MUNICIPAL CAPACITY BUILDING TOOLS AND METHODOLOGIES
Municipal Capacity Building

Tools and Methodologies
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II. INTRODUCTION

The purpose of this document is to introduce to the staff of municipal assemblies in Ghana and to stakeholders interested in facilitating municipal capacity building a number of helpful tools and methodologies to improve municipal ability to meet the needs of the urban poor. The selected tools reflect the experience of CHF International, a humanitarian relief and international development organization headquartered in the United States with offices in Ghana, and the Ghana Institute of Local Government Studies (ILGS) working in partnership with the Accra Metropolitan Assembly (AMA) and Sekondi-Takoradi Metropolitan Assembly (STMA).

In 2007, CHF International with financial support from the Bill and Melinda Gates Foundation initiated the Slum Communities Achieving Liveable Environment with Urban Partners (SCALE-UP) project in both Ghana and India. A key objective of this initiative is to strengthen the capacity of municipal assemblies to realize pro-poor projects. SCALE-UP was designed with the understanding that close coordination of non-governmental organizations (NGOs), local governments structures, academic institutions and microfinance institutions is critical to bridging the gap between the growing needs of urban slum dwellers and the services provided by municipal governments.

SCALE-UP seeks to create scalable solutions enabling the urban poor in Ghana and India to have a meaningful voice in the planning and implementation of slum improvement programs. SCALE-UP has four principal strategic objectives:

1. Strengthen the capacity of slum residents and local NGOs to realize pro-poor projects;
2. Regularize municipal authorities’ engagement of the urban poor in inclusive planning and implementation of pro-poor initiatives;
3. Increase income and asset generation opportunities for slum residents; and,
4. Improve the living environment for slum residents.

As part of the efforts aimed at regularizing municipal authorities’ engagement of the urban poor in inclusive planning and project implementation, CHF International supported each metropolitan assembly’s (MA) ability to provide the necessary social infrastructure and municipal services and to upgrade all types of settlements. In partnership with the ILGS, CHF International worked with AMA and STMA staff to apply a variety of tools to strengthen their capacity in three areas:

1. Organizational and administrative arrangements and practices;
2. Ability to utilize spatial data to facilitate planning and mapping of poverty levels; and,
3. Capacity to utilize participatory planning and budgeting tools.

This document briefly outlines seven tools the MAs found useful and offers a list of references and additional sources of information about each tool: 1) Municipal Capacity Assessment; 2) Urban Poverty Mapping; 3) City Spatial Development Plan; 4) Participatory Budgeting and Planning; 5) Multi-Stakeholder Contract; 6) The Ghana Urban Platform; and 7) The Citizens Report Card.
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1.0 MUNICIPAL CAPACITY ASSESSMENT

Municipal capacity refers to the people, institutions and practices that enable local authorities to achieve their infrastructure and service delivery goals. Municipal Capacity Assessment can therefore be described as a test of the adequacy of the people, rules, resources and knowledge for the supply of infrastructural services for the targeted audience. Its outcome reviews the performance of municipal assemblies in executing their service delivery functions (ILGS 2009).

In April 2009, CHF International contracted the Institute of Local Government Studies (ILGS) to undertake an assessment of the institutional arrangements for service delivery in the Accra Metropolitan Assembly (AMA) and Sekondi-Takoradi Metropolitan Assembly (STMA) to facilitate strategic planning of CHF interventions and its local planning. Exhibit 1.1 highlights the methods ILGS used to perform the assessment. The outcome of this assessment informed the selection of interventions and tools by CHF International to facilitate the capacity building support to the two municipal assemblies.
### Exhibit 1.1 - Data Gathering Methods employed by ILGS for Municipal Capacity Assessment in AMA and STMA

<table>
<thead>
<tr>
<th>General Assessment of the Urban Environment in Ghana (Focus on Regional and Municipal Levels)</th>
</tr>
</thead>
<tbody>
<tr>
<td><em>A key source of information was secondary data and a literature review including:</em>**</td>
</tr>
<tr>
<td>- Government legislation and policy documents</td>
</tr>
<tr>
<td>- Presentations by key ministries to various fora.</td>
</tr>
<tr>
<td>- Government situational reports-GPRS and Millennium Development Goals (MDGs)</td>
</tr>
<tr>
<td>- Functional and Organisation Assessment Tool (FOAT) results</td>
</tr>
<tr>
<td>- Project reports</td>
</tr>
<tr>
<td>- Assessments by multi-and bi-lateral partners</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Stakeholder Analysis of Key Actors in the Urban Development Sector</th>
<th>Capacity Assessment of the AMA and STMA in Delivering Municipal Infrastructure and Services</th>
</tr>
</thead>
<tbody>
<tr>
<td><em>Secondary information review from:</em>**</td>
<td><em>Through survey, focus group discussions and interviews the assemblies were assessed on:</em>**</td>
</tr>
<tr>
<td>- Various sector agencies</td>
<td></td>
</tr>
<tr>
<td>- FOAT Results</td>
<td></td>
</tr>
<tr>
<td>- Returns and reports to sector ministries and institutional development partners</td>
<td></td>
</tr>
<tr>
<td><em>Primary data-gathering through interviews and focus group discussions with</em>**</td>
<td></td>
</tr>
<tr>
<td>- Chief executives</td>
<td></td>
</tr>
<tr>
<td>- Presiding members</td>
<td></td>
</tr>
<tr>
<td>- Relevant service providers</td>
<td></td>
</tr>
<tr>
<td>- Faith-based and community-based groups</td>
<td></td>
</tr>
<tr>
<td>- Heads of decentralised departments</td>
<td></td>
</tr>
<tr>
<td><em>Capacity in terms of spatial distribution of infrastructural services</em></td>
<td></td>
</tr>
<tr>
<td><em>Capacity to respond to the infrastructural and service needs of the people</em></td>
<td></td>
</tr>
<tr>
<td><em>Capacity to exploit partnership opportunities</em></td>
<td></td>
</tr>
</tbody>
</table>

The ILGS compiled a list of capacity building needs for the STMA and the AMA after the municipal capacity assessments which incorporated the results of the government’s Functional and Organisational Assessment Tool (FOIT). The capacity building support delivered by CHF international to the AMA and STMA under SCALE-UP was designed based on these identified capacity gaps summarised in Exhibit 1.2.
Exhibit 1.2 - Capacity Building Gaps identified by the ILGS for AMA and STMA

ILGS established that the AMA and STMA need to bridge the following gaps to better respond to their mandate under the Local Government Act:

- The human base of the Assemblies requires technical skills such as planning, budgeting, financial management, project planning, monitoring and evaluation.
- Institutional reform of capacity in the areas of the structures, realignment and review of the existing reporting relationships.
- Capacity to influence policy formulation, review and implementation through training and the provision of logistics and other existing opportunities such as strong advocacy and adequate as well as continual documentation of good practices.
- Logistical capacity gap in the analysis process; identified weaknesses included lack of appropriate databases as well as a sustained technological system to support their operations.

Specific capacity areas include:

- Capacity to appropriately sensitise key stakeholders and raise the necessary awareness.
- Capacity to appropriately prioritise expenditures. The assessment revealed the expending of high amounts on environmental and sanitation issues at the expense of other equally important pro-poor urban infrastructural projects.
- Capacity for effective data collection, analysis and management. The necessary professionals should be attracted and engaged (e.g., Geographic Information System (GIS) and property valuation experts are urgently required).
- Capacity to use new technological instruments for revenue collection.
- Capacity to reduce and eliminate financial leakages.
- Economic viability assessment capacity.
- Capacity to apply sound commercial administrative practices to attract and foster investor confidence and credibility in the MAs.
1.1 The Functional and Organisational Assessment Tool (FOAT)

The Ministry of Local Government and Rural Development (MLGRD) as part of its efforts to improve the performance of the Metropolitan, Municipal and District Assemblies (MMDAs) in terms of efficiency, accountability and delivery of basic community services introduced a performance-based grant system and conducted the first FOAT in the first quarter of 2008. Under the system, the MMDAs are assessed annually on agreed indicators using the FOAT. The FOAT results enable the assemblies to determine their capacity building needs. The ILGS reviewed the FOAT results from the STMA and AMA as part of the data gathering process for the Municipal Capacity Assessment. As indicated earlier the outcome of this assessment informed the design of capacity building interventions by CHF International for the two assemblies. The objectives of the FOAT are to:

- Provide incentives for performance for complying with the legal and regulatory framework;
- Identify performance capacity gaps of the MMDAs; and,
- Establish a link between performance assessments and capacity building support.

The FOAT defines the Minimum Conditions organised around five sub-themes that each MMDA needs to fulfil in order to qualify for access to the basic grant component of the District Development Facility (DDF), as well as the Performance Measures organised around nine sub-themes used by the MLGRD to determine the MMDAs’ allocation of the performance-based grant component. Exhibit 1.3 shows the annual FOAT Process.

**Exhibit 1.3 - The FOAT Process**

<table>
<thead>
<tr>
<th>Pre-Assessment</th>
<th>Actual Assessment</th>
<th>Post Assessment</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Procurement of a consultant through competitive bidding.</td>
<td>• Consultant undertakes three-day assessment in each MMDA assigned.</td>
<td>• Consolidation of FOAT results.</td>
</tr>
<tr>
<td>• Orientation of consultants on the indicators, scoring and reporting format.</td>
<td>• DDF secretariat undertakes quality verification of consultants’ work.</td>
<td>• Consolidation of capacity building needs by the LGSS.</td>
</tr>
<tr>
<td>• Orientation of MMDA staff on the indicators.</td>
<td>• Consultant assists MMDAs to determine their capacity building needs based on the FOAT scores.</td>
<td>• Preparation of consolidated FOAT report.</td>
</tr>
<tr>
<td>• Gathering of the necessary documentation from MMDAs by the consultant.</td>
<td></td>
<td>• Public dissemination of FOAT results and corresponding DDF allocation.</td>
</tr>
</tbody>
</table>

Local authorities can strategically use the FOAT process to continually assess their administrative and political compliance with existing legal, regulatory and policy frameworks. By incorporating the capacity building needs identified through the FOAT into their Annual Action Plan, networking with a variety of sources of training and technical assistance, and following through with the plan, authorities can improve their performance in four broad areas: Management and Organisation; Human Resource Development; Planning and Budgeting; and, Financial Management and Administration.
All MMDAs which meet the Minimum Conditions are eligible for the basic DDF funding allocation based on population, land size and an equal share. The Assemblies’ score on the Performance Measures determines whether it will receive a financial reward or sanction on the basic grant allocation. As illustrated in Exhibit 1.4, this funding arrangement harmonizes and consolidates the flow of financial resources for development activities and provides an incentive for MMDAs to operate according to national standards and laws, to improve upon the status quo and create public accountability for MMDA operations.

Exhibit 1.4 – Linkages between DDF and the FOAT System

1.2 Using FOAT Scores as a Road Map for Improvement

Through SCALE-UP, CHF International based the capacity building interventions with the target sub-metropolitan offices in AMA and STMA on the outcome of the Municipal Capacity Assessment and on the FOAT results. MMDA leadership can use the FOAT process and the results to motivate teams to make improvements linked to each Minimum Condition and Performance Measure. The additional tools highlighted in this document can help MMDAs improve scores particularly for the Planning System Performance Measures and their ability to prepare a Medium Term Development Plan based on sound data analysis and a clear process for engaging the community. Exhibit 1.5 summarises the ILGS analysis of the ability of AMA and STMA to meet the Minimum Conditions.
### Exhibit 1.5 Performance of AMA and STMA on the Five Minimum Conditions of FOAT

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Performance of AMA and STMA</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Functional Capacity in Planning</td>
<td>Assessment of AMA and STMA under the FOAT shows that institutional structures are in place for carrying out Municipal Planning. These Departments and Units of the Assemblies perform their statutory obligation as spelled out within their mandate. Placing this within the context of FOAT, AMA scored 6 points out of a total of 15 whilst STMA scored 4. The national average score is 7; both Assemblies fell short of the average.</td>
</tr>
<tr>
<td>2. Functional Capacity in Financial Management and Accounting</td>
<td>The FOAT result gave both AMA and STMA 12 points out of 21 maximum points. The national average score was 10.2.</td>
</tr>
<tr>
<td>3. Functional Capacity in Public Procurement</td>
<td>One area of capacity assessment is the ability to comply with procurement procedures including the institutionalization of appropriate structures. The Procurement Act 563 (2004) stipulates the establishment of Metropolitan Tender Committee, Metropolitan Tender Evaluation Panel and Metropolitan Tender Review Board within the Structures of AMA and STMA, and, as such, should be functional. In accordance to the provision of the act, both STMA and AMA are fully compliant with the provision of the act. The FOAT result put both Assemblies beyond the National average of 6.8 out of a total score of 10; AMA and STMA had 7 points each.</td>
</tr>
<tr>
<td>4. Functional Capacity of General Assembly</td>
<td>The two Assemblies are compliant to this statutory provision. Even more so, there is documentary evidence detailing out the decisions taken at the Assembly. Under the measuring indicator of relations with sub-district structures the two Assemblies have varying capacity; STMA falls short of the national average of 2 points. Out of maximum points of 9, AMA and STMA scored 6 and 0 respectively.</td>
</tr>
<tr>
<td>5. Plan Implementation Capacity</td>
<td>Project implementation explores the AMA and STMA institutional viability to operationalise policy decisions and plans. Within the maximum score of 15 points both scored 8 points.</td>
</tr>
</tbody>
</table>
2.0 URBAN POVERTY MAP

A poverty map displays spatial dimensions of poverty and identifies pockets of poverty across a region or geographic area as well as a snapshot of poverty situations. The maps can serve as analytic tools for targeting disadvantaged areas, and for a general evaluation of geographically oriented actions, including an area sector-wide poverty reduction strategy. Poverty mapping consists of the process of gathering, analyzing and presenting information on the extent, location and conditions of poverty in a given city. Poverty maps can be used to generate a city poverty profile to help policy makers identify where the poor are located so that they can focus policies and programs to the poorest segments of the population. By combining poverty maps with other spatial data sets of a small area, municipal authorities are able to analyze the extent of poverty and narrow it to a community or even neighbourhood level. The maps are arranged into social, economic and urban facilities poverty indicator maps.

2.1 How are Poverty Maps Developed?

One of the FOAT Minimum Conditions that MMDAs must comply with is to have a functional Planning Coordinating Unit (PCU) which meets at least quarterly. A pre-requisite for poverty mapping is to have some type of regular planning team. Ideally, the assembly executive leadership would task the PCU to carry out a poverty mapping exercise. The PCU can organize a taskforce or team which includes development planners, physical planners, Geographic Information System (GIS) experts and statisticians. It may be possible to partner with a local university for technical support if the MMDA does not have the expertise internally. The PCU should coordinate the assignments of the team to carry out the following six steps:

1. Define the use and establish the need for the map – how will the MMDA and the planning team apply the results?
2. Select and establish poverty indicators with current socio-economic and demographic data;
3. Use disaggregated national census data, other secondary data and/or primary data sources as data inputs to the exercise using GIS software;
4. Select relevant quantitative data (e.g., income levels and housing density) and qualitative data to estimate poverty levels;
5. Develop and select maps that effectively communicate the present poverty indicators;
6. Publish and disseminate the maps to key stakeholders.

### Poverty Categories in Accra: Quantitative Indicators

<table>
<thead>
<tr>
<th>POVERTY INDICATOR</th>
<th>LEVEL OF POVERTY/SCORE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Income Levels</td>
<td></td>
</tr>
<tr>
<td>Non-poverty pocket (1)</td>
<td>above $10 per day</td>
</tr>
<tr>
<td>Low Poverty pocket (2)</td>
<td>Between $5 to $10 per day</td>
</tr>
<tr>
<td>Moderate poverty pocket (3)</td>
<td>Between $2 to $5 per day</td>
</tr>
<tr>
<td>High poverty Pocket (4)</td>
<td>Between $1 to $2 per day</td>
</tr>
<tr>
<td>Very high pocket (5)</td>
<td>Less than $1 per day</td>
</tr>
<tr>
<td>Housing Density</td>
<td></td>
</tr>
<tr>
<td>500-700 house/km²</td>
<td>700-1,000 house/km²</td>
</tr>
<tr>
<td>1,000-1,200 house/km²</td>
<td>1,200-1,500 house/km²</td>
</tr>
<tr>
<td>Population Density</td>
<td></td>
</tr>
<tr>
<td>Below 5,000 pp/km²</td>
<td>5,000-10,000 pp/km²</td>
</tr>
<tr>
<td>10,000-20,000 pp/km²</td>
<td>20,000-30,000 pp/km²</td>
</tr>
<tr>
<td>Above 30,000 pp/km²</td>
<td></td>
</tr>
</tbody>
</table>

### Exhibit 2.1 Example of Quantitative Indicators from AMA

Exhibit 2.1 presents a sample of quantitative indicators used by the AMA for its poverty mapping exercise and shows how the indicators were aggregated to identify levels of poverty within the city. Each MMDA needs to identify indicators which match its socio-economic context.
2.2 Estimating and Measuring Poverty Indicators

For each community, the percentage of households with desirable living conditions should be used as the “poverty index.” This helps to assign a numerical score to each community per qualitative indicator. The maximum possible score should have the highest figure; a community with this score is classified as a “very high poverty pocket,” whilst a community with the lowest possible score would be classified as a “non-poverty pocket.” As shown in Exhibit 2.2, the AMA used a score of 1 for communities with no real poverty to 5 for communities with a high poverty index.

Exhibit 2.3 explains a simple formula that can be used to calculate the aggregate poverty score for each community.

In order to measure the aggregate of poverty for each of the 79 communities of Accra, the score attained in the eight poverty measures were summed and averages calculated per community. A simple formula of:

\[
\text{Aggregate poverty} = \frac{\sum \text{Poverty scores for all measures}}{\sum \text{Number of poverty measures}}
\]

The following is the calculation of aggregate poverty for the Avenor community:

\[
\text{Aggregate poverty} = \frac{\text{Solid waste management (4) + liquid waste (3) + Access to water (5) + Access to toilet facilities (5) + Room occupancy (5) + Income level (3) + population density (3) + housing density (2)}}{8} = 3.75 \ (\text{approximately 4})
\]

Aggregate pocket category of Avenor = High poverty pocket.
2.3 Practical Example from the Accra Metropolitan Assembly (AMA)

CHF International worked with the AMA Planning Coordinating Unit (PCU) to produce a variety of poverty maps based on data collected from 79 communities. As illustrated in Exhibit 2.4, the SCALE-UP team helped PCU produce three types of maps showing: 1) the conditions or access to facilities; 2) the desirability of the facilities — allowing for analysis of the level of service quality (for example comparing access to a private household water closet to a pan/bucket latrine); and 3) composite maps. The composite poverty maps show the summation of the poverty measures in an aggregated form. These maps give a broader view of poverty, reflecting the levels of poverty defined in accordance with the poverty indicators. The disaggregated data gives the PCU the opportunity to produce a wide variety of maps for analysis. The level of detail in the maps is based on the disaggregated data used to construct them.

Exhibit 2.4 Types of Poverty Maps Produced at the AMA

1. Conditions or Access to Facility Maps
   Provide information on the conditions or access to facilities such as sanitation by the communities.

2. Desirability of Facility/Services Maps
   Show the level of desirability of facilities/services that a household can access in a community and its relationship to their living conditions.

3. Composite Maps
   Give a snapshot of poverty within the entire municipality. The maps reflect the levels of poverty as defined in accordance with the poverty indicators.
Exhibits 2.5 – 2.7 provide examples of maps published by AMA and shared with the community. The results of the mapping exercise helped the AMA to better target infrastructure investments to the areas with greatest need and provided the basis for updates to the IMI’s Inclusive Action Plan to implement the Medium-Term Development Plan. By using poverty maps, MMDAs can improve their FOAT Planning System Performance Measure by demonstrating improved collection and management of socio-economic data and linking investments to areas with the highest poverty.

**Exhibit 2.5 Conditions and Access to Toilet Facility Map**

Types of Toilet Facilities

This map gives a pictorial view of the types of toilet facilities available to households in each community. Available data indicates that there are seven types of facilities: 1) water closet (WC), 2) pit latrine, 3) Kumasi Ventilated improved Pit (KVIP), 4) bucket and pan latrine, 5) toilet in another premises, 6) public facility, and 7) free range.

Twenty-nine percent (29%) of households in AMA have access to WCs, while 30% use public toilets.

In Ushertown only 3% have access to WCs in contrast to Korle-Bu, 1.5 km away, where 83% have access to WCs. In Ushertown, 78% of households use public toilets, the highest in AMA. Surprisingly open defecation is practiced most frequently in East Legon (36%) a rather affluent community.
Satisfaction with Toilet Facilities

This map measures the degree of suitability of toilet facilities in the AMA. Desirable toilet facilities are defined as Water Closets (WC) and KVIP located in the housing unit.

Undesirable facilities include bucket and pan latrines, a facility in another house, public toilets and open defecation.

Ushertown has the worst access to desirable toilet facilities – 94% of households access services from undesired sources, while Korle-Bu and Roman Ridge have the best desirability coverage – 83%.
Exhibit 2.7 Composite Map: Poverty Pockets-Access to Toilet Facilities

2.3.4

This map measures the level of poverty of the communities against access to toilet indicators.

Thirty three (33) or 42% of the seventy-nine (79) communities fall within the very high poverty zone, while three (3) communities (Korle-Bu, Ridge and Cantonments) are non-poverty pockets in terms of access to toilet facilities.
3.0  CITY SPATIAL DEVELOPMENT PLAN

A City Spatial Development Plan (CSDP) enables the translation of the current distribution and diffusion of public goods such as road networks, hospitals, educational facilities, water access and other socio-economic indicators into spatial data to facilitate future planning. The first step towards the development of a CSDP for Sekondi-Takoradi was initiated with the Medium Term Development Plan (MTDP), prepared by the Sekondi-Takoradi Metropolitan Planning Unit and Town and Country Planning Department.

The National Development Planning Commission Act (Act 480) and the Local Government Act (Act 462) provide the basis for all local authorities to prepare MTDPs to guide the process and content of change towards the desired state of the society. As a result, the STMA prepared a 2010-2013 MTDP, but the strategies drawn to support urban development were not mapped in this document. Therefore, STMA requested CHF International to support the Metropolitan Planning Unit in that “spatialization” or geographic representation of the MTDP, resulting in the Sekondi-Takoradi City Spatial Development Plan (2010-2013).

3.1  How is a CSDP Prepared?

Similar to poverty mapping, the assembly’s planning unit should carry out the mapping exercise for the CSDP. The Planning Unit may need to organize a special technical team and invite outside experts to participate. The team may include development planners, physical planners, GIS experts and urban planners, as well as community representatives. The CSDP team may follow these basic steps in the process:

1. Define the use for the map and the objective for the exercise - this will guide the CSDP team to select the data, maps and the general methodology;
2. Collect data on existing maps from key stakeholders;
3. Validate the data collected through focus group discussions, forums, presentations, and discussions with members from specific communities and the private sector, and CSDP team;
4. Re-design the maps using state-of-the-art technology including GIS software and a Management Information System (MIS);
5. Validate the draft plan produced with the Metropolitan Officers for their adoption;
6. Publish and disseminate the final plan to guide investment and development.

The main purpose of this mapping exercise is to display the spatial dimensions of the Sekondi-Takoradi MTDP. The maps are expected to serve as a basis for implementing the development strategy, and for general evaluation of geographically oriented actions. The CSDP maps are useful for:

- STMA, Central Government and other development agencies in setting priorities and geographical targets to implement the MTDP;
- Prioritizing the direction of resources to poverty-stricken enclaves in Sekondi-Takoradi;
- Facilitating pro-poor urban planning, project formulation and resource allocation at the local level.
As reflected in Exhibit 3.1, a CSDP exercise can cover a number of thematic areas from transportation infrastructure to access to education facilities in order to monitor growth trends. The thematic areas addressed depend on the needs of the MMDA and the objective of the exercise linked to the priorities identified in the MTDP and validated by the community.

**Exhibit 3.1 Thematic Maps of Basic Infrastructure and Services**

Seven Thematic Areas

The STMA CSDP considers the present situation, the various growth trends at work and future issues. It integrates key influencing factors including the city’s natural environment, its heritage, and issues of economic efficiency and social equity.

The seven thematic areas that are captured in the STMA CSDP are: Natural Areas, Transport, Population, Water Access, Land Value, Tourism and Education Access.

Separate maps have been developed on each of the thematic areas. The diffusion and concentration of public goods and services are clearly outlined on each map.
3.2 Thematic Maps of Land Use in the STMA

Land Use Maps

Land use maps provide information about the actual uses of land at the present time.

Land use maps help in marking out areas designated for specific types of land use so that people developing land know which kinds of uses will be allowed. The creation of zones is part of the overall process of community planning, in which communities decide how they want to develop into the future.

Presently land in the STMA is zoned for a variety of uses including: residential; civic and cultural; commercial; educational; industrial; mixed use; natural resources; open space; airport; major road and railways.
STMA Growth Poles

1st Belt: This constitutes the core area of the city. It is made up of the Central Business District and the Administrative Districts of the city.

2nd Belt: This is the area surrounding the core area made up of older planned residential areas, interspersed with commercial, educational, health care and other facilities. It also includes the coastline and fishing communities in the metropolitan area.

3rd Belt: This is the area that forms the main outskirts of the city and is made up of newly developed residential areas which is also the outer periphery of the city. Although this periphery is demarcated for residential use, it also includes farm lands and vacant plots due to the fact that the community is still developing. Social services have not yet been extended to this belt due to its developing nature.

4th Belt: This is the green belt in the city outskirts where there are agriculture/farm lands, as well as playgrounds, fields and parks.
3.3 Using CSDP Results: Experience from STMA

In Sekondi-Takoradi, the CSDP technical team analyzed the mapping exercise and prepared a list of recommendations, summarized in Exhibit 3.2, to the Metropolitan Assembly. These recommendations have now been validated by the sub-metropolitan technical team and officials of the Metropolitan Assembly. The technical team has also developed “future” maps to communicate the “envisioned state” of the Sekondi-Takoradi metropolitan area to guide the direction and focus of government, development partners and private sector investments in the STMA.

Exhibit 3.2 Recommendations made by the CSDP Technical Team to STMA

<table>
<thead>
<tr>
<th>Recommendations to the STMA</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Maintain the open spaces as a green belt to preserve the city’s natural assets and biodiversity including the catchment areas of the wetlands and the forests (e.g., Monkey Hill).</td>
</tr>
<tr>
<td>- Protect tanks and valley beds to preserve natural drainage and the ecological balance and to prevent floods in low lying areas.</td>
</tr>
<tr>
<td>- Accommodate around 550,000 people (3.25% current annual growth rate) by introducing peripheral roads.</td>
</tr>
<tr>
<td>- Promote a distinct Central Business District to enhance the image of Sekondi-Takoradi as an International City and make it the preferred destination for activities such as high-end offices and retail, and leading financial services in Ghana.</td>
</tr>
<tr>
<td>- Promote and upgrade the historic core area to strengthen its position as a centre for the formal and informal economy.</td>
</tr>
<tr>
<td>- Promote urban renewal in the areas around the core to provide good housing stock and to reduce the need to travel.</td>
</tr>
<tr>
<td>- Redevelop dilapidated industrial lands and large-scale vacant properties through public-private partnerships.</td>
</tr>
<tr>
<td>- Structure and focus development along the major radiating corridors to promote them as privileged destinations for office buildings, service activities, commercial complexes and high-end residential buildings.</td>
</tr>
<tr>
<td>- Recognize mixed land uses while maintaining existing housing stock to create more livable communities with reduced reliance on the automobile, and to minimize urban sprawl while optimizing available infrastructure.</td>
</tr>
<tr>
<td>- Promote good accessibility by various modes of transportation to facilitate a synergy between the production functions, the services and transport sectors.</td>
</tr>
<tr>
<td>- Promote hi-tech development by earmarking land for new jobs related to petrochemical, IT, software, electronics, telecommunications and other emerging knowledge-based industries by the year 2015.</td>
</tr>
<tr>
<td>- Allocate land to encourage new small- and medium-scale industries that will diversify and strengthen the industrial base and enhance the economy.</td>
</tr>
<tr>
<td>- Develop city scale Sub-Centers that serve as activity nodes.</td>
</tr>
<tr>
<td>- Facilitate an integrated transport system that serves as a framework for new development as well as offers affordable choices for transport.</td>
</tr>
<tr>
<td>- Set up a road network to ensure proper connectivity of the underdeveloped areas in the outskirts of the city.</td>
</tr>
</tbody>
</table>
4.0 PARTICIPATORY BUDGETING AND PLANNING

Innovations towards good local governance are imperative if delivery of services is to be improved, especially if the poor are the target beneficiaries. It is within this context that engaging communities and civil society organizations in both formal and informal structures of local governance would lead to improving the local government’s effectiveness and responsiveness to its constituents. Citizen involvement in local budgeting and planning processes improves accountability and responsiveness of programmes and projects.

Participatory planning and budgeting refers to the involvement of citizens in identifying local priorities, policies, programmes, and projects that require allocation of resources. Participatory planning and budgeting provide the opportunity for people to participate in the allocation of resources to priority social policies, and for them to monitor public spending and policy performance.

Participatory budgeting can be viewed in three ways:

1. It uses participatory governance wherein programme and project interventions are needs-based; thus, programmes/projects financed by the local government have direct and significant impact on the lives of local constituents.
2. It facilitates involvement of citizens directly in the actual budgeting processes — budget formulation, review and approval, execution and evaluation — thereby ensuring transparency and accountability of the expenditure management of local funds.
3. It is anchored on financing pro-poor service delivery.

4.1 The Process: How Is It Done?

As a community participation process, participatory budgeting is based on the following three principles: 1) all citizens are entitled to participate, community organizations have no special status or prerogative in this regard; 2) participation is governed by a combination of direct and representative democratic rules and takes place through regularly functioning institutions whose internal rules are decided upon by the participants; 3) investment resources are allocated according to an objective method based on a combination of "general criteria" -- substantive criteria established by the participatory institutions to define priorities -- and "technical criteria" -- criteria of technical or economic viability.

‘Participatory Budgeting does increase the capacity of excluded social groups to influence the decision making process regarding the allocation of public resources. In addition, it increases the access of the poor to basic urban services and contributes to making local expenditure reflect the priorities of the poor. While the accountability mechanisms in the process are fragile, it allows for consultation and deliberation on the use of public resources. Although resources allocated through Participatory Budgeting are small, the evidence is that in an extremely unequal society like Brazil, these programmes are one of the few ways to transform public investments from favours into rights,’ (Melo et al, 2001, p170).
The Development Planning System in Ghana recognizes community participation as an essential and integral part of effective development planning. It is the responsibility of the District Planning Authority to organize Public Hearings as a formal activity during the planning process. In pursuance of this objective Section 3, subsections 1, 2 and 3 of the National Development Planning (System) Act 1994 (Act 480) spells out the main tenets of community participation.

As shown in the graphic to the right, the participatory budgeting and planning process includes a five-step process.

4.2 Practical Experience from STMA

CHF International and the STMA invited community members from Kweishimintsim, Ngyresia, New Takoradi and Kojakrom to attend a capacity building workshop to prepare community plans. Specifically, the workshop was designed to enable the participants: 1) have a clear understanding of the underlying concepts of participatory planning and budgeting, 2) enhance their knowledge and skills in the planning, implementation and management of community plans and budgets, 3) facilitate the preparation of draft community plans and budgets, 4) facilitate community ownership of the plans through Public Hearing processes to validate the draft plans, and 5) establish community and other stakeholders’ commitments to the final plan.

Using the National Development Planning Commission Guidelines for the preparation of the Sector Medium Term Development Plan (MTDP), participants went through the basic concepts and approaches to participatory planning and budgeting to assess the linkages between community needs and the overall sector needs and aspirations. They also went over community planning and budgeting, and the roles and responsibilities of stakeholders and partners in the implementation of the community plan and budget.

At the end of the training sessions, all communities had drafted their own community plans which included profiles of the communities, goals objectives and strategies, identified and prioritized projects, and implementation plans including monitoring and evaluation frameworks.
As a result of the draft community plans, all key stakeholders in STMA, as well as partners such as CHF international, signed a memorandum of understanding committing all stakeholders to a specific role in achieving the full implementation of these plans. A number of identified projects in these community plans have also been captured in the overall 2010-2013 MTDP of the Assembly which is completed and awaiting public hearing. Ongoing development activities in Kojokrom and New Takoradi such as water extension and construction of water kiosks, and construction of household, school and public latrines is based on community plans developed by the two communities.

Overall, this process has effectively linked the communities to the Assembly and increased their partnership. Many community members now come to the assembly to voice their needs, increasing the frequency of dialogue between the STMA and the four respective communities.

5.0 MULTI-STAKEHOLDER CONTRACT

A Multi-Stakeholder Contract is a memorandum of understanding signed between a Local NGO (that has received a sub-grant from CHF International) and the Municipal Assembly, Sub-metro Staff, Traditional Authorities, Opinion Leaders, Clergy, Private Sector, and Community Based Organisations (CBOs) to share project ownership and ensure smooth project implementation and success. The contracts are normally sent out in draft for the respective partners to negotiate their responsibilities before it is signed.

A Multi-Stakeholder Contract enables all stakeholders in the community to commit themselves towards the design and rollout of interventions to address identified priority projects in the community. It also helps all stakeholders involved in the participatory planning process to commit themselves to the specific roles expected from them towards the full implementation of the developed community plans. MMDAs can use this tool whenever multiple parties are involved in the implementation of a programme or project.

6.0 THE GHANA URBAN PLATFORM

The Ghana Urban Platform is an annual Urban Development Forum instituted by CHF International in collaboration with the Institute of Local Government Studies (ILGS) to deepen knowledge and practice of urban development and poverty reduction. This forum brings together urban development
practitioners, policy formulators, local government functionaries, civil society actors, researchers and academics to consider how to promote urban development within the local and national policy agenda. Close to three hundred people participate in this forum annually.

The Ghana Urban Platform addresses issues of basic living standards, particularly related to equitable service provision and access to engender pro-poor growth. The Forum also highlights the importance of civil society organisations and their role in facilitating equity and access to social and physical welfare programmes.

6.1 How is it Organized?
The forum consists of presentations on thematic issues. Participants divide themselves by thematic areas to identify challenges and opportunities. For example in the first Urban Platform held in March 2009, the discussions focused on finance, infrastructure and land, stakeholder participation, policy and legislation. Distinguished practitioners in urban development lead the discussions on each of these thematic areas. After the discussions each group presents its conclusions to the whole forum. The conclusions on the various thematic discussions are then used to identify and prioritize the urban agenda-issues that policy makers and development practitioners should consider in their programming.

6.2 What Happens Next?
The outcome of the forum is reported to the Minister of Local Government and Rural Development, urban stakeholders (i.e., MMDAs, NGOs, etc.) and participants. There is a continuous collaboration between participants- an organized network or “urban platform” has been set-up. An interactive website has been developed to facilitate knowledge sharing with ILGS as the focal institution to:

- Share and disseminate solutions and create an urban resource center to consolidate data and provide tools to strengthen urban development activities;
- Monitor and evaluate the practice of urban development; and,
- Influence urban policy to address key urban issues, particularly related to poverty reduction.

The Urban Platform seeks to generate an agenda for action, relating particularly to capacity-building and urban policy formulation/ Is presented in Exhibit 6.0, the following areas of focus for the urban agenda emerged from the 2009 workshop. Key interventions have been successfully implemented by CHF International in the AMA and STMA in each of the under listed thematic areas.
## Exhibit 6.0 Synthesis of the 2009 Ghana Urban Platform

<table>
<thead>
<tr>
<th>No.</th>
<th>Thematic Area</th>
<th>Conclusions from the discussions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Finance</td>
<td>MMDAs should be capacitated to effectively perform their financial management functions in the areas of:</td>
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<tr>
<td></td>
<td></td>
<td>- Planning, budgeting, accounting, procurement and contract management and auditing</td>
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<td></td>
<td></td>
<td>- Mobilize resources/revenue for urban development and infrastructure investment</td>
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<td></td>
<td></td>
<td>- Through participatory approaches to achieve transparency</td>
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<td></td>
<td></td>
<td>- Link budgets to MTDPs and Annual Action Plans and collect better revenue data to do so</td>
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<tr>
<td></td>
<td></td>
<td>- Source external funding from donors and bonds</td>
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<tr>
<td></td>
<td></td>
<td>- Decentralize access to financial resources</td>
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<tr>
<td></td>
<td></td>
<td>- Coordinate scattered resources and duplicated interventions</td>
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<td>2</td>
<td>Infrastructure/Land</td>
<td>Water supply and waste management</td>
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<tr>
<td></td>
<td></td>
<td>- Improve maintenance and operation of existing networks</td>
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<td></td>
<td></td>
<td>- Expand connections to low-income neighborhoods and improve public toilet facilities</td>
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<td></td>
<td></td>
<td>- Advocate for resource mobilization and implementation of existing projects and plans</td>
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<td></td>
<td></td>
<td>- Improve planning of social infrastructure (education, health, housing) and create a framework for development</td>
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<td></td>
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<td>- Enforce environmental protection regulations particularly related to waste disposal</td>
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<td></td>
<td>- Improve Transportation and Land Use Planning</td>
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<td></td>
<td></td>
<td>- Improve administration of land title and tenure, providing access to poor and vulnerable populations</td>
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<tr>
<td></td>
<td></td>
<td>- Better integrate land use planning and transportation planning</td>
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<tr>
<td>3</td>
<td>Stakeholder Participation</td>
<td>Promote and empower citizen and CSOs’ participation in.</td>
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<td></td>
<td></td>
<td>- Planning and budgeting</td>
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<tr>
<td></td>
<td></td>
<td>- Holding local government accountable</td>
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<tr>
<td></td>
<td></td>
<td>- Advocating and gaining access to municipal services</td>
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<td></td>
<td></td>
<td>- Equip MMDAs and unit committees to solicit stakeholder participation (from residents, NGOs, media, and the private sector)</td>
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<tr>
<td>4</td>
<td>Policy/Legislature</td>
<td>Enforce existing policies and regulations</td>
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<td></td>
<td></td>
<td>- Related to land use, tenure/title and development controls</td>
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<td></td>
<td></td>
<td>- Improve political commitment and buy-in into planning and enforcement</td>
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<td></td>
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<td>- Improve institutional arrangements of government and their coordination</td>
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<tr>
<td></td>
<td></td>
<td>- Build the planning capacity of MMDAs</td>
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<tr>
<td>5</td>
<td>Cross Cutting/Outstanding Issues</td>
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<td>---</td>
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<tr>
<td></td>
<td>• ICT use in pro-poor urban interventions (i.e., use of cell phones, GIS, e-governance)</td>
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<td></td>
<td>• Capture and disseminate data related to service delivery, land use, and poverty</td>
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<td></td>
<td>• Mainstream gender issues</td>
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<td></td>
<td>• Promote/improve urban advocacy</td>
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<td></td>
<td>• Improve urban agriculture</td>
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<td></td>
<td>• Improve Urban Development Plans</td>
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<td></td>
<td>• National urban policy</td>
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<td></td>
<td>• Reform visions and strategic plans</td>
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<tr>
<td></td>
<td>• City Plans and long-term development plans</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Urban planning for poverty reduction</td>
<td></td>
</tr>
</tbody>
</table>
7.0 **THE CITIZEN REPORT CARD**

A Citizen Report Card is a survey instrument that solicits and aggregates user perceptions of the quality of public services. It is a powerful instrument of collective public voice at all levels of government and all stages of democracy (World Bank). The City of Accra Consultative Citizens’ Report Card was designed specifically to facilitate the exchange of information between City residents and the AMA. “My office through this Consultative Citizens’ Report Card is listening to what Accra residents are saying. We will use this information to shape policies and programs so they respond more closely to residents’ needs”– Dr. Alfred Okoe Vanderpuije, Metropolitan Chief Executive, AMA.

A representative sample of almost 4,000 households scattered across the City and in all Sub-metros participated in the survey that led to the preparation of the Citizens’ Report Card. Consultants from the Ghana Country Office of the World Bank led the data analysis and preparation of report card, while CHF International and a number of NGOs and policy think tanks working on municipal services in Ghana also provided inputs during the process.

A typical Citizens’ Report Card seeks feedback from actual users of services regarding: availability, access and reliability of services, quality of the service, satisfaction with services, responsiveness of the service provider, hidden costs such as corruption, willingness to pay and quality of life. Among others, the Accra Citizens’ Report Card sought feedback from residents regarding:

1. Quality of life and standard of living;
2. Access to toilets and sanitation;
3. Coverage and quality of drains and gutters;
4. Satisfaction with solid waste management service delivery;
5. Satisfaction with water service delivery;
6. Perception of public market cleanliness and satisfaction with the City’s management of the markets;
7. Satisfaction with the delivery of public school services; and,
8. Satisfaction with the quality of roads in the City.

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**Citizen Report Card Development: Key Stages**

1. Identify scope, actors and purpose
   - What do you want to know?
   - How will you use the information?
2. Choose an approach
   - Use a mix of qualitative and quantitative techniques
3. Design questionnaires
   - Use different types of questions. The questions should be simple and unambiguous.
4. Choose a sampling method
   - Use probability and non-probability methods to get a representative of the population
5. Execute the survey
   - Pre-test enumerators and run a pilot survey
   - Refine and undertake the survey
6. Data analysis
   - Consolidate the data, use tables, figures and charts
7. Disseminate the findings
   - Use a variety of outlets: radio, TV, newspapers, internet, interface between users and providers
8. Institutionalize
   - Results from the Report Card should feed into planning and policy making
MMDAs can use the results of such surveys to improve the responsiveness of the MTDP to citizen needs. A survey can complement other techniques such as focus group discussions or town halls and other types of public meetings. The survey can be an important tool in helping MMDAs to meet the FOAT Performance Measures for Transparency, Openness and Accountability and provide input to the MTDP. If possible citizen surveys should be repeated on a regular basis in order to track improvements over time.
III CONCLUSION

Metropolitan, Municipal and District Assemblies in Ghana have the power to enforce government policies and by-laws. They have important leadership responsibilities which enable them to convene various actors to build a collective vision for the future of their city or town. However, assembly members and municipal staff are often burdened by bureaucratic procedures and political interference, and undermined by limited human and financial resources. In order to ensure that all citizens have equal access to services, Assemblies may need to embark on a process of change to build the required capacities and equip their staff with the necessary tools to actively involve all stakeholders effectively, particularly the urban poor, in the provision of municipal services.

An important place to start is with an initial assessment of current municipal capacity in order to identify institutional strengths and weaknesses. CHF’s global experience has shown that it is critical to understand incentive systems and reinforce existing national government mechanisms to recognize and reward municipal performance. By employing a Municipal Capacity Assessment, in part based on FOAT results, CHF International and ILGS helped the AMA and STMA to identify and address the under listed capacity building gaps:

1. Limited capacity in terms of budget planning and data-driven analysis for rates and fees as well as expenditure projection.
2. Limited ability to utilize spatial data to facilitate planning and to engage citizens in the process.
3. Limited knowledge at all levels on the usage of tools and techniques for participatory planning and decision making processes.

The application of the FOAT process by the MLGDRD means it can be a useful as a benchmarking tool so that cities of comparable size can compare their scores to other cities and note trends in improvement over time. By using the FOAT results as a guide for improvement, MMDAs can apply the tools highlighted in this publication to improve their performance, particularly with respect to transparency, openness and accountability, as well as planning systems.

CHF International and the staff of the two Metropolitan Assemblies utilized municipal capacity building tools such as Urban Poverty Mapping, City Spatial Development Planning, Participatory Planning and Budgeting, the Ghana Urban Platform, and the Citizens Report Card to facilitate change in Accra and Sekondi-Takoradi. Staff of the two Assemblies are now equipped with additional planning and participatory budgeting tools. By employing these tools the Assemblies are now better positioned to actively and effectively engage stakeholders to plan, implement and monitor development activities in their communities based on a solid foundation of socio-economic data with a baseline to measure change.

Hopefully the positive experience of AMA and STMA will inspire other cities and towns across Ghana to find out more about the tools and methodologies highlighted in this document. CHF International, ILGS and the Ghana Urban Platform offer even more opportunities to learn about the work of other cities and to share lessons learned as municipalities in Ghana improve their ability to meet the needs of their most vulnerable citizens.
IV REFERENCES AND SOURCES OF ADDITIONAL INFORMATION

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Urban Poverty Mapping

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Devas, Nick (2004), Urban Governance, Voice and Poverty in the Developing World, EarthScan Publications Limited, 22883 Quicksilver Drive, Sterling, VA 20166-2012, USA


Ghana Urban Platform
CHF International, Ghana, (2009), Workshop Report-Promoting the Urban Agenda: Meeting the Challenges of Urbanisation and Poverty in Ghana

Citizens Report Card


**General**

Thomas, Kurian (2003), *Inter-State Study on Rural Decentralisation*, Project Report, Vinod Vyasulu and team, Centre for Good Governance Hyderabad. 70-87


**Links**

Accra Metropolitan Assembly  
www.ama.gov.gh

CHF International/Ghana  
www.chfinternationalghana.org

Cities Alliance: Cities without Slums  
www.citiesalliance.org

FOAT Operational Manual  

Ghana Districts  
www.ghanadistricts.com

Ghana Urban Platform  
www.ghanaurbanplatform.org

Institute of Local Government Studies  
www.ilgs-edu.org

International City and County Management Association  
www.icma.org

National Association of Local Authorities of Ghana  
www.nalag.org

Sekondi-Takoradi Metropolitan Assembly  
www.stma.gov.gh

United Cities and Local Governments (UCLG)  
www.cities-localgovernments.org