

# REPORT OF THE COMMITTEE

ON

## LOCAL GOVERNMENT AND RURAL DEVELOPMENT

ON

### THE MONITORING VISIT TO SELECTED MMDAs

20<sup>TH</sup> MARCH 2018



**REPORT OF THE COMMITTEE ON LOCAL GOVERNMENT AND RURAL  
DEVELOPMENT ON THE MONITORING VISIT TO SELECTED MMDAs**

**1.0 INTRODUCTION**

Pursuant to Orders 181 and 192(2) of the Standing Orders of Parliament, the Committee on Local Government and Rural Development undertook a monitoring visit to selected Metropolitan, Municipal and District Assemblies (MMDAs) in nine (9) out of the ten (10) Regions in the country from *Wednesday 31<sup>st</sup> January to Wednesday 7<sup>th</sup> February 2018*. The only Region not visited was the Greater Accra Region.

The purpose of the visit was to among others:

- i. Monitor the use of Internally Generated Funds;
- ii. Evaluate the operations and disbursement of the disability fund under DACF; and
- iii. Examine the sanitation situation in the Districts

**2.0 MMDAS VISITED**

The Committee visited a total of 47 MMDAs. The MMDAs visited are as follows:

- |                     |                            |                   |                     |
|---------------------|----------------------------|-------------------|---------------------|
| 1. Techiman South   | 2. Adansi South            | 3. Nkwanta South  | 4. Fanteakwa        |
| 5. Nkoranza North   | 6. Adansi North            | 7. Jasikan        | 8. Suhum            |
| 9. Nkoranza South   | 10. Obuasi                 | 11. Hohoe         | 12. Takoradi        |
| 13. Sunyani East    | 14. Assin North            | 15. Ketu South    | 16. Ahanta West     |
| 17. Tano North      | 18. Assin South            | 19. Akatsi South  | 20. Sanerigu        |
| 21. Tano South      | 22. Abura-Asebu-Kwamankese | 23. Ho Municipal  | 24. Tamale          |
| 25. KMA             | 26. Cape Coast             | 27. Asuogyaman    | 28. Mion            |
| 29. Kwabre East     | 30. Mfantsiman             | 31. Akwapim North | 32. Yendi           |
| 33. Asokore Mampong | 34. Ekumfi                 | 35. New Juaben    | 36. Savelugu-Nanton |
| 37. West Mamprusi   | 38. Bolgatanga             | 39. Wa            | 40. Jirapa          |
| 41. Balsa South     | 42. Bawku                  | 43. Nadowli West  | 44. Kasina-Nankana  |
| 45. Garu-Tempene    | 46. Nkwanta South          | 47. Nsawam        |                     |

### **3.0 METHODOLOGY**

The Committee grouped the Regions into three Zones –Northern, Middle and Southern Zones. The Northern Zone comprised Northern, Upper East and Upper West Regions; the Middle Zone comprised Brong Ahafo, Ashanti and Central Regions; and the Southern Zone comprised Volta, Eastern and Western Regions. In accordance with Order 194, the Committee was divided into three Sub-committees with each Sub-committee visiting MMDAs in each Zone.

To ensure uniformity, a questionnaire was designed and sent to all the selected Assemblies. The answers to the questionnaire formed the basis of the Sub-committees' engagement with the respective Assemblies.

The Committee met with the Chief Executives, Coordinating Directors, Finance Officers, Planning Officers, Sanitation Officers, Social Welfare Officers and other staff of the Assemblies.

### **4.0 ACKNOWLEDGEMENT**

The Committee is grateful to the Administrator of the District Assembly Common Fund for facilitating the exercise. The Committee is also grateful to all the Chief Executives, the Coordinating Directors, Planning, Budget and Social Welfare Officers for their time and effort.

### **5.0 OBSERVATIONS**

#### **5.1 Internally Generated Fund (IGF)**

##### **5.1.1 Sources of Revenue for MMDAs**

The Committee observed that the sources of revenue for MMDAs were basic rates, property rates, land royalties, rent, licences/permits, fees, fines/penalties, interest on investments and miscellaneous. Basic rate is usually a flat rate levied annually on adults between the ages of 18 and 70 years in the Districts. Property rate is an annual rate payable by owners of property or structures situated within the Assembly. It is based on an assessed value of the property.

Rents are also paid on the use of Government properties such as low cost houses, guest houses, staff quarters, town halls, community centres etc. The Assemblies also grants Business Operating Licenses for the operation of economic activity within the jurisdiction of the Assembly. Furthermore, the Assemblies charge fees to recover in part or in a whole, the

cost of providing services. They include market stalls and tolls and charges for the use of toilets facilities. However, it was noted that a major source of revenue to the Assemblies in three northern regions was fees on cattle especially those owned by the nomadic headsmen.

### **5.1.2 Collection/Mobilisation of Revenue**

The Committee noted that the Assemblies employed three primary methods for revenue collection (See Appendix 1):

- i. Staff of the Assembly who are paid under the Local Government Service (Mechanised collectors);
- ii. Commissioned/Casual Staffed who are paid a commission from the revenue collected by them; and
- iii. Outsourcing to private companies.

It was observed that the outsourced entities retained about 20-30 percent of the revenue collected. It was further noted that some of the Assemblies visited had outsourced the collection of revenue from the Telcos for the siting of telecommunication mast within the respective Assemblies to private entities.

Whiles the Committee acknowledges the benefits of outsourcing, the Committee was of the view that the Assemblies should only outsource the revenue sources that are more difficult and expensive to collect and therefore require the expertise and efficiencies of the private sector. The Committee is of the opinion that it is relatively easier collecting revenues from the Telcos than in other areas and therefore should be handled by the Assemblies' staff and not outsourced. The Committee for instance observed that some Assemblies had only one mast whiles others had more than three masts sited within their jurisdiction and therefore should be able to conveniently pursue annual collections from the Telcos without outsourcing same.

The Committee also found out that the Agreements with some of the outsourced firms did not require the latter to post any performance bond or any form of guarantee prior to their engagement. In addition, officers who were required to monitor the performance of the outsourced firms had not seen the Agreements and therefore unaware of the obligations of the firms towards the Assembly. Because the Staff of the Assemblies do not often know the obligations of the parties to the Agreements, it had resulted in unhealthy tensions between the private firms and Staff of the Assembly.

It was also noted that some portions of the revenue have been ceded to the Area and Zonal Councils as commissioned collectors. The Councils are required to use the retained revenues to provide further services or improve existing ones. In Nkwanta South Municipal Assembly, revenue from public toilets have been ceded to the Zonal Councils. In Techiman Municipal, the Assembly had ceded 50 percent of the revenue to the Zonal Council.

### **5.1.3 Revenue Performance**

The Committee after a careful scrutiny of the revenue trends found that almost all the MMDAs could not meet their target during the period under review. Although Asokore Mampong Municipal exceeded its revenue target by 276.7 percent in 2016, the increase was as a result of advance payment for rental of newly constructed market stalls in 2016. In Obuasi Municipal for instance, revenue declined from 111.7 percent in 2016 to 98.9 percent in 2017. The decline in revenue generation in Obuasi was attributed to the worsening economic conditions as a result of the shutdown of the Obuasi Mine. While in Mion, the Assembly failed to meet its revenue targets consistently from 2015 to 2016, the Yendi Municipal Assembly exceeded its targets for 2015(132%) and 2016(171%), it however failed to sustain the trend in 2017(69%).

Revenue trends in Mion, Yendi, Bolgatanga etc. fluctuate in accordance with the peaks and low of the dominant revenue heads of the Assembly. For instance, during the peak of the activities of the nomadic Fulani headsmen, the districts that depend so much on rate on animal husbandry experience increases in IGF. However, since the war against the Headsmen, and in some cases, decisions by the chiefs and people to sack them, those Assemblies were realising lower IGF.

The Committee found the deficit in revenue generation to be worrisome, particularly in the metropolitan and municipal areas. The Committee believes that MMDAs including KMA, Asokore Mampong, Sunyani East, Ho, New Juaben, Cape Coast, Tamale, Wa, Bolgatanga should be able to generate far more than they have collected.

It is the considered opinion of the Committee that one major source of revenue which almost all the Assemblies failed to exploit was property rates. As indicated earlier, property rate is paid based on the value of the property and therefore to attain an objective rate, it is imperative that properties in the Assemblies are valued. Unfortunately a greater percentage of the properties have not been valued and therefore the Assemblies are unable to apply the appropriate rates. It was observed that most of the Assemblies rely on resolutions of the

respective Assemblies to peg the rates without any valuation. The result is that most the rates are very low. For instance, at Ketu South, it was noted that annual property rate for three bedroom house was GH¢15.

As to why the shortfall had become a normal occurrence, the Committee found that the reasons for the shortfall vis-à-vis budget estimates were non-assessment of the previous revenues and failure to prepare action plans for collection of property rates and other revenues.

The Committee also observed that in preparing the budget estimates, the MMDAs do not include the arrears of the previous years. The budget estimate for the various categories of rates should include current demand and outstanding arrears. In KMA for instance, the Committee was informed that property rate was in arrears of about Ghc8, 000,000.00.

#### **5.1.4 Utilisation of the Revenue**

The Committee observed that although MMDAs were supposed to use at least 20-30 percent of their Internally Generated Revenue (IGF) on capital projects, most of the Assemblies used 100% of their IGF on recurrent expenditure. It was observed that Nkoranza North, Nkoranza South, Manprusi, Jirapa, Builsa North, Tano North etc. had utilised all their IGF on recurrent expenditure with nothing going to capital expenditure. The utilisation of IGF across the three northern Regions also shows that almost all the IGF was expended on recurrent Expenditure. In the Mfantseman Municipal Assembly, for instance, the Committee found that although the Assembly generated GhC1, 338,664.62 in 2016 and GhC1303, 086.18 in 2017, it expended only eight and five percent respectively on capital project with the remaining being spent on recurrent activities. The Committee found this phenomenon to be unacceptable and unfair to the ratepayers in the Municipality and requested the Assembly to at least utilise 20 percent of the amount generated for capital projects in the Municipality.

However, the Committee was happy to note the Sunyani Municipality, KMA, Assin North and Obuasi, Yendi, Sagnerigu, Bolgatanga and Garu Tempane had utilised about 20 percent of their IGF on capital expenditure. In KMA, the Assembly utilised 35.6 percent in 2015, 35.7 percent in 2016 and 33.7 percent of IGF in 2017 on capital expenditure. In Yendi and Garu Tempane, the Assembly utilised 50 and 35 percent respectively of their revenue on capital projects. In Obuasi, the Assembly had utilised portion of its IGF for the construction of KG School Block, three unit classroom block with office, store and staff common room as well as the erection of nine metal footbridges at various locations in the Municipality. At

Asuogyaman, the Assembly built a six unit classroom block whiles at Ketu South, the Assembly drilled and mechanized three boreholes, procured two vehicles and built an office block.

#### **5.1.5 Challenges in collection and mobilisation**

The Committee observed that a number of MMDAs could not achieve their revenue target. According to the Assemblies the following factors were responsible for the low level of mobilisation:

##### *i. Poor performance of revenue collectors*

The deficit in revenue mobilization brings into sharp focus the performance of revenue collectors who are engaged by MMDAs, particularly those under the payroll of the LGS. It was noted that in most of the Assemblies the salaries of the collectors under LGS payroll far exceed the revenue they generate for the Assembly in a month. The Assemblies have taken various steps including setting revenue targets and introducing some reward system. The Assemblies informed the Committee that because the revenue collectors are permanent Staff of the Assembly, it was difficult to sanction them when they do not meet their targets. As a result, most of the Assemblies prefer to engage commissioned collectors instead of the permanent staff collectors.

It was also observed that revenue collectors in most of the Assemblies are old and illiterate. For instance, the Mfantseman Municipal Assembly lamented about old revenue collectors. The Committee suggested to the Assemblies to phase out the current crop of old collectors and engage energetic young graduates on commission basis. It was also indicated that the Assemblies can develop some reward system to entice National Service Personnel to collect revenue for the Assemblies.

##### *ii. Lack of Motivation and Logistics*

Another problem identified by the Committee was lack of incentives to motivate revenue collectors. It was also reported that revenue collectors had to walk long distances to collect rates and on many instances their travelling and transport allowances were not paid. For instance at Nkwanta South it was noted that the communities are sparse and therefore revenue collectors travelled long distances to collect revenues. It was further observed that there were no incentive schemes or reward for good performance and lack of logistics such as



identification cards, boots, and means of transport had prevented the collectors from reaching out to the remote communities to mobilise the needed revenue for the Assemblies.

*iii. Poor Data Base*

The Committee observed that MMDAs did not maintain complete and accurate database of ratable units and persons. The MMDAs could not provide basic records regarding number of businesses and economic activities, shops, self-employed, artisans, etc. when the Committee requested for the data. In most of the Assemblies no survey in this regard had been conducted, except KMA who informed the Committee that they had engaged National Service Personnel to assist them collect data. As a result, the MMDAs do not have a complete picture of defaulting ratepayers and actual realization leaving no scope for gap analysis and remedial measures for effective realization of revenue.

In the opinion of the Committee inadequate database on ratepayers and businesses in the Assemblies had hindered realistic and reliable revenue projections and tracking of collections. In all the Assemblies visited, it was reported that data for revenue projection and collection were non-existent, and where they exist, was very outdated. As data on small scale industries, self-employed artisans, commercial entities, communication mast and other rate payers were limited or non-existent, the Assemblies had to rely on conjecture to estimate revenue for budgetary purposes over the period. This situation had led to under and over estimation of revenue projections leading to unrealistic budgets.

The Committee found that in Assemblies where data exist like KMA, Cape Coast Metro and others, although the Assemblies had paid for the collection of the data, the Assemblies had no custody and control of the use of the data. Instead the private firms who were engaged for the purpose owned data. This situation makes it impossible for any meaningful revenue projections and monitoring.

*iv. Difficulty in Valuation of properties*

The Committee observed that one area that had hindered the Assemblies from meeting their revenue target concerns the collection of property rate. It was found that valuation of properties which form the basis for fixing the property rate in all the Assemblies have not been done. As a result most of the Assemblies relied on adhoc resolutions to determine rates for various categories of properties. In some areas, property rates are as low as GH¢15.

While the Assemblies recognised the need to value the properties to enable them set realistic rate, the high cost of valuing the properties in the respective MMDAs had prevented the Assemblies from carrying out the valuation.

*v. High Cost of Gazetting of Assembly Bye Laws*

MMDAs have been empowered by the Local Government Act, to enact bye-laws. It was expected that when due processes are followed and the bye-laws are gazetted, they will among other things become the basis for prosecution of rate defaulters and offenders.

The Committee observed however that most of the Assemblies do not have these bye-laws and where they were in existence, they have not been gazetted due to the high cost of gazetting. This, in the view of the Committee, had hindered enforcement of the bye-laws leading to low revenue generation in the Assemblies.

*vi. Involvement of Sub-Structures*

The local government framework provides for a myriad of structures below the MMDAs. These are the Zonal, Area, Town, Sub Metropolitan Assemblies and Unit Committees. According to the Local Governance Act, 2016 (Act 946) these structures are supposed to assist the Assemblies in the collection of revenue. It was noted that while some Assemblies rely and have ceded some areas of revenue collection to Zonal, Town and Area Councils, others have not. For instance, the Committee observed that in Techiman, Nkwanta South and Obuasi Municipalities, the Assembly have ceded part of the revenue collection to these Councils.

*vii. Lack of Involvement of Stakeholders in fixing of rate*

As part of the budgetary process each year, Assemblies prepare the fee fixing resolution. The fee fixing resolution enumerates all revenue items of the Assembly and also indicates rates to be charged for each economic activity. It was noted that during the proposal stage, most ratepayers are not consulted. The Area Councils, Unit Committees, opinion leaders, identifiable groups, and community-based organisations are left out of the consultation process. As a result, the ability of ratepayers to pay was not often considered. The non-involvement of ratepayers in these exercises coupled with the unjustifiable increases in rates each year lead to protests and resistance to pay the rates in some Assemblies.

### *viii. Provision of Services and Infrastructure*

The Committee believes that it is natural that while people pay their rates, they expect the Assembly to provide certain basic amenities in their communities. However, the provision of services by MMDAs is below expectation of most ratepayers. The Committee observed that although the Ministry of Local Government and Rural Development had recommended that about 20-30 percent of the IGF should be used for capital projects, most of the Assemblies visited had spent all the revenue generated on recurrent expenditure.

#### **5.1.6 Strategies to Improve Revenue Mobilisation**

In order to improve revenue mobilisation, the Assemblies had put in place the following strategies:

##### *i. Reforms of in the Revenue Mobilisation Unit of the Assemblies*

It was noted that in an effort to increase revenue generation, some of the Assemblies have embarked on structural reforms to decouple the Revenue Unit under the Finance Department into a separate department. The decoupling was to ensure a greater focus on revenue generation. Further the establishment of a Revenue Mobilisation Committee charged with the weekly discussion, monitoring, supervision of all revenue generated within the Assembly was another initiative.

##### *ii. Creation of a Database*

Reliable data had been recognised as a *sine-qua-non* to increased revenue in the Assemblies. The collection of data if properly organised can be done in conjunction with the Unit Committees and Area Councils. It was noted that some of the Assemblies including the KMA had engaged the services of National Service Personnel for the purposes of data collection which the Committee believes was commendable. The data when collected should be analysed, catalogued, and stored.

##### *iii. Sensitisation and Publicity*

The Committee was informed that as part of the strategy to increase revenue, the Assemblies intend to embark on sensitization of the public and other stakeholders on the need to pay rates, fees and charges in order to contribute to local development. The citizens should be made aware that the Assemblies cannot provide services to the communities without money. As part of the awareness creation, Assemblies such as Nkwanta South and Akatsi North had inscribed boldly on projects financed with IGF that the said project was built with their taxes/levies. This provides visibility to ratepayers that their rates are being used judiciously for the benefit of the community.

*iv. Collaboration among Stakeholders*

To ensure participation and ownership of the revenue collection, Assemblies should collaborate with the chiefs, opinion leaders, Unit Committee and Area Council members and ratepayers in the fee fixing processes. When they are involved in the process, they will support the Assembly to collect the revenue.

*v. Automation of revenue collection*

The Committee was informed that the Assemblies intend to automate the revenue collection processes to enable the system to generate demands notes, issue taxpayers list, arrears list as well as facilitate the identification of properties, tax planning and enforcement and minimise forgeries.

The use of Point of Sale Devices (POS) for revenue collection had been contemplated by a number of Assemblies. For instance, in Techiman Municipal, the Committee observed that the Assembly through the support of GIZ had procured software for revenue collection. Using the POS to generate receipt directly from the field upon keying in ratepayer identification number and amount paid will ensure that loopholes and leakages are plucked. The POS can be linked to a computer for monitoring.

Direct Bank Transfers by ratepayers had been encouraged in a number of Assemblies. To minimise fraud by the revenue collectors and cashiers, ratepayers are being encouraged to deposit directly into the Bank Account of the respective Assemblies.

*vi. Customisation of the Value Books of MMDAs*

It was noted that the value books for the collection of revenue in the Assemblies are the same. This makes it easy for people to infiltrate the system with value books that have been stolen from other Assemblies to be used for collection without any detection resulting in revenue loss to the Assemblies. It was suggested that the Controller and Accountant General Department should take steps to customise the value books with the name and a unique identification of the Assembly. This will ensure that stolen value books from a particular Assembly cannot be used in another Assembly.

*vii. Others strategies includes:*

- Regular Payment Of Commission Collectors
- Award Good Performing Collectors
- Prosecution Of Defaulters To Serve As Deterrrent To Others

- Establishment Of A Revenue Mobilization Task Force
- Update Of The Existing Database
- Establishment of Valuation Boards in All Assemblies

## **5.2 ENVIRONMENTAL SANITATION SITUATION IN MMDAs**

### **5.2.1 Provision of Sanitation Services**

One of the core mandates of MMDAs is efficient and effective sanitation management through the collection and disposal of liquid and solid waste in the communities. In all the Assemblies visited, the Committee observed that the Assemblies managed their sanitation in collaboration with other service providers. The key service providers are:

- i. The Assembly
- ii. Zoomlion Ghana Limited
- iii. Waste Landfills Ltd
- iv. Other private companies (Xatti & Fellis for Ho Municipal Assembly)

The Assemblies are generally responsible for the management (emptying of cesspits and disposal) of liquid waste. The Assemblies also manage limited solid waste.

The services provided by Zoomlion Ghana Ltd are classified into five categories:

- i. The Youth Employment Agency (YEA) - responsible for daily sweeping and cleaning of market centres and open areas;
- ii. The National Malaria Control Programme (NAMCOP) - responsible for periodic fumigation of dump sites, open spaces and public places
- iii. The Sanitation Guards - responsible for monitoring and inspecting sanitation practises within the Assembly.
- iv. The Sanitation Improvement Package(SIP)
- v. MMDAs disinfestation and fumigation

Waste Landfills Ltd, a subsidiary of Zoomlion is responsible for managing the dump sites on behalf of the Assembly. The Company periodically (mostly quarterly) pushes, spreads and compacts the dumpsites. All the sites visited were simple landfills that had not been engineered.

Other service providers engaged by the Assemblies were for the collection of household waste from individual homes and other public places such as schools, public offices, hospitals etc. Whereas in some of the Metropolitan and Municipal assemblies more than one company provides the service, in almost all the Districts visited the service was being provided by a subsidiary of Zoomlion Ltd.

It was observed that the selection of Zoomlion Ltd as provider of sanitation and its related services in the Assemblies was done at the national level through the Ministry of Local Government and Rural Development.

### **5.2.2 Terms of engagement**

The Committee was informed that the Agreement under the Sanitation Improvement Programme places certain obligations on both the Service Provider – Zoomlion and the respective MMDAs. Some of the obligations of Zoomlion Ltd under the Agreement are:

- i. Delivery of a number of Refuse Trucks and Refuse Containers depending on the size of the Assembly. For instance, at Akuapim North, 20 central containers and two dump trucks have been provided whereas at Jasikan District Assembly, 12 central containers and two dump trucks have been provided. In all the other MMDAs visited, 11 central containers and two dump trucks were provided.
- ii. Collection of solid waste from central containers to final disposal sites. This is done on the average twice weekly.
- iii. Engagement and payment of salaries of the full complement of staff required for effective delivery of services required.
- iv. Replace or repair without delay damaged or defective machinery and equipment at the cost of the company, provided that where the defect or damage is caused by the negligence of the Assembly or its lawful authorised agents, Zoomlion shall repair or replace the machinery or equipment at the cost of the Assembly.
- v. Use efficient means and agreed machinery supplied by Zoomlion in respect of this Agreement to collect, manage and dispose off the solid waste and act in accordance with any statutory, administrative and operational standards of the Assembly.
- vi. Provide fuel for the refuse trucks for the haulage of solid waste from communal containers to final disposal sites.

## **5.2.5 Waste Generation and Collection**

### **5.2.5.1 Solid Waste**

The volume of solid waste generated by the MMDAs is substantial. It was observed that while KMA generates about 1,400 tonnes of waste daily, Asokore Mampong and Cape Coast generates 240 and 590 tonnes daily respectively. The Committee observed that most of the Assemblies had no well-engineered site for the final waste disposal; landfill is the predominant method of final waste disposal.

As noted earlier, Waste Landfills Ltd is the company engaged by most of the Assemblies for the management of the dumpsites. The company carries out spreading and compacting of the sites to make room for additional space. This is done quarterly and as and when requested by the Assembly. The service is paid for by the Assemblies.

### **5.2.5.2 Liquid Waste**

The Committee noted that there were no faecal treatment plants for the management of liquid waste in most MMDAs. Liquid waste generated within the MMDAs was therefore disposed off in drains or on the bare ground. KMA for instance informed the Committee that the Faecal Treatment Plant that serves the Metropolis had broken down. As a result, liquid waste was being discharged into storm drains. At Akatsi North, liquid was disposed on farmlands at the request of some farmers.

The Committee observed that most of the Assemblies do not have their cesspool emptier for dislodging excreta. As such private persons provide the service for a fee.

## **5.2.6 Equipment for Environmental Sanitation programme**

Per the subsisting agreement, the Committee observed that ZGL provides communal containers that are placed at vantage points in various communities within the MMDAs. The Committee observed that the equipment provision varies from one District to the other. While District Assemblies are provided 11 communal containers and two trucks, Municipal and Metropolitan Assemblies are provided with 21 communal containers and three trucks for the conveyance of refuse to the disposal site.

The Committee observed that a number of MMDAs visited do not have a full complement of the equipment at the time of the visit. For instance, in Nkoranza North, only one out of the two Compactor Trucks was working. In Adansi South, only one out of the three Skip Trucks

was in use. Regarding Communal Containers, nine out of 11 was working in Nkoranza North; 17 out of 21 works in Sunyani East and 17 out of 21 in Cape Coast Metropolitan Assembly.

The Committee noted that service delivery was hampered because of poor maintenance of the equipment. Officials of Zoomlion present at the deliberations explained that such concerns have come to their notice and that they were taking steps to replace the equipment in all MMDAs across the country. They attributed their inability to take immediate remedial measures to delayed payments for services rendered by the Assemblies which was affecting their cash flow. It was further explained that MMDAs such as Mfantsiman Municipal and Cape Coast Metro had grown beyond their current status under the Sanitation Improvement Programme and as a result would need to upgrade to a bigger package.

### **5.2.7 Fumigation**

The Committee noted that as part of the Agreement under NAMCOP, Zoomlion will provide the following services for the MMDAs:

- Disinfection and dis-infestation of public toilets, and its surroundings
- Disinfection of major drains
- Disinfection and dis-infestation of government apartments, communal containers and final disposal sites.
- De-ratting of public market.
- Disinfection and Disinfestations of hospitals, clinics, and health centres
- Public education on vector/environmental sanitation

The Committee believes that NAMCOP is an important intervention to reduce vectors such as mosquitoes, houseflies, tsetseflies, bedbugs etc. which are responsible for preventable diseases such as malaria, filariasis, cholera, diarrhoea, typhoid and a host of other diseases.

Regarding the fumigation exercise, while many of the Assemblies that were visited were satisfied, others were not. In the latter case, officials of Zoomlion who were present during the deliberations produced monitoring reports of the exercise which had been certified by the Environmental Officers of the said Assemblies to show that indeed the fumigation exercise was being undertaken as expected.



The Committee realised that there was lack of monitoring on the part of the Assemblies. The Committee urged the Assemblies to develop a monitoring system to track the work that was being carried out by the service providers.

#### **5.2.8 Bedbugs invasion in Schools**

Despite the fumigation exercise ongoing in the Assemblies, the Committee was informed that a number of secondary schools in the MMDAs visited had bedbug infestation. The Committee was informed that in all the affected schools, teachers and boarding students complained of skin infections and sleeplessness owing to the attacks from the bedbugs. The Committee was informed that secondary schools were not beneficiaries of the ongoing fumigation exercises in the MMDAs. The Committee asked affected MMDAs as a matter of urgency to take immediate action to fumigate the schools affected.

#### **5.2.9 Enforcement of Sanitation Laws/Regulations**

Regarding the enforcement of sanitation laws, most of the Assemblies are currently in the process of gazetting their bye-laws on sanitation. The Committee was informed that notwithstanding, the Environmental Health Department of the MMDAs are relying on the Public Health Act and other sanitary Laws for enforcement.

#### **5.2.10 Constraints of the Environmental Health Department of MMDAs**

The MMDAs outlined a number of constraints that frustrate the effective performance of the Environmental Health and Sanitation Unit of the Assemblies including:

- Lack of means of transport for Environmental Health Staff to effectively monitor the fumigation exercise.
- Inadequate protective clothing for staff.
- Capacity of staff

#### **5.2.11 Direct Transfers to MMDAs**

The Committee noted that the commitment of Government to ensure that DACF transfer all moneys for the sanitation programme to MMDAs instead of paying the service providers from Accra had been fulfilled. The Committee was informed that this had enabled the Assemblies to conduct proper monitoring and evaluation of services rendered before payment

are effected. In the view of the Committee, this had ensured that the Assemblies monitor and control the utilisation of the funds as well as ensure value for money.

### **5.3 DACF-DISABILITY FUND**

#### **5.3.1 Objectives of the Disability Fund**

The Committee noted that the Disability Fund was established to minimize the level of poverty among all persons with disability particularly those outside the formal sector of employment as well as to enhance the social image of the disabled persons through provision of dignified labour.

#### **5.3.2 Disability Fund Management Committees**

The Committee observed that the MMDAs visited had established the Disability Fund Management committees to manage the Fund. The Committee comprised the following:

- Social Welfare Officer
- Chairman of the Federation
- Member, Disability Federation
- The Social Welfare Sub Committee of the Assembly.
- A co-opted Member

The Committee observed that the responsibilities of the fund management committee were as follows:

- Vet and approve applications from persons with disability (PWD) for support;
- Sensitize all relevant stakeholders within the Assembly;
- Monitor and supervise the disbursement and utilization of funds by beneficiaries;
- Report on the management of the fund to the Assembly and other relevant stakeholders.

#### **5.3.3 Mode of Disbursement of the Fund**

The Committee was informed that all PWDs within the Assemblies are eligible to apply to receive assistance from the fund in the following areas on a need assessment basis:

- Educational support;
- Training in employable skills/apprenticeship;
- Healthcare support;
- Advocacy on the rights and responsibilities of PWDs;

- Support for income generating activities and provision of the working capital.

#### **5.3.4 Registration of Persons with Disability**

The Committee was informed that the Assemblies with the support of the DACF and the National Council for Persons with Disability conducted a registration exercise for all PWDs in the country. The purpose of the exercise was to enable the MMDAs to create a register and an album for the purposes of identification of PWDs in each MMDA. The DACF provided an amount of GH¢5,000 in 2017 for the registration exercise to each Assembly.

The Committee observed that almost all the Assemblies had a register of PWDs, which was continuously updated. It was noted that the registration exercise had created the needed awareness about the existence of the Fund, which hitherto had been shrouded in secrecy. It was however noted that whereas some Assemblies had a desegregated data of PWDs into type of disability, gender of each type of disability and the type of support required, others did not desegregate the data. The Committee entreated Assemblies without desegregated data to do so for ease of planning and support.

#### **5.3.5 Separate bank accounts for Disability Fund**

The Committee observed that in all the Assemblies, a separate Bank Account had been opened for the operation of the Disability Fund. Before then many of the MMDAs did not have a proper management system to ensure accountability in the management and disbursement of the DACF meant for PWDs. Since the signatories to the account were officials of the Assemblies (i.e. the Coordinating Director and the Finance Officer), there was the tendency that they will borrow from the fund when the Assembly was in need of funds — indeed they were borrowing from it to fund other recurrent expenditure of the Assembly. However, it was refreshing to note that MMDAs had since stopped that practice. In general, the Committee found that the management of the disability fund had greatly improved.

#### **5.3.6 Transparency in the Management of Fund:**

The Committee noted that there was lack of transparency on the part of the Assemblies in the management of the Fund. The Committee observed that there was lack of collaboration between the Assemblies and the disability committee. In some MMDAs, the Committee noted that important information relating to transfers from DACF to the Fund, bank statements, and outstanding amount were not made available to the members of the

committee. The Committee advised MMDAs to work closely with the disability management committee to ensure that the guidelines regulating the disbursement of funds were adhered to. It was further recommended that information regarding transfers from the DACF be shared with members of the committee to aid planning and coordination.

### **5.3.7 Compliance with Fund Guidelines**

It was noted that almost all the MMDAs visited were complying with the guidelines regulating the disbursement of the fund. There was evidence of increased compliance with the guidelines in the disbursement of the fund. It was observed that in most MMDAs, the committees were functional and actually responsible for decisions on the disbursement of the fund. It was noted that the practice of direct transfer of cash to beneficiary PWDs as stipends was abating except for educational and health support. The Committee observed that there were well-structured procedures for applying for the fund in accordance with the priority areas set out in the guidelines to support education, health, purchase of assistive devices, apprenticeship and entrepreneurship. In Asokore Mampong for instance, out of a total amount of GH¢224,820.00 received during the period, GH¢196,220.00 was disbursed to 239 PWDs who were into business and apprenticeship. However, few of the MMDAs lacked the requisite human resource to support the Assemblies to organise their operation.

### **5.3.8 Effective Monitoring**

The Committee believes that effective monitoring to ensure that funds disbursed were used for the intended purpose will go a long way to sustain the fund. The Committee found that effective monitoring had been lacking in the management and operations of the fund in many of the MMDAs visited. However in Mfantseman Municipal Assembly, the Committee came across a unique situation, where because of effective monitoring and follow-ups by the Social Welfare Officer, the Assembly was able to identify issues of impersonation, wrong classification of disability and diversion of monies disbursed. To ensure efficient disbursement and for ease of monitoring, the disability fund management committee of the Assemblies should encourage the formation of associations in the communities.

### **5.3.9 Allocation to MMDAs**

The Committee found that there were variations in the allocation of the Fund to the MMDAs. It was realized that the amount allocated to each MMDAs does not correspond to the number of PWDs residing in the Assemblies. It was noted that per the current formula, PWDs in

Metropolitan and Municipal areas are likely to receive more funds than PWDs residing in the Districts despite the fact that the districts may host more PWDS than the metropolitan and municipal areas. The Committee found the current practice to be unfair and request the District Assembly Common Fund Administrator to rectify the anomaly to enable Assemblies with more PWDs to be allocated more resources. The recent registration exercise would be of help in the reallocation process.

## **6.0 RECCOMENDATIONS**

The committee upon deliberations made the following recommendations:

### **6.1 Improvement in Revenue generation**

Regarding the improvement in revenue mobilisation, the Committee recommends:

- i. That the Land Valuation Board should be empowered to undertake regular valuation of properties at least every five years with a supplementary valuation list every year. The Committee further recommends that since the Land Valuation Board does not have sufficient resources to undertake regular valuation of the properties in all the Assemblies, the law requiring the Land Valuation Board as the sole entity to perform the task be amended to enable respective Assemblies to establish or engage private valuation agencies to value properties as and when they are required. While the Assemblies wait for the properties to be valued, the Committee recommends that for a start, the Assemblies should charge a flat property rate for various categories of properties and then sensitize the people on the need to pay their property rate.
- ii. That to enable the Assemblies to prosecute rate defaulters as well as benefit from the proceeds of successful prosecution, the Assemblies should gazette their bye-laws and fee fixing resolutions. Government should also consider waving or reducing the high cost of gazetting the bye-laws to enable most of Assemblies to gazette their bye-laws.
- iii. That Assemblies should strive to set aside at least 20 percent of their IGF for development projects.
- iv. That to prevent leakages and protect the public purse, the internal audit and Revenue units of the Assemblies should be resourced fully with logistics such as computers, vehicles, and motor cycles among others to enable it perform its role as expected.

- v. That revenue collectors should be trained on effective and efficient revenue mobilisation techniques at the beginning of each year. The training will equip them with the requisite skills, tools and techniques to perform better while in the field.
- vi. That the Assemblies should embark on effective tax education on the rationale, procedures, obligations and responsibilities of the rate payer. The education campaign should link revenue collected to improved service delivery.

## **6.2 Environmental Sanitation situation in MMDAs**

On the sanitation situation, the Committee recommends:

- i. That the contract with the Service Providers should be made available to the staff of the Assembly, especially the Environmental Officers, who are supposed to supervise and certify the works undertaken in accordance with the terms of engagement. The Assemblies should establish a rigorous monitoring system to ensure that Service providers deliver on the terms of the contract before they are paid.
- ii. That Zoomlion Ghana Limited and other service providers should as a matter of urgency replace/repair all faulty/broken down equipment and logistics under the subsisting contract to the Assemblies as soon as possible. Further the Committee requests the Assemblies and the Service Providers to conduct an audit of the current sanitation situation as well as the equipment and logistical needs to enable the required services to be provided. Where the current capacity of the MMDAs is below what is required for the Sanitation Improvement Programme (SIP), the Assembly should take steps to upgrade it to enable the Service providers provide the required service and equipment for efficient service delivery. The newly upgraded Municipals should also renegotiate with Zoomlion Ghana Limited to increase the number of refuse public containers and household dustbins to suit the new status of the Assembly.
- iii. That Government and the Assemblies should pay promptly the Service Providers for the services rendered. Non-payment was affecting the delivery of services and the provision of the needed equipment and logistics to the Assemblies.
- iv. That MMDAs should to build engineered waste and faecal treatment plant in every district in the country.

- v. The Assemblies informed the Committee that at the moment they do not have the capacity and expertise to deliver adequately the sanitation and waste management services in their respective areas. In view of this, the Committee recommends that the Service Providers should be supported to improve their services through effective monitoring and timely payment for services they render.

### **6.3 The Use of the Disability Fund**

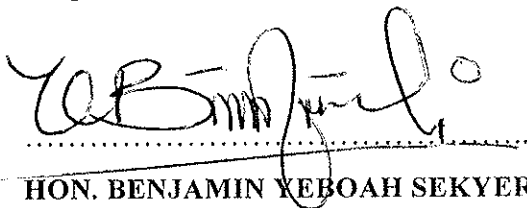
Concerning the Disability Fund, the Committee recommends:

- i. That the allocation of Disability Fund to MMDAs should be based on the number of PWDs residing in the Assemblies supported by the records rather than the current disbursement formula in use.
- ii. That DACF should ensure timely release of the Disability Fund to enable the beneficiary to carry out their proposed plans.
- iii. That the Disability Fund Management Committee put in place an effective monitoring system to ensure the proper use of funds allocated and disbursed.
- iv. That DACF in consultation with the National Council for Persons with Disability should develop an exit plan for all beneficiaries of the Fund.

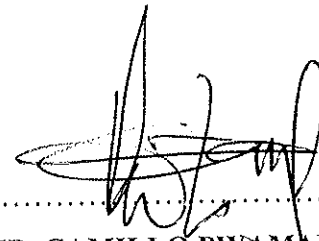
### **7.0 CONCLUSION**

The monitoring visit has brought to the fore an update of the challenges and prospects of the respective MMDAs in revenue generation, improving the sanitation situation and the management of the Disability Fund. The Committee believes that the strategies outlined in this Report when implemented will go a long way to support all MMDAs to overcome the challenges that were identified. The Committee therefore recommends the Report to the House for adoption.

Respectfully submitted.



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**VICE CHAIRMAN, COMMITTEE ON LOCAL**  
**GOVERNMENT AND RURAL DEVELOPMENT**



**MR. CAMILLO PWAMANG**  
**CLERK TO THE COMMITTEE**

