GROUP 3

HOUSING AND INFRASTRUCTURE IN ASHAIMAN
PROMOTION OF PRO-POOR PARTNERSHIPS

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GROUP THREE

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LIST OF ABBREVIATIONS

AHF	Ashaiman Homeless Federation
AZC	Ashaiman Zonal Council
CLIFF	Community-Led Infrastructure Finance Facility
DANIDA	Danish International Development Agency
DFID	Department for international Development – UK
GHPF	Ghana Homeless People's Federation
NCCE	National Commission for Civic Education
NGO	Non-Governmental Organisation
NIMCOSS	Nimba Community Support Services
PD	People's Dialogue for Human Settlements
SDI	Shack Dwellers International
SUF	Slum Upgrading Facility
TDC	Tema Development Corporation
TMA	Tema Municipal Assembly
ToR	Term of Reference
UC	Unit Committees
UN-Habitat	United Nations Human Settlements Programme

EXECUTIVE SUMMARY

This report is the outcome of a consultancy project supported by the British High Commission and the United Nations Human Settlements Programme (UN-Habitat) and funded by the United Nations Development Programme. The consultancy was undertaken by the Development Planning Unit, University College London who has been commissioned by the Ministry of Local Government and Rural Development to work in conjunction with the Accra Metropolitan Assembly, the Ga District Assembly and the Tema Municipal Assembly (TMA)[1].

Experiencing the reality of Ashaiman, as one of the poorest settlements and the most precarious service provision within Greater Accra Metropolitan Region, government structures supported by international donors envisaged the opportunity to boost quality and quantity of housing and infrastructure service provision in Ashaiman, through the promotion of pro-poor partnerships, the aim of this project.

The project was fulfilled in 30 days, including a previous preparation and initial assessment, a 5-day fieldwork and post-trip work to finish and conclude the proposals.

Due to the time frame restrictions, an initial analysis comprising understanding of the area (under all dimensions), the development of criteria to guide the whole project (to assess current situation, indicate and test strategies and direct indicators) and initial strategies were developed. In order to study the situation under its institutional aspects, the tool of the 'web of institutionalisation' was used, identifying problems and opportunities around the case study, according to its four spheres – policy, organisational, citizen and delivery. This analysis suggested 'entry points', or sections with crucial problems and relevant opportunities to tackle them, identifying core strategies to be developed. These were namely issues around 'pressures of political constituencies' and 'staff development'. With the objective of utilizing wisely the restricted time available on the ground, a set of actions, strategies and actors' potential relations were pictured before travelling to Accra, as well as a plan on how to respond unanswered questions and discuss potential strategies with the various organisations and informants that were met.

On the ground, the strategies were tested, reviewed and re-shaped. According to the methodology and tools utilized, the reality apprehended and the decisive discussions with several actors, two main strategies were developed: community mapping and enumeration of Ashaiman, and community centre for service provision. These strategies were built focusing on the goal of improving pro-poor partnerships, according to the criteria developed, and to what the consultancy believe as crucial to develop housing and infrastructure in Ashaiman. It is important to highlight that some organisations' actual roles in Ashaiman were taken into account in devising the strategies, as the work of Ibis, NIMCOSS, People's Dialogue (PD) and Ashaiman Homeless Federation (AHF), and accordingly considered in the strategies.

Afterwards, in order to promote a continuous development and a just empowerment of the different actors, a plan for monitoring and evaluation was developed, again based on the criteria, which is believed as an important tool to subsequent interventions. Finally, the Ashaiman Group Three believe in the potential of the strategies proposed, but is also aware of its possible constraints. Uncertain funds, the time required to achieve concrete results, conflicts between and inside organisations and deviated use of power might be a reality. However, Ashaiman holds encouraging opportunities which are liable to build partnerships between the local public authorities, the private sector and the Ashaiman community in designing appropriate solutions for housing and infrastructure.

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[1] This project is an exercise promoted by DPU, and was developed by a group of postgraduate students as part of the apprenticeship process. However, the work accomplished is result of a serious work, and the outcomes are expected to foster real activities.

Contents

1. INTRODUCTION

Ashaiman is a settlement located some 20 Km East of the centre of Accra, capital of Ghana, within the Tema Municipality. It has experienced its highest demographic and spatial growth in the late 1950s, with the construction of the town and port of Tema, and in the next decade with immigrant workers to the port and factories. From then, its growth has been impressive and steady. The consequences in the physical environment and social structures are predictable: high-density of houses and buildings in small alleyways, little open space for recreation and social activities or even safe access. The quality of the houses and infrastructure services obviously could not follow the rate of growth, and moreover, Ashaiman area was not a priority in terms of planning and regulation by Tema Development Corporation (TDC), the organisation responsible to plan, develop and manage Tema municipality. Ashaiman holds its significant importance both at national and regional levels mainly in terms of: (i) a significant share of national population (fifth largest town), with non official data referring to at least 3 times the census numbers[2]; (ii) providing affordable housing and basic services to incessant immigrants[3]; (iii) a vibrant and cohesive society, with several ethnically-based welfare organisation that provide social safety nets for newcomers.

At institutional level, besides the structured government established to the area – TMA, Ashaiman Zonal Council (AZC) and Unit Committees (UC) – there are several non-governmental organisations (NGOs) acting upon the settlement, and a variety of local voluntary associations and community groups. These organisations hold significant potential in promoting pro-poor partnerships, which are explored along the report.

The objective of this project, according to the Terms of Reference (ToR), is to identify a strategy that promotes appropriate, pro-poor, civil society/public/private partnerships aimed at the upgrading of housing and infrastructure in Ashaiman. Targeting at this goal, this report firstly details the criteria utilized to analyze the current situation and proposed strategies of Ashaiman. Then it uses 'web of institutionalization' as a tool to find the entry points of two proposed strategies. Secondly, it focuses on the two strategies developed and the establishment of a monitoring and evaluation process. Finally the report presents its final considerations related to the project.

2. CRITERIA

In order to analyse the current situation and proposed strategies, a set of criteria were developed according to the guiding principles established in the ToR, which are *social justice and inclusion*, *environmental sustainability*, *enhancement of the productivity*, *effectiveness of local government*, and *democratic local governance and the participation and empowerment of those actors traditionally excluded*. As described in the next section, the current situation was analyzed under these criteria. Finally, the proposed interventions were tested against the criteria formulated.

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[2] Ashaiman has a population of about 150,000 (Census 2000) making it the largest zonal council in Tema. However, the figure is highly contested by the citizens in that most of them were not captured by the census. It is also the fifth largest town in Ghana (Census 2000).

[3] According to a NGO that works in Ashaiman (IBIS), approximately 20 people arrive in the settlement every day.

These criteria are closely related to the task, supporting the analysis and suggesting strategies and recommendations. Reorganising the principles instituted by the ToR according to the task proposed and to what the consultancy considered as crucial, the principle of *Social Justice and Inclusion* was defined as an overarching umbrella to all the criteria formulated. To the same extent, *effectiveness of local government* and *democratic local governance* and their derived criteria are considered the basis to strengthen pro-poor partnerships, and hence are focused in the analysis. Thereafter, the principles of *enhancement of productivity* and *environmental sustainability* are understood as outcomes of the achieved results around the previous criteria. The criteria developed under each principle are stated in the table below (Tab 1, pg. 3).

Guiding principles		Criteria for assessing the **partnership** which our strategy aims at promoting
Social Justice and inclusion Just access to and control of resources and decision-making power	**Effectiveness of Local Government**	▪ Sufficient resources and adequate administrative responsibilities of the local governmental bodies to effectively contribute to the promotion of, and participate in a pro-poor civil society/public/private partnership aimed at the upgrading of housing and infrastructure in Ashaiman ▪ Increased capacity of the local governmental bodies to enforce regulations related to housing, infrastructure and the environment in Ashaiman ▪ Improved co-ordination among the local governmental bodies and with the different stakeholders of the partnership ▪ Improved accountability and transparency
	Democratic Local Governance, Participation & Empowerment of those actors traditionally excluded	▪ Open channels for listening to and acknowledging the needs and interests of the Ashaiman residents, with special attention given to the most vulnerable ▪ Improved capacity for Civil Society's individual members and organisations to express their needs and interests and mobilise in their defence
	Enhancement of the Productivity	▪ Promotion of a healthier and safer living and working environment ▪ Promotion of a living and working environment that is affordable to all, and favours the most vulnerable ▪ Promotion of a better accessibility to credit and space aimed at economic activity for all the residents of Ashaiman, most particularly the most vulnerable
	Environmental Sustainability	▪ Environmental concerns, including health at the household, workplace and neighbourhood levels, are taken into account and respected in the upgrading of housing and infrastructure in Ashaiman

TAB 1: GUIDING PRINCIPLES AND CRITERIA

3. DIAGNOSIS: INSTITUTIONAL AND RELATIONAL ANALYSIS

As it was already mentioned, the institutional and relational analysis that provided the diagnosis of the current situation was guided by the criteria previously established. Using the 'web of institutionalisation'[4] as an analytical tool, constrains and opportunities for the promotion of the aimed partnerships were identified through an iterative process of continuous context-adjustment. The resulting institutional and relational landscape for the provision of housing and infrastructure in Ashaiman is schematised in Fig 1 (pg. 5).

In a general overview, the four interrelated spheres of such schematic landscape have fairly different characters. In the 'delivery sphere' the main constrains are symptomatic characteristics of an area with poor deliverance of infrastructure and housing. Nevertheless, some opportunities were envisioned within this sphere. In what concerns the 'organisational sphere' and its main constrains, the scenery is fairly similar. However, due to the significant work of some NGOs, like Ibis and NIMCOSS, important opportunities for "staff development" can be identified. The panorama in the 'policy sphere' is somewhat different. Major constrains exist at its different dimensions. Yet, a vital set of opportunities exists at the level of "resources". Finally, the 'citizen sphere', due to the vitality of Ashaiman's civil society, presents a rather strengthened position in the general landscape. Despite the existing constrains, various opportunities for action emerge within this sphere, namely in what concerns the "pressure of political constituencies".

4. STRATEGIES

4.1. ENTRY POINTS

Based on the diagnosis summary described in the previous section, opportunities for intervention exist in the potential for political pressure from some of Ashaiman's well-organized civil society groups ("pressure of political constituencies") and in the capacity-building of CBOs and zonal council ("staff development"). From these two entry points, two interrelated strategies were developed: *community mapping and enumeration of Ashaiman* (Strategy 1) and *Community centre for service provision* (Strategy 2). Addressing problems and building upon opportunities as diagnosed in the web, the exercise of community mapping and enumeration is envisioned to be a crucial foundation for the set up of the proposed Community centre.

4.2. STRATEGY 1: COMMUNITY MAPPING AND ENUMERATION OF ASHAIMAN

The focus of the first strategy is to carry out a community-led mapping and enumeration exercise. The idea is to provide the community with powerful and valid information that it can use to pressure and influence the local authorities to address the issue of urban poverty and more specifically sub-standard housing and infrastructure in Ashaiman. Demonstrating their ability to organise and mobilise themselves in a collective and productive effort is a way for the residents of Ashaiman to force their recognition, and express their needs and interests. Moreover, it is an empowerment process for the whole community which not only learns useful skills but also gains confidence. The

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[4] Levy (1996)

proposed exercise would focus on establishing an accurate estimation of the number of residents in the town of Ashaiman, as well as an approximate map of the town, to be used to highlight issues of inadequate infrastructure and cramped housing, as well increasing the understanding of land boundaries and tenure issues.

Resources

- Budgetary constrains (AZC)
- Lack of credit
- Dependence on donor funds
- Rural bias on donor funds
- *Ashaiman Housing Federation (AHF) – Community Saving Schemes*
- *DfID – Challenge Fund*
- *CLIFF*
- *Slum Upgrading Facility (SUF) – UN-Habitat*
- *World Bank funds: Urban IV-2*

Mainstream responsibility for social justice

- "Each for themselves" housing policy
- *Ghana Poverty Reduction Strategy (GPRS)*

POLICY SPHERE

Political commitment

- Limited devolution of responsibilities
- Limited recognition of Ashaiman (census, etc)

Policy/Planning

- Lack of coordination between TMA and TDC
- Lack of coordination between TMA and AZC

ORGANISATIONAL SPHERE

Procedures

- Limited accountability in service provision PPPs
- Overlapping responsibilities TMA/TDC
- Lack of appropriate channels to listen to residents needs
- *Housing policy review*

Pressure of political constituencies

- Lack of organisation among the traditional authorities
- Deficient capacity of civil society to mobilize and express their needs
- *Women's Market Association + Trade Unions*
- *Partnership: IBIS + Youth Forum (NIMCOSS)*
- *Partnership: People's Dialogue + IBIS + British High Commission*

CITIZEN SPHERE

Representative political structures

- Limited legitimacy of AZC
- *TMA members from Ashaiman*
- *Women representation – AZC*

Staff development

- General lack of management capacity
- *IBIS + NIMCOSS – training (AZC+ Youth Groups)*
- *National Commission for Civic Education (NCCE) – Environmental Health Training*

Women and men's experience and their reflexive interpretation of reality

- Lack of / Insufficient public service provision
- *Community cohesion*
- *Vibrant civil society*
- *Women's groups*
- *Community willingness to manage service provision*

'Delivery' of programmes and projects

- Facilities service: insufficient, inadequate and unaffordable
- Ineffective management of privatised facilities
- *Community-led service provision*
- *External contracting / Build Operate Transfer (BOT)*
- *Greda*

Methodology

- *Exchange of experience within Shack Development International (SDI)*

Applied research

- *People's Dialogue intend to carry out community mapping*

Theory building

- Concept of poor as irrational and incapable

DELIVERY SPHERE

FIG 1: DIAGNOSIS – INSTITUTIONAL AND RELATIONAL ANALYSIS (Constrains + *Opportunities*)

4.2.1. ACTORS, RELATIONSHIPS AND MOTIVATIONS

It is clear that Ashaiman currently benefits from a wide range of national, regional and governmental initiatives, together with significant input from traditional and customary authorities and international and local NGOs, as described in both the mental maps of actors that illustrate the strategies proposed. Key amongst these organisations is the TDC, as predominant freeholders within Ashaiman, the Ashaiman chief system and local activist organisations, such as the AHF, a local branch of the Ghana Homeless People's Federation (GHPF) and the NGO People's Dialogue for Human Settlements (PD), together with local divisions of international organisations, such as Ibis, which represents the interests of the Danish International Development Agency (DANIDA). Clearly, given the substantial range of actors present within the Ashaiman area, significant opportunities exist for partnership and joint working to address housing and infrastructure issues and pool resources for activity. In this section, the key actors to be involved in the proposed exercised of community mapping and enumeration are generally characterized and their relationships are outlined in a mental map (Fig. 2, pg. 8).

People's Dialogue and the Ashaiman Homeless Federation

Working in Ashaiman since 2004, PD is highly supportive of community-driven initiatives, including mapping exercises, and has carried out various community-led projects in Ghana. As it was previously mentioned, its involvement in Ashaiman has been done through the AHF and the community saving schemes, which have proved to be highly successful. Moreover, PD it is a member of Shack Dwellers International (SDI), and can thus draw from the sharing of experience with other community groups involved in such exercise (for example, the Alliance of SPARC, *Mahila Milan* and the National Slum Dwellers Federation in Mumbai).

PD's intent to expand activities beyond the saving schemes in Ashaiman was mentioned during our meeting with their Executive Director, Mr. Fairouk Braiman[5]. The Director also expressed his interest in getting PD involved in a community mapping exercise in Ashaiman.

In terms of resources, this NGO holds a secure financial backing from the Civil Society Challenge Fund (£40 000) provided by the British Department for International Development (DFID) for projects related to housing and infrastructure, as well as potential fund from the UN-Habitat Slum Upgrading Facility (SUF). DFID's fund could be used to obtain the required equipment to carry out the mapping exercise, as well as the community training that is to be undertaken. The SUF, alongside with Cities Alliance and other donors, can similarly be used as a resource for such a project. The size of the fund is not yet known, but UN-Habitat has shown an interest in funding a project that would attempt to address the issue of housing and infrastructure in poor urban areas, such as Ashaiman. This support from UN-Habitat is largely as a result of a scoping mission by the organisation in Accra and the Tema region at the end of 2004, which has perceived the organisation of the civil society and the potential of the mobilised communities as a positive asset in the possible solution to the problem of poor urban housing. In addition to this, PD in Ashaiman fulfils all criteria to obtain the Community-Led Infrastructure Finance Facility (CLIFF) fund, which attempts to bridge the financing gap in areas of housing and infrastructure, and is expected to be made available in the forthcoming year.

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[5] Meeting in Accra – Busy Internet, on May 17 2005

The Chiefs (The chief of Ashaiman and the 42 tribal heads in Ashaiman)

Chiefs still wield respect and a certain degree of authority over the several tribal communities in Ashaiman. They could help disseminate information and mobilise Ashaiman residents for the exercise. In order to get the chief involved, the potential benefits of the exercise to the community should be clearly explained to the chiefs, and a contribution of 'drinking money' would be provided to them as it is customary in the traditional governance in Ghana.

Ibis

The NGO Ibis has been involved for several years in training and building capacities among TMA and Ashaiman Zonal Council (AZC) officials. It thus holds the potential and the contacts for lobbying in favour of putting community-led initiatives and housing and infrastructure priorities on the agenda of the local authorities. The support of Ibis could also be of precious help to have the mapping exercise supported and approved by the local authorities. DANIDA provides the required funds to Ibis to pursue its activities, but no specific funding for the mapping exercise would be expected from this agency.

Local Government Structures: TMA / TDC / AZC / UCs

It is hoped that the TMA, the TDC, the AZC and the UCs would get their interest and support in the community mapping and enumeration exercise and provide an enabling environment for carrying it out. It would also be assumed that the government structures will learn from this exercise, and become more aware of the strength and capabilities of the civil society in Ashaiman, more particularly in regard to its contribution in urban development.

4.2.2. ACTIONS

Stage 1: Raising Awareness

PD would first consult with and gather support from the Chiefs, the landlords and the Youth Clubs during initial explanatory meetings in which the aim and potential benefits of the exercise would be discussed and the idea of community involvement and leadership would be clearly identified. The Chiefs could then disseminate information and raise awareness throughout their respective communities in exchange of some financial contribution.

Stage2: Training and provision of materials

Training would then be provided to the community and most specifically though the AHF community organisation. It is feasible to invite someone from SDI with prior experience in mapping to come and assist/train the AHF and the community. Effectively, according to the procedure of information sharing followed by SDI, exchange visits could be organised between people from Ashaiman's communities and people from other communities carrying out the same exercise. Further assistance could come from student volunteers who could provide the training in skills and techniques of mapping. The community training sessions would be held in various areas of Ashaiman, several times a day for a sustained period of time before the community mapping exercise can take place.

Mapping tools, such as stationary and technical instruments would be provided by PD. Some aerial photographs of Ashaiman could also be a useful input.

Stage 3: Mapping

Supervisors assigned by the community would be responsible for overseeing and organising the collection of data within each electoral district of Ashaiman, but also to support the community in the process and mediate the potential conflicts that are likely to emerge during the process. Some sort of compensation would be provided for the time that the community will spend on the exercise.

During and following the exercise, explanatory meetings with the communities would be held to discuss the findings of the data compiled and the priorities of the community. The residents could then also debate suggestions as to how the map and other findings can be used to pressure and influence government policies and the actions of the TMA/TDC in respect to housing and infrastructure in Ashaiman.

Stage 4: Lobbying

During the exercise, PD would establish contacts with the different levels of municipal authorities so as to gain their support and approval over the mapping process, and more generally over the potential contribution which can be brought by the community in designing appropriate solutions for housing and infrastructure issues in Ashaiman. The support of Ibis could also be sought in this matter.
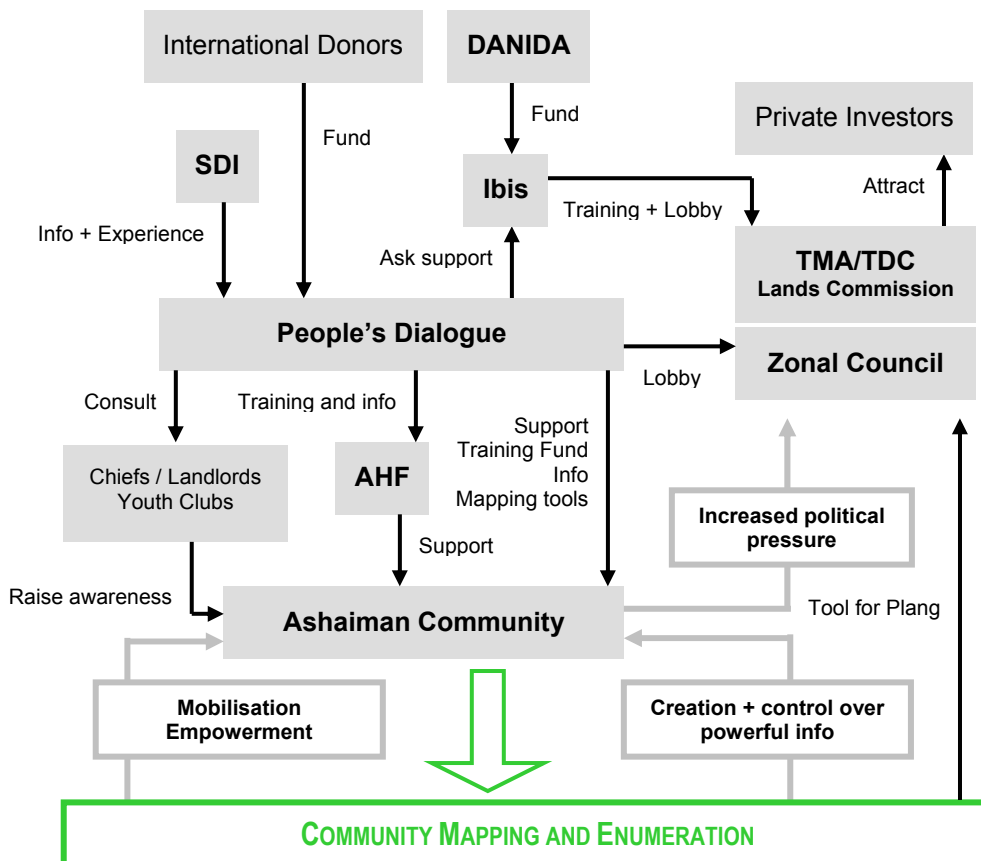
FIG 2: STRATEGY 1 – MENTAL MAP

4.2.3. HOW THE STRATEGY ADDRESSES THE PROBLEMS (Fig. 3, pg. 10)

With no precedent in Ashaiman, the community-led mapping and enumeration, as an exercise of applied research, would represent an essential strategic intervention in which the communities would be provided with support, training and advice.

Support and training would be the main responsibilities of PD. Receiving funds – resources – from main donors, this NGO would able to provide the necessary training to the communities, while the proposed exercise would give it mainstream responsibility for social justice placing it at the top of its agenda. Thereafter, PD would play a central role in supporting the community in the mapping exercise as well as the lobbying to the authorities in policy/planning. Advice in terms of the methodology of the exercise would be provided by the exchange of experience between PD and SDI, which itself had taken part in the precedent setting of community mapping in Mumbai.

It is intended that the community mapping exercise will be used as a tool for facilitating planning and the delivery of programmes and projects in Ashaiman. To this end, the presence of supervisors as mediators in arising conflicts during the exercise would present the opportunity for a collectively built consensus over long-standing issues, which would further facilitate the task, enhancing women's and men's experience and their reflexive interpretation of reality. This in turn would contribute to the building of a community driven body of theory in policy and planning.

Finally, the maps resulting from the exercise would be used by the political constituencies – the community, assisted by PD – to pressure and lobby the TMA and the TDC in the hope to increase their political commitment. In fact, the outcome of the strategy presents two opportunities closely linked together. Firstly, by succeeding in the mapping of their own communities, people in Ashaiman will be able to prove to the authorities their capacities to mobilise and carry out, without their help, community led initiatives. Secondly, with help from PD, communities will be able to put pressure on the relevant authorities by providing clear evidence of their number and importance, in order to trigger more political commitment for the Ashaiman area.

In conclusion, these two opportunities together will aim at raising awareness at the authorities' level of the importance and capabilities of Ashaiman's communities. Therefore, it is expected that political commitment will increase, leading to participatory policy and planning (i.e. more inclusion of the communities in decision-making), hence promoting a partnership which will provide a more effective and socially just delivery of programmes and projects at the housing and infrastructure level. Furthermore, was this partnership to be successful, it is hoped that it will create an opportunity for the private sector to be attracted and get involved.

4.3. STRATEGY 2: COMMUNITY CENTRE FOR SERVICE PROVISION

Despite the rather extensive range of significant actors and opportunities for action existent in Ashaiman, it was noted during field observations that there appeared to be a relative lack of information of residents and businesses as to the opportunities and activities, both current and planned, occurring within their area. One potential solution to this is the establishment of a community information and resource centre. Building on the work achieved by strategy one in identifying the needs of the community through a survey of the condition of existing facilities, this strategy would build on existing partnerships in the community, mainly those with civil society and NGOs, to establish a Community Centre where the community could get advice and information.
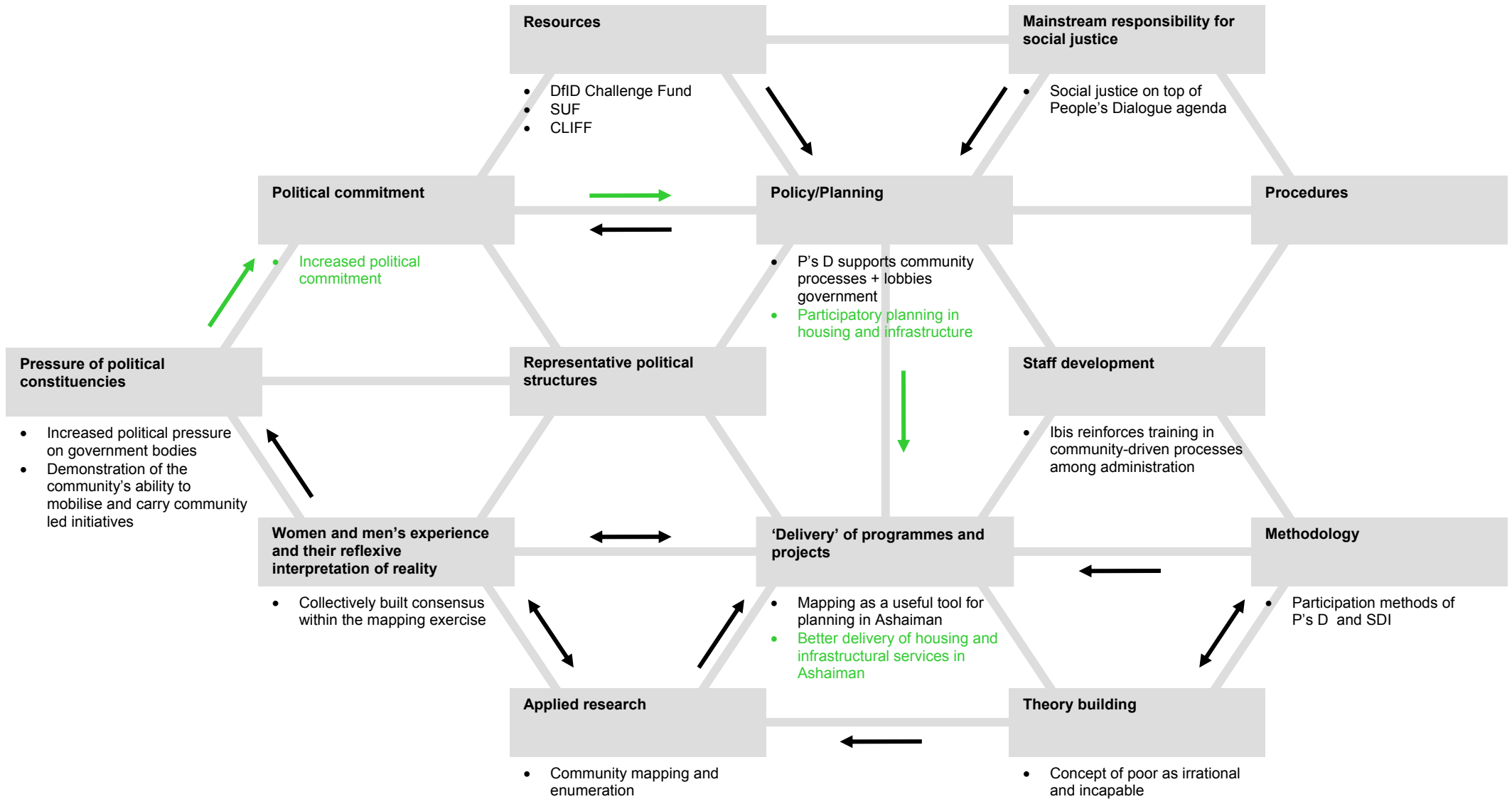
Resources

- DfID Challenge Fund
- SUF
- CLIFF

Mainstream responsibility for social justice

- Social justice on top of People's Dialogue agenda

Political commitment

- Increased political commitment

Policy/Planning

- P's D supports community processes + lobbies government
- Participatory planning in housing and infrastructure

Procedures

Pressure of political constituencies

- Increased political pressure on government bodies
- Demonstration of the community's ability to mobilise and carry community led initiatives

Representative political structures

Staff development

- Ibis reinforces training in community-driven processes among administration

Women and men's experience and their reflexive interpretation of reality

- Collectively built consensus within the mapping exercise

'Delivery' of programmes and projects

- Mapping as a useful tool for planning in Ashaiman
- Better delivery of housing and infrastructural services in Ashaiman

Methodology

- Participation methods of P's D and SDI

Applied research

- Community mapping and enumeration

Theory building

- Concept of poor as irrational and incapable

FIG 3: STRATEGY 1 – DESIRED IMPACT ON THE SITUATION IN ASHAIMAN

This centre would be a single point of information where the community would be provided with easily available access to information – including development initiatives, upgrading fund bursaries, training opportunities and housing and legal rights for residents and businesses – that would assist them in the creation of pro-poor partnerships for service provision.

4.3.1. ACTORS, RELATIONSHIPS AND MOTIVATIONS

Similarly to the first strategy, the main characteristics key actors involved in establishing a community centre for service provision, as well as their relationships and motivations are briefly outlined in this section alongside with an illustrative mental map (Fig. 4, pg. 12).

Civil Society

In this second strategy, the strength of the heterogeneous society of Ashaiman is critical. Community organisation is already strong but the strategy proposes strengthening certain aspects in order to achieve community led service provision. The community is rich with skills including women's groups managing savings schemes and small businesses and a high youth population with skills in construction and light industry.

NGOs

NGOs are also key actors. They are involved with ongoing training schemes, including those organised by Ibis and NIMCOSS that provide management training that can be used for managing community facilities and services. As it was referred before, PD working in partnership with GHPF is involved with community savings schemes for women in Ashaiman and plays a critical role in lobbying government for improving housing rights and offering advice to citizens on those rights. The strategy proposes greater communication and cooperation between the NGOs allowing for the community finance and housing rights initiatives of GHPF to combine with the training and capacity building work of Ibis and NIMCOSS. NGOs play a key role administering funds from donors. Ibis currently administer funds from DANIDA for projects including the Public Participation in Local Governance (PPLG) programme as well as working with NIMCOSS establishing youth forums and collaborating with National Commission on Civic Education (NCCE) for provision of environmental health training. As mentioned before, further funds are earmarked for Ashaiman including the SUF, DFID Challenge Fund and World Bank funds for infrastructure and housing improvement.

Local Government Structures: TMA / TDC / AZC / UCs

In regard to local government, the Ghana Poverty Reduction Strategy supports the use of public-private partnerships for poverty related projects. This strategy proposes a partnership between communities in Ashaiman and the local government with the government issuing contracts to the community allowing them to manage facilities and services. The strategy builds on existing capacity building work of Ibis to lobby local government to allow for contracts to be issued to communities for service provision. The work of Ibis to increase the capacity of the zonal council and unit committees is creating a greater voice for communities in Ashaiman allowing for negotiations for community service provision.
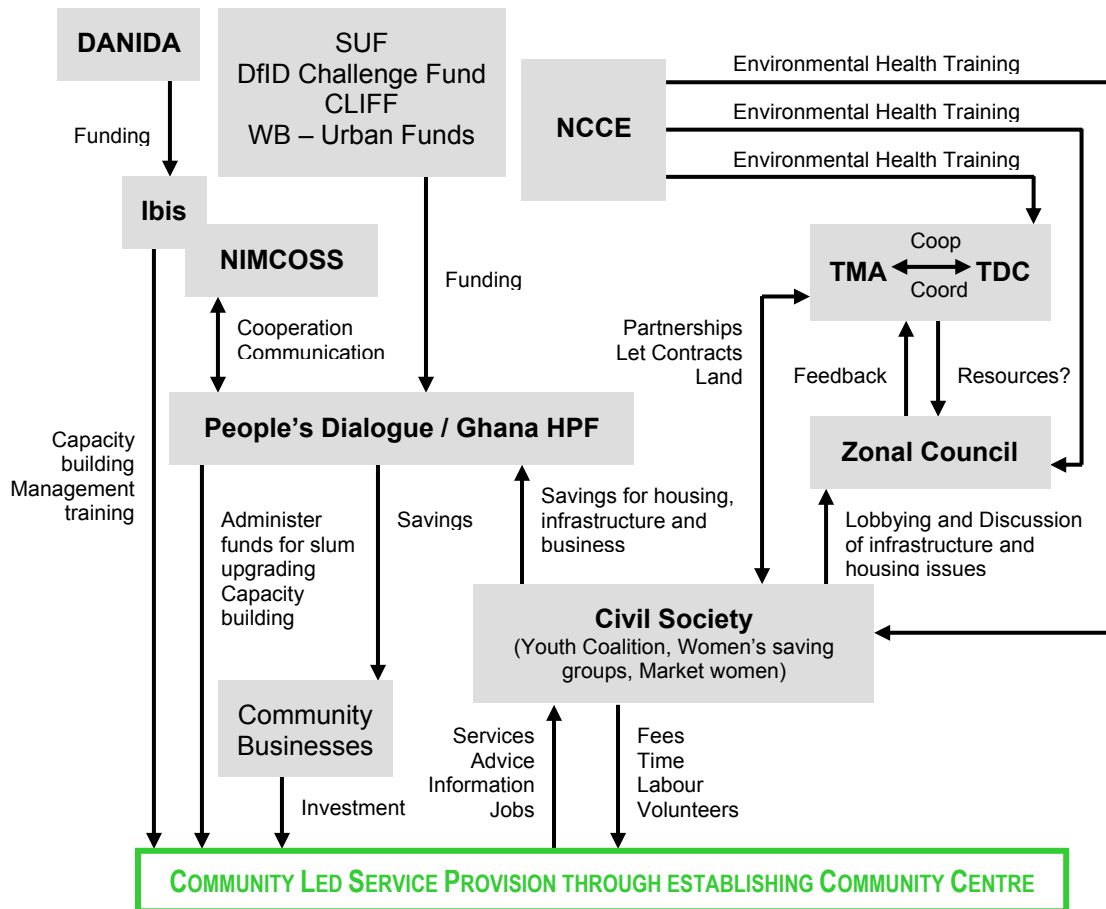
FIG 4: STRATEGY 2 – MENTAL MAP

4.3.2. ACTIONS

The function of the set of actions to be held by the proposed Community Centre for Service Provision would be threefold: to inform, to signpost and to empower. In accomplishing these functions, the Community Centre could act as a central, neutral gathering point where training could be administered and meetings with key officials from government and NGOs could be held. In addition, the Community Centre would provide a physical space resource for local faith, youth and gender groups to meet, share experiences and devise collective solutions to problems.

To inform

Many local, national and international initiatives are currently taking place in Ashaiman, for example the relaunch of the World Bank initiative to provide subsidies for sanitation facilities within homes, savings schemes carried out through the GHPF and PD and community empowerment and public participation work through NIMCOSS and Ibis. However, it appears that not all of these opportunities are widely known and understood by the Ashaiman populace. The Community Centre, operating in conjunction with local media, could provide a single, accessible source of information on recent developments within the Ashaiman and wider Tema area and a source of information share for the populace, covering local issues.

To signpost

One of the key recommendations highlighted during meetings with local stakeholders was the need for further training for the community. This could include vocational training for young people, using the association of youth clubs, Ashaiman chiefs and AZC/TMA initiatives. In addition, the NCCE could extend health and sanitation training to a wider cross-section of the community. Trained, locally-sourced advisors would be able to provide the most appropriate advice to those seeking employment and skills improvement, by providing access points to local sources of help, training and advice, particularly in sanitation, waste management and construction skills.

To empower

An opportunity exists for the local community to provide essential services, such as toilets, solid waste collection and bathing facilities through the establishment of community enterprises under contract from the Tema Municipal Authority. However, working towards this goal clearly requires a significant commitment from all parties, in devising a suitable procurement process, acquiring land, building business and management skills and applying specific training, such as the NCCE health and sanitation training, as described above.

Resourcing for the Community Centre

One of the key attributes for a successful physical community resource is the provision of sufficient capital and, importantly, revenue funding to ensure the continued sustainability of the centre. Negotiations would be required between local champions for the space, such as NIMCOSS, PD and GHPF with the TDC, as predominant land owner in Ashaiman, to find a suitable site within a centrally-located area. The site's freehold could be transferred across to a holding organisation, or, alternatively, the lease of the site could be negotiated, with TDC managing the freehold under a secured tenure arrangement. Management of the facility could be undertaken by the AZC, with guidance from PD, drawing on their links to other examples of such practice within the SDI family. This management arrangement would ensure community and local government cohesiveness and commitment. It should also prove to be a secure arrangement, which does not wholly rely on the rapidly changing community to manage such arrangements without assistance. In addition, links will be made to the TMA through AZC, ensuring that good practice and development ideas from the centre are disseminated and promoted throughout the wider Tema District.

Capital funding may be sourced from those organisations with committed funding resources for Ashaiman, such as the UN-Habitat SUF fund, or the DFID and CLIFF programmes. Alternatively, a loan at preferential rate could be made using resources invested through the GHPF savings fund (with preferential access to services and facilities for savers), or from a commercial lender sympathetic to community developments. It is suggested that the facility be temporarily housed in the (as yet unused) first floor of the AZC building on the edge of Ashaiman, which benefits from close proximity to the key residential, commercial and market areas of the settlement.

However, to ensure continued success, a steady stream of revenue funding must be secured. Whilst this could initially be provided by NGOs and government sources whilst the centre is being established and promoted, we would recommend that cross-subsidy through commercial activity is investigated as an option. This may include the subletting of commercial space within the centre, as in London's 56 Southwark Bridge Road community centre, or

alternatively, a communications centre incorporating internet café facilities could be included. This model, as used in Waterloo's Living Space (voted runner up in Yahoo's Best Internet Café awards 2004) and in the INTO centre at London Bridge utilise payment for use of these facilities by the public to cross-subsidise community activity, such as training, meeting space, employment of advisors and maintenance of the building itself. A key wider benefit is that of providing the numerous small-scale home-based enterprises in Ashaiman with potential markets beyond their immediate environs, utilizing information technology, particularly the internet, to locate potential buyers and suppliers and provide access to up-to-the-minute national and world prices for staples sold at the market (such as palm oil, fish and grains) to ensure that traders receive an equitable price for their goods. It is interesting to note that other comparable settlements, such as those in Mumbai, India, have greatly benefited from access to internet resources, with small traders and commercial undertakings able to expand their customer base and promote themselves widely, as well as opening up opportunities for a large service industry.

It is worth noting that the community of Ashaiman already has considerable, solid experience of generating revenue for the common good. There is a demonstrable success in this regard in terms of a local bakery, run by the women of Ashaiman, which generates funds for community purposes.

It is estimated that key cost items for the Community Centre would include:

Capital	▪ Building fit for purpose to include:
	▪ Meeting room facilities
	▪ Internet café with attendant IT suite, including server, c. 10 workstations (for multiple training and revenue maximisation)
	▪ Kitchen and toilet facilities
	▪ Fully accessibility for disabled and other mobility restricted users
	▪ Crèche or baby facilities
Revenue	▪ Team of trained advisors able to offer signposting and referral advice for a counter service, five days a week
	▪ Meeting room space
	▪ IT suite maintenance staff (perhaps operating on a peripatetic basis with other local facilities or commercial premises)
	▪ Caretaking/security/maintenance staff

TAB 2: STRATEGY 2 – KEY COST ITEMS

4.3.3. HOW THE STRATEGY ADDRESSES THE PROBLEMS (Fig. 5, pg. 16)

Although the strategy is based upon current and potential capacity-building efforts, it also relies upon the pressure of community organizations and political representatives to obtain the service contract from the TMA. The immediacy and widespread need for infrastructure can create political commitment to apply this pressure the existing partnerships between organisations. The outcomes of previous interventions backed by Ibis and the PD can be used

to demonstrate to the TMA that community led service provision has support from the community, is feasible and preferable to a political fight within the TMA. The coalition to pressure the TMA would also be bolstered by the support of the AZC as a representative political structure.

Participatory planning and administration of the service centres are developed from several opportunities points within the 'web'. Procedurally, there is negotiation between the TDC and the TMA to provide land for services and the community centre. The organizational capacity needed for community-led service delivery is developed through training from NCCE, PD, Ibis and NIMCOSS via Ibis funds. This capacity-building is made possible by resources from DANIDA via Ibis and SUF and DFID's CLIF challenge fund via the PD. Methodologically, the emphasis is not only upon the control of a service (resource) necessary for the community's livelihoods, but also upon the accountability that Ibis's programme has emphasized in its projects.

The Community Centre in particular takes up this point as a basis for future efforts in the area because of its potential to improve dissemination of information, advice and direct organizational support. This has been difficult in the past because no NGOs have been physically based in Ashaiman and residents can only be reached at very different times during the day because of shift work and the multiple forms of income-generation. In these ways, a community centre provides a physical space to foster the opportunities for action in women's and men's reflexive interpretation of reality. The importance of this aspect of the community centre demonstrates that delivery of infrastructure projects is not merely an ends, but that the relationship between this interpretation and the community-led delivery of infrastructure should also be emphasized. Improved organization and accountability gives not only a sense of confidence and optimism, but opens the possibility to build on the experience in other projects.

4.4. Assessment of the Strategies According to the Criteria

Even though the strategies were developed with the principles of the ToR in mind, they were re-tested and refined according to the criteria firstly formulated.

In such analysis, the consultancy reckon that to a large extent the criteria developed under the *effectiveness of local government* principle are consistently being covered by the several projects developed by the NGO Ibis in Ashaiman. The strategies proposed here help to enhance the points revealed in the criteria, but it is considered that the concerns around local government effectiveness are already taking place, and it is why the strategies focus mainly on strengthening civil society intervention.

In terms of *democratic local governance*, the criterion about opening channels for listening and acknowledging the needs and interests of Ashaiman residents is considered deeply in terms of empowering the community through capacity building and participatory mapping strategies, as well as in terms of lobbying and building capacity of local government pursued by Ibis. The second criterion, of improving civil society mobilization capacity, is clearly linked with the actions envisaged by the second strategy, the community centre for service provision.
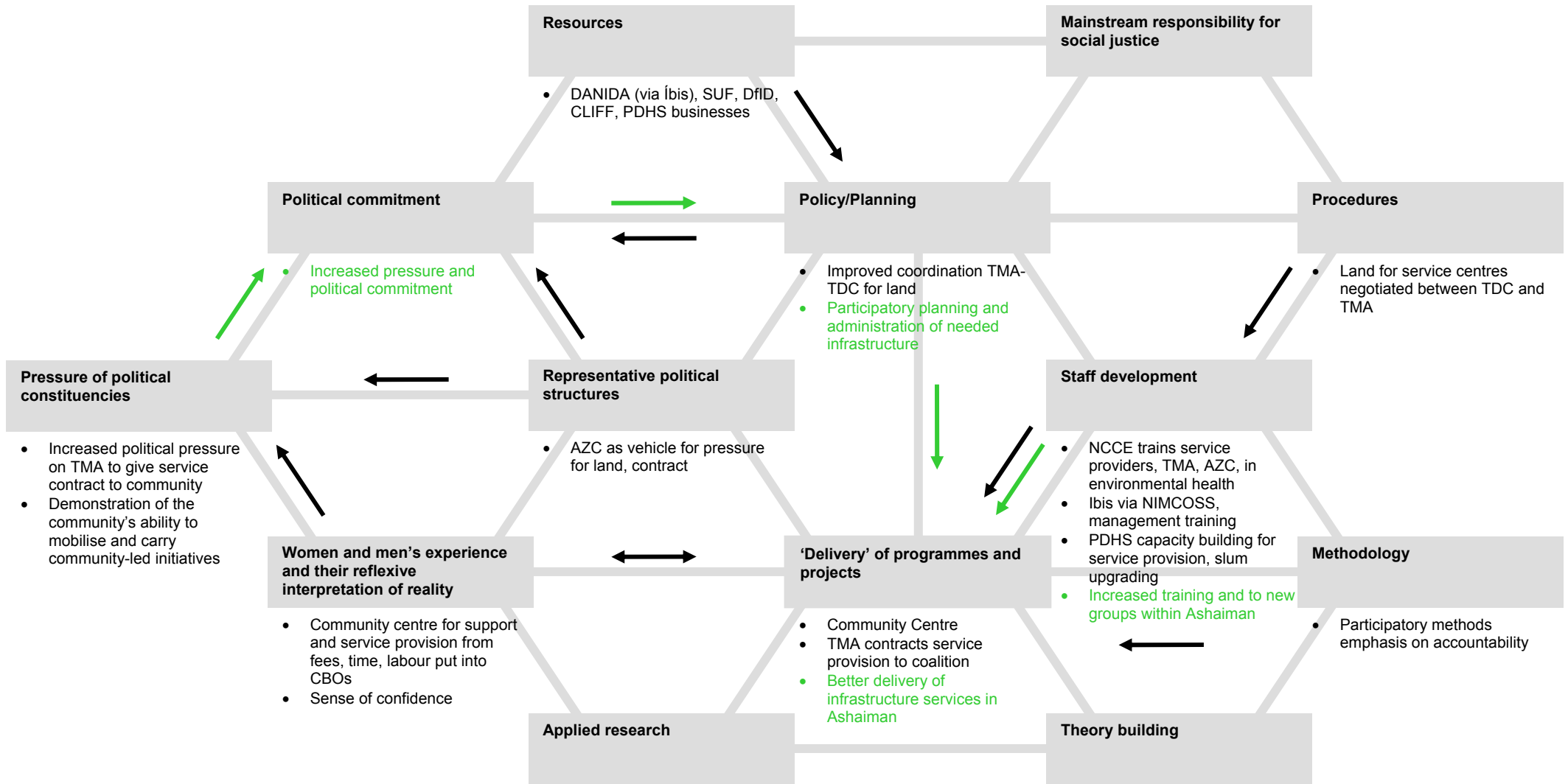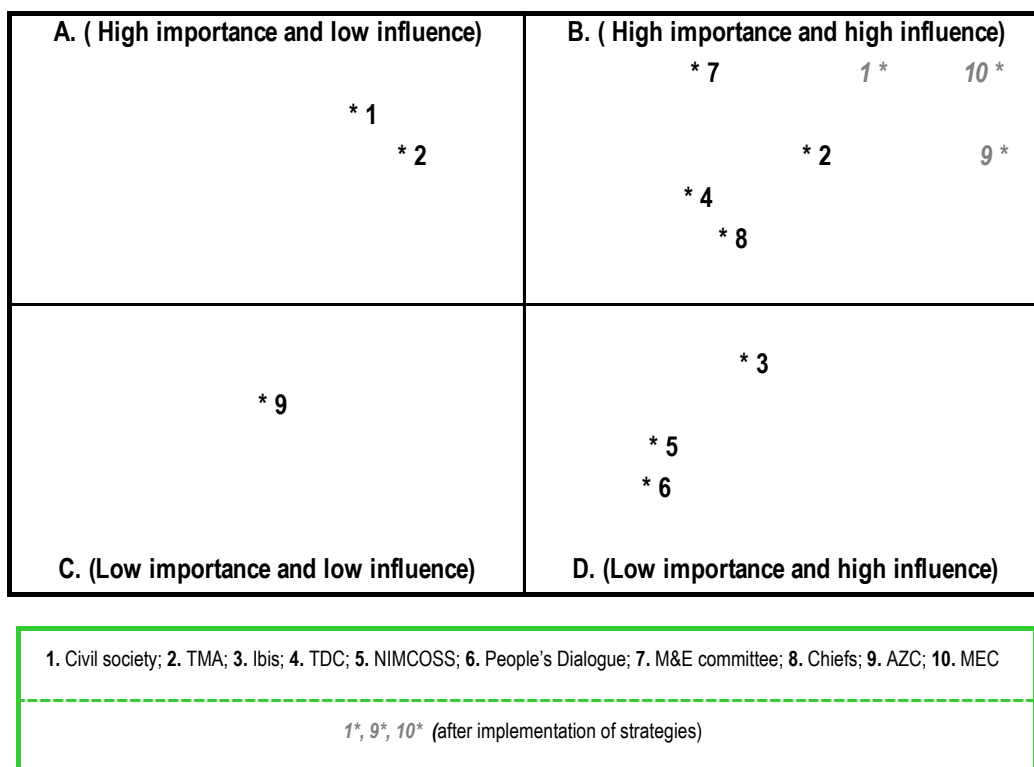
Resources

- DANIDA (via Íbis), SUF, DfID, CLIFF, PDHS businesses

Mainstream responsibility for social justice

Political commitment

- Increased pressure and political commitment

Policy/Planning

- Improved coordination TMA-TDC for land
- Participatory planning and administration of needed infrastructure

Procedures

- Land for service centres negotiated between TDC and TMA

Pressure of political constituencies

- Increased political pressure on TMA to give service contract to community
- Demonstration of the community's ability to mobilise and carry community-led initiatives

Representative political structures

- AZC as vehicle for pressure for land, contract

Staff development

- NCCE trains service providers, TMA, AZC, in environmental health
- Ibis via NIMCOSS, management training
- PDHS capacity building for service provision, slum upgrading
- Increased training and to new groups within Ashaiman

Women and men's experience and their reflexive interpretation of reality

- Community centre for support and service provision from fees, time, labour put into CBOs
- Sense of confidence

'Delivery' of programmes and projects

- Community Centre
- TMA contracts service provision to coalition
- Better delivery of infrastructure services in Ashaiman

Methodology

- Participatory methods emphasis on accountability

Applied research

Theory building

FIG 5: STRATEGY 2 – DESIRED IMPACT ON THE SITUATION IN ASHAIMAN

As above-mentioned, the criteria related to *enhancement of productivity* and *environmental sustainability* are intended to assess further achievements of the strategies proposed. Therefore, despite the fact that the strategies' actions cannot be assessed directly by these criteria, it is expected that the enhancement of pro-poor partnerships will increase at long term the possibility of positive results under these last two principles.

5. MONITORING AND IMPACT ASSESSMENT

5.1. STAKEHOLDER ANALYSIS

A. (High importance and low influence)	B. (High importance and high influence)
* 1 * 2	* 7　　　　1 *　　　10 * 　　　　　　* 2　　　　9 * * 4 　* 8
C. (Low importance and low influence) * 9	* 3 * 5 * 6 **D. (Low importance and high influence)**

1. Civil society; **2.** TMA; **3.** Ibis; **4.** TDC; **5.** NIMCOSS; **6.** People's Dialogue; **7.** M&E committee; **8.** Chiefs; **9.** AZC; **10.** MEC

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1*, 9*, 10* (after implementation of strategies)

FIG 6: STAKEHOLDER ANALYSIS

5.1.1. PRIMARY STAKEHOLDERS

We have identified Ashaiman local community, TMA and Chiefs as primary stakeholders in the project. The reason behind this because they are stakeholders who are ultimately affected, either positively (beneficiaries) or negatively (for example, those involuntarily resettled) by the planned intervention.

In the project, the Ashaiman local community has high importance and low influence as they are the direct beneficiaries of these strategies but they do not have influence on decision-making structures. In fact, they can play a pertinent role in participating strategies. TMA has high importance and high influence as it is the local administrative

authority to enforce and implement policies that have direct and profound impact on the local community. The Community Chiefs have the relatively medium importance and medium influence in the project as they have the traditional power to mobilise the local community.

The proposed Monitoring and Evaluating Committee (MEC) will have high importance and high influence as it is the committee consisting of representatives from all stakeholders such as civil society, NGOs and local authorities.

5.1.2. SECONDARY STAKEHOLDERS

In the project, we have identified Ibis, TDC, NIMCOSS, PD, AZC and AHF as secondary stakeholders. Ibis has relatively medium importance and high influence as it is the organization that trains and lobbies the TMA, TDC and civil society to improve the local administration of Ashaiman. TDC has relatively medium importance and high influence as it is the government authority for the formulation and implementation of development strategies in Tema especially for the Tema Port and surrounding areas. NIMCOSS has medium importance and high influence as this organization is dedicated to social development by building constructive linkages for the promotion of informed and broad-based local participation. PD has relatively medium importance and high influence in the project as it has the capacity to provide training and information to the AZC and the local community. AZC has relatively low importance and low influence in the project as this grass root institution does not play effective role in the sphere of decision making. AHF has the medium importance and high influence as it can provide technical and moral support to Ashaiman local community.

5.2. MONITORING AND EVALUATING COMMITTEE

In the project, we need to begin by identifying the priorities of poor and marginalized people when planning and implementing development programmes. There are some key questions to be asked: Who should 'measure' and on what basis? Whose voices and knowledge are used to define success? Who benefits and learns from the process of evaluating and tracking change?

In order to facilitate and monitor the strategies, progress and outcome, we are proposing for the establishment of a Monitoring and Evaluation Committee (MEC) in this project. The purpose of a MEC is to promote sustainable development through strengthen role of the civil society in policy making and implementation. The MEC will be initiated by AHF and NIMCOSS, having representatives from all stakeholder involved such as TMA, TDC, the Chiefs and most importantly, the Ashaiman local community. The MEC will ensure the high influence and ownership of civil society in the project. At the beginning, all members in MEC will discuss and decide on the mechanism of the decision-making in this committee ensuring bottom up to maximise civil society participation. After that, MEC will organise events like community meetings to formulate the check-list, indicators and time-frame with the participation and involvement of all the stakeholders to ensure there is congruency in the strategies. Throughout the project implementation, MEC will conduct regular (quarterly) surveys on the outcomes of strategies. These monitoring will be

based on the indicators evolved by them. Representatives from all stakeholders will gather together to evaluate the project outcomes and their effectiveness. Strategies will be reviewed and revised accordingly.

Through the training by PD and Ibis, and the support by AHF, the Ashaiman local community will be mobilized and empowered to involve in community mapping and enumeration. The exercise will help to build up the capacity of local community and increase their awareness. With the increased political pressure from Ashaiman local community and the lobbying by PD and Ibis, TMA, TDC and AZC would improve their working relationship in which the importance and influence of AZC will be increased.

5.3. INDICATORS OF MONITORING

We propose to set up three kinds of indicators for assessing suggested strategies. The first one is *purpose indicators* which assess the implementation of the strategies to attain the rationale of evolving appropriate pro-poor partnership among civil society, public and private sectors. The second indicators are categorized as *output indicators* which assess the strategies promoting fundamental aim of upgrading of housing and infrastructure in Ashaiman. Therefore these indicators will focus on the physical transformation of housing and infrastructure in Ashaiman. The third indicators are *activity indicators* which monitor and assess the progress of strategies that attempt to achieve the purpose and outcomes. Therefore, each strategy has its own indicators to monitor its activities proposed by the strategy.

	Strategy 1	Strategy 2
Purpose Indicator	▪ The number of Ashaiman local communities which are empowered in decision-making structure ▪ The number of meeting among different stakeholders for partnership	
Output Indicator	▪ The number of public toilet blocks and showering facilities in Ashaiman community to be built ▪ The frequency and number of collection points for waste collection ▪ The number of new house blocks and community facilities to be constructed	
Activity Indicators	▪ The number of organized meeting with local chiefs ▪ The number of Ashaiman communities which attend community meetings ▪ The number of skill training opportunities provided by NGO (People's Dialogue, etc) ▪ The number of Ashaiman local community who attend the training ▪ Accuracy of data gathering and mapping	▪ Opportunities of vocational training for young people ▪ Access of local residents to health and sanitation training ▪ Access of local residents to employment advisory ▪ The number of advisory cases which have been conducted at the Community Centre ▪ The number of meetings held at the Community Centre for local faith, youth and gender groups

		▪ The amount of money saved by cross-subsidise community activity

TAB 3: MONITORING INDICATORS

6. FINAL CONSIDERATIONS

Our strategies point towards developing solutions to housing and infrastructure issues in Ashaiman, which could be negotiated and agreed in ways that fully involve urban poor groups and their organisations. They aim at improving the relationship between those with unmet needs and local governmental organisations, so as to make the latter more accountable to the urban poor, and more effective in devising locally appropriate solutions. Indeed, experience in several countries[6] highlight how much, when truly involved, organised communities of the urban poor can contribute to urban development, in ways that effectively respond to their needs and interests and minimise the need for external capital.

The dynamism of Ashaiman's civil society – through the Youth Clubs, the Trade Associations, the Welfare Associations, the several NGOs involved in improving living conditions in Ashaiman – as well as the success of Ashaiman's community-managed saving group (AHF) which teaches an increasing number of residents how to work together, manage finance collectively, determine priorities and plan their own initiatives, hold promising potential for the development of community-driven initiatives that work toward the building of a partnership between the local public authorities and the Ashaiman community in designing appropriate solutions for housing and infrastructure in Ashaiman.

Potential constraints to the success of our strategies do however exist. The AHF will have to expand its membership base and strengthen the links and relations of mutual trust among the residents before any initiatives at the scale of Ashaiman can be initiated. This may require a few more years and further investment. We also recognise the danger for the initiatives to by-pass the needs and interests of the most vulnerable if dominated by a certain group. For instance, we have noted the differences in power and influence among the different ethnic groups in Ashaiman. Another area of concern lies around the appropriation and management of the Community Centre. These could be easily co-opted by either the local authorities alone or powerful groups among Ashaiman civil society, thus excluding many voices, especially those of the most vulnerable. We are also aware that conflicts are likely to emerge during the different projects here proposed, which will have to be managed in a fair and just manner if the produced results are to be collectively agreed and socially just. Finally, there are some uncertainties over whether the donor financing currently available would be sufficient to carry out and fully achieve the proposed projects.

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[6] Such as the work of the Alliance of SPARC, Mahila Milan and the National Slum Dwellers Federation in India, the Orangi Pilot Project in Karachi, Pakistan, the work of the Urban Community Development Office set up by the Thai government to support community organisations, etc.

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