

Evaluation Summary

Ghana Urban Management Pilot Programme (GUMPP) 2012-2021

Country: **Ghana**

Sector: **Urban Development & Decentralisation**

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Date of the evaluation: **May to November 2023**

Key data on AFD's support

Project numbers: CGH1089

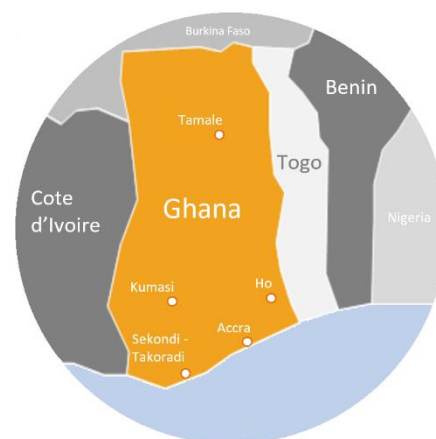
Amount: 44.5 M€

Disbursement rate: 98%

Signature of financing agreement: 16th of July 2011

Completion date: 31st October 2021

Total duration: 10 years & 3 months



Context

A significant shift in the demography of Ghana over the last few decades had been observed from largely rural to urban, with growing and developing secondary cities.

The Ministry of Local Government, Decentralisation and Rural Development (MLGDRD) initiated the Ghana Urban Management Pilot Programme (GUMPP) in 2012 in four selected secondary cities to promote a comprehensive city-wide answer to urban issues (lack of infrastructure, inefficient spatial planning policy, and inadequate urban basic services). The programme was designed for an initial period of four years starting from 2012 but was extended at various times, until October 2021.

The four selected cities were Kumasi (Ashanti Region), Sekondi-Takoradi (Western Region), Tamale (Northern Region) and Ho (Volta Region).

Actors and operating method

The project implementers (MLGDRG, Metropolitan assemblies) were also beneficiaries of the GUMPP.

Each of the Assemblies set up a GUMPP Support Unit (GSU) to provide technical support and facilitate the implementation of the Programme. The Ministry exercised oversight through a Steering Committee and a GUMPP Secretariat based in Accra.

Projects were selected by the municipalities through a consultative process, on the basis of local Medium-Term Development plans and local demand. The Technical Assistance and the firms in charge of feasibility studies & detailed design were selected at the beginning of the project.

The Technical Assistance was in charge of supporting the GUMPP Secretariat and GSU, project management at municipality level and training municipalities staffs.

Objectives

The general purpose of the project is to improve living conditions in secondary cities through a policy of developing urban infrastructure in municipalities committed to improving their management.

Expected outputs

- **Physical investments (hardware):** a pipeline of facilities was identified by each city in the GUMPP preparation phase, majority of them being in the following areas: market development, bus and lorry parks, solid waste management and treatment, roads development, community upgrading and drains construction.
- **Support measures (software):** tailored capacity building and services were outsourced to TA company and other consultants. They were intended to (i) improve institutional and financial management; (ii) improve planning, programming and management of infrastructure development. These activities included spatial planning, enhancement of MMA's local taxes mobilisation allowing an improvement in investment capacities.
- **Operation and maintenance:** operation and maintenance plans and procedures were established within the Programme's duration, intended at institutionalising best practices.

Performance assessment

Overall Assessment of the GUMPP

- The GUMPP fulfilled most of its objectives as a pilot project. In considering the investment of 40 M€ and the numerous/various facilities designed and implemented, the results are very satisfactory.

Relevance

- All the projects have been identified through a participative approach at municipality level but sometimes with insufficient global perspective (ex: lack of understanding of comprehensive solid waste management, some specificities of markets). The specifications were defined through a sound process of feasibility studies.
- The scope of work of Technical Assistance was well defined from the beginning and the TA team was well dimensioned.

Coherence

- The projects and the final results are in line with AFD's regional strategy and AFD's strategy for urban development in secondary cities.
- GUMPP has been followed by other secondary cities programme developed in Ghana (GIZ and WB).

Efficiency and effectiveness

- The program, initially scheduled to be completed in 5 years was fully implemented on a ten years period.
- GUMPP reached a 90% achievement of its objectives and deliverables
- Full completion of the construction phase in due time for most of projects through 53 contracts implementation.
- Nearly 76% (42 months) of the initial GUMPP 5-year period was committed to engagement and setting up of TA, selecting detailed design contractors and procuring of contractors for the various investments.
- Over concentration of project duration on procurement without adequate time for construction phase (12 months only), as well as for support measures to ensure operation and maintenance system functions and set-up a GUMPP impact appraisal data base.

Impacts

- The impacts tracking was not insured properly through a follow up of relevant parameters. It should be improved in the future.
- Associations of market women in all municipalities expressed their satisfaction with better revenues.
- Furthermore, focus groups of garages owners, associations of butchers in Tamale, neighbours of drains in Tamale, stakeholders of solid waste dumping side owners & pickers in Takoradi expressed the relevance of the projects.

Sustainability

- GUMPP allowed an improvement of financial sustainability of municipalities, through an increase by 20-30% of their land revenues in relation to a better street numbering and relevant property valuation and other services revenues (markets revenues).

Added value of AFD's contribution

- GUMPP is characterised by the promotion of a comprehensive city-wide approach to urban issues (low infrastructure, lack of spatial planning and inadequate service delivery in the urban areas).
- GUMPP Pilot approach allowed the MLGDRD to develop project management methods, insured a good project implementation, train the municipality technical staff in urban planning, internal revenues improvement.

Conclusions and lessons learnt

In conclusion

GUMPP, as a pilot program, has made it possible to test and define a relevant management (project manual), to train municipalities' staff and implement defined facilities.

Lessons learnt

- Good participatory approach for the technical definition (or design) of the project.
- Need to reduce technical risks by using feasibility studies: Design and construction specifications of some infrastructures have not been detailed enough. Some more time and effort should be allocated to preliminary studies & design/ construction specifications.
- Operation and Maintenance needs & tasks should be defined clearly and early in the process when considering PPP options for O&M expenses. An up-stream analysis of tasks allocation should be engaged & contract drafting with all necessary articles. Discussions with communities should allow better PPP+C contracts definition.
- Establish cooperation with newly created municipality to ensure the sustainability of the equipment: After the last elections, a new set of municipalities had been created leading to transfer of equipment developed by the 4 selected secondary cities (markets, abattoirs, social center...). Confronted with these transfers, neighborhood municipalities settled on the same perimeter with the same concerns/issues might organize joint committees or steering committees. This could be a 1st step of a more structured organization such as inter-communality bodies like in some countries.
- Projects Monitoring & Evaluation. Strengthening quantitative data to appraise project impacts: it is crucial to develop accessible and relevant indicators in order to assess the evaluation and the impacts.
- Keeping an institutional memory within the cities by establishing a good documentation and records of the projects to ensure a continuity even if the staff is transferred / retired. Need to gather the training modules (in cloud or other e-storage) and to organize regular "Train the Trainees sessions".
- Way forward through dissemination methods and upgrading projects. Reconstitution of previous GUMPP teams (if possible) to disseminate methods in other secondary cities with GUMPP extended support (Technical assistance and Capacity Building).