

Independent Reporting Mechanism (IRM): Sekondi-Takoradi Progress Report 2017

IRM Staff in collaboration with the Research Trust Ltd.

Site map

The Open Government Partnership (OGP) is a voluntary international initiative that aims to secure commitments from governments to their citizenry to promote transparency, empower citizens, fight corruption, and harness new technologies to strengthen governance. In 2016, OGP opened to subnational participants in their own right as part of a pilot program. The OGP Subnational Pilot Program consists of 15 subnational governments who submitted Action Plans and signed onto the Subnational Declaration at the Paris Global OGP Summit, and will be implementing them from 1 January 2017 to 31 December 2017.

The IRM reports for OGP pioneers will be published online primarily. As a result, this template is outlined in terms of the final site layout of the report.

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Overview

Period under Review

Action Plan under Review	2017
Dates of Actions under Review	01/2017 – 12/2017

Summary of IRM Findings

Sekondi-Takoradi Metropolitan Assembly showed strong high-level commitment to the OGP process. The collaborative development of the action plan resulted in five commitments focused on improving services in the areas of security, sanitation, tax revenue collection and fiscal transparency. In the future, the STMA could improve implementation by securing sufficient funds for the fulfillment of commitments and their continuation.

Participation in OGP

Action Plan Date	01/2017–12/2017
Lead Agency (Office, Department, etc.)	Development Planning Unit, Sekondi Takoradi Metropolitan Assembly

At a Glance

Table 1: At a Glance	
Number of Commitments	5
Level of Completion	
Completed	0
Substantial	2
Limited	3
Not Started	0
Number of Commitments with...	

Clear Relevance to OGP Values		5
Transformative Potential Impact		0
Substantial or Complete Implementation		2
All Three (🌟)		0
Did It Open Government?	Major	1
	Outstanding	0

Action Plan Priorities

1. Improvement in nighttime security within STMA
2. Improvement in the provision of toilet facilities in homes within STMA
3. Improvement in private sector participation in fixing fees

Institutional Context

This section summarizes the Institutional and Subnational Context section. It emphasizes the description of the lead institutions responsible for the action plan, their powers of coordination and how the institutional set-up boosts or affects the OGP process.

OGP leadership in Sekondi-Takoradi Metropolitan Assembly

In the district of Sekondi-Takoradi Metropolitan Assembly (STMA), OGP had a clearly designated government lead with shared leadership efforts in the implementation of OGP commitments. STMA's head of government leads the OGP initiative in the city. The government's commitment to the OGP process was demonstrated at an official launch of the OGP action plan at a public event. The Local Government Act 2016, Act 936, sections 41–48, provides a legal mandate to the OGP process. The act was passed (unanimously, with a strong majority, etc.) After a successful election that led to a change in political administrations, the executive leader on the OGP was replaced by another political appointee during the implementation of the action plan. Notwithstanding, the institutions and CSO organizations leading the OGP commitments remained unchanged.

Table 2. Summary of OGP leadership in Sekondi-Takoradi Metropolitan Assembly

1. Structure	Yes	No
Is there a clearly designated government lead for OGP?	✓	
	Shared	Single

Is there a single lead agency or shared leadership on OGP efforts?	✓	
	Yes	No
Is the head of government leading the OGP initiative?	✓	
2. Legal Mandate	Yes	No
Is the government's commitment to OGP established through an official publicly released mandate?	✓	
Is the government's commitment to OGP established through a legally binding mandate?	✓	
3. Continuity and Instability	Yes	No
Was there a change in the organization(s) leading or involved with the OGP initiatives during the action plan implementation cycle?		X
Was there a change in the executive leader during the duration of the OGP action plan cycle?	✓	

Participation in OGP by Government Institutions

This sub-section describes which government institutions were involved at various stages in OGP.

In STMA, participation in OGP was limited to a few state institutions and several independent civil society organizations (CSOs). Although various departments are linked to the implementation of the commitments (i.e., security, sanitation, fiscal transparency, private sector participation, and planning), the OGP co-creation process was largely driven by the regional coordinating council, Ghana Police Service, and the Ministry of Local Government. Responsibility for the OGP process was divided as follows:

Responsible for:	Institution
Co-creation	Western Regional Coordinating Council (WRCC) Ghana Police Service Ministry of Local Government and Rural Development – Head of Social Accountability
Commitment 1: Security	Ghana Police Service Metropolitan Works Department Department of Community Development
Commitment 2: Sanitation	Environmental Health Department National Commission Civil Education (NCCE)
Commitment 3: Fiscal	NCCE

Transparency	Information Department
Commitment 4: Private Sector	Budget Department Information Department NBSSI/BAC/MoTI
Commitment 5: Planning	Planning Department

STMA invited heads of various departments, agencies, and CSOs to a stakeholder meeting to discuss the OGP co-creation process. Based on the representations available at the meeting, a working group was formed to recommend commitments that the Assembly was to focus on when developing the action plan.

The implementation of OGP Commitments, however, did not receive enough attention beyond routine stakeholder consultation meetings. Even though the various state departments were directly involved, they lacked the requisite resources to execute the action plan.

Table 3. Participation in OGP by Government Institutions

How did institutions participate?	Ministries, Departments or agencies	Legislative (parliaments or councils)	Justice institutions (including quasi-judicial agencies)	Other (special districts, authorities, parastatal bodies, etc.)
Consult: These institutions observed or were invited to observe the action plan, but may not be responsible for commitments in the action plan	3	0	0	0
Propose: These institutions proposed commitments for inclusion in the action plan	3	0	0	0

Implement: These institutions are responsible for implementing commitments in the action plan whether or not they proposed the commitments	10 ¹	0	0	1 ²
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Commitment Overview

Public Service – Security

In Sekondi-Takoradi, urban planning and security are critical challenges, and crime affects low-income areas in unique ways. A study the International Development Research Centre³ carried out found that in four Ghanaian cities, including Sekondi-Takoradi, poor urban areas faced increased vulnerability to crime, especially at night. In these areas, indoor plumbing and formal housing is limited, and citizens must walk along unlit roads to use toilet facilities at night.⁴ Citizens often become the victims of opportunistic crime, and police presence is limited. Many citizens also perceive the police as corrupt, and trust in law enforcement is low.⁵

To curb insecurity and crime, the Sekondi-Takoradi Metropolitan Assembly (STMA) included the commitment on security with the aim of empowering and encouraging citizens to be involved in community watch groups that monitor and report on crime in the city.

STMA organized a stakeholders' meeting at the Takoradi and Sekondi Police District Divisions on 30 March 2017 and 19 April 2017, respectively, to discuss the formation of community watch groups. The meetings were represented by various stakeholders from Police Service, lead CSOs (STMA-CSUF), STMA-Staff, traditional leaders, Assembly Members, chiefs, and opinion leaders. The meeting identified communities with high crime rates and tasked the Assembly Members in those electoral areas to identify and recruit volunteers to serve on the neighborhood watch committee.

The neighborhood watch committees could not be implemented due to the lack of commitment from Assembly Members of beneficiary communities and the lack of incentives and logistics for the volunteers. Moreover, some volunteers declined to continue rendering their services due to the biometric screening they were subjected to.

As part of a way of improving security in the metropolis, STMA plans to embark on a sensitization exercise in crime-prone communities to create awareness of the benefits of volunteering on the community watch committees. In particular, STMA plans to partner with the chiefs and opinion leaders of the communities involved in implementing this commitment.

Public Service-Sanitation

The objective of this commitment was to build a strong partnership with landlords and resident associations to increase the provision of household toilets and move away from the currently important provision of public toilets in the metropolis. The latter had been incorporated as a way to minimize the issue of open defecation in the metropolis and to benefit the health and safety of the citizenry. To achieve the household toilet provision, STMA was to review the existing register of toilets in collaboration with CSOs and landlords in the metropolis and to pilot new models of toilet provision in selected communities.

A stakeholder meeting for landlords/resident associations was organized at the Assembly Chamber on 15 June 2017 to create awareness of the need for household toilets. The principle stakeholders present were landlord associations, lead CSOs, and STMA staff.

The commitment on sanitation could not be implemented because of resources and logistical constraints. Notwithstanding this, STMA made some headway with landlords in Fijai and Engyiresia by helping them acquire their own household toilets.

Fiscal Transparency

The primary goal of this commitment was to streamline financial record management and sharing to meet citizens' expectations on how revenues are generated and how external inflows are spent. This activity aimed to contribute to building citizens' trust and confidence in resource allocation and utilization and to strengthen fiscal transparency and accountability.

The main beneficiaries were heads of departments and the general citizenry in STMA. In the future, STMA can enhance fiscal transparency by building the capacity of key stakeholders to enable them to explain financial records. In addition, adequate resources will be needed to help disseminate financial records on community notice boards.

Public Participation-Private Sector

The objective of this commitment was to proactively engage businesses, including the Association of Ghana Industries (AGI) and STCCI, to determine fees and help generate more revenue for local development. This led to openness and private participation in the determination and fixing of fees. Both STMA and the private sector benefited from this activity. This process could be improved by training members in understanding the critical variables used in fixing fees.

Public Participation – Planning

The goal of this commitment was to deepen citizens' participation in the planning and implementation of public projects. This has led to increased citizenry input and involvement in planning STMA's projects and community-led initiatives. For example, the community initiated

the construction of the CHPS compound in Diabenekrom. The beneficiaries of this commitment are the citizens and STMA. The capacity-building initiatives for assembly members, unit committees, CSOs, and traditional authorities in the planning and budgeting process of the Assembly can help improve on this commitment in the future.

Table 4. Overview: Assessment of Progress by Commitment

Table 4. displays for each commitment the level of specificity, relevance to OGP values, potential impact level of completion.

Commitment Overview	Specificity				OGP Value Relevance (as written)				Potential Impact				Completion				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Technology & Innovation for Transparency & Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Completed	Worsens	No change	Marginal	Major	Outstanding
1. Security			✓			✓					✓			✓				✓			
2. Sanitation			✓			✓					✓			✓					✓		
3. Fiscal Transparency				✓	✓	✓					✓			✓				✓			
4. Private Sector Participation				✓	✓	✓					✓				✓					✓	
5. Planning			✓			✓					✓				✓				✓		

General Recommendations

The OGP initiative has the potential to contribute to bringing governance to the citizenry. Although the commitments the STMA identified were relevant in achieving open government, the lack of budgetary support to implement the sub-national action plan presented a challenge. The following is therefore recommended:

Future commitments and milestones should come with budgetary allocations and clearly identified sources of funding. One way to achieve this goal is to allocate a percentage of the Assembly's revenue to be channeled to the OGP initiative.

In STMA, the involvement of lead CSOs in the creation of the action plan is commendable. It is however recommended that state departments and agencies should own the implementation of the action plan. That is, the implementation of the action plan should be part of specific deliverables of various departments and agencies within STMA.

¹ Western Regional Coordinating Council (WRCC), Ministry of Local Government and Rural Development – Head of Social Accountability, Metropolitan Works Department, Department of Community Development, Environmental Health Department, National Commission Civil Education (NCCE), Budget Department, Information Department, NBSSI/BAC/MoTI, Planning Department

² Ghana Police Service

³ International development organization based in Canada: <https://www.idrc.ca/en>

⁴ International Development Research Centre,

"Crime and the 'poverty penalty' in urban Ghana." 2016

<https://www.idrc.ca/sites/default/files/sp/Documents%20EN/idrc-crime-and-the-poverty-penalty-in-urban-ghana-letter-online-and-office-printing.pdf>.

⁵ Transparency International, *Overview of Corruption and Anti-Corruption in Ghana*, 2010.

https://www.transparency.org/files/content/corruptionqas/271_Corruption_and_anti_corruption_in_Ghana.pdf.

Institutional and Subnational Context and Scope of Action Plan

This section places the action plan commitments in the broader context. The emphasis of the IRM report is on the development and implementation of the OGP action plan. However, to ensure the credibility of the report and of OGP more broadly and to inform future versions of the action plan, researchers are asked to briefly consider the institutional context within which the OGP action plan is framed. Consider significant actions not covered by the action plan that are relevant to OGP values and the entity's participation in the Partnership. The emphasis should be on the specific subnational context, although researchers may make some reference to the broader national context as it affects implementation at the subnational level (in county, referring to ward level, or in the Municipality, referring to state and federal context).

Background

Ghana has a unitary system of government, with most of the power of the state residing in the central government (the president and his ministers/Cabinet, Parliament, and the judiciary). The country is divided into ten administrative regions. Power in the regions is vested in regional ministers who are state-appointed politicians and directly represent the president. Regions are subdivided into metropolitan, municipal or district assemblies, depending on population size.

The division of district assemblies corresponds with a constituency, which is an electoral territory in which a parliamentary election takes place in the choosing of a representative to the national Parliament.¹ The inbuilt accountability mechanisms ensure that lower-level officials answer to their superior officials. In this case, STMA is by law accountable to the central government through the region.¹

The Executive Committee (EC) of the Metropolitan Authority is the highest decision-making chamber. Under the EC are six subdivisions (Development Planning, Social Services, Environmental Management, Finance & Administration, Revenue Mobilization, Justice & Security, and Works). As summarized in the Global Communities Report Card for STMA, the Assembly through the Local Government Act, 1993 Act 462, (sections 12, 13, 14 and 15), carries out legislative, deliberative, and executive functions through 16 departments and units (L.I. 1961).² At least three boards, namely metropolitan, planning administration, and works boards, oversee the rest of the administrative, financial, budget, and other activities of the Assembly.³² The structure provides channels of promoting lower-level horizontal accountability and inclusiveness because local councilors/assembly members have the opportunity to take part in the decision-making at STMA. For the year 2017, 64% of the STMA's budget came from the central government and other grants, whereas 35% was internally generated.⁴

STMA's participation in OGP

The implementation of the STMA action plan has involved core government institutions, such as the Ghana Police Service, the Community Development Department, and the Electricity Company of Ghana. The Ministry of Local Government and Rural Development (head of Social Accountability) and the Western Regional Coordinating Council (Deputy Minister and the Metropolitan Chief Executive) are not directly involved. Most of activities are carried out by the various heads of sections and the local members.³

Some agencies and offices have also been involved at various stages in the implementation of the action plan. For instance, the coordinating director of STMA has been responsible for the execution of the Public Service – Security commitment, whereas the STMA environmental health officer has been responsible for Public Service – Sanitation. Also, whereas the STMA finance officer took charge of the fiscal transparency commitment and the budget officer dealt with the public participation – private sector commitment, planning fell under the STMA development planning officer.⁴ The head of government's involvement is limited to general supervision. The table below provides insight into institutions and the role they play in the action plan.

Commitments were assigned to departments and units based on their functions outlined in the Local Governance Act 2016, (Act 936).

OGP is led by a multiparty agency in STMA. Government institutions, CSOs, media, traditional authorities, Assembly members, unit committee members, and the marginalized in society (such as people with disabilities) are all involved. OGP is legally mandated. The Local Governance Act 2016, (Act 936) Part One – Local Government: Sections 41–48, gives legal backing to OGP.

It must be emphasized that, although an adequate number of staff have been dedicated to the OGP, there are limited funds dedicated to the activities. Efforts to seek other sources of funding have not yielded any results.

Regarding a major area of concern, activities of political vigilante groups (political supporters of a party or politician grouped to provide security to the party)⁵ have been found to be inimical to the security and order in several parts of the country (including the STMA), even though the troubles have not reached an alarming level in the Western Region. But mob actions such as in administering justice to suspected criminals without due process have had serious repercussions on the peace and security of the metropolitan area. Also, there has been a reported increase in street hawking and commercial activities in the business center of STMA that are worrying many people.⁶

Although there was a general election in 2016, which led to the defeat of the party of incumbent government and the exit of the STMA chief executive, the smooth power transition at the national level also occurred at the subnational level. Notably, the new chief executive and regional minister have shown their commitment to the action plan's implementation. Therefore, the political leadership change has not stalled political commitment to the execution of the

action plan. However, the transition period slowed the implementation of the action plan, as the new political head or appointees needed time to understand the OGP.

Stakeholder Priorities

Although there were several areas the STMA and its partners considered critical, implementation of the commitments shows that the public participation – private sector remained high on the agenda. Given the importance of internally generated funds, constituting more than a third of STMA's budget, the assembly engaged the private sector to include a commitment regarding agreed-upon tax levels that must be paid by area companies.

Regarding government stakeholders, the STMA stated its intention to incorporate procurement issues in future action plans. This has been found to be one of the main corridors in which official corruption is perpetrated. The omission of public sector corruption from the commitments means that corruption has not been given priority attention.

Scope of Action Plan in Relation to Subnational Context

While it is not the job of the IRM to tell governments and civil society organizations what can or cannot be in action plans, the IRM Guiding Principles do require the IRM to identify, "The extent to which the action plan and its commitments reflect, in a certain subnational context, the OGP values of transparency, accountability, and civic participation", as articulated in the OGP Declaration of Principles and the Articles of Governance.

The action plan primarily focused on improving services in the areas of security, sanitation, and tax revenue collection. Additionally, it also included the promotion of transparency in financial administration. These issues have been prominently featured and are, along with others, considered priorities among citizens of Sekondi-Takoradi, as these identified issues resulted from consultations carried out for the creation of the action plan (See section: Process of development of the action plan). However, studies such as the Citizen Report Card that Global Communities prepared in 2012 and 2015 state that access to water and electricity services are two of the main topics of critical concern.⁶ Additionally, with the constant growth of urban life, solid waste disposal is increasingly a priority to tackle to improve the poor environmental conditions of urban cities.⁷

Although this action plan does tackle important social problems, it could include other priorities that citizens have deemed more prominent or pressing. A future priority-setting process for the

creation of an action plan should help determine which activities or reforms are the most important to implement under the OGP framework to focus efforts on the adoption of ambitious and relevant commitments.

¹ Republic of Ghana (1992). Constitution of the Republic of Ghana. Accra: Assembly Press.

² Sekondi Takoradi's Citizen Report Card:

[https://www.globalcommunities.org/publications/STMA%20Citizens'%20Report%20Card%20\(small\).pdf](https://www.globalcommunities.org/publications/STMA%20Citizens'%20Report%20Card%20(small).pdf)

³ See, [Sekondi Takoradi Metropolitan Assembly Sekondi-Takoradi ...](http://www.stma.gov.gh/lgs_administrative-instruction_organogram-reporting_oct-2014_-_Local...) www.stma.gov.gh/

[lgs_administrative-instruction_organogram-reporting_oct-2014 - Local ...](http://www.stma.gov.gh/lgs_administrative-instruction_organogram-reporting_oct-2014_-_Local...)

[lgs.gov.gh/wp-content/plugins/download-attachments/includes/download.php?id...](http://www.stma.gov.gh/lgs_administrative-instruction_organogram-reporting_oct-2014_-_Local...)

⁴ Audit Report for Sekondi Takoradi, 2017:

http://www.stma.gov.gh/stma_metro/docs/8752017%20ANNUAL%20FINANCIAL%20STATEMENT.pdf

⁵ See [Traders take over Market Circle in Takoradi | Business News 2017-01-10](https://www.ghanaweb.com/.../Traders-take-over-Market-Circle-in-Takoradi-499926) <https://www.ghanaweb.com/.../Traders-take-over-Market-Circle-in-Takoradi-499926>

[The menace of political party vigilantism in ... - CODEO](http://www.codeoghana.org/.../The%20Menace%20of%20Political%20Party%20Vigilantis...)

www.codeoghana.org/.../The%20Menace%20of%20Political%20Party%20Vigilantis...

⁶ 2012 citizen report card: <https://goo.gl/V5hpQA> and news article of 2015 Citizen Report Card:

<https://www.chfinternational.org/node/38135>

⁷ Urban environmental problems in Ghana, Accra, and Sekondi-Takoradi case studies: <https://goo.gl/33X9ge>

Process of Development and Monitoring of the Action Plan

Process of Development of the Action Plan

Governments participating in the OGP follow a process for consultation during development of their OGP action plan and during implementation. This section summarizes the performance of Sekondi-Takoradi during the development of their first action plan.

OGP Basic Requirements

Subnational Governments received the following guidance on participation during action plan development and execution:

May – November 2016: Development of commitments: Participants set up ways to work with civil society organizations and other groups outside government and use these mechanisms to identify priority areas for commitments. Specific commitments should then be developed in partnership with civil society, allowing them the opportunity to support governments in drafting them and establishing milestones. Draft commitments should be shared with the OGP Support Unit as they are being developed and for comment and advice in October-November. Commitments should be finalized and agreed by the end of November, so they can be published and announced at the OGP Summit in December.

The Sekondi-Takoradi Metropolitan Assembly (STMA) met all basic requirements during the development of the action plan, which was a participatory process. STMA engaged Reboot, a consultancy firm, for technical support during the action plan's development. Reboot performed a needs assessment of the Sekondi-Takoradi government, CSOs, and communities within the metropolis. Additionally, in collaboration with the working team that the STMA created, Reboot raised awareness and conducted multi-stakeholder consultations involving the private sector, CSOs, and communities. Parting from Reboot's recommendations, STMA set out three mechanisms for engagement during the development of the action plan.

Working group

STMA established a 15-member working team, composed of representatives from the STMA, the four Sub-Metropolitan District Councils, and two organizations – the CSO Berea Social Foundation (BSF) and the nonprofit organization City Wide Settlement Upgrading Fund (STMA-CSUF). These two were selected based on their familiarity with the metropolis and community outreach in addition to previous collaboration with STMA. In addition, the STMA considered their willingness to dedicate resources and personnel to the process and the ability to support

the implementation of the action plan and specific milestones in commitments.

STMA-CSUF, an NGO formed via a partnership between UN-HABITAT and the STMA, has been involved in the delivery of upgrading projects in slum communities within the Sekondi-Takoradi Metropolis through the active involvement of slum dwellers. It is an independent organization, led by a board of trustees, which includes members from government, associations, and CSOs. Specifically, CSUF implemented the *IncluCity*¹ programme of the STMA. Berea Social Foundation (BSF), however, partnered with STMA on a social accountability program (SPEFA), introduced by the Ministry of Local Government and Rural Development (MLGRD), to stimulate citizen participation in public finance management.

The Social Public Expenditure and Financial Accountability (SPEFA) was launched in 2013 to bring together representatives of citizen groups in the Metropolis to build their understanding of the local government's public financial management issues and to create opportunities for citizens to demand accountability from their Metropolitan Assembly. BSF's selection as one of the lead CSOs was based on its expertise in the area of transparency and accountability.

The STMA working team held the following meetings as part of the strategy for co-creation of the action plan:

Community roundtables and town hall meetings

The working team organized two community roundtables to discuss STMA's participation in OGP and to garner input from the various communities to identify priorities to be included in the action plan. The working team leveraged an existing community engagement space dubbed, "Time with Community" to hold these roundtables. The roundtables were attended by between 10 and 15 participants, and community members freely expressed their views at these meetings. As reported by Reboot, the STMA focused on piloting a new way to engage community members through these meetings in four regions: Fijai, Ketan, Whindo, and Bakaekyir. The methodology used can be seen in the team's report on the co-creation process.²

In addition, the working team organized four town hall meetings in sub-metropolitan district councils to collect input from the private sector, media, and traditional leaders. The IRM was unable to find information about these meetings, beyond what is included in Reboot's report.

Validation Workshop

Based on the input collected from community roundtables and town hall meetings, the working team identified four priority areas for commitments. These are (i) financial information sharing within the Assembly, (ii) fiscal transparency with citizens through the Social Public Expenditure and Financial Accountability (SPEFA) programme, (iii) private sector experience with government processes, and (iv) CSO collaboration with government for project sustainability. To provide a platform for stakeholders to verify the inclusion of their priorities and/or inputs into the action

plan, the working team organized a validation workshop. It was held on 8 November 2016 and included 18 stakeholders drawn from the private sector, CSOs, the media, and government.

After this workshop, the working team, with support from Reboot, consolidated, harmonized, and integrated the four priority areas into coherent commitments and milestones (action plan). The STMA submitted the draft commitments to the OGP Support Unit for review and advice on 30 November 2016 (*see Attachment 6-Submission of Action Plan*). The STMA made changes to reflect the comments it received and submitted the action plan to OGP the same day.

Table 5. Basic Requirements

1. Participatory Mechanism: Was there a way of working with CSOs and other groups? Guideline: Participants set up ways to work with civil society organizations and other groups outside government and use these mechanisms to identify priority areas for commitments.	Yes
2. Priority Identification: Was civil society able to help identify priority areas for commitments? Guideline: Specific commitments should then be developed in partnership with civil society, allowing them the opportunity to support governments in drafting them and establishing milestones.	Yes
3. Commitment Development: Did civil society participate in the development/drafting of commitments and milestones? Guideline: Specific commitments should then be developed in partnership with civil society, allowing them the opportunity to support governments in drafting them and establishing milestones.	Yes
4. Review: Were commitments submitted for review to the Open Government Partnership Support Unit prior to finalization? Guideline: Draft commitments should be shared with the OGP Support Unit as they are being developed and for comment and advice in October-November.	Yes
5. Submission: Were commitments submitted on time? Guideline: Commitments should be finalized and agreed by the end of	Yes

November, so they can be published and announced at the OGP Summit in December.	
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Openness of Consultation

Who was invited?

The consultation process for developing and drafting the commitments was open and transparent. Apart from BSF and STMA-CSUF, which are part of the STMA-OGP working team, the STMA invited other CSOs, NGOs, the private sector, journalists, and traditional and community leaders along with heads of various government departments and agencies. For example, at the action plan validation workshop, apart from members of the STMA, 18 other participants came from the private sector, media, CSOs, and traditional or community opinion leaders. CSOs reflected advocacy, think tanks, and human rights, gender, and community-based organizations, all promoting the interests of marginalized groups (persons with disabilities, children, and women) and the youth. Community engagements in the sub-metropolises were held in the form of two roundtables of between 10 and 15 participants each (see participants lists in *Community Engagement Reports in Attachment 7*). The STMA invited the representatives of these various groups to the consultative forums through formal letters delivered by courier, text message notices, email reminders, and phone calls.

How was awareness raising carried out?

The STMA team, together with the two lead CSOs, identified other CSOs working in various communities to explain the OGP concept. The CSOs took advantage of an existing platform – Time with Community – to create awareness at the community level. Stakeholders at the community level were separated into groups based on common thematic expertise. The working team also engaged private sector stakeholders to create awareness about the OGP and held consultations with them at town hall meetings. The umbrella bodies presented proposals on behalf of private sector stakeholders.

Which parts of civil society participated?

The consultative process involved groups drawn from civil society, the media, the private sector, traditional rulers, community opinion leaders, government departments and agencies, and the general public. The forums reflected diversity of the groups. The forums also represented a diversity of views, as different stakeholder groups presented proposals that reflected multiple priorities.

Level of Public Input

The IRM has adapted the International Association for Public Participation (IAP2) “Spectrum of Participation” to apply to OGP.³ This spectrum shows the potential level of public influence on the contents of the action plan. In the spirit of OGP, most countries should aspire for “collaborative.”

The level of public contribution to the development of the action plan was considerable. The lead CSOs and other stakeholders presented their concerns during the community sensitization exercises to the STMA working group and to Reboot. The STMA working group, with support from Reboot, harmonized the various priorities for further discussions at the “Time with Community” sessions. Stakeholders contributed to deciding which issues to give priority to for the period of the action plan’s implementation. These issues were subsequently validated at a workshop. For instance, the concerns the Association of Ghana Industries (AGI) and Sekondi Takoradi Chamber of Commerce and Industry (STCCI) raised during consultations held by Reboot culminated in the drafting of commitments 3 and 4 of the action plan. This was evident from interactions the IRM researcher had with the representative of the AGI in the Sekondi-Takoradi metropolis. Commitments 1 and 2 emanated from the community roundtables.

Furthermore, the action plan preparation process stated that the STMA working group would conduct a desk review to identify gaps related to the service delivery function of the Assembly in revenue generation. A crucial finding of the review process was the lack of involvement of principal stakeholders such as the AGI and the STCCI, which are umbrella bodies of big businesses within the metropolis, in the fee-fixing mechanism—a process through which rates and property taxpayers are involved in the setting of fees. Due to the potential role these two bodies could play in impressing their members to honor their tax obligations, it was deemed pertinent to involve them in proceedings, particularly where the STMA sought to improve its internally generated revenue mechanisms. Consequently, the active involvement of CSOs and other stakeholders such as AGI and STCCI ensured that the commitments reflected a broader geospatial, socioeconomic, and sociocultural dimension of STMA.

Table 6. Level of Public Input

Level of public input	During development of action plan
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Empower	The government handed decision-making power to members of the public.	
Collaborate	There was iterative dialogue AND the public helped set the agenda.	✓
Involve	The government gave feedback on how public inputs were considered.	
Consult	The public could give inputs.	
Inform	The government provided the public with information on the action plan.	
No Consultation	No consultation	

¹ The IncluCity program was an initiative geared toward improving governance and services for the urban poor.

² The Reboot Report can be found here:

http://www.stma.gov.gh/stma_metro/docs/829OGP%20STMA%20Co%20Creation%20Process%20Journey.pdf

³ http://c.ymcdn.com/sites/www.iap2.org/resource/resmgr/foundations_course/IAP2_P2_Spectrum_FINAL.pdf.

Process of Monitoring Implementation of the Action Plan

OGP Basic Requirements

Subnational governments received the following guidance on participation during action plan development and execution:

December 2016 – December 2017: Implementation of Commitments

The guidance below provides more information about the best way to manage implementation of commitments, internal reporting and consultation with civil society throughout.

- Commitments should be developed in partnership with civil society and should seek to engage the widest possible input from citizens. [This note](#) provides guidance about how to conduct successful engagement with civil society and provides advice about ongoing consultation with civil society.
- Governments should conduct regular internal assessment, to make sure that commitments are on track and that there is an ongoing role for civil society. This assessment should be carried out along the lines of the OGP template for self-assessment, to make it easier for the IRM researcher to gather information.
- At regular intervals governments should publish a brief update on progress against commitments and use that as an opportunity to invite any comments. To complement any tracking system, governments are strongly encouraged to maintain a public, online repository of all documents giving evidence of consultation and implementation of commitments.

The Metropolitan Planning Coordinating Unit of Sekondi-Takoradi (MPCCU) held quarterly review meetings and internal audits to determine the extent to which commitments were being carried out. MPCCU meetings were open to civil society participation, specifically those involved in the OGP process. However, these internal reviews were not open to other participants, such as the media and the private sector. The meetings served as a space for officials to troubleshoot issues of implementation of commitments rather than of accountability mechanisms or as a space in which to monitor action plan-related activities.

The STMA has provided quarterly updates during its General Assembly meetings through the metro chief executive's address to the Assembly members, the media, and key stakeholders.

Additionally, the STMA carried out an event on 30 March 2017 to discuss the action plan with the primary stakeholders. This event included members of government and the broader community.

It is still difficult to access information on the action plan online, and the information tracking system is still in a preliminary state. Only a handful of publications can be found online, and

several relevant links are nonfunctioning, thereby making gathering information on implementation difficult.

Table 7. Basic Requirements

1. Internal Assessment & Participatory Mechanism: a. Did the government conduct regular internal assessments? b. Did the government ensure an ongoing role for civil society in the monitoring of the action plan? Guideline: Governments should conduct regular internal assessment to make sure that commitments are on track and that there is an ongoing role for civil society.	1.a Yes
	1.b Yes
2. Regular Updates & Opportunity to Comment: a. Did the government publish updates on progress at regular intervals [at least once every four months]? b. Were civil society organizations provided the opportunity to comment on progress of commitment implementation? Guideline: At regular intervals governments should publish a brief update on progress against commitments and use that as an opportunity to invite any comments.	2.a No
	2.b No
3. Online Repository: a. Did the government create a public online repository of documents? Guideline: To complement any tracking system, governments are strongly encouraged to maintain a public, online repository of all documents giving evidence of consultation and implementation of commitments.	3.a No

Openness during implementation

Who Was Invited?

The MPCCU involved the different government institutions leading the five action plan commitments. Additionally, some civil society organizations were invited, specifically those that had been part of the OGP process: the Berea Social Foundation (BSF), the nonprofit organization Citywide Settlement Upgrading Fund (STMA-CSUF), and Friends of Nation (FoN – a civil society organization working mainly on natural resources).

How Was Awareness Raising Carried Out?

For the regular meetings, the STMA contacted participants directly, leveraging already existing networks and relationships. Additionally, the STMA relied on organizations such as FoN to invite

the wider community. Each organization used its own networks to disseminate event information.

Which Parts of Civil Society Participated?

The involvement of civil society during the implementation process was primarily dependent on their participation in each commitment. For the implementation of commitment four, for instance, the STMA engaged with the AGI and STCCI to include them in the fee-fixing process. The same for commitment three, wherein the STMA relied on the international organization The Engine Room to provide technical recommendations for the commitment's fulfillment. For the implementation of commitment one, the STMA reports to have worked closely with FoN to help create the space for community engagement. However, there is no information to determine that there was a body to oversee action plan implementation beyond the regular meetings the MPCCU led.

Level of Public Input

The IRM has adapted the International Association for Public Participation (IAP2) Scale of participation for use in OGP. The table below shows the level of public influence on the implementation of the action plan. From left to right, features of participation are cumulative. In the spirit of OGP, most countries should aspire for "collaborate."

It was expected that stakeholders involved in the action plan's development would have opportunities to monitor the implementation in an equitable way. However, this group had little power to oversee or influence the process. It is unclear whether these stakeholders have worked in collaboration to carry out the action plan. It was observed that only a few CSOs that are closed to STMA had been consulted during the implementation of the action plan, and the public is not actively involved in providing feedback. For this reason, the IRM believes that the STMA, in cooperation with a limited number of CSOs, created opportunities for the public to provide input during MPCCU meetings.

Table 8. Level of Public Input

Level of public input		During implementation of the action plan
Empower	The government handed decision-making power to members of the public.	
Collaborate	There was iterative dialogue AND the public helped set the agenda.	

Involve	The government gave feedback on how public inputs were considered.	
Consult	The public could give inputs.	✓
Inform	The government provided the public with information on the action plan.	
No Consultation	No consultation	

Commitments

1. Public Service – Security

Commitment Text

Generate a government-supported, community-led watch system to elevate safety across the metropolis. The STMA would partner with the police and key stakeholders (Traditional leaders, Assembly members, etc.) to undertake community mapping, form, train and equip community members who wish to volunteer to raise security levels across the metropolis. This would go hand-in-hand with the provision of street lights by the Assembly to illuminate streets and other accesses as well as create nighttime visibility to prevent the creation of havens for miscreants.

Milestones

1.1. Develop and map crime prone communities and existing watch groups with police and community leaders. *We will develop a mapping of crime prone communities and existing watch groups in STMA, and document their mode of operation - how they monitor and report on crime. The Metropolitan Assembly will engage communities in STMA that are managing community watch programs to learn about their models. In parallel, we will engage with Police to understand their crime recording system (which is currently through WhatsApp and other channels), and specifically how community watch groups report crimes.*

1.2. Engage up to five (5) new communities without watch groups. *The Metropolitan Assembly will engage up to 5 (depending on level of need to be assessed after mapping) crime-prone communities without watch programs through Assembly members (and other community leaders) to develop new community watch groups (based on the models that are working in other communities). We will liaise every two months with “watch leaders” and police through existing platforms – possibly including Metropolitan Security Council (MESEC), or Time with Community. We will use these platforms to monitor crime levels over time, and effective community approaches to managing crime.*

1.3. Build Watch group capacity. *The Metropolitan Assembly will engage with police to offer training programs to community watch groups across the metropolis. Training will be conducted, and community leaders will be engaged by media to tell their stories of applying the training. A coalition of community watch dog committees will be formed, with membership drawn from each watch committee.*

1.4. Undertake safety assessment for 2017. *The Metropolitan Assembly, together with police, traditional authorities, opinion Leaders and supporting community associations, will undertake an assessment of safety for 2017. We will review police crime data and engage citizens to understand levels and perceptions of crime.*

Commitment Overview

Status of Completion	Limited
Start Date	January 2017
Intended Completion Date	December 2017
Responsible Office	Sekondi-Takoradi Metropolitan Assembly (STMA)
Did It Open Government?	Marginal

Is it a STAR commitment?	No
<p>Starred commitments are considered exemplary OGP commitments. To receive a star, a commitment must meet several criteria:</p> <ul style="list-style-type: none"> - It must be specific enough that a judgment can be made about its potential impact. Starred commitments will have "medium" or "high" specificity. - The commitment's language should make clear its relevance to opening government. Specifically, it must relate to at least one of the OGP values of Access to Information, Civic Participation, or Public Accountability. - The commitment would have a "transformative" potential impact if completely implemented. - Finally, the commitment must see significant progress during the action plan implementation period, receiving an assessment of "substantial" or "complete" implementation. 	

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				Completion				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Complete	Worsens	No change	Marginal	Major	Outstanding
Overall			✓			✓					✓			✓				✓			

1.1. Map crime prone communities			✓			✓					✓			✓			
1.2. Engaging five new communities				✓		✓					✓			✓			
1.3. Capacity-building for watch groups			✓			✓					✓			✓			
1.4. Safety assessment for 2017			✓			✓					✓			✓			

Commitment Aim

Overall Objective & Relevance

In Sekondi-Takoradi, urban planning and security are critical challenges, and crime affects low-income areas in unique ways. A study carried out by the International Development Research Centre found that in four Ghanaian cities, including Sekondi-Takoradi, poor urban areas face increased vulnerability to crime, especially at night. Citizens often become the victims of opportunistic crime, and police presence is limited. For example, in these areas, indoor plumbing and formal housing are limited, and citizens are vulnerable when they must walk along unlit roads to use toilet facilities at night.¹ In addition, public trust in law enforcement is low due to high perceptions of corruption.² Given this context, this commitment aims to empower and encourage citizens to be involved in community watch groups that monitor and report on crime in the city.

Informal community volunteer groups combat crime in Sekondi-Takoradi. However, they have no direct or structured relationship with local government authorities or the police. Through this commitment, the STMA proposes to increase these groups' capacity via the following ways: (1) mapping crime-prone communities and existing watch groups with police and community leaders, (2) engaging up to five new communities without watch groups, (3) building watch group capacity through police-led training programs, and (4) undertaking a safety assessment

using all data collected and using the data to understand the levels and perceptions of crime. This commitment is relevant to the OGP value of civic participation, as it seeks to involve the citizens to map crime-prone areas. The commitment also seeks to collaborate with citizens to expand the number of organized watch groups and increase the cooperation between the police and citizens in addressing crime.

Specificity and Potential Impact

Overall, this commitment is considered “medium” in terms of specificity. Milestone 1,2 is particularly high. It provides the number of crime-prone communities that will develop new watch groups; a clear timeline for the frequency of meetings between the Assembly, “watch leaders,” and police (every two months); and the platforms to be used for these meetings (Metropolitan Security Council or “Time with Community” meetings). Other milestones are less specific, such as Milestone 1.4, which calls for undertaking a “safety assessment” and engaging citizens on levels and perceptions of crime without explaining how these activities will be carried out.

Identifying and mapping the areas at high risk of crime and drawing on strong community bonds to increase monitoring in those areas, could have a **moderate** potential impact on improving security. The existing community watch groups operate in isolation without any coordination with other groups or law enforcement agencies in the metropolis. Bringing community watch groups together with the police for training and sharing best practices could improve trust in law enforcement and help citizens better ensure policing resources are directed to high-risk areas.³

Completion:

Limited

Overall, progress on this commitment has been limited and behind schedule.

The STMA reported that it collaborated with the Ghanaian CSO Friends of the Nation to engage with the community. According to the self-assessment, it formed only one community watch committee out of the planned five committees by December 2018 due to limited support from Assembly members and a lack of resources and volunteers.

Additionally, the STMA reported to have changed 546 sodium street light bulbs to LED bulbs, provided maintenance to 3,250 sodium streetlight bulbs, and replaced 9,200 meters of armored cables. This activity was included as part of the action plan to increase security in the region.

According to the STMA, the change in government in January 2017 contributed to the delay in this commitment’s implementation. The new administration needed time to understand the

concept of OGP and how the Assembly operated within it. For instance, the new administrative head – the metropolitan chief executive – appointed by the new president to head the STMA, needed time to understand the planning process, the budget cycle and its implementation, and citizens' engagement platforms. The change of government was also noted to have affected resource allocation.

Early results: Did it open government?

Civic Participation: No change

This commitment sought to improve security with the creation of community watch groups composed of city members, police officers, and citizens. Together, they aimed to map areas at high risk of crime, improve crime-reporting mechanisms, and enhance nighttime visibility through the repair of existing street lights and expansion of the street light network's coverage.

Although the commitment sought to enhance civic participation by creating or improving opportunities for the public to inform or influence government decisions, there is very little evidence that the commitment has achieved this goal. Although the STMA improved visibility in certain parts of the city, this was not done in collaboration with citizens nor through citizen watch groups. Thus, considering the limited completion of this commitment, in terms of the OGP value placed on civic participation, the IRM researcher has seen no change as a result of the implementation of this commitment.

Recommendations

Moving forward, the STMA should consider carrying over this commitment to enhance participation of community members in the formulation of security policies. However, the commitment could go beyond the improvement of crime-reporting mechanisms and give community members the opportunity to collaborate in policy design.

¹ International Development Research Centre,

"Crime and the 'poverty penalty' in urban Ghana." 2016

<https://www.idrc.ca/sites/default/files/sp/Documents%20EN/idrc-crime-and-the-poverty-penalty-in-urban-ghana-letter-online-and-office-printing.pdf>.

² Transparency International, *Overview of Corruption and Anti-Corruption in Ghana*, 2010.

[https://www.transparency.org/files/content/corruptionqas/271 Corruption and anti corruption in Ghana.pdf](https://www.transparency.org/files/content/corruptionqas/271%20Corruption%20and%20anti%20corruption%20in%20Ghana.pdf).

³ IDRC "Crime and the 'Poverty Penalty.'" 2016

2. Public Service Delivery – Sanitation

Commitment Text

Build a strong partnership with Landlord/ Resident Associations in the provision of household toilet facilities. The STMA will develop a new model of collaboration with landlords in the metropolis to increase the number of households with toilets in consonance with the STMA bylaws. The partnership with landlords in the provision of household toilet facilities is part of a broader strategy to involve the citizenry in the provision of basic services in the metropolis.

Milestones

2.1. Review existing register of toilet coverage. *We will partner with landlords to review existing community registers of toilet coverage to understand where gaps lie. The Metropolitan Assembly will meet with landlord associations to understand coverage of household toilets across the pilot communities.*

2.2. Develop a strategy to extend toilet coverage. *Based on the outcome of the review, we will develop lessons learned to inform our strategy to extend coverage. The Metropolitan Assembly will engage civil society organizations, including STMA-CSUF and Global Communities, which have tested ways of extending household toilet coverage to understand what worked and what did not.*

2.3. Develop new strategies (model) of funding and management of toilets. *The Metropolitan Assembly, together with landlord associations, CSOs, and media, will create a new strategy to innovatively fund and/or manage household toilets.*

2.4. Conduct a 3-month test of new strategy (model). *The Metropolitan Assembly, in collaboration with landlord associations, CSOs, and media, will test the strategy in two pilot communities (to be selected based on an analysis of “need and interest”) over a three-month period.*

2.5. Review and assess new model. *The Metropolitan Assembly will meet with landlord associations and other involved actors to assess the advantages and disadvantages of the new model (and how it has or has not helped to achieve the goal within our bylaws). Based on our assessment, we will develop a plan for replicating the model in other communities or for testing a new one.*

Commitment Overview

Status of Completion	Limited
Start Date	January 2017
Intended Completion Date	December 2017

Responsible Office	Sekondi-Takoradi Metropolitan Assembly (STMA)
Did It Open Government?	Marginal

<p><u>Is it a STAR commitment?</u></p> <p><u>Starred commitments are considered exemplary OGP commitments. To receive a star, a commitment must meet several criteria:</u></p> <ul style="list-style-type: none"> - <u>It must be specific enough that a judgment can be made about its potential impact. Starred commitments will have "medium" or "high" specificity.</u> - <u>The commitment's language should make clear its relevance to opening government. Specifically, it must relate to at least one of the OGP values of Access to Information, Civic Participation, or Public Accountability.</u> - <u>The commitment would have a "transformative" potential impact if completely implemented.</u> - <u>Finally, the commitment must see significant progress during the action plan implementation period, receiving an assessment of "substantial" or "complete" implementation.</u> 	<u>No</u>
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	<u>Specificity</u>				<u>OGP Value Relevance</u>				<u>Potential Impact</u>				<u>Completion</u>				<u>Did It Open Government?</u>				
	None	Low	Medium	High	<u>Access to Information</u>	<u>Civic Participation</u>	<u>Public Accountability</u>	<u>Tech. and Innov. for Transparency and Accountability</u>	None	Minor	Moderate	Transformative	<u>Not Started</u>	<u>Limited</u>	<u>Substantial</u>	<u>Complete</u>	<u>Worsens</u>	<u>No change</u>	<u>Marginal</u>	<u>Major</u>	<u>Outstanding</u>
<u>Commitment Overview</u>																					
<u>Overall</u>			✓			✓					✓			✓					✓		
<u>2.1. Review existing register of</u>	✓					✓			✓				✓								

toilet coverage.																			
2.2. Develop a strategy to extend toilet coverage			✓			✓					✓			✓					
2.3. Develop new strategy of funding and management of toilets		✓				✓					✓			✓					
2.4. Conduct a 3-month test of strategy			✓			✓					✓			✓					
2.5. Review and assessment			✓			✓					✓			✓					

Commitment Aim

Overall Objective & Relevance

More than 70% of households in slum communities in Sekondi-Takoradi do not have toilet facilities in their homes, which has contributed to significant sanitation challenges.¹ The objective of this commitment is to build strong partnership with landlords and resident associations to review existing toilet coverage and provide toilet facilities in slum areas. The involvement of stakeholders and landlords in developing strategies for providing household toilets also helps promote the STMA's bylaws on toilet provision. This commitment will contribute to enhancing citizen participation in the decisions leading to the provision of public toilets, particularly how many toilets to build and where to place them.

Specificity and Potential Impact

The commitment will increase awareness among landlords/households in the communities about the STMA sanitation bylaws,² which enjoin each household to have its own toilets. This commitment has the potential to **moderately** increase the number of households with sanitation facilities in the metropolis toward achieving the goal of improving sanitation. The

commitment could also facilitate an enduring partnership between the STMA, landlord/resident associations, and CSOs in implementing the sanitation bylaws of the metropolitan authority. Implementation of this commitment would promote the OGP value of civic participation.

Completion

Limited

The STMA engaged with landlords in slum communities and key stakeholders to develop a model of collaboration and financing in the delivery of household toilets. Registration of households for the pilot phase was still remained ongoing by the end of the implementation period. According to STMA's self-assessment report, STMA has allocated One Hundred Thousand Ghana cedis (GH¢100,000.00) to increase toilet coverage.

Overall, this commitment is behind schedule. As explained in commitment one, the STMA stated that the change in government also contributed to the delay.

Early Results: did it open government?

Civic participation: Marginal

The commitment sought to build a strong partnership with landlord/resident associations in the provision of household toilet facilities over the period of January 2017 to December 2017. Towards the objective of increasing households' toilet coverage in the catchment area, a renewed and revamped relationship between the assembly and landlords was deemed important. It is projected that through partnership, the commitment could be extended to other communities in the metropolis by adopting the innovative funding or management model to increase toilet coverage. It is noted that prior to the implementation of the commitment, the STMA had not provided the opportunity for collaboration with landlords. The implementation of the commitment has however provided an avenue for the assembly to develop a relationship with landlords, thereby promoting the OGP value of civic participation.

Recommendations

The lack of availability of toilets for public or private use continues to be a problem in Sekondi-Takoradi, which has led to the development of diseases like cholera. The IRM recommends that the STMA to continue efforts to engage the community to better understand the reasons for the lack of access to sanitation services and jointly develop a strategy to tackle the problem.

¹ The Open Government Partnership Initiative, Subnational Action Plan for the Sekondi-Takoradi Metropolitan Assembly.

² Sekondi-Takoradi Metropolitan Assembly "The Twin City" Bylaw, Western Region, Ghana, May 2017, Page 157.

3. Fiscal Transparency

Commitment Text

Create a localized standard operating procedure for streamlining metropolitan financial records management and sharing by developing a simple, easy-to-understand and analyze, disaggregated financial reporting format. This would respond to the needs and expectations of citizens on how generated revenue and external inflows are expended.

Milestones

3.1. Develop 3 to 5 financial data sharing “use cases.” *The STMA will engage with citizenry, to develop a preliminary set of 3–5 “use cases” for requesting and obtaining financial data. “Use cases” will encompass both requests for internal use and sharing financial information outside of the Assembly.*

3.2. Develop an STMA operating procedure. *Based on the “use cases,” the STMA will develop operating guidelines on the format and time of delivery of financial information and the collection of feedback.*

3.3. Test new procedure widely. *The Assembly together with the CSOs through the Social Public Expenditure and Financial Accountability (SPEFA) framework will test the new procedures over three months to streamline financial data sharing.*

3.4. Share progress in financial management publicly. *The Metropolitan Assembly will share progress in financial data management and procedures during management meetings, external forums including town hall meetings, and SPEFA sessions.*

Commitment Overview

Status of Completion	Limited
Start Date	January 2017
Intended Completion Date	December 2017
Responsible Office	Sekondi-Takoradi Metropolitan Assembly (STMA)
Did It Open Government?	Marginal

Is it a STAR commitment?	<u>No</u>
<p>Starred commitments are considered exemplary OGP commitments. To receive a star, a commitment must meet several criteria:</p> <ul style="list-style-type: none"> - It must be specific enough that a judgment can be made about its potential impact. Starred commitments will have "medium" or "high" specificity. - The commitment's language should make clear its relevance to opening government. Specifically, it must relate to at least one of the OGP values of Access to Information, Civic Participation, or Public Accountability. - The commitment would have a "transformative" potential impact if completely implemented. - Finally, the commitment must see significant progress during the action plan implementation period, receiving an assessment of "substantial" or "complete" implementation. 	

<u>Commitment Overview</u>	<u>Specificity</u>				<u>OGP Value Relevance</u>				<u>Potential Impact</u>				<u>Completion</u>				<u>Did It Open Government?</u>				
	None	Low	Medium	High	<u>Access to Information</u>	<u>Civic Participation</u>	<u>Public Accountability</u>	<u>Tech. and Innov. for Transparency and Accountability</u>	None	Minor	Moderate	Transformative	<u>Not Started</u>	<u>Limited</u>	<u>Substantial</u>	<u>Complete</u>	<u>Worsens</u>	<u>No change</u>	<u>Marginal</u>	<u>Major</u>	<u>Outstanding</u>
<u>Overall</u>				✓	✓	✓					✓		✓					✓			
<u>3.1. Develop 3 to 5 financial data sharing "use cases"</u>				✓		✓					✓				✓						
<u>3.2. Develop an STMA operating procedure</u>			✓			✓					✓		✓								

3.3. Test new procedure widely			✓			✓					✓	✓				
3.4. Share progress in financial management publicly			✓		✓						✓	✓				

Commitment Aim

Overall Objective & Relevance

The action plan recognizes that the STMA needs financial data on a regular basis to perform its functions. Citizens, including CSOs, also need information on financial inflows received by the STMA and how these financial resources are spent. However, there is no system in place to manage, share, and receive feedback on financial information, although there is an MIS unit in the Assembly. Due to this situation, citizens do not have access to the right information on their contributions (rates and fees) and external inflows (donors and central government) and how these funds are used in providing infrastructure and services in the metropolis. Also, as stated in the action plan, internal information sharing (in the right format) is inadequate for decision-making by some key departments within the Assembly.

The fundamental objective of the commitment is to build citizen trust and confidence in resource mobilization, allocation, and utilization and to strengthen fiscal transparency and accountability. The metropolitan finance office will create a localized standard operating procedure for streamlining financial record management and sharing. The department will develop a disaggregated financial records format that would be easy for citizens to understand and analyze. This would respond to the needs and expectations of citizens on how generated revenue and external inflows are expended.

Specificity and Potential Impact

Overall, this commitment is highly specific, as it gives a clear range of financial sharing “user cases” (three to five) that the STMA will develop along with a clear timeline for when STMA will test its new operating procedure for the collection and gathering of feedback on financial information (three months).

The commitment does not indicate whether lack of information or fiscal transparency is creating a problem of low local revenue generation. However, it could reduce citizen apathy in the payment of taxes and rates needed for development, as it will serve to provide information on revenue mobilized and how it is used. This would strengthen fiscal transparency, openness, and

accountability. Potential impact of this commitment would be assessed by ascertaining the diversity of community participation in the planning and decision-making process. Diversity of community membership is critical to ownership of the projects, and the extent to which community inputs were taken on board in the planning and design of the projects, subject to their technical/ engineering feasibility. Evidence of financial statements on community notice boards, and evidence from town hall meetings discussing financial positions will also be useful for monitoring of public spending.

Completion

Limited

The STMA has engaged stakeholders in developing financial data-sharing user cases. The operating procedure/guidelines on format and time of delivery of financial information and collection of feedback are being developed. STMA worked with the Engineer Room (an international organization that helps activists and organizations use data and technology to increase impacts) to develop user cases on financial data sharing and engage Assembly officers. On 24 October 2017, the Engine Room provided the STMA a document with supporting information that provides a framework for the STMA's data-sharing protocol.¹ The document includes recommendations on data models and examples of different ways to publish these types of data.

The self-assessment report recognizes that this commitment saw limited completion by the end of the implementation period.

Early results: did it open government?

Access to Information: No change

Civic Participation: No change

The commitment sought to create a localized standard operating procedure for streamlining metropolitan financial record management and sharing by developing a simple, easy-to-understand and to analyze disaggregated financial reporting format over the period from January 2017 to December 2017. The commitment was targeted at building citizen trust and confidence in resource allocation and utilization and at strengthening fiscal transparency and accountability.

The commitment sought to enhance civic participation access to information and public accountability, but there is very little evidence that the commitment has achieved these goals. This is due to the delays in implementation. One of the achievements was the partnership with the Engine Room and the document to support the creation of the data-sharing protocol. Due to the lack of progress, there is no evidence of any change in open government.

Recommendations

Moving forward, the STMA should continue the implementation of this commitment aiming to increase financial transparency. Budget information is accessible through audit reports or released by Ghana's Ministry of Finance like the Assembly's composite budget. The STMA should create a financial transparency strategy that considers the creation of open-data compatible systems and mechanisms to publish this information, aiming to generate greater citizen trust in the system.

¹ The Engine Room, Data-Sharing Protocol and Recommendations, <file:///Users/opengovernmentpartnership/Downloads/Data%20Sharing%20protocol%20and%20recommendations%20for%20STMA%20Ghana%20v1.pdf>

4. Public Participation – Private Sector

Commitment Text

Partner with private sector associations to kick-start a systematic and participatory way of engaging with large businesses in setting fees (in international terms taxes) that they pay to the Metropolitan Assembly. The Metropolitan Assembly will engage the leadership of the private sector associations, AGI and STCCI, to develop a strategy and engagement work plan for fixing fees.

Milestones

4.1. Develop strategy for targeting large businesses. *The Metropolitan Assembly will meet with the two key private sector associations – AGI and STCCI – to understand their membership systems and relationships with large businesses. We will work together to develop a strategy of targeting large businesses in fixing fees.*

4.2. Develop a new fees fixing model and work plan together with the appropriate associations that present local businesses. *We will develop an engagement work plan for fixing of fees with large businesses (modelled on current efforts to engage mainly informal companies in the Assembly's register).*

4.3. Test the participatory model with 50 or more businesses over 5 months. *We will publish the process and results of the engagement for all citizens to see.*

4.4. Assess the performance of new model. *The Assembly will conduct an assessment of the benefits of the participatory fee fixing model. We will gather feedback from businesses that participated in the process to learn about their experiences. We will work with the associations to analyse the data to understand where progress had been made and where challenges still exist.*

Commitment Overview

Status of Completion	Substantial
Start Date	January 2017
Intended Completion Date	December 2017
Responsible Office	Sekondi-Takoradi Metropolitan Assembly (STMA)
Did It Open Government?	Major

Is it a STAR commitment?	<u>Yes</u>
<p>Starred commitments are considered exemplary OGP commitments. To receive a star, a commitment must meet several criteria:</p> <ul style="list-style-type: none"> - It must be specific enough that a judgment can be made about its potential impact. Starred commitments will have "medium" or "high" specificity. - The commitment's language should make clear its relevance to opening government. Specifically, it must relate to at least one of the OGP values of Access to Information, Civic Participation, or Public Accountability. - The commitment would have a "transformative" potential impact if completely implemented. - Finally, the commitment must see significant progress during the action plan implementation period, receiving an assessment of "substantial" or "complete" implementation. 	

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				Completion				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Complete	Worsens	No change	Marginal	Major	Outstanding
Overall				✓	✓	✓					✓				✓					✓	
4.1. Develop strategy for targeting large businesses			✓			✓				✓						✓					
4.2. Develop a new fee fixing model and work plan			✓		✓	✓					✓					✓					

4.3. Test the participatory model with 50 or more businesses over 5 months			✓	✓						✓	✓					
4.4. Assess the performance of new model		✓			✓					✓	✓					

Commitment Aim

Overall Objective & Relevance

Under the Local Government Act, 1993 (Act 462)¹ and LI 1928, the STMA has a mandate to assess and collect assigned fees and rates for local development. It is expected that the STMA will involve businesses in fixing/setting the fees and rates. However, big businesses, which form part of the private sector associations, have been neglected in the processes of fixing fees.

The implementation of this commitment would promote greater participation of local interest groups in the making of critical decisions that affect their interest. It is anticipated that through the AGI and STCCI, STMA would reach out to the larger businesses through AGI and STCCI (two leading private sector associations) and promote their active involvement in economic decision-making. The open-door approach whereby STMA makes conscious efforts to engage with the AGI and STCCI that represent local businesses in fixing fees payable, could lead to popular acceptance of the local taxes and provide basis for legitimacy of the fees. The transparent and participatory process will further engender the business groups' cooperation in determining fees and their acceptance. The wider consultative process, which allows the participation of large established businesses in fixing fees, would also create opportunity for formal channels of information dissemination and accessibility. The publication of the processes will help legitimize the processes for future negotiations. Similarly, the active participation of the private sector could enhance transparency in the fixing of the fees and foster trust, confidence, and commitment among local businesses in the payment of local fees.

Specificity and Potential Impact

This commitment has the potential to transform the local fee-fixing landscape, proposing a more open approach to engaging the various stakeholders. This is because, unlike the existing arrangement, which has ignored the perspectives of the local business groups, the participatory process will signal to them that they are important partners in the local economic decision-making process. Refusing to involve strategic private associations and the sector in general has been an issue for a long time. In the past, organizations like AGI have denounced bad practices for fee fixing process, straining the relationship with the private sector community.² The publication of the processes for fixing the fees would provide a local framework and model for arranging compromises among local actors in determining common interests. There are some limitations to the commitment in regard to scope. Although stakeholders have identified the need to improve the fees fixing process, Sekondi-Takoradi has seen greater challenges in tax collection. According to the World Bank and the International Bank for Reconstruction and Development's report (prepared in collaboration with the Public Private Infrastructure Advisory Facility), the main challenges in the taxation system are as follows:

- The lack of an inventory that properly identify tax payers (goods/services/economic activities) within the STMA area;
- The need to update the property cadaster;
- Study for increases of minimum rates and ranges of some taxes for goods and economic activities in light of the expected increase in economic activity cadaster; and
- The lack of tax management capacity.

This commitment could lead to a significant change in regard to improving the fee-fixing process, but, as written, would not imply a transformation of the status quo to enhance local revenue generation.

Completion ***Substantial***

The STMA has engaged and developed a working relationship with the two associations (STCCI and AGI) to understand their membership and the general private sector landscape. To do so, the president of the STCCI has been appointed by the Assembly to serve on both the Development Planning Subcommittee and the Works Subcommittee. In this way, issues affecting the private sector are made on the floor of the Assembly. Both AGI and STCCI are now members of the Metropolitan Planning Coordination Unit (MPCU). The MPCU meets quarterly. Its function was enshrined in the Local Governance Act, 2016 (Act 936) Part III, Section 84 & 85.

During the implementation period, the Ministry of Local Government and Rural Development in the national administration was already working on the development of fee-fixing guidelines. In July 2017, these guidelines came into effect, providing a framework for charging fees for the country, including metropolitan, municipal and district assemblies.³ The STMA used this model

to fix the 2018 fees with active involvement of key stakeholders.⁴ However, there is no evidence to determine whether the STMA piloted the model with 50 businesses. Considering the government engagement with the two associations and the development of the new rates for 2018, the IRM researcher determined that this commitment has seen substantial progress.

Early results: did it open government?

Access to Information: Major

Civic Participation: Major

The commitment sought to partner with private sector associations to kick-start a systematic and participatory way of engaging with large businesses in setting fees (taxes) paid to the Metropolitan Assembly, to be implemented over the 2017 fiscal year period. The commitment was expected to transform the local fees fixing landscape. It is noted prior to the implementation of the commitment, however, that the Assembly did not have a thriving relationship or engagement with the private sector (AGI & STCCI); members of the aforementioned organizations were often reluctant to honor their local tax obligations. As a result of the implementation of this commitment, a representative of the STCCI now serves on both the Development Planning Sub-committee and the Works Sub-committee. There are also representatives of AGI, STCCI, and other NGOs on the Metropolitan Planning Coordination Unit (MPCU). The formal integration of the AGI and the STCCI has helped deepen the relationship with the private sector and the STMA. Although by the end of the implementation period there was still no concrete evidence of the impact of this improved relationship, the STMA expects that it will positively impact the revenue generating capacity of the Assembly. This has improved opportunities for the public to be involved in government decisions. Considering the significant change in government practice, the IRM researcher considers that this commitment has had a major effect on civic participation.

Recommendations

The IRM researcher recommends the STMA to continue complete the implementation of this commitment and focus on lessons learned with the continued participation of the private sector associations. In particular, it is important to reach out beyond the associations to foster the relationship between government and businesses. Furthermore, the STMA could consider increasing the ambition of a similar commitment by aiming to improve tax collection management through increased transparency, especially due to the expected growth in economic activity associated to the oil sector.

¹ <http://lgs.gov.gh/index.php/2015/09/25/laws-acts-and-legislative-instruments/>.

² News article in Modern Ghana: "Involve business associations in fee fixing" (June 2008), <https://www.modernghana.com/news/172401/involve-business-associations-in-fee-fixing-assemblies-urg.html>

Article from Ghana Business News, "Don't neglect us in fee fixing – ASSI urges STMA", (May 2013),
<https://www.ghanabusinessnews.com/2013/05/08/dont-neglect-us-in-fee-fixing-assi-urges-stma/>

³ Fee fixing model, published in July 2017: file:///Users/opengovernmentpartnership/Downloads/Fee-Fixing%20Guidelines%20Signed..pdf

⁴ Imposition of rates for 2018:

http://stma.gov.gh/stma_metro/docs/8632018%20APPROVED%20FEE%20FIXING%20RESO%20FINAL,final1.pdf

5. Public Participation – Planning

Commitment Text

Build a participatory planning process from needs assessment, to site selection, and to the design of infrastructure development projects. The Metropolitan Assembly will engage a pilot set of four communities across the four Sub Metropolitan areas within STMA to leverage the existing Time with Community platform to do so.

Milestones

5.1. Needs Assessment. *Engage the four pilot communities (to be determined based on an analysis of past community participation in Time with Community) to understand their key priorities for infrastructure projects. Based on this assessment, we will determine the most needed and feasible project in each community.*

5.2. Site Selection. *We will work with a widespread network of community leaders (Assembly member, traditional rulers, youth etc.) – through Site Meetings – to determine the possible locations for infrastructure development. We will assess the possibilities together and select the appropriate site based on community knowledge of the area with Assembly expertise in engineering and physical planning*

5.3. Project Design. *Once the site is selected, we will work with the same community members to design the facility. The commitment will focus on the selection, planning and design process, and future work.*

5.4. Feedback. *We will gather community feedback on their participation in the planning process, and develop guidelines based on lessons learnt to replicate planning successes in future efforts.*

Commitment Overview

Status of Completion	Substantial
Start Date	January 2017
Intended Completion Date	December 2017
Responsible Office	Sekondi-Takoradi Metropolitan Assembly (STMA)
Did It Open Government?	Marginal

Is it a STAR commitment?	No
<p>Starred commitments are considered exemplary OGP commitments. To receive a star, a commitment must meet several criteria:</p> <ul style="list-style-type: none"> - It must be specific enough that a judgment can be made about its potential impact. Starred commitments will have "medium" or "high" specificity. - The commitment's language should make clear its relevance to opening government. Specifically, it must relate to at least one of the OGP values of Access to Information, Civic Participation, or Public Accountability. - The commitment would have a "transformative" potential impact if completely implemented. - Finally, the commitment must see significant progress during the action plan implementation period, receiving an assessment of "substantial" or "complete" implementation. 	

Commitment Overview	Specificity				OGP Value Relevance				Potential Impact				Completion				Did It Open Government?				
	None	Low	Medium	High	Access to Information	Civic Participation	Public Accountability	Tech. and Innov. for Transparency and Accountability	None	Minor	Moderate	Transformative	Not Started	Limited	Substantial	Complete	Worsens	No change	Marginal	Major	Outstanding
Overall			✓			✓					✓				✓				✓		
5.1. Needs assessment			✓			✓				✓					✓						
5.2. Site selection			✓			✓					✓				✓						
5.3. Project design		✓				✓					✓				✓						
5.4. Feedback		✓				✓				✓			✓								

Commitment Aim

Overall Objective & Relevance

Formal structures and channels for grassroots participation in development planning and budgeting at the local level are either nonexistent or dysfunctional, thereby denying citizens the opportunity to have their needs included in local decision making, particularly in the choices of development projects.

The commitment seeks to promote responsive, inclusive, participatory and representative decision making in development planning, and community ownership of development projects. In an environment where there is the lack of established mechanisms for citizens to participate in the planning of their development projects, one of the most credible remedies is to legitimize formal channels that enable them to contribute to the decision-making process. Therefore, the objective of this commitment, which focuses on fostering ways to instigate grassroots to be active participants in processes that culminate in the selection of their community development projects, is important for the promotion of participatory democracy. More importantly, a salient aspect of the objective focuses on representativeness in the decision-making process, which helps address issues of biases and alienation of sections and groups from decision-making. By highlighting inclusivity in local decision making, the objective provides clear assurance of wider groups' participation in development planning projects at the local level. Thus, when the objective is achieved, it could inspire further grassroots participation in democratic choices. The feeling of involvement in the selection of their preferences would build their sense of ownership of community development projects and make them willing to contribute to their maintenance.

This commitment involves four principal activities. First, the STMA will engage four pilot communities to assess the needs and priorities for infrastructure projects. Second, STMA will work with community and opinion leaders to determine the appropriate locations for development projects in each of the four pilot communities. Third, STMA will work with these same community leaders to design actual development the new facilities. Fourth, the STMA will gather feedback from communities on lessons learned for future project development. These four activities are geared towards citizens' active engagements in the choices of their community development projects and are therefore relevant to the OGP value of civic participation.

Specificity and Potential Impact

Overall, this commitment's specificity is medium. For example, Milestone 5.1 provides a specific number of pilot communities that STMA will engage with in determining the priority areas for development projects (four) and the means of community engagement (analysis of past community participation in the "Time with Community" meetings). Additionally, Milestone 5.2 gives a list of community leaders (Assembly member, traditional rulers, youth) that the STMA will

engage to determine the locations of the development projects. However, it is unclear how STMA will gather feedback from the communities upon completion of the selection and design processes (Milestone 5.4).

By actively engaging community leaders in developing local infrastructure projects, STMA aims to promote greater community ownership of the projects and to improve participation in local decision-making processes. However, the approach limits the community engagements to selected local representatives (the community leaders), and yet, it is not clear whether the supposed community leaders will reflect diverse groups' interests and perspectives.

Completion ***Substantial***

The Inter-Ministerial Coordinating Committee on Decentralization of Ghana developed a National Popular Participation Framework and Practitioners' Manual to guide all metropolitan, municipal and district assemblies in public participation methods.

The STMA states that it used these guidelines to carry out the needs assessments in four sub-metropolitan areas. It collected input and consolidated it in the needs assessment document. The STMA provided the IRM with the needs assessment of the sub-metropolitan area of Essikado-Ketan.¹ However, no other evidence was provided. The IRM contacted the CSO Friends of the Nation, which confirmed the progress stated by the government representative. It stated to have surveyed community members through a questionnaire; however, the IRM did not receive a copy. It is divided into themes (for instance: health, education, and agriculture). It provides lists of problems identified by each community within the sub-metropolitan area and a list of specific needs for each. One of the needs identified was the necessity to build a Community-Based Health Planning System (CHPS) Compound in Diabnekrom, one of the four pilot communities. The STMA reports to have selected the site with the community and has completed the project, having built the CHPS compound with funding from the member of Parliament of Essikado-Ketan. There is not enough evidence to determine whether the four pilot projects were finished and whether the STMA developed guidelines based on lessons learned.

Early results: did it open government? ***Civic Participation: Marginal***

The commitment sought to promote responsive, inclusive, participatory, and representative decision-making in development planning and community ownership of development projects. It was expected consequently that the commitment would increase citizen participation in the planning and the decision-making processes of the Assembly. In implementing this commitment, the STMA stated to have worked with Parliament to ensure financial needs were

covered to carry out a need identified through the participation process. It completed the community needs assessment of Essikado-Ketan. It also reported to have concluded site selection, project design, and implementation with active participation of the citizens. This has culminated in the building of a CHPS compound for one of the pilot communities. The project has been handed over to the community. However, the community has voiced complaints due to the lack of potable water, furniture, and hospital equipment.² Implementation of this commitment has created or improved opportunities for the public to inform or influence decisions, thereby enhancing civic participation in the STMA. Nevertheless, there are still challenges to deliver on the final product as designed during the consultations along with providing the communities with the capacity to run the compounds after the government has handed over the project to the community.

Recommendations

The STMA should focus on designing sustainable plans to support communities after projects have been finished to avoid their abandonment. Once these issues are resolved, it could consider extending this practice to other areas in Sekondi-Takoradi. This commitment could help bridge relations with Parliament and promote the use of public funds to work on specific citizen needs as identified in open public processes. The STMA could consider lobbying to adjudicate a percentage of the budget to develop projects that stem from needs assessments on an annual basis, if a long-term support strategy is included in such a plan.

¹ Needs assessment for Essikado-Ketan, <https://drive.google.com/drive/folders/1hq22wPhY-ySHRxivBckkKm6fBZO-nwID?usp=sharing>

² Daibene community seeking support for CHPS Compound, <http://www.ghananewsagency.org/social/diabene-community-seeking-support-for-chps-compound-137276>

Method and Sources

The IRM report is written by well-respected governance researchers. All IRM reports undergo a process of quality control to ensure the highest standards of research and due diligence have been applied.

Analysis of progress on OGP action plans is a combination of interviews, desk research, and feedback from nongovernmental stakeholder meetings. The IRM report builds on assessments of progress put out by civil society, the government, the private sector, or international organizations.

The first and primary objective of the IRM is to verify completion of action plan commitments and the level of participation. Beyond this, the IRM seeks to assess potential impact and early changes in behavior around open government. There are two intended outcomes: accountability and learning. The method follows these aims. A second, important function of the IRM is to act as a “listening post” for the concerns of civil society.

Each report undergoes a 4-step review and quality control process:

- Staff review: IRM staff reviews the report for grammar, readability, content, and adherence to IRM methodology
- International Experts Panel (IEP) review: IEP reviews the content of the report for rigorous evidence to support findings, evaluates the extent to which the action plan applies OGP values, and provides technical recommendations for improving the implementation of commitments and realization of OGP values through the action plan as a whole
- Pre-publication review: Government and select civil society organizations (at the discretion of the researcher) are invited to provide comments on content of the draft IRM report
- Public comment period: The public is invited to provide comments on the content of the draft IRM report.

Interviews and Focus Groups

Each IRM researcher is required to hold at least one public information-gathering event. Care should be taken in inviting stakeholders outside of the “usual suspects” list of invitees already participating in existing processes. Supplementary means may be needed to gather the inputs of stakeholders in a more meaningful way (e.g., online surveys, written responses, follow-up interviews). Additionally, researchers perform specific interviews with responsible agencies when the commitments require more information than provided in the self-assessment or accessible online. If IRM researchers wish to substitute a stakeholder meeting with another format, they should communicate this to IRM staff.

The investigation was predominantly done through desk research and through interviews with the main stakeholders of the OGP process in Sekondi-Takoradi. Due to challenges with the local researchers, the IRM staff held conversations with the government point of contact, Isaac Aidoo, and the main civil society organization, Friends of the Nation. These conversations, along with information gathered initially by IRM collaborators, served as the main sources of input for the report.