

Ghana

Land, Services and Citizenship for the

Urban Poor

A partnership between Cities Alliance and the Government of Ghana

**COUNTRY PARTNERSHIP PROGRAMME
FRAMEWORK DOCUMENT**

Cities Alliance

Cities Without Slums

June 2011

ABBREVIATIONS AND ACRONYMS

ACC	African Centre for Cities
AFD	Agence Française de Développement
AMA	Accra Metropolitan Assembly
DDF	District Development Fund
GAMA	Greater Accra Metropolitan Area
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
ILGS	Institute of Local Government Studies
KNUST	Kwame Nkrume University of Science and Technology
LSC	Land, Services and Citizenship for the Urban Poor
MDS	Municipal Development Strategy
MMDA	Metropolitan, Municipal and District Assemblies
MoLGRD	Ministry of Local Government and Rural Development
MTDP	Medium-Term Development Plan
MTS	Medium-Term Strategy of Cities Alliance
UDU	Urban Development Unit
SACN	South African Cities Network
SDI	Slum Dwellers International
SoCR	State of the Cities Report

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A. STRATEGIC CONTEXT AND RATIONALE

1. Country Context

As with many of its neighbouring countries in Sub-Saharan Africa, Ghana is experiencing rapid urbanization. Statistics from 2000 indicate that the growth trends of the urban population in the last four decades have increased from 23.1 percent in the 1960s to 43.8 percent in 2000.¹ This shows an average growth rate of 23.5 percent per decennium over the last decades and at the current growth rate of 2.7 percent per annum, the urban population is expected to double by 2017.² Though there are no updated official statistics on the current urbanizations rates, it can be inferred that today some half of the national Ghanaian population of 23 million (2007), lives in cities and other urban areas. The greatest urban concentration occurs in the Greater Accra Metropolitan Area (GAMA) with a present day estimated population of 3 million.

Despite this phenomenon, the urban agenda has been ignored in Ghana, practically to the point of non-existence, leaving the Government unprepared for its urban future. Ghana crossed the threshold from rural to urban without a hint of recognition. Urban is “everywhere but nowhere” among government institutions, which are weak across the board and ill-prepared to deal with urban challenges.

Though there has been a long history of efforts to strengthen local governance in Ghana, there has been little recognition of differentiated governance needs between urban and rural jurisdictions. The same methodologies for governance are applied for all metropolitan, municipal and district assemblies (MMDAs) from the smallest, rural district assemblies to the largest metropolitan areas. Even the District Development Fund (DDF), which provides performance-based grants to MMDAs with the support of many development partners, does not draw a clear distinction between urban and rural districts – they are all measured against the same baseline indicators.

A *Strategic Plan for the Greater Accra Metropolitan Area (GAMA)*, prepared almost 20 years ago, remains a reference point, but appears to be a plan that is more referred to than actually used to guide development of the capital city region. In fact, despite being extremely comprehensive, most of the plan has not been implemented, apart from some transportation (e.g. the ring road), industrial development and urban residential consolidation plans.

Since that time, the practice of planning has been captured in the Medium Term Development Plans (MTDPs) prepared by all MMDAs according to the same template in order to receive their fiscal transfers from the Common Fund. Like other governance methodologies, the

¹ Ghana Statistical Service. [available at www.statsghana.gov.gh/KeySocial.html] Visited on November 2009.

² Otoo, E. et al. (2006) Quantifying Urban Growth in Accra Metropolitan Area (AMA), Ghana and Exploring Causal Mechanisms. Promoting Land Administration and Good Governance. 5th FIG Regional Conference. Accra, Ghana.

requirements of the MTDPs are not differentiated for urban districts, nor do they contain a spatial component.

In essence, almost 20 years of innovation in spatial planning and thinking about urban development have largely by-passed Ghana. As a result, the urban knowledge base is extremely thin in the public, private and civil society sectors with the danger that outdated planning concepts are being promoted, especially around the notion of developing “growth poles” as a way of de-densifying the city and “decongesting” the city by way of forced removals.

2. Rationale for Cities Alliance involvement

Ghana is the second country where clear synergies have been identified with the Cities Alliance’s global programme: Land, Services and Citizenship for the Urban Poor (LSC). The LSC programme was designed to assist a selected group of developing countries grapple with the challenge of rapid urbanization, growing cities and deepening urban poverty.

The LSC programme has been designed on the basis of essential lessons generated through the Cities Alliance membership and accumulated years of global experience in dealing with these challenges:

- All attempts to stop, limit or manipulate urbanisation have failed, even when backed by violence and repression.
- Slum clearance, mass evictions or re-locating the poor to the urban periphery destroy livelihoods, embitter residents and merely displace the problem.
- Insecurity of tenure inhibits household investment into private housing and creates the conditions for exploitation via slum lords.
- Non-availability of sustainable and affordable energy has a marked impact on the quality of daily life and hampers economic growth (and thus employment) in urban areas, further enhancing the formation of slums.
- Lack of recognition of the rights of the urban poor leads to systematic under- investment in urban services, resulting in a downward slide towards slums of despair, characterised by exploitation and deprivation.
- Government investment without meaningful community involvement seldom becomes sustainable. Equally, community-driven projects without government support seldom have an impact at scale or lead to a programmatic approach to upgrading.
- Limited concepts of “the community” often fail to acknowledge the fact that gender, age and ability impacts on roles, needs and perceptions of urban development.
- There is a need for wholly new approaches to planning and urban management, moving away from regulation and control towards flexible inclusive planning instruments that allow authorities to address the real challenges—and opportunities—posed by urbanisation.

For the Cities Alliance and its members, this programme is the first significant attempt to implement the Medium Term Strategy (MTS) adopted by the Consultative Group in May 2008. The first premise of the MTS is that the Cities Alliance should prioritise working with those governments already committed to change and reform over time for three main reasons: (i) the Cities Alliance support will have a far greater impact; (ii) the opportunities for learning and knowledge sharing will be greatly enhanced; and (iii) the model or example to other cities or countries will be more emphatic.

Further guidance is provided by the MTS of the Cities Alliance, in which it is envisaged that the challenge of scale will most effectively be met by working with those governments which hold the greatest promise for improving the living conditions of the greatest number of urban poor. Cities Alliance's natural partners, therefore, are those city and national governments that have already taken (or are taking) the decision to decisively address the needs of their urban poor and have recognized that, in order to make this sustainable, this needs to be undertaken in the context of citywide or nationwide reforms.

In the context of the above the selection of Ghana as a LSC country has not been without stringent internal debate. Recently threats have been made to demolish the slum settlement of Old Fadama, and indeed evictions of smaller, dispersed settlements are actually occurring within Accra. However, three clear motivations have been identified that collectively demonstrate that Ghana, while politically difficult, is indeed a good choice of country for the Land Services and Citizenship for the Urban Poor initiative.

- 1. An emerging political policy process in need of support:** It is clear that “evictions” real or threatened have galvanised a healthy national debate around urban growth and the future of the cities and slums. LSC support would provide an opportunity to give greater depth to the emerging national debate and to ensure that the policy and institutional shortcomings that have led to the emergence of slums are adequately tackled.
- 2. Dynamic CA membership:** An impressive array of CA members is active or interested in the urban sector in Ghana, including: AFD, GIZ, Habitat for Humanity, SDI, UN-HABITAT and the World Bank. These members have in turn recognized an urgent need for the Government of Ghana to: (i) recognize that urbanization is an inevitable process that must be managed in order to capture its positive impacts; and (ii) articulate a coherent national pro-poor urban policy framework to guide that process. The LSC initiative aims to develop the institutional framework that will enable the CA membership to enhance its collective coherence and thereby influence of the national and local level urban policy debate. In addition, there is a collection of international partners (such as CHF International and the Millennium Cities Initiative), and Ghanaian partners (Institute of Local Government Studies, Kwame Nkrumah University of Science and Technology and University of Ghana) keen to contribute to a decisive national programme.

- 3. Nascent government institutional leadership:** Urban governance falls within the mandate of the Ministry of Local Government and Rural Development (MoLGRD). The rapid growth of urban areas has forced the ministry to recognise the importance of the urban sphere as having a discreet agenda and needs. Within this context an Urban Development Unit (UDU) has been established within the Ministry. While the establishment of the UDU is undoubtedly a positive move, as presently constituted it in no way reflects the scale of the national urban challenge. Indeed the UDU has severe capacity constraints and a muddled mandate. The LSC programme would help provide the impetus and resources to make real on the national need for effective and efficient institutional capacity to take ownership and lead the national urban agenda.

B. PROGRAMME DESCRIPTION

1. Guiding Principles

The LSC programme for Ghana is based on five guiding principles.

I. Support of national urban agenda

To strengthen and support the domestic urban initiatives of the Government of Ghana at both national and sub-national levels such that the country is better equipped to upgrade squatter settlements and slums and proactively deal with, and benefit from, urban growth. The programme is designed to support existing and new initiatives of the Government of Ghana in achieving these objectives.

II. Re-energise and link into past and on-going urban initiatives

To recognise that a number of actors have over many years engaged with a wide range of urban issues and that a body of knowledge exists that has typically become victim to the operational islands that often characterise development organisations and government. The programme would aim to identify the fruit of these initiatives and bring them back into the mainstream at national, municipal and community levels.

III. Promote heterogeneous understanding of community

To recognize the complexity of urban communities and promote a participatory approach to urban planning and management based on clearly identified community profiles. Provide an institutionalised structure that will ensure that each group which makes up such a profile is given influential voice. A profile would typically be based on gender, age and ability criteria.

IV. Promote multi-stakeholder participation

To recognize that sustainable urban development is a product of multi stakeholder participation and that the solution to problems and response to opportunities only emerge when partnerships are forged between such stakeholders. The programme would enable a space for dialogue where such partnerships can be forged.

V. Investment and skills alignment

To bring greater coherence of effort by creating an institutional framework that enables a myriad of stakeholders to align their efforts, skills and finance towards common objectives. In particular, this programme is designed to articulate with the urban investment programme being jointly developed by the World Bank and the Government of Ghana. While this programme only provides modest financial resources, it is designed to facilitate additional public and private investment into the urban sector by enabling a wide range of organisations to find the institutional hooks onto which to hang support programs.

2. Programme Objectives

In response to the request from the Government of Ghana, Cities Alliance members and their national and local government partners have jointly shaped a *package of interventions that collectively* respond to the challenges identified. Within this spirit, the overarching development objective of the Ghana LSC programme is:

To create inclusive cities without slums in order to maximise the potential of urbanisation by proactively managing urban growth.

In achieving this overarching objective, the funds will be used to: 1) strengthen the capacity and resource available to the urban poor, better enabling them to enter into development partnerships with local government; 2) strengthen the capacity of local government to inclusively plan and manage urban growth; and 3) support national and local policy dialogue to promote pro-poor urban systemic change.

The LSC programme has three broad objectives:

Objective 1: At least 50,000 squatter and slum dweller households in Ghana actively engage in both securing their rights and honouring their responsibilities through improved urban governance and formalization.

Objective 2: At least 50,000 squatter and slum dweller households in Ghana improve their qualitative and quantitative access to municipal services.

Objective 3: The Government of Ghana (national and sub-national), in partnership with interested stakeholders, develops effective and efficient inclusive urban development policies and strategies enabling the better management of future urban growth positively affecting the lives of 200,000 slum dweller households nationwide.

3. Geographic Scope

The Cities Alliance working through its members and national development partners will forge a national programme that will encompass the primary urban agglomeration of the Greater Accra Metropolitan Area (GAMA), the secondary city of Kumasi and a defined sub set of tertiary cities. The LSC programme will focus on the GAMA, which comprises eight urban districts (two metropolitan and six municipal assemblies), while partnerships with the World Bank, GTZ³ and AFD and other development partners will enable the wider geographic spread.

a) Greater Accra Metropolitan Area

The Government of Ghana, the World Bank and other partners emphasized the urgent need for intervention in the Greater Accra Metropolitan Area (GAMA). As an industrial centre, GAMA accommodates a significant number of manufacturing activities and provides employment to an increasing migrant population, who are attracted to find jobs. In the region, physical development is taking place much faster than urban planning and consequently, coping with this asynchrony becomes a central challenge for the future development of the city. Unresolved land ownership issues have left communities without any affordable solution to housing and therefore, slums grow in sites where land uses are not defined or in abandoned areas (e.g. rail ways, waterfront, and old downtown).

The Accra Metropolitan Area (AMA), which is one of the eight urban districts that collectively make up GAMA, is by far the biggest in terms of both population and economic activity. AMA is a major centre for manufacturing, marketing, finance, transportation and tourism. The service sector employs a little over half a million people. AMA alone according to the 2000 census represents 25% of all urban dwellers in Ghana, increasing at 4.2 percent per annum.

In addition, unresolved land ownership issues have contributed to sprawl which has left the city with unplanned systems such as transport, public spaces, urban environment and housing. As a result, the metropolitan region suffers inadequate coverage of urban services, high travel times and congestion, flooding due to malfunctioning drainage networks as well as environmental health related matters which most significantly affect the poor.

Moreover, as in many other metropolitan areas around the world, local governments of GAMA face challenges when managing the different districts and their jurisdictions. Specifically, the necessity of coordination, integration and harmonization in planning, fiscal and land use systems has been identified. Because the region will continue attracting people to the urban

³ Support to secondary and tertiary cities via the “Urban Back Up initiative”

centres with the expectations of finding jobs and supporting their livelihoods, it is a priority to respond to present demands and strengthen the institutional capacities of local authorities and systems to plan for future developments.

4. Activities

The LSC programme is conceived as a programme at three levels: community, local government and national government. At each level, the programme includes a series of inter-related activities when taken together represent a comprehensive package of support, which aims to create an institutional framework around which stakeholders can align their efforts such that the country is better equipped to upgrade squatter and slum settlements and proactively manage urban growth.

Summary of LSC Programme Activities

<p>Objective 1: <i>At least 50,000 slum dwellers living in Ghana actively engage in both securing their rights and honouring their responsibilities through improved urban governance and formalization.</i></p>
<ul style="list-style-type: none"> 1.1 Develop a slum typology and community profiles 1.2 Strengthen capacity of communities to engage in dialogue 1.3 Develop mechanisms for local dialogue and community participation 1.4 Community upgrading fund
<p>Objective 2: <i>At least 50,000 squatter and slum dweller households living in Ghana improve their qualitative and quantitative access to municipal services.</i></p>
<ul style="list-style-type: none"> 2.1 Municipal leadership training and coaching programme 2.2 Research and consultations on sanitation options for the urban poor 2.3 GAMA-wide Regional Development Strategy 3.4 State of Ghanaian Cities Report
<p>Objective 3: <i>The Government of Ghana (national and sub national) in partnership with interested stakeholders develops effective and efficient inclusive urban development policies and strategies enabling the better management of future urban growth positively affecting the lives of 200,000 squatter and slum dweller households nationwide.</i></p>
<ul style="list-style-type: none"> 3.1 Advocacy and awareness programme 3.2 Support to Urban Development Unit 3.3 National Urban Platform 3.4 Research into defined urban issues

The following section includes a brief description of each of the above activities.

Objective 1: At least 50,000 slum dwellers living in Ghana actively engage in both securing their rights and honouring their responsibilities through improved urban governance and formalization.

Activities at the community level are aimed at counterbalancing the circumstances that marginalise urban poor communities and infringe on their capacities to be full and active citizens. Perhaps the greatest challenge for the urban poor is the constant threat of eviction and the exploitation they suffer due to the lack of legal protections in the settlement and development of land. In many cities the degree of marginalisation is so complete that urban poor households do not even exist on a map. For the urban poor to be citizens they need to be secure, invest in their households and actively participate in the process of finding solutions to community challenges

1.1) Develop slum typology and community profiles through participatory action research

The lack of available land, especially in central Accra (AMA), has resulted in a diverse typology of urban poor experience. There appear to be fewer geographically contiguous slum settlements than one would typically find in other African countries. At the same time, there is greater densification of the existing slum settlements, as well as dispersed and semi-invisible, but collectively substantial types or groups of the urban poor – e.g. along the railway lines, “caretakers” of half-constructed buildings, those who sleep in rented or self-built kiosks, those who sleep on mats (often rented) on the pavement or in public spaces such as the art center and rail stations, many with no fixed daytime shelter. Moreover, it seems likely that the lack of available land has contributed to the deteriorated state of housing in older slum settlements such as Ga Mashie and Nima, where absentee landlords do not have to worry about quality to generate rental demand.

The objective of this activity is to develop an understanding of the magnitude and dimensions of the urban poor experience through participatory action research into the urbanization experience in Greater Accra with a focus on AMA. The slum typology will include profiles of the disparate types of communities, which will feed into enumeration and registration activities, as well as the mobilization of these groups into organized communities that can participate and negotiate with local authorities and other stakeholders in the city.

1.2) Strengthen capacity of communities to engage in productive dialogue

The fundamental premise underlying the Land, Services and Citizenship for the Urban Poor in Ghana is the belief that all people have rights but how these rights are realised is

a result of dialogue and engagement between communities, local governments and service providers. It is through this active process of engagement that creative partnerships emerge and new ways of sustainable service delivery are found.

While Ghana has an increasingly vibrant and self-confident civil society in general, *urban* civil society remains quite weak, and the voice of the urban poor in particular, is not well heard. There is recognition by the CA membership that the urban poor of Ghana are not adequately equipped to negotiate on a level playing field with government. The objective of a “Rights and Responsibilities” awareness and skills training program is to build the capacity of communities to actively engage in constructive, results-oriented public community dialogue.

1.3) Develop mechanisms for regular, meaningful local dialogue and community participation

For a meaningful engagement between citizens and service providers, it is essential that a properly constituted mechanism or “forum” exists at the municipal level, where regular dialogue can occur and solutions can be crafted and progress monitored. For the participation to be meaningful, the urban poor, local authority, private sector and other stakeholders meet to exchange views, debate priorities and agree on common actions. Such a forum aims to bring together all organised actors and other influential role players around a common, forward-looking developmental agenda. A fundamental principle is the participation of organisations representing the diverse community profile. Within this context the participation of women and youth is essential, together with a focus on the different perceptions, needs, roles and responsibilities of men and women in the urban setting. Equally the forum cannot be an ad-hoc event to be effective, but rather a well managed and ongoing process that may spawn working groups looking into more specific issues as they emerge.

This activity aims to investigate existing mechanisms and structures, occurring either in Ghanaian policy or in practice, for regular, meaningful dialogue and community participation at the municipal level. Based on the analysis, recommendations will be made for revising, amending or augmenting existing mechanisms so that they meet the objectives and principles outlined above. Resources will be provided to implement the recommendations in the eight municipalities of GAMA.

1.4) Design and capitalise community upgrading fund

The community upgrading fund has two clear overarching objectives: in the first instance, the objective of the fund is to enable slum-based community organisations to access grants to finance initiatives that meet certain clearly defined criteria. Access to small grants enables rapid and visible progress to occur while larger policy debates are taking place. In addition to having measurable impact on the quality of life of slum dwellers the process builds skills of participatory planning and participation, and helps raise the profile of community-based organisations of the urban poor. Secondly, the

fund enables constructive partnerships between local government and community-based organisations of the urban poor.

The institutional location and design of the fund will be determined as part of the activity but it is important that they: (i) help strengthen the systems of local governance and municipal service provision; (ii) as far as possible use existing mechanisms and experience; and (iii) are overseen by a mechanism that includes political and official representation from local government, as well as representatives of area-based and municipal-wide organisations of the urban poor. The process of defining the operational characteristics of the fund will be inclusive of both the local governments and SDI, building on good practices both within Ghana and internationally. The activity entails the development of an Operational Manual which describes clearly how the fund will function, including procedures to apply, criteria for evaluating applications, a safeguards framework, as well as monitoring and supervision. The Operational Manual agreed by the municipalities, SDI, and Cities Alliance will be a pre-requisite for releasing the first tranche for the fund.

Objective 2: At least 50,000 squatter and slum dweller households living in Ghana improve their qualitative and quantitative access to municipal services.

This component supports the ongoing efforts of communities and local governments to improve the quality and quantity of services available to the urban poor. The LSC programme does not promote a prescribed sector approach to urban development but rather the mobilisation of resources and the incremental delivery of services according to agreed local plans and priorities. The following inter-related activities are identified to realise this objective.

2.1) Develop a municipal leadership training and capacity building programme

Planning at the local government level in Ghana is a mechanistic, short-term translation of national government priorities. The only local planning methodology is the Medium-Term Development Plan (MTDP) – a three year capital investment plan prepared by MMDAs in order to receive a fiscal transfer from the Common Fund. The fact that this planning framework exists masks the real planning void being experienced in Ghana's cities. The MTDP framework does not include a long-term strategic vision or a spatial orientation to allow growing municipalities to plan for future growth, and the process by which the plans are developed does not encourage the building of partnerships among local stakeholders that would actually enable implementation of the plan.

The institutional culture of local governments in Ghana reflects the fragmented nature of the planning process. Many sector plans are produced, but each department works in a silo with little integration or inter-departmental coordination. The capacity of local government staff also reflects the human resource needs of this planning process. That

is to say, local government staff are highly capable of producing a MTDP, but boxed in by the very confines of the MTDP process. There are no incentives to learn new skills and adopt new approaches to planning and managing cities.

The aim of this activity is to instill a new organizational culture based on accountability and new thinking about strategic city development in the context of the existing planning framework and bureaucracy that supports it by establishing a local government leadership training and capacity building programme to be anchored within a Ghanaian institution. Such a programme would include:

- Leadership, organizational management, team building & internal Communication
- Organizational culture – “Community as Client” /public service orientation and accountability
- Understanding urban growth & development
- Strategic Planning (City Development Strategies)
- Building partnerships
- Public communication
- Revenue mobilization
- Community participation and social accountability

2.2) Develop an institutional framework and coordinate a Metropolitan Development Strategy for the Greater Accra Metropolitan Area (GAMA) functional region

A fundamental feature of metropolitan Accra is the planning disconnect between the different municipal demarcations that collectively make up the GAMA functional region. The GAMA metropolitan region’s healthy future requires planning and action beyond municipal boundaries. Within the GAMA functional region, solutions to problems within one municipality are likely to be found in a neighbouring jurisdiction. The need to set an overarching framework that promotes integration and coordination across municipalities and functionally separate urban service silos has been established as a major need for rational planning for the future of the capital city metro area.

The aim of this activity is to create a partnership of municipalities and stakeholders of the metropolitan region to take a pro-active approach to regional growth and planning issues while recognizing the need for implementation at the local level. The objective of this partnership will be to develop a *strategic plan for managing change* in the urban region of Greater Accra. The emphasis will be on the strategic, rather than the statutory nature of metropolitan planning. A key component of the exercise will be visioning – establishing a consensus view of a desirable future for the metropolitan region and then planning to make that vision a reality. The metropolitan strategy would both draw on and inform the discreet municipal strategies in the interests of rationalising and crafting a coherent GAMA strategy to guide future development of the region.

2.3) Research and consultations on municipal services options for the urban poor

This activity aims to conduct research on water service levels and sanitation options (both liquid and solid waste management) with a view to developing a matrix of viable municipal service options for the GAMA functional region. The research and development of these options will be backed by a rigorous stakeholder consultation process that could include, for example, cross visits to countries where the various options under consideration have been employed. The objective of this research and consultation process is to help focus discussions on these critical infrastructure issues facing the metropolitan region, to develop a deep understanding of the costs and benefits of various alternatives and to build buy-in around the most viable solutions. This activity will be linked to the national Urban Platform (ref. Activity 3.3) and the GAMA regional strategy processes (ref. Activity 2.2). More immediately, it would also facilitate a Greater Accra Water and Sanitation investment programme presently under design by the World Bank.

3.5) Develop a “State of Ghanaian Cities Report”

The African Centre for Cities (ACC) has entered into a partnership with the Cities Alliance to catalyze and facilitate the development of national State of the Cities Reports (SoCRs) in Africa, using these products/processes as the basis to build urban knowledge and organisational capacity to respond effectively to the unique challenges and opportunities faced by African urban policy-makers, planners and development practitioners through creating access to a) international best practice, b) more detailed knowledge and information about their own national urban realities, and c) effective means to rapidly increase their skills and capabilities in urban management and delivery.

Ghana has been selected as part of the first round of countries to receive support from the ACC, the Cities Alliance and its members WBI and UN-HABITAT to develop a baseline SoCR. The baseline template will build upon the first SOCR produced by the South African Cities Network (SACN) as a model. It will be mainly descriptive, pulling together important information that presents a clear picture of the urban reality, in a way that policy makers can readily grasp. The report will include an analysis of the socio-economic conditions within cities, taking into account the patterns and trends relating to poverty, informality and inequality. An important compliment to the SACN template will include a strong focus on robust baseline descriptions of the state of urban economies including trends in gender disparities and the ability of urban centres to contribute to national development goals, requiring coverage of the size, structure and dynamics of urban economies. The report will also be a platform to explore themes such as municipal finances and urban land markets, and on existing urban planning legislation and capacity.

Objective 3: The Government of Ghana (national and sub national) in partnership with interested stakeholders develops effective and efficient inclusive urban development policies and strategies enabling the better management of future urban growth positively affecting the lives of 200,000 squatter and slum dweller households nationwide.

This component supports national level policy and practice knowledge management activities essential for the promotion of a pro-poor urban agenda. Five inter-related key activities combine to realize this objective:

3.1) Develop an Advocacy and Awareness Strategy

Over the decades, urban planning in Ghana has not effectively kept pace with urban migration resulting in settlements on lands (often marginal) that have not been formally planned for either housing or trade. A great deal of confusion exists regarding how best to rectify what is perceived to be informality in the settlement of land either for trade or resident purposes. A tendency exists that hopes to clean up and “decongest” the city through demolitions and forced removals. Three key international lessons come to bear. Firstly urbanisation is a global process that cannot be stopped through neither rural development initiatives or through any form of social control. Secondly forced removals simply displace the problem and inevitably lead to political instability. Thirdly no developed country achieved its development status without first urbanising; indeed a clear link exists between economic growth and urbanisation. The question is not whether urbanisation is good or bad but rather how a country manages the process.

In this context, the need for a strong emphasis on advocacy and awareness-raising around urban issues in Ghana is clear. This activity endeavours to build the political commitment to both manage urbanisation and to promote an active urban citizenry premised on *inclusivity*. Inclusive cities promote growth with equity. All residents of an inclusive city, regardless of economic status, gender, race, ethnicity or religion, are enabled and empowered to fully participate in the social, economic and political opportunities that the city offers.

Two main themes will be covered: (i) inclusivity as a city principle and (ii) cities as engines of economic growth, through a talk radio program and print magazine, complemented through exposure visits by influential thought leaders and local media sensitization.

3.2) Provide institutional support to a dedicated national government agency to effectively drive the national urban agenda

Presently, at least 50 percent of Ghanaians live in urban areas. Within Ghana the responsibility for promoting the national urban agenda rests within a small Urban Development Unit (UDU) located within the Ministry of Local Government and Rural Development. This situation places the urban agenda within a Ministry whose focus is

local government generally, rather than on urban districts specifically, and thus the urban agenda is never clearly and effectively articulated and championed. It is important that an institutional home with greater political influence and stature be established.

This activity would focus on the UDU with the objective of substantially increasing its institutional capacity and elevating its political status. It will begin with an organizational development review and capacity needs assessment of the UDU, which will form the basis of a plan to develop the UDU capacity to meet the demands of driving the urban agenda in Ghana. To deal with capacity constraints of the UDU in the short-term, a mentoring programme will be initiated, which supports recent graduates in urban planning and development and related disciplines to work in the UDU for a two-year period under the guidance of a dedicated senior mentor.

3.3) Support the National Ghana Urban Platform

A key inhibitor to effective policy formation is the lack of a robust, internal country debate regarding urban issues and, most significantly, how urbanization will gradually change the social and economic fabric of the country. In Ghana, a nascent National Urban Platform has been established with the support of CHF International and GTZ, which is intended to address this problem.

The objective of this activity is to provide support to continue, augment and ultimately institutionalize the Urban Platform so that inputs from communities and local authorities are systematically fed into the on-going process of formulating a national urban policy. It will seek to ensure that the evolving national urban policy includes an explicit strategy for urban poverty reduction. The Platform will also be the vehicle by which the critical issues around urban land (ref. Activity 1.5) and municipal infrastructure options (ref. Activity 2.2) will be debated and discussed with a view to agreeing among stakeholders on viable solutions and a way forward.

3.4) Commission research into defined urban issues identified at the National Urban Platform

Many of the problems facing municipal government and urban communities result from outdated planning and management systems. In many respects town planning is in crisis in developing countries, with many outdated, post-colonial approaches still in evidence. The traditional procedures that make fully serviced land available for township development are often extremely cumbersome, inappropriate and slow, stipulating standards that are neither realistic nor affordable, and do not help cities and countries to adequately respond to the scale and speed of urbanization. This has meant that most new settlement happens completely outside the formal planning process, even though planning should have a fundamental role to play in the future shape of cities. Focal group discussions reveal specific gender and youth social issues that characterise slum living that require specific planning and urban management responses.

This activity seeks to respond to the need to undertake detailed research into key constraints and to develop policy for political consideration. The activity makes monies available to finance coherent research on issues that have been identified at the National Urban Platform. Indeed, this programme has identified a key role for national universities, which can not only provide direct services to local governments, but also contribute to the national urban debate referred to in Activity 3.3.

C. PARTNER ROLES

The implementation and institutional arrangements aim to ensure:

- Maximum national and local ownership
- Project implementation through stakeholder partnerships
- Alignment of project implementation with national, municipal and community structures such that they operate as an integrated whole
- Alignment of the LSC programme with existing institutional strengths and help fill any gaps
- Identification of the best institutional arrangements for efficiency and effectiveness

The LSC programme will be implemented over a period of three years. LSC will operate on a partnership basis that, in the first instance, brings together the following partners:

Ghanaian partners: National Government (MoLGRD); Institute of Local Government Studies (ILGS); Metropolitan/Municipal Assemblies; Organised slum communities in partnership with People’s Dialogue; and National Universities.

Cities Alliance members: AFD, GIZ, Habitat for Humanity International, Slum Dwellers International, UN-HABITAT and World Bank.

International partners: Energy Sector Management Assistance Programme (ESMAP); CHF International; and Millennium Cities Initiative of the Earth Institute.

1. Key Partners

Cities Alliance

The Cities Alliance will play a catalytic role, linking Ghana to international experience and Cities Alliance membership, as well as facilitating potential South-South cooperation and knowledge exchange. Cities Alliance is responsible for reporting back to the donors and will conduct supervision missions and receive reports from the implementing partners for review. CA will also together with the partners document the process and lessons learned.

GIZ

GIZ will play the role of the lead Cities Alliance member in the LSC programme. GIZ through its Support to Decentralization Reform program has been working with various stakeholders in the urban sector for a number of years, including the Urban Development Unit and the Institute for Local Government Studies. GIZ most recently supported the drafting of a National Urban Policy by the MoLGRD. Activities GIZ will implement under the LSC programme will be an extension and augmentation of this groundwork. Specifically, GIZ will be responsible for providing support to the Urban Development Unit to increase its capacity to drive a national urban agenda centered on inclusive, sustainable cities, including institutionalizing the Ghana Urban Platform as a regular mechanism for national level dialogue on urban issues. In addition, GIZ will play the role of Secretariat of a Steering and Advisory Committee for the LSC programme to be convened by the MoLGRD with the tasks of:

- Oversight, monitoring and evaluation (quality assurance)
- Ensure inter-connectivity, extension and coherence
- Kick start the programme
- Reporting (impacts, outputs) to CA Secretariat and other programme stakeholders
- Provide advice on strategic direction

Ministry of Local Government and Rural Development (MoLGRD)

Urban governance falls within the mandate of the Ministry of Local Government and Rural Development (MoLGRD). The rapid growth of urban areas has forced the ministry to recognise the importance of the urban sphere as having a discreet agenda and needs. Within this context an Urban Development Unit (UDU) has been established within the Ministry, but the Unit has severe capacity constraints and a muddled mandate. Rather than receiving grant funds directly, the UDU will partner with GIZ to deliver on a set of jointly defined activities aimed at clarifying its mandate and building its capacity to effectively champion Ghana's urban agenda.

MoLGRD will also chair the Steering and Advisory Committee for the LSC programme with the tasks of:

- Oversight, monitoring and evaluation (quality assurance)
- Ensure inter-connectivity, extension and coherence
- Kick start the programme
- Reporting (impacts, outputs) to CA Secretariat and other programme stakeholders
- Provide advice on strategic direction

Institute of Local Government Studies

The Institute of Local Government Studies (ILGS) is a public management development institution established under an Act of Parliament, 647 of 2003. The Institute was commissioned in 1999 as a project of the MoLGRD as part of efforts by the Government of Ghana to equip the local government system to play a pivotal role in development and poverty

reduction. Given its mandate, track record of excellence in effectively delivering local government training, and its increasing focus and developing expertise on urban local government issues in particular, ILGS was a clear choice to develop and implement a training and capacity building programme for urban local governments. With Cities Alliance funds, this programme will target the eight municipalities of Greater Accra. Through the Urban BackUp Initiative of Germany, ILGS will expand the program to 10 secondary cities. Both grants will also provide support to increase the capacity of ILGS itself to become a center of excellence on urban local governance, thereby leaving behind a sustainable track within the curriculum of the Institute that can effectively address the particular needs and demands faced by urban local governments. ILGS will report directly to the Cities Alliance and to GIZ on the individual grants, and participate actively in the Steering and Advisory Committee.

Metropolitan and Municipal Assemblies of GAMA and selected secondary cities

Though not direct grant recipients in the first instance, the eight district (metropolitan and municipal) assemblies that make up Greater Accra, will become key players in the LSC programme. It is at the municipality level where slum dwellers engage with government on a daily basis. There can be no meaningful impact on the lives of slum dwellers without the active involvement of municipal government. In effect the municipality is the key partner of the community in the pursuit of public community partnerships to resolve problems and unleash creative energy. It will therefore be the responsibility of the local governments to actively participate in the training and capacity building programme of ILGS and to gain a deeper understanding of what it means to lead a city towards a strategic vision and how to build partnerships with various stakeholders, especially urban poor communities to develop their cities. The local governments will need to apply what they have learned in the context of a metropolitan-wide strategic development plan, which will be supported in a subsequent phase of the LSC programme.

Communities mobilized and empowered through Slum Dwellers International (SDI)

Central to the LSC programme is that slum dwellers are a significant part of the solution to long-term incremental upgrading of slum areas. It is the partnership between slum dwellers and local and national government that will go a long way in ensuring success in long-term incremental upgrading of slum areas. In order to enable the effective partnering of slum dwellers it is important that they are mobilised and empowered. SDI is a transnational network of slum dweller organisations united at city and national level to form federations of the urban poor. SDI uses exchanges, saving schemes and enumerations as mobilising and developmental tools, creating accountability, self-reliance and financial and human resource management skills amongst the urban poor. SDI will be the partner mobilising the urban poor through the methodology of learning by doing. SDI works under an independent grant agreement with CA and reports directly to CA with copy to the municipalities of GAMA and the MLGRD. SDI will work closely with Local Government staff to ensure coordination and cooperation on the ground.

Slum Dwellers International (SDI) has intensive networks both in the East African region and internationally. Through their active federations and affiliate NGO Peoples Dialogue, they have

experience working in Ghana since 2003. SDI brings to the programme; i) the organisation's grassroots understanding of slum communities ii) the established and growing international network iii) Expertise and experience in mobilising slum dwellers as active citizens.

As the key mobilising partner, Slum Dwellers International will perform the following roles:

- Develop institutional capacity at the municipal level to support slum dweller federations.
- Support slum dwellers to engage with integrated local development planning processes
- Link international experience to the local context
- Identify lessons learned and link to national urban development forum

2. Support Partners

National Universities

In support of the objective of supporting and building local capacities, the universities, including University of Ghana, Legon and Kwame Nkrumah University of Science and Technology, will actively engage with the development of the State of the Cities Report. They will be involved in defining the key challenges that will inform the themes of the Report and determining the indicators and data required. Both students and educators will participate in data gathering and verification exercises. The universities will also link in to the National Urban Platform and play a significant role in the participatory research commissioned by the forum.

3. Aligned Partners⁴

A major indicator of success of the initiative is the degree to which other development partners find an institutional framework onto which they can link their initiatives and which simultaneously promote the broader project objectives. The Strategy for Transforming Urban Settlements cannot become a closed shop of actors; rather, the initiative should be a catalyst to promote broad-based urban programming. In this way the strategy is as much about how business is done as about the business itself.

In this spirit, any organisation that has a programme that could be strengthened through a structured dialogue at both the national and sub-national level would be welcome to link their initiative to the institutional systems created in terms of the good governance objectives of the strategy.

World Bank

The World Bank is developing a significant investment to expand access to water and sanitation to under-served areas of Greater Accra, which is aligned to the institutional framework of the LSC programme. The LSC programme will ensure that mobilized urban poor communities meaningfully participate in the project design with their local governments, service providers and the World Bank, that alternative, sustainable solutions from international experience are

⁴ In support of the principles of investment and skills alignment, an aligned partner is an agency that actively supports LSC principles and objectives, but manages its programme independently.

explored, and that these investments take place within the framework of a metropolitan-wide strategic plan. In addition, the World Bank is investing in a Local Government Capacity Support project to improve the fiscal transfer environment for urban local governments and to build their capacity in procurement and financial management, which is highly complementary to the strategic leadership training under the LSC programme.

AFD

AFD's Ghana Urban Management Pilot Project (GUMPP) is providing technical assistance and financing to four secondary cities to develop and implement priority investment plans. Three of the four cities will benefit from the municipal training and capacity building programme of ILGS (funded by Urban Back Up). Moreover, the national urban platform will allow for the experience and lessons to be shared widely.

UN-HABITAT

UN-HABITAT has several initiatives in Ghana that align with the LSC programme, including support to the Ministry of Water Resources, Works and Housing to develop a housing policy and a Housing Sector Profile Study, a participatory slum upgrading initiative in the slum community of Ga Mashie in Accra, and the Slum Upgrading Facility which has established two local finance facilities that have provided finance to communities for housing and market stalls. The LSC programme will provide a supportive institutional framework that enables these important initiatives to link to national urban policy debate and metropolitan-wide strategic planning in Accra.

Habitat for Humanity

Habitat for Humanity will engage with the institutional framework developed under the LSC programme to support slum dwellers to improve their housing. They will bring into the LSC programme their local and international knowledge pertaining to incremental housing construction and finance, and will be developing a proposal and business plan for operating housing resource centers in slum areas in partnership with SDI.

Cooperative Housing Foundation International (CHF)

Through funding from the Bill & Melinda Gates Foundation, CHF is working with local organizations to improve access to credit and improve housing conditions for residents of nine targeted slums in Accra and Sekondi-Takoradi. CHF also initiated the Ghana Urban Platform in partnership with ILGS and GIZ. Given the synergies with the LSC programme and CHF's visibility and reputation in the urban sector, CHF has become a partner to the programme, participating in strategic discussions and enabling alignment with their activities.

Millennium Cities Initiative, Earth Institute

As a Millennium City, Accra Metropolitan Assembly (AMA) is receiving technical advice from faculty and students through the Earth Institute at Columbia University, in a number of topics, including solid waste management and upgrading of selected slum areas. These efforts will be linked into the LSC programme through the National Urban Platform, as well as efforts to develop a metropolitan-wide strategic plan that includes AMA.

Energy Sector Management Assistance Program (ESMAP)

ESMAP is conducting in partnership with KNUST a scoping study on energy use and access with clear policy recommendations. The results of this local level scoping and research will be disseminated through the national platform.

D. INDICATIVE BUDGET

Activity	Responsible Agency	Cities Alliance Budget
1.1 Develop slum typology and community profiles	People's Dialogue	\$ 280,000
1.2 Increase community capacity to engage	People's Dialogue	\$ 225,000
1.3 Local dialogue/community participation mechanisms	TBD	\$ 100,000
1.4 Design and capitalise community upgrading fund	People's Dialogue	\$ 1,170,000
2.1 Develop and implement municipal training program	ILGS	\$ 400,000
South-South exchanges in support of training program	GIZ	\$ 150,000
2.2 Research and consultations on municipal service options	World Bank	\$ 200,000
2.3 GAMA-wide Settlement Strategy	TBD	\$ 500,000
2.4 Develop "State of Ghanaian Cities Report"	African Centre for Cities	\$ 250,000
3.1 Develop and implement advocacy and awareness strategy	TBD	\$ 200,000
3.2 Provide institutional support to UDU	GIZ	\$ 250,000
3.3 Support to National Urban Platform	GIZ	\$ 220,000
3.4 Commission research into defined urban issues	GIZ	\$ 100,000
Programme Steering Committee	GIZ	\$ 20,000
Total		\$ 4,065,000