



Governance Capacities of Local Governments for Tourism Development: a case study of the Komenda-Edina-Eguafo-Abrem Municipal Assembly (KEEAMA) in Ghana

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## DECLARATION

I, Joseph Oppong Wiafe endorses this thesis work as the result of my own unique research under the supervision of Dr. Emmanuel Akwasi Adu-Ampong as part of the requirements for the award of Master of Science in Tourism, Society and Environment. However, the works of other people were referred and duly credited.

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## DEDICATION

I dedicate this work to my wonderful parents Mr. Eric Danquah Wiafe and Mrs. Gladys Adjeibea Wiafe. They have always been there for me, God bless them.

## ABSTRACT

Tourism development has become an important concern globally. Various developmental agendas around the world especially in tourism dominated areas are focused on using tourism to grow their economies. Through decentralised governance system, local governments contribute to most of these developmental agendas. This governance system involves central governments assigning various capacities and responsibilities to local governments toward national development from the local levels. The research explores the involvement of local governments in tourism development in Ghana. Using a qualitative research design with a case study approach, the study focuses on the Komenda-Edina-Eguafo-Abrem Municipal Assembly (KEEAMA) in the Central region of Ghana. In Ghana, the decentralised system of governance is practised, giving local governments a role in various developmental projects using their governance capacities – images, tools/instruments, and action potentials. The results of the research reveal that, the local government according to its capacity contributes to tourism development. However, such contributions are not impressive because of local government's inability to effectively promote tourism development in the municipality. One of the main reasons is the lack of the integration of tourism governance within the local governance structure. Other related issues identified are poor tourism development expertise on the part of local government and poor active collaborations between local government authority and other relevant tourism stakeholders. These issues have been discussed extensively, with some recommendations given. Among the recommendations, the major one that has the potential to resolve majority of the issues concerning local government involvement in tourism development is a change in the local governance structure to allow tourism governance to be embedded within local governance. This would give local government significant control over the tourism sector and would encourage active formal collaborations between the tourism sector and local government. This research on the global landscape is relevant to areas with similar context and adds up to the body of knowledge.

**Keywords: tourism development, governance capacity, local government, tourism governance, Ghana**

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## LIST OF ABBREVIATIONS AND ACRONYMS

BAC	–	Business Advisory Center
CEDECOM	–	Central Region Development Commission
GDP	–	Gross Domestic Product
GHATOF	–	Ghana Tourism Federation
GHCT	–	Ghana Heritage Conservation Trust
GIS	–	Geographic Information System
GMMB	–	Ghana Museums and Monuments Board
GTA	–	Ghana Tourism Authority
JTA	–	Journalists for Tourism Advocacy
KEEA	–	Komenda-Edina-Eguafo-Abrem
KEEAMA	–	Komenda-Edina-Eguafo-Abrem Municipal Assembly
KSD	–	King Sabata Dalindyebo
MCE	–	Municipal Chief Executive
MDG	–	Millennium Development Goal
MMDAs	–	Metropolitan, Municipal and District Assemblies
MoTAC	–	Ministry of Tourism, Arts and Culture
NGO	–	Non-Governmental Organization
NTO	–	National Tourism Organization
TAA	–	Tambon Administrative Authority
TOURGHA	–	Tour Operators Union of Ghana
UNDP	–	United Nations Development Plan
UNESCO	–	United Nations Educational, Scientific and Cultural Organization
UNWTO	–	United Nations World Tourism Organization
WTTC	–	World Travel & Tourism Council

# CHAPTER ONE

## 1.0 INTRODUCTION

### 1.1 Background of Study

Governance is a well discussed concept around the world when the issue of development is being discussed. According to Baland et al. (2010), development cannot be discussed comprehensively without governance at the centre. This draws the understanding that governance, and for that matter good governance can lead to development. Baland et al. (2010) asserted in their book chapter titled, *Governance and Development* that, countries are regarded poor or underdeveloped because of bad governance. Governments all around the world are given mandate to ensure growth and development of their citizenry. This means governance should be able to effect change and create enabling environments that promote development (Helmsing, 2002). The enabling environment should cut across all sectors or dimensions of the economy, being it security, health, education, transport, the welfare of the people and others.

Governance, defined by Kooiman (2003) is the total interaction between public and private actors, aimed at solving societal problems and creating societal opportunities. In order to make governance this effective for development, the principle of subsidiarity, which has decentralisation as its core is encouraged (Awortwi, 2016; Tsagourias, 2011). Although, a central government holds the supremacy on decisions and initiatives for development in a country (Gomes et al., 2010), this principle says that there should be the transfer of some central/national governments' authority, resources, and responsibilities to regional and local governments for effective governance and tailor-made developments (Balogun, 2000). As governance is a major concern for development, so is decentralised governance a central concern for development (Awortwi & Okwany, 2010; Helmsing, 2002). This makes it clear that, local governments are delegated with diverse functions and responsibilities such as developmental planning and projects, ensuring adherence to rules and regulations and the likes for necessary accountability (Adu-Ampong, 2021; Helmsing, 2002). Decentralised governance has the aim of strengthening local governments (Awortwi, 2013), therefore there is the possibility for this process to foster holistic developments within an economy. Local governance is regarded to have a strong correlation with achieving developmental goals (Awortwi, 2016). Therefore, local governments have to devise and implement local-based developmental initiatives and strategies (Rogerson & Rogerson, 2010), since they qualify as one of the major actors of national development (Helmsing, 2003).

The UNDP (2010) and Veigel (2012) confirm that development is progressive when decentralised or local governance is involved in all phases of development processes. In some countries of the world such as in Africa and Asia, local governance has contributed to many developmental feats in various sectors; education, health, employment, and others (Global Forum on Local Development, 2010). These sectors, either directly or indirectly have great

influence on the welfare of citizens. Tourism as an economically viable sector in the world possesses potentials that have great impact on a country's economy positively or negatively. In the year 2011, the World Travel & Tourism Council (WTTC) cited by Hills (2011) touted tourism as one of the fastest growing industries in the world. This is evident, per the recent growth of travel and tourism worldwide even after the world was hit with the COVID-19 crisis. Reports show that, after the damage caused by the crisis on global tourism (loss by 50.4%), the Gross Domestic Product (GDP) of travel and tourism in 2021 recorded an increase by 21.7% (World Travel & Tourism Council, 2022), which is laudable. This adds up to other many reasons why the issues of developments are mostly discussed without leaving out tourism.

Tourism governance can play a key role in tourism development. Tourism governance promotes inclusion, responsiveness and representativeness of the people and entities that operate within the tourism space. Hence, its ability to address all underrepresented issues and contribute to tourism development (Dangi & Petrick, 2021b). In the areas of tourism promotions, sustainable tourism practices, equity, justice and effective collaboration among tourism operators, there is the need to have a structured governance involving all relevant stakeholders that manage the affairs of tourism at a destination (Dangi & Petrick, 2021a). Tourism governance may not necessarily dictate entirely the operations and administrative activities of its stakeholders (their day-to-day activities). However, it can ensure the ownership and implementation of policy actions and initiatives that lead to development, since it is a platform for discussion, coordination and collective decision making (Beaumont & Dredge, 2010; Bramwell, 2013). Tourism is recognized as a complex system (Reid, 2003). It involves variety of sectors and stakeholders to make it successful, and so is its governance. This contributes to the implementation of diverse strategies from different perspectives. Stakeholders of tourism are people or entities whose decisions affect tourism and as well, are affected by tourism practices or policies either directly or indirectly (Adu-Ampong, 2017; Amerta, 2017; Sautter & Leisen, 1999).

On the world scale, certain organisations are recognised and mandated to govern all tourism-related affairs within a country. However, these organizations or institutions are decentralised to make them effective (Yüksel et al., 2005). This highlights the concept of 'National Tourism Organizations (NTOs). NTOs are organisations that formulate and implement tourism policies and regulate all tourism-related affairs within a geographical area, mostly within a country (Pearce, 2016). NTOs are responsible for tourism governance, although other non-NTOs such as environmental and planning agencies may also formulate and implement policies that affect the tourism sector. That been said, the impacts of decentralised or local governance in developing various sectors of an economy should not be overlooked in the domain of tourism, even though the abilities and efforts of NTOs for tourism development should not be undermined.

## 1.2 Problem Statement

Tourism ranks as one of the highest exchange rate earners for many countries around the world (Lin et al., 2019; Seghir et al., 2015; United Nations World Tourism Organisation, 2021; Zurub et al., 2015). Many countries of the world are building strong economies through their tourism potentials (Sharpley, 2000). Tourism is networked at multiple scales; therefore, its impacts affect and spread throughout an entire economy, either positively or negatively. In that regard, local governance can be crucial in tourism development (Ruhanen, 2013). As local governments have the authority to make and implement policies, decisions and regulations for economic growth and development, the economic potentials of tourism can encourage the involvement of local governments in its development. Local governments have resources and power transferred from central/national governments to them. This puts them in the position to ensure growth and development in their localities, even though, there are other cases where local governments are not equipped with the requisite power and resources to operate with, making them ineffective (Conyers, 2007; Helmsing, 2005).

The analysis of the principle of subsidiarity that has local and decentralised governance as its focus, brings to bear the discussion of governance capacities and mandate passed on from higher levels to lower levels of authority in a country (Awortwi, 2016). Governance capacity is the capabilities a governing body possesses to operate with effectively (Bavinck et al., 2013). These capabilities are the working mechanisms regarded as images, tools and actions utilised by the governing body to make impacts (Kooiman & Bavinck, 2013). This should mean that, local governments are to be equipped with the necessary power and resources for growth and development. However, the extent to which local governments possess the required power and resources is not given. In some cases, decentralisation is all but, in name, which means that some local governments struggle to effectively guide developmental processes.

These arguments have been proven by a few empirical research studies conducted to investigate the relationship between capacity of local governments and developmental achievements. A study in Uganda by Steiner (2010) extensively confirms these arguments. From the study, it was established that, local governments with the necessary capacities were able to fulfil their functions effectively. These local governments (districts) were able to increase household consumption as well as school enrolment. The study made an intriguing conclusion that, the districts that delivered their functions effectively had at their disposals, the necessary financial resources, technical and administrative capacities. On the other hand, the study further acknowledged that, district governments without the adequate capacities (power and resources) were not able to increase household consumption and enrolment in public schools. This confirms the important role governance capacities play in guiding decentralised or local governments for development. To substantiate this assertion on the importance of governance capacity, another research conducted by Diejomaoh and Eboh (2012) in Nigeria suggested capacity building – institutional and human resources – as one of the major means to make local governments more efficient for development. Although Diejomaoh and Eboh (2012) recognised the relevance of local governance for/in poverty

reduction, economic growth, and sustainable development, they as well identified a number of deficiencies faced by local governments in Nigeria to effectively perform. These deficiencies identified included lack of autonomy and fiscal sustainability, low technical and managerial skills. These were regarded to be as a result of the lack of or inadequate capacities available to the local governments, mostly that of the decentralised power and resources transferred from the central government.

In the context of tourism, local governments have been identified to have an important role to play in ensuring tourism growth and development through inclusive tourism (Butler & Rogerson, 2016) and leveraging local resources (Rogerson & Rogerson, 2020). However, research by Rogerson (2020) conducted in the King Sabata Dalindyebo (KSD) municipality in South Africa concluded that, the challenge of governance capacity on the part of local governments makes them unable to effectively utilise local resources for tourism development. Some of the capacity challenges identified were the lack of funds, lack of support to implement tourism developmental strategies as well as local tourism resources been controlled by higher levels of government. This shows that in the field of tourism, local governance can contribute to tourism development when the local governments involved are well equipped. Therefore, this research seeks to explore how local government capacity is formed and utilised in the field of tourism development. This is because the World Tourism Organization. Business Council & Canadian Tourism Commission (2003) asserts that, the growth and development of tourism in some countries are attributed to the close involvement, supervision, and management of tourism by their local governments. In Ireland, a report by the Local Government Management Agency Ireland (2017) mentioned some strategies employed by its local governments to improve and develop tourism, some of them were marketing and financial investments into tourist attractions. Ruhanen (2013) in her research in Australia also suggests that local governments have the responsibility to enhance destination competitiveness and diversify tourism products.

Municipalities are the core legal actors of local or decentralised governance (Shah, 2006). Ghana as a democratic country has adopted and practised many forms of decentralised governance (administrative, political, and fiscal) since the beginning of its independence (Awortwi, 2013; Ayee, 2008). Ghana currently practises the local governance system, where depending on the population of the geographical area, Metropolitan, Municipal and District Assemblies (MMDAs) are mandated by law (Local Governance Act of Ghana) to run national governance on the local level (Alhassan, 2017). The MMDAs represent the central government at the local levels, this makes local governments in Ghana the highest political and administrative authority at the local levels. Hence, MMDAs are responsible for the development of local areas in the country. The local governments are to provide the basic physical and social infrastructural services to their people and also enhance grassroots participation in national governance, through local discussion forums (Awortwi, 2013). This core responsibility of the country's local governments also put them in the position to work in line with the national developmental agendas and initiatives concerning all spheres of the

country's economy. As Ghana's tourism sector forms part of the country's economy, its development, growth, and management can also be recognised as part of the responsibilities of local governments. This is because, the country's national position on tourism, looking at its recent tourism promotional initiatives – Year of Return, Beyond the Return, Destination Ghana, and December in GH – give a clear indication that, the country strives to see its tourism sector grow and develop to meet worldwide tourists demands (Benson, 2022; Vérité, 2022).

The situation of Ghana's governance and its tourism prospects make it a workable ground to look into local governments' abilities and contributions for tourism development. To this effect, the geographical focus for the study is the Komenda-Edina-Eguafo-Abrem municipality (KEEA), which is in the Central region of the country. It has a Municipal Assembly (MA) as its local government authority, and its capital city as Elmina. The Central region of Ghana is regarded as the tourism hub of the country (Adu-Ampong, 2017). This is because, the region is endowed with variety of tourism resources and potentials (coastal, historical, ecological, and cultural attractions), that cut across majority of its twenty-two municipalities. The KEEA is recognised to have majority of these tourism resources that serve as pull and push factors for tourists, especially those in the diaspora. Research by Adu-Ampong (2016) showed that, the Elmina 2015 Strategy led by the Komenda-Edina-Eguafo-Abrem Municipal Authority (KEEAMA) which was developed to leverage tourism as a tool for local economic development was not successful because of certain constraints on the governance capacity of the KEEAMA. Also, tourism still ranking as the fourth highest foreign exchange earner for Ghana even after the COVID-19 pandemic (Bruce, 2021) could be argued as an advantage for the Central region and its municipalities, since this means that there is an increasing rate of international tourist arrivals in Ghana. However, this is not the case for the Komenda-Edina-Eguafo-Abrem municipality. The local government of the municipality believes, KEEA cannot boast of tourism as a major economic activity, especially in terms of income, even though other sectors like agriculture are doing quite well (KEEAMA, 2023a). This calls for some effective strategies and governance policies for the development of tourism in the area. In addition, the multistakeholder nature of tourism – where tourism governance involves both public and private actors - allows the research to focus on the collaborations and power relations of the local government with NTOs and other private tourism agencies.

### 1.3 Research Objectives

#### 1.3.1 Main Objective

The main objective of this research is to assess the governance capacities of local governments for tourism development.

#### 1.3.2 Specific Objectives

1. Explore the governance capacities of local governments for tourism development in Ghana.
  - a. Explore their visions for tourism development.

- b. Explore their regulatory measures in place for tourism development.
  - c. Explore their stakeholder collaborations for tourism development.
2. Explore the facilitating or constraining factors of the governance capacities of local governments for tourism development in Ghana.

#### 1.4 Research Questions

1. How are the governance capacities of local governments (MMDAs) formed for tourism development, in terms of visions, regulatory measures and stakeholder collaborations?
2. Which factors facilitate or constrain the governance capacities of local governments (MMDAs) for tourism development?

#### 1.5 Scope of the Research

The study mainly focuses on the governance capacities of local governments that are involved in tourism development. The study delved into the various aspects of local governments' capacities in Ghana and assessed how these capacities are used for tourism development. The research also focuses on relevant stakeholders that are involved in the issues of tourism development. This made it possible to assess the involvement of local governments' capacities for tourism development from the perspective of the relevant tourism stakeholders. Geographically, the research was conducted in Ghana, taking the KEEA municipality as a case study. The municipality is within the Central region of Ghana and has Elmina as its capital. The other tourism stakeholders engaged in the study were operating from either Cape Coast or Elmina. However, despite the definite geographical area for the research, its conceptual focus makes the outcome of the research suitable for similar context outside the KEEA municipality, thus other municipalities in Ghana as well as anywhere around the world.

#### 1.6 Significance of Research

Tourism is a venture with great potentials and opportunities. It has been regarded by many around the world as a means for development. Thereby, tourism has been considered by many countries of the world. Tourism does not only bring economic benefit, which is regarded as its main benefit but also social recognition on the world map. For this reason, it has become expedient that, various governments in the world take deliberate steps and actions to make their tourism sectors better. In the past, tourism was mostly considered as a private venture but in recent times government (both centrally and locally) are taking effective measures to see tourism develop and grow in their jurisdictions. Especially in countries like Ghana that possesses great numerous tourism potentials. In this light, this study identifies the governance capacities that are relevant for developing tourism and as well as what local governments can do to make tourism development successful. The various deficiencies identified as far as decentralised governance is concerned makes a clarion call on all relevant authorities or stakeholders to get to the drawing board and make the necessary corrections. The conclusion and suggestions of the research can serve as the blueprint for the way forward and also add



to existing information, especially in academia with regards to the issues of local governance and tourism development.

## 1.7 Organisation of Research

This research is presented in six chapters. Chapter one gives the general introduction to the research study. It comprises the background information of the study, the problem identified, the objectives and questions of the research and the relevance of the research. Chapter two focuses on the literature review and theoretical framework. This chapter reviews several articles, journals, newspapers, and the likes to argue and establish the core mandate of this research work. The theoretical framework serve as the guide for which data were collected and analysed for the research. In the chapter three, the methodology and methods used for the research were discussed clearly, giving reasons why those methods were chosen. At the chapter four, the data collected are presented and interpreted accordingly as results. In the chapter five, the results in the chapter four are analysed and discussed. The discussions are based on the research objectives and questions the research hopes to achieve and answer respectively. Finally, in the chapter six, the entire research is summarised. It consists of the conclusions and recommendations with regards to the results from the research.

## CHAPTER TWO

### 2.0 LITERATURE REVIEW & THEORETICAL FRAMEWORK

#### 2.1 Introduction

This chapter analyses existing literatures in the area of governance capacities of local governments for tourism development. Various arguments and assertions are made to justify the objectives of the research. These arguments and assertions have been situated in literature. The analyses explain the core concepts and theories of the research and they are discussed in the following subheadings: local governance & development, tourism development, local governments as stakeholders in tourism development and major actors of tourism development and tourism governance. The chapter also exclusively highlights the theoretical framework used for the research. It explains the framework in relation to the research objectives and questions. The framework is subsequently conceptualised in a pictorial representation or model for easy understanding of how it is used for the research.

#### 2.2 Local Governance & Development

Governance is a notable term in the area of social sciences, especially within societal settings (Dang et al., 2016). Through governance, societal problems are solved, and societal opportunities are created (Driessen et al., 2012; Kooiman, 2003; Siddiqi et al., 2009). Governance takes a diverse approach, and this is because of the levels of authority (the actors) involved. Governance has always been linked to the activities of governments; hence, public institutions are regarded by many as the only actors of governance (Bavinck et al., 2013). Governance is not only applicable on the national level, where a government of the day in a country has the responsibility to see to the running of the country's affairs. It is an exercise of authority that happens in all human-centred environments at all levels (UNDP., 1997), depending on the context or where it is being applied. This leads to a diversity in the definitions of the term (Bavinck et al., 2013).

Government as an institution has easy access to necessary structures and resources to achieve desired goals. The effectiveness of governance is another concern that is much discussed. In as much as around the world, there are complaints by citizens about activities of governments in power, national governments have the responsibility to put in place institutions, structures, and policies that facilitate effective governance and make great impacts on the subjects involved. Decentralisation has become a common feature in most countries (Willis, 2011). This is because, there is a school of thought that argues that decentralised governance achieves development more effectively (Awortwi, 2011; UNDP, 2010).

Research by Awortwi (2016) shows that, countries that made significant progress in achieving the Millennium Development Goals (MDGs) were countries that practised and made progress in decentralised governance. For instance, in Nepal, an increase in enrolment in schools in certain parts of the country was recorded when educational responsibilities were dealt with on the local level (Global Forum on Local Development, 2010). In literature, local governments are recognised to play an important role in creating growth within their geographical locations. They have the capacity to make available necessary local public goods as well as

create the enabling environment for other actors to operate (Helmsing, 2002). To add to this, local governments have access to reliable local data which should make them more efficient to meet the needs of local citizens (Awortwi, 2011). These add up to the reasons, many countries of the world are shifting from the centralised system of governance, where only central governance dominates in all the affairs of a country (Bossuyt & Gould, 2000), to a more decentralised system where municipal leaders are appointed or elected by law to govern the affairs of their respective municipalities. Decentralised governance has the tendency to promote local involvement in governance and as well, lead to a holistic development within the country.

Decentralisation in governance in its nature should give room to local governments and also strengthen their authority to take initiatives leading to the achievement of the common goal of the country (Matsui, 2005; Robalino et al., 2001). The necessary arrangements and resources (example, funds) are to be made available to local governments to operate with. The resources are the structures available, being it financial, social, or legal, that give municipality leaderships the ability to effect developmental changes. In some instances, local governments operate without full access to, or control of these resources delegated to them from the central government. The extent of resources accessibility and availability for local governments shapes the extent to which they effect development outcomes. This shows that, all governments around the world, irrespective of the level, operate within certain capacities or capabilities.

Local governance system has been encouraged around the world because of its efficiency, many positive impacts have been made through it (Stoker, 2011). On the other hand, this system of governance has been liable to some vulnerable conditions such as lack of funds, delays, or difficulty in accessing adequate structures (Sreeramareddy & Sathyanarayana, 2019). It is unfortunate many African studies conclude that, most central/national governments in Africa are reluctant to delegate the needed power and resources to local governments (Helmsing, 2005; Olowu & Wunsch, 2004). A review of some of these African studies by Conyers (2007) shows that, in Uganda, although the initial implementation and practice of decentralised governance gave local governments effective control over the necessary local resources (example; financial and human resources), central government has gradually taken a significant amount of the control back. This situation is no different from that of Zambia and Zimbabwe, where Mellors (2006) indicated in his research that, local governments in these countries are able to introduce new taxes (when needed) only when they are permitted by their respective national/central governments. These situations consequently contribute greatly to the disruption of developmental projects and negatively affect the growth of individual sectors of the local economy, of which tourism is part.

### 2.3 Tourism Development

Development is a concept defined in many ways (Abuiyada, 2018), in most cases, it is defined in economic terms. This concept is a worldwide discussed one because of its global focus. Development in literal terms means improvement or transformation (Duran et al., 2015). This implies development should be visible or evident. Development can be defined as the process of enhancing human wellbeing in the areas of economic, political, cultural, technological,

health and other fields, such as tourism (Rabie, 2016). Development being mostly measured purely in economic terms, shows that, tourism can be used to improve the standard of living of people or a society when it is well developed and managed to make great positive impacts especially generating economic earnings. The definition of tourism by the UNWTO affirms its open system nature where tourism involves many other sectors or industries to thrive (Morrison et al., 2018). Some of which are transportation, hospitality, creative arts, agriculture and even health. On this account, tourism development takes a broader scope, it involves a lot. According to Wilson et al. (2001), tourism development focuses on attractions, promotions, infrastructure, services, and hospitality. These are individual aspects that work collaboratively to ensure tourism growth. Therefore, there is the view that, tourism development can be possible when these individual sectors are well equipped with all necessary structures to render satisfactory services to tourists or travellers or visitors. In other words, the long stays at destinations by tourists and repeat visits are some of the major ways that enhance or show tourism growth and development (Wilson et al., 2001).

Tourism development is a process that can be successfully achieved through effectual planning and management (Tosun & Timothy, 2001). From literature, there are the '4As' of tourism at a destination; attractions, amenities, accessibility, and ancillary services (Sugiama, 2019), therefore, through proper planning policies and approach towards them, they ensure an improved nature of tourism, leading to a sustainable one. In recent times, sustainability has been advocated for in tourism development (Richards & Hall, 2002; Torres-Delgado & Saarinen, 2014). According to the famous definition of sustainable development by the Brundtland report (Brundtland, 1987), sustainable tourism development can be said to be the kind of tourism development where present needs of relevant tourism stakeholders are met without compromising the ability for future tourism stakeholders to meet their needs as well. The three components of sustainable development (economic, social, and ecological) throw more light on how to make tourism development visible (Angelevska-Najdeska & Rakicevik, 2012; Erkuş-Öztürk, 2010; Mowla, 2019). For the study and the framework used for this research, tourism development focuses on the entirety of activities involved as far as tourism development is concerned.

#### 2.4 Local Governments as Governance Stakeholders in Tourism Development

It can be argued that the agenda to see tourism develop should be a sure reason for the involvement of local organisations, both public and private, in various tourism development phases. The impacts of tourism in a country make tourism move from just being a private venture to a more collaborative one between government and the private sector and even other international bodies (Liu, 2003; Ruhanen, 2013). Local governments are the representatives of central governments at local levels; hence, they should be one of the governmental (public) agencies involved in tourism development (Shone et al., 2016). Tourism development is a very key concept. Research by Yüksel and Yüksel (2000) asserts that, the success of tourism development depends on the efficiency and effectiveness of the coordinating activities and capacity of local government, and not only NTOs. This can mean that, the absence of local governments in tourism management and promotional agendas is one of the reasons that makes the tourism sector to fail.

Literature shows that, there have been much research works on tourism and tourism development, with local governments' contributions as a focus (Shone et al., 2016). However, even though most of these studies acknowledge the relevance of local governments' involvement in various tourism development phases (designing, planning or management), certain key concerns such as responsibilities of local governments for tourism development are not well defined (Chili & Xulu, 2015), and the extent of the capacity of local governments in terms of expertise and finances (Churugsa et al., 2007) were raised. Research by Murphy (1985) cited by Wilson et al. (2001) makes the argument that, the ability for tourism to develop is linked to the involvement of local capabilities. Murphy (1985) concluded that, tourism is a community product, therefore, the reason to indulge the capabilities of government on the local level. In other cases, there are reports that highlights the significant impact that local governments have had on tourism development around the world (Local Government Management Agency Ireland, 2017).

The balance of public and private interventions in tourism planning and management for a successful tourism industry, is the reason why Ruhanen (2013) argues that local governments represent local interest, hence, the possibility and their ability to work in the interest of the destination community. Local governments, as established in literature, involves municipality leaderships who assume power to work objectively in the interest of the people and the community. Therefore, they should be able to act as facilitators for tourism development (Shone, 2013). Local governments, for their legislative mandate are recognised as significant stakeholders in destination management (Bramwell & Lane, 2010). And so, can or should be identified as a tourism governing body (NTO).

## 2.5 Major Actors of Tourism Governance & Tourism Development (NTOs)

Tourism governance, according to earlier reviews on governance and development can be considered as one of the important features for tourism development. Therefore, tourism development cannot be discussed, leaving out the existence and mandate of National Tourism Organisations (NTOs). The core mandate of NTOs – coordination, legislation, promotion, research and providing tourist information – according to Choy (1993), renders them as relevant actors in the governance of tourism. By definition, National Tourism Organisations are authorities or bodies that have their focus on tourism development-related issues in a country or at a destination (Lennon et al., 2006; Pearce, 2016). NTOs have the expertise or are able to outsource other needed expertise when necessary for the growth and development of tourism. The significant contributions of these organisations to tourism account for the number of research studies about them (Formica & Littlefield, 2000; Soteriou & Coccossis, 2010; Webster et al., 2010). NTOs are government-oriented organisations (Soteriou & Roberts, 1998), assigned with certain responsibilities aimed at improving tourism. To aid NTOs to be effective with their operations within a country, their structures are decentralised, making their operations affect everywhere in a country (Yüksel et al., 2005). This makes them have the critical responsibility of marketing and developing tourism through various strategies (Pearce, 1992). As governing actors, policy making is one of their major duties, since they possess the legal power to regulate all tourism-related activities in a country through formulating tourism policies and directives (Baum, 1994). National Tourism Organisations

have the lobbying power to get the best for the tourism sector (Wight, 2013), and so they can serve as 'middlemen' between central government and the ordinary tourism stakeholders.

According to Zahra and Ryan (2005), NTOs have the potentials to develop tourism at a destination. NTOs create or generate higher tourist demands for destinations (Prempeh, 2020). In Ghana, the Ministry of Tourism, Arts and Culture (MoTAC) is the highest public tourism governance body (Adu-Ampong, 2017). Other NTOs that help or work with the ministry to implement tourism directives and policies are the Ghana Tourism Authority (GTA), Ghana Tourism Development Company (GTDC), Ghana Museums and Monuments Board (GMMB), the Wildlife and Forest Service divisions of the Ghana Forestry Commission and among others (Adu-Ampong, 2017; Eshun & Mensah, 2020; Eshun & Tichaawa, 2020). These NTOs work within various fields of tourism in Ghana, hence, making them have both regional and local representatives and offices. Moreover, some of them work for specific types of tourism in the country. For instance, the Forest Service division of the Forestry Commission is committed to ecotourism in Ghana (Ghana Forestry Commission, 2023).

Another focal point noted in literature is the fact that tourism destination management is an interaction and a collaboration between the public and the private sectors (Chaperon, 2017). On that account, there are other tourism-inclined agencies in Ghana that are not governmental but privately owned and managed. However, their impacts are significant for the development of the tourism sector. The major one of them is the Ghana Tourism Federation (GHATOF), which is made up of various tourism-oriented trade associations such as hoteliers, tour guides, tour operators and many others. Its major objective is to strengthen the private sector dimension of the tourism sector in Ghana (Adu-Ampong, 2017). In addition, there are non-governmental organisations (NGOs) such as the Ghana Heritage Conservation Trust (GHCT), Journalists for Tourism Advocacy (JTA) and others that operate within the tourism space of Ghana. Hence, making their operations have significant impact on tourism growth and development. These insights make it necessary to discuss tourism governance and development on a broader scale.

## 2.6 Theoretical Framework

### 2.6.1 Governance Capacity

The concept of governance capacity was adapted and explored as the framework to conduct this research. This is a framework from the concept of governance (Bavinck et al., 2013; Kooiman, 1999). It is a framework that explores the resources available to governors to execute their governance responsibilities. According to the authors, these resources are three main capacities that governors possess, namely; images, instruments (tools), and actions. The concept although not originally used for tourism studies, has been adapted in some tourism research (Adu-Ampong, 2021; Caffyn & Jobbins, 2003). Governance capacities are the capabilities possessed by actors involved in any field of governance (authority). These three main capacities are considered on two levels each: intentional level and structural level, with their respective components (Caffyn & Jobbins, 2003). On the intentional level, the capacities are the actions or agency taken by governance actors to make progress whiles on the structural level, the capacities are the available conditions or basis that governance actors

work with, these conditions can either serve as facilitators or constraints for effective governance (Adu-Ampong, 2021). The capacities on the intentional level are influenced by the structural level capacities (Caffyn & Jobbins, 2003). This means that, the capacities on the intentional level – agency of actors – can be effective when they align with their corresponding capacities on the structural level. The research has the aim of assessing the capacities of local governments for tourism development on both levels. Therefore, the framework is conceptualised and operationalised as follows and shown in Figure 1.0.

#### *2.6.1.1 Images*

Kooiman (2003) affirms that governance stakeholders always make use of images in their line of work. On the intentional level, images are identified as the visions, aspirations, goals, or mental positions of the local governments for the future and alternatives for tourism development. On the structural level, these images are formulated or envisioned based on certain conditions available. These available conditions are regarded by the actors of governance as the means and basis of the visions, they can be culture, data analysis and interpretations, ideologies and others (Kooiman, 1999). Images help actors identify the tasks ahead, the governance challenges, and also anticipate the consequences of the end goals (Jentoft et al., 2010). The research operationalised images as visions. The visions explored what the municipal authority intends to achieve in the space of tourism and also what they intend to be the effects of the achievements in a long term. The effects of the tourism achievements focused on the benefits tourism development can give to other aspects of the local economy and the municipality in its entirety in the future. The visions were captured through interviews with core officials of the local government authority of the municipality as well as reviewing policy documents of the municipality. The reasoning behind these visions for tourism development are analysed as well.

#### *2.6.1.2 Tools*

Tools also known as instruments are the mechanisms governance actors have and use to address governance needs. The tools are in different forms (Kooiman, 2000). However, the particular tool that can be employed by governance actors is dependent on the governance power of the actor (Adu-Ampong, 2021). On the intentional level, tools consist of elements such as rules and regulations, subsidies, taxes, certification and among others. On the structural level, they are the resources that make the tools on the intentional level realistic, implementable, and attainable. The resources are either material, technical, human, social or capital (Caffyn & Jobbins, 2003). Therefore, the research operationalised and represented the various elements of the tools as regulatory measures. To further explain, the focus for this element considered all relevant regulatory measures in any form, social or economic enforced in the municipality such as permits, byelaws, penalty charges and among others that have influence on the activities of tourism stakeholders. The regulatory measures were captured through interviews with officials at the local government office (KEEAMA) and with other relevant tourism stakeholders, in the public or private sectors who operate within the KEEA municipality. The impacts of the regulatory measures are analysed.



### 2.6.1.3 Action Potentials

Action potentials are the abilities actors operate with, by using the tools to make the images a reality. On the intentional level, they are regarded as the activities or actions taken by actors to achieve their goals, specifically bringing other necessary actors/stakeholders on board. Some of the activities can be seminars, workshops, stakeholder meetings and the likes. On the structural level, these action potentials are undertaken within a context of authority and power. The context of the authority can be political or the ability of the governance actor to work with or influence other relevant stakeholders towards the realisation of the images. This capacity involves the issue of legitimacy and authority, and whether the actors' power relations either enhance or constrain them in attaining their goals (Kooiman, 2000). Adu-Ampong (2021) recognizes this aspect of governance capacity as a matter of power between different tiers of government. Hence, the research operationalised action potentials as the collaborations and engagements between the local government of the municipality and other tourism stakeholders for tourism development. This was probed through the interviews and further analysed by measuring the legal authority and power involved in the collaborations, in terms of the influence on each other. Through the interviews with the tourism stakeholders, this element also analysed the readiness of the tourism stakeholders for collaborations with the local government for tourism development.

Furthermore, the operationalised factors are assessed with the structural factors, aimed at tourism development. *Tourism development*, although can be measured in so many ways in terms of social, economic, and environmental factors, the research measured it using the indicators of tourism development captured empirically through the various interviews that were done with the research participants. In addition, the conceptualisation of the theoretical framework allowed for the relevant tourism stakeholders to evaluate the local government authority, KEEAMA's governance capacities for tourism development. The components of the framework work together, as governing actors accomplish their governance responsibilities and goals. They are interconnected (Kooiman & Bavinck, 2005). Understanding the two levels as explained from literature, it can be said that capacities at the intentional level can/or are easily influenced by the governing actors while those at the structural level are conditional, and mostly determined by external forces, hence cannot be easily influenced by the governing actors internally.

The framework was used to assess the capacity of local governance for tourism development in Ghana. However, a case study approach was employed to conduct this research, and so the focus area was the Komenda-Edina-Eguafo-Abrem (KEEA) municipality. The municipality as mentioned earlier, is one of the municipalities in the Central region of Ghana endowed with great tourism potentials. Its capital city, Elmina is known for the famous Elmina Castle (St. George's Castle) which is a UNESCO World Heritage site. Also, in accordance with the Local Government Act of Ghana, the Komenda-Edina-Eguafo-Abrem Municipal Assembly (KEEAMA) is the local government authority mandated as the leadership of the municipality. The municipal assembly represents the central government of the country in the municipality and as well run the day-to-day affairs of the entire municipality. These factors contributed to the comprehensive use of the framework with regards to the objectives of the study.



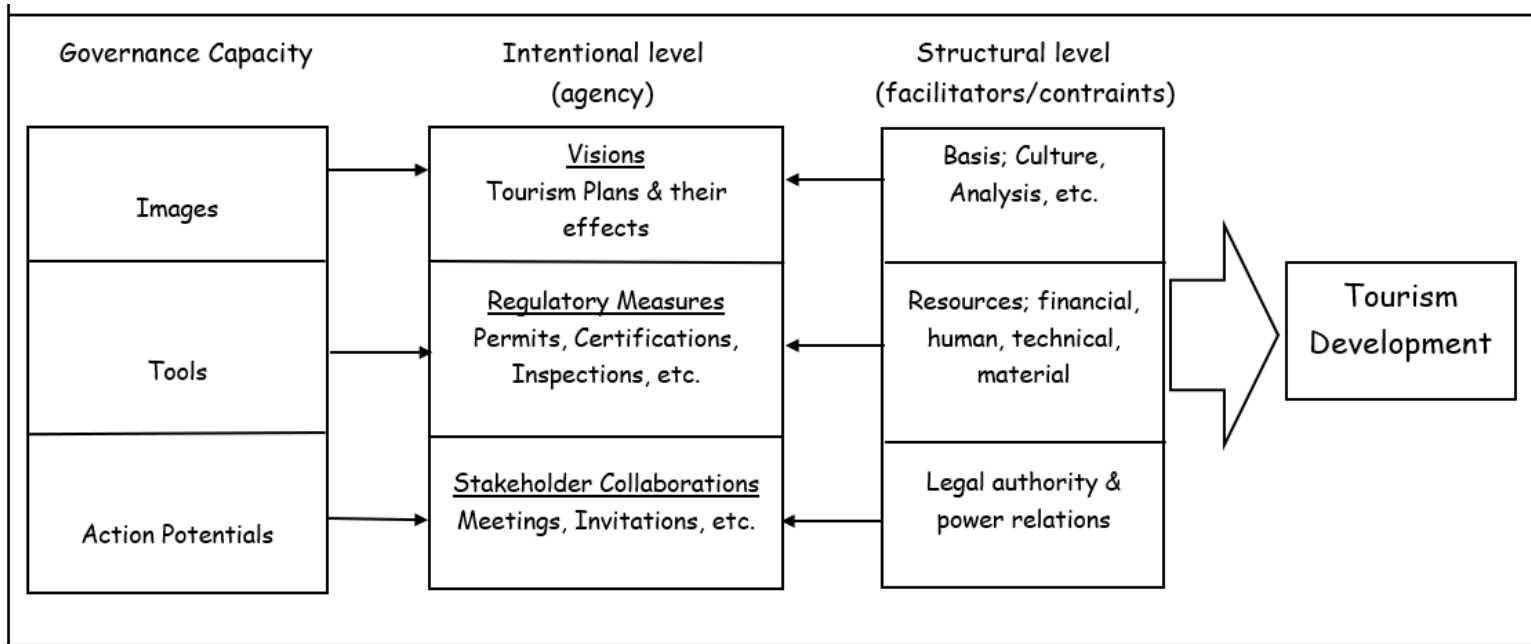


Figure 1.0: Conceptual Model

Source: Researcher's conceptualisation based on literature (Adu-Ampong, 2021; Bavinck et al., 2013; Caffyn & Jobbins, 2003; Kooiman & Bavinck, 2013)

## CHAPTER THREE

### 3.0 METHODOLOGY & METHODS

#### 3.1 Introduction

This chapter discusses the methods used to conduct the research. The scope of the methods is broad. It highlights the methods that were used to collect the data for the research and how they were analysed. The research used a qualitative research design with a case study approach. These were suitable to achieve the goals of the research. Through semi-structured interviews, participants with expertise and experiences in the field of tourism development were engaged. In relation to the research design, a qualitative data analysis was used. The chapter gives details of the target population and the study area. Also, the researcher's positionality and research ethics considered for the study.

#### 3.2 Profile of Study Area

Ghana, officially as the Republic of Ghana is a nation of the African continent. It is situated in the Western part of Africa. Ghana is an Anglophone country that shares borders with Francophone countries, Côte d'Ivoire in the west, Burkina Faso in the north, and Togo in the East. The capital city of Ghana is Accra, other major cities are Kumasi, Cape Coast, Tamale, and Sekondi-Takoradi. Ghana is a country that was colonized by the British until it got its independence in the year 1957. Ghana has a population of approximately thirty million which spans a variety of ethnic, linguistic, and religious groups. Ghana is a constitutional democratic country led by a president. The country's geography makes it fortunate to have diverse tourism resources and heritages that ranges from its warm tropical weather and beaches and ecological heritages. Other major attractions are historical heritages, cultural heritages and various conferences and events.

Ghana has sixteen regions, among them is the Central region which is known as the tourism hub of the country. Moreover, the specific study area for the research which is the Komenda-Edina-Eguafo-Abrem (KEEA) municipality is in the Central region. The KEEA municipality comprises four traditional areas: Elmina, Komenda, Eguafo and Abrem. KEEA municipal was carved out of the Cape Coast metropolis in 1988 (KEEAMA, 2023a). Its capital city is Elmina, and it is where the office premises of the local government authority of the municipality is situated. KEEA as a municipality is known for various commercial purposes, fishing is the dominant economic activity. As located in the Central region of Ghana, KEEA is as well as recognized for its tourism potentials. Its capital is known for the famous Elmina castle (St. George's Castle), therefore, the municipality, specifically Elmina receives a lot of tourists.



Figure 1.1: Map of Komenda-Edina-Eguafo-Abrem Municipality

Source: (Ghana Statistical Service, 2014), GIS

### 3.3 Research Design

The objective of a research can be achieved when the suitable research design is used (McCombes, 2022), and possible biases are prevented (Kumar, 2018). The research employed the qualitative research design, which means all relevant data were not collected and analysed in any numeric nature but rather the experiences, knowledge, and opinions of the participants/interviewees. This gave the participants of the study the opportunity to express themselves anyhow possible considering the research objectives.

### 3.4 Research Approach

The research approach used for this research study is the case study approach. Although the research is assessing the topic on a broader scale as the impact of decentralised/local governance on tourism development (conceptual knowledge gap), the case study approach was employed for the study. This is because the approach allows the researcher to focus on a specific location and have a detailed study by considering the diversities involved in the research problem/subject (Rashid et al., 2019).

### 3.5 Researcher Positionality

The researcher positionality describes the assumptions of how a researcher perceives the world, this tends to guide the researcher on how to go about a research work (Jonker & Pennink, 2010). In that regard, the interpretivist researcher positionality was used to complement the research design and approach in order to do a successful work. Interpretivism

is an approach of research that focuses on human interactions and social constructs, hence rules out the methods of natural science. An interpretivist researcher looks for the motives and rationale behind people's behaviour, decisions, and actions (Chowdhury, 2014). Therefore, this researcher positionality allowed for in-depth discussion during the data collection process, since it encourages co-creation of data/information between the researcher and the participants, leading to a better understanding of information given out by participants (Gorton, 2010).

### 3.6 Sources of Data

Every research study has its peculiar data that makes it possible for a conclusive analysis. Therefore, the research made a deliberate effort to avoid any socially desirable answers during the data collection process that could render the research not valid (Latkin et al., 2017). Data were collected from two sources: primary source and secondary source. Primary data were collected by the researcher using data collection instruments at the study area (Wilson, 2014). The secondary source of data, apart from relevant literature, were the relevant policy documents of the Komenda-Edina-Eguafo-Abrem Municipal Assembly, which were requested during the field work. Data from this source were used to better assess – confirm or contradict – the primary data collected on the field.

### 3.7 Data Collection Procedure

The primary data were collected through in-depth interviews at the study area of Elmina which is the capital city of KEEA municipality in the Central region of Ghana. Semi-structured interview guides were developed in line with the objectives and framework of the research. The interview guides had four sections each, the introduction, and three other sections that assessed the images, tools, and action potentials of local governments for tourism development (Appendix II). The semi-structured interview guide was used because it gives the researcher the ability to probe for details. Interviews were conducted within an approximate time duration of an hour.

### 3.8 Sampling Technique

To get the right participants for the success of the research, the purposive sampling technique was used to select the participants that were interviewed. This is a non-probability sampling technique used for qualitative research. It allows the researcher to select research participants on purpose. Thus, the researcher selects based on the knowledge and involvement of the sampling unit in the subject of the research (Creswell, 2014).

### 3.9 Target Population

Based on the sampling technique that was used, the target population sampled from the study area (specifically, KEEAMA office) as participants were the Co-ordinating officer, and the Planning officer per the central administrative structure of (local governments) MMDAs in Ghana (KEEAMA, 2023b). These officers were selected because their line of duty affect or can

affect tourism one way or the other. To get a comprehensive view of the research as well as investigate the power relation/influence of local government with/on other tourism governing bodies or players on the local level for tourism development, representatives (any lead officer) from the central regional/district offices of GTA, GMMB, all from the public sector were interviewed. From the private sector, representatives of the following associations that make up Ghana Tourism Federation (GHATOF); Ghana Hotels Association, Tour Operators Union of Ghana and Tour Guides Association of Ghana were interviewed. In total, ten interviews were conducted (Appendix I). These agencies were considered because, they have regional and district offices across the country (Adu-Ampong, 2017), hence, making their operations have direct or indirect effect on tourism-related activities on the local levels. In the case of tourism in KEEA, an official of the GHCT was interviewed as well. This is because GHCT operates in the Central region of Ghana and its core mandate relates well with the tourism potentials of KEEA. All interviews were used to assess the research situation from participants' perspectives, hence interview guides used were peculiar to them (Appendix II).

### 3.10 Data Analysis

A qualitative data analysis technique was best suitable for the research. According to Boeije (2010), qualitative data analysis consists of the activities of disaggregating, segmenting, and reassembling data to make out meaningful conclusions. Therefore, content analysis was employed. To that effect, the data collected were coded appropriately, and the necessary meanings were made from them. The coding and analysis process followed the sequence of; open coding, axial coding and selective coding (Boeije, 2010). Deductive and inductive codes were generated during the open coding to cover all relevant codes for the study. The deductive codes were generated from the theoretical framework/conceptualisation of the research such as *tourism development indicators, tourism visions and tourism regulations*. The inductive codes were generated from the field data, some of them were *limited tourism services/products, tourism as a private sector activity, no/poor stakeholder engagement, poor involvement of KEEAMA in tourism development, tourism department/desk at KEEAMA, integrated tourism system, tourism benefits to locals and mandate of KEEAMA*. These codes were chosen because, most of the submissions of the research participants from the interviews were centred around them.

For the axial coding, it was done by assigning all relevant data fragments from the field data to the corresponding codes, either deductive or inductive accordingly. For instance, data fragments such as “... *the tourism sector here should be spread out, and not only the castle. [...]*” and “[...]. *There are no activities apart from the castle, the [tourism] products [and services] are limited around the castle*” were assigned to the inductive code, *limited tourism products/services*. For a deductive code, the data fragment, “*I said there's still a lot more to do, more room for improvements. It's underdeveloped*” was assigned to *tourism development indicators*. After all these were completed appropriately, the selective coding was done.

The selective coding was done by grouping the coded fragments into various themes based on the core concepts and objectives of the research. For instance, inductive codes like *limited tourism services/products*, *integrated tourism system*, *tourism benefits to locals* and the deductive code, *tourism development indicators* were aggregated into a selective code as *tourism sector not developed*. This is because data fragments that were assigned to these codes indicated tourism in KEEA is underdeveloped, and as well what can be done to develop it. Some other selective codes were *poor stakeholder collaborations*, and *low involvement of KEEAMA in tourism*. For the analysis, the selective code, *tourism not developed* was linked to the theme, *tourism development* as per the objectives of the research. The various themes as they were analysed with the outcome of the axial and selective coding were then positioned in literature to answer the research questions and make the necessary conclusions.

### 3.11 Ethical Considerations

The research considered all ethical concerns involved throughout the entire research. All ethical considerations of Wageningen University & Research for research works were duly adhered to. With regards to data collection, participants were pre-informed to seek their consent and their availability. Also, a few of the participants had the interview guide sent to them prior the interview appointment day. Interviews were audio recorded at their permission, and interview notes were taken as well. Confidentiality and anonymity were considered where necessary. All citations throughout the research have been recognised and referenced appropriately.

## CHAPTER FOUR

### 4.0 RESULTS

#### 4.1 Introduction

This chapter presents and analyses the data collected in line with the research objectives. The data were collected from the capital city of KEEA, Elmina, and the capital city of the Central region of Ghana, Cape Coast. The results are presented according to the major themes of the research, which are Tourism Development, Images, Tools, and Stakeholder Collaborations. These themes are based on the theoretical framework with the goal of answering the research questions. Results show that, the tourism sector of KEEA is yet to be in better position in terms of development. In addition, the relevant tourism stakeholders within the municipality believe that the tourism sector will do better when the necessary measures are put in place. With regards to local government's involvement for tourism development, the analysis reveals two sides of the situation. On one side, KEEAMA as the local government believes that it is doing all that is necessary within its means to ensure the development of the tourism sector of the municipality, in terms of its visions, regulatory measures and stakeholder collaborations. However, on the other side, the other tourism stakeholders who operate within the municipality, most especially the private sector believe that KEEAMA is not doing enough as far as tourism development in KEEA is concerned. These concerns are further discussed in the subsequent chapter. The results as well captures the legal authority/power relation that exist between local government and the other tourism stakeholders in terms of stakeholder collaborations. To authenticate the analyses of the results, responses of the participants have been cited accordingly.

#### 4.2 Tourism Development

Tourism development as a goal of a tourism region can be achieved when various measures are implemented, and relevant stakeholders do what is required of them. In the KEEA municipality, tourism can be considered as a core of the local economy, and this is because of the tourism potentials the municipality possesses. In this regard, there are a number of relevant stakeholders within the municipality that play a role directly or indirectly within the tourism sector. Elmina is the capital city of KEEA and also a destination that receives a lot of tourists because of the Elmina castle. In 2021, the Elmina castle recorded about 36 thousand visitations (Ghana Tourism Authority, 2022). This reason contributes to the relevance of the many tourism stakeholders in the municipality. These tourism stakeholders are either in the public or private sectors, others are non-governmental organisations. The major ones among them are the Ghana Tourism Authority, the Ghana Museums and Monuments Board, and the various member associations of the Ghana Tourism Federation such as the Tour Guides, Tour Operators, Travel Agents, Hoteliers, and the likes. The Ghana Heritage Conservation Trust (GHCT) is an NGO that contributes greatly to tourism development in KEEA. Having all these stakeholders working in various ways to ensure tourism development in the municipality,

KEEAMA as the local government authority coordinates all affairs within the municipality. Therefore, makes it a relevant stakeholder involved in the affairs of the tourism sector.

In order to discuss tourism development in the municipality, these earlier mentioned agencies are the relevant stakeholders that have the know-how and the experiences to give insights on the situation of tourism in the municipality. This is because they operate within the tourism sector of the municipality. Some definitions of tourism development see the term as a process that consist of strategies and plans that improves tourism (Tosun & Timothy, 2001). The indicators of tourism development tend to be purpose oriented. This is because, the indicators of tourism development differ per the purpose or goal of tourism within a particular region. Thus, what is considered tourism development in an urban setting may not necessarily be considered as tourism development in a rural setting. Therefore, to have the better understanding of tourism development for the research, the relevant tourism stakeholders within the municipality through the interviews gave some insights on the term by describing the current state of tourism development in the municipality. The majority of the participants mentioned that the development level of the tourism sector of KEEA is underdeveloped. The Deputy Coordinating director of KEEAMA mentioned:

“I said there is still a lot more to do, more room for improvements. It is underdeveloped. There is potential, but it is underdeveloped, ....., We have not fully handled the potential” (Field data, 2022; Deputy Coordinating Director, KEEAMA).

This statement is an indication that, KEEA’s tourism sector has not exploited its full potential, even though, the Central region of Ghana is touted as the tourism hub of Ghana (Adu-Ampong, 2017). Surprisingly, the data shows that KEEA is recording a high rate of tourist visits as a result of the Elmina castle. Some of the responses were:

“Yeah, tourism in the region is good. For some time now, we have seen, a lot of increase in visitation, since Kakum National Park was established, together with two castles that is Cape coast & Elmina” (Field data, 2022; Admin. Assistant, GHCT).

“Okay. Basically, direct benefit of tourism. The Elmina castle has [in] last two years, from my statistics I know, [in] nationwide [has] one of the highest tourists visit in Ghana” (Field data, 2022; Planning Officer, KEEAMA).

“In terms of tourism promotion, it is bigger, and I would say maybe even better than the rest of the country” (Field data, 2022; Regional Director, GTA).

In addition to the participants’ submissions on the development level of the tourism sector of the municipality, participants emphasised some major areas the tourism sector is lagging (indicators of tourism development), even though, there is high tourist arrivals in the municipality. According to the participants, locals regularly benefiting from tourism shows that the tourism sector is in a developed state. On the part of tourism products and services,



participants believe that KEEA's tourism sector can be considered developed when tourist products and services are diversified and not one-sided. Moreover, the diversified tourism products or services should be sold to potential tourists in a holistic way. This will lead to a continuous increase in tourist visitations and an exposure of all the tourist attractions within the municipality. Majority of the participants in their own words said:

"If the locals are not benefiting how can the community develop. It is money that we use to develop the local economy of the local community. The money that people bring to inject, they take the money back. Because there are no activities for them to spend the money on. For instance, last two months, a white man came here that he was expecting to spend 200 dollars. What he bought, the money was not up to 50 dollars, He told me here. There are no activities apart from the castle, the [tourism] products [and services] are limited around the castle" (Field data, 2022; GMMB Director, Elmina Castle).

"... the tourism sector here should be spread out, and not only the castle. Even the ecotourism at Eguafo-Dumpow should be developed" (Field data, 2022; Head of Tourism Subcommittee, KEEAMA).

"I say its development in terms of, like growth. That is the number of tourism establishments. That is very key. I also see tourism development in terms of the visitations to our attractions" (Field data, 2022; Regional Principal Standard & Quality Officer, GTA).

"Yes, when it comes to tourism development, the supply and the value chain is critical. I mean, there are so many things that you need to consider and the players or the stakeholders, a lot. I mean, sometimes people tend to forget and that it is [not] only the attractions. Forgetting about how you [the tourists are] going to get there, their communication line, like what are the safety, security measures" (Field data, 2022; Regional Director, GTA).

These submissions from the participants reveal the measures and factors that when in place can put KEEA's tourism in a better position. Many were of the view that, although there may be an increase in visitation, the situation of limited tourism product does not make visitors stay longer and spend much when they arrive at the destination for tourism purposes. The Elmina castle has become the only major tourist attraction that tourists visit when they are in KEEA, this leads to the sector not benefitting holistically. Other possible tourism products not being patronized, locals not realising the relevance of tourism and the poor integration of the tourism supply chain are some of the consequences that were identified. In addition, although, locals in KEEA, precisely Elmina acknowledge that, their home community is a tourist destination to others, they have nothing significant to show as their benefit to that effect.

### 4.3 Local Governance Capacity for Tourism Development

The focus of the research study on the capacities of local government as per the theoretical framework looks at three major components (images, tools, and action potentials). These components were assessed on two levels, the intentional and structural levels.

#### 4.3.1 Images

##### 4.3.1.1 *Intentional Level - Visions*

Visions can be regarded as the end goals of an individual, an entity, or a group of people. These end goals are yet to be achieved, hence are considered as intentions or imaginations. The intentions serve as the guidelines that influence the actual activities of the individual or entity. With regards to tourism development, visioning or planning is important (Cooper, 2002). The visions/plans become the blueprint that tells what should be done and what not to be done. KEEAMA as a local government authority is responsible for the growth and development of the municipality. It is the duty of KEEAMA to roll out strategies and put in place measures that would foster development in all aspects of the municipality's economy. The Planning officer of KEEAMA said:

“Basically, as the establishment of the local government is to ensure the development of the municipality. So, the municipality as an authority, has the legislative, executive mandates to ensure total development of the municipalities. Building the capacity of the people, harnessing the resource potentials to develop the people, ensure peaceful and very conducive atmosphere for businesses to thrive. Socioeconomic development, education, health equity. So, all the facets of the local economy, [we] have to ensure [their] total development” (Field data, 2022; Planning Officer, KEEAMA).

This information makes it clear that local government authorities play a major role in the development of local economies. Tourism as part of the local economy puts responsibility on KEEAMA to ensure its development within the municipality. The data collected reveals that, KEEAMA has much interest in the development of tourism. The local government authority believes tourism possesses great potentials that can be used to boost the local economy. This is because tourism has the ability to impact the local economy positively. The data shows that, KEEAMA believes that the development of the tourism sector improves other aspects of the economy, being it hospitality, transport, and retail businesses within the local economy. According to KEEAMA, tourism can increase income earnings in various ways, it can create employments and increase the internally generated funds (IGF) of the municipal authority. This eventually will contribute to KEEAMA's ability to make certain developmental projects for the municipality in future. A participant from KEEAMA also added that, the development of tourism ensures the continuous improvement of social amenities and communal services such as water, sanitation, security, and lighting systems. In his own words he said:

“Basically, direct benefit of tourism, the Elmina castle has [in] last two years, from my statistics I know, [in] nationwide [has] one of the highest tourists visit in Ghana. So, as per the visits, the local in terms of their hotel industry, the local economy, what to buy, what to eat, transportation industry. basically, are improved, because tourists, when they come, they visit the beach resorts, purchases are increased, income levels of these businesses are increased. The assembly also take, internally generated fund (IGF) from these businesses. So, the assembly’s IGF or the capacity to improve their local finances, is improved when tourist arrivals or tourist visits improve and basically, when these incomes are improved, road network is being improved. Water and sanitation issues are improved, security issues, lightning systems are improved. The money will also be used to do, improve on small medium enterprises to improve livelihood, create employment, and improve livelihood of the people. So generally, income of the assembly through the IGF from the business operating permit that we receive from even the hoteliers, beaches, and resorts. These monies are used [or will be used] for the development of the municipality” (Field data, 2022; Planning Officer, KEEAMA).

In response to these reasons, the local government authority has ongoing measures and strategies which are aimed at putting KEEA’s tourism sector in a developed state. Some of these measures are the regular plans for tourism made by KEEAMA as per its Composite Annual Action Plans for the municipality and also an integrated tourism development proposal that is currently being put together. This integrated tourism plan would be funded by the Spanish Embassy in Ghana. The Planning officer in an interview revealed:

“.....So, but the most developed one is the Elmina castle where it is been receiving most of the tourist visits. So, the municipal assembly, looking at a competitive advantage of the municipality in its extent of, how the driving force of the local economy, we intend to approach using an integrated manner where, we will use the already high demand of the Elmina castle to also develop these potential ones. So currently we are in the process of having a plan, integrated tourism development plan where it incorporates, the potential ones and how we can link tourism in KEEA in an integrated manner. [.....]. So, we have written a proposal to the Spanish Embassy, and they intend to fund it so that we have a very workable, bankable integrated plan for implementation” (Field data, 2022; Planning Officer, KEEAMA).

This revelation by the Planning Officer of the municipality shows that, there are other tourist resources or attractions within the municipality aside the famous Elmina castle. These other attractions are not able to pull tourists enough. Hence, the need to capitalise on the Elmina castle to increase tourist visits to those attractions/sites in an integrated manner. The other resources/potential attractions as per the words of the Planning Officer of KEEAMA are “*We have the Elmina Castle, Nana Kobina Gyan Square, the Catholic Museum. We have the Dutch*

*cemetery. We have the fort St. Jago, yes, and Komenda cave, [and] Dumpow forest grove” (Field data, 2022; Planning Officer, KEEAMA).*

In addition to the actions of KEEAMA for tourism development mentioned earlier, a tourism subcommittee has been created. These actions of KEEAMA communicates a positive intention of the authority for tourism in the municipality. The Deputy Coordinating Director of KEEAMA in his interview emphasised:

“We are supposed to have five subcommittees we work with. [But], the law also gives [municipal assemblies] to look at [their] strength and develop a subcommittee around it. [Thus] looking at that particular sector. So here we have the Tourism subcommittee. Yes, that looks at issues of tourism” (Field data, 2022; Deputy Coordinating Director, KEEAMA).

It can be deduced that, KEEAMA is committed to the growth of the tourism sector of the municipality. This is because, even though a tourism subcommittee is not one of its statutory subcommittees as local government, its commitment to tourism development has contributed to the creation of the subcommittee. The committee helps KEEAMA to get first-hand reports on the state of tourism in the municipality. The intentions of KEEAMA for tourism is further confirmed by its Composite Annual Action Plans. A review of the Action Plans for the years 2020 through to 2023 attest to the level of commitment of KEEAMA to tourism development. The action plans show that, the municipal assembly’s interest for tourism has grown over the years. Every year (2020 to 2023), the municipal assembly has certain projects planned and funds allocated for the development of the tourism sector, even though the implementations are done with other stakeholders.

Table 1.0: Examples of KEEAMA’s Annual Action Plans for Tourism

Year	Action Plan	Budget Allocation/Sponsor	Collaborating Institution
2021	Feasibility studies to rehabilitate Komenda cave and make it operational	₺30,000 (District Assembly Common Fund)	GTA, GMMB, Traditional Authorities
2022	Development of Dumpow forest grove	₺30,000 (District Assembly Common Fund)	GTA, GMMB, BAC
2023	Development of Integrated Strategic Tourism Action Plan	₺30,132.62 (Spanish Embassy)	GMMB, GTA, Spanish Embassy, CEDECOM

Source: KEEAMA Composite Annual Action Plan, 2021, 2022 & 2023.

On the account of tourism players within the municipality assessing the intentions of the local government authority for tourism development, data reveals that, majority of the tourism stakeholders, and agencies; NTOs, NGOs and the private sector are not much impressed with

the actions of KEEAMA as far as the tourism sector of the municipality is concerned. Majority of the tourism stakeholders see tourism having a significant impact on livelihoods within the municipality. The participants believe that tourism can trigger the growth of other aspects of the economy and the local economy at large when the sector is put in a better position through tourism development. A detailed submission from a Tour Guide was:

“... So, when all these things are in place, we are going to maximize our profits because we are going to create more activities. When the guests also come in, they will see that we are well organized. They will have an enriched experience; they will stay longer. And spend more, for increased job opportunities for the local people. You know, the fishermen will enjoy, the restaurants, the bars, the guides, the operators, the car rentals people, you know. They make money, which would affect the local economy” (Field data, 2022; Member, Tour Guides Association).

However, majority of the tourism stakeholders emphasised that, all indications show that, KEEAMA does not have any focused intentions for tourism development in the future. This is because within the municipality there is no significant (physical) development specifically for tourism that has been fronted or is being fronted by the municipal assembly. Participants attribute it to the fact that, the local government authority lacks insights in tourism and are as well not making any revenue from tourism in the municipality. For these reasons, the local government authority is not putting in the extra efforts to make the tourism sector thrive as compared to other sectors (education, health) of the local economy. This is a claim KEEAMA may partly agree, and this is because, the municipal assembly believes it is not the core authority for tourism that can front tourism developmental projects solely. Moreover, KEEAMA insists that it is doing the best within its means, such as the tourism subcommittee and the integrated tourism plan which is underway to ensure tourism growth and development. To elaborate further, these actions by KEEAMA for tourism development aligns with the recent approach adopted by GTA to encourage local government authorities in Ghana to be tourism-focused and plan for tourism in their localities as well. The Director of GTA in his own words said:

“So, for the districts, what we are trying to do is to encourage them, at least to have their planning officers be tourism oriented and then instead of just going for permits, the monies that they get from tourism establishments within their districts, at least when they are planning, as they plan for education and for health, any planning that they do at the district level, they should have tourism as part of their [plans], and then they can always invite us. It would have been easier if, we had an office, even if not at assembly, but at least we are also present in the district, when they are doing their planning [and] when they are having their meetings. [So that], they can also initiate their own tourism projects” (Field data, 2022; Regional Director, GTA).

#### 4.3.1.2 *Structural Level – Basis for the Visions*

The structural level of governance capacity consists of the components that serve as the basis for the intentional level. In the case of this research, they are the conditions on which the tourism visions of KEEAMA are made. The KEEA municipality fortunately is within the tourism hub of Ghana. Thereby, the municipality is already benefiting from promotional campaigns initiated on the national level such as ‘Year of Return’. These factors make it a workable ground for those at the helm of affairs of the tourism sector to have great visions and plans for the tourism sector. The data shows that, majority of the participants believe there is a disconnect between the local community and tourism, even though, a few believe the locals stance on tourism is positive. This is because, the locals are not well engaged and involved in tourism. A response from the GTA Principal Standard & Quality Officer reads:

“....., the level of engagement with the local people is low. Definitely. The support they will be doing to you as compared to if you had engaged them from day one. Yeah. That level of engagement, it is not there, so expect that you will not get their support. Yeah. so, somebody, may be coming your facility somewhere. They ask a local; do you know where this facility is? They answer, [they] do not know. Right. That is to say that the people need to appreciate what tourism is bringing to them. They need to see that tourism has brought this, [it has] this number of jobs to these people” (Field data, 2022, Regional Principal Standard & Quality Officer, GTA).

This was confirmed by the Deputy Coordinating Director of KEEAMA as:

“Yeah, so, I think there is a disconnect. They [locals] are [just] doing their normal activities. There is no plan to get their buying in, you know, in that regard, but they know there is a castle, visitors come. They might be benefiting from it, but they don't know it is as a result” (Field data, 2022, Deputy Coordinating Director, KEEAMA).

Analysis of the data shows that locals are positive about tourism in the municipality, that is, they are aware of tourism in the municipality. However, the low engagement with them on the affairs of tourism has created a disconnect. They are not well informed or educated about the impact of the tourism sector on the local community.

#### 4.3.2 Tools

##### 4.3.2.1 *Intentional level – Regulatory Measures*

Tourism as an economic sector operates within certain necessary regulatory measures. These measures serve as the rules and regulations that govern the tourism operations. The research explored the measures put in place and enforced by the local government authority to ensure a sound tourism sector. Data reveals that, the tourism sector within the KEEA municipality is governed by a number of regulatory measures, be it, in the area of accommodation, transport, entertainment or food and beverages services. The data further revealed that, the local

government authority does not have full enforcement of all the necessary regulations within the tourism sector. This is because, GTA as the main regulating tourism authority is involved as well. In view of that, it was discovered that, KEEAMA as a local government authority has and enforces certain regulatory measures that have direct effects on the operations within the tourism space of the municipality. Majority of the regulatory measures enforced by KEEAMA are building permits, security enforcement, sanitation bylaws, food hygiene screening, and environmental health screening (Field data, 2022). These regulatory measures are not for tourism purposes only, but they have significant impact on the operations/services of tourism. The Deputy Director of KEEAMA said:

“...so, when it comes to the area of physical development, there is a legislation that before you build, you must come for permits from the assembly. This is to make sure development is orderly. There is also a sanitation bylaw. So, we are prosecuting people early mornings. We go to the beaches. Open defecation is an issue. So, we are prosecuting people on that. And it also comes to the area of security. That is also the serious enforcement, the police patrols, all these things we are doing. And then when it comes to food hygiene too. The screening of food vendors, if you do not have, you are prosecuted. And then in terms of the hotels too, we have environmental health officers. They go around, to do inspection of hotels, the environments and all that” (Field data, 2022, Deputy Coordinating Director, KEEAMA).

These measures tend to create a conducive tourism environment as well as safe tourism services for consumption. This is because tourists always want to have value for the money they spend on tourism products and services (Supitchayangkool, 2012).

On the part of tourism players assessing KEEAMA’s involvement in enforcing regulatory measures for tourism development, participants confirmed the involvement of KEEAMA in ensuring a safe environment for tourism. Participants from the tourism trade associations (the private sector) and from the other NTOs highlighted measures such as the permits and other bylaws that are enforced by the municipal authority. That been said, majority of the participants of GHATOF however insisted that the local government authority can still do more. Some of them believe the KEEAMA has legal authority over the entire jurisdiction of KEEA and its economic aspects as a local government, hence KEEAMA should be fully involved in everything concerning the municipality including tourism regulatory measures. One of the members of GHATOF from the Tour Guides Association insisted that the municipal authority should have a tourism desk at the KEEAMA office. This, he believes would put KEEAMA in absolute control of the affairs of the tourism sector. He said:

“At the municipality [office], they are supposed to have a tourism desk there. But I don't know how far they have been able to make use of that department. I do not know, because they are supposed to exercise control of the activities of the

tourism players and also promote tourism” (Field data, 2022; Member, Tour Guides Association).

This shows that, tourism players within the KEEA municipality are expecting a lot more from the local government. On the national level, where central government is putting together initiatives and strategies in favour of the tourism sector in Ghana, the data shows that participants expect same from KEEAMA, so that KEEAMA as a representative of central government on the local level can take maximum control and ensure the development of tourism sector.

#### *4.3.2.2 Structural Level – Resources*

On the structural level, resources are the major components to consider. In order to implement policies and measures effectively, there should be adequate availability of the needed resources. With regards to KEEAMA’s role in regulating the tourism sector for tourism development, relevant resources are employed. These resources cut across various kinds, human, technical, financial, and others. In the case of local governance system, these resources are mostly made available to local government authorities through decentralisation. KEEAMA as a local government see to the enforcement of many regulatory measures that enhance the safety and growth of the local economy. Majority of the participants were clear that, there is the need for and utilisation of human, technical, financial, and other physical resources that make KEEAMA effective in controlling the tourism sector of the municipality. Although, the data has shown that KEEAMA does not fully regulate the tourism sector, some of its duties as the local government affect the operations of tourism. In the words of the Planning officer of KEEAMA, he said:

“We have control to ensure that they [tourism players] conform to the measures, because we are the local [government] authority, but they [the tourism sector] also have various authorities that handle that [the measures]. So, we do the very few ones” (Field data, 2022; Planning Officer, KEEAMA).

In that case, there are some levels of resources employed. The Deputy Coordinating Director said:

“.....So, the human resources would be one. [That is,] the officers we deploy to do this. And then you come to the other materials, the vehicle, and fuel. And sometimes allowances, especially for the sanitation guards, they get up at dawn to patrol the beaches, arrest people defecating around, and then we fine them, and out of that proceed, we give [the guards] something to motivate them. Like incentives” (Field data, 2022; Deputy Coordinating Director, KEEAMA).

The Planning officer of KEEAMA further affirms that:

“.....the assembly has to ensure that, there is medical officer to screen them [food venders and restaurants] and mobility to the site. Sensitization and campaigns are



all from the assembly's IGF. [.....]. Lighting systems, security, assembly ensures that there is police visibility. Assembly would have to use its resources to do that. And these officers who are in charge also receive refresher programmes through the assembly's capacity building programmes. To ensure that, highly professional services are rendered in those directions" (Field data, 2022; Planning Officer, KEEAMA).

The implementation of these measures affects the tourism sector positively. All these measures enforced by the local government authority involves majority of the authority's resources to make them effective.

#### 4.3.3 Action Potentials

##### 4.3.3.1 *Intentional Level – Stakeholder Collaborations*

The intentional level of the action potentials focuses on the actions a governing entity employ to bring other necessary stakeholders onboard to achieve its visions. The actions detail the relationship that exists between the governing entity and other stakeholder agencies. In the case of this research, the focus was on how the KEEAMA engages various public and private tourism stakeholders to ensure tourism development in KEEA. Data shows that, the relationship that lies between KEEAMA and the relevant tourism stakeholders is casual. This means that, KEEAMA does not necessarily have a formal platform to engage tourism stakeholders. However, there is some sort of collaborations between them when the need arises. Review of KEEAMA's Annual Plans for the municipality captures most of the tourism organisations and authorities as collaborating institutions in terms of implementing plans and policies for the tourism sector (Field data, 2022; KEEAMA Composite Annual Action Plan, 2023; 2022). Data collected also shows that, the collaboration between KEEAMA and the other tourism stakeholders is not an active one. Therefore, some participants even believe there is no relationship or collaboration between the two sides except when its crucial. According to the Deputy Coordinating Director of KEEAMA:

"The engagements are not even there. Because they are just operating within this clock that, it [the Elmina castle] is a UNESCO site and that the assembly cannot come in. [.....] So there, there is a disconnect" (Field data, 2022; Deputy Coordinating Director, KEEAMA).

On these accounts, it is discovered that, the occasional engagements between the KEEAMA and the tourism stakeholders do not necessarily have tourism as the focus in most cases but rather issues of public interest such as environmental hygiene, security, and taxes. Most of these engagements involve other stakeholders of the local economy as well. The Planning officer of KEEAMA said:

"From where I sit, collaborations are not so strong. It is key because of their establishments. They feel, they do not report directly to us [.....]" (Field data, 2022, Planning Officer, KEEAMA).

On the part of the tourism stakeholders evaluating the actions of KEEAMA in terms of collaborating with them. Participants say there are no efforts by KEEAMA to collaborate with them, as there is no relationship between the tourism players and the local government authority. Majority of the participants believe, the local government authority does not have tourism as its priority, and this is because KEEAMA does not understand tourism. The tourism players also believe that the KEEAMA is not really concerned about tourism because it not benefiting from tourism, not even from the highly visited Elmina castle in the municipality. The representative of the Ghana Hotels Association in his own words said:

“Let me be cynical. And suggest that from their [KEEAMA] perspective is just about revenue generation. It is just about revenue generation. There is no real interest in the health status of the work [tourism operations]” (Field data, 2022; Patron, Ghana Hotels Association).

This assertion was further confirmed by the Director of GMMB at Elmina. He said:

“In every district, we have local government offices so that they can also play a part but here is the case they [local government] do not benefit anything here. I do not see the reason why they should interfere” (Field data, 2022, GMMB Director, Elmina Castle).

According to other responses, most participants said there is no proper relationship between tourism players/stakeholders and the KEEAMA. Some of them in their own words are:

“...they have not really engaged us. Of course, it is me [TOUGHHA] who tries to always create engagement by informing them [KEEAMA] about some attractions that they can help to develop” (Field data, 2022; Vice President, TOUGHHA).

“...no, no, nothing of that sort. I have had no interaction with that [tourism] subcommittee, so I do not know anything about them. And I do not think there is any engagement by the municipal assembly” (Field data, 2022; Member, Tour Guides Association).

Furthermore, it was surprising when a participant who has worked in the tourism space of KEEA for about fifteen years and a former chair of a GHATOF member association did not know about the existence and operations of the tourism subcommittee set up by KEEAMA. According to the participant, the local government authority has not really done much for tourism development in the municipality. In his own words, he said:

“..., each municipal assembly would have a tourism committee, a tourism subcommittee. And the purpose of the tourism subcommittee is to look at those issues that enable tourism to thrive in that area. Uh, KEEA [MA] has not attempted to set [up] such a subcommittee all these years” (Field data, 2022, Patron, Ghana Hotels Association).

#### 4.3.3.2 Structural Level – Legal Authority/Power Relations

Action potential as a governance capacity component focuses on the activities that aims at stakeholder collaborations. However, the possibility and effectiveness of the collaborations depends on the power relations that exist between the local government authority and the relevant tourism stakeholders. It further gives clarity on the amount or type of authority and power delegated to the local government authority. On the intentional level, the data revealed that, there is a disconnect between local government and the tourism stakeholders. This is because, the power relations between the two sides are not structured. In the structure of the local government authority, the tourism sector, its players, and its major governing bodies are regarded as a private venture that works on its own. Unlike the other sectors of the economy such as security, health, education, agriculture, utilities, and the rest that are regarded as departments attached to the central administration of the local government structure, tourism is not. Thereby, there is no consistent working relationship between the two sides, even though, KEEAMA represent the central government in the municipality. According to the Deputy Coordinating Director of KEEAMA:

“Tourism for us [KEEAMA], it is not a department, it is a [private] sector for us. We do not have a department that is fully for tourism” (Field data, 2022; Deputy Coordinating Director, KEEAMA).

The Planning officer of KEEAMA added:

“[.....] by their [tourism organisations] establishments, they have their mandates to do things by themselves [independently]” (Field data, 2022; Planning Officer, KEEAMA).

Considering the position of GTA on its collaborations with KEEAMA on issues of tourism in the municipality. The data revealed that, although GTA is the core tourism authority, KEEAMA does not actively engage them. Nonetheless, there is a business operation relationship that exist between the two. The words of the Director of GTA were:

“For the collaboration, it is there, we do not have to be sitting and meeting [all the time], but they [Local Governments] know that certain facilities in their district has come to GTA [for approval]. They [Local Governments] could go ahead and do their work without recalls to us. But for us, the law is saying that before I [GTA] recommend a facility for license, the facility has to provide a permit from the local government” (Field work, 2022; Regional Director, GTA).

This submission implies that, there is a relationship between GTA and the local government authority which is backed by law. Therefore, according to GTA, there is some form of partnership and collaboration between the two sides.

## CHAPTER FIVE

### 5.0 DISCUSSIONS

#### 5.1 Introduction

In this chapter, the results from the data analysis are discussed. The discussions are done to answer the research questions, aimed at achieving the research objectives. The discussions follow the framework of theories and concepts used for the research. The capacities of local governments in terms of visions, regulatory measures and stakeholder collaborations are discussed. In addition, the instruments that make these capacities possible are discussed as well. The discussions show that, these instruments are either facilitating or constraining factors of the local governments for tourism development. As facilitating factors, they enhance local governments' abilities and as constraints, they make it difficult or even impossible for local governments to form and utilise their governance capacities for tourism development. In other words, the availability and accessibility of these instruments determine whether local governments are able to make significant changes in the tourism sector. The chapter highlights that, legal authority/power relations within the tourism sector are the major concerns of local governments in terms of influencing the tourism sector. However, as local governments, they have some influence on tourism development, although their influence is limited. And this is because of their inadequate insights in tourism and the inconsistent relations with other relevant tourism authorities and stakeholders in the municipality. Moreover, local governments see tourism as a private sector activity.

#### 5.2 Discussions of Findings

The research study sought to assess and understand all the necessary dimensions regarding the governance capacities that local governments form and utilise for tourism development. Tourism development has become a goal of many countries in the world, of which Ghana is part, therefore these countries are taking pragmatic measures and actions to achieve it. To make these measures and actions effective, the governance capacities within these countries are relevant. And this is because, the formation and implementation of the measures are based on the governance capacities at hand. These capabilities come in various forms, tangible and intangible (Bavinck et al., 2013), and all join together comprehensively for the common good. The decentralised system of governance has been regarded as the most successful in attaining various forms of developments (Awortwi, 2011). This system of governance encourages tailor-made agencies, and it is effective for tourism development when the measures and actions of local governments are not constrained by existing factors. Thus, local governments can contribute to tourism in their respective municipalities when existing factors facilitate their actions for tourism development. The results and analyses of the data addressed the issues regarding local governments' capacities for tourism development.

### 5.2.1 Tourism Development

Due to tourism being multifaceted in nature (Farmaki, 2017), tourism development becomes a broad concept. It makes tourism development a process that involves various mechanisms to make it possible (Schegg & Stangl, 2017). Indications of tourism development have been identified in diverse ways, mostly specific to conditions existing at the destination. This is because tourism development is spatially driven (Li & Liu, 2021), thus, tourism development in an advanced country may be different from that in a developing country. In the findings, indicators of tourism development were varying, and this is because participants viewed tourism in the municipality from their own perspective, relating to their own understanding of the present conditions in the municipality. This is to say that participants had personal reasons for attributing certain indicators to tourism development. According to Wilson et al. (2001), tourism infrastructure, products and services (4 'A's of tourism) are contributing factors to tourism development. This is consistent with the research findings that, tourism in the municipality is underdeveloped due to limited products and services. Tourists who visit KEEA, only visit Elmina to have an experience of the famous Elmina castle. Development means improvement (Duran et al., 2015), therefore, tourist products and attractions should be diversified, making it possible for tourists to have new and more experiences. This will help open up the other tourist attractions for patronage by tourists.

From the findings, it is realised that locals are central when tourism development becomes a concern. This is because, the local community plays significant roles in the development of tourism through being acceptable and hospitable to tourists, rendering basic services to them, and also maintaining a safe environment for tourism. Locals also have the ability to uphold indigenous knowledge and culture (lifestyle) which can serve as a source of experience for tourists (Nagarjuna, 2015). In return, the local community should enjoy some benefits. These benefits enhance the welfare of the local community (Ertuna & Kirbas, 2012), they are the employments created (self-employment and employment given by tourism facilities), and revenue/income increase for local businesses such as businesses (agriculture and fisheries) that supply raw materials to hotels and restaurants. The local community can also have access to social amenities like educational and health facilities built from the proceeds from tourist sites and attractions located within the community. However, the study findings show that, currently, there is no project benefiting the local community of KEEA that is fronted by a tourism resource, not even within Elmina which has the famous Elmina castle. In terms of other avenues such jobs, income and the likes, the locals are not benefiting much. This indicates that, tourism in KEEA has not been well positioned in terms of development (KEEAMA, 2023a). According to research by Hanafiah et al. (2013), locals would perform their roles effectively in contributing to tourism development when they are benefiting significantly from tourism. In other words, there cannot be tourism development when the local community is not benefiting from tourism. This is why a research conducted by Asa et al. (2022) in Namibia concluded that locals should be educated on the influence they have on tourism development and how they benefit from it.

## 5.2.2 Local Governance Capacities for Tourism Development – Agency of Local Government

This subsection discusses the governance capacity framework (Bavinck et al., 2013; Kooiman, 1999). It consists of the actions, measures and interventions established and implemented by local government for tourism development. From the findings, KEEAMA has the principal mandate to coordinate all affairs and aspects of the local economy for its growth. On the aspect of tourism and its development, the findings revealed some of the contributions of KEEAMA. This aligns with some research that concluded that local governments have a role to play in terms of tourism development (Bulilan, 2021; Ruhanen, 2013).

### 5.2.2.1 Images – Visions

Based on the principle of subsidiarity, the findings of the research show that, KEEAMA as a local government has visions and plans for tourism in the municipality. These visions and plans are put together annually and are geared towards the development of tourism within the locality. Although, most of the other tourism stakeholders (especially the private sector) are not certain about the visions of the local government for tourism, findings show the involvement of KEEAMA in tourism affairs. The local government according to its visions for the sector is planning to position the tourism sector in an integrated way. Tourism in KEEA is currently not dispersed, in other words, tourism in KEEA municipality has been concentrated in Elmina, precisely the Elmina castle, leaving the other parts. This is why the other tourism stakeholders are not impressed by KEEAMA's actions towards tourism since these players (GHATOF especially) are the core services providers within the tourism sector. An integrated tourism development approach would help provide tourism services to tourists in a holistic way in terms of information and infrastructure (Reza, 2019). This makes it possible for the positive impact of tourism to be realised. From the findings, it is realised that these visions were birthed out of the positive impact tourism can have on the local economy of the municipality. Through tourism, other aspects of the local economy have the tendencies of developing and growing, and affecting lives of the local community positively such as job creation and social recognition (Ntibanyurwa, 2006).

### 5.2.2.2 Tools – Regulatory Measures

Tourism governance is instrumental in terms of regulating the tourism sector. Tourism can thrive when the necessary regulatory measures are applied effectively (Luo & Zhang, 2014). Through tourism governance, a regulatory framework for the tourism sector is made available to its players. This framework regulates the development, management, and practices/activities of tourism. In this research various regulatory measures were identified as the regulations governing the tourism sector of KEEA. According to the findings, these regulatory measures ensure a conducive environment for tourism activities. It assures tourists safety, satisfactory experience, and value for their money. However, this research has drawn attention to the effectiveness of the regulatory measures. The findings show that, there are two major public tourism governance bodies within the municipality – GTA and GMMB – that enforce regulatory measures for tourism. As noted in the research of Adu-Ampong (2017), the

GTA comes out as the primary tourism regulatory body. In accordance with the local governance system in Ghana, the local government as a representative of the central government has the mandate to enforce certain regulatory measures. The research findings show that, some of these regulatory measures enforced by the local government have direct influence on the tourism sector. In that case, there is some influence of KEEAMA in tourism regulations. This aligns with the assertion made by Helmsing (2002) in his research that, local governments have the role as enablers. Thus, they have the mandate to regulate the ecosystem for other actors to effectively operate within it. For instance, building permits given by the local government (KEEAMA) influences where tourism infrastructure such as hotels, restaurants, tour firms and the likes are situated to ensure proper settlement and safety.

### *5.2.2.3 Action Potentials – Stakeholder Collaborations*

Stakeholder collaboration is an important component for tourism development and management (Bulilan, 2021; Saito & Ruhanen, 2017). Through such effective collaborations and involvement of necessary tourism stakeholders, tourism at a destination can be put in a better position. This is because, the government or tourism stakeholders alone cannot ensure tourism development at a destination (Bornhorst et al., 2010). In other words, the positive impacts of tourism can be achieved when measures are taken and implemented collectively. The research in that light, assessed the collaborations between the local government and tourism stakeholders in KEEA. From the findings, it has been made clear that, there is a less active collaboration between local government and tourism stakeholders. The collaborations between the two sides are based on open invitations, and there is no official or strict compliance. In addition, the findings recognised that, such collaborations happen only when the need arises, just as it is captured in the Annual Action Plans of the municipality. This shows that, despite the call for a constant active relationship and collaboration by Chaperon (2017) between local governments and relevant tourism stakeholders for tourism development, the situation in KEEA is different. This has resulted into the difficulties in effectively developing the tourism sector of KEEA. In the research of Ruhanen (2013) in Queensland, Australia, tourism development is faced with some difficulties even though there is an active involvement of local governments in the tourism governance. Although local governments in Australia have the legal authority to ensure development just as it is in Ghana, these difficulties come because, the relevant tourism stakeholders who are to collaborate with the local governments are absent. This reflects the situation in KEEA. However, in the case of KEEA, it is rather the governance of local government that is not actively present in tourism governance as compared to the other tourism stakeholders – GTA, GMMB and GHATOF. Therefore, even though GTA believes it has a working relationship with the local government, the tourism sector in KEEA is still struggling in terms of development. Moreover, according to Liu (2003), tourism has moved from being a private venture to become a collaborative one, that should consider the needs of all relevant stakeholders in its planning and management.



### 5.2.3 Local Governance Capacities for Tourism Development - Facilitating or Constraining Factors

Governance actors on forming and implementing their capacities for tourism development can be effective when they have access to certain structures. These structures are the components on the structural level of the governance capacity framework (Adu-Ampong, 2021; Bavinck et al., 2013; Kooiman, 1999). These components depending on their accessibility and availability to local governments, in terms of quantity and time facilitate or constrain the actions of local governments for tourism development. The findings show that, these components come in diverse ways, and they are the structures that make it possible for local governments to achieve their goals. Therefore, the tourism visions of local governments, their ability to enforce tourism regulatory measures and collaborate with other tourism stakeholders for tourism development are based on these structures. These structures are discussed in the following subsections as the basis for visions, resources, and legal authority/power relations.

#### 5.2.3.1 *Images – Basis of Visions*

According to Kooiman and Bavinck (2013), there are some factors that give the visions of local governments substance. These factors are the conditions that make the visions realistic. Adu-Ampong (2021) in his research identified a number of these factors – culture, data collection and analysis, convictions, and the likes. They tend to have influence on the visions formed by local government for tourism development. In this research, participants in their submissions, and the Action Plans for KEEA revealed the concerns of KEEAMA for the development of tourism. To this effect, the major factors that were identified as the basis of the visions of KEEAMA are: the great tourism potentials of the municipality and the acceptance of tourism by the local community. Firstly, the municipality is endowed with a lot of tourism resources that have high abilities of serving as push and pull factors for tourists. The KEEA municipality, most especially its capital, Elmina has much association with Ghana’s colonization and slavery histories (Jeychandran, 2014; Oppong et al., 2018). Another major factor per the findings was the acceptance of tourism by the local community, both factors are serving as facilitating factors. Locals’ acceptance of tourists in their local communities is a ground for tourism development (Thyne et al., 2006). According to the findings, the locals of KEEA are aware that their home community, especially Elmina is being patronized by foreigners for tourism purposes yet, there is still a disconnect between the locals and tourism. This is an indication that, locals are not well informed about tourism and its impacts. The disconnect can be a possible constraint for tourism development in terms of putting effective visions, ideas and plans together.

#### 5.2.3.2 *Tools - Resources*

Resources employed by local governments to fulfil their responsibilities come in diverse ways. Majority of them are human, financial, technical, and material (physical) (Adu-Ampong, 2021). The focus of the research is on the use of the resources in implementing regulatory measures



towards the development of tourism for the KEEA municipality. However, the findings reveal that, the resources play a role in the formation of the tourism visions for the municipality as well. This aligns with the assertion by Kooiman and Bavinck (2013) that the resources are the instruments put to actions to achieve the images of governments. In this research, it is realised that human, financial, technical, and material resources are utilised by KEEAMA in ensuring the compliance of regulatory measures by its subjects. For instance, the skills of municipal environmental officers, giving incentives, and the capacity building programmes offered are some of the examples of resources used. On the part of the visions, KEEAMA needs a tourism professional (human and technical resources). Moreover, available funds are allocated for tourism development plans yearly. This reveals the financial investment made by KEEAMA for tourism development as done by local governments in Ireland (Local Government Management Agency Ireland, 2017). On the account that KEEAMA does not have a department or unit for tourism, it makes it lacks a tourism expert working within its administrative structure (KEEAMA, 2023b). This partly can be considered as the reason for the ineffectiveness of the tourism sub-committee. Therefore, making it difficult for KEEAMA to make strides within the tourism space of the municipality. The situation reflects the research of Churugsa et al. (2007) in Koh Tao, Thailand. In their research, the Tambon Administrative Authority (TAA) is a local government authority endowed with the necessary legislative authority just as KEEAMA. However, the research concluded that, the Tambon Administrative Authority was not able to ensure and promote tourism development because it lacked tourism development knowledge and expertise. Surprising, lack of funds was not a major concern raised in this study of KEEA, as it is for other research in similar context (Churugsa et al., 2007; Rogerson, 2020).

### *5.2.3.3 Action Potentials – Legal Authority/Power Relations*

Authority and power are essential in the scope of governance with regards to development (Saito & Ruhanen, 2017). Governors will be able to do what is expected of them when they possess the required authority and power. Findings of this research reveal that, local governments' ability to effect developmental changes are influenced largely by the authority and power they have. Local governments are delegated with the necessary authority and power from central government to coordinate all national affairs on the local levels (Awortwi, 2013). The findings show that, KEEAMA has the legal authority as local government to coordinate all aspects of the local economy to ensure growth and development. In this regard, KEEAMA operates as the central administration of the municipality, working alongside all the sectors of the local economy (health, education, agriculture, finance, and the likes) as departments. With tourism, KEEAMA regards it as private sector activity that works on its own. And it is the reason why it does not have it as a department in its governance structure. Local governments operate with the legislative authority they possess. The legal authority gives them the right to take actions and measures in the interest of the local community. With regards to tourism development, the legal authority is needed as well, as it gives local governments the power to influence the structures and operations within the tourism sector.

It is for such similar reason that in the case of Koh Tao, Thailand, research noted that, the Tambon Council and Tambon Administrative Authority act was amended in 1995 to specifically make tourism development a responsibility of the TAA (Churugsa et al., 2007). The same is found in Australia where the constitution of the country and local government acts give local governments substantial legal authority over their tourism sectors (Ruhanen, 2013). This is why, although KEEAMA has the legislative mandate as a development authority for the municipality, it does not have substantial authority over the tourism sector of KEEA and its governance, especially over the major tourism authorities. As a result, KEEAMA is unable to have formal active collaborations with the other relevant tourism stakeholders for tourism development.

Power relations among stakeholders is another vital component that influences possible collaborations among tourism stakeholders at a destination (Saito & Ruhanen, 2017). According to the findings, a major challenge confronted by such collaborations by KEEAMA is the levels of power relations that exist between local governance and tourism governance. This confirms what Adu-Ampong (2021) has noted in research that, the action potential capacity (stakeholder collaborations) considers the power that exist between the different tiers of government. Ruhanen (2013) in her research in Queensland, Australia also confirms that, power relations become a constraint to tourism development when power becomes a struggle among the relevant governing stakeholders at a destination, both public and private sectors. For instance, according to the research findings, all efforts by KEEAMA to work (collaborate) with GMMB at the Elmina castle for infrastructural development has failed. Even though, KEEAMA is the local government authority governing the entire municipality, the Elmina castle according to GMMB, is a UNESCO World Heritage Site and for that matter, it complies mainly to the standards of UNESCO. Hence, it does not allow KEEAMA to have major interferences in its operations. This makes it difficult for KEEAMA to efficiently achieve its plans (and visions) for tourism. This underlying condition (legal authority/power relations) constraints the possibility for an active stakeholder collaboration between local governance and tourism governance. Therefore, it necessary to discuss and ascertain the structure of tourism governance within the local governance system.

#### 5.2.4 Local Governance and Tourism Governance – The Decentralised Governance System of Ghana

In the context of development, the decentralised system of governance is stressed as the effective system (Awortwi, 2016). This is because, decentralisation is believed to facilitate efficient delivery of services (Yüksel et al., 2005) and promotes development. According to the findings of the research, KEEAMA is a local government authority that have the mandate of ensuring development with the KEEA municipality. However, as recognised earlier, its collaboration with the tourism governance system in KEEA is low as compared to the other aspects of the local economy. Findings show that, tourism governance in Ghana is decentralised as well. Apart from the Ministry of Tourism, Arts and Culture (MoTAC), the GTA is the major policy implementing and regulating body within tourism governance in Ghana

(Adu-Ampong, 2017). This structure makes GTA works on its own with little to no external influences from outside the tourism space. For a holistic tourism governance in Ghana, the findings further revealed that, GTA has regional and district offices almost across the country, of which there are plans to reach other MMDAs that are yet to have a GTA office (Field data, 2022; Regional Director, GTA). However, regional offices serve such districts of which KEEA is one of them. The major problem identified with this case study is the disconnection between local governance and tourism governance.

Findings show that, Ghana's decentralised tourism governance is not embedded within its local governance system. Both function in their separate ways. This is further confirmed with the Local Governance Act of Ghana, 2016. According to Sections 77(1) and 78(1) of the Local Governance Act, 2016 (Act 936), tourism as a sector is not recognised as part of the decentralised public service sectors in Ghana, therefore does not have a department in the local governance structure (Republic of Ghana, 2016). This was the same major reason identified by Adu-Ampong (2016), as the cause of the ineffectiveness of the Elmina 2015 Strategy that was led by KEEAMA to leverage tourism as a tool for local economic development. This confirms the severity of the current governance situation between local governance and tourism governance on tourism development in KEEA. This finding from KEEA contrasts the research finding by Rogerson (2020) in South Africa, which is also an African country. In that research in King Sabata Dalindyebo (KSD) Local Municipality, a local government authority in South Africa was/is responsible for managing its tourism sector in its entirety. The research captured tourism as a department of the local government authority of KSD. In other words, local tourism governance in South Africa is embedded within or aligns with the country's local governance system. It is not different from the situation in Australia and this is because of the country's various local governance acts (Ruhanen, 2013). However, it is not the situation in Ghana, where tourism governance even at the local level is disconnected from local government structures and processes. Having mentioned that there is a formal structural connection between local governance and tourism governance in the case of South Africa, local governments in the country have still not been able to better position tourism as far as its development is concerned. And this is because of challenges such as corruption, lack of funds, and higher levels of government control (Rogerson, 2020).

As established earlier, the local governance structure in Ghana sees tourism as a mainly private sector activity. This is why the local administrations of GTA cannot be recognised by the local governance structure as the tourism departments attached to local government authorities as it is done with most of the other sectors. For the other sectors – education, health, agriculture, housing, and the likes – their governing bodies within the municipality serve as departments attached to the central administration of the local government authority (KEEAMA). This promotes consistent work relationship and active collaborations between the two sides, where the distance of location between them whether far or near does not matter. This makes it possible for KEEAMA to make and implement decisions for those sectors for the common good of the local economy. Since it is not the same with the tourism sector, it makes

it difficult for local governments in Ghana to efficiently implement tourism plans and decisions, even though they are endowed with a legislative authority. It aligns with the research findings of the case study in Thailand by Churugsa et al. (2007), which asserts that local governments can be endowed with the adequate legislative authority/capacity and may still not be able to do much for tourism development due to other external reasons (challenges) such as deficiency in tourism knowledge, inadequate budget and poor staffing.

With regards to tourism development in KEEA, most of the challenges noted in the research of Rogerson (2020) in South Africa and Churugsa et al. (2007) in Thailand did not come up as major constraining factors to KEEAMA in Ghana but rather the disconnect that exist between local governance and local tourism governance. On the contrary, Section 81(1) of the Local Governance Act, 2016 (936) of Ghana emphasises that, local governments (and their departments) can collaborate or co-operate with non-decentralised sectors and other public organisations for the purposes of development and management within their municipalities or districts (Republic of Ghana, 2016). Therefore, there is a possibility for some sort of formal connections between local governance and local tourism governance. This can give meaning to the findings about the open nature of the collaborations between KEEAMA and the other tourism stakeholders. Thus, the collaborations happen only when they become necessary. It can also be linked to the claim by GTA established in the findings that, it has a working relationship with all local governments in the country which is backed by law. On the other hand, the private sector tourism operators (GHATOF) within KEEA mostly deal directly with the two tourism governing bodies (GTA and GMMB), and other related ones when the need arises. The legislative authority possessed by KEEAMA as in the case of Thailand (Churugsa et al., 2007) is the governance capacity that gives KEEAMA the mandate to plan and enforce regulatory measures for its tourism sector.

## CHAPTER SIX

### 6.0 CONCLUSION AND RECOMMENDATIONS

#### 6.1 Conclusion

Tourism development as an achievement can be made possible when all relevant stakeholders are involved, both public and private sectors. Local governments are part of these stakeholders that contribute to tourism development. The research concludes that, tourism is a sector that possesses great potentials that can develop the KEEA municipality holistically. It is a sector that has many economic benefits that can transcend to other sectors of the local economy. However, many of these benefits are yet to be reaped. From the research, it is realized that tourism in KEEA is still underdeveloped despite its tourism advantages – tourist attractions, potential tourism resources and hospitable local community. This is because, tourism in KEEA has many untapped products, attractions are limited (only focused on the Elmina castle), poor packaging and locals are not benefiting much from tourism. This shows that, there are a lot more to be done by the relevant stakeholders to ensure that the tourism sector in KEEA develops and grow.

The outcome of the research also shows that, local governments have the responsibility of coordinating all activities and affairs of their local economies for growth and development. The KEEAMA as the local government authority, has the legal responsibility as the development authority. It coordinates the activities of other stakeholders within the local economy. In that light, the research revealed that, KEEAMA has some influence and impact on the tourism sector of the local economy. The research further concluded that, there are two major public (implementing/regulating) bodies within the KEEA that are for tourism, the Ghana Tourism Authority (GTA) and the Ghana Museums and Monuments Board (GMMB). The GTA by its establishment is the major governing body of tourism in Ghana that implements the policies and measures from Ghana's tourism ministry (MoTAC) for the tourism sector. Therefore, it has offices in some regions and districts across the country. In addition, the research recognizes GMMB as one of the major tourism bodies in KEEA, and this is because of the nature of tourism attractions at the study area, precisely Elmina. GMMB is the public body responsible for preserving Ghana's material cultural heritage, and in KEEA, the Elmina castle and Fort St. Jago make GMMB relevant. In summary, these two bodies per the research are identified as the core with regards to tourism governance in KEEA.

On the role of local government for tourism development, the case study concludes that local governments according to their governance capacities contribute to tourism development. From the research, it is realized that KEEAMA as part of planning and allocating funds for various sectors of the local economy, has some plans and measures for tourism development. The local government within its governance capacity outsources tourism experts in order to put together effective plans and visions that have the potentials of making the tourism sector great. This makes it clear the need for local governments to understand and having proper

insights in tourism. From to this research, the local government (KEEAMA) lacks the expertise of tourism making it difficult for it to make relevant progress as far as tourism development is concerned. It is also recognized that, the local government in its mandate of regulating the activities of various stakeholders that operate within the local economy, tend to have direct control or influence in the governance of tourism. Local government influences the operations of tourism players through many regulatory measures such as permits and hygiene concerns through inspections. The research concludes that, these regulatory responsibilities help provide a safe and conducive environment for tourists' satisfaction. This, in a long term promotes tourism development.

To continue, it is established in the research, the relevance of various forms of resources. The availability of these resources – financial, human, material, and technical – makes it possible for KEEAMA to contribute to tourism development. The case study recognizes that, the local government in terms of implementing its tourism regulatory responsibilities have all the required resources, and through these resources (technical and financial), the local government is able to make and implement plans aimed for tourism development.

On the other hand, although, the public sector is making contributions to tourism development in KEEA, efforts of other stakeholders within the private sector are not undermined. According to the research, these private stakeholders are the tourism services providers. They provide the necessary services to give tourists the best of touristic experiences in KEEA. From the case study, it is realized that the private tourism stakeholders are not satisfied with the efforts and contributions of KEEAMA towards tourism development. For this reason, the research assessed the level of collaboration that exists between local government and these tourism stakeholders. The research concludes that, there is no form of formal collaboration between the private stakeholders of tourism and local government. However, the collaboration between the tourism sector and local government in KEEA is the business relationship/collaboration that exists between local government and the two public tourism bodies (GTA and GMMB). This collaboration according to the research is not consistent. On the part of GTA, its responsibilities and that of local government for the tourism sector complement each other. Also, the research realized that the relationship between GMMB and local government is very poor. This is because of the UNESCO status of the Elmina castle. GMMB as the management of the castle on this ground makes it impossible for local government to have influence on the operations of the castle, making collaborations ineffective. For this reason, a disconnect has been created.

In terms of the research objective in assessing the authority and power of local governments in the tourism sector, it can be concluded that, local government considers the tourism sector as a private sector that works on its own. Even though, the decentralized system of governance has endowed local governments with the legislative authority to operate with, KEEAMA which is the municipal authority has limited influence on the tourism sector as compared to other sectors of the local economy. The tourism sector does not have a department within the administrative structure of KEEAMA like other sectors have. And it is

because tourism governance in Ghana is not delegated to local governments on the local levels. Both governance systems operate in separate ways. For this reason, the local government regards this as a major factor for its inability to do so much for tourism development. However, within its mandate as the development authority for KEEA, it outsources experts in the tourism space when the need arises through meetings and invitations to put measures and plans together for the development of the tourism sector. In the case of KEEAMA and by extension other local government authorities in Ghana, local governments can effectively contribute to tourism development in their localities when these identified challenges are resolved accordingly. Possible recommendations have been suggested in the latter part of this chapter. Moreover, effective strategies identified in this case study should continue and can be emulated by others in similar context as well.

Putting the insights from this research into general perspective, it can be recognized that any country around the world having regional and local governance authorities is practicing the decentralized system of governance. This governance ensures effective tailor-made developments at local levels. To make tourism development evident in such countries, local government authorities should be endowed with all necessary capacities. These capabilities are the resources that local government authorities operate with effectively to effect developmental changes. The capacities are in diverse ways, however, all of them are utilized holistically. In other words, local governments, even though are responsible for the development and growth of the local economies cannot achieve them if all these capacities are not made available to them on time and are not in the right quantities. For instance, a local government authority with all the expertise in tourism development without adequate financial resources cannot effectively develop the tourism sector of its municipality. In addition, the nature of tourism as established in the research shows that tourism governance involves diverse stakeholders – both public and private sectors. This recognizes that, tourism development at a destination is more successful through active stakeholder collaborations.

Most tourism sectors around the world involves the private sector as a major stakeholder. Therefore, to make local government effective within the tourism sector, there is the need for local governments to be endowed with the legislative authority that sufficiently gives them power over the local tourism sectors. This authority enhances active formal collaborations between local governance and tourism governance. Local governments without this mandate and structures create a disconnect between local governance and tourism governance. Therefore, making both sides to operate in their separate ways. Tourism is a major concern in Ghana and in other many countries across the world especially in Africa. Therefore, it is necessary for tourism governance to be integrated or embedded within local governance, just as central governments have the legislative power over the entire economy of a country. This, including the other relevant capacities mentioned earlier are the factors that when made available to any local government authority can make it effective for tourism development.

## 6.2 Limitations of Research and Future Considerations

There were some limitations that were encountered throughout the research, even though, it was successfully conducted. To start with, the research had some time constraints since it is a thesis work that had to be conducted within a stipulated period. Due to this, certain tourism stakeholders, specifically in the private sector who were primarily selected as part of the research participants were taken out because of their unavailability during the data collection period. This may have influenced the findings of the research. The research did not also consider an interview with the Municipal Chief Executive (MCE) of KEEA and the MoTAC. An engagement with MoTAC could have further deepened the knowledge on local tourism governance within the local governance system. These could have given the research findings some further details. In addition, the conclusion of the research shows that it would have been relevant to engage the Ministry of Local Government and Rural Development. Since, this is the ministry responsible for local governance and development in all local areas in Ghana.

Considering the findings of the research, the framework used could have taken a different tangent to make it more specific. The framework for the research was very broad, though it was able to assess diverse angles of local governance capacities for tourism development. The framework could have focused on the three major governance capacities only and explored their respective components in relation to tourism development during the fieldwork. This would have made the assessment of the two levels of the framework more objective to the study area. Findings of the research show that a more specific framework could have given further details to the major problem identified from the research – the cooperation between local tourism governance and local governance systems.

In the future, the research should consider engaging all these relevant institutions that are in connection with tourism and local governance in Ghana. The research can also further focus on investigating the decentralized nature of tourism governance in relations to local governance and development in Ghana, using a more specific framework. This could provide details on the governance system practiced within the tourism sector in Ghana. In addition, a more specific framework could allow the researcher to focus on a specific aspect of the research subject. This would give the researcher the ability to explore in depth the research subject. On the other hand, the research can employ a mixed method approach, precisely the explanatory sequential mixed method to first capture the existing capacities formed by local governments through questionnaires (quantitative analysis) and further analyze how the capacities are utilized for tourism development through interviews (qualitative analysis).

## 6.3 Recommendations

### 6.3.1 Effective Local Governance Capacity for Tourism Development

Local governments already per their status and mandate have the responsibility to ensure development. Local governments do this through their capacities and abilities delegated to



them through decentralisation. As an authority regarded by law, there are other factors that make its operations effective. In the various fields of the local economy, local governments have been recognised as playing some significant roles in the development and growth of the local economy. Tourism development has been assumed as part of the activities of local governments in Ghana, especially in tourism-dominated areas since the central government of the country has tourism development as an agenda. This is not surprising because research as far back in 1998 recognises local governments as the most efficient to coordinate tourism development (Timothy, 1998). Currently, there is a new legislative instrument in Ghana passed in 2019, that allows local governments to be represented on the management boards of tourist attractions/sites (the Tourist Sites Regulations 209, LI 2393). This shows the relevance of local governments in the tourism sector. This research has concluded that local governments contribute to tourism development in Ghana. However, there are some factors that are challenging their efforts to effectively contribute to the achievement of this feat, of which the lack of alignment between tourism governance and local governance is the major one. Using this research case study as the focus, local governments' capacities for tourism development can be effective when the following recommendations are considered:

Firstly, local governments should engage the expertise of tourism development professionals. This can be done by giving the development planning unit of the municipal authority some tourism training through capacity building programmes. This will make local government efficient in dealing with tourism development issues in their localities.

To continue, the local government structure should consider making the tourism sector a department. This will make the activities of the subcommittee on tourism put together by local government authorities more active. Local government authorities can consider having a tourism desk within their space if not a fully-fledged department, as it is not permitted by the laws of the country. The tourism desk, unit or department can provide tourism expertise to the local government. In addition, the criteria and discretion used to put together the tourism subcommittee should change, to making it more mandatory for all MMDAs, especially areas recognised by the country as tourism hotspots like Elmina.

Furthermore, active, and consistent collaborations among local governments and various tourism stakeholders is the way to go as far as tourism development is concerned. In a long term, it is recommended that, the Government of Ghana should consider making tourism one of the decentralised public services sectors. This backs up the previous point made about making tourism a department within the local governance structure of Ghana. This research has confirmed the significance of local governments in tourism development; therefore, it is important that tourism governance is made to align with the general local governance system just as most of the other sectors of the economy. This will promote and encourage consistent and active collaborations between the various levels of government and the tourism sector. Moreover, in the short term, thus until this legal structure is amended, both GTA (and other tourism bodies) and local governments in Ghana should efficiently utilise the collaboration/co-operation opportunity between local governments and non-decentralised sectors as per the

Section 81(1) of the Local Governance Act (Act 936) of Ghana. The Act allows collaborations of this sort for purposes of development, of which tourism development qualifies.

Finally, these recommendations when considered effectively by the respective sectors and institutions or stakeholders will help make local governments efficient for tourism development. Moreover, there should be deliberate efforts to engage the local community in the tourism sector. Other areas of local governance in the tourism sector that are not considered in this research will as well be affected positively. These, in a collective and a comprehensive perspective will well position local governments in Ghana, and largely in other countries with similar context to contribute to tourism development agendas.

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## APPENDICES

### Appendix I: Research Participants

Table 1.1: List of Research Participants

Category of Institution	Name of Institution/Association	Number of Participants	Position of Participants
Local Government Authority	Komenda-Edina-Eguafo-Abrem Municipal Assembly (KEEAMA)	3	<ul style="list-style-type: none"> <li>Deputy Coordinating Director</li> <li>Planning Officer</li> <li>Head of Tourism Subcommittee</li> </ul>
Tourism (Public sector)	Ghana Tourism Authority (GTA)	2	<ul style="list-style-type: none"> <li>Central Regional Director</li> <li>Principal Standard and Quality Officer</li> </ul>
Tourism (Public sector)	Ghana Museums & Monuments Board (GMMB)	1	Municipal Director
Tourism (Non-governmental organisation)	Ghana Heritage Conservation Trust (GHCT)	1	Administrative Assistant
Tourism (Private sector, GHATOF)	Tour Guides Association of Ghana	1	Member
Tourism (Private sector, GHATOF)	Tour Operators Union of Ghana (TOUGHA)	1	Central Regional Vice President
Tourism (Private sector, GHATOF)	Ghana Hotels Association	1	Patron/Former Chair

### Appendix II: Interview Guides

<p><b>Local Government</b></p> <p><b>Komenda-Edina-Eguafo-Abrem Municipal Assembly (KEEAMA)</b></p>
<p><b>Deputy Co-ordinating Director</b></p>
<p><b>Introduction</b></p> <ul style="list-style-type: none"> <li>years of service</li> <li>Briefly tell me about the core mandate of KEEA as a local government authority (missions and visions)</li> </ul>

- How is your office (position) concerned with or involved in development of the local economy?

**Images**

- How would you describe the position of the people on tourism?
- How would you describe a tourism sector as developed?
- In that regard, how would you consider the current state of the tourism sector with regards to its development level?
- As the Co-ordinating director, what do you intend to achieve for the tourism sector and how do you intend to do that? (your visions)

**Tools**

- What major regulatory measures are in place by KEEAMA to ensure the growth and development of the local economy?
- How do these measures affect the tourism sector?
- How are resources of KEEAMA are involved in the implementation/enforcement of these measures? (human, financial, technical, and others)

**Action potentials/stakeholder relations**

- Which other institutions/agencies does the KEEAMA work with, with regards to various sectors of the economy? E.g.: education, health, agriculture, tourism etc
- How do you see the operations of the tourism institutions/agencies for tourism development?
- What are the ways used to engage or involve the institutions within the tourism sector?
- How would you describe the relationship with these institutions/agencies that operate within the tourism sector? (legal, social)

**Planning Officer**

**Introduction**

- years of service
- Briefly tell me about the core mandate of KEEA as a local government authority (missions and visions)

- How is your office (position) concerned with or involved in development of the local economy?

**Images**

- Tell me, how tourism can contribute to the development of the local economy?
- In that regard, how would you consider the current state of the tourism sector in terms of its development level? (underdeveloped, developing or developed)
- What features would you attribute to tourism development?
- As a core official with regards to planning for the municipality, what visions does your office have for the tourism sector?
- From the experiences you have had all these years as a planning officer for this municipality, what factors are to be considered when planning for the tourism sector?
- How does the planning office see the execution of past tourism development plans formulated and implemented? (achievements & challenges)

**Tools**

- What regulatory measures are involved in the execution of development plans for the tourism sector?
- What resources are involved to make the regulatory measures active/successful?

**Action potentials/stakeholder relations**

- Which other institutions/agencies does the KEEAMA work with, with regards to the tourism sector?
- How do you consider these institutions/agencies when KEEA is planning for the tourism sector of the local economy? (the reasoning behind the considerations)
- So, how do you see their (the tourism institutions/agencies) operations for tourism development?

**Tourism Committee Head**

**Introduction**

- years of service
- Briefly tell me about the core mandate of the Tourism committee (missions and visions)

- How is your office (position) concerned with or involved in development of the local economy?

**Images**

- How would you describe the position of the people on tourism?
- How would you describe a tourism sector as developed?
- In that regard, how would you consider the current state of the tourism sector with regards to its development level?
- As the lead of the committee, where does the committee hope to see the tourism sector, and what are the practical ways to make them possible? (your visions)

**Tools**

- What major regulatory measures contribute to the growth of the tourism sector?
- How are resources of KEEAMA involved in the implementation/enforcement of these measures? (human, financial, technical, and others)

**Action potentials/stakeholder relations**

- Which other institutions/agencies does the committee consider for the growth & development of the tourism sector?
- How do you see the operations of the tourism institutions/agencies for tourism development?
- How does the committee engage or involve these institutions within the tourism sector?
- How would you describe the committee’s relationship with these institutions/agencies that operate within the tourism sector? (legal, social)

**Ghana Tourism Authority – Central Region**

**Regional Director**

**Introduction**

- years of service
- Briefly tell me about the core mandate of GTA as National Tourism Organisation operating on the local level (missions and visions)
- How is your office (position) involved in the development of the tourism sector of the local economy?



**Images**

- What do you think about tourism in the region, and specifically in KEEA?
- As the regional director of a core NTO in Ghana, how would you describe tourism development? Give some indications with regards to tourism in the region
- Tourism development is a national agenda now, how is GTA contributing to make this agenda a reality within the region?
- How would you describe the position/involvement of local governments within the region in issues of tourism development? (in terms of their visions and operations)

**Tools**

- What regulatory measures are involved in the governance of the tourism sector?
- How are the regulations necessary for tourism development?
- As the tourism authority, how can local governments be involved in implementing regulatory measures for the development of tourism?
- What resources are necessary for the implementations of regulatory measures for the tourism sector? And how?

**Action potentials/stakeholder relations**

- As the tourism authority, what other institutions do you work with?
- How does GTA engage or involve local governments in the issues of tourism?
- And how do the local government authorities also engage GTA?
- However, how would you describe the relationship between GTA and local governments in the region? (legal, social)

**Principal Standard & Quality Officer****Introduction**

- years of service
- Briefly tell me about the core mandate of GTA as National Tourism Organisation operating on the local level (missions and visions)
- How is your office (position) involved in the development of the tourism sector of the local economy?

**Images**

- What do you think about tourism in the region, and specifically in KEEA?

- As a planning/policy officer of a core NTO in Ghana, how would you describe tourism development? Give some indications with regards to tourism in the region
- Tourism development is a national agenda now, how is GTA contributing to make this agenda a reality within the region?
- How would you describe the position/involvement of local governments within the region in issues of tourism development? (in terms of their visions and operations)

**Tools**

- What regulatory measures are involved in the governance of the tourism sector?
- How are the regulations necessary for tourism development?
- As the tourism authority, how can local governments be involved in implementing regulatory measures for the development of tourism?
- What resources are necessary for the implementations of regulatory measures for the tourism sector? And how?

**Action potentials/stakeholder relations**

- As the tourism authority, what other institutions do you work with?
- How does GTA engage or involve local governments in the issues of tourism?
- And how do the local government authorities also engage GTA?
- However, how would you describe the relationship between GTA and local governments in the region? (legal, social)
- What is your take on the position of the local community on tourism?

**Ghana Museums & Monuments Board**

**Director, Elmina Castle**

**Introduction**

- years of service
- Briefly tell me about the core mandate of GMMB as National Tourism Organisation operating on the local level (missions and visions)
- How is your office (position) involved in the development of the tourism sector of the local economy?

**Images**

- What do you think about tourism in the region, and specifically in KEEA?
- As the regional director of GMMB, how would you describe tourism development?  
Give some indications with regards to tourism in the region
- Tourism development is a national agenda now, how is GMMB contributing to make this agenda a reality within the region?
- How would you describe the position/involvement of local governments within the region in issues of tourism development? (in terms of their visions and operations)

**Tools**

- What regulatory measures are involved in the governance of the tourism sector?
- How are these regulations necessary for tourism development?
- As a tourism-oriented body, how can local governments be involved in implementing regulatory measures for the development of the tourism sector?
- What resources are necessary for the implementation of regulatory measures for the tourism sector? And how?

**Action potentials/stakeholder relations**

- As the GMMB, what other institutions do you work with?
- How does GMMB engage or involve local governments in the issues of tourism?
- And how do the local government authorities within the region also engage GMMB?
- However, how would you describe the relationship between GMMB and local governments in the region? (legal, social)

**Ghana Heritage Conservation Trust****Administrative Assistant****Introduction**

- years of service
- Briefly tell me about the core mandate of GHCT (missions and visions), years of operation and how it is involved in tourism?

- How is your office (position) involved in achieving the core mandate of the institution?
- What do you think about tourism in the region, and specifically in KEEA?

**Images**

- Your mandate reveals clearly, your involvement in tourism, what is your take on tourism development?
- Tourism development is a national agenda now, how is GHCT contributing to tourism development in the region?
- How would you describe the position/involvement of local governments within the region in issues of tourism development? (in terms of their visions and operations)

**Tools**

- What regulatory measures govern the operations of GHCT?
- What role does local government play in enforcing these measures?
- As a non-profit making organisation involved in tourism, what is your take on local governments becoming a core regulator of the tourism sector for its development?
- What resources are necessary for the implementation of regulatory measures for the tourism sector? And how?

**Action potentials/stakeholder relations**

- As an organisation concerned with nature and heritage preservation, what other institutions do you work with?
- How does your organisation involve local governments in its operations?
- And how do the local government authorities within the region also engage your organisation?
- However, how would you describe the relationship your organisation and local governments in the region since it's a non-profit making organisation? (legal, social)

**Ghana Tourism Federation – Central Region**

**Regional/Local level**

**Member Associations – Ghana Hotels Association, Tour Operators Union & Tour Guides Association**

**Introduction**

- Your position

- Years of service
- How is your association involved in the growth and development of tourism?
- Why tourism? – working in the field of travel and tourism

#### **Images**

- What are the changes you hope to see in the tourism sector of the region (KEEA)?
- How do you attribute these changes to tourism development?
- How can local governments be involved to make these changes possible (tourism development)?
- How do you see the visions of the local government for the growth & development of tourism?

#### **Tools**

- What regulatory measures govern/are involved in your operations (as a tourism trade association)?
- Which of the measures are enforced by the local government and how?
- How would you describe the involvement of local government's resources in issues of tourism? (human/financial/technical/others)
- What do you think about local government being a key regulator of the tourism sector?

#### **Action potentials/stakeholder relations**

- How does KEEA as a local government engage you (the association) in issues of tourism (planning, management)?
- What legal authority does local government have on the association?
- Describe the relationship between your association and local government (your responsiveness to their call)