GHANA NATIONAL URBAN POLICY (2012):

EXERCISE FIT FOR A PURPOSE OR ANOTHER POLICY DOCUMENT ON THE SHELF?

Nicholas Awortwi, 14-18 Nov 2015 Incheon Metropolitan City
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INTRODUCTION

• For many years governments of Ghana have focused on rural development and maintained a ministry for it.

• Isolated statements on urban issues in national development plans.

• Urban sector programmes in the form of discrete projects. Since 1990 World Bank has supported many urban projects (Urban I-V).

• Responsibility for urban development spread among several Ministries, Departments, Agencies and LGs (Metropolitan, Municipal and Districts governments).

• March 28 2013: First time in the history of Ghana a NUP was launched by the President to intervene in the urban sector (cities and towns).
2. TRIGGERS OF THE NUP?

1. Court eviction order of the biggest slum in Accra referred to as "Sodom and Gomorrah" (home to around 80,000 people).
COURT ORDER TO DEMOLISH THE LARGEST SLUM IN ACCRA
2. World Bank supported urban projects since 1992-2010 (urban I-Urban VI) without clear urban policy.

3. Municipal Finance Initiatives to enable metropolitan & municipal governments borrow and issue bonds to finance infrastructure.

4. Support to promote participatory urban governance in the of Decentralisation.

5. Role played by a dynamic individual & a small group of technocrats

6. Donor support to the champions. GIZ provided funds to develop the policy documents
7. In 2009 Ghana’s urbanization reached a threshold. For the first time more than 50% lived in the cities.

Population growth rate 2.2%

Urbanisation growth 3.5%

# urban localities rose from 203 in 1984 and 364 in 2000.
MAJOR URBAN AREAS

34% of the urban population live in the 5 largest cities

- Accra
- Kumasi
- S’DI/TDI
- Tamale
- TMA
3. NUP FORMULATION PROCESS

Preparation started in March 2009 through sets of activities that included:

1. Situation analysis and framework of urban dev and management.
2. Series of stakeholder consultations.
3. Draft policy proposal prepared on the bases of the situation analysis & stakeholder consultations.
4. Draft policy reviewed by a multidisciplinary group of technical experts.
5. Draft policy went through Strategic Environmental Assessment
6. Stakeholders' consultation workshops in 10 regions of Ghana
7. A final Draft Policy Framework and Action Plan prepared
4. GUIDING PRINCIPLES OF THE NUP

1. Promoting Urban Centres as Engines of Growth

2. Promoting Development through an Integrated Settlement System

3. Facilitating Socio-Economic Development of Rural and Lagging Regions


5. Enhancing Participatory and Accountable Urban Governance

6. Employing Information, Education and Communication (IEC) Strategy

7. Emphasizing the Roles of Central and Local Governments
GOAL OF THE NUP

• To promote a sustainable, spatially integrated and orderly development of urban settlements with adequate housing, infrastructure and services, efficient institutions, and a sound living and working environment for all people to support the rapid socio-economic development of Ghana.

• The Goal of the NUP within the national vision?
  ○ Poverty alleviation in the shortest possible time through structural transformation of the economy, and to attain a middle-income status.
<table>
<thead>
<tr>
<th>OBJECTIVES</th>
<th>#INITIATIVES</th>
<th>#ACTIVITIES (2012-17)</th>
<th>DEGREE OF IMPLEMENTATION</th>
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<tbody>
<tr>
<td>1. Facilitate balanced redistribution of urban population.</td>
<td>3</td>
<td>17</td>
<td>?</td>
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<td>2. Promote spatially integrated hierarchy of urban centres</td>
<td>4</td>
<td>17</td>
<td>?</td>
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<tr>
<td>3. Promote urban economic development</td>
<td>8</td>
<td>31</td>
<td>?</td>
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<tr>
<td>4. Improve envt. quality of urban life</td>
<td>12</td>
<td>51</td>
<td>?</td>
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<td>5. Ensure effective planning and management of urban growth</td>
<td>4</td>
<td>18</td>
<td>?</td>
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<tr>
<td>6. Ensure efficient urban infra &amp; ser delivery.</td>
<td>8</td>
<td>27</td>
<td>?</td>
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<tr>
<td>7. Improve access to adequate and affordable low-income housing</td>
<td>5</td>
<td>19</td>
<td>?</td>
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# Action Plan: Objectives, Initiatives and Activities

<table>
<thead>
<tr>
<th>OBJECTIVES</th>
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<tr>
<td>8. Promote urban safety and Security.</td>
<td>7</td>
<td>21</td>
<td>?</td>
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<td>9. Strengthen urban governance.</td>
<td>8</td>
<td>27</td>
<td>?</td>
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<td>10. Promote climate change adaptation and mitigation</td>
<td>8</td>
<td>17</td>
<td>?</td>
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<tr>
<td>11. Strengthen applied research in urban and regional development.</td>
<td>4</td>
<td>8</td>
<td>?</td>
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<tr>
<td>12. Expand sources of funding for urban dev and strengthen urban financial management.</td>
<td>6</td>
<td>24</td>
<td>?</td>
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<tr>
<td><strong>Total 12</strong></td>
<td><strong>77</strong></td>
<td><strong>277</strong></td>
<td>?</td>
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GAPS IN THE DEVELOPMENT OF NUP

• The situation analysis identified 14 urban problems/challenges, not a single potential/advantage was identified!
  - Overconcentration of growth and development in a few cities
  - A weak urban economy; Land-use disorder and uncontrolled urban sprawl
  - Increasing environmental deterioration
  - Inadequate urban infrastructure and services
  - Increasing Urban Insecurity; Urban Poverty, Slums and Squatter Settlements
  - Weak Urban Governance and Institutional Coordination
  - Weak Information, Education and Communication Strategy
  - Inadequate Urban Investment and Financing
  - Weak Urban Transportation Planning and Traffic Management
  - Delimitation of Urban Areas of Jurisdiction, and Lack of Integrated Planning Across
  - Weak Rural-Urban Linkages; Limited Data and Information on Urban Centres

• Urbanization seen as challenges to manage not as opportunities to tap.

• Use of PEA for situational analysis would have been useful in identifying key actors, institution and interest groups, their power, motivation, and capacity to influence implementation of the NUP
IMPLEMENTATION CHALLENGES

• 3 years after development of the plan:
  o M&E framework to track benchmarks is yet to be developed
  o Investment plan yet to be developed. No specific financial resources earmarked for implementation of the action plan.
  o Inter-ministerial body to operate as cabinet sub-committee to oversee the coordination, monitoring and review of NUP yet to take place. Currently the policy is being coordinated by MLG&RD under the department of urban development unit

• Marketing of the policy to the private sector is weak. Implementation of activities is loaded with state bureaucracies. only 23/277 (8%) are earmarked for the private sector

• Lack of prioritization among the initiatives.
• NUP too generic (typical textbook urban issues)
IMPLEMENTATION CHALLENGES

• NUP has no legal backing. In a politically divided country like Ghana, a change of government means ‘end of the policy.

• Growing middle class and elites are totally disengaged in the policy space as far as local governance issues are concerned because they see municipal governments as offering nothing to them.

• Discussions on the best institutional modality to promote urban governance failed to discuss the ‘elephant in the room’ (Ghana’s ineffective decentralization and apolitical LG system; and land ownership

• The Dept of urban planning at the ministry of LG and Rural Development is labouring to reconcile their portfolio of rural development with implementation of urban policy.

• Sensitization of the policy has not gone far enough. Only a few people know the existence of the policy.

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IMPACT OF THE NUP?

• Pockets of projects are being implemented but they are only tangential to the NUP. One cannot attribute them to the policy:
  - Street naming country wide (every LG is doing it)
  - Development of shopping malls (foreign direct investment for the rising middle class)
  - Gated communities for rising middle class
  - Citizens’ watchdog committees in affluent communities

• But on its own, the NUP has had no impact because it has not been implemented as stated in the action plan document
OVERALL ASSESSMENT OF THE POLICY

• Well intention document developed by a few technocrats (CHAMPIONS) and their network but the capacity of this few people to carry the plan through without serious political support and commitment of resources to implement it.

• At the moment it adds to the existing number of well thought out intentions that are not implemented.
LESSONS FOR HABITAT III

• Diagnostic Studies: Use of Political economy and negotiated political settlement analysis would be useful in identifying institutions, interest groups, and their power, motivation, and capacity to influence implementation of the NUP
  o Template for formulating NUP should think outside the box

• Focus on few and specific thematic areas to show results: Economy, Spatial & Envt, Infrastructure and Institutional Governance

• Politics matter and should not be swept under the carpet for technocratic approach (champions must have political

• Revisit decentralisation issues and tailor made it for NUP

• Support advocacy for legal backing of urban policy?

• Clear differentiation of policies for metropolitan & other urban areas because metropolitan goes beyond urban
BUILDING COALITION OF NATIONAL URBAN POLICY COMM

**BUSINESS CASE**
- Syntheses of Evidence of success of UP

**POLITICAL ECO. ANALYSIS**
- Interest
- Power
- Motivation
- Capacity to influence

**CAPACITY ENHANCEMENT PROGRAM**

**OUTCOME**
- NUP & ACTION PLAN
- INVESTMENT PLAN

**Negotiated Political Settlement of Draft NUP**

**Communication**
- Policy Discussions
- Meetings
- Forums
- Advocacy

**Ministries, UN-HABITAT, Urban Govt. Pol. Parties Researchers, Media, Policy makers, CBOs, Universities, Think Tanks, NGOs, Individuals**

**Policy Influencers/CHAMPIONS**

Short route

Long route
THANK YOU