the Assembly may know their improvement on the participation issues (Fontaine, Haaman & Shmid, 2006). It was also notice that there was mechanism from the Ministry of Local Government and Rural Development which is referred to as the local government delivery standard, but these guidelines are also not followed by some officials.

4.3 Summary

The study showed lack of adequate participation on the side of community members in the decision making issues at the Kumasi Metropolitan Assembly despite the lay down structures to inculcate the participation of the local people in the developmental programmes and projects within the assembly.

These type of participation found is what Tufte and Mefalapolus (2009) refer to as passive and functional participation or participatory by consultation at the Assembly with the officers of the assembly. Assembly Members and the chiefs and local people of the community are the people going to enjoy the programmes, projects, and developmental activities of the Assembly.

If participatory communication is genuinely used on the daily basics in the administration Metropolitan, Municipal and District Assemblies in Ghana, example Kumasi Metropolitan Assembly, it would have impact on local people or the

community, because if the local people are allowed to bring their views and ideas, they likely to feel they are part of the projects and own the them and take good care of the projects and handle them well. On the point of meetings, the Assembly Members should be invited on time for them to fully and adequately prepare for the meeting, so that there can be meaningful discussions at the General Assembly meetings that can yield fruitful and good impart at the meeting, because that is the place they can bring their impute and ideas on issues that will help build a better place or community.



CHAPTER FIVE

CONCLUSION, SUMMARY AND RECOMMENDATIONS

5.1 Introduction

The chapter four gives an insight on the outcomes from the analysis of the data gathered from the field. This chapter provides a brief summary of the study and also gives an account on whether the research theories used in the analysis have been supported or not. The chapter presents the contributions of the study to better the system and operations of the Kumasi Metropolitan Assembly on the side of local people's participation in decision making activities and in local development in various communities. It again includes the limitations of the study, conclusion drawn from the study and gives some recommendations.

5.2 Summary of the Findings

The essence of the research was to look at the communication modes used by the Kumasi Metropolitan Assembly on how they operate their system of local governance and examine if the communication modes used encourage participation, promote the local developments and it also empowered the living conditions of the local people in their community. Mefalopulos (2003) postulates that, participatory communication is increasingly being considered as a key component in development projects especially at the grassroots levels because of its potential to support development and address specific needs of marginalized communities.

The researcher used purposive sampling technique to select participants for the work. The reasoning is that the researcher deliberately chose individuals and site to lean and understand the central phenomenon being studied.

In all, forty-six (46) interviewees including forty (40) Focus Group Interview participants, four Assembly Staff (4) and two (2) Assembly Members. The interview was to obtain the communication modes used by the Kumasi Metropolitan Assembly in communicating development issues to the local people. The study investigated how the modes were used to bring the people to participate in the decision making process of the assembly. The study observed that there was deficiency in the participation of local people in the decision making activities of the Assembly. Based on the five (5) Focus Group discussions comprising eight (8) participants each in a group, it was obvious that, only eleven (11) participants out of the total number of forty (40) representing 27.5% normally participate in some form of decision making process at the Assembly.

This shows that 72.5% of the interviewees did not participate in any decision making activities of the Assembly. It was also revealed that twenty-one (21) interviewees including the Kumasi Metropolitan Assembly management staff representing 45.65% of the total number of interviewees knew about development issues through town hall meetings and sixteen (16) people representing 34.78% participated in the issues of development through town hall meetings. This results indicates that the local people did not actively play any major role in the decision making process of the assembly and it also indicated that the stakeholders in the community do not play much role in the assembly's decisions on matters affecting them.

Those who took part of the interview, one of the Assembly Member, confers that, the stakeholder role by the Assembly was not good, due to that, he indicated that the Assembly was doing everything possible to give room for organized bodies to play their role. One of the staff said that the Assembly has started involving Unit Committee Members in their decision making.

It was also noticed that, the restriction on the Assembly to actively give room for various local people as it is supposed to be was the fact that Local Governance system, instead of it to perform three-tier function such as follows: administration, political and fiscal duties currently perform only administrative functions while political and fiscal decisions are being taken at the Central Government levels.

However, the assembly has not designed any form of rule as required by the stakeholder theory (Fontaine, Haarman & Schmid, 2006) to guide them on how to bring the local people into the activities, though local government service has its own standard of rules.

5.3 Theoretical Framework

The study disclosed that the Kumasi Metropolitan Assembly is involvement of stakeholders in their activities is insufficient in terms of decision making process or very minimal. This level of participatory can be termed as participatory by consultation (Mefalopulos 2008)

5.4 Limitation of the Study

The essence of this study was to investigate the mode of communication used at the local governance system in Ghana. It also examined how the mode of communication

can help the community or the voters in the various electoral areas, so far as decision making is are concerned and how the process of empowerment takes place when it comes to community development programmes, projects and it related activities.

The study was limited to Kumasi Metropolitan Assembly with a limited sample size draw from the assembly. This limitation does not take out the representative nature of the findings.

5.5 Recommendations

Admittedly, the researcher recommends that the Kumasi Metropolitan Assembly should give the community people more opportunity than as it is now. The Assembly Members together with their unit committee members must also be given the outmost materials to do their work as the law demands from them according to the 1992 Republican Constitution of Ghana and the Local Governance Act 2016, Act 936.

The state, especially the Ministry of Local Government and Rural Development or the Central Government to be precise, should also do their best to make sure that the structures in various metropolitan, municipal and districts (MMDA's) are well set for the operations at their levels as the law says in the 1992 Constitution of Ghana Chapter 20, article 240 (1), *Ghana shall have a system of local government and administration which shall, as far as practicable, be decentralized.*

This is also to confirm what Arthur (2017, p. 226), "Hence, we need to further explore other political accountability mechanisms such as consultative meetings.

He also suggests that people such as traditional authorities, politicians and other association should be given spaces to initiate consultative meetings.

5.6 Conclusion

This study has shown that the communication mode employed by the Kumasi Metropolitan Assembly to interact with the local people do not encourage their participation in the decision making process in developmental programmes and projects. It was also noticed that there was lack of participation in the decision-making process of the Assembly. Tufte and Mefalopulos (2009) pointe out that people appreciate the essence of participation.

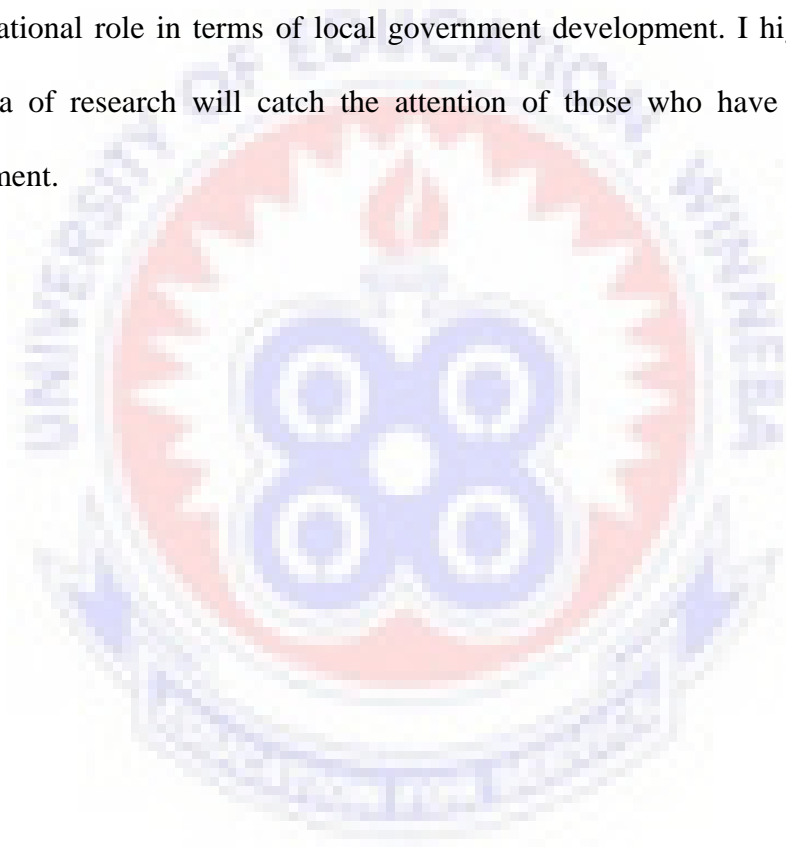
The assembly's mode of communication was sometimes linear or monologic. Based on that, the local people find it difficult to know much and think of how to find solutions to their problems and think about things that affect them such as trading purposes, educational issues, health matters, environmental and sanitation issues, finance and economic activities, cultural and traditional affairs, political and social issues.

Everyone has the right to participate in, contribute to, and enjoy economic, social, cultural and political development (UNHR handbook, 1997, p.18). And according to UNHR handbook, (1997, p. 71) indigenous or local people can have solutions to the problems facing them in the areas such as human rights, the environment, development, education and health (UNHR handbook, 1997, p. 71).

This indicate that 'if' the Metropolitan, Municipal and District Assemblies (MMDA's) give more room for participatory process as through the Assembly Members, Management meetings, Unit Committee Members, Opinion Leaders and the entire local people's a platform in terms of planning, programmes, projects and other developmental issues, the Assemblies will no more find it difficult to develop the communities any more.

5.7 Further Research

Honestly, based upon the literature and observations from this work, further research work has been opened and therefore recommended for attention. It is suggested that further study can be done to establish mechanism for communication development and sustainability to local actors such as the Assembly Members, Unit Committee Members, Civil Society Organisations (CSO's), Non-Governmental Organisations (NGO's), Non-Profit Organizations (NPO's) on how to demand their right on participational role in terms of local government development. I highly believe that this area of research will catch the attention of those who have interest in local government.



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APPENDIX

RESEARCH INTERVIEW QUESTION GUIDE

APPENDIX 1

KMA Management Staff/Officials Interview

- 1) What modes of communication are in place for KMA used to reach out the people and also received information from them?
- 2) Does the KMA have any communication modes to reach out the local people on issues of programmes, projects and planning process?
- 3) What communication problems that are faced by the KMA in terms of communicating with the people?
- 4) As an institution whose core mandate are to provide basic amenities to the local people and also to bring development to their door step, please kindly tell me how do you involved the local people in your decision making process?
- 5) Is there any rules and regulations in terms of how the assembly engages the local people participation?
- 6) Does the assembly have any road map for participatory and sustainability?

APPENDIX 2

(FOCUS GROUP INTERVIEW)

1. How do you know or hear about the development activities within the Assembly?
2. Have you ever participated or played any role in any local development activities by the Assembly and what was your impart towards the local development issues, if you have ever partakes before?
3. Whenever you made some suggestions to the developmental issues, how do you know that, your suggestions or input was considered?
4. Do you feel legitimize due to your participation in the decision-making process of the Assembly?
5. What are the communication modes used at the Assembly to involve you in its developmental works and does the communication modes used gives platform for discussions?