

MUNICIPAL INTEGRATED MANAGEMENT APPROACH  
IN URBAN SERVICES DELIVERY IN ACCRA

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INTRODUCTION

The Government of Ghana in 1989 embarked on a policy of decentralisation - a programme designed to shift the political, administrative and developmental machinery from central government to the districts. The Accra Metropolitan Assembly is one of the 110 district assemblies in Ghana which came into being in 1989 under the PNDC Law 207. The shift in policy was activated by a number of factors. The necessity for the democratisation of the institutional structures to respond to the needs of the citizens is one of the principal factors. This was buttressed by the realisation that the opening up of the institutions of government has the advantage of creating consensus in decision-making. This is a vital ingredient for co-ordination, cooperation and integration in development.

The Accra Metropolitan Assembly: Functions

The Assemblies are the highest political and administrative arms of government at the district level. The PNDC Law 207 has been replaced by an enabling Local Government Act 1993 (Act 462) approved by Parliament. The district assemblies through this Act carry out legislative, deliberative and executive functions.

The functions of the Metropolitan Assembly have been spelt out in the Local Government Act 1993 Act 462 (section 10 sub sections 1,2,3,4 and 5). These can be summarized as follows:

- (a) Formulate and execute plans, programmes and strategies for the effective mobilisation of the resources necessary for the overall development of the district.
- (b) Responsibility for development, improvement and management of human settlements and the environment.
- (c) To guide, encourage and support sub district, local government bodies, public agencies and local communities to perform their roles in the execution of approved development plans.

- (d) To co-ordinate, intergrate and harmonize the execution of programmes and projects under the approved development plans for the Assembly and any other development programmes promoted or carried out by ministries, departments, public corporation and other statutory bodies and non-governmental organisations.
- (e) Promote and support productive activity and social development in the metropolitan area and remove any obstacles to initiative and development.

To carry out these functions, the Metropolitan Assembly has a four tier structure with different functions, roles and responsibilities which are complementary and mutually supportive. The level of involvement is dependent on the scale and magnitude of the problem, financial resources, size of the project and the technical expertise. This four-tier structure is as follows:

- a. The Metropolitan Assembly
- b. The Sub-Metropolitan Assembly
- c. The Town Councils
- d. The Unit Committees.

The structure has been designed for an interactive system of planning involving various levels of participation. The Metropolitan Assembly deliberates and legislates. The Sub-Metropolitan Assemblies initiates projects/programmes. The Town Councils manage these programmes and the Unit Committees are to implement them. This system allows for the bottom-up and top-down flow of information, resource disbursement and mobility of human resources.

The Metropolitan Authority has at its apex the Metropolitan Assembly. This Assembly comprises elected men and women who are the representatives of the people. They deliberate on various issues pertaining to the development of the metropolis and legislate laws to maintain and promote the orderly development of the metropolitan area.

To ensure the elected assembly members understand the dynamics of development management and government, they

are co-opted as members of the special technical sub committees of the Authority. These sub committees examine, analyse and recommend for implementation issues relating to finance and administration, development planning, environmental and sanitation, disaster and relief, education, social services, urban infrastructure, public relations and public complaints.

The heads of departments/units of the Metropolitan Assembly are member/secretaries to these sub committees. They provide the technical guidance and other information inputs to assist the committees.

### ISSUES IN MANAGEMENT INTERGRATION

Accra is the administrative headquarters and the commercial/industrial nerve centre of the Metropolitan Assembly. It is also the capital city of Ghana and the Regional Headquarters for the Regional Co-ordinating Council. The population of the city of Accra is estimated at 2.0 million, with an annual growth rate of about 4.5%. Its huge population, thriving commercial activities and growing service related industry calls for an efficient and effective system of management. This has not been an easy task in view of the numerous public agencies involved in services delivery. There are problems of co-ordination, cooperation and intergration.

The nature of the issues relate to who manages what? Who is responsible for what? What style of planning would be more responsive and suitable? Each level of government administration: the central government through its ministries or public parastatals, the regional co-ordinating council, international organisations and the non-governmental organisations make policies and execute programmes which impact on the metropolis. The absence of effective coordination between these public agencies and the Metropolitan Assembly has had much negative impact on the metropolitan area. It is not uncommon to find utility agencies (such as the Ghana Water and Sewerage Corporation, the Telecommunication and the Electricity Corporation) dig up trenches across newly constructed roads and fail to reinstate the roads after laying their cables and pipes. The consequent disruption to traffic and the inconvenience to commuters and

vehicle operators are ignored by these agencies. It is the Assembly which has to bear the responsibility for these acts.

The enabling Local Government Act 1993 (Act 462 section 10 sub section 5) states unambiguously "The Assemblies shall coordinate, integrate and harmonize all approved developments of the district.. Other development programmes/projects promoted or carried out by the ministries, departments, public corporations and other statutory bodies and non-governmental organisations in the district". This also involves the coordination of urban services delivery packages initiated and to be executed by any agencies . There are problems of:

- a. coordination of the institutional structures of government and power-sharing(external to the Assembly)
- b. The unwieldly nature of the departments within the Metropolitan Assembly itself which is an obstacle to intergration.

The Government of Ghana has recognized these structural problems which inhibit an intergrated approach to problem solving. Two main strategies have been adopted to "open up" these institutions and encourage cooperation. These are:

- i) setting up Inter-Ministerial Committees comprised of the Ministers and Chief Executives of the Key Public Agencies involved in the urban services delivery. These committees guide, initiate and formulate policies which are binding to all parties to promote cooperation. eg. (Inter-Ministerial Committee for Urban Infrastructure Development)
- ii) Decentralisation to the district level of all key government departments whose activites directly impact on the metropolitan area. This is to intergrate these departments into the main stream of municipal government and the management of development. Twenty-two (22) government departments have been decentralised in the enabling Act 462.

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The physical decentralisation of these agencies (materials, manpower and funds) has not, however, yet occurred. This is because the decentralised departments receive directives (from project formulation to implementation) from their parent ministries. The Central Government continues to channel their yearly budgetary votes through their parent ministries. The purpose for the decentralisation is defeated and the Assembly is placed in an awkward position in terms of coordination and harmonization of programmes.

I have pointed out some of the problems in the application of the integrated management approach as a planning tool at the macro-level of administration. At the metropolitan and Municipal levels of administration and government, the pressures from the public for efficient and effective urban services delivery system especially necessitates a new approach to problem solving.

#### INTERGRATED MANAGEMENT APPROACH: A CASE STUDY IN THE A.M.A.

The structure of Ghana's economy and the geographical pattern of investment has resulted in a particularly uneven level of urbanisation. There are wide variations in the level of services provided by the towns and cities. Since the late 1980's this polarisation has deepened, inhibiting the efficient utilisation of human and physical resources (Ghana Vision 2020 - The First Step 1996 - 200 p. 24).

The Accra Metropolitan Assembly has within the past two decades witnessed a sharp increase in its population growth. This has been due mainly to rural urban migration and the natural increase in population growth rate.

This increase in population has not been, however matched with a proportionate provision of basic infrastructural facilities. Many neighbourhoods lack good roads, potable drinking water, public places of convenience, drains, sanitary sites markets and the like. The existing facilities cannot meet the demands of the public. This has resulted in the overload

of existing facilities and their rapid deterioration. The Assembly has responsibility for the provision of these social service facilities but is constrained by its inability to generate enough revenues. In addition, with an expanding metropolis and burgeoning population, the management of the metropolitan area is becoming difficult and less co-ordinated.

The Assembly finds itself adopting a 'crisis' management approach to problem solving. In many cases ad hoc measures have been introduced to contain the situation. This has often been cumbersome and time consuming, leaving the problems unsolved. The Accra Metropolitan Assembly has come under incessant criticisms. The public have become more vociferous in their demands for an efficient urban services delivery. There is greater demand from the public for a more participation in the decision making process. The formation of neighbourhood Associations, tenants and landlords bodies, environmental groups, concerned citizen groups, community development associations and urban related non governmental organisations in the metropolitan area is an expression of this needs.

The Accra Metropolitan Assembly has identified some of its inherent weaknesses in managing the metropolis. These include:

- a. centralisation of the management functions at the Head Office;
- b. inflexible institutional structures which do not respond to the fluid nature of the society;
- c. inadequate flow of information to the public;
- d. over-centralisation of departmental functions at the head offices and their absence at the sub-district, town council and unit levels.

To address these weaknesses the A.M.A. has adopted an intergrated management approach in development. This approach has been influenced by the advantages in

1. A participatory system of management which encourages the democratisation of institutional structures for development purposes.
2. The decentralisation of administrative, political

and development processes to the lower tier level ie. sub-metropolitan districts, the town councils and the unit committees in order to involve the beneficiaries of the products of planning.

3. Citizen participation in the ensuring the cooperation and support of the public for the Assembly's programmes.
4. The opening up of the executing institutions to public scrutiny in order to ensure accountability, enhance efficiency and promote effectiveness in programme implementation.

As a first step in ensuring that the municipal intergrated management approach is workable, the Assembly put in place structures and mechanisms for implementation of the above ie. the decentralisation to the sub-district councils, the involvement of the public in the decision making process; the adoption of an interaction and participation style of government, and the devolution of the functions of some key departments to the sub-district councils.

Some of these structures are the following:-

- a. The Specialised Sub-Committees of the Assembly. These Committees made up of elected assembly members and technical staff examine, analyse and recommend projects for implementation. This is intended to rally support and cooperation from the politicians for the successful implementation of the programmes of the Assembly.
- b. The Executive Committee of the Assembly. The Executive Committee comprises the chairpersons of the sub-metropolitan councils, the chairpersons of the special sub committees, the Heads of Assembly's Departments and the sub-metropolitan administrators.

The Executive Committee approves the programmes submitted to it by the special sub committees. The project implementation is carried out with the active involvement of the sub-metropolitan council. The advantage accruing from this is the cooperation, coordination and

intergration of the main actors. Consensus building is fostered and there is transparency in the use of public funds.

- c. The Accra Metropolitan Assembly has in place the Metropolitan Planning Committee which also oversees the overall physical development and development control of the city. The Planning Committee is the approving authority for all developments. It serves as the platform for the co-ordination of development activities of the state agencies. On this Committee are represented the District Heads of Departments of the Utility Agencies (water, telecommunication, electricity etc), the Lands Commission, the Head of the Town and Country Planning Department, the Metropolitan Engineer, the Medical Officer of Health, the Environmental Protection Agency Officer and others. This Committee meets monthly to consider and approve building developments. The Mayor is the Chairman for the Committee.
- d. The Assembly has also initiated and is maintaining a sustained public education programme on the need to abide by these regulations. Public education in this area is carried out by the sub-districts, town councils and the unit committees. There has been support from the press in this direction but a lot more needs to be done.
- e. The Accra Metropolitan Assembly has also entered into a new phase in development management. Various International organisations such as the World Bank, the Overseas Development Agency, the United Nations Development Programme and the UNICEF are now emphasising direct cooperation with District Assemblies. The Accra Metropolitan Assembly has benefitted from these World Bank assisted projects. However, it was not involved in the planning, formulation, execution and monitoring stages. While the physical developments dot the landscape, the capacity at the district level to manage these facilities was not developed at the same pace. The World Bank has recognised this, and projects



now have to be formulated jointly with the Metro Assembly. The Urban Environmental and Sanitation Project (Urban IV) is one such case in which the stakeholders were directly involved in the project formulation and planning. The project addresses concerns such as the provision of basic infrastructural facilities eg. access roads, toilets and drains. To undertake the monitoring and co-ordination of projects in the metropolitan area, the Metropolitan Planning Co-ordinating Unit is being strengthened with personnel and equipment.

- f. The Assembly has embarked on a policy of decentralisation involving the devolution of political authority and the decentralisation of financial resources, manpower and material inputs to its sub-metropolitan Assemblies. The need to meet the demands of the public, makes it mandatory that the machinery of government should be within the reach of the public. Some key departments have been decentralised within the neighbourhoods of the sub metropolitan assemblies.

**Waste Management Policy: An Example of an Intergrated Approach to Municipal Management**

The rapid urbanisation of towns and cities in the developing countries in Africa has brought in its wake problems of environmental sanitation and degradation. The City of Accra is a typical example. With an estimated population of about 300,000 people in 1951, today its population is well over 2.0 million resident persons. In addition it has a daily floating population of between 200,00 to 300,000 persons who commute from the surrounding towns and villages to undertake one business or the other.

The City has expanded laterally and in all directions. It has merged with adjoining port city of Tema in the East, the administrative headquarters of the Ga District Assembly in the North and Weija town in the West. The new residential neighbourhoods in the peri-urban zones are poorly linked to the central business district. These areas are however the densely populated areas of Accra. Basic infrastructural facilities in these settlements such as sanitary sites are absent, public toilets are overloaded, shortage of portable drinking

water is rampant and solid and liquid waste collection and management is a perennial problem. In the inner-core of the city where there are older settlements the sanitation problem is aggravated by poor attitudes of the residents and the inadequate provision of facilities. The open drains are the dumping sites for garbage and the available social facilities are over stretched as a result of the increased usage.

The Assembly had adopted various strategies to check this insanitary situation. There were:

- a. Monthly clean-up campaigns were instituted
- b. Bye-Laws on sanitation enacted to check offenders and
- c. Grants were made available to the Wastes Management for the purchase of vehicles, equipment and machinery for the collection and disposal of waste.

The problem however persisted.

Against this background, it was necessary to re-examine the strategies in use to make for effective and efficient in service delivery. Areas of examination include

- i. the decentralisation of the functions of the waste management department to the sub metropolitan councils;
- ii. the empowerment of residents in their neighbourhoods;
- iii. adopting cost effective methods to waste management;
- iv. private participation in the waste management business;
- v. sustained public education campaigns.

The style of management and operations of the waste management department until 1994 was centrally planned. The Waste Department had control over the operations in the city but then its area of focus was gradually diminishing in the face of the spread of the city. The newly developed residential neighbourhoods, which were further away from the central office were neglected. Residents were left to clean their own compounds without any alternative sites for the disposal of the garbage.

The spread of the city and the increasing population coincided with the city's declining ability to generate income for its services. The operations of the Waste Management Department was affected. With its costly machinery and equipment coupled

with long haulage distances to dispose off the waste, the services provided by the department was reduced in scale and performance output low.

There has been policy shift from the centrally planned system to a decentralised system of operation to the Sub Metro Councils. The advantage of the decentralisation is to focus on the small areas of administration which are directly involved in the provision of services to the neighbourhoods. The empowering of the Sub-District Metropolitan Councils to manage waste is to enable the residential neighbourhoods to receive more attention. With political authority closer to the residents it would make for easier and effective identification of taxes and revenue mobilisation. The peculiar situation of each neighbourhood would be addressed quickly as the metropolitan government becomes more attracted to the needs of the public.

A second policy shift is in terms of the type of equipment and vehicles for waste collection. We have noted in the paper the problems of an urbanising city such as Accra. Urban residential accessibility is poor, due to poor state of roads. The need for equipment suited to the local terrain cannot be overemphasised if performance is to be enhanced. Our experience with the use of the big trucks is, that is suitable for use in the well-planned neighbourhoods where manouverability is easy. These neighbourhoods are however the high income residential areas which account for 4% of the total housing stock in the metropolitan area. The door-to-door service system is applicable in these neighbourhoods using the compaction trucks. For the low and medium residential neighbourhoods which are characterise by poor access roads, the vehicles are not the best choice. The need for an adoption of an appropriate technology to suit the particular circumstances of a developing country is imperative.

The A.M.A. has accordingly introduced and encourages the use of appropriate technology in waste collection in the city. These include:

- donkey cart service

- tractor and trailer service
- push cart service
- small vehicles

to reach out to the inaccessible areas in the metropolis.

A third area of policy is with the empowerment of the local residents to enforce the city's bye-laws on sanitation. The Metropolitan government had had the arduous task of sanctioning residents who foul the environment. Public support in this area has been apathetic. Community sanitation tribunals have therefore been set up in each town/area council again to ensure that the judicial arm is extended to the neighbourhoods, the wards and unit committees. The members of the sanitation tribunals are residents of the community in which the tribunal is located. The membership cuts across professional, religious and educational backgrounds. This Motley of judges see fair play and justice through their own perceptions of how a resident's anti social activity could be checked with minimum stress to the society as a whole. Sanction such as fines is imposed on the offender to serve as deterrent. Through these tribunals, the residents have been empowered to manage their own environment. The myth surrounding the legal system as incomprehensible and draconian has been mitigated for the people are guided by their own sense of fair play.

The need to be more imaginative in generating its own funds has also forced the Assembly to adopt a more pragmatic approach to attract private capital investments. Private sector participation in waste collection is now a reality. There are five (5) private companies involved in waste collection in the metropolian area. The area of coverage is about 30% of the total area of the metropolis.

The Accra Metropolitan Assembly has put in place the necessary bye-laws for the collection of user-fees by the contractor themselves. The Assembly only charges tipping fees at the landfill sites and a twenty-five per cent management fee (ie. abot 50 cents per every \$2.50 (American dollar) charge to each user per month.

There was the initial resistance by the public towards the privatisation of waste collection. Presently, the residents have realised the advantage of this door-to-door service.

The A.M.A. has recognized the need for a sustained public education programme on sanitation. This programme entails that all actors in the field must be reached. The public and the executing agencies. The A.M.A. has embarked on the re-training of its Environmental Health Inspectors from its Metropolitan Health Department. The officers are undergoing training in public communication, public education, law enforcement and public sanitation. The A.M.A's public relation unit is also being strengthened with personnel and equipment.

To co-ordinate all these policies the Assembly has established the Special Sub Committee on Environment and Sanitation. The Committee oversees policies on sanitation within the framework of public participation, public partnership in waste collection and the dissemination of information on sanitation. The membership of the committee comprise representatives of concerned citizen groups, professionals in the health sector, the representative of the people and a representative of the Environmental Protection Agency.

### CONCLUSION

I have in this paper discussed the nature, complexities and constraints in municipal intergrated management. The effectiveness of this hinges on the transformation in the decision making process. We have identified that the style of management could significantly improve the intergrated approach to development. Institutions are managed by human beings. Attempts to change the traditional ways of problem solving is often resisted.

The decentralisation policy is intended to force the technocrats and bureaucrats to the reality that the residents must be involved in the decision making process. The A.M.A. has responded to this challenge through the opening up of its departments to public scrutiny and the devolution of political

administrative and financial resources to the lower tiers of the metropolitan assembly. This has stimulated and encouraged public participation in metropolitan government. The flow of information within and among the levels of administration encourages transparency and accountability in the use of public funds. Intergrated management approach to problem solving is therefore a vital tool in ensuring that the goals and objectives of development are met and the financial resources are judiciously employed. There is still a lot to be done.