

**UNIVERSITY FOR DEVELOPMENT STUDIES**

**PARTICIPATORY MONITORING AND EVALUATION OF PROJECTS AND  
PROGRAMMES IN THE SAVELUGU-NANTON MUNICIPAL ASSEMBLY**

UNIVERSITY FOR DEVELOPMENT STUDIES

**ALHASSAN BABA MUSAH**



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**BY**

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UNIVERSITY FOR DEVELOPMENT STUDIES



**MARCH, 2018**

**DECLARATION**

I hereby declare that this thesis is the result of my own original work and that no part of it has been presented for another degree in this University or elsewhere, with the exception of references that have been cited from the works of other people, which have been duly acknowledged:

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**Supervisor's Declaration**

I hereby declare that the preparation and presentation of the thesis was supervised in accordance with the guidelines on supervision of thesis laid down by the University for Development Studies.

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## ABSTRACT

Participatory monitoring and evaluation (PM&E) aids in promoting greater transparency and accountability. This is because, it is a response to the growing demand for organisations to improve project and programme outcomes while giving stakeholders a clearer sense of the status of projects and programmes. However, the situation regarding PM&E is not clear on the level of stakeholder participation and practice of PM&E at the various MMDAs in the management of projects and programmes. This research, therefore, was to assess the level of participation in monitoring and evaluation of projects and programmes in the Savelugu-Nanton Municipal Assembly. This research used a combination of quantitative and qualitative techniques such that the qualitative components complemented the quantitative aspects. A total of 196 respondents were sampled for the study. The study revealed that stakeholder participation in M&E of projects and programmes was high among the MPCU members and the District Assembly members but low at the Zonal Council and community levels. The study established that stakeholders mostly participated in M&E of projects and programmes through stakeholder review meetings. The study also indicated that transparency and accountability was the foremost outcome of PM&E. The study therefore recommends that M&E processes should be designed in such a way that it becomes more participatory and ensuring the practice of PM&E as a critical project management tool as well as enhancing existing ways through which stakeholders participate in M&E such as conducting the stakeholder review meeting for more than a day to ensure in-depth discussion of M&E findings.



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## **DEDICATION**

I dedicate this study to my Father and mother, Musah Alhassan, Fati Alhassan, and my caring uncle, Adam Alhassan for setting the pace for me to be an educated person.



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## LIST OF ACRONYMS

CDFC	Constituency Development Fund Committees
CDF	Constituency Development Fund
CBOs	Community Based Organisations
CLTS	Community Led Total Sanitation
CSOs	Civil Society Organizations
DCMC	District Citizens Monitoring Committees
DDF	District Development Facility
DFID	Department for International Development
DMTDP	District Medium Term Development Plan
ENNDA	Ewaso Ngi'ro North Development Authority
FAO	Food and Agricultural Organisation
FBO	Farmer Based Organisation
FSR	Farming Systems Research
FOAT	Functional Organisational Assessment Tool
GSFP	Ghana School Feeding Programme
GSOP	Ghana Social Opportunities Project
GSS	Ghana Statistical Service
IIRR	International Institute of Rural Reconstruction
LASDAP	Local Authority Service Delivery Action Planning Project
LGS	Local Government Service
LGSS	Local Government Service Secretariat
LI	Legislative Instrument



MMDAs	Metropolitan Municipal and District Assemblies
MTDP	Medium Term Development Plan
M&E	Monitoring and Evaluation
MUSEC	Municipal Security Council
NDPC	National Development Planning Commission
NGOs	Non-Governmental Organisations
NORAD	Norwegian Agency For International Development
ODF	Open Defecation Free
OVis	Objectively Verifiable Indicators
PAR	Participatory Action Research
PLA	Participatory Learning And Action
PE	Participatory Evaluation
PM	Participatory Monitoring
PM&E	Participatory Monitoring and Evaluation
PMCs	Project Management Committees
RING	Resilience in Northern Ghana
SNMA	Savelugu-Nanton Municipal Assembly
UDG	Urban Development Grant
UNDP	United Nations Development Programme
USAID	United States Agency for International Development



## CHAPTER ONE

### 1.1 Introduction and background

Globally, there has been focused attention on reducing poverty and ensuring socially sustainable development. Strategies that embrace the sociocultural diversity among target populations are critical to attaining poverty reduction. Consequently, there has been the increased need to engage in direct dialogue with different stakeholder groups involved in development projects. One critical dimension of this engagement is monitoring and evaluation (M&E) of implemented actions (Kusek & Rist, 2004). However, M&E has not been sufficiently posited in many less developed countries and is noted to be linked to the low success rates of development projects (Pant, 2006).

The increasing concern for participatory monitoring and evaluation (PM&E), the subject matter of this study arose primarily because of the limitations of the conventional method of M&E which was judgemental in nature and did not assess the views and aspirations of the local people who are affected by the development initiative. PM&E on the other hand seeks to assess the views and aspirations of local communities who are directly affected by development as well as addressing their concern for seeking greater accountability of development agencies and policy makers (Jackson & Kassam, 1999). In this sense development agencies of late are transferring the governance of development initiatives into local hands, and training the beneficiaries as researchers and evaluators (Jackson & Kassam, 1999). Jackson and Kassam (1999) indicates further, the need for new management tools and the



need to transfer the governance of development initiatives brought to light the concept of PM&E.

Estrella & Gaventa (1998) stated that participation has become a critical concept in development as donors, governments and Non-governmental organisations (NGOs) are insisting upon participatory approaches in assessing needs and in implementing programmes. The increased emphasis on the importance of participation in development brought about the growing recognition that monitoring and evaluation (M&E) of development and other community-based initiatives should be participatory.

Estrella and Gaventa (1998) pointed out that the idea of PM&E draws from 20 years of participatory research traditions including Participatory Rural Appraisal (PRA), participatory action research (PAR), farming systems research (FSR), participatory learning and action (PLA), and farming participatory research (FPR). Meanwhile in the 1980s, PM&E concept had entered already in the policy making domain of bigger donor agencies and development. Most notably the Food and Agriculture Organization (FAO), the United States Agency for International Development (USAID), the Danish International Development Agency (DANIDA), and the UK Department for International Development (DFID), the Swedish International Development Authority (SIDA), the Norwegian Agency for International Development (NORAD) and the World Bank (Estrella & Gaventa, 1998).



PM&E has also been triggered by the value and need for basing development on the views and priorities of ‘the local population’ which has become widely acknowledged over the last decades, leading to a practice of working with and by communities (Hilhorst & Guijt, 2006). Initially pioneered by action research-oriented initiatives and organisations, the use of participatory approaches and methods has become increasingly mainstreamed. The use of tools such as social mapping, Venn diagrams, wealth ranking, and transects have become normal practice in much development work ( Hilhorst & Guijt, 2006). This led to ministries beginning to include participatory methodologies in guidelines provided to local governments for developing municipal development plans, such as in Benin and Mali. Participatory diagnosis, priority setting, and planning have become an accepted ethic and are practiced in hundreds of Northern and Southern development initiatives. However, it became important that ‘participation’ should also address implementation, monitoring and evaluation. There is a rapidly growing interest in ensuring wider participation, and since the mid-1990s, the term PM&E has received increasing attention ( Hilhorst & Guijt, 2006, p. 6).

Over the past ten years, PM&E has gained importance over more conventional approaches to M&E. Whereas M&E in the past has been judgmental, PM&E seeks to involve all key stakeholders in the process of developing framework for measuring results and reflecting on the projects’ achievement and proposing solutions based on local realities (Coupal, 2001). In this regard, people’s ownership and control of projects depends to a large extent on participation, which implies





maximum involvement of the community forming the target group, in the process of planning, M&E of project initiatives. PM&E therefore is linked to increased relevance of programming, transparency, accountability, sustainability and ownership of impact (Sokol-Oxman, 2015).

In Ghana, the Local government plays very important roles in administration and development at the local areas. The 1992 Constitution of the Republic of Ghana provides for “Decentralisation and Local Government” that creates a framework for citizens’ participation in decision-making and local governance. The decentralisation Policy of Ghana devolves power, functions and responsibility as well as human and financial resources from the Central Government to the district level. It also establishes major areas of relationship between the Local and Central Government (ILGS, 2010). Ghana’s decentralisation process as enshrined in the Constitution designates District Assemblies as the highest political, legislating, budgeting and planning authority at the local level. The Local Government Act (Act 462) of 1993 reinforces the constitutional provisions.

To facilitate a holistic approach to the decentralisation process, various structures have been created at the sub-national level with the Regional Coordinating Council (RCC) as a coordinating body. Below the RCC are the Metropolitan Municipal and District Assemblies (MMDAs) and the Sub-district structures (ILGS, 2010). Section 46, Sub-section 4 of the Local Government Act, 1993, Act 462 requires that the Metropolitan Municipal and District Assemblies (MMDAs) and Sector



Departments employs a participatory approach in the planning, design, M&E of projects and programmes.

In line with Section 46, Sub-section 4 of the Local Government Act, 1993, Act 462, the District Planning Co-ordinating Units (DPCUs) shall be made up of a minimum of eleven officers. To perform its M&E functions effectively, the DPCUs should co-opt representatives from other decentralised departments and persons from the private sector and civil society organisations whose inputs will be needed. The District Coordinating Director should lead the Group whereas the District Planning Officer shall act as the secretary and ensure participation of all stakeholders. There should be gender balance in the membership of the DPCUs (NDPC, 2014).

In view of this, the National Development Planning Commission (NDPC) that provides guidelines for M&E point out in 2013 that PM&E is a process where primary stakeholders actively participate in tracking progress towards the achievement of self-selected or jointly agreed results to draw actionable conclusions. The stakeholder participation could be broad, including a wide range of staff, beneficiaries and partners. It could also be narrow, targeting one or two groups of partners. Generally, all key stakeholders should be involved in the entire M&E processes, beginning with planning and design; gathering and analysing data; drawing conclusions and recommendations, disseminating results and preparing an action plan to improve performance. It is based on this context that the study seeks to ascertain the level of stakeholder participation in M&E of projects and



programmes in the Savelugu-Nanton Municipal Assembly in the Northern Region of Ghana.

## **1.2 Problem statement**

Participatory monitoring and evaluation (PM&E) promotes greater transparency and accountability and is a response to the growing demand for organisations to improve project and programme outcomes and impacts. The spill over of PM&E has the effect of illuminating on results while giving stakeholders a clearer sense of the status of projects and programmes while the ability to demonstrate positive results can also earn an organisation a greater popular support from the local people ( Kusek & Rist, 2004).

Muriungi (2015) revealed in his study that when organisations ensure the participation of all relevant stakeholders in monitoring and evaluation activities, it leads to an increase in the level of effectiveness of projects. This is because PM&E will afford the organisation and development partners a platform to learn more from previous projects. In this sense, inadequate stakeholder involvement is one of the most common reasons programmes and projects fail and therefore, every effort should be made to encourage broad and active stakeholder engagement in the planning, monitoring and evaluation processes ( Kusek & Rist, 2004)

Ahenkan, Bawole, & Domfer (2013) examined citizens participation in local government planning and financial management in Ghana using Sefwi Wiawso Municipality in the Western Region of Ghana as case study and revealed that procedures for community engagement in M&E of development interventions



seldom exist whereas there are some procedures for their engagement in planning and argued that an effective engagement of local communities and other stakeholders will enhance transparency and improve upon service delivery within the local government systems.

Akanbang, Yakubu, & Dugle (2016) undertook a study on evaluation inquiry in donor Funded programmes in Northern Ghana delving in to the experiences of programme Staff. As part of the findings of the study, they found that evaluation placed premium on project completion evaluation and evaluation was more an external accountability driven activity.

Over two decades of implementation of the Local Government Act, Act 462 which is now replaced by the Local Governance Act, 2016, Act 936 and the National Development Planning (Systems) Act, 1994, Act 480 which reinforces the practice of PM&E, it is still observed that the application and the integration of PM&E at the MMDA level is still not clear though some arbitrary ways of PM&E exist at that level. It is worth noting that little efforts have gone into knowing the level of stakeholder participation in M&E at the MMDA level especially the case of Savelugu-Nanton Municipal Assembly.

Despite also the findings of earlier related studies on PM&E both in the world at large and the Ghanaian context points to the fact that, the subject matter has been under studied at the MMDAs level. Whereas some of the studies are concerned about the benefits of participating in M&E (Muriungi, 2015; Kusek and Rist, 2004), others are concerned about the focus or use of M&E (Akanban, Yakubu &



Dugle, 2016). Specifically, the studies have not been exhaustive on the level of stakeholder participation and practice of PM&E at the various MMDAs in the management of projects and programmes especially at the Savelugu-Nanton Municipal Assembly. It is for these reasons that the researcher seeks to explore the level of stakeholder participation in M&E of development projects and programmes in the Savelugu-Nanton Municipality in the Northern Region of Ghana.

### **1.3 Research questions**

The study seeks to address the following research questions in the Savelugu-Nanton Municipal Assembly in the Northern Region of Ghana:

#### **1.3.1 Main question**

What is the level of stakeholder participation in M&E of development projects and programmes in the Savelugu-Nanton Municipal Assembly?

#### **1.3.2 Specific questions**

1. What is the knowledge of M&E participants of PM&E processes in the Savelugu-Nantong Municipal Assembly?
2. What are the ways in which stakeholders' participate in M&E of projects and programmes?
3. What is the level of participation of the various categories of stakeholders' in M&E of projects and programmes?
4. How can the outcomes on stakeholder participation on the performance and sustainability of projects and programmes be examined?



#### **1.4. Objectives of the study**

The study sought to achieve the following objectives:

##### **1.4.1 Main objective**

The main objective of the study is to assess the level of stakeholder participation in M&E of development projects and programmes in the Savelugu-Nanton Municipal Assembly of the Northern Region of Ghana.

##### **1.4.2 Specific objectives of the study**

1. To examine the knowledge of M&E participants of PM&E processes in the Savelugu-Nanton Municipal Assembly.
2. To establish the ways in which stakeholders participate in M&E of projects and programmes.
3. To examine the level of participation of the various categories of stakeholders in the M&E of projects and programmes.
4. To critically analyse the outcomes of stakeholder participation on the performance and sustainability of projects and programmes.

##### **1.5 Scope of the study**

The study focused on the level of stakeholder participation in M&E of projects and programmes in the Savelugu-Nanton Municipal Assembly (SNMA) of the Northern Region of Ghana. The study was not only concerned with examining the knowledge of roles and purposes of stakeholder involvement in M&E of project and programme, but to also examine the level of participation of the various categories of stakeholders in M&E of projects and programmes. Also, the ways in



which stakeholders participate in M&E of projects and programmes, the outcomes of stakeholder participation on the performance and sustainability of projects and programmes in MMDAs was explored. The study population included the MPCU members, Assembly members, Unit Committee members, Zonal Council members and community members in the various households with interest in development activities of the Municipality.

The study was carried out in SNMA located in Northern Region of Ghana. In terms of time, the study covered the years from 2010 - 2015 because it is within this period that the grass roots and other stakeholders were expected to be greatly involved in project/programme planning, implementation, monitoring and evaluation as a result of the introduction of the Functional Organisational Assessment Tool (FOAT). The FOAT is conducted every year to assess the performance of all MMDAs in the areas of planning, monitoring and evaluation, finance, budgeting and administration. As part of the assessment criteria stakeholder involvement is key and the Savelugu Municipal Assembly has been successful since its inception and therefore the need to look at the level of stakeholder participation in M&E of projects and programmes in the area. Therefore, SNMA was selected not only because it was the only district in the Northern Region that was upgraded to a Municipal status during the creation of new districts in 2012 but it has always been successful in the FOAT assessment of MMDAs since 2010.



## 1.6 Justification of the study

The study is justified in the sense that understanding the success outcomes of projects and programmes hinge on systems put in place to monitor and evaluate them. However, even with the legal backing for PM&E for over two decades, it is still observed that the integration of PM&E in the management of projects and programmes in the districts is still not clear and that the level of stakeholder participation in M&E of projects and programmes at the various MMDAs has been under studied and for that matter the essence of this study.

To begin with, the findings of this study will bring to light the level of stakeholder participation in M&E of projects and programmes in the Savelugu-Nanton Municipal Assembly (SNMA) in order to sustain the outcomes of Projects and programmes in MMDAs. This is important for policy makers in the sense that it can assist in shaping policy direction towards the design of participatory approaches and guidelines for M&E in order to improve project and programme performance.

Secondly, findings from the study will be of immense use to other development partners who invest in the people through the MMDAs in the Northern Region and Ghana at large to demand for the inclusion of proper channels and platforms for stakeholder participation in M&E of projects and programmes during the planning and implementation stages of interventions. The development partners and even central government are much interested in knowing how well their resources are benefiting the beneficiary communities and a study of this nature is relevant to





them in their quest to support rural communities through the decentralised institutions like the District Assemblies.

In addition, the study is further justified because the findings will contribute to the limited literature in PM&E and its contribution to the success of projects and programmes in the northern region of Ghana. Undoubtedly, the results will serve as a source of knowledge for further research in the support or otherwise for PM&E.

### **1.7 Organisation of the study report**

This study consists of five chapters. The Chapter One covers the background of the study, research problem investigated, research questions and objectives, scope of the study, justification and organisation of the study. The literature reviews of various materials relevant to this study have been presented in Chapter Two. In Chapter Three, the research methodology is resented. The chapter describes the research design, a brief description of the study area, the sampling technique, data collection methods, data analysis techniques employed in the analysis of the data and data quality control. Chapter Four covers results and a discussion of the results of the study while Chapter Five presents the summary, conclusion and policy recommendation of the study.



## CHAPTER TWO

### LITERATURE REVIEW

#### 2.1. Introduction

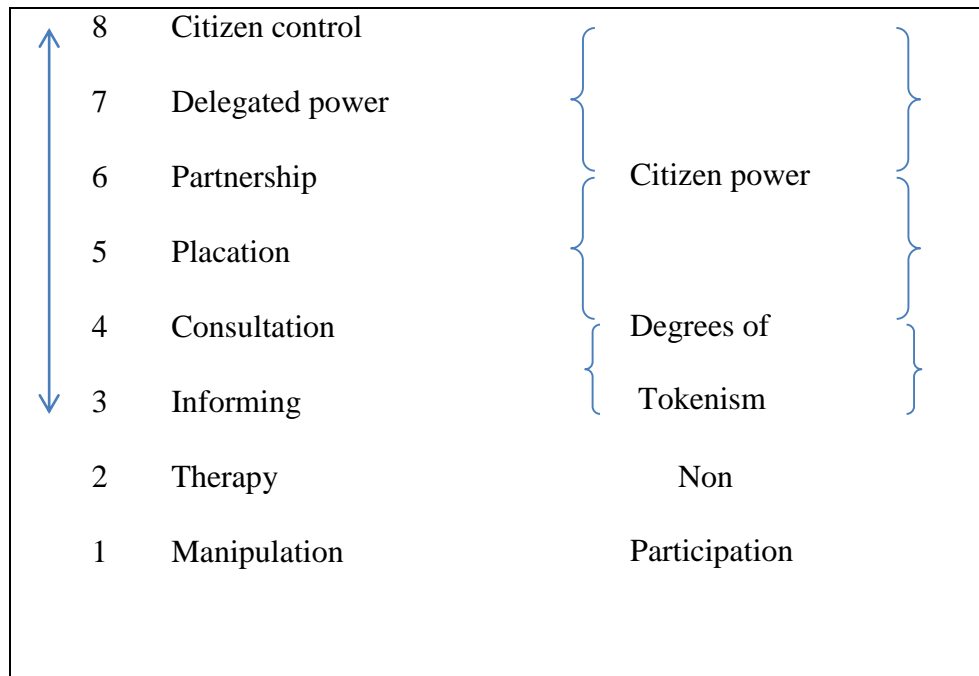
This chapter seeks to find what already exist in the field of participatory monitoring and evaluation (PM&E) and was accordingly reviewed by the researcher in order to explore the level of stakeholder participation in the M&E of projects and programmes in the Savelugu-Nanton Municipal Assembly in the Northern Region of Ghana. Efforts were marshalled by the researcher to locate, obtain, read, synthesise and evaluate the existing literature on the topic. Therefore, the chapter presents literature covering stakeholder concept, concept of participation and typologies of participation. The other literature was presented looking at the concept of M&E, PM&E, level of stakeholder participation in M&E, and the empirical studies on PM&E in Ghana and around the world. The conceptual framework is also presented in this Chapter.

#### 2.2 Typologies of participation

The typologies of participation discussed in this study are aimed at unravelling the theoretical underpinnings as well as ways to make sense out of the data that will be collected. The levels and types of participation are properly differentiated through the typologies of participation. The study therefore was conducted within the framework of the ladder theory of participation proposed by Arnstein (1969), Burns et al., (1994) and Wilcox (2003). One of the early proponents of participatory theory on the subject of community participation was the ladder of participation by



Sherry Arnstein (1969), which clarified and interpreted different forms of empowerment. Arnstein's model postulates that citizen participation is the redistribution of power that enables the have-not citizens, presently excluded from the political and economic processes, to be deliberately included. Arnstein's ladder progresses from less to more levels of meaningful participation and with each level containing some form of empowerment on figure 2.1. She used the image of a ladder to portray how social programs can be categorised based on the depth of citizen involvement in their design. The model shows different levels of power sharing between citizens and decision makers over eight rungs.



**Figure2.1: Ladder of citizen participation**

**Source: Adopted from Arnstein, 1969**

At the bottom two rungs of her ladder are manipulation and therapy which represent participation that is not genuine because authority holders are not making

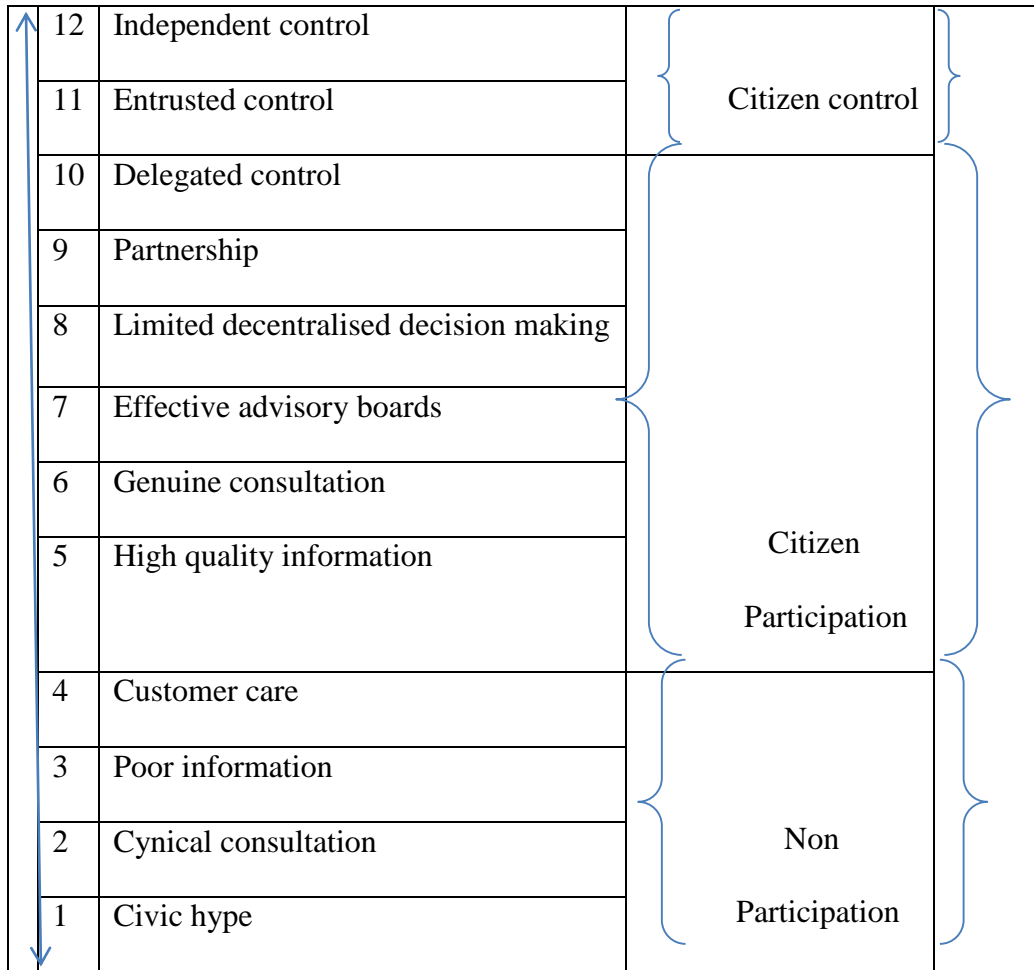
any effort to re-distribute power. The next three levels at the middle of the ladder: informing, consultation, and placation represent forms of tokenism. At these levels of participation those without power are given some chance to communicate their views, but their voices are not translated in to action.

At the top of her ladder more views are considered during decision-making processes. Partnerships give citizens, who were previously excluded from decision-making the opportunity to bargain with those in power. Delegated power and citizen control are at the apex rungs of Arnstein's ladder where previously excluded citizens are able to make decisions (Arnstein, 1969) .

The limitations of Arnstein's framework are obvious in the sense that each of the steps represents a very broad category, within which there are likely to be a wide range of experiences. For example, at the level of 'informing' there could be significant differences in the type and quality of the information being conveyed.

Considering this situation, Burns, Hambleton & Hoggett (1994) modified Arnstein's ladder of participation and proposed a ladder of citizen power making it more elaborate than Arnstein's ladder, with a further, more qualitative breakdown of some of the different levels which they aim to make relevant to local governments in general. For example, a distinction is drawn between 'cynical' and 'genuine' consultation, and between 'entrusted' and 'independent' citizen control whiles 'civic hype' is incorporated at the bottom rung of the ladder on figure 2.2.





**Figure 2.2: Ladder of citizen empowerment**

**Source: Adopted from Burns et al., 1994**

In 1994, David Wilcox identified five interconnected levels of community participation as a further development of the ladder concept of participation by Arnstein (Wilcox, 2003). The theoretical framework of Wilcox shows that the individual who controls a decision-making process is a pivotal element for consideration during the initiation of participation. He indicated that different levels of participation are deemed appropriate in different circumstances. As such, Wilcox altered the rungs of Arnstein to provide organisations and other practitioners with an alternative way to look at the degree to which they are prepared to as a matter of

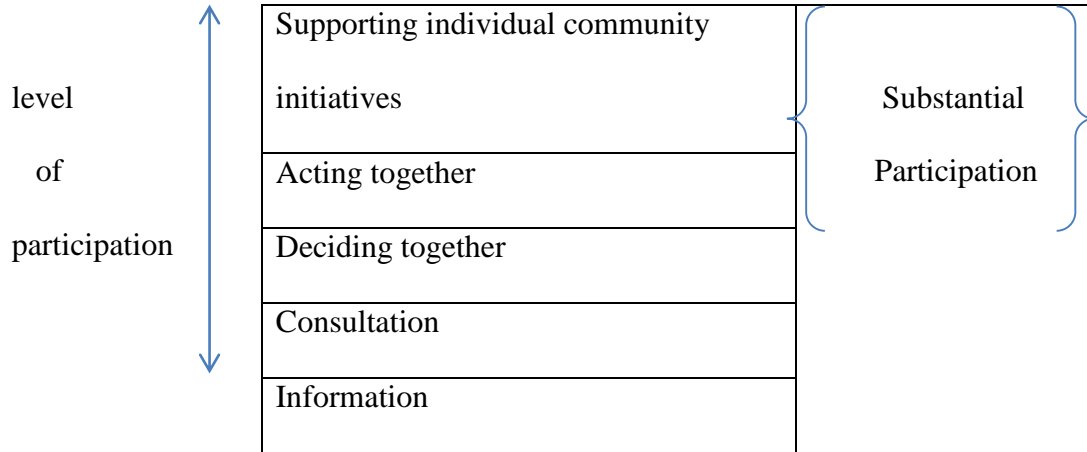


fact involve community members in their processes. He proposed a five-rung ladder of participation including: Information - this has to do with the organisation merely telling the people about what is planned. Information-giving reinforces all other levels of participation which may be appropriate on its own in some circumstances. You will however experience problems if all you offer is information while the people are looking forward to be provided with more involvement (Wilcox, 2003).

Consultation - according to Wilcox consultation involves offering some options, listening to feedback, but not allowing new ideas. Consultation is appropriate when you can offer the people some choices on what you will be doing but not the opportunity to advance their own ideas or participate in executing plans (Wilcox, 2003).

Deciding together - this is when the organisation encourages others to provide some additional ideas and options, and join in deciding the best way forward. Deciding together can also mean accepting other people's views and then choosing from options you have developed together. The basics of consultation apply here, plus the need to generate options together, select between them, and decide ways forward. Wilcox made it clear that deciding together can be a very difficult stance as it can mean giving the people the power to choose without sharing full responsibility for carrying decisions through (Wilcox, 2003).





**Figure2.3: Levels of participation**

**Source: Adopted from Wilcox (2003, p. 8)**

Acting together - This is the stage at which different interests decide together on what is best and also form a partnership to execute the decisions. Acting together may be a short-term collaboration or the formation of more permanent partnerships with other interests. The most elementary building blocks for acting together in partnership involves both deciding together and then acting together as well as having a common language, a shared vision of what you want, and the means to carry it out (Wilcox, 2003, p. 12).

Supporting independent community interests - this means helping the people to develop and carry out their own plans. Resource holders or organizations who promote this stance may, of course, offer local groups or organisations with funds, advice or other support to develop their own agendas within guidelines. The basics of this stance is that it is the most ‘empowering’ level of participation provided to people who want to do things for themselves. Stakeholders may also choose a lower level of participation since it may involve setting up new forms of



organisations for the people to handle funds and carry out projects or programmes (Wilcox, 2003).

According to Wilcox (2003), participation can be effective when each of the key interests (stakeholders) are satisfied with the level of participation that which they are involved. That is, those who do not have much at stake may be happy to be informed or consulted while others will want to be involved in decisions and possibly action to carry them out. The difficult task for the practitioner or the organisation managing the process will be to identify these interests, try to help them work out what they want, and negotiate a route for them to achieve their interests.

Hence, the ladder theories of participation by Arnstein (1969) Burns et al., (1994) and Wilcox (2003) is found to be the theoretical underpinnings of the study because the findings will be in line with most of the above mentioned arguments made by the advocates of the theory. The study sought to assess the level of participation by stakeholders in M&E of development projects and programmes in the Savelugu-Nanton Municipal Assembly in the Northern Region of Ghana using the ladder theory of participation. The ladder model is seen to be useful to determining the level of participation of stakeholders in M&E.

### **2.3. Concept of stakeholders**

Any given programme, project or development plan is likely to have a number of important stakeholders'. Effective planning, M&E are done with the participation of these stakeholders (UNDP, 2009). Various stakeholder analysis tools can be





used to identify stakeholders' and determine the type of involvement that they should have at different stages of the process. Stakeholders, according to the UNDP (2009, p. 25) are the people who will benefit from the development activity or whose interests may be affected by that activity. Therefore, a simple stakeholder analysis according to UNDP is generally recommended for all planning, M&E processes as it can help identify:

- Potential risks, conflicts and constraints that could affect the programmes, projects or activities being planned, monitored and evaluated,
- Opportunities and partnerships that could be explored and developed, vulnerable or marginalised groups that are normally left out of planning, implementation, M&E processes.

In other words, stakeholders' can be seen as people/communities who may - directly or indirectly, positively or negatively affect or be affected by the outcomes of projects or programmes (African Development Bank, 2001, p. 2). The various categories of stakeholders have been presented as:

Primary stakeholders' referring to the beneficiaries of a development intervention or those directly affected (positively or negatively) by it. They include local populations (individuals and community-based organisations) in the project/programme area, in particular, poor and marginalised groups who have traditionally been excluded from participating in development efforts.

Secondary stakeholders are those who influence a development intervention or are indirectly affected by it. They include the borrowing government, line ministry and



project staff, implementing agencies, local governments, civil society organisations, private sector firms and other development agencies.

The African Development Bank (2001) pointed out that the key elements in participatory development is the ability to identify stakeholders, their needs, interests, relative power and potential impact on project outcomes adding that stakeholder analysis is particularly important in this respect.

The NDPC (2013, p.71), contend that a stakeholder refer to a person, a group or an institution that has interests or can be affected (positively or negatively) by a development policy or intervention and must therefore be taken in to account before, during and after its implementation. The interests and needs of stakeholders vary and depend on how they benefit or are able to influence a policy or intervention in a positive or negative way. The NDPC further indicated that the participation of stakeholders at the district assembly level depends largely on the identification, analysis and classification of stakeholders. According to the NDPC (2013), the process of identifying and classifying stakeholders include the selection of all relevant parties and the determination of their needs, interests as well as their responsibilities. The commission further identified and classified stakeholders under two broad groups:

Primary stakeholders refer to individuals and groups who are directly involved or affected by an intervention i.e. the initiators, implementers, financiers, direct beneficiaries as well as those adversely affected by policies, programmes and



projects while secondary stakeholders refer to individuals and groups who are indirectly involved or affected by an intervention.

Since stakeholder influence and power can determine the success or failure of development interventions, it is often important to ensure a wide scope of stakeholder identification during the planning, M&E phase of projects and programmes. This will ensure that legitimate stakeholder interests are addressed to achieve and sustain the outcome of projects.

The study therefore adopts the NDPC (2013) definition of stakeholders as a person, a group or an institution that has interests or can be affected (positively or negatively) by a development policy or intervention (programme or project) and must therefore be taken in to account before, during and after its implementation.

#### **2.4 Concept of participation**

Participation has reached those corners of the development process which other concepts have failed to reach (Oakley, 1995). In all major development sectors participation sits at ease as it is actively being used in planning, research, M&E, training and management (Oakley, 1995). Participation shares deep commitments to democratic ideals because citizen participation claims numerous benefits, from the transformation of citizens to more legitimate public decisions and institutions (Erika, 2013). Oakley (1995) contends that, it was in the 1980s that many governments, particularly in developing countries began to recognise the importance of people's participation as a result of external pressure to embrace democracy in implementing policies and programmes and as such the pressure



brought about progress in peoples participation since Governments have come to accept for a fact that effective management of a country's natural resource base requires the active participation of the people, if these resources are not to be uncontrollably exploited and degraded.

This means that participation can be viewed from the political point of view, whereby it is seen as part of democracy, that is, looked at in the context of citizens' rights to participate in matters that concern them. It has also been argued that participation enhances democratic values that are necessary for enhancing and improving service delivery in public organisations (Kasozi-Mulindwa, 2013).

Oakley (1995) defines participation as a concept that is concerned with a broad commitment to redress the imbalances of development activities, and to provide the conditions in which people can take an active role in the development process. He indicated that peoples participation in development is a complex concept which defies any simplified definition and added that the definition covers the narrow scope of development programmes in which the participation is often passive and consultative and to the extreme sense where there is a broad and active participation of the people in all aspects of the socio-economic development.

Participation in the view of Devas and Grant (2003, p. 309) entails ways in which citizens exercise influence and control over the decisions that affect them which can be direct or indirect. With direct participation, the focus is whether citizens individually or in various forms of self-organisation are actively engaged in the decision-making processes on matters affecting them. Indirect participation on the



other hand is where citizens express their preferences through their elected and other representatives. They mentioned however that Participation can be inhibited by social dynamics of exclusion and inclusion at the 'community level as a result of complex community differences such as age, income, religion, caste, ethnicity and gender. In the process some people are more inhibited in meetings, they will not seek for clarifications and they are left confused and frustrated, or are pressured into agreement, and yet their attendance is still classified as participation.

Muriu (2014) indicated that Citizen Participation is increasingly becoming a core aspect of decentralisation reforms which entails 'the transfer of authority and responsibility for public functions from the central government to subordinate or quasi-independent government organisations or the private sector'. In this context, participation can be direct or indirect especially in the case of the local government system.

Going through the above discussion on the concept of participation, it can be concluded that an effective engagement of local communities and other stakeholders can enhance transparency and improve upon service delivery within the local government systems and for that matter in M&E. A conscious effort to build capacities and create space for local engagement will enhance the efforts of decentralisation and fast track poverty reduction and national development with the engagement of stakeholders also in M&E (Ahenkan , Bawole, & Domfer, 2013).

The study therefore defines participation as the effective involvement of the technical and non-technical stakeholders of a decentralised local government



system in the planning, implementation, M&E process of projects and programmes. The technical stakeholders include the bureaucrats whereas the non-technical stakeholders include the local community and their representatives at the local government level.

## **2.5 The concept of monitoring and evaluation (M&E)**

According to the Food and Agricultural Organization (FAO) of the United Nations, M&E are integral stages in a project cycle. Whereas Monitoring is an on-going process during project implementation, evaluation occurs periodically, typically once a project has been completed (FAO, 2001, p. 80).

The organisation maintained that monitoring considers the question ‘Are we doing the project correctly?’ with the purpose of alerting management to any problems that arise during implementation. Monitoring works within the existing project design, focusing on the transformation of inputs and activities to outputs. It ensures that inputs are made available on time and are properly utilised. If any unexpected results are observed, the causes are noted and corrective action identified in order to bring a project back onto target (FAO, 2001).

As captured by UNDP (2009, p. 8) monitoring is an on-going process by which stakeholders obtain regular feedback on the progress being made towards achieving their goals and objectives. This definition is contrary to many definitions that treat monitoring as merely reviewing progress made in implementing actions or activities as this definition focuses on reviewing progress against achieving goals. In other words, monitoring is not only concerned with asking “Are we taking the



actions we said we would take?” but also “Are we making progress on achieving the results that we said we wanted to achieve?” The difference between these two approaches is extremely important. In the broader approach, monitoring also involves tracking strategies and actions being taken by partners and non-partners, and figuring out what new strategies and actions need to be taken to ensure progress towards the most important results.

Evaluation on the other hand adopts a broader perspective than monitoring by challenging the original assumptions of the project design and considering ‘Are we doing the correct project?’ Evaluations focus on progress towards realising a project’s purpose and goal. Evaluations may be conducted at various times during a project’s life: During project implementation (mid-term) to provide feedback to management to guide the existing project, at the end of implementation (terminal) to provide guidance for the planning of new projects and Several years after the completion of a project (ex-post) (FAO, 2001)

Evaluation takes place when there is the need for a rigorous and independent assessment of either completed or on-going activities to determine the extent to which they are achieving stated objectives and contributing to decision making. Both evaluations and monitoring can apply to many things, including an activity, project, programme, strategy, policy, topic, theme, sector or organisation. The main distinction between the two is that evaluations are done independently to provide managers and staff with an objective assessment of whether or not they are on track. They are also more rigorous in their procedures, design and methodology,



and generally involve more extensive analysis. However, there is a great similarity between monitoring and evaluation which is to provide information that can help inform decisions, improve performance and achieve planned results (UNDP, 2009).

The literature show that M&E are interrelated in that the results from monitoring form the basis for evaluation and that monitoring reveals the correctness of the implementation process and evaluation looks at whether the right project has been executed. However, the literature did not indicate the level to which stakeholders participate in monitoring and evaluation of projects. To a large extent the researcher agrees to the definition provided in the literature. In this study, monitoring is limited to the periodic visits to projects and programmes by representatives of beneficiary communities and sector departments with the technical know-how to ensure that the project design is adhered to during implementation. In the case of a physical project the periodic visit should be to look out for whether the bills of quantities are adhered to during execution by a contractor or a consultant. Evaluation on the other hand is the long term assessment of the impact of projects and programmes during and after implementation taking in to consideration the strengths and weaknesses of the project or programme to inform the design and implementation of future projects.

## **2.6 Participatory and conventional M&E**

Conventional M&E typically (Shah, Mahlalela, Kambou, & Adams, 2006) are viewed as an unavoidable burden conducted for the sole purpose of reporting to the donor. One factor contributing to this situation is lack of ownership: the beneficiary





community and the Community Based Organisation (CBO) implementing the project do not have a defined, respected role in the overall process. The community plays no role except to provide data when they are asked, and the CBO play only a passive role in collecting and providing data to the donor. Furthermore, the project beneficiaries do not stand to benefit from the process even indirectly, since this information is not usually shared with them. Simply put, with conventional M&E, those implementing or participating in the project are denied ownership over the process and generally derive few, if any, benefits from M&E efforts.

However, Shah et al., (2006) stated that PM&E differs significantly from conventional M&E in that the community, beneficiaries, and people involved in designing and implementing the project also are involved in M&E throughout the project's duration. In consultation and collaboration with donors, the community, beneficiaries, and implementers decide what will be monitored and how the monitoring will be conducted. Together, they analyse the data gathered through monitoring and assess whether the project is on track in achieving its objectives. In participatory evaluation, just as in participatory monitoring, the beneficiary community and civil society together decide how to conduct the evaluation – its timing, scope, and methodology.

This means that conventional M&E focuses on the measurement of results – service delivery, information dissemination, behaviour change while participatory monitoring and evaluation focuses on the results and process. The main characteristics of this process are inclusion, collaboration, collective action, and



mutual respect. Participatory M&E encourages dialogue at the grassroots level and moves the community from the position of passive beneficiaries to active participants with the opportunity to influence the project activities based on their needs and their analysis.

Rajalahti, Woelcke, & Pehu (2005) showed that the focused attention to poverty reduction and socially sustainable development embracing the sociocultural diversity among target populations has increased the need to engage in direct dialogue with different stakeholder groups involved in development projects and one critical dimension of this engagement is M&E implemented in participation with stakeholders. Coupal (2001) argue that the purpose of PM&E is to build local capacity of project stakeholders to reflect, analyse, propose solutions and take action and to learn, adjust and by taking corrective action to ensure the achievement of results such as adding or deleting activities or changing one's strategies and also to celebrate and build on what is working. This is related to the definition of PM&E as the active involvement of key stakeholders in the M&E process in order for them to learn about and affect the process and impact of a development project (Rajalahti, Woelcke, & Pehu, 2005).

The emphasis on the involvement of beneficiaries is paramount as opposed to conventional M&E and therefore the design of development projects and programmes needs to factor in a participatory approach that is effective. The study is not only interested in the “technical” point of view of the implementing agency (District Assemblies, project managers) only but also the non-technical views of



the people at the grassroots or the beneficiary community. The resulting analysis will generate lessons or best practices that are fed back to improve the performance and sustainability of projects. The process is meant to strengthen the capacity and awareness of the participating stakeholders of the various projects and programmes.

This is why Kusek & Rist (2004), states that monitoring and evaluation promotes greater transparency and accountability within organisations and governments and beneficial spill over effects may also occur from shining a light on results where external and internal stakeholders will have a clearer sense of the status of projects, programs, and policies. The ability to demonstrate positive results can also help garner greater political and popular support.

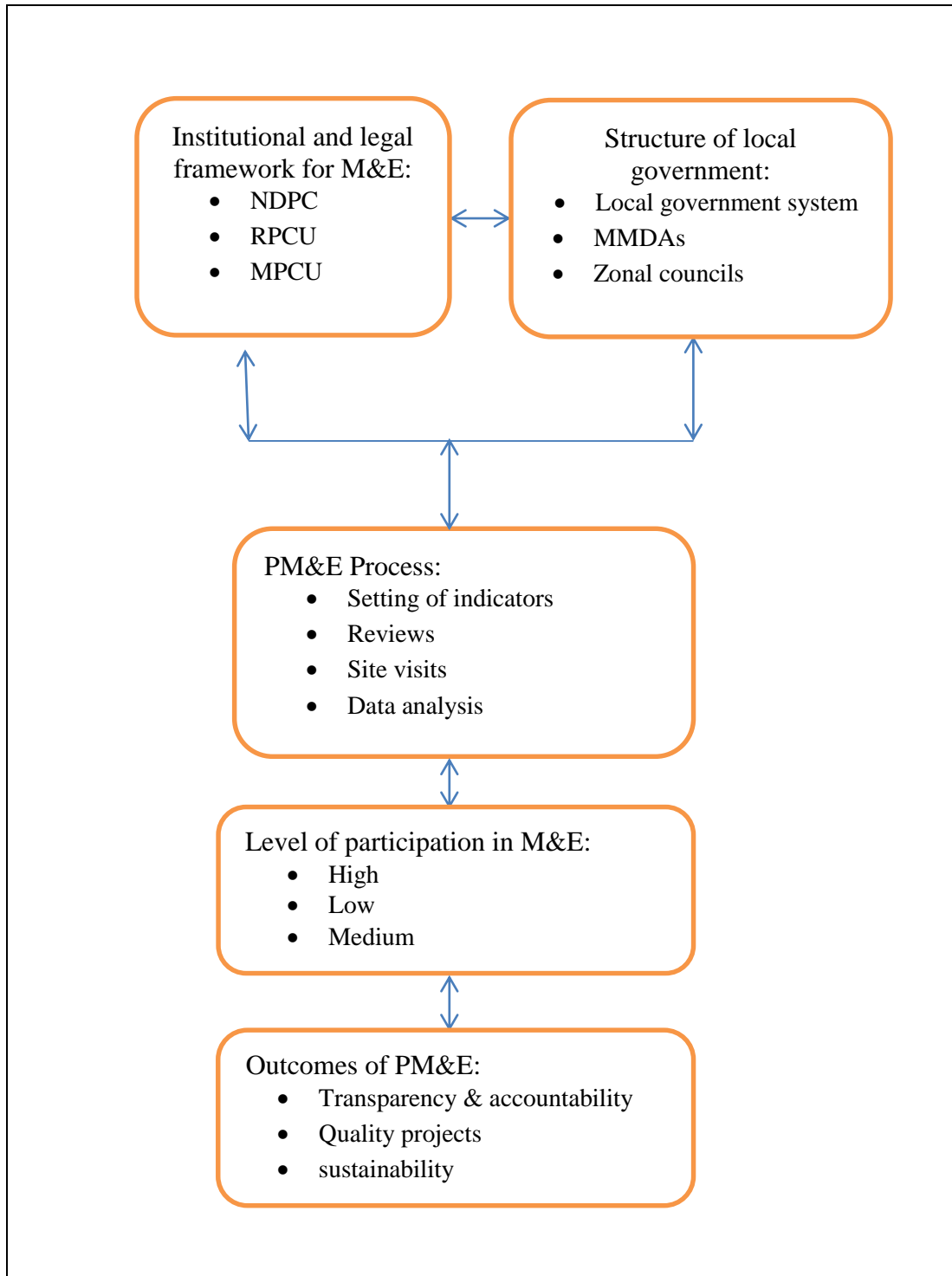
Hence the available literature indicates that PM&E ensures that stakeholders at all levels should be engaged at all stages of the project/programme. At each level, however, there are specific objectives for M&E as well as stakeholder roles. For PM&E to be effective there is the need for the creation of a mechanism and structures that gives feedback to all stakeholders involved at all levels (national, district, community). In effect, PM&E system is a project and programme management tool that provides information for management decision making which is why the focus of the study then is to assess the level of stakeholder participation in M&E of projects and programmes.



## 2.7 Conceptual framework

The framework in figure 2.4 conceptualised for the analysis of variables show that the structure of the local government system plays a key role in the Ghanaian economy in adopting participatory approaches to development. The decentralisation policy adopted by Ghana in 1993 is part of ways of using the PM&E methodology as one of the key project management strategies of the local government system. This was seen as a means of devolving power to the people in order to enhance democracy and accountability and improve service delivery at local community level. Therefore, the framework shows the interaction between the structure for M&E and the policy and institutional environment which will determine the kind of PM&E process that will take place. The kind of PM&E will also determine the level of participation and level of participation would determine the outcomes that would be realized from PM&E.





**Figure 2.4: Conceptual framework**

**Source: Authors sketch, 2016**

## **2.7.1 Operational definition of variables**

### **2.7.1.1 Local government**

Local governance entails processes through which local citizens and their groups articulate their interests and needs, mediate their differences and exercise their rights and obligations through the building blocks of citizen participation, partnerships among key actors at the local level, multiple flows of information, institutions of accountability, and a pro-poor orientation. The local government is not only to create a fully answerable and responsive governance for the local people through the elected local leadership but also to deepen their participation in the decision making process. This has been strengthened through decentralisation which has to do with the restructuring of authority so that there is a system of co-responsibility between institutions of governance at the central, regional and local levels according to the principle of subsidiarity and based on such principle, functions are transferred to the lowest institutional or social level that is potentially capable of completing them (UNDP, 2004).

The independent role of the local government, with discretionary powers at the grassroots, was subjected to a provision in Article 240 [2b], which states that measures should be taken to enhance the capacity of local government authorities to plan, initiate, co-ordinate, manage and execute policies in respect of matters affecting local people.



The principles of participation in local government and accountability to the locals were also emphasised in Article 240 [2e], which states that 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 (Antwi-Boasiako, 2010).

#### **2.7.1.2 Metropolitan Municipal and District Assemblies (MMDAs)**

Within the local government context, MMDAs are responsible for planning and enforcing the physical development within their boundaries. Under the law, these local authorities ought to use their executive, deliberative and technical support services to articulate the views and aspirations of the local communities for development at the local level. The MMDAs are assisted by this function to prepare district development plans and subjecting such plans to public hearings and in order to induce mass participation.

#### **2.7.1.3 Zonal councils**

Zonal Councils are established for settlements with population of 3,000. The Zonal councils are based on the Electoral Commission's criteria of commonality of interest which include population of 3,000 and identifiable streets, landmarks, as boundaries. The Zonal Council consists of not less than 15 and not more than 20 members made up of not more than 5 persons elected from among the members of the relevant Municipal Assembly, not more than 10 representatives from the Unit Committees and not more than 5 persons ordinarily resident in the zone (ILGS, 2010).



#### **2.7.1.4 Institutional and legal framework**

Stakeholder participation in M&E especially at the grass root level can be facilitated and enhanced if structures and laws exist to guide their participation. The existence of these structures and laws ought to bring the M&E of projects and programmes to the stakeholders at the local level. These structures include the DPCU of the District Assembly. In the case of the laws, mention can be made of Section 46, Sub-section 4 of the Local Government Act, 1993, Act 462 which requires that the District Assemblies and Sector Departments employ a participatory approach in the planning, design, M&E of projects and programmes and the National Development Planning (System) Act, 1994, Act 480 defines the District assemblies planning, programming, monitoring, evaluation and co-ordinating functions.

#### **2.8 Level of stakeholder participation in monitoring and evaluation**

In the years past, issues of “participation” have become increasingly important at the District Assembly level. The Local Government Service has recognised that participation is essential to the achievement of its all-embracing objectives of poverty reduction and sustainable development. Participatory approaches have been shown to enhance project quality, ownership and sustainability; to empower targeted beneficiaries (especially, women, physically challenged and poor people) and to contribute to long-term capacity-building and self-sufficiency (Kannae and Mahama, 2013).





The Africa Development Bank (2001) argues that there are six progressive levels of stakeholder involvement. The first three levels (information-sharing, listening and learning and joint assessment) constitute consultation, rather than participation as such. These levels might be considered as prerequisites for participation. The next three levels (shared decision-making, collaboration and, finally, empowerment) constitute progressively deeper and more meaningful levels of participation. As one moves from “shallower” to “deeper” levels of participation, stakeholders have greater influence and control over development decisions, actions and resources.

According to Hilhorst & Guijt (2006), primary stakeholders’ should be active participants in M&E of interventions by allowing them to take the lead in tracking and analysing progress towards jointly agreed results and deciding on corrective action. This approach contributes to demand-led planning and decision-making and improved accountability, when effective communication and feedback loops are in place with programmes of agencies. According to Estrella & Gaventa (1998), efforts to carry out M&E in a participatory manner such as one that is internally-led bringing together the local people and field-based staff who are directly involved in project or programme planning and implementation is considered to be an ideal form of PM&E whereby the community members themselves can initiate M&E and play a major role in its implementation. Estrella & Gaventa (1998) encouraged that PM&E should be seen as a process which allows different stakeholders to articulate and present their needs, interests, and expectations. This process can be shaped in ways that enable people to understand the views and values they share and work



through their differences with others, develop longer-term strategies, and take carefully researched and planned actions which fits their contexts, priorities and styles of operating. Similarly, Rajalahti, Woelcke, & Pehu (2005) observed that PM&E should be a process that actively involves key stakeholders in the M&E process in order for them to learn about and affect the process and impact of a development project.

According to the NDPC (2013), to conduct quarterly or mid-year or end of year review of the budget and plans of MMDAs, there should be the maximum involvement of all stakeholders to review the progress of projects and programmes. Ahenkan et al., (2013) found that assembly members are stakeholders with very high interest in the development of their district. However the assembly members find it difficult to access information about the district's projects and programmes (Ahenkan , Bawole, & Domfer, 2013). Hilhorst & Guijt (2006) observed that multi-stakeholder process may be subject to elite capture or illegitimate participation limiting marginalised groups to organise themselves in ways that enable active engagement and may be less well informed with information reaching them only through community leaders. This is why in most cultures men tend to dominate every aspect of public participation and leadership. There is also a considerable belief that men are better placed to deal with strangers and ensure community interests in promoting development (Oreyo Otieno, Munyua, & Olubandwa, 2016). UNDP (2009) posit that to ensure community ownership of



development projects men, women and traditionally marginalised groups should be involved in the planning, monitoring and evaluation processes.

## **2.9 knowledge of M&E participants of PM&E processes**

In 1988, Ghana initiated the policy of decentralisation aimed at creating and strengthening more democratic, all inclusive participatory, transparent and accountable form of governance at the local level and its main objective is to bring decision making process closer to the door steps of communities in order to facilitate more direct participation of people in governance process as well as help empower those previously excluded. It has been argued that closer contact between government officials, local communities and organisations can result in the formulation and implementation of development programmes that meet local needs and that are more likely to be effective (Kannae and Mahama, 2013). This could be why transparency and accountability is a core service delivery standard of the local government service (LGS, 2014). The Local Government Act, 1993 (Act 462) indicates that for the DPCU to perform its M&E functions effectively, the DPCU should co-opt representatives from other sector agencies, persons from the private sector and civil society organizations whose inputs will be needed and ensuring the participation of all stakeholders (NDPC, 2013). The involvement of stakeholders starts at the M&E plan preparation level which indicates clearly all stakeholders' that will be involved in the M&E of projects and programmes in the DMTDP (NDPC, 2014).



Estrella & Gaventa (1998) observed that in the United States, citizen monitoring has become one approach through which local citizens hold governments accountable and assess the extent to which public projects and programmes meet the needs of the community. They added that PM&E is not only regarded as a means of holding project beneficiaries and programme recipients accountable but also as a way for project participants and local citizens themselves to monitor and evaluate the performance of donor and governmental institutions.

The Institute of Development Studies (1998) noted that providing stakeholders the chance to participate in monitoring and evaluation becomes an opportunity for development organisations to focus better on their ultimate goal of improving poor people's lives and broadening involvement in identifying change of which a clearer picture can be gained of what is really happening on the ground. This can also be an empowering process since the people are in charge; their skills are developed and show also that their views count (IDS, 1998). Nyaguthii & Oyugi (2013) found that stakeholder participation is capable of increasing their satisfaction of projects being implemented and that involving the local residents in monitoring of projects would increase the level of satisfaction for the residents.

Ahenkan et al., (2013) revealed that there has been very little inclination towards the involvement of the local people during planning of the district assembly and that the participation of local people is very minimal and in some cases community members are not aware of the process at all. This is important as there is the agent need to drag along the community in the planning process even though they have



elected representatives. Hilhorst & Guijt (2006) argue that there is much dissatisfaction with the record of elected representatives in local development planning regarding channelling citizens' concerns into decision-making processes; and representing the interests of less powerful groups. Such disappointments may result in a low credibility of elected representatives, which undermines the legitimacy of local governments and trust in democratisation processes in general. This could be the reason why some zonal councils are not functioning as Azizu (2014) revealed in his study that none of the seven (7) Zonal Councils of the Yilo Krobo Municipal Assembly were functioning at the time of his visit during his study. He indicated that they lacked office accommodation, furniture, equipment and staff. They were not also holding meetings too and this is against the Legislative Instrument (L. I.) 1589 and the Local Government Act, 1993, Act 462.

According to Ahenkan et al., (2013) there are no clear structures and procedures for community involvement in the monitoring of development interventions in the districts though some structures for promoting community engagement during planning processes exist. Hilhorst & Guijt (2006) also noted that while primary stakeholders are increasingly involved in some aspect of planning, their presence within the monitoring and evaluation of actions is very often lacking or inadequate. Meanwhile Otieno (2008) found in his study that midstream (intervention officers and their organizations) stakeholders have a stronger command of the M&E process, being dominant in all the stages of the M&E process whereas downstream (beneficiary community) stakeholders seem to have little participation generally in



the M&E processes. Akanbang (2012) in his review of the Small Town Water Project 2 in Northern Ghana indicated that Monitoring and evaluation was an integral part of the programme management and that project progress monitoring was undertaken mainly in the form of field visits to sites of projects.

### **2.10 Outcomes of stakeholder participation on the performance and sustainability of projects and programmes**

Muriungi (2015) in his study found that Participatory Monitoring and Evaluation contributes much to the effectiveness of development work at Ewaso Ngi'ro North Development Authority (ENNDA) in Kenya since there were open forums/meetings held which involve stakeholders to be able to participate in M&E, thereby ensuring sustainability and effectiveness of development work in ENNDA.

Hilhorst & Guijt (2006) pointed out that gathering and sharing information and dialogue are key features of participatory monitoring and evaluation processes which contributes to openness and transparency as well as contributing to the supply and demand side of accountability. The supply side of accountability has to do with focusing attention on the correct application of rules and procedures to assess whether performance is according to standards whereas the demand side seeks to build citizens and communities influence on decision making, implementation, monitoring and evaluation in an informed, direct and constructive manner. Oreyo Otieno, Munyua, & Olubandwa (2016) stated that PM&E enhanced good governance with increased accountability, responsiveness to the needs of the citizens and level of transparency. Devas & Grant (2003) argued that there are still



problems of lack of transparency, with publicly displayed information often being out of date and inaccessible to the majority because of the location of display or the language used and there continue to be major problems over corruption, rent seeking, abuse of tender procedures and poor relationships between paid officials and elected representatives.

### **2.11 Empirical studies on participatory monitoring and evaluation**

Kimweli & Bwisa (2013) carried out a study to find out the role of M&E practices to the success of donor funded food security intervention projects. The study utilised a case study design and a sample of 40 respondents selected from four Locations from the larger Kibwezi district in Kenya through purposive sampling. Data from Semi structured interviews from key informants, focussed discussion groups and the government officers who had been involved in these projects were used for triangulation. The authors study established that the community was not involved in any M&E of the food security intervention projects but however indicated that PM&E in food security projects therefore contributes to the success of food security projects though it should be complemented with good project management skills.

Oreyo-Otieno, Munyua, & Olubandwa (2016) conducted a study to investigate the effect of PM&E on the Local Authority Service Delivery Action Planning project (LASDAP) implementation in the former Bondo County Council in Kenya. Ex-post-facto design was used in the study to examine the effects of PM&E since it was introduced in 2008. Multi-stage sampling method was used to select seven



wards out of the 14 wards and 294 respondents were sampled. The study found that PM&E in general improved the LASDAP process and especially stakeholder relationships and the project output in terms of quality. PM&E also enhanced good governance with increased accountability, responsiveness to the needs of the citizens and level of transparency.

The effectiveness of M&E process on constituency development projects (CDF) in Ainamoi constituency, Kenya using a case study research design methodology was examined by Owuor, Chepkuto, Tubey, & Kuto (2012). The results of the study show that the project management committee (PMC), CDFC and external assessors are involved in M&E of projects with minimal participation of constituents. The study recommends that frequent and holistic involvement of all stakeholders affected by projects funded by CDF need to be involved.

Muriungi (2015) sought to establish the role of participatory monitoring and evaluation programs among government corporations: a case of Ewaso Ngi'ro North Development Authority (ENNDA) in Kenya. The research was descriptive in nature involving 149 ENNDA staff and 12 community members with the use of non-probability sampling of 113 respondents. The study established that lack of time, insufficient M&E skills, poor pay, lack of enough funds, inadequate staff, lack of skills, technological challenges, lack of awareness and poor infrastructure hindered PM&E. The study concluded that PM&E contributes to project ownership, beneficiaries' empowerment, inclusivity and sustainability.





Study by Hilhorst & Guijt (2006) explored how a PM&E process can support governance and empowerment at the local level in World Bank-supported projects and programs, which enhances the performance, efficiency and sustainability of interventions. According to them PM&E contributes to adaptive management approaches and better overall results when effective communication and feedback loops are in place with management information systems of programs and agencies. In so doing, PM&E becomes an effective mechanism for embedding participatory, demand-led development, building a practice of dialogue and accountability between communities and agencies, and instilling an attitude that values learning from experience.

Papadopoulou, Papalexidou, & Hasanagas (2012), conducted research with the aim of identifying problems and shortcomings which occurred during the phases of rural development policy design, implementation and evaluation, which influence the success of such policy programmes. Based on a previous research, where network analysis was applied, the researchers made an attempt to examine the problems with the use of in-depth interviews and focus group. Measure for the modernisation of agricultural holdings in Greece was used as a case study. Complexity in processes, bureaucracy, delays, lack of data at regional and national level, lack of “evaluation culture” seem to be the most crucial factors of failure. Emphasis should be given to regional and mainly local authorities and stakeholders involved in rural development because they are the ones who are directly influenced by those measures in order for them to have the feeling of “ownership”.



Pasteur & Blauert, (2000) conducted a literature search by contacting 100 organisations, networks and individuals in Latin America. The material, experiences and comments were complemented by conventional literature search methods. The study indicated that PM&E is often still considered as mostly an issue of method and timing as well as information management and effective systems, but with the addition of involving beneficiaries in a consultative process. PM&E is mostly considered to be relevant only as an activity at a particular stage of the project cycle such as mid-term evaluation, local population as monitoring agents or evaluation at the end of the project or policy cycle and less commitment and experience can be observed at the point of making effective and transparent the adaptation in planning, implementation and institutional behaviour that can result from a process of PM&E.

Ahenkan , Bawole, & Domfer (2013), examined the role and level of participation of stakeholders in planning, budgeting and financial management of the Sefwi Wiawso Municipal Assembly in Ghana using a stakeholder analysis. The results of the study indicated that, there has been very little space for local participation and that most of the stakeholders lack proper understanding of the planning, budgeting and the financial management systems of the district assemblies. They added that this lack of space for stakeholder participation has constrained the promotion of effective, responsive and responsible government at the local level for poverty reduction and that procedures and structures for community engagement in the monitoring and evaluation of development interventions seldom exist.



Dogbe & Kwabena-Adade (2012), of SEND-Ghana monitored the performance of the Ghana School Feeding Programme engaging with 50 district assemblies, 50 focal civil society organizations (CSOs), and 50 District Citizens Monitoring Committees (DCMC) in seven regions across the country. The authors used the information gathered from this monitoring exercise to promote improvements in the programme with district assemblies and officials from collaborating ministries, departments, and agencies directly at the national, regional, and district levels, but also indirectly through the media. As a result of the campaign, the implementing agencies of the GSFP and key program actors within the communities were moved to improve service delivery, including the provision of:

Basic infrastructure, such as safe and hygienic water sources, toilet facilities, urinal and handwashing facilities, and adequate kitchenware. Agricultural services, such as the direct purchase of food from community/district farmers, extension services, farming inputs supply, and the formation of farmers into farmer-based organizations. Health services, including training cooks in hygiene and nutrition, health education for pupils, training to maintain water and sanitation facilities in the school.

Otieno (2008) investigated how participatory methodologies have been integrated into M&E of anti-poverty interventions in Northern Ghana. Data collection in his study targeted the three regions of North, Upper West and Upper East. The study sampled 15 interventions in total from Agriculture, Health and Microfinance sectors. The study design was a Rapid Appraisal Design and involved administered



surveys, focus group discussions and documentary analysis. Findings from the study show that almost all the interventions adopted Results Based Management system, though in a manner that blended both PM&E and Logical Frameworks, the second being a key component of conventional Results Based Management. Secondly, contrary to arguments that significant inclusion of stakeholders potentially compromise Evaluation standards, the results show that it is possible to balance both professionalism and stakeholder participation effectively and however depends on the effectiveness of capacity building. Third, findings show that participation from beneficiaries was more from an ‘inclusion perspective’ but little from the ‘decision making’ perspective.

### **2.12. Summary**

This chapter has established that when M&E is done in a participatory manner it brings benefits to all stakeholders such as increased transparency and accountability, increased sustainability of projects and programmes as well as a capacity building process for stakeholders. These benefits can be sustained by strengthening primary stakeholders involvement as active participants in interventions by allowing them to take the lead in tracking and analysing progress towards jointly agreed results and deciding on corrective action.

The literature review revealed that there have been few studies (Ahenkan , Bawole, & Domfer, 2013 ; Otieno, 2008; Dogbe & Kwabena-Adade, 2012; Akanbang, Yakubu, & Dugle, 2016 ) on PM&E in Ghana to provide the necessary recommendations that will enable MMDAs to take advantage of the numerous benefits associated with PM&E in the future. The literature reviewed is however



inconclusive on the level of stakeholder participation in M&E at the local government level in the northern region of Ghana.

Methodologically, the literature reviewed on the empirical studies on PM&E have mostly used case study design using methods such as semi-structured interviews, focus group discussion, questionnaire administration for data collection to achieve their study objectives. However, the researcher used a mixed method design involving questionnaire administration and semi-structured interviews as methods of data collection. Therefore a mixed method approach was employed to achieve the objectives of the study which is discussed in detail in the next chapter.



## CHAPTER THREE

### RESEARCH METHODOLOGY

#### 3.1 Introduction

In most research endeavours, it is important to adopt the most suitable research methodology to assure the soundness of research findings (Creswell, 2003). Hence, this chapter presents a detailed description of methods that were used to gather and analyse data for the study. Hussey and Hussey (1997), offers a distinction between methodology and methods by explaining that “research methodology refers to the overall approach of the research process, from the theoretical underpinning to the collection and analysis of data whilst methods refer to the various means by which data can be collected”.

Since the objective of this study is to reveal the level of stakeholder participation in project and programme M&E, the methodology predicts ways of employing both quantitative and qualitative means together, primary and secondary data that can be used to address the objectives of the study as well as evaluating the accuracy of the results obtained.

#### 3.2 The study area

The Savelugu-Nanton Municipal Assembly (SNMA) is located at the northern part of the Northern Region of Ghana. It shares boundaries with West Mamprusi to the North, Karaga to the East, Kumbungu to the West and Tamale Metropolitan Assembly to the South. The altitude of the Municipal Assembly ranges between 122 and 244 metres above sea level. The assembly also has a total land area of



about 2022.6 sq. km. with a population density of 68.9 persons per sq. km (GSS, 2014).

The study was conducted in SNMA which was carved out of the Western Dagomba District Council under the PNDC Law 207 in 1988. This Law was replaced by the Legislative Instrument (LI) 1450 under the Local Government Act 1993 (Act 462). In March 2012, the Assembly was up-graded to a Municipal status under the Legislative Instrument (LI) 2071. The Municipal Assembly has a total population of 139,283 (GSS, 2014) comprising 67,531 males (48.5%) and 71,752 females (51.5%). The Municipality has a sex ratio of 94.1 males per 100 females. Meanwhile six (6) out of every ten (10) persons in the District reside in the rural areas (60.3%) which mean that the municipality is predominantly rural.

The main administrative structure in the Municipality is the Municipal Assembly headed by the District Chief Executive who is also the chairman of the Municipal Security Council (MUSEC). Other members include the District Co-ordinating Director who is the Secretary to the council. The Municipality has two constituencies; Savelugu and Nanton, with six Zonal Councils. The assembly has 64 assembly members with 44 elected members and 20 Government appointees. The 64 assembly members are made up of 57 males and 7 females. There are 10 decentralised departments in the assembly.







**Figure 3.1: Map of Savelugu-Nanton Municipal Assembly**

**Source:** (Maphouse Ghana Ltd., 2014)

The study was carried out in SNMA located in Northern Region of Ghana. The Municipal Assembly was selected not only because it was the only district in the Northern Region that was upgraded to a municipal status during the creation of new districts in 2012 but also because it has always been successful in the Functional Organisation Assessment Tool (FOAT) for MMDAs which measures as part of its



conditions the level of participation of stakeholders in project and programme planning, implementation, M&E.

It is important to note also that even though the Assembly is a Municipality, but it has both rural and urban characteristics which are considered significant in conducting a study on participatory monitoring and evaluation (PM&E) in the area.

### **3.3 Research design**

This research used a combination of quantitative and qualitative techniques within the paradigm of pragmatism. The pragmatists do not see the world as an absolute unity and they look to many approaches for collecting and analysing data rather than subscribing to only the quantitative or the qualitative way (Creswell, 2009). In this study, concurrent triangulation approach (Creswell, 2009) was employed, meaning that both quantitative and qualitative data was collected concurrently since it was considered to be more manageable to collect both data at roughly the same time at the time of collecting the data in the field rather than to re-visit the field several times for data collection. However, the study used more of qualitative techniques while supplementing it with quantitative techniques to enhance the data collection, analysis and interpretation. Quantitative research techniques involving close end questions were included in the survey instruments to gather numerical data which involved the use of statistical analysis to arrive at conclusions while qualitative techniques were used to meaningfully interpret and understand respondent's experiences and views about the stakeholders' involvement in M&E in the Savelugu-Nanton Municipal Assembly through interviews.



A combination of quantitative and qualitative methods was adopted since qualitative techniques allow researchers to comprehend and appreciate the views of people about a phenomenon under study (Punch, 2005). Obviously, a mixed methods approach was deemed appropriate for this study because they work to provide the best understanding of the research problem (Creswell, 2009).

There are assertions that a mixed method approach is best suited for exploratory research, as the questions posed may not have been answered before (Karami, Analoui, and Rowley, 2006; Scandura and Williams, 2000). A mixed method approach was also used because it strengthens the credibility and reliability of research as the quantitative components was supported by the qualitative aspects of the study (Scandura and Willims, 2000). According to Greene, Caracelli and Graham (1989), mixed methods approach offers five main benefits, namely:

- (1). Triangulation—using different sets of data and methodology in order to check the consistency of findings;
- (2). Complementarity — ensuring complete coverage and also confirming the validity of results from one study by employing a different research methods;
- (3). Development—applying results from one method in the design for further research;
- (4). Initiation— challenging research results from one method;
- (5). Expansion—developing methods in order to explore them further and garner additional detail.



It is therefore recognised that a mixture of qualitative and quantitative methods provides the most reliable insights and research findings.

### **3.4 Study population**

The study was carried out in the Savelugu Municipal Assembly (SNMA) of the Northern Region of Ghana. The SNMA was selected not only because it has been successful in the Functional Organization Assessment Tool for MMDAs which measures as part of its conditions the level of participation of stakeholders in project and programme planning, implementation, M&E, but also the only district in the Northern Region that was upgraded to a municipal status during the creation of new districts in 2012. It is important to note also that even though the Assembly is a Municipality, it has both rural and urban characteristics which are considered significant in conducting a study on PM&E in the area.

The target projects and programmes for data collection were all on-going and completed projects and programmes that were funded and executed through the Municipal Assembly from 2010 to 2015. Some of these projects and programmes included: health infrastructure (CHPs compounds), educational infrastructure (classroom blocks), roads, the Resilience in Northern Ghana programme (RING), Water and Sanitation programmes and other infrastructure. The units of analysis consisted of members of the MPCU, Assembly members, Unit Committee members, zonal council staff and the beneficiary communities at the various zonal councils in the SNMA. The former (MPCUs) is the technical wing of the district monitoring team and the Assembly members, zonal council members and the unit



committee members represent the interest of the people at the grass root in decision making thus providing a structured mechanisms of representation, participation and accountability from village levels upwards (ILGS, 2010). Therefore, the need to blend the responses of the technical people as well as the representatives of the people and the beneficiary communities themselves in order to ascertain the level of their participation in M&E of projects and programmes that directly or indirectly affect them.

### **3.5 Sample size determination**

As Kothari (2004) stated, whenever a sample study is made there arises some sampling error which can be controlled by selecting a sample of adequate size and that the researcher will have to specify the precision that he wants in respect of his estimates concerning the population parameters. In view of this, a 2.5% margin of error was allowed at 97.5% level of precision in determining the true population value within the range of precision indicated. The confidence level of 97.5% gives a z-score of 2.243 from the standard normal distribution table. Given a population defectiveness rate of 2.5% (p) of the stakeholders of M&E at the Savelugu Municipal Assembly in the Northern region of Ghana and to obtain a conservative estimate of the sample size required, q will be set at (1-p) often used to determine the sample size that will achieve the precision indicated. Considering the variables explained above, the sample size determination formula below was adopted to determine the sample size for the study.

$$n = \frac{p \cdot q \cdot z^2}{e^2}$$



Where  $n$  = sample size

$q$  = Difference between one (1) and the population defectiveness rate

$p$  = population defectiveness rate

$e$  = margin of error and

$z$  =  $z$  - score on the standard normal distribution table at 97.5% confidence level

$$n = \frac{0.025 \times 0.975 \times 2.243^2}{0.025^2}$$

$$n = \frac{0.1226318194}{0.000625}$$

$$n = 196.211$$

$n = 196$  Stakeholders

Therefore a total of approximately 196 (for easy distribution) respondents were sampled from the Savelugu-Nanton Municipal Assembly for the study.

### 3.6 Sampling techniques and procedure

Sampling is encountered at different stages in the research process and it is connected to the decision about which persons the researcher will interview and from which groups these should come (Flick, 2009 ). As a result the few targeted respondents were sampled and focused on for the study. The study therefore employed purposive sampling and probability sampling methods.

The purposive sampling technique was used to select potential respondents that were known in advance, and the selection was based on the fact that they have the relevant knowledge and experience with which to contribute to the study (Flick, 2009 , p. 123).





The purposive sampling technique was used to select the members of the MPCU representing the technical unit at the municipal assembly as far as M&E is concerned because they had the relevant knowledge with which to contribute to achieve the objectives of the study rather than employing a random sample that can possibly include other staff of the assembly who cannot contribute meaningfully to the study. The Zonal council executives including the chairman and the secretary were also purposively sampled because of their role at the zonal councils of being in charge of the day to day running of the councils and therefore in the right position to provide information regarding the councils M&E activities. Communities where projects have been executed in the various Zonal Councils were also purposively sampled for the study because of their knowledge about the projects in their communities.

The Assembly members and unit committee members were randomly sampled for the study using the lottery method to ascertain their level of participation in M&E as representatives of the people. Thus, eighteen (18) Assembly members and 30 unit Committee members were randomly sampled out of the lot because they had similar characteristics and therefore it was considered representative enough to achieve the study objectives.

By purposively selecting and involving members of the municipal assembly in the study at the community level, through to the district technical team at both the rural and urban level, the researcher was able to seek diverse view points, so as to achieve the objectives of the study.

The cluster sampling technique was used to cover the communities where projects have been executed by the Municipal Assembly at the various Zonal councils because this makes the sampling procedure relatively easier and increase the efficiency of field work, especially in the case of personal interviews (Kothari, 2004). Three communities where 3 or more projects and programmes have been executed were then randomly selected from each cluster (zonal councils) out of 8 of such beneficiary communities. The focus was on those households who have benefited or are benefiting from the project or programme. Hence systematic random sample was used to select one hundred and twenty six (126) households in the selected communities where projects and programmes have been executed across the six (6) Zonal Councils.

These households had knowledge about the projects and programmes and also some interest and knowledge about the people who monitor or evaluate those programmes either at the municipal, Zonal or the community level. The 126 community members from the households were distributed proportionally based on the population of these selected communities in each of the six Zonal Councils. By interviewing the community members, the quality of data collected was enhanced and the systematic random sample enabled the selection of household members more evenly across the selected communities. Table 3.1 shows details of the sample size of the study in the Municipality.



**Table 3.1: Sample size of the study**

<b>Key informants</b>		
<b>Stakeholder category</b>	<b>Target respondents</b>	<b>No. of respondents</b>
MPCU	11	10
Assembly members	44	18
Unit committee members	220	30
Zonal Council executives	12	12
<b>Sub-total</b>	<b>287</b>	<b>70</b>
<b>Community level respondents by Zonal councils</b>		
<b>Zonal council</b>	<b>Target respondents</b>	<b>Community respondents</b>
Savelugu	3,098	20
Moglaa	4,583	29
Diare	2,835	18
Pong Tamale	2,252	14
Nanton	3,056	19
Tampion	4,035	26
<b>Sub-total</b>	<b>19, 859</b>	<b>126</b>
<b>Total</b>	<b>20,146</b>	<b>196</b>

Source: (Field Survey, 2016)





### **3.7 Data collection methods**

#### **3.7.1 Primary data collection methods**

The researcher collected both primary and secondary data. The primary data was collected through the use of the following tools: survey involving the use of semi-structured questionnaires and interviews and direct observation. An explanation of the research instruments is presented below.

##### **3.7.1.1 Questionnaires**

Kothari (2004, p.103) argues that, in practice, one rarely comes across a case where one questionnaire relies on one form of questions alone and as such questions of different forms are included in one single questionnaire. Both closed and open forms of questions were employed using a semi-structured questionnaire because they were simple and quick for the respondents to complete. In this way reliable and dependable data were obtained since in one hand the respondents had a list of answers to select the right one in their opinion and on the other hand they are offered the opportunity to express their views fully without restriction. The questionnaire was administered to the MPCU and Assembly members and other respondents, who were willing and able to read, write and understand the questions were given the chance to self-administer the questionnaires. The objective and nature of the inquiry using the questionnaire were made clear to the respondents.

##### **3.7.1.2 Interviews**

Interviews can be classified as structured, semi-structured, or in-depth. Structured interview questions are scripted or closed and require limited pre-determined



answers. Semi-structured interviews have open-ended questions with a choice of answers from which respondents are expected to select the most appropriate (Creswell, 2007; Kasozi-Mulindwa, 2013). Semi-structured interviewing method was used to collect information from respondents who could not read and write properly and would not be able to fill in the questionnaires properly and to enable the researcher probe further for more information. Thus, an interview guide was used targeting some of the assembly members, zonal council executives, unit committee members and the beneficiary community. However, during the data collection interviews were conducted with the Municipal Co-ordinating Director, the Municipal Planning Officer and the Municipal Budget Officers. They were interviewed personally to give the researcher the opportunity to probe further for more information. This technique enabled the researcher to obtain first-hand information, more detailed information and was presented with the opportunity to probe and rephrase questions in order to enhance the clarity and accuracy of the responses obtained. Information collected from the interviews included views on the knowledge of M&E participants of PM&E processes in the municipality, level of participation of various categories of stakeholders', ways of participation in M&E and outcomes of stakeholder participation in M&E. During the interview it was observed that the zonal councils had office accommodation and conference and at Kpong Tamale council they were holding meetings.



### **3.7.2 Secondary data**

In this research, secondary data which was mostly archival or documentary information that existed prior to this study was used to complement primary data collected purposely for this research. They were obtained from the Municipality such as the progress reports, M&E plan, review reports and other relevant journals, books and reports from the library and related online books and journal publications from the internet were reviewed. Sanders et al (2000) asserts that secondary data can either be documentary data, survey based data and data from multiple sources. The main advantage of using secondary data was because it requires less time to collect given that they already exist prior to collecting primary data. More often, secondary data complements primary data, making up for the shortfalls of the other or providing confirmation. This complementarity is seen as data ‘triangulation’ and interpretation of results with a potential of increasing the credibility of research findings (Frankfort-Nachmias & Nachmias, 1992).

### **3.8 Data collection matrix**

The research objectives have been outlined in table 3.2 below indicating the research questions, the data type that was sought from the field, the required source of the data, and the data collection methods that was applied. This matrix is the basis for which the semi-structured questionnaire and interview guides were developed. The semi-structured questionnaire was divided into six sections of which four sections correspond to the four research objectives. The matrix indicates which data collection method was used to collect what data set from which data



source to answer which specific research question as well as clarify whether all the research questions were answered at the end of the study.

**Table 3.2: Data collection matrix**

Specific objectives	Research questions	Source of data	Method/tools of data collection
1- To examine the knowledge of M&E participants of PM&E processes in the Savelugu-Nanton Municipal Assembly	1- To examine the knowledge of M&E participants of PM&E processes in the Savelugu-Nanton Municipal Assembly?	-Interviews with key informants and project beneficiary communities	-Semi-structured interview guide -Semi-structured questionnaire -1-5 point likert scale
2-To examine the level of participation of the various categories of stakeholders in the M&E of projects and programmes in SNMA.	2-What is the level of participation of the various categories of stakeholders in the M&E of projects and programmes in SNMA?	-Interviews with key informants and project beneficiary communities, -Stakeholder review reports. -Progress reports	-Semi-structured interview guide -Semi-structured questionnaire -Review of secondary





			documents.
3-To ascertain the ways in which stakeholders participate in M&E of projects and programmes in SNMA.	3-What are the ways in which stakeholders participate in M&E of projects and programmes in SNMA?	-Interviews with key informants and beneficiary communities, -Stakeholder review reports -Progress reports	-Semi-structured interviews -Semi-structured questionnaire -Review of secondary documents.
4-To critically analyse the outcomes of stakeholder participation on the performance and sustainability of projects and programmes in SNMA.	4-How can the outcomes of stakeholder participation on the performance and sustainability of projects and programmes in SNMA be examined?	-Interviews with key informants and project beneficiary communities. -stakeholder review reports -Progress reports	-Semi-structured interviews -Semi-structured questionnaire -Review of secondary documents.

### 3.9 Data analysis and interpretation

During the analysis of data, the responses were separated into MPCU, Sub-structure and Beneficiary categories respectively. The sub-structure respondents

consisted of the Assembly members, zonal council executives and unit committee members. The data was therefore analysed and interpreted using quantitative and qualitative means.

### **3.9.1 Quantitative analysis**

In analysing data obtained from the survey, the Statistics Package for Social Sciences (SPSS 16v) software was used to present descriptive and inferential statistics. Basic patterns of descriptive statistics such as frequencies were gleaned from the dataset to present and report key findings and make informed conclusions (Lawrence, 2006).

### **3.9.2 Qualitative analysis**

Qualitative content analysis is defined by Mayring (2000) as ‘an approach of empirical, methodological controlled analysis of texts within their context of communication, content analysis, rules and step by step models’. It is a means by which data are explored to understand the meaning of individuals or groups confronted with social or human problems (Creswell, 2007). In this study, data was obtained through primary sources such as, interviews and questionnaires.

In this sense the qualitative data that was obtained from the semi-structured questionnaires was sorted and categorised. The qualitative responses were shortened to fit well in the study since they were detailed in nature. The data was also analysed using themes according to the objectives of the study. Precisely the responses from different respondents were compared to determine the most occurring responses and these were used in the analysis and interpretation of the



data. The data was summarised in the form of narratives and the most important quotations in the field were used to illustrate the main findings of the study. Relevant and secondary data analysis was also used to interpret and discuss the findings of the study.

### **3.10 Data quality control**

Detailed methodology and methods were provided and applied in this study in order to get accurate study findings. The tools used were pre-tested at Sawla-Tuna-Kalba District to guarantee their validity and reliability especially the interview guides and the questionnaire before administering them finally. This was done by interviewing and administering them to identified community members and key informants using the questionnaire and interview guides. This presented the researcher the opportunity to adjust and improve on the tools in order to obtain reliable information. The examination and triangulation of data from various sources was also used to build a coherent justification for the study.



## CHAPTER FOUR

### RESULTS AND DISCUSSION

#### 4.1 Introduction

This chapter focuses on the discussion of results of the findings of the study in an effort to examine the level of stakeholder participation in the monitoring and evaluation (M&E) of projects and programmes in the perspective of the Savelugu-Nanton Municipal Assembly (SNMA) in Northern Region of Ghana. The findings are interpreted, discussed and presented as themes in line with the specific objectives of the study. In discussing the results, references were made to frequency tables and figures. The Quotations recorded from primary data have also been presented for easy understanding of the results. The responses were also separated into MPCU, Sub-structure and Beneficiary categories respectively. The sub-structure respondents consisted of the Assembly members, zonal council executives and unit committee members. The discussion of results have also been divided in to five sections as follows: the demographic characteristics of respondents, knowledge of M&E participants of PM&E processes, level of participation of the various categories of stakeholders in M&E of projects and programmes, ways in which stakeholders participate in M&E of projects and programmes, and the outcomes of stakeholder participation on the performance and sustainability of projects and programmes.

#### 4.2 Demographic characteristics of respondents

The demographic characteristics of the respondents are presented in terms of sex, age, marital status and level of education.





#### 4.2.1 Distribution of respondents by sex

The study has revealed that there were more male respondents (80%) than female ones (20%) as shown on table 4.1.

**Table 4.1: Distribution of respondents by sex**

Category	Sex	Frequency	Per cent (%)	
Beneficiary community members	Male	94	48	
	Female	32	16	
	<b>Sub-total</b>	<b>126</b>	<b>64</b>	
<u>Sub-structure</u>	Male	55	28	
	Assembly members, zonal council members and unit committees	Female	5	3
	<b>Sub-total</b>	<b>60</b>	<b>31</b>	
Municipal planning co-ordinating unit (MPCU)	Male	8	4	
	Female	2	1	
	<b>Sub-total</b>	<b>10</b>	<b>5</b>	
<b>All respondents</b>	Male	157	80	
	Female	39	20	
	<b>Total</b>	<b>196</b>	<b>100</b>	

**Source: Field survey, 2016**

This could be attributed to the fact that there were more males in the target respondents of assembly persons, unit committees and at the beneficiary community level. There were only two females in the entire MPCU.

This implies that there is high male dominance in development issues of the district which concur with the findings of Oreyo-Otieno, Munyua, & Olubandwa, (2016). They indicated that most men tend to dominate every aspect of public participation



and leadership. The situation goes contrary to what the UNDP (2009) in a report recommend that to ensure community ownership of development projects men, women and traditionally marginalised groups should be involved in the planning, M&E processes. This implies that projects and programmes are monitored largely without adequate involvement of women.

#### 4.2.2. Age distribution of respondents

All the respondents chosen for the study in the SNMA were 18 years or older. This age group actually represented those who can make decisions on their own with little or no parental influence.

**Table 4.2: Age distribution of respondents**

Age group	COMMUNITY		MPCU		SUB-STRUCTURE		Total freq.	Total (%)
	Freq.	%	Freq	%	Freq.	%		
18-29	9	7	0	0	8	14	17	9
30-39	52	41	4	40	35	58	91	46
40-49	45	36	3	30	12	20	60	31
50-59	15	12	3	30	5	8	23	12
60 above	5	4	0	0	0	0	5	2
<b>Total</b>	<b>126</b>	<b>100</b>	<b>10</b>	<b>100</b>	<b>60</b>	<b>100</b>	<b>196</b>	<b>100</b>

**Source: Field survey, 2016**

Most of them without much doubt live on their own and their decision-making is largely independent of parental influence. The age bracket between 30 to 39 years was the highest number of respondents at 46% followed by 40-49 years at 31% and lowest age bracket was 60 years or older.



#### **4.2.4. Level of education**

According to table 4.4, the results show that 15% of the respondents did not have formal education. The highest proportion of the respondents (30%) had only secondary level of education followed by 20% of the respondents being diploma holders. The study found that the secondary school leavers were more among the assembly members and unit committees. Also, 15% and 2% of them were found to be Bachelor's degree and Master's degree holders respectively. This indicates that majority of the respondents have some form of education especially the key informants who represent the grassroots in decision making regarding projects and programmes in the area. The higher proportion of the respondents had low level of education. This was more among the beneficiary community members.



**Table 4.3: Level of education of respondents**

		COMMUNITY		MPCU		SUB-STRUCTURE		Total freq.	Total (%)
		Freq.	%	Freq.	%	Freq.	%		
No formal education		30	24	0	0	0	0	30	15
Basic education		32	25	0	0	4	7	36	18
Secondary		29	23	0	0	30	50	59	30
Diploma		18	14	1	10	19	32	38	20
First Degree		17	14	7	70	6	10	30	15
Post graduate degree		0	0	2	20	1	1	3	2
<b>Total</b>		<b>126</b>	<b>100</b>	<b>10</b>	<b>100</b>	<b>60</b>	<b>100</b>	<b>196</b>	<b>100</b>

**Source: Field survey, 2016**

The low level of education among some of the respondents could have implications on the understanding and demand for the involvement in M&E of projects and programmes. This was challenging in that the researcher had to spend much time to explain the issues regarding the M&E concept properly before the interview was conducted. The low level of education at the community actually slowed down the data collection process but in the end the quality of data was guaranteed.

#### **4.3 The knowledge of M&E participants of PM&E processes**

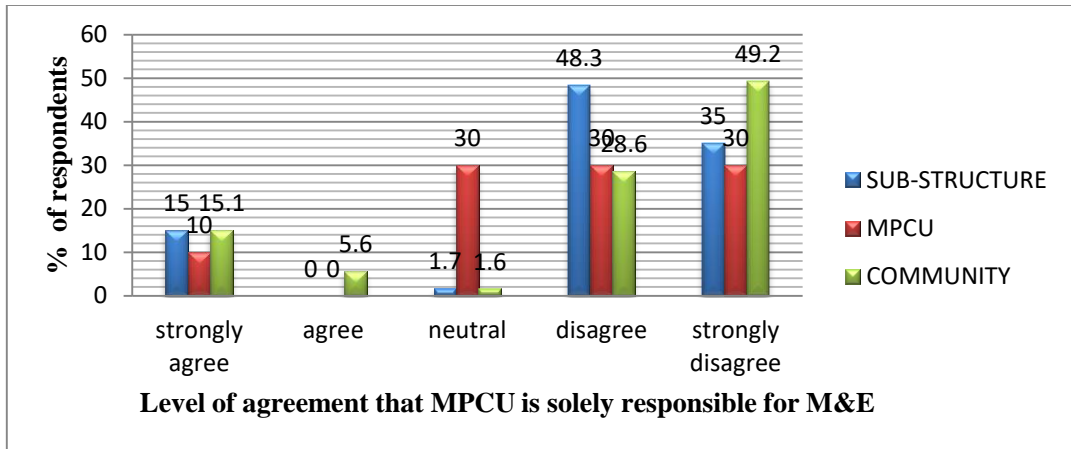
This section seeks to establish the views of the various categories of stakeholders on their knowledge of M&E in the Municipality as they all have a responsibility in that regard and accordingly spelled out in act 462. This act enjoins the assembly



members and members at the zonal council level to assist in planning, implementation, M&E of projects and programmes in the area to be led by the MPCU. It is also imperative to involve all interested groups in development activities directly or indirectly. In assessing their involvement it is important to examine how these categories view issues relating to their involvement in M&E of projects and programmes as practiced by the Municipal Assembly. Respondents views were solicited and measured on a 5 – point likert-type scale ranging from 1(strongly agree) 2 (agree) 3 (neutral) 4 (disagree) and 5 (strongly disagree). With the nature of involvement in M&E, the intention was to assess the following: to determine whether the MPCU is solely responsible for M&E of projects and programmes, whether M&E promotes transparency and accountability and whether the Municipal Assembly takes the involvement of stakeholders in M&E seriously and sees it as a critical project management tool. The last was to know how much the zonal councils are involved in M&E of projects and programmes.

The results on figure 4.1 show the differences in the levels of agreement of the different categories of stakeholders.





**Figure 4.1: “MPCU is solely responsible for M&E”**

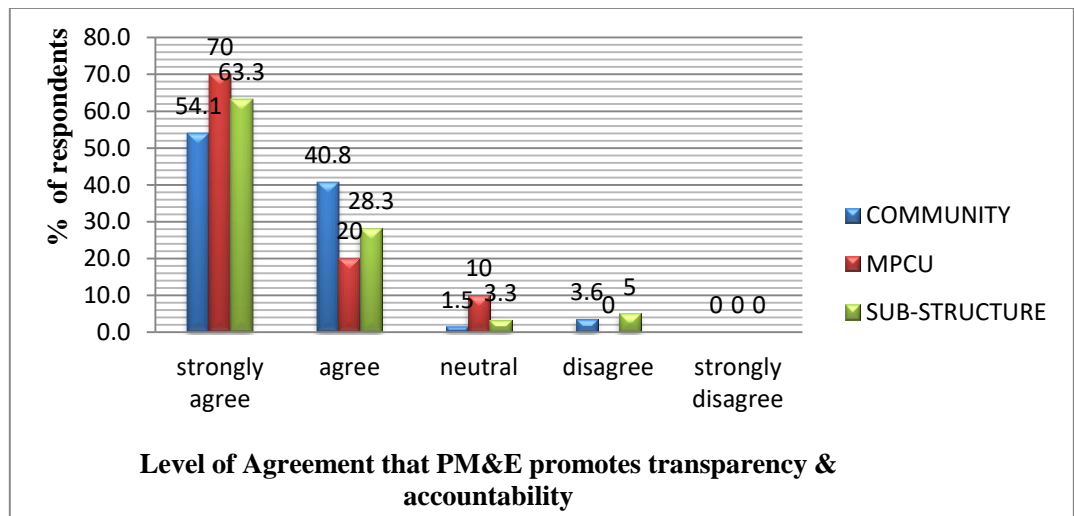
The result on Figure 4.1 shows a strong disagreement with the statement that the MPCU is not solely responsible for M&E at the Municipal Assembly from the community and the sub-structure than the MPCU, which probably indicates in this particular case that some of the MPCU members in the assembly did not necessarily see the involvement of other stakeholders in M&E as particularly important. The strongest rejection to the statement was from the Community (49.2%), followed by the sub-structure (35%) and the MPCU (30%). The massive rejection to the statement is in line with the Local Government Act, 1993 (Act 462) which indicates that for the MPCU to perform its M&E functions effectively, the MPCU should co-opt representatives from other sector agencies, persons from the private sector and civil society organizations whose inputs will be needed in ensuring the participation of all stakeholders (NDPC, 2013). This implies that the community and sub-structure response is understandable in the sense that their participation in M&E heavily sometimes depends on the willingness of the MPCU to involve them and to act on their observation of projects and programmes in their



respective Zonal areas. It also implies that the community beneficiaries monitor projects though not in a formalised way.

The MPCU direction of response could probably be because it views itself positively when it comes to the M&E of projects and programmes. However, 30% of the MPCU respondents remained neutral while 1.7% and 1.6% of the sub-structure and community also remained neutral. Few of the respondents agreed with the statement with the highest agreement coming from the community (15.1%) and sub-structure (15%) and the MPCU (10%) agreeing the least.

The views of stakeholders on whether stakeholder participation promotes transparency and accountability were also examined.



**Figure 4.2: “PM&E promotes transparency and accountability”**

According to Kanna and Mahama (2013), Ghana initiated the policy of decentralisation aimed at creating and strengthening more democratic, all inclusive participatory, transparent and accountable form of governance at the local level and



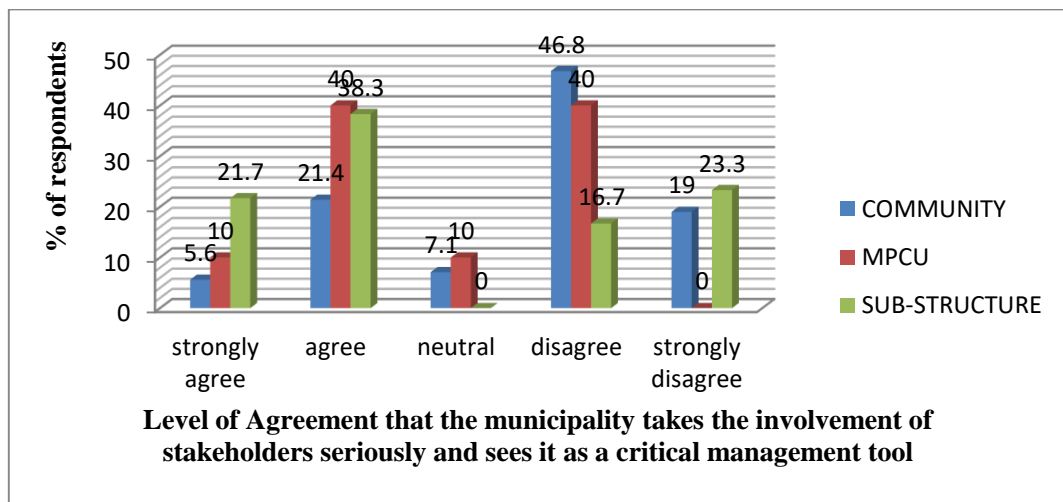
its main objective is to bring decision making process closer to the door steps of communities. In view of this the researcher solicited the views of the respondents to know their level of agreement with the statement that “the effective participation of stakeholders in M&E promotes transparency and accountability”.

As can be seen on Figure 4.2 there is a strong level of agreement with the statement at 70% as the highest agreement level found among the MPCU followed by the sub-structure at 63.3% and the community at 54.1%. It can be seen also that the second level of agreement has the community category of respondents agreeing the most followed by the sub-structure at 28.3% and the MPCU at 20%. Only few respondents remained neutral and disagreed and none of the respondents strongly disagreed. It is not surprising for the overwhelming agreement from the MPCU since transparency and accountability is a core service delivery standard of the local government service (LGS, 2014) whiles the sub-structure and the community response category are in constant demand for transparency and accountability in the development process of their areas of concern. The responses are consistent with what Estrella & Gaventa (1998) observed that in the United States, citizen monitoring has become one approach through which local citizens hold governments accountable and assess the extent to which public projects and programmes meet the needs of the community. Similarly, they added that PM&E is not only regarded as a means of holding project beneficiaries and programme recipients accountable but also as a way for project participants and local citizens themselves to monitor and evaluate the performance of donor and governmental





institutions. Transparency and accountability in this context has become a two way relationship between main stakeholders and providers of resources and those put in charge to disburse the resources. This will further allow the beneficiary communities to better articulate their needs, expectations and hence providing them with a wider opportunities to negotiate their objectives with public officers. The issue now is what is the level of agreement with the extent to which the stakeholders are engaged by the Municipal Assembly in M&E of projects and programmes and as well as whether they see it as a critical project management tool. The responses are shown on figure 4.3.



**Figure 4.3: “Municipality’s perception of stakeholders’ involvement in M&E”**

The views of the MPCU varied marginally at 40% level of agreement from that of the sub-structure at 38.3% as opposed to disagreement by the MPCU (40%) and the sub-structure (16.7%). The community category had the highest level of disagreement at 46.8% and lowest level of agreement at 21.4%. There was a relatively strong agreement among the Sub-structure at 21.7% and strong

disagreement among the community and sub-structure representing 19% and 23.3% respectively. The results indicate that there might be low level of involvement in M&E of projects among the community members. This means that the sub-structure and the MPCU are more involved than the community but however not fully involved. The responses are to a large extent in contrast with what the Institute of Development Studies (1998) noted that providing stakeholders the chance to participate in M&E becomes an opportunity for development organisations to focus better on their ultimate goal of improving poor people's lives and broadening involvement in identifying change of which a clearer picture can be gained of what is really happening on the ground. This can also be an empowering process since the people are in charge; their skills are developed and show also that their views count (IDS, 1998). The responses show that the Municipality does not consciously involve all stakeholders and might not be able to reap the benefits of involving stakeholders especially the beneficiary community level stakeholders. This is obvious since only few of both the MPCU (10%) and Sub-structure (5.6%) could stand out clearly with agree strongly to the statement that the Municipal Assembly takes the involvement of stakeholders seriously and sees it as a critical project management tool. The Municipality might not know the community level stakeholders participation is capable of increasing their satisfaction of projects being implemented as indicated by Nyaguthii & Oyugi (2013) when they stated that involving the local residents in monitoring of projects would increase the level of satisfaction of the beneficiaries.



Therefore, even though majority of the respondents in this section strongly disagreed that the MPCU is not solely responsible for M&E and that other stakeholders such as the substructure and the beneficiary communities are also involved, but on the contrary the Municipal Assembly does not view the involvement of the community level stakeholders in M&E as a critical tool for the management of projects and programmes since the MPCU could not stand out clearly to strongly agree on that.

#### **4.3.1 Zonal Councils' involvement in M&E**

The deepening of the decentralisation process right from the Municipal level to the grassroots depends on the functionality of the sub-structure members (Zonal Councils, assembly members and the unit committees) which are seen as the conduit of development. It was necessary to verify as part of objective one whether these structures are functioning in terms of M&E. The sub-district structures were established by a legislative instrument (L.I. 1859) as a component of the MMDAs to interface with the MMDAs in mobilising internally-generated income, mobilising grassroots units, and assisting in planning, implementation and monitoring the execution of development projects.

Azizu (2014) revealed in his study that none of the seven (7) Zonal Councils of the Yilo Krobo Municipal Assembly were functioning at the time of his visit during his study. He indicated that they lacked office accommodation, furniture, equipment and staff. They were not also holding meetings too and this is against the Legislative Instrument (L. I.) 1589 and the Local Government Act, 1993, Act 462.



However evidence gathered from SNMA indicated otherwise and as stated by the Municipal Co-ordinating Director (MCD) that the involvement of the Zonal council can only be rated as medium since in the past there were no Zonal council executives to run the councils. There was no office accommodation and other logistics to help the council work effectively with the grassroots. “As I am speaking now executives have been appointed for all the Zonal councils in the municipality. Office accommodation has also been provided with stationery and computers for day to day running”. This was confirmed when the researcher visited the Zonal councils to interview and also for them to assist me identify and interview the assembly members, unit committees and the beneficiary community.

At Kpong Tamale Zonal council, there was a meeting going on when I arrived there. This is a fulfilment of the legislative instrument (L.I) 1589 and the local government act, 1993, act 462 which requires the establishment and the functionality of the Zonal councils to ensure grass root participation in development activities.

The Zonal councils have a crucial role to play in local level M&E of projects and programmes whether they are implemented directly by the Zonal council itself or by the municipal assembly. Table 4.4 shows that at an aggregate level, 47% of the respondents rated the functionality of the Zonal council’s involvement in M&E of on-going and completed projects as low, 32% rated them as medium while 21% of them rated them as high. The disaggregated results indicate some differences to this picture when looking at the three response categories. It can be seen that the lowest



rating was from the sub-structure level responses at 56.7%, followed by the community (42.9%) and the MPCU (40%). According to Ahenkan et al., (2013) there are no clear structures and procedures for community involvement in the monitoring of development interventions in the districts though some structures for promoting community engagement during planning processes exist.

Hilhorst & Guijt (2006) also noted that while primary stakeholders are increasingly involved in some aspect of planning, their presence within the M&E of actions is very often lacking or inadequate.

Evidence from the study gives an indication that M&E of projects and programmes could be concentrated at the municipal level and the poor rating could be as a result of the over concentration on participatory planning without carrying along PM&E at the Zonal council level and that because participatory planning has been on the drawing board for long, there exist some appreciable level of involvement in planning.



**Table 4.4: Zonal council involvement in M&E of projects and programmes**

	COMMUNITY		MPCU		SUB-STRUCTURE		Total (%)	Total freq.
	Freq.	%	Freq.	%	Freq.	%		
High	27	21.4	1	10	13	21.7	21	41
Medium	45	35.7	5	50	13	21.7	32	63
Low	54	42.9	4	40	34	56.7	47	92
<b>Total</b>	<b>126</b>	<b>100</b>	<b>10</b>	<b>100</b>	<b>60</b>	<b>100</b>	<b>100</b>	<b>196</b>

Source: Field survey, 2016

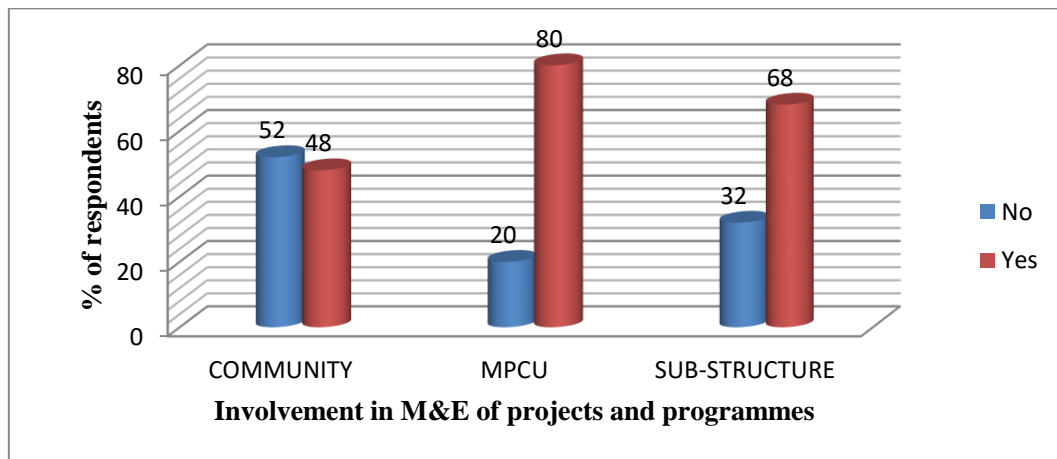
#### 4.4. Level of participation of the various categories of stakeholders

An initial step for the involvement of stakeholders is to classify and analyse the various stakeholders. The identification and participation of all stakeholders will lead to a sustained capacity building, dissemination and demand for M&E results. This will largely depend on the level of participation of the various categories of stakeholders. All three response categories were asked whether they have ever participated in M&E of projects and programmes in the last 6 years. This may appear to be quite an extended time line but given that the preparation and implementation of the Medium Term Development Plan (MTDP) and the M&E plan took place in the Municipal Assembly since around 2010 to date and hence such time line was viewed as reasonable.

It was revealed that the MPCU has the highest involvement in M&E, with 80% of them indicating that they have been involved in one or more of the processes of M&E of projects and programmes. At the sub-structure the percentage is 68%, and in the community it is 52%. The result of the MPCU was further assessed with the



use of the Annual Progress Report wherein it was indicated that the “Expanded Municipal Planning and Co-ordinating Unit (MPCU) was fully involved in the M&E of the programmes and projects. The MPCU was however sometimes constrained by frequent access to logistical resources such as vehicle to facilitate and involve all members for the M&E activities”. The result of the community could be attributed to the fact that they are either not interested or have always been represented by their assembly men, opinion leaders and unit committee members which is why the sub-structure response in M&E involvement is fairly higher than the community. Therefore their involvement could best be described as indirect.



**Figure 4.4: Involvement in M&E of projects and programmes**

Eventhough majority of the respondents in figure 4.4 have ever been involved in M&E of on-going and completed projects and programmes in the last six years, but it is important to ascertain the frequency with which stakeholders participate in M&E of projects and programmes.

It was established in table 4.5 that only a small percentage of the stakeholders often participate in M&E of on-goig and completed projects and programmes on



quarterly (11%) and yearly basis (10%) but many of them were rarely involved (57%) and some were also involved as and when it is organised (22%).

The pattern of results on table 4.5 show that only few of the respondents are involved in M&E of projects and programmes quarterly and yearly and this was more among the MPCU and the sub-structure category of responses. Nevertheless, the sub-structure level respondents indicated that they were rarely involved in M&E than the community and the MPCU. It can also be seen that in support of this argument, Nyaguthii & Oyugi (2013) found in their study in Kenya that there is low community members' participation in identification, implementation, M&E of Constituency Development Fund (CDF) projects, and there is the need to improve on it. According to Estrella & Gaventa (1998), efforts to carry out M&E in a participatory manner such as one that is internally-led bringing together the local people and field-based staff who are directly involved in project or programme planning and implementation is an ideal form of PM&E whereby the community members themselves can initiate M&E and play a major role in its implementation. This observation is not consistent with the findings of this study since only a few participate effectively in M&E such as the MPCU even though the M&E at the District Assembly can be considered as one that is internally-led starting from the MPCU. This further implies that projects and programmes have increasingly been monitored without the full complement of the monitoring team especially the beneficiary community.





Similarly, Rajalahti, Woelcke, & Pehu (2005) observed that PM&E should be a process that actively involves key stakeholders in the M&E process in order for them to learn about and affect the process and impact of a development project. This implies that when other major stakeholders such as the community and some members of the sub-structure are left out of M&E, it gives the feeling that something is not going right in the procurement process or in the process of execution of projects and programmes.

**Table 4.5: Frequency of involvement in M&E of projects and programmes**

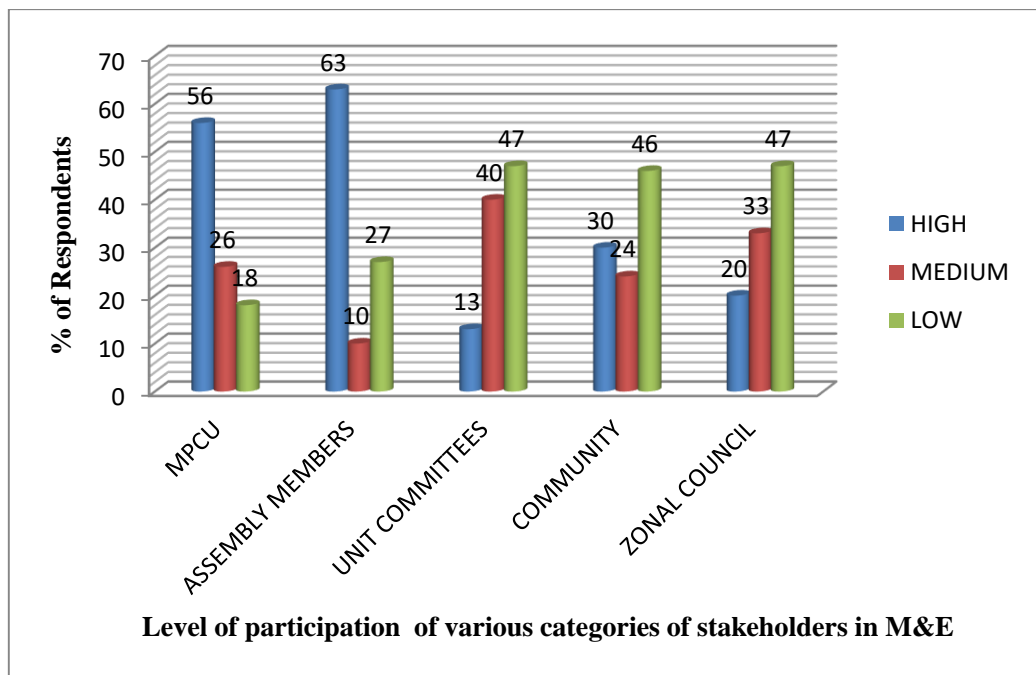
	COMMUNITY		MPCU		SUB-STRUCTURE		Total freq.	Total (%)
	Freq.	%	Freq.	%	Freq.	%		
Quarterly	1	2	3	38	8	20	12	11
Yearly	6	10	1	12	4	10	11	10
As and when it is organized	18	29	2	25	4	10	24	22
Rarely involved	36	59	2	25	25	60	63	57
<b>Total</b>	<b>61</b>	<b>100</b>	<b>8</b>	<b>100</b>	<b>41</b>	<b>100</b>	<b>110</b>	<b>100</b>

**Source: Field survey, 2016**

Hence, the involvement of stakeholders in M&E can be said to be insufficient which is a violation of a requirement by the NDPC (2014) to conduct quarterly or mid-year or end of year review of the budget and plans of MMDAs by ensuring maximum involvement of all stakeholders to review the progress of projects and programmes.



From figure 4.5, it is indicated that there is a generally low level of participation of Zonal council, unit committees and community members in the M&E of on-going and completed projects and programmes. According to one Assembly member in Moglaa zonal area, “our electorates expect us to monitor projects on their behalf at all times with the thinking that we were voted to champion all development activities.



**Figure 4.5: Level of participation of the various categories of stakeholders in M&E**

Even some of the unit committees don’t support us to visit projects and to report to the assembly or the council when something wrong is going on”. Most of the respondents have revealed that the MPCU (56%) and the Assembly members (63%) are more involved in M&E of on-going and completed projects and programmes in the beneficiary communities. Surprisingly, the assembly members

have the highest involvement in M&E; this is because of their high interest in the development process. This is in line with Ahenkan et al., (2013, p. 200) who found that assembly members are stakeholders with very high interest in the development of their district. However the assembly members find it difficult to access information about the district's projects and programmes (Ahenkan , Bawole, & Domfer, 2013) . The results of the study indicates limited community participation partly due to the fact that they do not feel as being part of the implemented projects so they may not be necessarily concerned to ensure that the implementers are accountable in delivering on the agreed specifications of the projects thereby affecting their level of participation in M&E.

#### **4.5. Ways in which stakeholders participate in the M&E of projects and programmes**

The involvement of stakeholders in M&E starts from the preparation of the M&E plan and for that matter the setting of indicators. The M&E plan clearly spells out the expected outputs, outcome and impact indicators of the MTDP with the involvement of stakeholders through workshops, community meetings, public hearing and general assembly. Table 4.6 shows that there is a low level of involvement in the process of preparing the M&E plan to monitor projects and programmes which is the first point of involving stakeholders especially the primary stakeholders. Only 27% of the respondents were involved in the M&E planning process in the last six (6) years while 73% have never participated in its preparation.



**Table 4.6: Involvement in M&E plan preparation (Setting of indicators)**

	COMMUNITY		MPCU		SUB-STRUCTURE		TOTAL	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
YES	30	24	5	50	17	28	52	27
NO	96	76	5	50	43	72	144	73
TOTAL	126	100	10	100	60	100	196	100

**Source: Field survey, 2016**

As NDPC (2013) noted, the MPCUs shall be directly responsible for the development and implementation of the District M&E Plan and by ensuring the participation of all stakeholders. This is not the case since even some members of the MPCU (50%) were not also involved in the process.

**Table 4.7: Ways of involvement in M&E plan preparation (setting of indicators)**

	COMMUNITY		MPCU		SUB-STRUCTURE		TOTAL	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
General assembly	7	23	1	10	5	29	13	25
Consultation for data	3	10	1	10	2	12	6	11
Public hearing	20	67	1	10	10	59	31	60
Throughout the process	0	0	2	20	0	0	2	4
TOTAL	30	100	10	100	17	100	52	100

**Source: Field survey, 2016**



Table 4.7 revealed that the respondents participated in the preparation of the M&E plan in four different ways including; the general assembly meeting, consultation for information, through public hearing, while others participated throughout the M&E plan preparation process.

However, the study has established that most of the respondents were not properly involved since the few respondents who were involved, were only involved through public hearing (60%) which is only an avenue to show the M&E plan to the general public for minimal inputs. It was only 20% of the members of the MPCU who were involved throughout the M&E plan preparation process.

The study has also established on table 4.8 that the stakeholders participated in M&E of projects and programmes in mainly three ways. They participate by getting involved in stakeholder review meetings to review the progress of projects and programmes.

The majority of the stakeholders involved in the study revealed that 81 (74%) out of the 110 respondents who participated in M&E were involved through stakeholder review meetings and 26% of the stakeholders did not participate through stakeholder review meetings. It is noted that the MPCU were more involved in stakeholder reviews than the community and the sub-structure level respondents.

It was indicated that the quarterly and annual stakeholder review meetings is taken serious by the Municipal assembly as it is one of the conditions that enables





assemblies to pass Functional Organisation Assessment Tool (FOAT) to qualify for the District Development Facility (DDF) and the Urban Development Grant (UDG). The reason is to ensure maximum participation of all stakeholders of projects and programmes. Review documents were also examined which showed that all on-going and completed projects and programmes from all sectors in the Municipality were reviewed in a day involving between 30 to 70 participants in each review meeting. The participants included MPCU members, Assembly members, opinion leaders and some development partners. The second way in which the stakeholders participate in M&E is through project site meetings through which the project staffs of the assembly visits projects alongside the beneficiaries of the community to assess the stage of work done and also to ascertain whether work is following the contract specifications. This resonates with the recent Local Governance Act, 2016, Act 936 (LGS, 2016) which enjoins that a District Assembly shall facilitate the establishment of a structure for stakeholder participation including visits to development project sites and notice boards announcing procurement awards. However, the study has established that project site meetings is the next most used way of participating in monitoring of on-going and completed projects and programmes in the municipality with an overall participating rate of 65% with 35% saying that they do not participate through project site meetings.

The study also revealed that the sub-structure respondents (78%) and the MPCU (75%) are more involved during project site meetings than the community (56%).

This concurs with the review of the Small Town Water Project 2 in Northern Ghana by Akanbang (2012) in which he indicated that M&E was an integral part of the programme management and that project progress monitoring was undertaken mainly in the form of field visits to sites of projects. Meanwhile Otieno (2008, p. 71) found in his study that midstream (intervention officers and their organizations) stakeholders have a stronger command of the M&E process, being dominant in all the stages of the M&E process whereas downstream (beneficiary community) stakeholders seem to have little participation generally in the M&E processes. However, one of the community members aged 49 at Nanton Area indicated that “when the CHPS compound was under construction at Nanton Kurugu in 2014, the chief sometimes was invited by the assembly staff to come and see how work is progressing and we all followed him to the project site”. This means that some of the community members were involved in site meetings through the traditional authority. Through probing, it was realized also that the Community Led Total Sanitation (CLTS) was one of the programmes that the community was so much involved in the process of monitoring to declare communities as Open Defecation Free (ODF) communities.

The last way in which stakeholders participated in monitoring was through self-organised monitoring. With this stakeholders voluntarily or informally visit projects to check on the progress of work at site or try to get information on the progress of projects and programmes. It was realised that 61% of all the respondents have participated in monitoring of projects voluntarily and passing on



information directly or through the Zonal council or through the assembly person to the project staff of the assembly. This way of project and programme monitoring was largely done among the community level respondents (70%) and sub-structure level respondents at 51% and the MPCU doing it the least at 37% (see table 4.8). Hence, the community is interested and willing to participate in M&E of projects and programmes if given the opportunity.

**Table 4.8: Ways of participation in M&E of projects and programmes**

Stakeholder review meetings								
	COMMUNITY		MPCU		SUB-STRUCTURE		TOTAL	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
YES	48	79	7	87	26	63	81	74
NO	13	21	1	13	15	37	29	26
TOTAL	61	100	8	100	41	100	110	100
Project site meetings								
YES	34	56	6	75	32	78	72	65
NO	27	44	2	25	9	22	38	35
TOTAL	61	100	8	100	41	100	110	100
Self-organized monitoring								
YES	43	70	3	37	21	51	67	61
NO	18	30	5	63	20	49	43	39
TOTAL	61	100	8	100	41	100	110	100

Source: Field survey, 2016





As noted by Wilcox (2003), helping the people to develop and carry out their own development activities requires resource holders or organisations who promote this stance to offer local groups or organisations with funds, advice or other support to develop their own agendas within guidelines. He added that the basics of this stance is the most ‘empowering’ level of participation provided to people who want to do things for themselves.

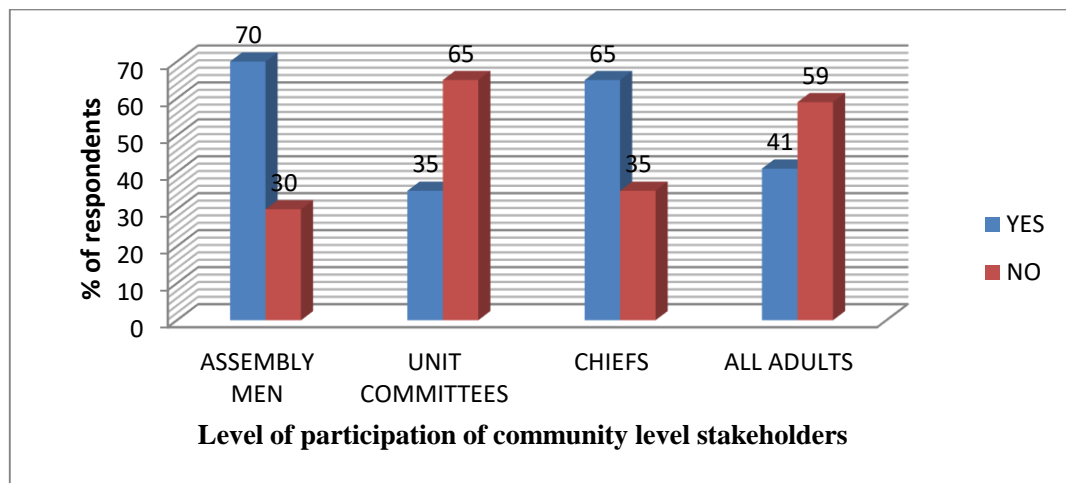
Realising that stakeholders at the community and sub-structure level participated in M&E of projects and programmes through stakeholder review meetings of which the duration was just a day and majority also participated only through public hearing during the preparation of the M&E plan indicates that the participation of stakeholders can best be described as tokenistic as noted by Anstein, (1969) and consultation as noted by the Africa Development Bank (2001) and Wilcox, (2003) representing low level of participation.

According to Wilcox (2003), consultation involves offering some options, listening to feedback, but not allowing new ideas and that consultation is appropriate when you can offer the people some choices on what you will be doing but not the opportunity to advance their own ideas or participate in executing plans which can be likened to the type of stakeholder review meetings and public hearing conducted at the municipality. This points out that more needs to be done to strengthen the level of participation in the M&E of on-going and completed projects and programmes to achieve the best outcomes and impacts of projects and programmes.



This also implies that the beneficiary communities do not have power to participate in deciding and in the implementation of decisions regarding M&E findings.

The study also sought to find out those stakeholders at the community level who participate more in monitoring of projects and programmes. The study has revealed that several categories of people participate in the process of M&E in the community. These are; the assembly members, chiefs, unit committees and all interested adults. Figure 4.6 depicts that assembly members remain the category of stakeholders at the community level who participate more in M&E of projects and programmes.



**Figure 4.6: Level of participation by community level stakeholders**

This is evident since 70% of the respondents said that the assembly members are more involved in monitoring of projects at the community level while 30% said otherwise. Some of the assembly members indicated that they are sometimes involved in the monitoring of projects within their electoral areas especially when their services are needed.



The other categories of stakeholders who participate more in monitoring of projects are the chiefs or the traditional authorities. It is also clear from figure 4.6 that 65% of the respondents also said that the chiefs or traditional authorities are more involved. It was also mentioned by 41% and 35% of the respondents that all adults who are interested including women and other marginalised groups and the Unit committees are also involved in monitoring of projects and programmes at the community level. Hilhorst & Guijt (2006) observed that mult-stakeholder process may be subject to elite capture or illegitimate participation limiting marginalised groups to organise themselves in ways that enable active engagement and may be less well informed with information reaching them only through community leaders. In effect their findings are consistent with the results in that the ordinary citizens including women are not directly involved but rather through the traditional authorities and assembly members.

#### **4.6 Outcomes of stakeholder participation on the performance and sustainability of projects and programmes**

The different stakeholder categories had slightly different but related views regarding the relationship between stakeholder participation in M&E of projects and programs with respect to the sustainability of development projects in the municipal assembly beneficiary communities. Many of the respondents reduced the issue of sustainability of development projects and programs to maintenance as follows:

Table 4.9 depicts that majority of the community level respondents and the sub-structure level respondents representing 64% and 48% did indicate that there is a



general poor attitude towards projects and their maintenance in the beneficiary communities. Some of them added that it is partly due to the thinking that the projects are for government and assembly and it is their responsibility to maintain the projects.

One of the community level respondents aged 52 at Tampion decried that “I don’t understand what is happening in today Ghana. People don’t care about the maintenance of projects in the community unlike those days, we use to contribute part of the money that was to be used for the execution of projects ..... especially for boreholes and dam, so people were keen to monitor the process of executing the projects in the communities. Facility management committees were set up to monitor the execution of the projects and to take care of the facility on behalf of the community after the project is completed. Contributions were made towards maintenance..... As for now there are so many broken down boreholes in the communities and they are all waiting for government to come and maintain them”.

It is clear that situation like this is not capable of improving the life span of projects and programmes. Kanna and Mahama (2013) indicated that the Local Government Service of Ghana has recognised that participation is essential to the achievement of its all-embracing objectives of poverty reduction and sustainable development and that participatory approaches have been shown to enhance project quality, ownership and sustainability; to empower targeted beneficiaries (especially, women, physically challenged and poor people) and to contribute to long-term capacity-building and self-sufficiency. Muriungi (2015) in his study



found that PM&E contributes much to the effectiveness of development work at Ewaso Ngi'ro North Development Authority (ENNDA) in Kenya since there are open forums/meetings held which involve stakeholders to be able to participate in M&E, thereby influencing sustainability and effectiveness of development work in ENNDA. This is related to the results on table 4.9 and the quotations from the interviews conducted.

On table 4.9, 29% and 32% of the community and sub-structure respondents said that the people have high interest towards the maintenance of projects even though they are not largely involved in the M&E of projects. This is partly due to the fact that they don't even know what is contained in the agreement between the service providers or the contractor and the assembly. With the people having high interest for the maintenance of projects can also be related to the reason why 4% and 6% of the community and the sub-structure saying that some of the communities have their own approach to the maintenance of projects and some of the approaches included contribution and the provision of communal labour as and when the need arises. These approaches are becoming ineffective because of politics and the ineffective involvement of the community and their representatives in monitoring of projects and programmes. One of the assembly members in the Diare zone said in a proverb that "if you don't see when a monkey climbed a tree, how can you know when it will get down from the tree. Meaning that if you don't know the conditions and agreements attached to a project or programme and what exactly the service



provider or contractor has to do or not to do, how can you monitor the project very well”.

**Table 4.9: Views on sustainability of projects and programmes**

	COMMUNITY		SUB-STRUCTURE		TOTAL	
	Freq.	%	Freq.	%	Freq.	%
The people have high interest for the maintenance of projects in the community	37	29	19	32	56	31
The people have poor attitude towards projects as they think they are for government/assembly	80	64	29	48	109	57
Some of the communities have their own approach to project maintenance	5	4	4	7	9	5
People think the sustainability of projects is the responsibility of assembly persons and opinion leaders	4	3	8	13	12	7
<b>Total</b>	<b>126</b>	<b>100</b>	<b>60</b>	<b>100</b>	<b>186</b>	<b>100</b>

This was one of the issues raised regarding the relationship between monitoring and the sustainability of projects in the communities. This is consistent with the



report of Hilhorst & Guijt (2006), that access to complete project information provides people with a sound basis to voice their concerns and needs, which can be incorporated into project activities.

Moreover, wide public dissemination helps to place control in the hands of communities and mitigates risks of manipulation by other actors and that once the project begun, it is important to ensure that the communities stay informed, receive feedback on progress at different stages. Therefore access to complete project information from inception to completion can whip up the interest of beneficiary communities and their representatives to continue to maintain the project after the project has been handed over to the community.

The situation was not completely different with regards to the MPCU level respondents since 50% of them (see table 4.10) mentioned that there has been irregular maintenance of projects in the beneficiary communities.

**Table 4.10: Views on the sustainability of projects and programmes**

	MPCU	
	Freq.	%
Irregular maintenance of projects	5	50
Poor attitudes by beneficiaries towards projects	3	30
Projects are largely sustainable in the municipality	2	20
<b>Total</b>	<b>10</b>	<b>100</b>

This was attributed to the non-prioritisation of project maintenance to ensure the sustainability of projects. The focus is just on new projects and programmes



without consciously thinking about the continuity of the existing projects and programmes.

According to the Municipal Budget Analyst (MBA), “sustainability of projects and programmes is not prioritised because of inadequate allocation of resources for maintenance leading to irregular maintenance of projects”. 20% of the MPCU members also sounded positive about the sustainability of projects as they indicated that projects in the district are largely sustainable. However, 30% of the MPCU members also view that there is poor attitude by the beneficiary communities towards projects and programmes. Some of them revealed that it is due to the insufficient participation of the communities in M&E of projects and programmes. Others also observed that the idea of providing everything for the community free without any cost sharing with the community do not motivate them to be willing to participate actively in M&E and to subsequently take good care of the projects and programmes after completion. One of the MPCU members bemoan that “some components of the RING programme for instance is something neither the assembly nor the community can sustain. For instance farmers are given tractor services free, animals free, seeds/seedlings free and the challenge is after the project duration ends, the assembly do not have enough funds to continue with the intervention and what happens next”. The challenge really is that the people gradually become used to free things and that affects the sustainability of projects and programmes.





The respondents were asked to indicate what they view as the main outcomes of PM&E to all stakeholders. The outcomes mentioned were then classified in to four and the responses aggregated for the different categories of respondents. Overall, from Table 4.11 the respondents viewed improved transparency and accountability as the foremost outcome (39%), followed by proper execution of projects (38%). The issue of improved ownership and sustainability and ensuring value for money came next at 21% and 2% respectively. Ensuring value for money through PM&E was mentioned only by the MPCU response category. It is not surprising that majority of the respondents saw improved transparency and accountability as the foremost outcome because if duty bearers are open, transparent and accountable in their day to day activities, the end result could be promoting ownership of projects, ensuring proper execution of projects and ensuring value for money. This means that involving the stakeholders in monitoring leads to openness in service delivery and project execution among stakeholders. It also sought to associate project staff or heads of local government departments with the achievements or otherwise from the implementation of projects and programmes under their control. Particularly, it is capable of improving local governance and addressing inadequate performance and service delivery from public and private actors on projects and programs.

This concur with Hilhorst & Guijt (2006) who pointed out that gathering and sharing information and dialogue are key features of PM&E processes which contributes to openness and transparency as well as contributing to the supply and demand side of accountability. The supply side of accountability has to do with



focusing attention on the correct application of rules and procedures to assess whether performance is according to standards whereas the demand side seeks to build citizens and communities influence on decision making, implementation, M&E in an informed, direct and constructive manner. The findings also are supported by the findings of Oreyo Otieno, Munyua, & Olubandwa (2016) who stated that PM&E enhanced good governance with the increased accountability, responsiveness to the needs of the citizens and level of transparency.

**Table 4.11: Views on the outcome of participating in M&E of projects and programmes**

	COMMUNITY		MPCU		SUB-STRUCTURE		TOTAL	
	Freq.	%	Freq.	%	Freq.	%	Freq.	%
Improved ownership and sustainability of projects	20	33	3	20	19	15	42	21
Proper execution of projects	16	27	2	20	57	45	75	38
Improved transparency and accountability	24	40	2	20	50	40	76	39
Ensures value for money	-	-	3	30	-	-	3	2
<b>Total</b>	<b>126</b>	<b>100</b>	<b>10</b>	<b>100</b>	<b>60</b>	<b>100</b>	<b>196</b>	<b>100</b>



Devas & Grant (2003) argued that there are still problems of lack of transparency, with publicly displayed information often being out of date and inaccessible to the majority because of the location of display or the language used and there continue to be major problems over corruption, rent seeking, abuse of tender procedures and poor relationships between paid officials and elected representatives.



## CHAPTER FIVE

### SUMMARY, CONCLUSION AND RECOMMENDATIONS

#### 5.1 Introduction

Effective stakeholder participation in monitoring and evaluation (M&E) of projects and programmes could be a positive response to the increasing concern by sections of Ghanaians on the poor quality service delivery and project execution in some Metropolitan, Municipal and District Assemblies (MMDAs). As a result of this, the study sought to establish the level of stakeholder participation in M&E of projects and programmes in Savelugu-Nanton Municipal Assembly (SNMA) in the northern region of Ghana. Specifically, the study has focused on the knowledge of M&E participants of PM&E processes, level of participation of the various categories of stakeholders, ways in which stakeholders participate in M&E of projects and programmes and the outcomes of stakeholder participation in M&E of projects and programmes. The summary of the key findings of the study objectives have been presented in this chapter followed by conclusion and recommendations and suggestions for future research.

#### 5.2. Summary of key findings

The major findings of this study were outlined based on each of the four research objectives as follows:

##### 5.2.1 Summary of findings on the knowledge of M&E participants of PM&E processes

By looking at the knowledge of M&E participants of PM&E processes, it was deduced that there was a stronger level of disagreement of 38.8% as against 16.5%





level of strong agreement of the statement that the MPCU of the Assembly is solely responsible for M&E by all the categories of stakeholders. This indicated that most of the stakeholders know that monitoring is not the sole responsibility of the MPCU since they are involved at sometimes and they don't want it to be so for the technical team for M&E of projects and programmes. The response could have been influenced by the respondents' view that participating in M&E promotes transparency and accountability. This was evident since majority of the respondents strongly agreed in favour of the statement that PM&E promotes transparency and accountability with the MPCU agreeing the most at 70% followed by the sub-structure at 63.3% and the community at 54.1%. This clearly agrees with the work of Ahenkan , Bawole, & Domfer (2013) when they concluded in their paper that an effective engagement of local communities and other stakeholders will enhance transparency and improve upon service delivery within the local government systems.

Concerning the Level of agreement with the statement “the municipality takes the involvement of stakeholders in M&E seriously and sees it as a critical project management tool”. The views of the respondents indicated that there is low level of involvement in M&E of on-going and completed projects by the municipal assembly among the community members. This means that the sub-structure and the MPCU are more involved than the community but however not fully involved. This is so because there was 40% level of agreement from the MPCU and 38.3% of the sub-structure as opposed to disagreement by the MPCU (40%) and the sub-

structure (16.7%). The community category had the highest level of disagreement at 59% and lowest level of agreement at 27%. As part of measuring the knowledge of roles and purposes of involvement of stakeholders in M&E of projects and programmes, it was established that the involvement of the Zonal council in M&E was rated to be low indicating that the zonal councils could not initiate M&E of on-going and completed projects on their own and neither were some M&E activities were delegated to them. But rather their level of involvement was at best tokenistic and information giving. This according to Arnstein (1969) and Wilcox (2003) means that they were allowed to contribute their views during M&E but their views were largely not translated into decision making regarding M&E.

### **5.2.2 Summary of findings on the level of participation of various categories of stakeholders in M&E**

Regarding the level of participation of various categories of stakeholders in M&E of projects and programmes, 56% of them participated in some form of M&E of projects and programmes in the municipality over the last six years period. Eventhough majority of the respondents have ever been involved in M&E of projects and programmes in the last six years but majority of them were rarely involved (57%) and only 11% were involved quarterly. It was also realised that the MPCU (57%) and the Assembly members (68%) are more involved in M&E of projects and programmes in the beneficiary communities whereas the Zonal council and the unit committee's involvement is low. This is in contrast with the findings of Azizu (2014) that grassroot participation in M&E is fairly high in the Yilo Krobo Municipal Assembly.



### **5.2.3 Summary of findings on ways in which stakeholders participated in M&E of projects and programmes**

In looking at ways in which stakeholders participate in M&E, only 27% of the respondents were involved in the M&E planning process and for that matter setting of indicators for M&E in the last six (6) years while 73% have never participated in its preparation. However, the study has established that most of the respondents were not properly involved since the few respondents who were involved, were only involved through public hearing (60%).

The following main ways have been found by the study through which stakeholders participate in M&E of on-going and completed projects and programmes:

- Majority (74%) of those who were involved in M&E participated through stakeholder review meetings to review the progress of projects and programmes. Here the MPCU were more involved than the Sub-structure and the community in stakeholder review meetings.
- Project site meetings is the next most used way of participating in M&E of projects and programmes in the municipality with an overall participating rate of 65%. The sub-structure respondents (78%) and the MPCU (75%) were found to be more involved during project site meetings than the community (56%).
- The last way in which stakeholders participated in monitoring was through self-organised monitoring. It was realized that 61% of the 110 respondents have participated in monitoring of projects voluntarily and passing on information directly or through the Zonal council or through the assembly person to the project staff of the assembly. This way of project and programme monitoring was largely



done among the community level respondents (70%) and sub-structure level respondents at 51% and the MPCU doing it the least at 37%.

#### **5.2.4 Summary of findings on the outcome of stakeholder participation on the performance and sustainability of projects and programmes**

The study has provided evidence that there is a general poor attitude towards projects and its maintenance in the beneficiary communities due to the thinking that the projects are for government and assembly and it is their responsibility to maintain the projects. However, the communities own approach to the maintenance of projects including contribution and the provision of communal labour as and when the need arises is becoming ineffective because of politics and the in effective involvement of the community and their representatives in monitoring of projects and programmes.

The study has also indicated that improved transparency and accountability (39%) is the foremost outcome in PM&E, followed by proper execution of projects (38%).

The issue of improved ownership and sustainability and ensuring value for money came at 21% and 2%. This is a confirmation of what (Oreyo Otieno, Munyua, & Olubandwa, 2016) observed that PM&E enhanced good governance with increased accountability and a further observation by Muriungi (2015) that PM&E contributes to project ownership, beneficiaries' empowerment, inclusivity and sustainability.





### 5.3 Conclusion

The main objective of the study was to establish the level of stakeholder participation in M&E of projects and programmes in the Savelugu-Nanton Municipal assembly. The study has found that stakeholders were rarely involved in M&E of on-going and completed projects and programmes. This could be a result of lack of concerted effort by the MPCU for grass root stakeholder participation or poor attitude on the part of community level stakeholders in M&E of projects and programmes. It was also found that the MPCU and the Assembly members' involvement were appreciably high whereas the Unit committee, the community and the Zonal councils' involvement were low.

The study has established that stakeholders mostly participated in M&E of on-going and completed projects and programmes through stakeholder review meetings which has been found through secondary data analysis and further probing to be of short durational and therefore represented an avenue for non-technical stakeholders to be provided with a brief information on the progress of work regarding projects and programmes.

Again, the community level beneficiaries have been found to be engaged in self-organised monitoring which is found to be arbitrary. This level of participation is low and can best be described as consultation and tokenistic which does not represent deeper levels of participation. Keeping some members of the grassroots out of M&E raised questions of transparency and accountability in the execution of projects and programmes. This shows that there were not enough specific strategies



to involve stakeholders. Meanwhile effective participation of stakeholders in M&E of projects and programmes can improve transparency, accountability, proper execution of projects and programmes its sustainability and ensure positive community level stakeholder attitude to projects. This can be achieved by increasing the level of participation of key stakeholders beyond information giving and consultation.

#### **5.4 Recommendations**

It is obvious that governance at the local level should be strengthened and widened to cover all stakeholders as far as M&E is concerned. Undertaking PM&E can be an important source of ensuring transparency and accountability, ownership of projects, proper execution of projects and programs and value for money as alluded to by the respondents in the previous section. Therefore the recommendations below are made taking into consideration the results of the study. The recommendations sought to enhance stakeholder participation in M&E of projects and programmes as well as for policy implications as presented in this section.

##### **5.4.1 Recommendation on the knowledge of M&E participants of PM&E processes**

The MPCU should design its M&E processes in such a way that it becomes more participatory and ensuring the practice of PM&E as a critical project management tool. The strengthening of the sub-structures in M&E can further improve the level of participation of the unit committees, assembly members and the beneficiary communities. This can be done by creating a sub-structure unit responsible for planning, M&E. The sub-structure staff could also be trained to get abreast with the



process of conducting M&E. This can be taken up by the local government service secretariat (LGSS) and the national development planning commission (NDPC) that has both a legal and supervisory role in making sure that stakeholders are effectively engaged in M&E of projects and programmes.

#### **5.4.2 Recommendation on the level of participation of the various categories of stakeholders**

For stakeholders to be able to partake effectively and to make judgment on whether development efforts and investments are worthwhile and cost effective, and to fulfil M&E responsibility of being transparent and accountable in order to gain the trust of the beneficiary communities, conscious efforts should be made in order to make it mandatory for members of the beneficiary communities and other key stakeholders of projects to be involved at least once in every quarter in the monitoring of on-going projects and programmes. This can be facilitated by the Regional Planning Coordinating Unit (RPCU) in collaboration with the MMDAs since they have powers vested in them by the Local Government Act, 1993 (Act 462) and the National Development Planning (Systems) Act, 1994 (Act 480) to coordinate, monitor and evaluate all development interventions. When this is done, it will position all stakeholders to be able to effectively participate in tracking progress of projects and programmes. This will also prevent contractors and service providers from surcharging the process of delivering services to the assembly and the beneficiary communities.



### **5.4.3 Recommendation on the ways in which stakeholders participate in monitoring and Evaluation of projects and programmes**

Participatory monitoring and evaluation should be conducted such that all key stakeholders are an integral part of it right from the M&E planning process to the implementation of the M&E plan. Also, the existing platforms through which stakeholders participate in M&E should be enhanced such as conducting the stakeholder review meeting for more than a day to ensure in-depth discussion on M&E findings. The self-organised monitoring largely done at the beneficiary community level can be formalised and replaced with a project or programme management committees. These project or programmes management committees were one of the issues that were raised by respondents during data collection and were accordingly used in the analysis. These committees have worked for some NGOs in the past such as the Ghana Social Opportunities Project (GSOP). The Local Government Service Secretariat can take this up to ensure the adoption and strengthening of the community project management committee strategy by making it in such a way that, before a project begins at the various MMDAs, this committee will be put in place to champion the process of monitoring the project or programme at the community level. Whatever be the case this committee will exist before and after the project is completed. The target should be members who are permanent residents of the community. The logic is that MMDAs will assist the community members to agree on key outputs and outcome indicators that would be used to track progress and performance from their development interventions which should be led by the committee in place. This committees when put in place



will not only ensure the effective participation of community members in M&E of projects and programs but can help sustain development interventions in the communities.

#### **5.4.4 Recommendations on the outcomes of PM&E on the performance and sustainability of projects**

Sensitising the beneficiary community members can increase their interest in monitoring of projects and programmes as indicated by the respondents that some community members have poor attitude towards projects. This is important in the sense that some community members do not even know that they have a role to play in ensuring that projects and programs are executed according to specification and not live it only in the hands of the technical people in order to ensure that the expected outcomes of PM&E are achieved. The sensitisation could be in the form of community fora before and after the project or program has been completed. Community level stakeholders meetings could be held periodically to inform community members about the status of the projects in their communities in order to take full advantage of the outcomes of projects to ensure sustainability. The Regional Coordinating Councils (RCCs) can liaise with the Department of Community Development and Social Welfare and the Planning Units at the various MMDAs to sensitise beneficiary communities of projects and programmes on the need to monitor alongside the DPCUs.



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APPENDICES

APPENDIX 1: Data collection tool

Data Collection on the Topic: **Participatory monitoring and evaluation of projects and programmes in the Savelugu-Nanton municipal assembly.**

Kindly read this questionnaire carefully and fill in the answers appropriately according to your own knowledge or opinion either by circling or ticking the correct option or writing in the blank space provided. Information gathered will be strictly confidential.

Thank you for your kind cooperation

*Questionnaire for the Savelugu Municipal Planning Co-ordinating Unit (MPCU) Members*

Respondents ID: .....

Date of Interview: .....

**SECTION A: Profile of respondent's**

- 1. Name of department/unit .....
- 2. Position of Respondent.....
- 3. Age: ..... Years
- 4. Sex: male [ ] female [ ]
- 5. Marital status: 1=Married [ ] 2=Single [ ] 3=Widowed [ ] 4=Divorced/separated [ ] 5=widowed/widower [ ]
- 6. Level of education: 1=Certificate [ ] 2=Diploma [ ] 3=Bsc/BA degree [ ] 4=Msc/MA degree [ ] 5=others specify.....

**SECTION B: knowledge of M&E participants of PM&E processes.**

- 1. Please you are to indicate your level of agreement with the following statements as per the codes in the table below:

CODES
1= Strongly Agree (SA); 2= Agree (A); 3= Neutral (N); 4= Disagree (D); 5=



Strongly Disagree (SD)		SA	A	N	D	SD
1	The monitoring and evaluation (M&E) of projects is the sole responsibility of the MPCU of the municipal assembly					
2	The effective participation of stakeholders in M&E is important as it promotes accountability and transparency					
3	The municipality takes the involvement of stakeholders in M&E seriously and sees it as a critical project management tool					

2. How will you rate the Zonal council’s involvement in the municipality regarding M&E? 1= High [ ] 2=Medium [ ] 3= Low [ ]

	Rating	Reason if any
Monitoring and evaluation		

**SECTION C: Level of participation of the various categories of stakeholders in the M&E of on-going and completed projects and programmes**



1. Are you involved in the M&E of projects and programmes relating to your Unit/Department by the municipal assembly in the last six years? 1=Yes [ ] 0= No [ ]
2. If yes how often do you participate in M&E? 1=quarterly [ ] 2= yearly [ ] 3=rarely involved [ ] 4= as and when it is organized [ ] 5=others please specify.....
3. How will you rate the level of participation of the following categories of stakeholders in M&E of projects and programmes in the Assembly? 1=High [ ] 2=Medium [ ] 3=Low [ ]



Stakeholders	Level of participation	Reason (s)
MPCU		
Assembly members		
Unit committee members		
Beneficiary community		
Beneficiary community		
Zonal council members		

**SECTION D: Ways in which stakeholders participate in M&E of on-goin and completed projects and programmes**

1. Were you involved in the last M&E plans (setting of indicators for M&E) (2010-2017) preparation in the last six years? 1= Yes [ ] 0=No [ ]
2. If yes which of the following ways were you involved 1=through public hearing [ ] 2=Consultation for data [ ] 3= General Assembly meeting [ ] 4=throughout the M&E plan process [ ] 5= others specify [ ] .....

Which of the following ways do you participate in M&E of projects?

No.	Ways of participation	Response
1	During stakeholder review meetings	1= Yes [ ] 0=No [ ]
2	Project site meetings with project staff of assembly	1= Yes [ ] 0=No [ ]
3	Self organised monitoring and reporting to project staff	1= Yes [ ] 0=No [ ]

**SECTION E: Impact of Stakeholder Participation on the Performance and Sustainability of Projects and Programmes**

1. What is your view on the sustainability of development projects in the District?.....

2. What in your opinion are the main outcomes of stakeholder participation in M&E of projects and programmes? .....

**SECTION F: Best Practices to Enhance Stakeholder Participation in Project/Programme M&E to Sustain the Outcomes of Projects and Programmes**

1. What could be done in your view to ensure that stakeholders are effectively involved in the M&E at the beneficiary community level to ensure ownership of projects and programmes?.....

What are the best practices in the process of involving stakeholders in M&E of projects and programmes?.....

***Interview Guide for Key Informants – Assembly Members, Zonal council members and Unit committee***

**Respondents ID:** .....

Date of Interview: .....

**SECTION A: Profile of respondent’s**

1. Name of community/electoral area.....
2. Occupation.....
3. Age: ..... years
4. Sex: [ ] male [ ] female
5. Marital status: 1=married [ ] 2= single [ ] 3= divorced/separated [ ] 4=widowed/widower [ ]
6. Level of education:1=Basic level [ ] 2=SSS/SHS [ ] 3=Diploma [ ] 4=Bsc/BA degree [ ] 5=Msc/MA degree [ ] 6=others specify

**SECTION B: Nature of Stakeholder involvement in project/programme monitoring and evaluation.**

1. Please you are to indicate your level of agreement with the following statements as per the codes in the table below:





CODES 1= Strongly Agree (SA); 2= Agree (A); 3= Neutral (N); 4= Disagree (D); 5= Strongly Disagree (SD)						
		SA	A	N	D	SD
1	The monitoring and evaluation (M&E) of projects is the sole responsibility of the MPCU of the municipal assembly					
2	The effective participation of stakeholders in M&E is important as it promotes accountability and transparency					
3	The municipality takes the involvement of stakeholders in M&E seriously and sees it as a critical project management tool					

2. How will you rate the zonal council’s involvement in the municipality regarding M&E? 1=High [ ] 2=Medium [ ] 3= Low [ ]

	Rating	Reason if any
Monitoring and evaluation		

**SECTION C: Level of participation of the various categories of stakeholders in the monitoring and evaluation (M&E) of on-going and completed projects and programmes**

- Were you involved in the M&E of projects and programmes in your electoral area/community in the last six years? 1=Yes [ ] 0= No [ ]
- If yes how often do you participate in M&E? 1=Quarterly [ ] 2= Yearly [ ] 3=Rarely involved [ ] 4= As and when it is organized [ ] 5=others please specify.....
- Which of the following stakeholders in the community mostly participates in M&E?



No.	Stakeholders	Response
1	Assembly members	1= Yes [ ] 0=No [ ]
2	Unit committees	1= Yes [ ] 0=No [ ]
3	Chiefs	1= Yes [ ] 0=No [ ]
4	All adults	1= Yes [ ] 0=No [ ]

4. How will you rate the level of participation of the following categories of stakeholders in M&E of projects and programmes in the Assembly? 1=High [ ] 2=Medium [ ] 3=Low [ ]

Stakeholders	Level of participation	Reason (s) if any
MPCU		
Assembly members		
Unit committee members		
Beneficiary community		
Zonal council members		

**SECTION D: Ways in which stakeholders participate in M&E of projects and programmes**

- Were you involved in the last M&E plans (setting of indicators) (2010-2017) preparation in the last six years? 1= Yes [ ] 0=No [ ]
- If yes which of the following ways were you/community involved 1=through public hearing [ ] 2=Consultation for data [ ] 3= General Assembly meeting [ ] 4=throughout the M&E plan process [ ] 5= others specify [ ]  
.....
- Which of the following ways do you/community participate in M&E of projects?



No.	Ways of participation	Response
1	During stakeholder review meetings	1= Yes [ ] 0=No [ ]
2	Project site meetings with project staff of assembly	1= Yes [ ] 0=No [ ]
3	Self organised monitoring and reporting to project staff	1= Yes [ ] 0=No [ ]

**SECTION F: Impact of stakeholder participation on the performance and sustainability of projects and programmes**

1. What is your view on the sustainability of development projects in your electoral area/community?.....
2. What in your opinion could be the main outcomes of stakeholder’s participation in M&E of projects and programmes in your community/electoral area? .....

**SECTION E: Best practices that can be replicated to enhance stakeholders’ participation in project/programme M&E and sustain the outcomes of Projects and programmes**

1. How can the assembly sub- structures play their role effectively in promoting grass root participation in M&E of projects and programmes?.....
2. What could be done in your view to ensure that all stakeholders are effectively involved in the M&E of projects and programmes especially at the beneficiary community level?.....

*Interview Guide – for community members*

**Respondents ID:** .....

**Date of Interview:** .....

**SECTION A: Profile of respondent’s**





1. Name of community.....
2. Occupation.....
3. Age: ..... years
4. Sex: [ ] male [ ] female
5. Marital status: 1=married [ ] 2= single [ ] 3= divorced/separated [ ]  
4=widowed/widower [ ]
6. Level of education:1=Basic level [ ] 2=SSS/SHS [ ] 3=Diploma [ ] 4=Bsc/BA degree [ ] 5=Msc/MA degree [ ] 6=others specify

**SECTION B: Nature of stakeholder involvement in project/programme planning, implementation, M&E.**

1. Please you are to indicate your level of agreement with the following statements as per the codes in the table below:

CODES		1= Strongly Agree (SA); 2= Agree (A); 3= Neutral (N); 4= Disagree (D); 5= Strongly Disagree (SD)				
		SA	A	N	D	SD
1	The M&E of projects should is the sole responsibility of the MPCU of municipal assembly					
2	The effective participation of stakeholders in M&E is important as it promotes accountability and transparency					
3	The municipality takes the involvement of stakeholders in M&E seriously and sees it as a critical project management tool					

2. How will you rate the zonal council’s involvement in the municipal assembly regarding M&E? 1=Very good [ ] 2=Good [ ] 3= Poor [ ]

	Rating	Reason if any

Monitoring and evaluation		
---------------------------	--	--

**SECTION C: Level of participation of the various categories of stakeholders in monitoring and evaluation (M&E) of projects and programmes**

1. Were you/community involved in the M&E of projects and programmes in your community in the last six years? 1=Yes [ ] 0= No [ ]
2. If yes how often do you/community participate in M&E? 1=Quarterly [ ] 2=Yearly [ ] 3=Rarely involved [ ] 4= As and when it is organized [ ] 5=others please specify.....
3. Which of the following stakeholders in the community mostly participate in M&E?

No.	Stakeholders	Response
1	Assembly members	1= Yes [ ] 0=No [ ]
2	Unit committees	1= Yes [ ] 0=No [ ]
3	Chiefs	1= Yes [ ] 0=No [ ]
4	All adults	1= Yes [ ] 0=No [ ]

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4. How will you rate the level of participation of the following categories of stakeholders in M&E of projects and programmes in the Assembly? 1=High [ ] 2=Medium [ ] 3=Low [ ]

Stakeholders	Level of participation	Reason (s) if any
MPCU		
Assembly members		
Unit committee members		
Beneficiary community		
Zonal council members		

**SECTION D: Ways in which stakeholders participate in monitoring and evaluation of projects and programmes**

4. Were you/community involved in the last M&E plans (2010-2017) preparation in the last six years? 1= Yes [ ] 0=No [ ]
5. If yes which of the following ways were you/community involved 1=through public hearing [ ] 2=Consultation for data [ ] 3= General Assembly meeting [ ] 4=throughout the M&E plan process [ ] 5= others specify [ ]  
 .....

6. Which of the following ways do you/community participate in M&E of projects?

No.	Ways of participation	Response
1	During stakeholder review meetings	1= Yes [ ] 0=No [ ]
2	Project site meetings with project staff of assembly	1= Yes [ ] 0=No [ ]
3	Self organised monitoring and reporting to project staff	1= Yes [ ] 0=No [ ]



**SECTION F: Impact of stakeholder participation on the performance and sustainability of projects and programmes**

3. What is your view on the sustainability of development projects in your community? .....
4. What in your opinion could be the main outcomes of stakeholder participation in M&E of projects and programmes in your community? .....

**SECTION F: Best practices to enhance stakeholders' participation in project/programme monitoring and evaluation to sustain the outcomes of Projects and programmes**

1. How can the assembly sub- structures play their role effectively in promoting grass root participation in M&E of projects and programmes? .....
- What could be done in your view to ensure that the community is effectively involved in the M&E of projects and programmes?.....



**Appendix 2:**

**Sample size of the study**

<b>Key informants</b>		
<b>Stakeholder category</b>	<b>Target respondents</b>	<b>No. of respondents</b>
MPCU	11	10 existing MPCU
Assembly members	44	18 out of 44 elected assembly members
Unit committee members	220	30 out of 220 unit committees because of similar characteristics
Zonal Council executives	12	12 zonal council executives from across 6 zonal councils including chairman and secretary
<b>Sub-total</b>	<b>287</b>	<b>70</b>
<b>Community level respondents proportionally allocated based on the three randomly selected communities who benefited from 3 or more projects and programmes in the 6 zonal councils.</b>		
<b>Zonal council</b>	<b>Target respondents</b>	<b>Community respondents %</b>
Savelugu	3,098	$(3,098/19,859)*126=20$
Moglaa	4,583	$(4,583/19,859)*126=29$
Diare	2,835	$(2,835/19,859)*126=18$
Pong Tamale	2,252	$(2,252/19,859)*126=14$
Nanton	3,056	$(3,056/19,859)*126=19$
Tampion	4,035	$(4,035/19,859)*126=26$
<b>Sub-total</b>	<b>19, 859</b>	<b>196-70=126</b>
<b>Total</b>	<b>20,146</b>	<b>196</b>





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