

**EVALUATION OF DECENTRALISATION AT  
THE SUB-DISTRICT STRUCTURE LEVEL: A  
CASE OF THE KUMASI METROPOLITAN ASSEMBLY**

KNUST

by

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partial fulfillment of the requirements for the degree of**

**COMMONWEALTH EXECUTIVE MASTERS OF PUBLIC  
ADMINISTRATION**

**OCTOBER, 2011**

## DECLARATION

I hereby declare that this submission is my own work towards the Commonwealth Executive Masters of Public Administration and that, to the best to my knowledge, it contains no material previously published by another person nor material which has been accepted for the award of any other degree of the University, except where due acknowledgement has been made in the text.

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## ABSTRACT

The enactment of Legislative Instrument 1589 in 1994 actually set the tone for the implementation of decentralisation at the Sub-District Structure level. The seemingly slow pace of implementation of the programme at this level in the past sixteen years has generated some concerns among Ghanaians and created the impression that the programme is stalled. For this reason, the study sought to assess essentially the establishment and functioning of Town Councils and make recommendations on the way forward. The study adopted and used the case study design focusing on eleven Town Councils within four out of the ten Sub-Metropolitan District Councils under the Kumasi Metropolitan Assembly. Purposive sampling techniques were used to select the relevant respondents for the study. Questionnaire and key expert interviews were used to gather primary data from 39 respondents comprising relevant stakeholders in the implementation process. The study found that though the Town Councils had been established and provided with office accommodation they had generally not been inaugurated and operationalised, apparently because they did not have their full members. Again, they did not receive adequate support from KMA, but had poor sanitation, inadequate financial, staff and logistical challenges. Furthermore, the structures enjoyed some co-operation and participation of stakeholders, but stakeholders were not adequately involved by KMA in their fee-fixing exercise though their views were sought in the development plan preparation. In conclusion, though there is evidence of the readiness of the public to participate actively in the activities of the Town Councils, the desired support to enhance the effective performance of the Councils was inadequate and hence requires urgent attention and commitment from political leadership.

## DEDICATION

This work is dedicated to my parents, Mr. Kwasi Num Adagye and Madam Akua Nsowah.

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## ACKNOWLEDGEMENT

I am very grateful to all those who assisted me in diverse ways to complete this project.

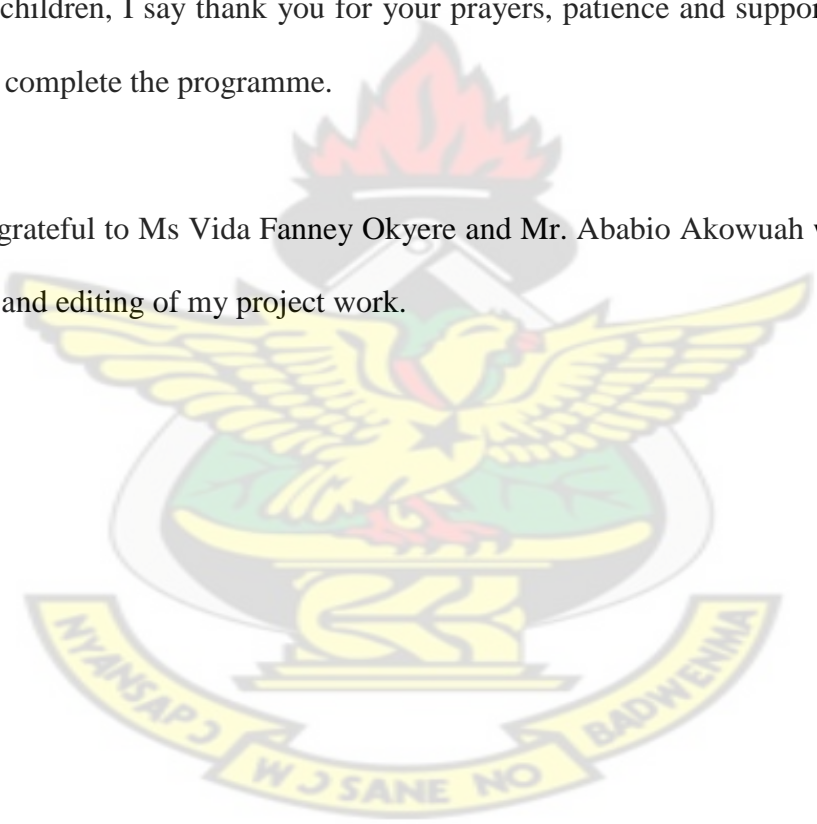
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To wife and children, I say thank you for your prayers, patience and support which have all helped me to complete the programme.

Lastly, I am grateful to Ms Vida Fanney Okyere and Mr. Ababio Akowuah who have helped in the typing and editing of my project work.



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## **CHAPTER ONE**

### **INTRODUCTION**

#### **1.1 Background of the Study**

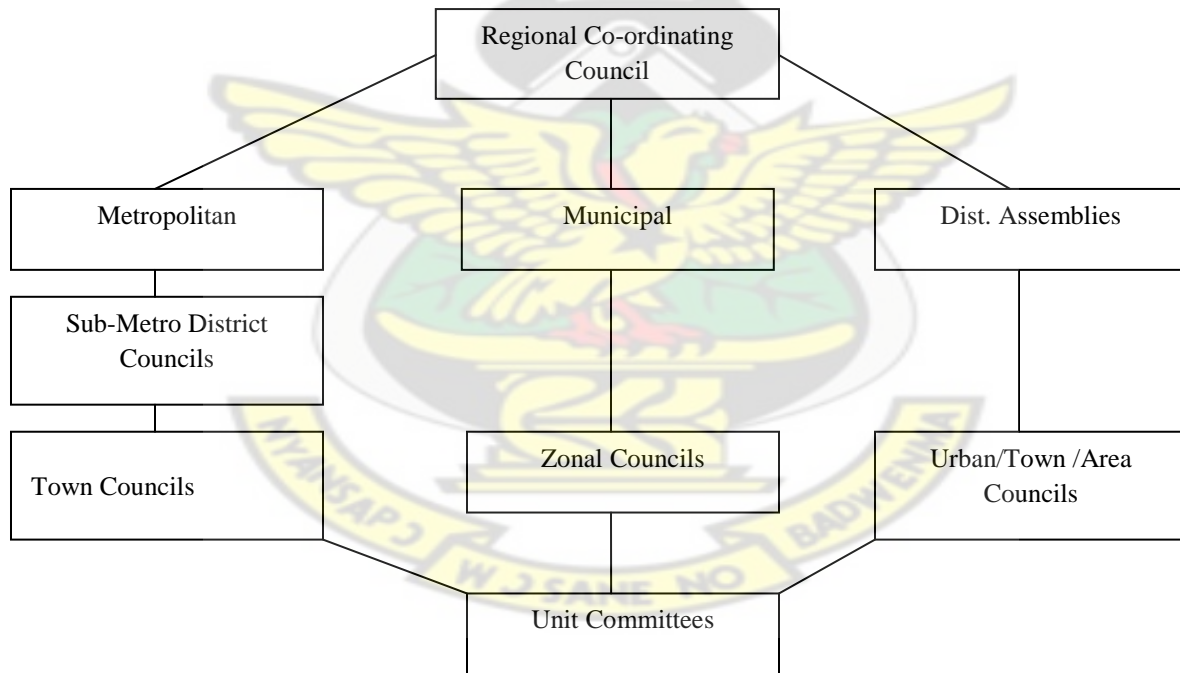
The concept of decentralisation has since the 19<sup>th</sup> century been recognised by both the colonial and all post independent governments in Ghana as a major tool for the accelerated political, social and economic development of our country. Decentralisation in Ghana had different structural and functional focus with varied degrees of implementation, successes and failures.

The importance of sub-district structures in the decentralisation programme in Ghana cannot be over-emphasised. However, over the years of implementation of the programme in Ghana, not much attention has been given to these structures of the programme compared with the regional and district structures. They have been and are still considered as voluntary, sacrificial and participatory bodies whose members should/do not earn any remuneration. They have been regarded as subordinate bodies of the regional and district level institutions and therefore performed delegated functions. In 1988, the Provisional National Defence Council (PNDC), after some policy actions passed a new Local Government Law, (PNDC Law 207) which introduced a decentralised Local Government System in Ghana. The new system had a four-tier structure consisting of Regional Co-ordinating Councils, Metropolitan, Municipal, District Assemblies, Urban, Area, Town Councils and Unit Committees.



With the coming into force of the 1992 Constitution, provisions were made in chapter 20, Article 240-256, to further strengthen the decentralisation process to encourage greater participation in governance. In 1993, the Local Government Act (Act 462) was passed by the Parliament of Ghana to enhance the practice of the New Local Government System, which had taken firm roots throughout the entire country. Act 462 revised PNDCL 207 and introduced a four-tier structure consisting of three Metropolitan Areas (Accra, Kumasi and Shama Ahanta East Metropolitan Assemblies) while the 4 Municipal Assemblies and 103 District Assemblies have a three-tier structure.

**Figure 1.2: The Four-tier Structure of the New Local Administration in Ghana**



**Source: Ministry of Local Government and Rural Development, 1996**

The Sub-District Structures under the Metropolitan Assemblies are the Sub-Metropolitan District Councils (SMDCs), Town Councils and (TCs) Unit Committees. The

Sub-District Structures under the Municipal Assemblies are the Zonal Councils (ZCs) while the District Assemblies have Urban/Town/Area Councils (UTACs). The Unit Committees form the lowest of the Sub-District Structures for the three categories of the District Assemblies. The Sub-District Structures were a creation of Legislative Instrument 1589 of 1994.

## **1.2 Statement of the Problem**

In 1994, six years after the implementation of decentralisation at the district level had taken off Legislative Instrument 1589 was enacted by Parliament to actualise sub-district structures which are supposed to be the bedrock of the entire decentralisation process. The principle of popular participation was to be made manifest at the sub-district level where citizens are to be empowered to exercise control over their own affairs.

As the bedrock of Ghana's decentralisation programme, these sub-district structures are supposed to be established, operationalised and supported to function to enhance the participation of the people at the grassroots in governance and issues affecting them through, revenue mobilisation and collection, registration of birth and deaths and rateable persons, education and mobilisation, implementation of self help projects, embarking on environmental cleanliness and sanitation among others and performance of functions delegated to them by the District Assembly.

In May, 1998, the Electoral Commission of Ghana carried out its first mandate of conducting Unit Committee elections throughout the Country, to elect representatives to Urban, Town/Area Councils and Unit Committees.

However, several years after their inauguration, some people hold the view that the sub-district structures, especially the Town Councils, are either not established and operating or functioning effectively in accordance with their statutory functions as spelt out in Legislative Instrument 1589.

It is in the light of this that the researcher intends to conduct this study to evaluate the functioning of the District Assemblies at the Town Council level to make appropriate recommendations.

### **1.3 Objectives of the Study**

The general objective of the study is to evaluate the implementation of decentralisation at Town Council level in Ghana. However, more specifically the study seeks to:

- i. To examine whether the Town Councils have been established and operationalised in the Kumasi Metropolitan Area,
- ii. To examine whether the Town Councils are supported to function in the Kumasi Metropolitan Area,
- iii. To examine whether the Town Councils are functioning as expected in the Kumasi Metropolitan Area,
- iv. To assess the level of public participation in the implementation process of decentralisation at the Town Council level in the Kumasi Metropolitan Area,
- v. To find out the challenges militating against the attainment of full decentralisation at the Town Council level in the Kumasi Metropolitan Area.

### **1.4 Research Questions**

The study sought to answer the following pertinent questions;

1. Have the Town Councils been established and operationalised in the Kumasi Metropolitan Area?
2. Are the Town Councils adequately supported to function in the Kumasi Metropolitan Area?
3. Are the Town Councils in the Kumasi Metropolitan Assembly functioning?
4. What is the level of public participation in the implementation of the decentralisation process at the Town Councils level in the Kumasi Metropolitan Area?
5. What challenges are hampering the attainment of full decentralisation at the Town Councils level in the Kumasi Metropolitan Area?

### **1.5 Scope of the Study**

The study covered the implementation of decentralisation at the Town Council level from 1994 to 2010, using Town Council structures in the Kumasi Metropolitan Assembly as a case study. Kumasi Metropolitan Assembly presently has ten Sub-District Councils, viz, Asokwa, Tafo, Bantama, Nhyiaeso, Subin, Kwadaso, Suame, Oforikrom, Asawase, Manhyia and 419 Unit Committees. Geographically, all the eleven Town Councils under four out of the ten sub-district Councils, namely Bantama, Manhyia, Asokwa and Subin, which were created in 1994 have been covered by the study, since they formed the parent sub-metropolitan district councils, while the six new sub-metropolitan district structures are now taking off with little background literature to consider in the study. Town Councils under Bantama, Subin, Manhyia and Asokwa Sub-Metropolitan Councils include Bantama; Asafo, Amakom, Adum, Fante New-Town; Manhyia, Akrofrom, Buokrom; and Asokwa, Ahinsan, Atonsu Agogo Town Councils respectively. The study focused essentially on the

establishment and operationalisation, support given Town Councils, functioning of the Town Councils, the level of public participation in the implementation process, challenges and the way forward.

## **1.6 Significance of the Study**

The study is to afford policy makers and analysts, academicians, District Assemblies and the citizenry an opportunity to identify, understand and appreciate better the historical developments of decentralisation and the processes it has gone through in Ghana, the current state of implementation of the programme at the Town Council level, challenges and the way forward. The study will also offer policy makers an opportunity to prescribe appropriate corrective measures to ensure the success of the program. The findings of this study will serve as a useful guide to Kumasi Metropolitan Assembly and other Metropolitan Assemblies implementing the decentralisation programme at the Town Council level and the Ministry of Local Government and Rural Development (MLGRD), which has oversight responsibility over the implementation of the programme in Ghana and currently in the process of carrying out some reforms in the programme. The study ultimately hopes to propose sound measures which could be taken to support the Town Councils to function as expected, to enhance full participation of the citizenry in Local Governance in Ghana.

Finally, the study will enable us to better comprehend the implementation of decentralisation at the Town Council level, with regards to where we are coming from, where we are expected to go, how we are going there, where we are now and the way forward.

## **1.7 Limitations of the Study**



A lot of factors challenged the conduct of this research study. This however did not compromise the results or outcome of the study. Chief amongst these was time constraints, considering the fact that I had to combine my busy work schedules and academic commitments. This to some extent influenced the number of respondents selected for the study. Financial constraints were also a challenge which influenced the number of respondents to be covered for the study.

Some of the respondents to my questionnaires were quite difficult to track since besides being public servants also had their own personal commitments. In spite of these challenges, I managed to gather my data per my sampling methods.

## **1.8 Organisation of the Study**

The study has been divided into five chapters. It begins with an introduction, which provides a brief background of the study. Chapter 2 covers a review of relevant literature on the topic which includes decentralisation in Europe, Uganda and Kumasi Metropolitan Assembly, the Membership of the Sub-Metropolitan District Councils, Town/Area Councils and Unit Committees and functions of these sub-district structures. The next chapter deals with the research methodology, whilst chapter 4 deals with data analysis and discussion of results. Chapter 5 has summary of findings, conclusions and recommendations of the study.

# **CHAPTER TWO**

## **LITERATURE REVIEW**

### **2.1 Introduction**

This chapter defines the concept of decentralisation, characteristics and forms with case studies from Ghana, Europe and the Commonwealth Independent States region and

Uganda. It also gives a background of the case study Metropolitan Assembly, Kumasi Metropolitan Assembly with specific reference to its Town Councils.

## **2.2 The Concept of Decentralization**

Decentralization, by definition varies generally across countries and between actors within various Countries.

Various social scientists and researchers define the term in a way suitable to the purpose. Many countries in Africa, including Ghana, Nigeria, South Africa, Rwanda and Uganda are implementing decentralisation in various forms across the continent.

Rondinelli and Nellis (1989:5, cited in Vikas Nath 2000-1:1), describe decentralization as the transfer of responsibilities for planning, management and the raising and allocation of resources from the central government, semi-autonomous public authorities, regional authorities to non-governmental, private or voluntary organization.

The United Nations Development Programme considers Decentralisation as ‘part of the overall governance system of any society. It is the process by which authority, responsibility, power, resources and accountability are transferred from the central level of government to sub national levels. Conceptually, decentralisation relates to the role of, and the relationship between central and sub national institutions, whether they are public, private or civic. Improved governance will require not only strengthened central and local governments but also the involvement of other actors from civil society organisations and the private sector in partnership with government at all levels.’ Ribot, (2002), citing Mawhood,



(1983) and Smith, (1985), defines decentralisation as ‘any act in which a central government formally cedes power to actors and institutions at lower levels in a political-administrative and territorial hierarchy’

The key issues from these definitions are that, decentralisation entails sharing of power between central government or authority and the various statutory units that look at administrative, political and social issues at the regional, district and sub-district levels. The transfer of power from the higher authority goes with a form of autonomy to the subordinate unit.

Notwithstanding the differences in definitions of decentralisation, social scientists recognise the need to determine the type of power in a country’s administration that is pursued. The types of legal or administrative transfer include de-concentration, devolution and delegation as key concepts of decentralisation.

These types are distinguishable by their different characteristics, policy implications, and conditions for success and may culminate into simple administrative re-arrangements to the formation of local governments.

### **2.3 Types of Decentralisation**

A survey of literature shows that there are four commonly identified types of decentralisation. These include political decentralisation, administrative de-concentration, fiscal decentralisation and market decentralisation.

### **2.3.1 Political Decentralisation**

Political decentralisation which is also known as devolution or democratic decentralisation is the transfer of powers and resources to legally recognised sub-national authorities, which are ‘largely or wholly independent of the central government and democratic’ (Manor, 1995:81-2).

Political decentralisation aims at giving the citizens or their elected representatives more power in policy making. It is often associated with pluralistic politics and representative government, but can also support democratisation by giving citizens, or their representatives, more influence in the formulation and implementation of policies. It is also concerned with the devolution of power to the grassroots which leads to the formation of ‘local level’ governments.

The concept of political decentralisation strongly rests on the belief that the selection of representatives from local electoral jurisdictions allows citizens to know better their political representatives and allows elected officials to know better the needs and desires of their constituents. Decision-making that is more appropriately left to local or regional governments is essential for promoting democracy and good governance. A number of benefits arising from this type of decentralisation process include the following.

Decentralised government can provide an opportunity for people to participate in local government, ensure a more efficient allocation of resources, enhance local resource mobilisation and improve local governance. Indeed, decisions made with greater participation of the people those decisions affect will be better informed and more relevant to diverse interests in society than those made only by national political authorities.

Again, the power to make decisions will rest in the hands of local authorities who are more aware of the local situation and therefore better placed to make judicious decisions. Therefore, marginalised communities have greater opportunity to participate in governance, as their local government would comprise of local popularly elected representatives. Political decentralisation would lead to a balanced regional development as much inefficiency arises from attempting to administer a very backward economy through a highly centralised political authority and the development of that area is often compromised.

Reforms in Nepal, Ghana and Uganda have led to transfer of significant authority to lower levels of government to decide their development needs and priorities. Now they have some control over the resources. Again, in Ghana and Uganda, District Assemblies can raise some of their own revenues and source additional funding from other non-governmental organisations or donor agencies in the country through convincing proposals.

In spite of the positive trends by political decentralisation, the concept is certainly not a panacea (Landau and Eagle, 1998:10, cited in Vikas, 2000-1:2) to all administrative problems and therefore we must guard against the temptation to portray decentralisation as a solution to a larger number of problems, some of which may not be directly linked to the decentralisation process.

More often than not political decentralisation fails to achieve the desired results because of the complex phenomenon involving many geographic entities and societal factors. The geographic entities include the international, national, sub-national and local levels, and the societal actors include governmental, the private sector and civil society.

‘Political decentralization often requires constitutional or statutory reforms, the development of pluralistic political parties, strengthening of legislatures, creation of political units and the encouragement of effective public interest groups. National governments are however often reluctant to fully undertake political decentralization as it implies realignment of power and have to be accompanied by the devolution of financial resources to make political decentralization work.’(Vikas, 2000-1:2).

### **2.3.2 Administrative Decentralisation**

‘Administrative decentralisation involves the assignment of responsibilities and authority to lower levels of administration. Such bureaucratic authority, because it is being assigned within a hitherto centralised governance system, involves the transfer of responsibilities from the central authorities to the field organisations’ (Ahwoi, 2010:134).

Administrative decentralisation in Ghana requires the restructuring of ministries and transfer of functions, powers and resources from central government agencies to District Assemblies, integration of sectoral programs; support at the local level to promote co-ordinated development and mobilisation of resources; establishment of a Local Government Service that will ensure the creation of departments of District Assemblies as required by law.

It is being implemented mainly under the provisions of the Civil Service Law 1993, (PNDC Law 327). However, Act 462 has mandated the District Assemblies to exercise administrative authority in the District over all other administrative authorities. In the case of the sub-district structures they take their mandate from L.I 1589.

Administrative decentralization in Ghana practically was carried out by decentralizing twenty-two central government agencies to the district level and the subsequent take-up of the functions of district staff of the sector departments which were previously performed by the twenty-two central government agencies (Egbenya, 2009).

The Local Government Service Law (ACT 656) has been passed by Parliament and the Secretariat of the Service established. In 2009, Legislative Instrument 1961 which seeks to establish departments of the Assemblies, transfer of staff from the Civil Service to Local Government Service, operationalise the composite budget system, and enable decentralised departments to perform their functions as departments of the District Assemblies was also enacted.

There are three major forms of administrative decentralization viz; deconcentration, devolution and delegation.

#### **a. Deconcentration**

According to Ribot, (2001) deconcentration may be considered the re-location of branches of the central state to local areas, entailing a transfer of powers to locally based officials who remain part of and upwardly accountable to central government ministries and agencies.

Whilst deconcentration is the redistribution of decision-making authority and financial management responsibilities among different levels of the central government, it is often considered to be the weakest form of decentralization and is mostly frequently used in unitary states.



## **b. Devolution**

Devolution refers to a situation in which the government transfers responsibilities for services to districts and municipalities that elect their own District Chief Executive and councils, raise their own revenues and have independent authority to make investment decisions. In a developed system, local governments have legal status and legally recognised geographical boundaries over which they exercise authority and within which they perform public functions. This type of decentralization underlines most political decentralization.

Devolution in essence is political decentralisation-a top down process, which by delegating power can help to reduce the centre's control over the social, economic and cultural life of its citizens.

## **c. Delegation**

Delegation is a more extensive form of decentralization in which the central government transfers responsibility for decision-making and administration of public functions to semi-autonomous public bodies not wholly controlled by the central government but ultimately accountable to the government. In Ghana, this type of decentralization has been slow since the reforms started in 1988 due to high resistance from the centre.

### **2.3.3 Fiscal Decentralisation**

'Fiscal decentralisation is the situation in which decisions about expenditures of revenues raised locally or transferred from the central government are done by the local authority. In many developing countries local governments or administrative units possess the legal authority to impose taxes, but the tax base is so weak' (Egbenya, 2009).

Under fiscal decentralization in Ghana the District Assembly Common Fund Act 1993 (Act 455) plays a major role, but Act 462 continues to play a lead role as it gives the District Assemblies the power to generate their own financial resources and the authority to handle the transferred grants such as the Common Fund. The sub-structures have revenue retention arrangement under which they retain up to fifty (50) per cent of revenues collected by them, the other fifty (50) per cent being sent to the District Assembly.

In addition they are supposed to share other revenues received by the District Assembly especially the District Assemblies Common Fund (DACF). In practice, this sharing does not effectively take place though Act 462 and L.I 1589 give legal effect to this part of section 31 of L.I 1589, but they cannot impose any levy or rates.

Section 32 (1) of L.I 1589 states: “for the avoidance of doubt, no Urban, Zonal or Town Council or Unit Committees shall impose any levy or rates”. Whatever they do in these areas are mere recommendations to the District Assemblies.

The progress made in this aspect of decentralisation in Ghana includes the introduction of the District Assemblies Common Fund, the transfer of 5 per cent of national tax revenues to the District Assemblies Common Fund Administrator for distribution to the Assemblies based on a sharing formula put together by the Administrator and approved by Parliament. This has now been increased to 7.5 per cent.

The problem however is that, discretion of local governments over the use of the District Assemblies Common Fund is limited, because the use of about half of the fund is



dictated from the centre, mainly for 'bulk purchases'. The remaining half is generally used as matching funds for donor, capital projects and sometimes recurrent expenses of the central administration.

In fact, fiscal decentralisation in Ghana is however not pervasive because there is still the desire of those at the top to continue to pull directly the strings. The fact is that, until we are able to achieve and maintain an appreciable balance between political and fiscal decentralisation in Ghana and indeed Sub Saharan Africa, our much cherished popular participation of the masses at the grassroots will continue to elude us for a long time.

Studies done in 2002 by United Nations Development Programme (UNDP) Institutional Development Group-Democratic Governance Team in Nepal for example revealed that 52 of the 127 countries (41 per cent) had fiscal decentralization. According to the study, degrees and types of decentralization vary by income. Countries with high income are likelier to adopt both fiscal and political decentralization. Countries with low GNP are least likely to devolve fiscal responsibilities to sub-national level. Indeed fiscal decentralisation does not easily come about in such countries. It requires a lot of political will and commitment.

For example, in Western Europe, whilst both political and fiscal decentralization are a par, political decentralization far exceeds fiscal decentralization in Sub-Saharan Africa. The reason for the latter situation is largely due to financial constraints. This could well account for Ghana's inability to carry out decentralization to the letter.

#### **2.3.4 Economic or Market Decentralisation**

Economic or market decentralisation is the most complete form of decentralisation from a government's perspective as there is a shift of responsibility for functions from the public to the private sector (Litvack,1999).

The two main types of market decentralisation are privatization and deregulation. Privatization, which is the provision of goods and services is left to the free operation of the market to 'public-private partnerships' in which government and the private sector co-operate to provide services or infrastructure and deregulation allows competition among private suppliers for services that had in the past been provided by the government or regulated monopolies.

## **2.4 Case Studies of Decentralisation in Other Countries**

### **2.4.1 Status of Decentralisation in Europe and the Commonwealth Independent States (CIS) Region**

Decentralisation is being implemented in varied forms in many countries the world over. Different countries find themselves at different starting points and at different stages of the decentralization process. Whilst in most countries the programme has reached appreciable heights others are still striving to achieve desirable heights.

In April, 2008 a study group of the Democratic Governance Practice, UNDP Bratislava Regional Centre, conducted a study to assess the status of decentralisation in 30 countries in Europe and the CIS Region and the results of the ranking of these countries according to their overall level of decentralization indicate a moderate overall level of decentralization in the Europe and CIS region. Four groups of Countries were distinguished on the basis of their overall level of decentralization ranking with the classifications ‘active decentralisers,’ ‘advanced intermediate decentralisers,’ ‘early intermediate decentralisers,’ and ‘non-decentralisers’. These include:

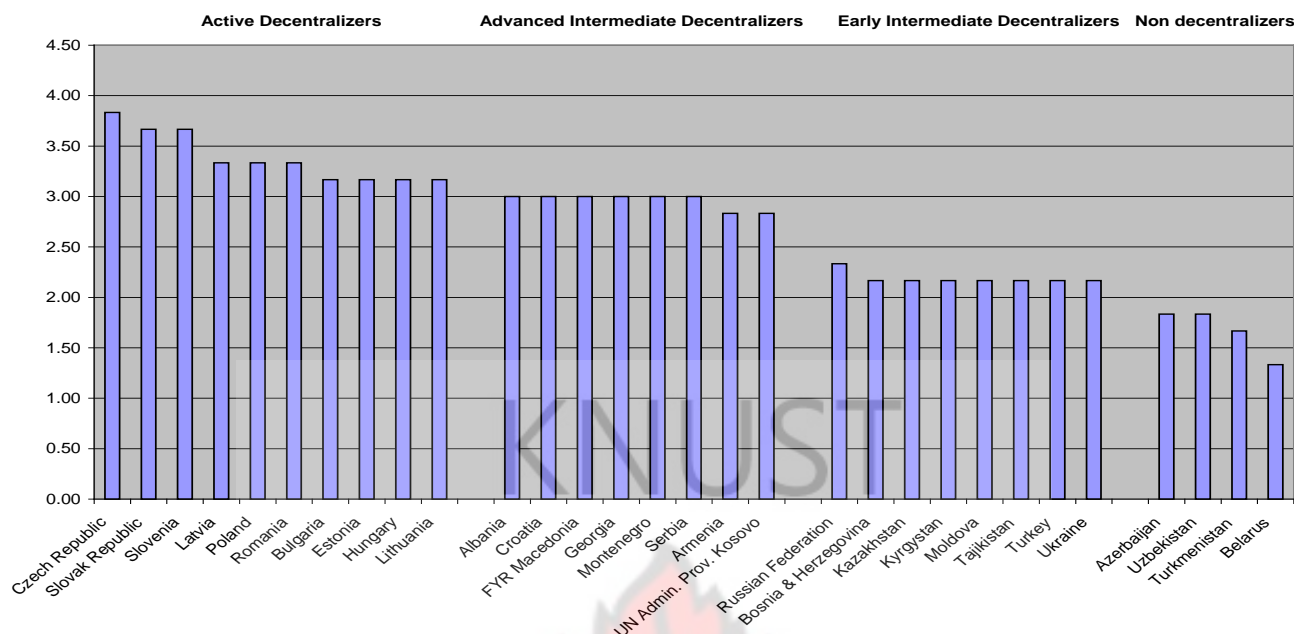
The group of ‘active decentralizers’ which includes ten countries that scored in the top range 3.1-4.0: Bulgaria, the three Baltic States, the Czech Republic, Hungary, Poland, Romania, Slovak Republic and Slovenia. All these countries were new EU member states.

The group of ‘advanced intermediate decentralizers’ which includes seven countries plus the UN Administered Province of Kosovo that scored in the range 2.5-3.0: Albania, Armenia, Croatia, Georgia, Macedonia, Montenegro and Serbia.

The group of ‘early intermediate decentralizers’ which includes eight countries that scored in the range 2.0-2.4: Bosnia-Herzegovina, Moldova, Russian Federation, Turkey, Ukraine, Kazakhstan, Kyrgyzstan and Tajikistan.

The group of ‘non-decentralizers’ which includes four countries that scored in the low range 1.0-1.9: Azerbaijan, Belarus, Turkmenistan and Uzbekistan.

**Figure 2.2: Overall Decentralization Ranking Per Group of Countries in Europe**



**Source: UNDP, April, 2008.**

The indicators used for the assessment included the following:

- the existence of elected sub-national tiers
- the assignment of expenditure responsibilities between central and the local
- governments in the law and actual implementation of the law
- actual primary responsibility for public service delivery
- arrangements for fiscal transfer from the central governments
- local expenditure as a percentage of total public expenditure.

The group's work, which relied on a variety of sources, including a review and analysis of many existing studies and available statistics as well as responses from the UNDP country offices in the region to a decentralization survey provides us with useful information in our efforts at decentralisation in Africa and Ghana in particular.

The study revealed that the group of ‘active decentralizers’ (Bulgaria, the three Baltic States, the Czech Republic, Hungary, Poland, Romania, Slovak Republic and Slovenia) are all new EU member states which had achieved significant devolution and empowerment of local government. It noted that the Czech Republic, Hungary, Poland and the Baltic States are the more active reformers in the group while Romania and Bulgaria were among the most hesitant ones. The enabling national environment for decentralization in the group of ‘active decentralizers’ was established, including political and macro-economic stability and a mature system of accountability, (that is elections, freedom of information, civil society empowerment among others). Political decentralization in these countries has differed widely.

The Czech Republic and Slovakia with their two levels of local self-government were among the countries that scored highest on the political decentralization criteria. But the dominating form of political decentralization had been to have full local self-government at the municipal level and elected assemblies with a centrally appointed executive at the regional/district level (Poland and the Baltic States).

In the countries of this group, there was a political consensus on the need for administrative reform and decentralization. An enabling legal and regulatory environment had been established and the overall reform process was already well underway albeit at different speeds and in different forms. For instance, in Bulgaria decentralization had been much slower and less decisive than in other EU member states and administrative decentralization involved a large element of delegation rather than devolution of responsibilities.

## **2.4.2 Challenges of Decentralization in the Europe and Commonwealth**

### **Independent States (CIS) Region**

According to the study, the main decentralization challenges faced by Regional Bureau for Europe and the CIS (RBEC) countries which it cautioned play out differently in the context of each individual country and not applicable across the board include:

#### **a. The Absence of Political Will, Leadership and Ownership**

First, it noted that the presence of authoritarian tendencies, coupled with the desire to maintain the status quo which benefits a given elite, was a major obstacle to reform. Where attempts for reform had been initiated in these countries, they were hampered by the absence of a clear understanding of the role of the modern state and resulting in the inability to reach consensus on the distribution of responsibilities between different levels of government. In many of the Europe and CIS Countries lack of political will and ownership of decentralization also prevailed at the local level. Poor communication on the part of central government as to what the objectives of decentralization are and what the process entails left local governments with the common perception that decentralization is merely about a re-distribution of revenue in their favour.

#### **b. Institutional Capacity to Design, Implement and Monitor Decentralization**

Second, the underestimation of the complexities of the decentralization process by the political elite and the excessively legalistic approach towards reform had been two major causes for poorly conceived and implemented decentralization. The absence of capacity and mechanisms to monitor the implementation of reform prevented the timely identification of emerging issues and the adoption of corrective actions. Poorly designed fiscal



decentralization and intergovernmental fiscal systems were said to be major stumbling blocks to successful decentralization in the Europe and CIS region. Political and Administrative decentralization were often not matched by sufficient fiscal decentralization due to a variety of reasons, often of a political nature.

**c. Individual and Organisational Capacities to Assume Devolved Responsibilities**

Third, insufficient local capacity had been a persistent issue in the implementation of decentralization in the region and it had not been adequately addressed by the considerable resources invested by the donor community for capacity development.

**d. Municipal Fragmentation**

Forth, according to the study, Europe and CIS Countries had a challenge of finding stable structures of government that were both politically acceptable and also able to promote efficient and effective provision of services at the local level. The size of the local governments in the Europe and CIS region it noted varied with some Countries such as Bosnia and Herzegovina, the Czech Republic, Hungary, Armenia, Macedonia and Tajikistan having very small local governments that did not have the sufficient scale and/or lacked capacities to manage efficiently the functions assigned to them.

**e. Participation, Accountability and Community Empowerment**

Finally, it noted that in most of the Countries in the region, local politicians were either reluctant or did not know how to establish a constructive dialogue with citizens, NGOs and the private sector. Also, the process of community empowerment was very slow and only few countries could claim to have the kind of media and vibrant civil society that was

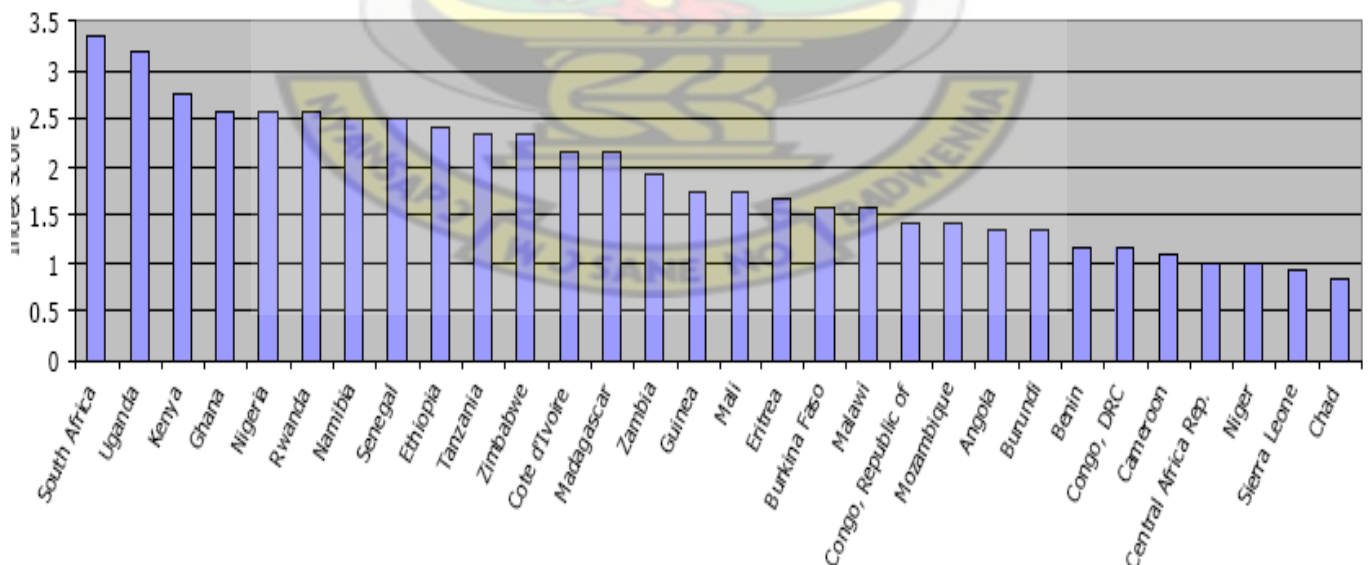


necessary for the proper functioning of local democracy. One reason attributed to this situation is limited awareness of citizens about their role in a decentralized context and their limited capacity to organise to make their voices heard.

### 2.4.3 Status of Decentralisation in Africa

According to Kuazya (2007), decentralized governance is increasingly being favored by many African countries as the most suitable mode of governance through which poverty reduction interventions can be conceived, planned, implemented, monitored and evaluated. Many hope that the process of decentralization will facilitate greater participation of communities in problem analysis, project identification, planning, implementation as well as oversight which in turn will increase ownership and the likelihood of sustainability of such initiatives. Kauzya, (2007), shows the extent to which different African countries have decentralized their governance in the graph below:

**Figure 2.3: Extent of Decentralization in Africa**



Source: Kauzya, 2007.

In the graph we realize that Uganda and South Africa rank high with index scores above 3, followed by Kenya, Ghana, Nigeria and Rwanda with index scores above 2.5. Namibia and Senegal have index scores of 2.5. Ethiopia, Tanzania, Zimbabwe, Cote d'Ivoire, and Madagascar have scores between 2 and 2.5.

Countries with scores between 1.5 and 2.0 include Zambia, Guinea, Mali, Eritrea, Burkina Faso and Malawi. Congo Republic, Mozambique, Angola, Burundi, Benin, Congo DRC and Cameroon follow with index score of between 1 and 1.5. Countries scoring 1 are Central African Republic and Niger and those below 1 but above 0.5 are Sierra Leone and Chad.

#### **2.4.4 Decentralization in Uganda**

Though Kauzya's graph has shown that South Africa is far ahead of 29 other African Countries in the study as far as the implementation of decentralization is concerned, the case of Uganda has been chosen for study because the circumstances preceding the programme in that Country and the objectives of their decentralization are similar to those of Ghana. This presentation about decentralization on Uganda has been largely based on the account of Kauzya, (2007), which in my view is informative.

In Uganda, decentralization was promoted in response to the political and economic problems in that country. It is a democratic reform which seeks to transfer political, administrative, financial and planning authority from central government to local government

councils and to promote popular participation, empower people to make their own decisions and enhance accountability and responsibility, following the brutal and ineffective regimes of Idi Amin (1971-1979) and the Obote 11 regime (1981-1986), Kauzya, (2007).

#### **2.4.4.1 Consensus Building on Devolution in Uganda**

Kauzya, (2007), states that the turbulent brutal dictatorships in Uganda rarely easily facilitated agreement on consensus on devolution. He urges that other African Countries that are still at the embryonic stages of introducing decentralization and are still trying to manage resistance to decentralization may have useful lessons to learn from Uganda, South Africa and Rwanda on how to engineer consensus on the transfer of decision making powers from central government to local governments and communities. He makes very useful suggestions that could help build consensus on devolution.

First, these include analyzing and understanding the stakeholders and actors and the interests they represent in the process of decentralization, because they (stakeholders and actors) are several and their interests are hardly the same. The political wing of central government must have the political will to engage in shared exercise of power and authority.

Second, the bureaucracy of central government (the Civil servants) must be ready and willing to facilitate the process of transferring power, authority, functions, responsibilities and the requisite resources.

Third, the society at the grass-roots, especially community leadership, however organized, must be capable and willing to receive and utilize the power and authority responsibly for the socio-economic development of the people. Without civic will and

capability, the functions transferred through decentralization will not be carried out effectively and the resources transferred will be wasted. In addition, local leadership is likely to behave as local dictators and jeopardize the participatory or even representative democracy that decentralization is intended to achieve.

Lastly, since most African countries are relatively poor and mostly dependant on donor funds for implementation of decentralization, there has to be willingness on the part of donors and development partners to support decentralization.

#### **2.4.4.2 Garnering Support for Decentralization in Uganda:**

Uganda's current decentralization was born from both the exigencies of a guerrilla war and ideological conviction.

First, in Luwero district which was the initial area occupied by Museveni's guerrilla force, a political local people-based infrastructure named the Resistance Councils, which aimed at cultivating and sustaining support for the National Resistance Army (NRA) was secretly organized in the areas which the guerrillas captured and occupied. Despite the necessary secrecy, the structure was democratic in the sense that it was composed of democratically elected members of the villages. Later the structure was introduced in other areas captured serving the purpose of educating the villagers about why it was important to support the guerrilla war and remove the Obote II regime from power. Kauzya,(2007).

Second, the first point of the Ten Point Program of the National Resistance Movement which was elaborated during the guerrilla war and which was Museveni's manifesto around which he galvanized national support for taking over power emphasized democracy, especially participatory local democracy. Political decentralization was therefore a practical step taken to actualize this ideological conviction. According to Kauzya, (2007), the most visible political aim of the National Resistance Movement in pursuing decentralization right from the beginning was to widen its support by increasing people's participation in decision making processes through the Resistance Councils system. So the struggle was double edged. On one side the National Resistance Movement (NRM) wanted political support from the grass-roots people.

On the other it wanted to plant seeds of participatory democracy for empowering the people. After the National Resistance Army (NRA) captured State power, the rhetoric of war had to be curtailed and new methods of garnering support for and reaching consensus on decentralized governance (Resistance Councils) had to be deployed.

Essentially, two methodologies were used to gauge and mobilize support for the decentralization policy of the National Resistance Movement: survey and enquiry and piloting. First a Commission of enquiry was established in 1987 to conduct survey, enquiry and consultations at all levels to establish what form of local government should be operated in the country. The Commission of Enquiry recommended the Resistance Councils System as democratic organs of the people.

Second, in 1993 implementation of decentralization started in 13 Districts. Officially this was known as the first phase of decentralization but technically it was viewed as pilot



exercise in decentralization. The experiences and lessons learned in the first thirteen districts to be decentralized were used to finally decentralize the rest of the districts in the country. In 1993 the Local Government (Resistance Councils) Statue, 1993 was passed firmly providing a legal basis for Resistance Councils in the Country. These two methods, the Commission of Enquiry and the piloting provided sufficient time for consultations, discussions, negotiations, to reach consensus on devolution in the country.

In 1995 a new National Constitution was promulgated after nation-wide consultations. Chapter 11 of the Constitution gives a clear constitutional base for decentralized governance in the country. Following the Constitution the Local government Act of 1997 was enacted cementing devolution.

#### **2.4.4.3 Challenges of Decentralization in Uganda.**

However, the implementation process of decentralization has experienced some resistance some of which is still going on.

The first challenge was the fear of some bureaucrats in Ministries that they would lose power over resources through decentralization and consequent resistance to implementation. To counter this, the Decentralization Secretariat was established in 1992 as a semi-autonomous body under the Ministry of Local Government to spearhead the implementation of decentralization in the country.

Second, in Uganda since independence there has always been a claim especially from the Buganda region for a federal arrangement of governance in the country. This claim was undermined by the decentralization policy. The advocates of federalism have never given up



and at any given opportunity they raise the issue of establishing federalism in the country. In a way, this has given the impression that the consensus on decentralized governance in the country has never been reached. However, chances of federalism being implemented in the country are slim because the grass-roots people have tasted the power and authority enjoyed under current decentralization and will not easily accept to give away any of the powers to a higher level of government under federalism.

Lastly, during the initial stages of implementing the decentralization policy, Donors did not completely agree with the government on what kind of decentralization was to be chosen for the country. While the government was clear in its priorities that it sought to implement devolution as a policy of participatory democracy and people's political empowerment and decentralize up to sub-county level, the World Bank, for example, sought to persuade government to implement decentralization as a means of efficiency in financial management and financial accountability and decentralize only up to the district level.

#### **2.4.4.4 Donor Support to Decentralization in Uganda**

It is DANIDA and United Nations Development Program (UNDP) who agreed with the government on the objective of democratization and people empowerment and provided funding for implementing decentralization including the financing of the Decentralization Secretariat in the initial stages.

Most other Donors turned around and supported decentralization after it demonstrated success and popular support. But engineering support for devolution in Uganda had also to do with the substantive content especially in terms of widening the bracket of political

involvement and participation to include women, youth, and people with disabilities. Most Ugandans saw the introduction of the inclusive Resistance Councils as an opportunity for them to have a say in the affairs of their locality.

They also took it as a chance to politically get rid of those among them who had been associated with the regimes of Idi Amin and Milton Obote. The women and people with disabilities saw their representation and participation in the Resistance Councils as a rare occurrence not to be missed and also perceived it as a sign of the magnanimity of the new leadership and its commitment to the wellbeing of the disadvantaged.

## **2.5 Decentralisation in the Kumasi Metropolitan Area**

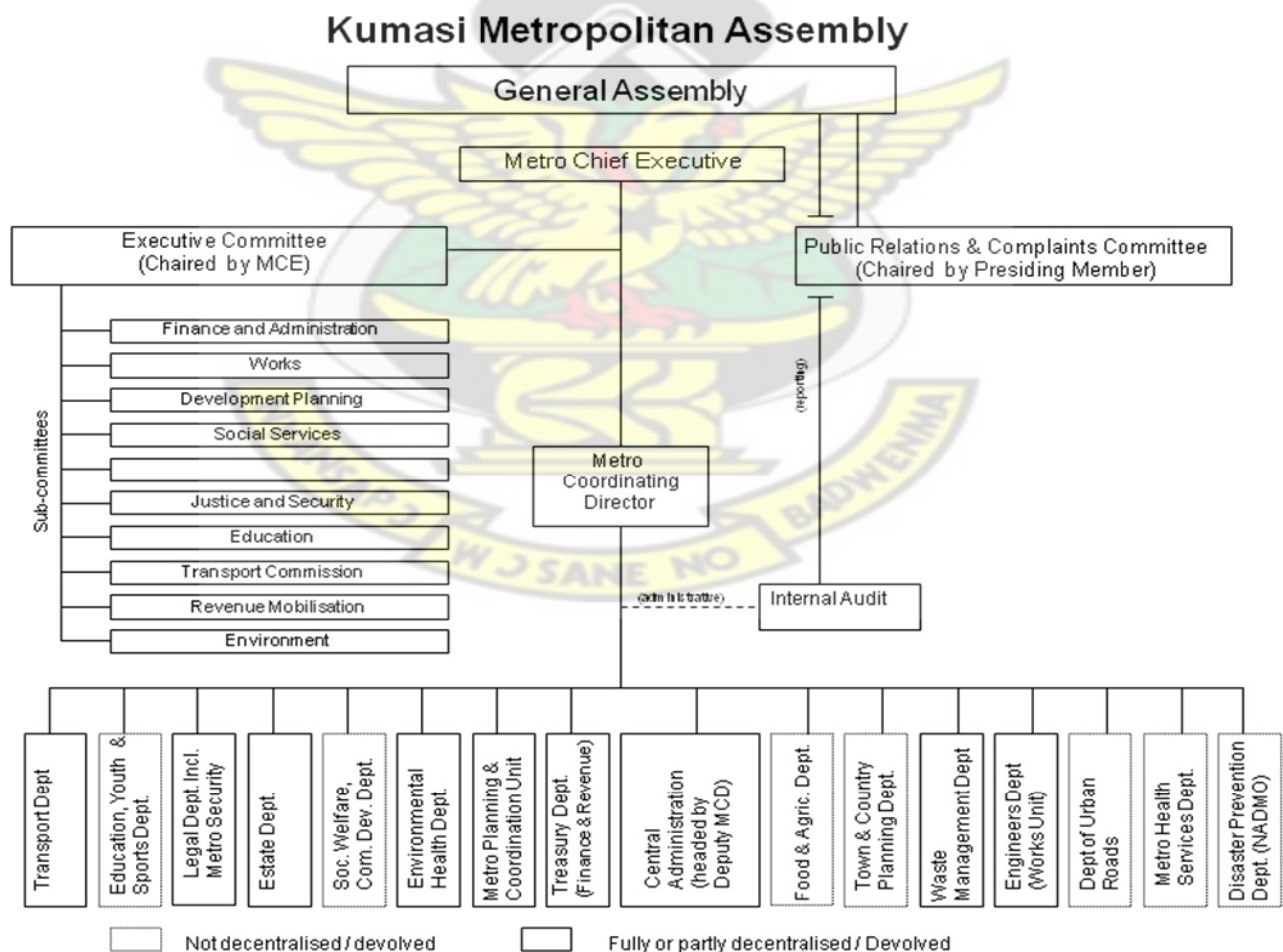
### **2.5.1 The Establishment of Kumasi Metropolitan Assembly.**

Kumasi Metropolitan Assembly (KMA) was established by Local Government Establishment Instrument (L.I 1434, 1988) to manage the metropolis. This L.I was over time amended to L.I 1614, 1995 and then L.I 1805, 2010. The Legislative Instrument 1614, 1995 defined the Metropolis to consist of the following Sub-Metropolitan District Councils; Bantama, Subin, Manhyia, Asokwa. Through L.I 1805, Oforikrom, Tafo-Pankrono, Nhyiaeso, Kwadaso, Suame, and Asawase were added bringing the number to ten. These Councils have secretariats headed by Metropolitan Directors which manage their day-to-day business for effective co-ordination and harmonisation. Heads of the Sub-Metropolitan District Councils (SMDCs) have to refer major actions to the Metropolitan Co-ordinating Director. The SMDCs are further divided into 24 Town Councils and have a total of 419 Unit Committees.

### 2.5.2 Membership of the Metropolitan Assembly

The Kumasi Metropolitan Assembly is one of the twenty-seven administrative districts in the Ashanti Region. The Assembly is made up of 87 members, out of which 60 are elected from the various electoral areas in the Metropolis, while the remaining 27 are appointed by the President in consultation with traditional authorities. A Metropolitan Chief Executive, who is also a member of the Assembly, is the Mayor of Kumasi and head of the Kumasi Metropolitan Assembly.

**Figure 2.4: The Organogram of the Kumasi Metropolitan Assembly**



**Source: KMA Medium Term Development Plan (2006-2009).**

### **2.5.3 Brief Profile of the Four Sub-Metropolitan Councils of the Eleven Town Councils of the Study**

#### **2.5.3.1 Manhyia Sub-Metropolitan Council**

Manhyia sub-metro in the Kumasi metropolis is bounded to the north by the Offinso Municipal Assembly, to the east by Asawase, to the west by Tafo and to the south by the Subin sub-metro. It comprises three town councils, viz Manhyia which has two electoral areas (Manhyia and Ashanti New Town), Krofrom which has three electoral areas (Krofrom, CPC and Dichemso/Moshie Zongo) and Buokrom Town Council which is made up of two electoral areas ( Sepe Buokrom and Buokrom Estate. The sub-metro is sub-divided into units which are shown in Appendix 2.1.

#### **2.5.3.2 Subin Sub-Metropolitan Council**

Subin sub-metro is bounded to the north by Manhyia and Asawase sub-metros, to the east by Oforikrom sub-metro, to the west by Nhyiaeso and to the south by the Asokwa sub-metro. It is made up of four town councils, namely Asafo, Amakom, Fante Newtown and Adum (the central business area of the city). Eight electoral areas namely Amakom, Asem, Anlo Fante Newtown, Nsuase, Dadiesoaba, Baamu Dominase, Fante Newtown and Asafo the sub-metro is sub-divided into units which are shown in Appendix 2.2.

### **2.5.3.3 Bantama Sub-Metropolitan Council**

Bantama sub-metro is located at the north western part of Kumasi metropolis. It has seven electoral areas namely North and South Suntreso, Krobo, Bohyen, Abrepo Junction, and Adoato. The Bantama sub-metro is sub-divided into units as shown in Appendix 2.3.

### **2.5.3.4 Asokwa Sub-Metropolitan Council**

Asokwa Sub-Metropolitan District Council shares boundary with Oforikrom sub-metro to the east, Subin sub-metro to the north and Nhyieaso sub-metro to the west. The sub-metro constitutes the industrial hub of the Kumasi Metropolitan Assembly. It has three town councils namely, Asokwa, Ahinsan and Atonsu-Agogo and seven electoral areas. The sub-metro is sub-divided into units as shown in Appendix 2.4.

## **2.6 Composition of the Sub-District Structures in Ghana.**

The sub-district structures of the District Assemblies consist of Sub-Metropolitan District Councils, Town Councils and Unit Committees for the Metropolitan Assemblies; Zonal Councils and Unit Committees for the Municipal Assemblies; and Urban/Town/Area Councils and Unit Committees for the District Assemblies.

Like the District Assemblies in Ghana whose membership is spelt out in Act 462, Legislative Instrument (L.I 1589), which establishes the Urban, Zonal, Town, Area Councils and Unit Committees spells out the composition/membership of the Sub-District Structures. The elections to the sub-district bodies, like the District Assemblies, are conducted on non-partisan basis by the Electoral Commission of Ghana.

The membership of the sub-district structures ranges from a low of 15 members for the unit committees and 30 members for the Sub-Metropolitan District Councils and Urban



Councils. The members of sub-district structures are mostly elected, but some of them are either appointed by the President himself or on his behalf by his representative, often the District Chief Executive.

### **2.6.1 Sub-Metropolitan District Councils**

Section 1 of the Amendment Legislative Instrument of Accra, Kumasi and Sekondi-Takoradi provides for new membership of the SMDC as follows; ‘the membership of each Sub-Metropolitan District Council shall not exceed 40 members as indicated below:

- a. The Deputy Chief Executive of each Sub-Metropolitan District Council;
- b. All the elected members of the Assembly within the Sub-Metropolitan District Council;
- c. Not less than 10 Unit Committee members elected bi-annually on rotational basis within the Sub-Metropolitan District Council, and
- d. Such other persons not exceeding 30% of the Sub-District Council appointed by the traditional authorities and interest groups in the Sub-Metropolitan District Council’.

There have been some changes in the number of Sub-Metropolitan District Structures since the 1988/89 creations. With the 1988/89 creations, we had for Accra, Kumasi and Shama Ahanta East Metropolitan Assemblies six, four and three Sub-Metropolitan District Structures respectively. In 2003 and 2007 following the re-demarcations that took place they increased from 13 to 33 with a breakdown of eleven, ten, four, three, three, and two Sub-



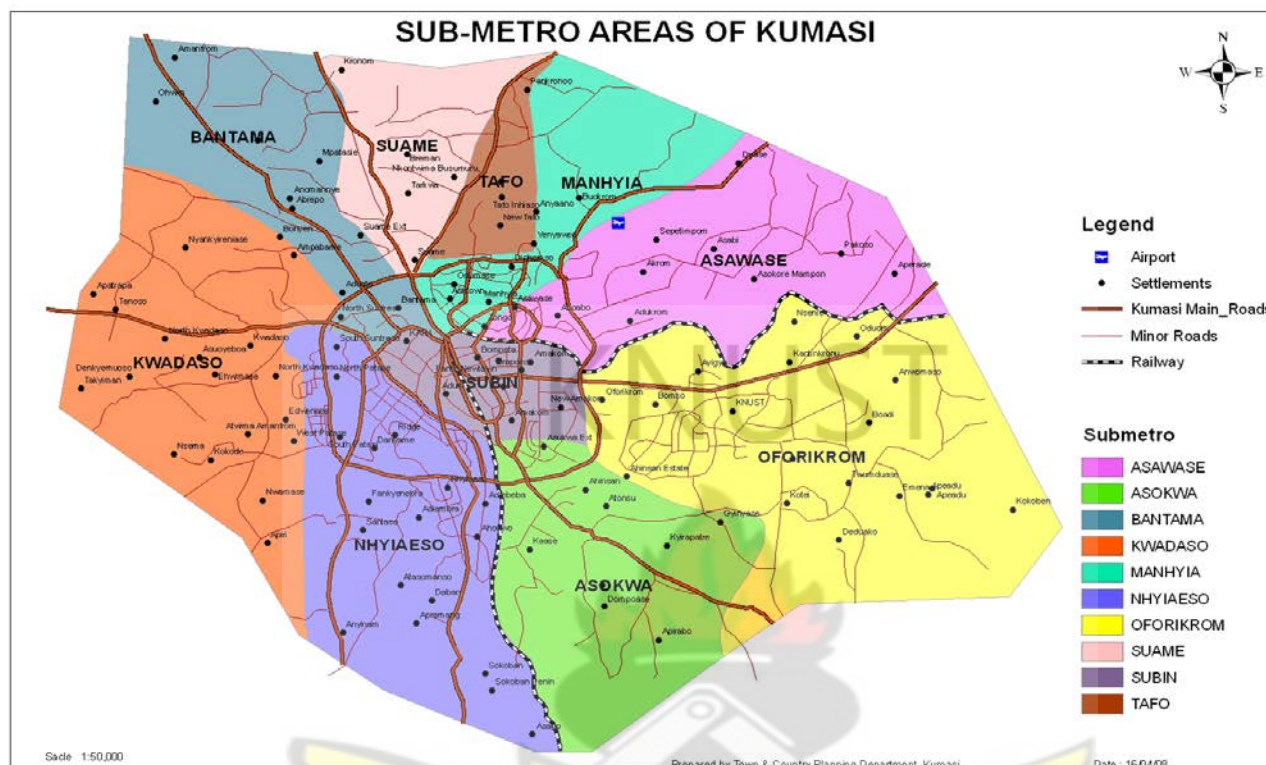
Metropolitan District Councils for Accra, Kumasi, Sekondi-Takoradi, Tamale, Tema and Cape Coast respectively.

**Table 2.1: Sub-Metropolitan District Councils**

Accra	Kumasi	Sekondi-Takoradi	Tamale	Tema	Cape Coast
1. Odododiodoo	1. Asawase	1. Sekondi	1. Tamale Central	1. Tema West	1. Cape Coast South
2. Klottey-Korle	2. Asokwa	2. Essikadu Ketan	2. Tamale North	2. Tema East	2. Cape Coast North
3. Ayawaso East	3. Bantama	3. Takoradi	3. Tamale South	3. Kpone Katamanso	
4. Ayawaso Central	4. Manhyia	4. Effia-Kwesimintsim			
5. Ayawaso West Wuogon	5. Nhyiaeso				
6. Ablekuma South	6. Oforikrom				
7. Ablekuma North	7. Old Tafo				
8. Okaikwei South	8. Suame				
9. Okaikwei North	9. Subin				
10. Dade-Kotopon	10. Kwadaso				
11. Ablekuma Central					

**Source: Local Government and Decentralisation in Ghana, 2010.**

**Figure 2.5: Map of Sub-Metropolitan Areas of Kumasi**



**Source: Planning Unit of KMA, 2004.**

## **2.6.2 Membership of the Sub-District Structures under Legislative Instrument 1589**

### **2.6.2.1 Urban Council**

An Urban Council shall consist of not less than twenty-five and not more than thirty members to be made up as follows:

- a. Not more than eight persons elected from among the members of the relevant District Assembly, who have been elected from electoral areas within the area of authority of the Urban Council by the members, except where the electoral areas within the area of authority of an Urban Council are less than eight, all the elected members shall be members of the Urban Council;

- b. Not more than twelve representatives from the Unit Committees in the area of authority of the Urban Council concerned elected annually and on rotational basis; except where each Unit Committee shall be represented on the Urban Council at the end of the rotation and;
- c. Not more than ten persons ordinarily resident in the urban area who are appointed by the District Chief Executive acting on behalf of the President after consultation with the Presiding Member of the relevant District Assembly, the traditional authorities and organized economic grouping in the urban area.

Urban Councils are peculiar to settlements of District Assemblies. They are created for settlements with population above 15,000 and which are Cosmopolitan in character with urbanisation and urban management problems, though not of the scale associated with the Metropolises. From the original 34 created in 1989, L.I 1726 of 2003 has increased the number to 76. However, seven of them, viz Bolgatanga, Obuasi, Ho, Wa, Bawku, Techiman and Sunyani were later created into Municipal Assemblies.

#### **2.6.2.2 Zonal Council**

The Zonal Council consists of not less than fifteen or more than twenty members to be made up as follows:

- a. Not more than five persons elected from among members of the relevant Municipal Assembly who have been elected from electoral areas within the area of authority of the Zonal council, except that where the electoral areas within the area of authority of the Zonal Council are less than five, all the elected members from it shall be members of the Zonal Council.
- b. Not more than ten representatives from the Unit Committees in the area of authority of the Zonal Council are elected annually and on rotational basis, except that each

Unit Committee shall be represented on the Zonal Council by the end of the rotation and

- c. Such other persons ordinarily resident in the town not exceeding five in number appointed by the District Chief Executive acting on behalf of the President after consultation with the Presiding Member, Traditional authorities and organized productive economic groupings in the town.

Zonal Councils are in the 'one town' municipal assembly areas for which the establishment of town/area councils will raise problems of parallel administrative structures. There are over 150 of such Zonal Councils for the 40 Municipal Assemblies. They are based on the Electoral Commission criteria of commonality of interest, population of 3,000 and identifiable streets, landmarks etc as boundaries.

#### **2.6.2.3 Town/Area Council**

The Town Council consists of not less than fifteen or more than twenty members to be made up of:

- a. not more than five persons elected from among members of the relevant Municipal Assembly who have been elected from electoral areas within the area of authority of the Town Council, except that where the electoral areas within the area of authority of the Town Council are less than five, all the elected members from it shall be members of the Town Council.

- b. not more than ten representatives from the Unit Committees in the area of authority of the Town Council are elected annually and on rotational basis, except that each Unit Committee shall be represented on the Town Council by the end of the rotation
- c. such other persons ordinarily resident in the town not exceeding five in number appointed by the District Chief Executive acting on behalf of the President after consultation with the Presiding Member, Traditional authorities and organized productive economic groupings in the town.

Town/ Area Councils are found in the Metropolitan and District Assembly areas. Town Councils are established for settlements with population between five thousand (5,000) and fifteen thousand (15,000) Area Councils cover a number a number of settlements and villages with predominantly rural population and in some cases can be identified with spheres of influence of particular traditional authorities. These settlements are grouped together but whose settlements have population of less than five thousand (5,000). In Metropolitan Assembly areas Town Councils have populations sometimes exceeding fifty thousand (50,000).

#### **2.6.2.4 Unit Committee**

A Unit Committee shall consist of not more than fifteen persons which shall be made up of ten persons ordinarily resident in the Unit elected at a meeting called by the Electoral Commission for that purpose and such other persons ordinarily resident in the unit not exceeding five in the number as may be appointed by the District Chief Executive acting on behalf of the President in consultation with the Presiding Member and any traditional authorities and organized productive economic groupings in the Unit



A member of a Unit Committee shall hold office for four years and shall be eligible for re-election or re-appointment, as the case may be.

Unit Committees which form the base of the Local Government structure normally have settlements or a group of settlements with a population of between five hundred and one thousand (500-1000) in the rural areas and a higher population of about one thousand five hundred (1,500) for the urban areas.

## **2.7 Functions of the Sub-District Structures**

The Sub-District Structures being subordinate bodies of the District Assemblies perform a number of functions assigned to them by the Legislative Instrument setting them up, L.I 1589 of 1994 or delegated to them by the individual District Assemblies.

### **2.7.1 Functions of Sub-Metropolitan District Councils**

The functions of the sub-metropolitan district structures in Ghana, as spelt out in the legislative instruments establishing their respective Metropolitan Assemblies include the following:

1. To number and keep records of all rateable properties in its area and collect all rates fixed and taxes levied by the Assembly on its behalf
2. Be responsible for the day-to-day administration of its area.



3. Promote and safeguard public health and for this purpose assign medical officers of health, health inspectors and other staff as appropriate except semi-skilled and unskilled labourers to its area.
4. Cause its area to be inspected regularly for the detection of nuisance on any condition likely to be offensive or injurious to health and to cause all proper steps to be taken to secure the abatement of the nuisance or the removal of the condition.
5. Build, install, maintain and control public latrines, lavatories and urinals.
6. Name all streets in its area and cause all buildings in such streets to be numbered.
7. Be responsible for Waste management in its area.
8. Be responsible for the administration of self-help projects.
9. Prepare annual estimates covering recurrent and development expenditure for inclusion in the budget of the Assembly.
10. To establish, maintain and carry out services for the removal of night soil from any building and for the disposal and treatment of such night-soil.
11. To establish, maintain and carry out services for the removal and destruction of all refuse, filth and carcasses of dead animals from any public or private place.
12. To regulate any trade or business which may be noxious or injurious to public health or a source of danger to the public or which otherwise is in the public interest to regulate.
13. To provide for the inspection of all meat, fish, vegetables and all other foodstuffs and liquids of whatever kind or nature intended for human consumption whether exposed for sale or not, and to seize, destroy and otherwise deal with all such foodstuffs or liquids as are unfit for human consumption and to supervise and control the

- manufacture of food and liquids of whatever kind or nature intended for human consumption.
14. To maintain, supervise and control slaughter-houses and pounds and all such matters and things as may be necessary for the convenient use of such slaughter-houses.
  15. To deal with the outbreak or the prevalence of any disease.
  16. To maintain and control pounds, seize and impound any stray animal and provide for the payment of compensation for damage done by such animal.
  17. To provide for the control, destruction and licensing of dogs.
  18. To provide for the inspection and supervision of
    - i) Social halls, dance halls and places of entertainment;
    - ii) Lodging and eating houses;
    - iii) Any premises or land, upon which any profession, occupation, trade or business is carried on; and
    - iv) Such occupations as the Minister may specify in an Instrument from time to time.
  19. To keep clean all streets.
  20. To prohibit the construction of any new building, unless and until the building plans have been submitted to and approved by the Assembly.
  21. To control and regulate the sitting of advertisements and hoardings or other structures designed for the display of advertisements.
  22. To maintain markets, prohibit the erection of stalls in places other than markets and prevent the sale and purchase of goods or stock near established markets or elsewhere.

23. To maintain and control parks for motor and other vehicles.
24. To promote the developments of all sports within the area of authority.
25. To maintain public parks and gardens.

**Source: L.I 1805, Local Government (Kumasi Metropolitan Assembly) (Establishment) Instrument, 2004, Schedule 4 (Reg. 21).**

### **2.7.2 Functions of Urban, Zonal, Town, Area Councils**

The functions of these sub-district structures include the following:

1. To take over, as appropriate, all functions formerly performed by the Town and Village Development Committee concerned.
2. To enumerate and keep records of all rateable persons and properties in the Urban, Area, Zone or Town
3. To serve as administrative units of the unit committees under them and liaise between them and the Assembly.
4. Organize with any other relevant organization, annual congresses of people of the urban area, zonal or town for the purpose of discussing the development of the urban area, zone or town including the raising of voluntary or other contributions to fund the development.
5. To recommend to the Assembly the naming of all streets in its area of authority and cause all buildings in the streets to be numbered.
6. To plant trees in any street and to erect tree-guards to protect them so that the streets are not unduly obstructed.
7. Perform such other functions as may be delegated by the Assembly.

8. To be responsible for the day-to-day administration of the Urban, Area, Zone or Town which include:
- a. Arranging revenue collection contracts with the District Assembly and collect revenues due to the Assembly;
  - b. Preparing Annual budgets of revenue and recurrent and development budget of the Urban or Town Council for approval by the District Assembly.
  - c. To open and maintain Bank Accounts.
  - d. To prepare short, medium and long term development plans for the Urban Area or Town for approval of the Assembly.
  - e. To make proposals to the Assembly for the levying and collection of special rates for projects and programmes within the Urban area or Town.
  - f. To provide, operate and maintain community services in the Urban areas or Town
  - g. To take steps as may be necessary to prevent disasters, including floods and bush fires in the Urban area or Town.
  - h. Subject to the approval of and direction of the Assembly, to implement schemes for economic development and social function, as may be entrusted to them.

### **2.7.3 Functions of Unit Committees**

Unit Committees, being in close touch with the people, play important roles of education, registration of births and deaths, organisation of communal labour, revenue mobilisation and ensuring environmental cleanliness and implementation and monitoring of self-help projects and perform such other functions as may be delegated by the Urban, Zonal or Town Council or the Assembly.

There have been criticisms of the sub-district structures, and especially of the unit committees, with a strong case being made in favour of their abolition. The arguments have included the following:

- i. There are too many Unit Committee (approximately 16,000 of them)
  - ii. The membership of the Unit Committee (15) is too large;
  - iii. The non-establishment of the Unit Committees (3,000 out of 16,000) were non-operational after the 2002 District Level Elections because of inadequate numbers) reveals a lack of interest in the Unit Committee System;
  - iv. The cost of elections is not worth whatever benefits are derived from them.
- (Ahwoi, 2010 pp 106).

Be that as it may, the Town Councils and Unit Committee constitute very important structures in the decentralisation process, through which various communities have opportunities to discuss, decide and pursue their development hopes and aspirations. Members of these structures are elected consultative bodies with budgets of their own and taxing powers. They mostly carry out functions as delegated by the District Assemblies. By the very nature of their functions, which include organising communal labour, regular meetings with the people to discuss the development of their areas including the raising of voluntary or other contribution of their areas, provision, operation and maintenance of community services such as water, KVIP, markets and schools, the sub-structures touch on the daily lives of the people.

Sub-District structures may, when authorised by the District Assembly, prepare a sub-district or local action plan in accordance with the approved district development plan, the

development guidelines of the District Assembly and the guidelines prescribed by the National Development Planning Commission (NDPC). A sub-district or local action plan prepared is subject to public hearing before adoption and also subject to approval by the District Assembly (Republic of Ghana, 1994; MLG&RD 1996).

The relationship between the District Assembly and the Council/Unit Committees is supposed to be functionally symbiotic and not superior subordinate one. Indeed, decentralisation without functioning sub-structure is like a building without foundation.

## **2.8 Working Relationships**

The Town Councils' complementary and supportive role in the implementation of the objectives of the Assembly is done through their respective sub-metropolitan district councils. These objectives include;

- a. The provision of markets and lorry parks within the metropolis
- b. Provision of good sanitation and a healthy environment
- c. Development planning and control within the metropolis
- d. Maintenance of peace and security in the metropolis
- e. Provision of public safety and comfort.

In the area of revenue generation, the under listed items ; Basic Rate, Wheel Trucks, Firewood and Charcoal, Poultry and Livestock, Bicycles, Block Manufacturing, Funeral Cloth Dyes, Dog Licence, Tie and Dye(Traditional Cloth), Herbalist, Night Collection, Fast Food, Pounding of Animals-Cattle, Pounding of Animals-Sheep and Goat, Cooking Pot(Dadise), Pito and Palm Wine Sellers, Livestock, Mobile Sales Van, for example Madam



Catherine, Washermen, Laundries, Rubber Stamp Makers, Susu Operators(Traditional), Public Letter Writers and Commissioner Of Oaths were ceded to Town Councils to collect on behalf of the sub-metropolitan district councils and were given 50% of the amount actually collected.

## **2.9 Conclusion**

The reality of decentralisation can be measured by the amount of authority delegated to sub- national units to initiate policy independently and the willingness of the delegating authority to support the decentralised units to implement those independent decisions. It is impossible to rule any nation entirely and effectively from the centre. There must be some form of administrative sub-divisions or local units through which governmental power may be decentralised.

The decentralization embarked upon by Ghana in 1988 has given much more seriousness and meaning to the process in Ghana. The reform programme has taken the form of political, administrative and fiscal decentralisation.

The main policy objective of establishing the sub-structures is to try to actualise decentralisation as comprehensively as possible and the creation of the sub-district structures seeks to give local people the responsibility to manage their own affairs especially with regard to implementing and evaluating projects and programmes that will improve upon their quality of life and make this improvement sustainable.

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## **CHAPTER THREE RESEARCH METHODOLOGY**

### **3.1 Introduction**

This chapter examines the approach and methodology adopted and used for the study. In this chapter research design, data sources as well as data analysis and collection tools, including instruments used have been outlined. It also includes devices used in presentation and reporting of findings.

### **3.2 Research Design**

The study carried out aimed at evaluating implementation of decentralisation at the Town Council level in the Kumasi Metropolitan Area. In order to do this, a case study of all the Town Councils under the four parent Sub-Metropolitan District Councils, namely; Manhyia, Bantama, Asokwa and Subin was adopted. The study carried out was descriptive cross-sectional, employing the mixed model research method. Both qualitative and quantitative data in nature were gathered from both primary and secondary sources, using questionnaires and interview guide.

Considering the fact that the Kumasi Metropolitan Assembly has twenty-four Town Councils within ten Sub-Metro District Councils in its area of jurisdiction and the practical difficulties of covering the entire area in a given study, it is prudent to adopt a case study design in the research.

A case study is an empirical inquiry that investigates a contemporary phenomenon within its real life context, when the boundaries between phenomenon and the context are clearly evident and in which multiple sources of evidence are used (Yin, 1984). Yin, (2003) also sees a case study as a story about something special or interesting- a story can be about individuals, organizations, processes, programs, neighborhoods, institutions and even events.

This approach is adopted taking due cognizance of the fact that the research is in tune with the above definitions of a case study. Again, all the Town Councils in the metropolis have similar characteristics and legal benchmarks which one could use to assess their functioning or otherwise. Therefore, a case study of the eleven Town Councils (representing

the sample size) could reasonably be used to draw conclusions and give an overall assessment of the state of the Town Councils in the Kumasi Metropolis and the Country at large.

### 3.3 Data Sources

Data on specific areas of operation of the Town Councils involved in the study were required. Data collected covered areas such as the legal and institutional framework, structure, establishment and functioning, support in terms of financial and material resources to Town Councils, mobilization of the people for activities of the Town Councils and their challenges. The Metropolitan Coordinating Director, the Metropolitan Finance Officer, the Sub-Metropolitan District Council Administrator, the Town Council Treasurers, the Town Council Secretaries and Town Council Chairmen constituted the respondents. Purposive Sampling Techniques were used to select the respondents for the study. This technique was adopted because these respondents could provide the information needed. Informal interviews and telephone conversations were also used to collect the required data and analyzed to produce the required results.

Table 3.1 is a numerical breakdown of the respondents from the Kumasi Metropolitan Assembly (KMA), Sub-Metropolitan District Council and each Town Council.

**Table 3.1: Respondents**

<b>Metro/Sub-Metro</b>	<b>Sub-Metros/Town Councils</b>	<b>Number of Respondents</b>	<b>Percentage</b>
KMA		2	5.1
Bantama	Bantama Sub-Metropolitan District Council	1	10.3
	Bantama Town Council	3	
Subin	Subin Sub-Metropolitan District Council	1	
	Asafo Town Council	3	

	Amakom Town Council	3	33.4
	Adum Town Council	3	
	Fante New Town Council	3	
Manhyia	Manhyia Sub-Metro	1	25.6
	Manhyia Town Council	3	
	Akrofrom Town Council	3	
	Buokrom Town Council	3	
Asokwa	Asokwa Sub-Metro	1	25.6
	Asokwa Town Council	3	
	Ahinsan Town Council	3	
	Atonsu-Agogo Town Council	3	
	<b>Total</b>	<b>39</b>	<b>100</b>

**Source: Author's Construct, 2010**

The secondary source of data collection was involved in literature review from documentary sources. As part of this, Libraries were consulted to have access to decentralization journals, unpublished thesis, magazines and relevant websites from the Internet. Furthermore, various decentralization issues that appeared in the Newspapers were very useful in the study.

### **3.4 Population**

According to Frankel and Wallen (2000) a population refers to the group to which the results of the research are intended to apply. According to them a population is usually the individuals who possess certain characteristics or a set of features a study seeks to examine and analyze. Kumekpor (2002) buttresses this with his definition of a population as the total number of all units of the issue or phenomenon to be investigated into which is “all possible observations of the same kind”.

The target population of this research was basically all eleven Town Councils under the four original Sub-Metropolitan District Councils in the Kumasi Metropolis, namely; Bantama, Asokwa, Manhyia and Subin. The eleven Town Councils include Bantama, Asafo,

Amakom, Adum, Fante New Town, Manhyia, Akrofrom, Buokrom, Asokwa, Ahinsan and Atonsu-Agogo. This was to provide the research with an in-depth knowledge on the evaluation of decentralization at the Town Council level and therefore different experiences and recommendations were gathered by this study.

### 3.5 Sample Size and Sampling Techniques

A sample size of 39 respondents out of target population of 39 units was used for the study and the respondents were selected through purposive sampling. The population under study consisted of the core officers managing the day to day affairs of the Sub-Metropolitan District Councils and the Town Councils. They were purposively selected because they could provide the relevant information needed for the study. The Table 3.1 and Table 3.2 and 3.3 show the summary and breakdown of the various sample units respectively.

**Table 3.2: The Sampling Units for the Data Collection (Summary)**

Level	Sampling Unit	Population	Number of People Interviewed (Sample)
Kumasi Metropolitan Assembly (Purposive Sampling)	Metro. Co-ord. Director	1	1
	Metro. Finance Officer	1	1
Sub-Metropolitan Councils (Purposive Sampling)	Administrators	4	4
Town Councils (Purposive Sampling)	Town Council Chairmen	11	11
	Town Council Secretaries	11	11
	Town Council Treasurers	11	11
	<b>Total</b>	<b>39</b>	<b>39</b>

Source: Author's Construct, 2010

**Table 3.3: The Sampling Units for the Data Collection (Breakdown)**

Level	Sampling Unit	Number of People Interviewed	Mode of Data Collection
Kumasi Metropolitan Assembly (Purposive Sampling)	Metro. Co-ord. Director	1	Interview Guide
	Metro. Finance Officer	1	Interview Guide
	<b>SUB-TOTAL</b>	<b>2</b>	
Bantama Sub-Metropolitan	Administrator	1	Interview Guide



District Council (Purposive Sampling ) 1 Town Council	Town Council Treasurer	1	Questionnaires
	Town Council Secretary	1	Questionnaires
	Town Council Chairman	1	Questionnaires
	<b>SUB-TOTAL</b>	<b>4</b>	
Subin Sub-Metropolitan District Council (Purposive Sampling) 4 Town Councils	Administrator	1	Interview Guide
	Town Council Treasurers	4	Questionnaires
	Town Council Secretaries	4	Questionnaires
	Town Council Chairmen	4	Questionnaires
	<b>SUB-TOTAL</b>	<b>13</b>	
Manhyia Sub-Metropolitan District Council (Purposive Sampling ) 3 Town Council	Administrator	1	Interview Guide
	Town Council Chairmen	3	Questionnaires
	Town Council Secretaries	3	Questionnaires
	Town Council Treasurers	3	Questionnaires
	<b>SUB-TOTAL</b>	<b>10</b>	
Asokwa Sub-Metropolitan District Council (Purposive Sampling) 3 Town Council	Administrator	1	Interview Guide
	Town Council Chairmen	3	Questionnaires
	Town Council Secretaries	3	Questionnaires
	Town Council Treasurers	3	Questionnaires
	<b>SUB-TOTAL</b>	<b>10</b>	
	<b>GRAND TOTAL</b>	<b>39</b>	

**Source: Author's Construct, 2010**

The 39 respondents included the Metropolitan Co-ordinating Director, the Metropolitan Finance Director, four Sub-Metropolitan Administrators, eleven Town Council Secretaries, eleven Town Council Chairmen and eleven Town Council Treasurers. Each of the eleven Town Councils under the four selected Sub-Metropolitan Councils has Chairman, one Secretary, one Treasurer and all of whom were selected for the study.

### **3.6 Data Collection**

Qualitative data was required for assessing the implementation of decentralization at the Sub-structure (Town Council level), using semi-structured interviews. Consequently, secondary data was gathered through desk studies and internet exploration in libraries and internet cafés. Primary data was gathered from key staff of the Kumasi Metropolitan Assembly, the Administrators and Workers of the Town Councils through the administration

of questionnaires and interview guides. The 39 respondents (sample size) were selected from eleven Town Councils under the four out of the ten Sub-Metropolitan District Councils and two officers from the Kumasi Metropolitan Assembly using purposive sampling techniques.

Questions were framed on the basis of the objective of the study. Care was taken to ensure that the questions were not ambiguous. All the questionnaires were pretested to identify any deficiencies before it was administered to the respondents. The questionnaires were self administered and face-to-face key informant interview carried out. The interview guides were used to obtain data from the Metropolitan Co-ordinating Director, the Metropolitan Finance Director and the Sub-Metropolitan District Council Administrators. The questionnaires were used to obtain data from the eleven Town Council Secretaries, eleven chairmen and eleven Town Council Treasurers.

All the questionnaires administered sought information on the establishment and operationalisation of Town Councils, support given them to perform their functions effectively, functioning of the Town Council Structures, the level of public participation in the implementation process at the Town Council level and the challenges militating against full decentralization at the Town Council level and the way forward.

### **3.7 Data Analysis**

Responses from the field were edited, rationalized and collated to avoid discrepancies. In analyzing the collected data both quantitative and qualitative methods of analysis were used. With the quantitative method, the collected data was coded and entered into the Statistical Package for Social Scientists (SPSS) software for the analyses. The software was used to categorize, tabulate and recombine data in the form of frequency tables to address the purpose of the study according to the research questions.

On the other hand, with the qualitative method of analysis, deductions and analysis were employed. The data was examined to identify linkages between the subject and the outcomes, with reference to the original research questions. Major findings were drawn from the analyzed data and realistic recommendations made.

The results of the study, which were largely quantitative, were presented in the form of frequency tables, graphs and diagrams. The data was grouped according to the similarity of responses and discussed.

Results on the selected aspects of the operations of the Town Councils were discussed in accordance with the objectives of the study. Analysis were done of each question and supported with statistical presentation of actual results of response in tables and graphs. Major findings of the study have been summarized taking cognizance of the responses received and the objectives of the study and recommendations made to enhance a better functioning of the Town Councils.

## **CHAPTER FOUR**

### **DATA ANALYSIS AND DISCUSSION OF RESULTS**

#### **4.1 Introduction**

This chapter deals with an analysis and interpretation of the data gathered from the field. A total of 39 respondents sampled from the eleven Town Councils of the four main Sub-Metropolitan District Councils out of ten in the Metropolis, including two key members from the Kumasi Metropolitan Assembly and four Sub-Metropolitan District Council Administrators were involved in the study.

#### **4.2 Background of Respondents and Designations**

The respondents included various stakeholders and this is shown in Table 4.1.

##### **4.2.1 Respondents and Designations**

**Table 4.1: Respondents and Designations**

<b>Designation</b>	<b>Total Number</b>	<b>Percentage</b>
Metropolitan Co-ordinating Director	1	2.6
Metropolitan Finance Officer	1	2.6
Sub-Metropolitan District Council Administrators	4	10.2
Town Council Chairmen (TCC)	11	28.2
Town Council Secretaries (TCS)	11	28.2
Town Council Treasurers (TCT)	11	28.2
<b>Total</b>	<b>39</b>	<b>100</b>

**Source: Researcher's Fieldwork, 2010**

#### **4.3 Research Question 1: Establishment and Operationalisation of Town Councils**

After enacting laws to give legal backing to the existence to sub-district structures like the Town Councils, it is also imperative to provide these structures with office accommodation, ensure that they are fully constituted in accordance with its composition as stated in chapter two, formally inaugurated before they officially commence operation. This section therefore seeks to find out whether this has been done in the Kumasi Metropolis.

#### 4.3.1 Inauguration of Town Councils

The study showed that all the Town Councils in the Metropolis had not been inaugurated, to enable them officially perform their duties. This notwithstanding, the Town Councils had elected their Chairmen from among the Assembly Members and Unit Committee Members who were members of the various Town Councils. This shows the eagerness and readiness of the Councilors to work.

#### 4.3.2 Office Accommodation for the Town Councils

**Table 4.2: Office Accommodation for the Town Councils**

Office Accommodation	Town Councils Under				Total Number	Percentage
	Bantama	Subin	Manhyia	Asokwa		
Yes	1	4	3	3	11	100
No	0	0	0	0	0	0.0
<b>Total</b>	<b>1</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>11</b>	<b>100</b>

**Source: TCS and Researcher's Fieldwork, 2010**

All the Town Councils had office accommodation. Interviews with the Sub-Metropolitan Administrators revealed that some of the buildings occupied by some Town Councils were rented by the Kumasi Metropolitan Assembly for them. In any case it is a good sign that all the Town Councils have places to operate from. In some areas, because such rented premises may not have been built purposely for the Town Councils, they are

usually not very suitable for their purpose.

#### 4.3.3 Operationalisation of Town Councils

The study revealed that the Town Councils in the Metropolis had not been operationalised. This was confirmed by all the Respondents. This could be understood since all the Town Councils did not have full complement of members as shown in Table 4.3.

#### 4.3.4 Full Complement of Members in the Town Councils

**Table 4.3: Full Complement of Members in the Town Councils**

Members	Town Councils Under				Total Number	Percentage
	Bantama	Subin	Manhyia	Asokwa		
Complete	0	0	0	0	0	0.0
Incomplete	1	4	3	3	11	100.0
<b>Total</b>	<b>1</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>*11</b>	<b>100</b>

**Source: TCC and Researcher's Fieldwork, 2010**

From Table 4.3, 100 per cent of the respondents (Town Council Secretaries) said that they did not have their full complement of members. Without the full complement of members of the Town Councils it becomes difficult for them to meet and take major decisions because of lack of a quorum.

*\*11 represent the total number of Town Councils under study.*

#### 4.4 Research Question 2: Support to Town Councils to Function

As sub-district structures, the Town Councils are supposed to draw inspiration from and receive some support (material, financial and technical) from the Assembly and the Sub-Metropolitan Councils, in order to perform their statutory and delegated functions. It is



therefore necessary, in a study of this nature, to find out whether this support was forthcoming.

#### **4.4.1 Level of Technical support given by Sub-Metropolitan District Councils in the Performance of Town Councils' Functions**

**Table 4.4: Level of Technical Support given by Sub-Metropolitan District Councils in the Performance of Town Councils Functions**

Level of Technical Support	Town Councils Under				Total Number	Percentage
	Bantama	Subin	Manhyia	Asokwa		
Satisfactory	1	3	3	2	9	81.8
Unsatisfactory	0	1	0	1	2	18.2
<b>Total</b>	<b>1</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>11</b>	<b>100</b>

**Source: TCC and Researcher's Fieldwork, 2010**

From Table 4.4, co-operation between the Metropolitan District Councils and Decentralized Departments on one hand and Town Councils on the other was deemed satisfactory. It is refreshing to learn that the co-operation between the Councils and the Decentralized Departments which are to provide them with technical advice and support in the performance of their functions was satisfactory.

#### **4.4.2 Availability of Staff and Their Capacities**

Under capacity assessment in an institutional study of this nature, human resource or staff is critical as they form the focal point around which every activity in the institution revolves. In finding out whether, the Town Councils were functioning, it is imperative that

the human resource that supports the performance of these roles is measured. It is worth noting that aside the Chairmen, Secretaries and Treasurers of the various Town Councils who perform the day-day administration of their respective areas, the technical staff of the Sub-Metropolitan District Councils are supposed to service the Town Councils in the performance of their core functions. Therefore, the study also assessed the human resource base of the Sub-Metropolitan District Councils whose Town Councils are the focus of the study. It came out from the study that the Town Councils had their Chairmen, Secretaries and Treasurers all of who had a minimum qualification of MSLC/SSCE.

However, the technical staffs of the Sub-Metropolitan District Councils were inadequate. Also the available staff, though inadequate, did not have the requisite qualifications to take up some positions at the Sub-Metropolitan District Council and by extension Town Council levels, thus posing much inefficiency in the performance of their roles. Table 4.5 - 4.8 present the human resource capacity of the Sub-Metropolitan District Councils.

**Table 4.5: Human Resource Capacity of Subin Sub-Metropolitan District Council**

Position	Number Required	Expected Qualification	Number Available	Qualification	Backlog
Administrator	1	Degree	1	Degree	-
Accountant	1	Degree	1	Degree	-
Revenue Supervisor	1	HND	1	HND	-
Environmental Health Officer	1	Dip. in Hygiene	1	Dip. in Hygiene	-
Health Inspectors	10	HND	1	HND	9

Market Manager	3	O' Level	1	O' Level	2
Revenue Collectors	50	S.S.C.E	35	M.S.L.C	15
Development Control Officer	1	HND	1	HND	-
Executive Officer	2	Gov't Sec. Cert.	2	Sec. Cert.	-
Messenger	1	A' Level	1	A' Level	-
<b>Total</b>	<b>71</b>		<b>45</b>		<b>26</b>

**Source: Institutional Survey, 2010**

From Table 4.5, the human capacity of the Subin Sub-Metropolitan District Council was inadequate. The Sub-Metro did not have its full staff strength. The revenue collectors were inadequate as only thirty-five revenue collectors were available leaving a backlog of fifteen revenue collectors. All the other staff had the requisite qualifications.



**Table 4.6: Human Resource Capacity of Bantama Sub-Metropolitan District Council**

Position	Number Required	Expected Qualification	Number Available	Qualification	Backlog
Administrator	1	Degree	1	Degree	-
Accountant	1	Degree	1	Degree	-
Cashier	2	HND	1	HND	1
Revenue Supervisor	1	HND	1	HND	-
Environmental	1	Cert. in Hygiene	1	Cert. in Hygiene	-

Health Head					
Health Inspectors	20	Cert. in Hygiene	32	Cert. in Hygiene	9
Revenue Collectors	80	S.S.C.E	53	M.S.L.C	27
Development Control Officer	1	HND	1	HND	-
Building Inspector	10	HND	2	HND	8
Executive Officer	2	HND	1	S.S.C.E	1
<b>Total</b>	<b>123</b>		<b>94</b>		<b>46</b>

**Source: Institutional Survey, 2010**

Table 4.6 shows the human capacity of the Bantama Sub-Metropolitan District Council. Like the Subin Sub-Metropolitan District Council revenue collectors were not adequate as there were fifty-three Revenue Collectors instead of the required eighty. However, unlike the Subin Sub-Metropolitan District Council where Health Inspectors were not adequate, at Bantama Health Inspectors were more than the number required. Instead of twenty Health Inspectors required, there were as many as thirty-two Health Inspectors.

**Table 4.7: Human Resource Capacity of Asokwa Sub-Metropolitan District Council**

Position	Number Required	Expected Qualification	Number Available	Qualification	Backlog
Administrator	1	Degree	1	Degree	-
Executive Officer	1	HND	-	-	1
Clerical Officers	2	S.S.C.E	1	S.S.C.E	1
Accountants	2	HND	-	-	2
Revenue Cashiers	2	HND	1	S.S.C.E	1
Revenue Collectors	40	S.S.C.E	21	M.S.L.C	19

Revenue Supervisor	2	HND	1	M.S.L.C	1
Engineer	1	Degree	0	-	1
Environmental Health Officers	8	Dip. in Hygiene	5	Dip. in Hygiene	3
NYEP Officers	2	Degree	2	M.S.L.C	-
Building Inspector	10	HND	2	HND	8
NADMO Officers	2	HND	1	M.S.L.C	1
<b>Total</b>	<b>73</b>		<b>35</b>		<b>38</b>

**Source: Institutional Survey, 2010**

In Asokwa Sub-Metropolitan District Council, as shown in Table 4.7, revenue collectors were not adequate as they have a backlog of nineteen like the Subin and Bantama Sub-Metropolitan District Councils. There was also no Accountant and Executive Officer.

**Table 4.8: Human Resource Capacity of Manhyia Sub-Metropolitan District Council**

<b>Position</b>	<b>Number Required</b>	<b>Expected Qualification</b>	<b>Number Available</b>	<b>Qualification</b>	<b>Backlog</b>
Administrator	1	Degree	1	Degree	-
Accountant	1	Degree	1	Degree	-
Revenue Supervisor	1	HND	1	O' Level	-
Environmental Health Officer	1	Dip. in Hygiene	1	Dip. in Hygiene	-
Health Inspectors	7	Cert. in Hygiene	5	Cert. in Hygiene	2
Revenue Collectors	30	S.S.C.E	21	M.S.L.C	9
Engineer	1	Degree	0	0	1
Building Inspectors	9	HND	2	HND	7
Executive Officer	1	HND	1	HND	-
Secretary	2	Gov't Sec. Cert.	1	S.S.C.E	1
<b>Total</b>	<b>54</b>		<b>34</b>		<b>20</b>

**Source: Institutional Survey, 2010**

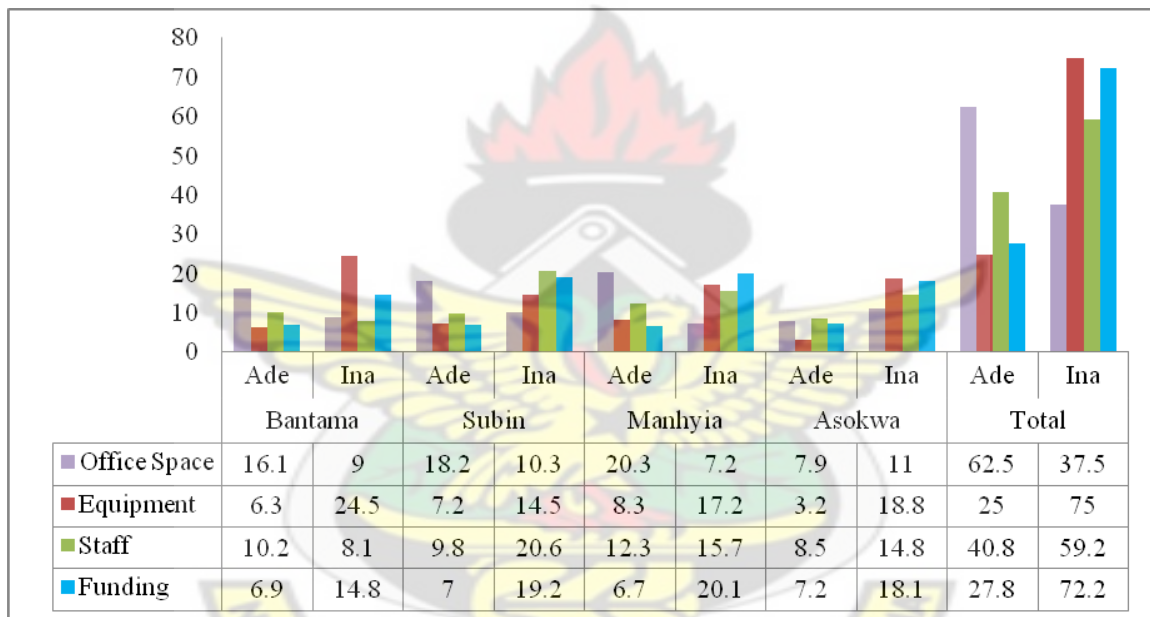
The Manhyia Sub-Metropolitan District Council does not have its full complement of staff as shown in Table 4.8. Like the other Sub-Metros Revenue Collectors are inadequate as there is a backlog of nine Revenue Collectors.

From Tables 4.5 - 4.8, it was evident that all the Revenue Collectors did not have the requisite qualification as they were all Middle School Leaving Certificate holders instead of

General Certificate of Education-Ordinary Level. Also there were no Development Planning Officers, Budget Officers and Engineers in any of the Sub-Metropolitan District Councils. This situation did not augur well for the planning, budgeting and implementation of projects at the Sub-Metropolitan District Council and Town Council levels. Also inadequate Revenue Collectors posed a major challenge to effective revenue mobilization.

#### 4.4.3 Support from KMA and Sub-Metros to Town Councils

**Figure 4.1: Support from KMA and Sub-Metros to Town Councils**



**Source: TCC and Researcher's Fieldwork, 2010**

At the Town Council level, whilst office space was considered adequate, staff, equipment and funding were generally considered inadequate. Averagely, the resource provisions of the Town Councils were inadequate and thereby affecting the pace of implementation of the decentralization process in KMA as shown in Figure 4.1.

##### 4.4.3.1 Rating of Support from KMA and SMCs to Councils

**Table 4.9: Rating of Support from KMA and SMCs to Councils**



Rating	Town Council Under				Total Number	Percentage
	Bantama	Subin	Manhyia	Asokwa		
Satisfactory	0	3	3	2	8	72.7
Unsatisfactory	1	1	0	1	3	27.3
<b>Total</b>	<b>1</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>11</b>	<b>100</b>

Source: TCS and Researcher's Fieldwork, 2010

By way of support generally given to the Town Councils by the Metropolitan Assembly, 72.7 of respondents thought that it was satisfactory, while 27.3 per cent thought it was unsatisfactory. Looking at the responses given from the Table 4.9 it is clear that a higher percentage of them thought that the support the Metropolitan Assembly gave to its Town Councils was generally satisfactory but they require increased support to function as expected by stakeholders.

#### 4.4.4 Financial Support to Town Councils by KMA and SMDCs

**Table 4.10: Financial Support to Town Councils by KMA and SMDCs**

Response	Town Councils Under				Total Number	Percentage
	Bantama	Subin	Manhyia	Asokwa		
Adequate	0	1	1	1	3	27.3
Inadequate	1	3	2	2	8	72.7
<b>Total</b>	<b>1</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>11</b>	<b>100</b>

Source: Researcher's Fieldwork, 2010

From Table 4.10, the respondents thought that the KMA and Sub-Metropolitan District Councils did not adequately resource Town Councils financially. 72.7 per cent of respondents thought so, whilst 27.3 per cent said the items ceded to the Councils were adequate.

#### 4.5 Research Question 3: Functioning of Town Councils

The sub-district structures have been established to perform certain statutory and

delegated functions already stated in chapter two. In assessing the implementation of decentralisation at the Town Council level, some of these functions have been selected as benchmarks for assessing the Councils as indicated below (4.5.1 – 4.5.7).

#### 4.5.1 Maintenance of Bank Accounts

**Table 4.11: Maintenance of Bank Accounts**

Bank Account	Town Councils Under				Total Number	Percentage
	Bantama	Subin	Manhyia	Asokwa		
Yes	1	4	3	3	11	100.0
No	0	0	0	0	0	0
<b>Total</b>	<b>1</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>11</b>	<b>100</b>

**Source: TCT and Researcher's Fieldwork, 2010**

From Table 4.11, it revealed that all the Town Councils had Bank Accounts of various banks in their operational areas within the Metropolis. This enhances transparency and accountability in the utilization of the funds of the Town Councils.

#### 4.5.2 Record Keeping on Ratable Persons by Town Councils

**Table 4.12: Record Keeping on Ratable Persons by Town Councils**

Registration	Town Councils Under				Total Number	Percentage
	Bantama	Subin	Manhyia	Asokwa		
Record Keeping	0	0	1	1	2	18.9
No Record Keeping	1	4	2	2	9	81.1
<b>Total</b>	<b>1</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>11</b>	<b>100</b>

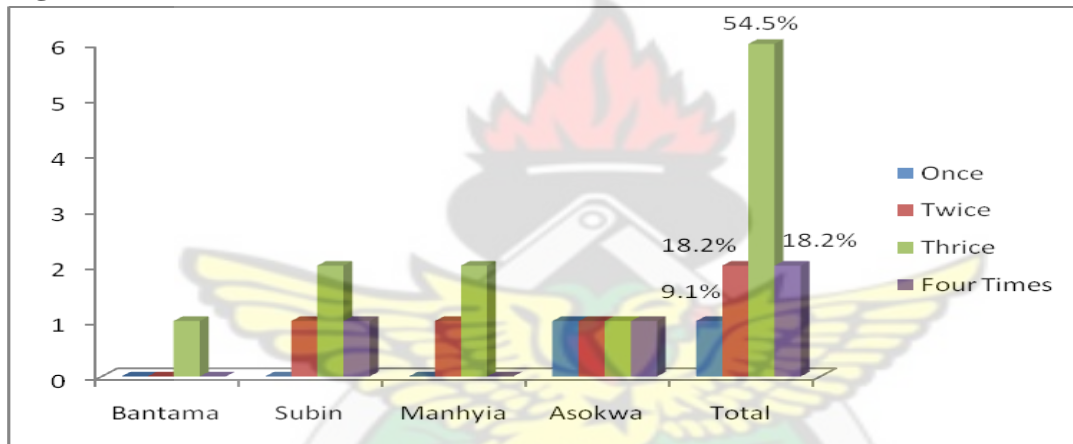
**Source: TCT and Researcher's Fieldwork, 2010**

From Table 4.12, about 81.1 per cent of those posed with the question as to whether records on ratable persons were adequately recorded in their communities answered in the

negative whilst 18.9 per cent responded in the affirmative. This made it evidently clear that the Town Councils were not living up to their mandate of keeping a register of rateable persons in their areas. Considering the importance of this exercise to increased revenue mobilization, it is imperative that Town Councils are encouraged and empowered adequately to carry out this mandate satisfactorily.

#### 4.5.3 Number of Times Town Councils met in a Year

**Figure 4.2: Number of Times Town Councils met in a Year**



**Source: TCS and Researcher's Fieldwork, 2010**

From Figure 4.2, it was revealed that, Town Councils met at most three times in a year. Though these Town Councils are expected to meet six times in a year, meeting at least thrice in a year as revealed by the study is not too bad considering the fact that they were not inaugurated and also not too financially strong to regularly provide protocol, pay T&T and sitting allowances to Councilors. This finding at least gives us an indication that despite the difficulties, Councillors are prepared to sacrifice part of their time to meet together and deliberate on matters relating to their community members welfare and development. It is also revealing to note that though they did not have their full complement of members some meetings were held in spite of legal implications.

#### 4.5.4 Collection of Internally Generated Fund by Town Councils

**Table 4.13: Collection of Internally Generated Fund by Town Councils**

Response	KMA	Town Councils Under				Total Number	Percentage
		Bantama	Subin	Manhyia	Asokwa		
Good (Above 50%)	0	0	1	1	2	4	30.0
Poor (Below 50%)	1	1	3	2	1	8	70.0
<b>Total</b>	<b>1</b>	<b>1</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>12</b>	<b>100</b>

**Source: Researcher's Fieldwork, 2010**

With regards to finance, respondents were not impressed with the Councils ability to internally generate funds. 70.0 per cent of the respondents thought that the internally generated situation of the Councils was poor whilst 30.0 percent rated it as good. This means that the Councils need to re-double their efforts in revenue mobilization. Again, there is the need to reconsider the revenue items ceded to the Councils for collection. Considering the fact that as much as 72.7 per cent of respondents as shown in Table 4.10 thought that the financial support to the Town Councils was inadequate, coupled with the challenges of some tax payers not willing to fulfill their tax obligations to them and the inadequate number of Revenue Collectors the revelation in Table 4.10 is not surprising.

#### 4.5.5 Organisation of Tax Payment Campaigns by Town Councils

**Table 4.14: Organisation of Tax Payment Campaigns by Town Councils**

Times of Campaigns	Town Councils Under				Total Number	Percentage
	Bantama	Subin	Manhyia	Asokwa		
Monthly	1	2	2	2	7	66.3
Quarterly	0	2	1	1	4	33.7
<b>Total</b>	<b>1</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>11</b>	<b>100</b>

**Source: TCT and Researcher's Fieldwork, 2010**

Table 4.14 revealed that, the rate at which Town Councils organized pay-your-levy campaigns was found to be very encouraging since all the Councils generally did so monthly.

Pay your levy Campaign is one strategy used by revenue collection agencies to enhance their work. Hence if this is done well regularly by Town Councils they stand to gain significantly as this could lead to the collection of more revenues for development.

#### 4.5.6 Preparation of Development Plans by Town Councils

**Table 4.15: Preparation of Development Plans by Town Councils**

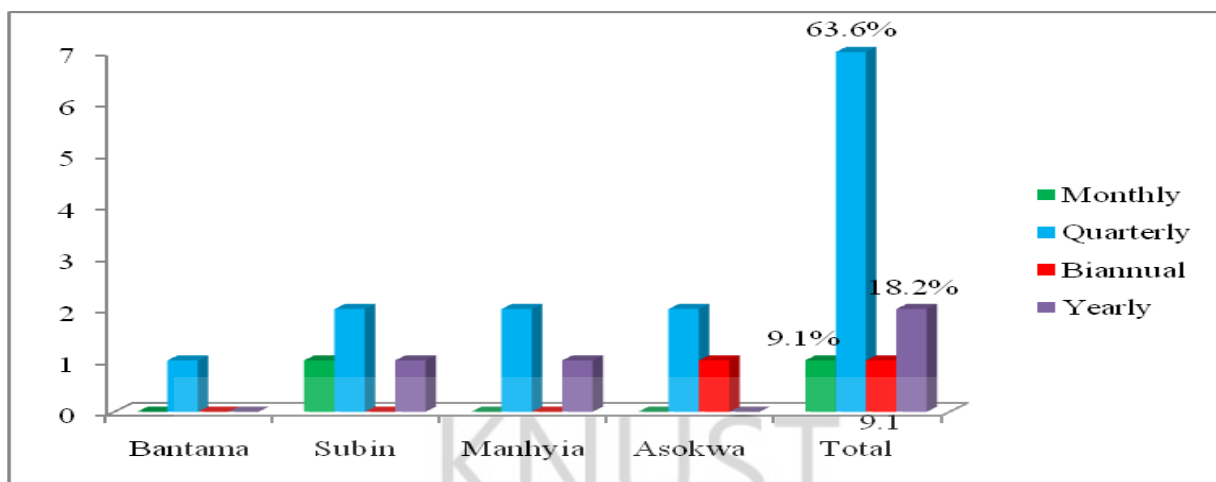
Preparation	Town Councils Under				Total Number	Percentage
	Bantama	Subin	Manhyia	Asokwa		
Yes	1	1	0	1	3	27.3
No	0	3	3	2	8	72.7
<b>Total</b>	<b>1</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>11</b>	<b>100</b>

**Source: TCS and Researcher's Fieldwork, 2010**

From Table 4.15, 72.7 per cent of the Town Councils did not have their own Development Plans within which they performed various activities, but relied on Sub-Metropolitan District Council and KMA Development Plans. Also, 27.3 per cent of them said they had Development Plans, but these were Action Plans. It is important that the KMA encourages bottom-up approach in its planning process, by building the capacities of the Town Councils to generate their own plans within the framework of the Assembly's Development Plan, to guide their development activities.

#### 4.5.7 Engagement of Community in Communal Work/Congresses

**Figure 4.3: Engagement of Community in Communal Work/Congresses**



Source: TCS and Researcher's Fieldwork, 2010

Figure 4.3 proved that, community members were engaged in communal work quite often, as confirmed by respondents from seven out of eleven Town Councils. The regularity of the communal work/Congresses, (63.6 per cent), is very encouraging though there is more room for improvement.

#### 4.6 Research Question 4:

##### Stakeholder Co-operation and Participation in Town Council Activities.

The whole concept of decentralisation is grounded on the idea of popular participation in the decision making process and the sub-structures are supposed to be the vehicles through which this is achieved. Therefore, the need for an assessment in this respect cannot be overemphasised.

##### 4.6.1 Response to Meetings by Councilors

Table 4.16: Response to Meetings by Councilors



Level of Response	Scale of Response (%)	Town Councils Under				Total Number	Percentage
		Bantama	Subin	Manhyia	Asokwa		
High	70 – 100	1	4	3	1	9	81.8
Low	50 – 69	0	0	0	1	1	9.1
Poor	Below 50	0	0	0	1	1	9.1
<b>Total</b>		<b>1</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>11</b>	<b>100</b>

**Source: TCC and Researcher's Fieldwork, 2010**

From Table 4.16, it is obvious that generally Councilors respond positively to Town Council meetings. 81.8 per cent of the respondents said their response to invitations to meetings was high, 9.1 per cent said the response was low and 9.1 per cent said it was poor. Again, this is another indication that Councilors were prepared to utilize part of their time discussing matters of importance to their electoral areas.

#### **4.6.1.1 Participation Assessment of Councilors at Meetings**

**Table 4.17: Participation Assessment of Councilors at Meetings**

Level of Response	Town Councils Under				Total Number	Percentage
	Bantama	Subin	Manhyia	Asokwa		
Useful	1	3	3	2	9	81.8
Not Useful	0	1	0	1	2	18.2
<b>Total</b>	<b>1</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>11</b>	<b>100</b>

**Source: TCC and Researcher's Fieldwork, 2010**

From Table 4.17, the participation and contribution of Councilors and Electorates at meetings was deemed useful. 81.8 per cent of respondents affirmed this fact and 18.2 per cent said it was not useful.

#### **4.6.2 Level of Response to Communal Work/Congresses by the People**

**Table 4.18: Level of Response to Communal Work/Congresses by the People**

Level of Response	Scale of Response (%)	Town Councils Under				Total Number	Percentage
		Bantama Sub-Metro	Subin Sub-Metro	Manhyia Sub-Metro	Asokwa Sub-Metro		
High	70 – 100	1	3	2	1	7	63.6

Low	50 – 69	0	1	1	1	3	27.3
Poor	Below 50	0	0	0	1	1	9.1
<b>Total</b>		<b>1</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>11</b>	<b>100</b>

**Source: TCS and Researcher's Fieldwork, 2010**

The figures in the Table 4.18 showed that 63.6 per cent of the electorate respond to call for communal work indicating that communal spirit is afterall still inherent in our communities. This also means that most of the Councilors have the ability to rally their people around for programmes and projects in their communities.

#### **4.6.3 Involvement of Town Councils in Fee-Fixing of KMA**

**Table 4.19: Involvement of Town Council in Fee-Fixing of KMA**

Participation	Town Councils under				Total Number	Percentage
	Bantama	Subin	Manhyia	Asokwa		
Involvement	0	0	0	0	0	0.0
Non-Involvement	1	4	3	3	11	100.0
<b>Total</b>	<b>1</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>11</b>	<b>100</b>

**Source: TCT and Researcher's Fieldwork, 2010.**

From Table 4.19, 100.0 per cent of respondents said that they were not involved in the fee-fixing resolution of the Assembly. This in general did not enhance the collection of revenue from the people.

#### 4.6.4 Involvement of Town Councils in the Metropolitan Development Plan Preparation

**Table 4.20: Involvement of Town Councils in the Metropolitan Development Plan Preparation**

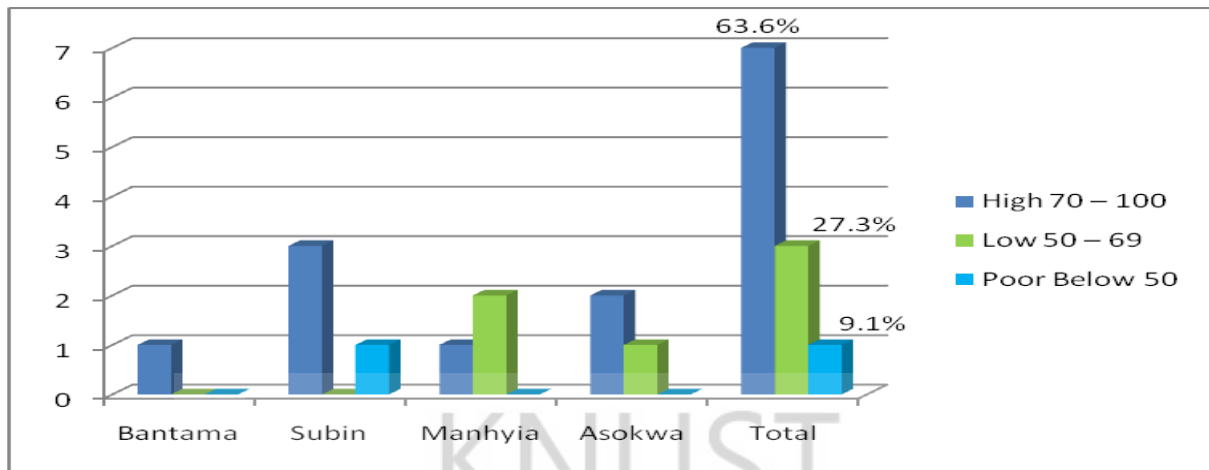
Participation	Town Councils Under				Total Number	Percentage
	Bantama	Subin	Manhyia	Asokwa		
Yes	1	4	3	3	11	100.0
No	0	0	0	0	0	0.0
<b>Total</b>	<b>1</b>	<b>4</b>	<b>3</b>	<b>3</b>	<b>11</b>	<b>100</b>

Source: Researcher's Fieldwork, 2010

From Table 4.20, though Councilors were not very much involved in fee-fixing at the Metropolitan Assembly, they were however consulted in the preparation of development plans for the Metropolis. With regards to consulting Town Councils during the preparation of a development plan for the Metropolis 100.0 per cent said they were consulted. This is good for grass root participation in the planning process of the Metropolis, as it could enhance ownership of the plan by the people.

#### 4.6.5 Level of Co-operation and Participation by Electorate in the Activities of the Councils

**Figure 4.4: Level of Co-operation and Participation by Electorate in the Activities of the Councils**



Source: TCS and Researcher's Fieldwork, 2010

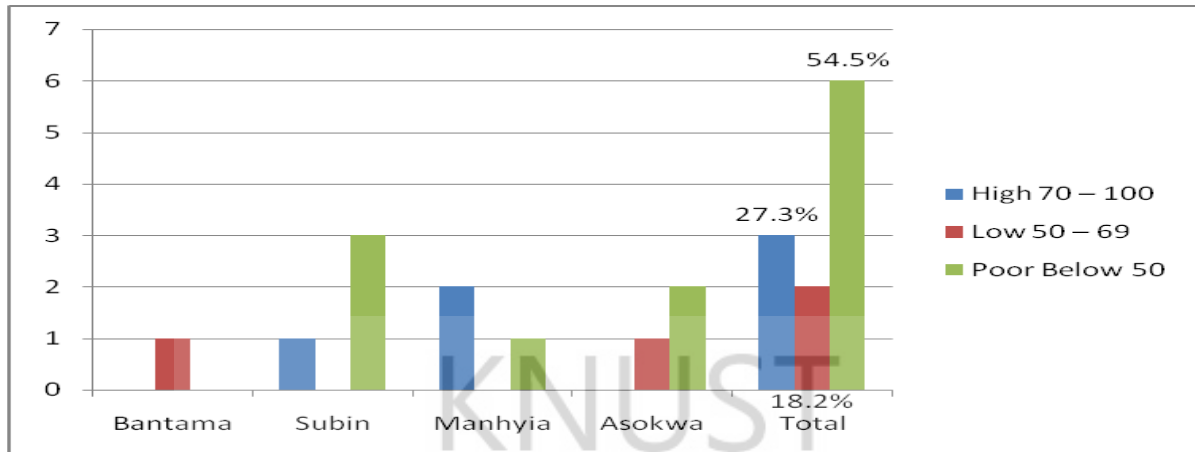
From Figure 4.4, Co-operation from the electorates in the activities of the Councils was equally encouraging. About a third of those posed with the question of participation from electorates thought otherwise and gave the following as suggestions to raise the level of participation;

1. Awareness creation in communities through public education.
2. Regular fora to engage the electorate through activities such as organizing meetings and clean up exercises.
3. Strengthening grassroots participation through well-functioning Town Councils.

#### 4.6.6 Level of Co-operation and Participation by Traditional Rulers in the Activities of the Councils

Figure 4.5: Level of Co-operation and Participation by Traditional Rulers in the

### Activities of the Councils



Source: TCC and Researcher's Fieldwork, 2010

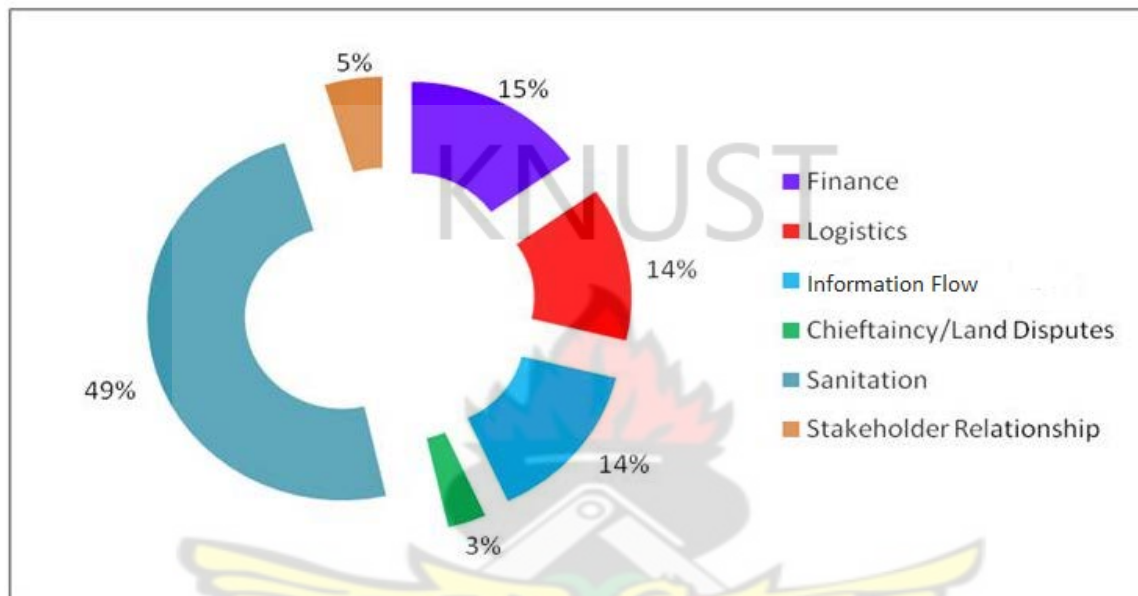
From Figure 4.5, 27.3 per cent of respondents thought that the level of participation of traditional rulers in the activities of the Town Councils was high, 18.2 per cent said low whilst 54.5 per cent said poor. From the analysis, it can be said that the participation of our traditional authorities in the activities of the Town Councils is not too encouraging and needs to be stepped up. As traditional leaders who command so much respect in our communities, the Town Councils stand to gain a lot if they court the support and participation of Nananom in their activities.

### 4.7 Research Question 5: Operational Challenges

The implementation of decentralization at the sub-structure level is a human endeavour which has its own challenges. Therefore the study also sought to find out some of these

challenges with the view to making suggestions that would enhance better performance.

**Figure 4.6: Operational Challenges Confronting Town Councils in the Performance of Their Functions**



**Source: Researcher's Fieldwork, 2010**

From Figure 4.6, sanitation challenges was ranked serious among the operational challenges tested by the study, followed by some other problems listed, finance, information flow from top down, stakeholder relationships and chieftaincy/land disputes in that order. The sanitation challenge facing our nation today, especially in our towns and cities, has been confirmed by the study.

## **CHAPTER FIVE**

### **SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS**

#### **5.1 Summary of Major Findings**

This chapter summarizes the major findings of the study based on the analysis of data in the previous chapter. Recommendations and conclusions have been made based on the



findings and appropriate and immediate action by policymakers and implementers of the decentralization programme would enhance the rapid achievement of the objectives of the decentralization programme.

#### **5.1.1 Establishment and Operationalisation of Town Council Structures**

Town Councils existed in the Metropolis and had some form of office accommodation which was either built or rented by the Kumasi Metropolitan Assembly. Town Councils within the Metropolis had not been generally operationalised. The study revealed that the Town Councils did not have their full complement of members and had not been inaugurated to officially start work. This obviously slows down the implementation of decentralization at the Town Council level.

#### **5.1.2 Support to Town Councils**

Support to Town Councils was generally rated as satisfactory. Technical support and co-operation, provision of development projects and office accommodation were seen as adequate. However the technical staff of the Councils were said to be inadequate and some of those available did not have the requisite qualifications to perform their tasks. Financial support was said to be inadequate and there was also a problem of inadequate equipment.

#### **5.1.3 Functioning of Town Councils**

The study revealed that though the Town Councils did not have their full complement of members they still held meetings, organized communal work quarterly, monthly pay your levy campaigns and carried out other activities in their Electoral Areas. However, one core function of the Town Councils, the registration of ratable persons was not being performed. All the Town Councils had Bank Accounts into which their monies were

lodged before disbursement. Again, revenue generation was said to be poor though they organized monthly pay your levy campaigns. Most Town Councils did not prepare their own development plans but they were consulted in the preparation of the Assembly's main development plan. They were generally rated as ineffective by the Metropolitan Coordinating Director, Sub-Metropolitan District Council Administrator and the Metropolitan Finance Officer.

#### **5.1.4 Stakeholder Co-operation and Participation in the Programme**

Though the study revealed there was some co-operation and participation of other stakeholders in the activities of the Town Councils, Traditional Rulers did not actively participate in the activities of the Town Councils. The stakeholders were not adequately involved in the fee-fixing exercise of KMA. There was also a high level of response to communal work and other activities of the Town Councils. The KMA should endeavour to adequately involve the Town Councils in the preparation of the fee-fixing resolution to enhance increased revenue mobilization especially as they collect revenue on its behalf.

#### **5.1.5 Challenges Confronting the Programme**

The study revealed that though decentralization at the Town Council level is useful, its implementation at that level within the Metropolis was being threatened by some challenges, the major ones being poor sanitation, financial, human resource and logistical constraints. It also came up that our traditional authorities who wield a lot of influence in our communities were not actively participating in the activities of the Town Councils even though public participation was very encouraging.

## **5.2 Recommendations**

From the findings and conclusions of the study, the following recommendations are made to address the critical problems unearthed by the study confronting the Town Councils, to enhance the full implementation of the programme at the sub-structure level.

### **5.2.1 Operationalising Town Councils**

The Kumasi Metropolitan Assembly should ensure that the Town Councils have their full complement of members and inaugurated soonest and empowered to perform their core functions such as the registration of ratable persons in our communities. The Metropolitan Assembly should also take steps to provide, over time, permanent office accommodation for its Town Councils in rented premises, because the productivity of workers is largely determined by the physical environment in which they work and this includes office accommodation.

### **5.2.2 Supporting Town Councils to function.**

Town Councils should be provided with adequate logistics such as equipment, funds and sanitary tools to perform their functions effectively. In this regard, there is an urgent need for the Metropolitan/Municipal/District Assemblies to comply with section 31 of L.I 1589 which enjoins them to disburse part of their Common Fund to the Sub-District Structures. Efforts should be made by KMA to recruit adequate staff for the Councils.

### **5.2.3 Enhancing the Stakeholder Co-operation and Participation in the Programme.**

Public understanding, interest and participation in the decentralization process should be increased and sustained through interaction and education, since it was very clear from the study that the general public was ready to co-operate to move the programme forward. The Town Councils should endeavor to court the active co-operation and participation of our traditional rulers in their activities because they command great respect and influence in our communities and they can bring this to bear positively on their operations.

### **5.2.4 Enhancing better functioning of the Town Councils**

The Metropolitan Assembly should enhance the work of the Town Councils through various pragmatic actions which include putting in place effective sanitation management measures/bye laws and practices to address the sanitation challenges in the metropolis, enhancing free flow of information between the Metropolitan Assembly and Sub-Metropolitan District Councils and their Town Councils, engaging more Revenue and refuse collectors, providing adequate logistics such as sanitary tools, computers, competent and adequate staff, and adequate financial support to Town Councils.

Management of Town Councils should also carry out regular Public education on tax and sanitation, their functions, and regularly organize in-service-training for Councilors. There is also the need to ensure improved communication between Sub-Metropolitan District Councils and Town Councils.

## **5.3 Conclusion**

The study has given an overview of the level of decentralization in Ghana regarding

the implementation of the programme at the sub-structure level in the Kumasi Metropolitan Assembly. Though there is evidence of the readiness of the public to participate actively in the activities of the Town Councils, the desired support to enhance the effective performance of the Councils was inadequate and hence requires urgent attention. The political will and commitment of leadership to establish and operationalize the Town Councils has been found to be low. The study has therefore made recommendations that could hopefully strengthen and enhance the performance of the Town Councils in Ghana.



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## APPENDIX 1

### **QUESTIONNAIRE FOR THE EVALUATION OF DECENTRALISATION AT THE SUB-DISTRICT STRUCTURE LEVEL: A CASE STUDY OF THE KUMASI METROPOLITAN ASSEMBLY.**

To be answered by Town Council Treasurers, Town Council Chairmen and Town Council Secretaries.

**All respondents are assured of absolute confidentiality in this Academic Research.**

**Please tick appropriate responses or fill in space provided**

#### **A. Respondents' Background**

1. Name of Town Council -----
2. Designation of Respondent -----
3. Age ----- (state completed years) and Sex: Male [ ☐ ] Female [ ☐ ]
4. Occupation -----
5. Educational Level (tick one)  
None [ ☐ ] Middle school [ ☐ ] Secondary [ ☐ ] Diploma/Degree [ ☐ ] 2<sup>nd</sup> degree [ ☐ ]

#### **B. Establishment and Operationalisation of Town Councils**

6. Has your Town Council been inaugurated? Yes [ ☐ ] No [ ☐ ]
7. Is your Town Council operational? Operational [ ☐ ] Non-operational [ ☐ ]
8. Does your Town Council have office accommodation? Yes [ ☐ ] No [ ☐ ]
9. Do you have the full complement of members of your Town Council?  
Yes [ ☐ ] No [ ☐ ]

#### **C. Support to Town Area Councils to function**

10. How will you rate the technical support given you by the Sub-Metropolitan District Council in the performance of the Town Council's functions?

Satisfactory [ ]      Unsatisfactory [ ]

11. Is your Town Council adequately resourced to do its work?

Resource	Adequate	Inadequate
Office Space		
Equipment		
Staff		
Funding		

12. How will you rate the support given to the Councils by the Metropolitan Assembly?

Satisfactory [ ]      Unsatisfactory [ ]

**D. Functioning of Town Councils**

13. Does your Town Council prepare and run a Budget of its own? Yes [ ]      No [ ]

14. Does your Town Council maintain a Bank Account?      Yes [ ]      No [ ]

15. Does your Town Council maintain records of rateable persons and properties?

Yes [ ]      No [ ]

16. Have you prepared a development plan for your Town Council area?

[ ] Yes      [ ] No

17. Are the revenue items ceded to your Council by the Sub-Metropolitan District Council adequate?      Yes [ ]      No [ ]

18. What other support (financial/logistics) do you receive from the Metropolitan Assembly? State-----

---

19. How often does your Town Council Council meet in a year?

Once [ ] Twice [ ] Thrice [ ] Four Times [ ] Five Times [ ] Six Times [ ]

20. How often does your Town Council organise pay your levy campaigns?

Monthly ☐ Quarterly ☐ Half Yearly ☐ Seldom ☐

21. How often does your Council engage your community in communal work?

Monthly ☐ Quarterly ☐ Biannual ☐ Yearly ☐

22. How will you rate the level of response of the people to your Council's call for communal work? High (70 - 100%) ☐ Low (50 - 69%) ☐ Poor (Below 50%) ☐

23. How will you rate the functioning of your Town Council?

effective ☐ ineffective ☐

24. How would you rate internally generated funds by your Town Council?

Poor (Below 50%) ☐ Good (Above 50%) ☐

**E. Stakeholder co-operation and participation in the process.**

25. Is your Town Council involved in the fee-fixing of the Metropolitan Assembly?

Yes ☐ No ☐

26. Is your Town Council involved in the preparation of the Development Plan of the Metropolitan Assembly? Yes ☐ No ☐

27. What is the response of Councillors to call for Council meetings?

High (70 - 100%) ☐ Low (50 - 69%) ☐ Poor (Below 50%) ☐

28a. How will you rate the level of co-operation & participation of the electorate in the activities of the Council?

High (70 - 100%) ☐ Low (50 - 69%) ☐ Poor (Below 50%) ☐

28b. If Low (50 - 69%)/ Poor (Below 50%), in what ways do you think their level of co-operation and participation can be encouraged /raised in your activities?

-----  
-----

29. How will you rate the level of participation of traditional rulers in the activities of the Councils?

High (70 - 100%) [ ]      Low (50 - 69%) [ ]      Poor (Below 50%) [ ]

**F. Challenges**

30. What in your opinion are the key challenges, if any, which confront your Councils in the performance of their functions? (Please Tick).

Challenges	Tick
Finance	
Logistics	
Information flow	
Chieftaincy/Land Disputes	
Sanitation	
Stakeholder Relationship	

31. What do you suggest should be done to enhance the effective performance of the Town Councils?

- a) .....
- b) .....

**THANKS VERY MUCH FOR YOUR CO-OPERATION**



## APPENDIX 2

### **Interview Guide for KMA Metropolitan Co-ordinating Director, Finance Officer and Sub-Metropolitan District Council Administrator.**

1. Have the Town Councils in your Assembly area been inaugurated?

Yes [ ☐ ]

No [ ☐ ]

2. Do the Town Councils promptly receive their 50% share of revenue collected to the Assembly/ Sub-Metropolitan District Council? [ ☐ ] Yes [ ☐ ] No

3. Do you promptly provide funds to the Town Councils for activities carried out on your behalf? No [ ☐ ] [ ☐ ] Yes

4. Which revenue items have you ceded to your Town Councils? List-----

5. Aside the release of 50% revenue to the Town Councils what other funds/logistics do you give to them? State-----

6. In what other way(s) is the Assembly/Sub-Metropolitan District Council supporting the Town Councils?  
state.....

7a. In your opinion, are the Town Councils effective?

[ ☐ ] Yes

[ ☐ ] No

7b. If No, what can be done to make the Town Councils function better?

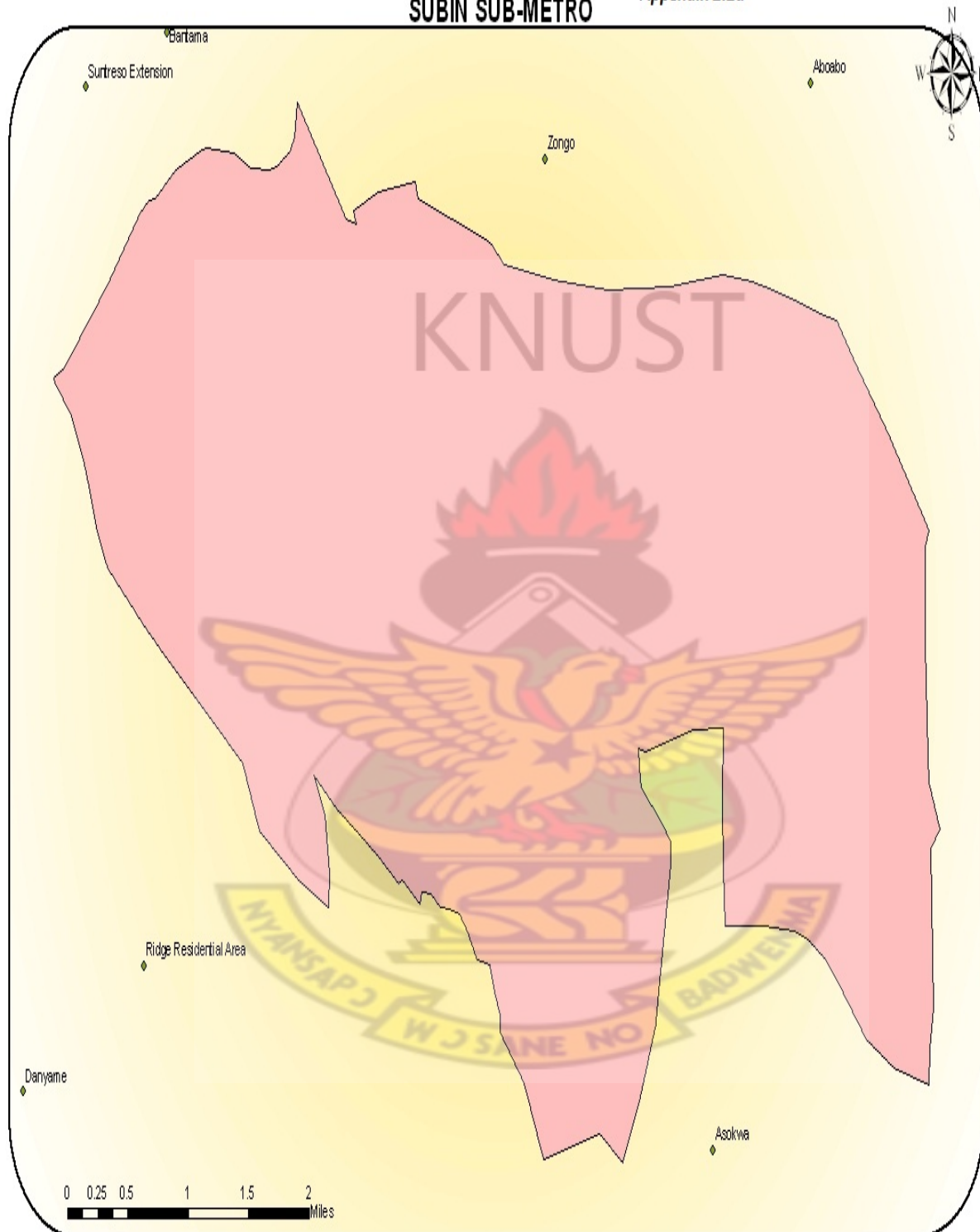
.....

8. What do you think are the challenges militating against full decentralisation at the Town Council level? State: .....

**THANKS VERY MUCH FOR YOUR CO-OPERATION**

## SUBIN SUB-METRO

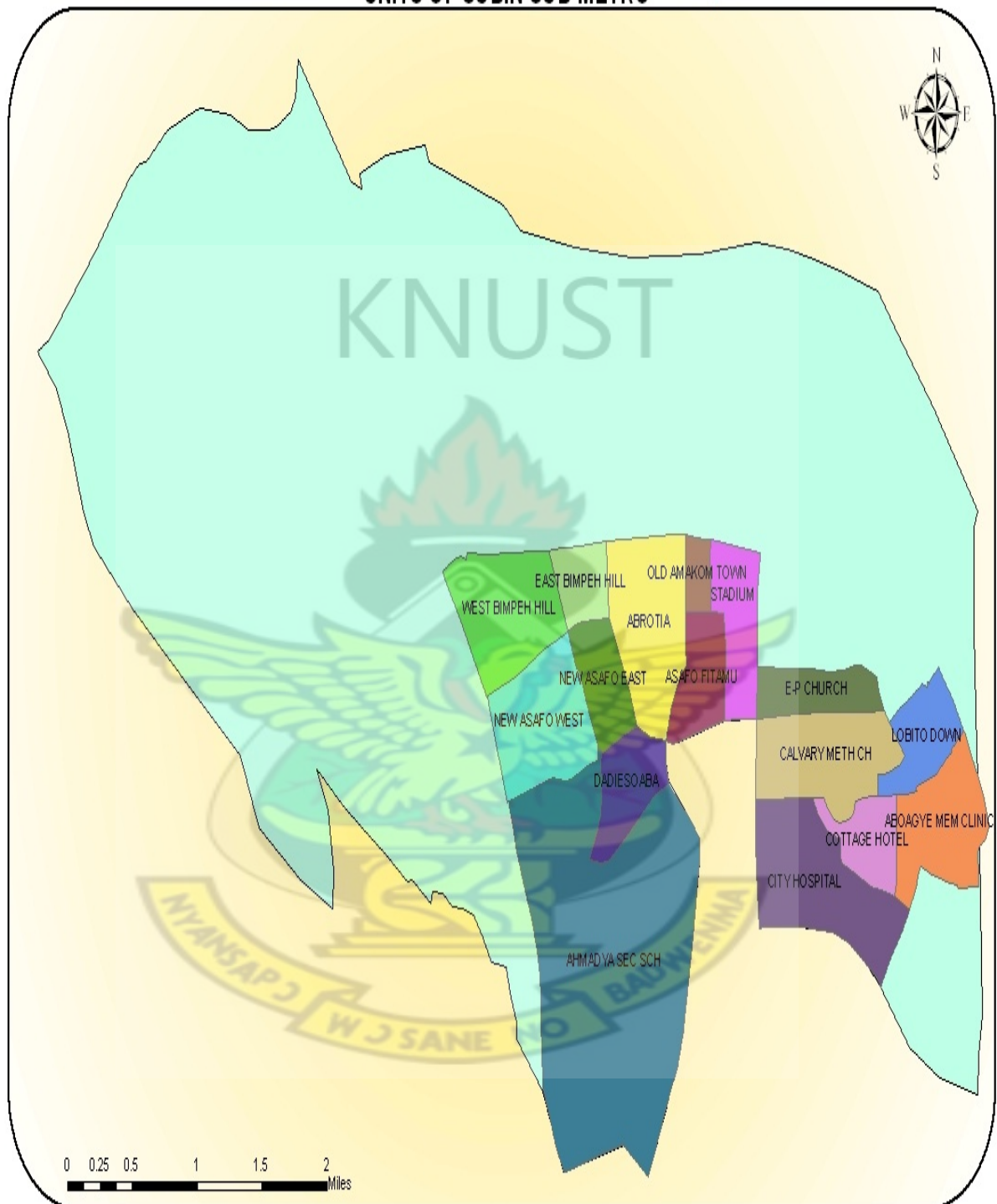
Appendix 2.2a



PREPARED BY CHAPMAN OMUSU-SEKYERE, TOWN & COUNTRY PLANNING DEPARTMENT 04/08/08

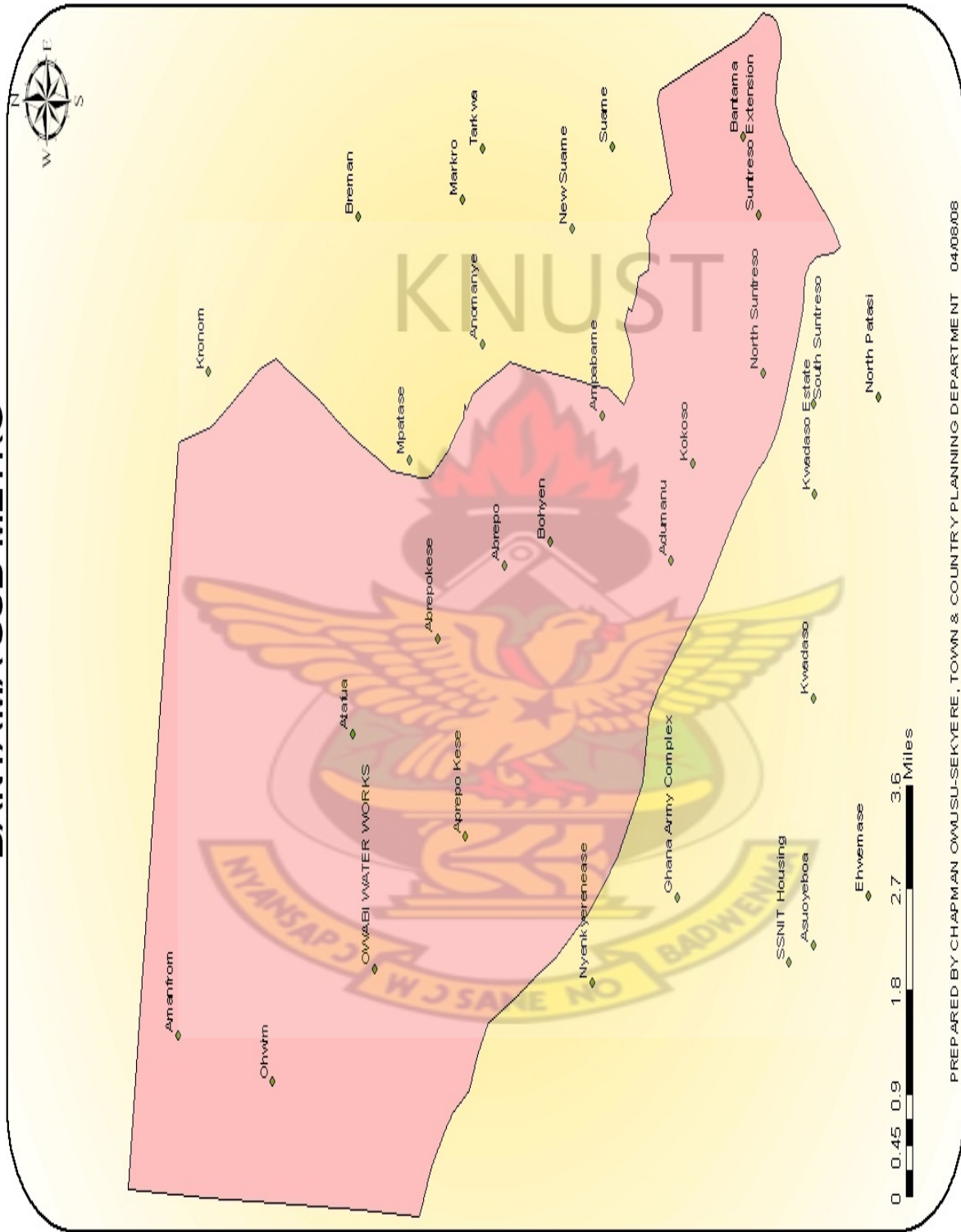
# UNITS OF SUBIN SUB-METRO

Appendix 2.2b

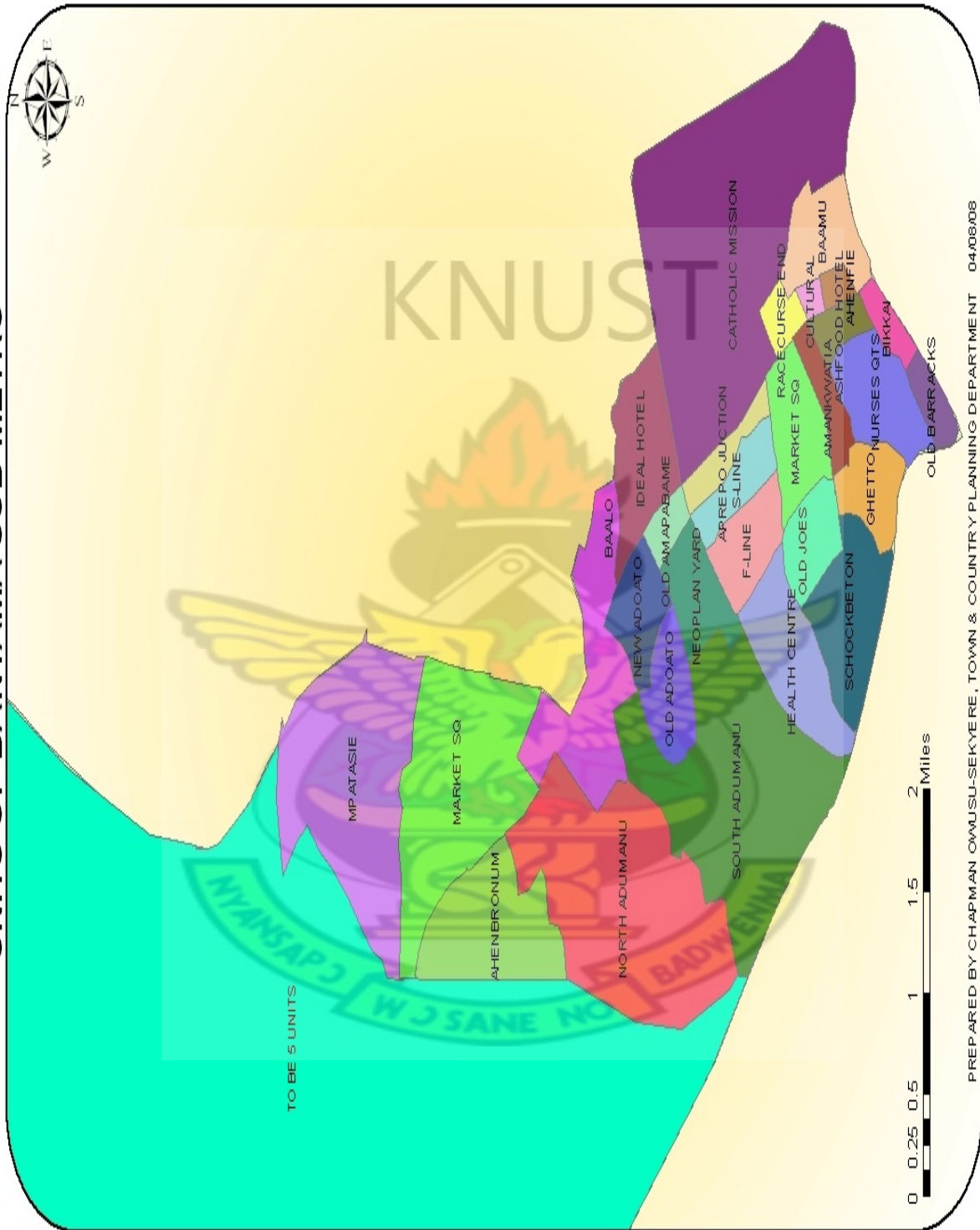


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**BANTAMA SUB-METRO**



# UNITS OF BANTAMA SUB-METRO *Appendix 2.3b*



PREPARED BY CHAPMAN OMUSU-SEKYERE, TOWN & COUNTRY PLANNING DEPARTMENT 04/08/08



## UNITS OF ASOKWA SUB-METRO

Appendix 2.4

