

Country Name	The Project for the Study on Comprehensive Urban Development Plan for Greater Kumasi
Republic of Ghana	

I. Project Outline

Background	<p>Kumasi is the capital city of Ashanti Region and the Kumasi Metropolitan Area is the 2nd largest city in Ghana. Kumasi has played not only a key role in the regional economy as a center of agriculture, agro-processing, timber and mining but also a role of transport and logistics center in the international distribution networks connecting the surrounding landlocked countries, such as Burkina Faso, Mali and Niger. On the other hand, the rapid population growth in Kumasi and surrounding areas brought about deterioration of the urban environment such as serious congestions in the central area in Kumasi, urban sprawl, and shortage of public service. The population of Kumasi City increased from 1.17 million in 2000 to 1.91 million in 2009 and the Greater Kumasi covering the Kumasi City and the six surrounding districts had the estimated population of 2.46 million in 2010. Therefore, the urban infrastructure development, including road networks, water supply and sanitation system as well as water management system, became an urgent issue. Under those situation, the Government of Ghana requested to the Government of Japan to cooperate the preparation of mid and long term comprehensive strategic plan as well as sectoral development plans.</p>										
Objectives of the Project	<p>Through preparing a development strategy and spatial planning for the Greater Kumasi by 2025 as well as land use plan and sectoral plans, selection of priority projects and preparation of outlined project implementation plans and capacity development of the Town and Country Planning Department (TCPD) on urban development planning, the project aimed at promotion of efficient and effective urban development in the Greater Kumasi for improvement of urban function, thereby contributing to improvement of accessibility and quality of public service and efficient and effective urban development of social infrastructure in the Greater Kumasi.</p> <ol style="list-style-type: none"> Expected Goals through the proposed plan¹: 1) Accessibility and quality of public service is improved based on the Master Plan prepared by the project. 2) Social infrastructure in the Greater Kumasi are developed efficiently and effectively based on the Master Plan prepared by the project. Expected utilization of the proposed plan by the project: 1) Efficient and effective urban development for better urban function is promoted in the Greater Kumasi by the comprehensive urban plan based on the new Land Use and Planning Law. 2) Through technical transfer to TCPD by the project, improvement of capacity for urban planning and implementation of urban development in the Greater Kumasi and autonomous management of TCPD are promoted. 										
Activities of the Project	<ol style="list-style-type: none"> Project site: Kumasi Metropolitan Assembly and 7 districts (Afigya-Kwabre, Kwabre East, Ejisu-Juaben Municipality, Bosomtwe, Atwima-Kwanwoma, Asokore Mampong (created in 2012) and Atwima-Nwabiagya) Main activities: 1) Analysis on development issues in the Greater Kumasi, 2) Preparation of future development vision and strategy for the Greater Kumasi, 3) Preparation of spatial plan, 4) Preparation of comprehensive master plan and sectoral plans, 5) Strategic environment assessment, 6) Outlined implementation plans for prioritized projects, 7) Preparation of capacity development plan for TCPD, etc. Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Ghana Side</td> </tr> <tr> <td>1) Mission members: 16 persons</td> <td>1) Staff allocated: 6</td> </tr> <tr> <td>2) Training in Japan: 53 persons</td> <td>2) Land and facility: Office space.</td> </tr> <tr> <td>3) Equipment: PC, Printer, Photocopier, Scanner, Router, UPS and other accessories.</td> <td></td> </tr> </table> 			Japanese Side	Ghana Side	1) Mission members: 16 persons	1) Staff allocated: 6	2) Training in Japan: 53 persons	2) Land and facility: Office space.	3) Equipment: PC, Printer, Photocopier, Scanner, Router, UPS and other accessories.	
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Project Period	December, 2011 to September, 2013	Project Cost	(ex-ante) 340 million yen, (actual) 310 million yen								
Implementing Agency	Town and Country Planning Department (TCPD which has been transformed to the Land Use and Spatial Planning and Authority (LUPSA) in 2016)), Ministry of Environment, Science and Technology (MESTI)										
Cooperation Agency in Japan	Oriental Consultants Co., Ltd., CTI Engineering International Co., Ltd., ALMEC Corporation										

II. Result of the Evaluation

1 Relevance
<p><Consistency with the Development Policy of Ghana at the Time of Ex-Ante Evaluation and Project Completion></p> <p>The project was consistent with Ghana's development policy of "the National Urban Policy" and "the National Urban Policy Action Plan" which was published in May 2012 as a five-year action plan to achieve 12 objectives, including to promote a spatially integrated hierarchy of urban centers, to ensure effective planning and management of urban growth and sprawl, and to ensure efficient urban infrastructure and service delivery at both the time of ex-ante evaluation and project completion. The project was also consistent with the subsisting medium term plan, the "Ghana Shared Growth and Development Agenda (GSGDA)" (2010 - 2013), especially Goals 3, 5 and</p>

¹ The degree of achievement of expected goals is not to be assessed in principle at the time of ex-post evaluation, since it is defined as the medium-to-long-term goals which will be attained as a result of crystallizing the proposed plan ("output" of the project).

6 which focused on agriculture modernization, infrastructure, human settlements development and human development as well as productivity respectively.

<Consistency with the Development Needs of Ghana at the Time of Ex-Ante Evaluation and Project Completion >

The project was consistent with the Ghana's development needs of effective administrative framework and urban plan at higher regional level than municipal level to provide comprehensive solutions of the urban problems, in particular in the Kumasi Metropolitan Area, which is the second largest city in the country, with the rapid economic and population growth causing the shortage of urban infrastructure and services at the time of ex-ante evaluation and there was no change in the development needs at the time of project completion.

<Consistency with Japan's ODA Policy at the Time of Ex-Ante Evaluation>

The project was consistent with "the Country Assistance Plan for Ghana" (2006), a Japan's ODA policy for Ghana, prioritizing 4 areas including capacity development of administration and institutional development, at the time of ex-ante evaluation.

<Evaluation Result>

In light of the above, the relevance of the project is high.

2 Effectiveness/Impact

<Status of Achievement for the Objectives at the Time of Project Completion>

The study on the comprehensive urban development plan for Greater Kumasi was completed by the project as planned. The final report of the study was composed of the following three main components as planned : i) Sub-regional strategies for socio-economic and spatial development in the Greater Kumasi Sub-Region and sub-regional strategies for infrastructure sectors; ii) Sub-regional Land Use Plan for the Greater Kumasi Sub-Region and infrastructure sector plans for the Greater Kumasi covering the sectors of Transportation, Water Resources, Water Supply, Liquid Waste Treatment, Solid Waste Management, Drainage, and Electricity; iii) Selection of priority projects and high priority projects for each sector and the Greater Kumasi Sub-Regional Spatial Development Framework (SDF) and the Greater Kumasi Conurbation Structure Plan as well as priority strategic program for urban and industrial development. In addition, the project developed a capacity development program for TCPD for spatial planning and implementation based on the institutional analysis of TCPD conducted by the project.

<Utilization Status of the Proposed Plan at the Time of Ex-post Evaluation>

The plans proposed by the project have been utilized for the implementation of the master plan prepared by the project to some extent. The priority projects proposed by the project (Indicator 1), the programs based on the infrastructure sector plans proposed by the project have been implemented for the Transportation Sector, the Water Supply Sector and the Solid Waste Management Sector but not implemented in the sectors of Liquid Waste Treatment/Drainage and Electricity because of lack of funds and it takes longer time to secure funding. For Water Resource Development, in addition to the lack of budget, issues of encroachers on the Owabi Dam catchment area constrained against implementation of the project. Five priority projects listed by the project have been under preparation at the time of the ex-post evaluation. Besides that, under the Land Administration Project II (LAP II) funded by the World Bank, the Ashanti Regional SDF was prepared by TCPD/LUSPA in collaboration with the Metropolitan Municipal District Assemblies (MMDAs) based on the proposed SDF by the project which was approved by the Ashanti Regional Coordinating Council (ARCC) in July 2017. In addition, at the municipal level, the Ejisu-Juaben Municipality has prepared a local plan for Asotwe community based on the implementation plan proposed by the project as well.

For Institutional development for the implementation of urban plan for the Greater Kumasi (Indicator 2), the TCPD Head Office has been transformed to LUSPA by the Land Use and Spatial Planning Act approved in 2016. The National Board of LUSPA was established and inaugurated in August, 2017 but the Regional and District level boards have not been established yet² as at the time of ex-post evaluation. The TCPD staffs with technical transfer by the project improved their capacity to prepare regional SDFs based on the SDF proposed by the project and to implement the programs based on the infrastructure sector plans proposed by the project.

<Status of Achievement for Expected Goals through the Proposed Plan at the Time of Ex-post Evaluation>

The Expected Goal 1 was not verified at the time of ex-post evaluation because of no survey or evaluation on improvement of accessibility to public services through implementation of the projects proposed by the project but the Expected Goal 2 has been achieved by the project completion. For the Expected Goal 2, 6 projects in the programs based on the infrastructure sector plans proposed by the project were completed by the time of ex-post evaluation and 7 projects have been under construction at the time of ex-post evaluation.

<Other Impact at the time of Ex-post Evaluation>

A positive impact by implementation of the projects proposed by the project has been observed at the time of ex-post evaluation. The disability friendly design was applied for the construction of the Eastern section of 2nd middle ring road (Anloga Junction to Asokwa interchange) under the transport infrastructure sector plan proposed by the project. No negative impact on natural environment was observed. Gender equality component was considered under each project while poverty reduction was the focus of each project. For example, some female workers were employed during the construction work of projects. Although resettlements were implemented for Asokwa and Sofoline interchanges projects, the people who had been affected by the resettlement were duly compensated.

<Evaluation Result>

In light of the above, through the project, the effectiveness/impact of the project is high.

² As at February 2018, when the evaluator met the Regional Director of LUSPA, the Ashanti Regional Spatial Committee (RSPC) was inaugurated in January while the District Spatial Planning Committee (DSPC) and Technical Sub-Committee were inaugurated in February 2018.

Status of Achievement of Utilization Status of the Proposed Plan and Expected Goals through the Proposed Plan

Aim	Indicators	Results
(Utilization Status of the Proposed Plan) 1. Efficient and effective urban development for better urban function is promoted in the Greater Kumasi by the comprehensive urban plan based on the new Land Use and Planning Law.	Indicator 1. Implementation of the master plan prepared by the project and the priority projects proposed by the project	Status of achievement: Partially achieved. (Ex-post Evaluation) - The programs based on the infrastructure sector plans proposed by the project, about 10 projects have been implemented for the Transportation Sector, Water Supply Sector and Solid Waste Management Sector but not for the sectors of Liquid Water Treatment, Drainage and Electricity. - For the Water Resource sector, the Regional Coordinating Council (RCC) in collaboration with the MMDAs has recently made efforts to stop encroachers on the Owabi Dam catchment area. At the time of ex-post evaluation, though no physical water infrastructure project was being undertaken due to lack of budget, the RCC made efforts to protect the water catchment area. - Five priority projects listed by the project were under preparation. - The Ashanti Regional SDF based on the SDF proposed by the project was prepared and approved by ARCC in July 2017.
2. Through technical transfer to TCPD by the project, improvement of capacity for urban planning and implementation of urban development in the Greater Kumasi and autonomous management of TCPD are promoted.	Indicator 2. Institutional development for implementation of urban plan for the Greater Kumasi as recommended.	Status of achievement: Achieved. (Ex-post Evaluation) - The TCPD head office has been transformed to LUSPA in 2016 and the National Board was inaugurated in August 2017 but the regional and district level offices have not been inaugurated yet. - Though, TCPD has an insufficient staff, they had capacity to prepare the Ashanti Regional SDFs and to implement the programs based on the infrastructure sector plans proposed by the project.
(Expected Goals through the Proposed Plan) (Not to be evaluation) 1. Accessibility and quality of public service is improved based on the Master Plan prepared by the project.	1. Improvement of accessibility to public services, such as mitigation of traffic congestions (reduction of transport time), increases in population with water supply, and so on	Status of achievement: Not verified. (Ex-post Evaluation) - No survey or evaluation on improvement of accessibility to public service at the time of ex-post evaluation.
2. Social infrastructure in the Greater Kumasi are developed efficiently and effectively based on the Master Plan prepared by the project.	2. The number of projects implemented among the ones proposed by the project.	Status of achievement: Achieved. (Ex-post Evaluation) The following projects have been implemented: - Transportation: 4 projects completed and 4 under preparation - Water Resource: 1 project completed. - Water Supply: 1 project completed and 2 under construction - Solid Waste Management: 1 project under construction

(Source) Field Interview Respondents from LUSPA

3 Efficiency

Although the outputs were produced as planned and the project cost was within the plan (ratio against the plan: 91%), the project period exceeded the plan (ratio against the plan: 110%). Therefore, the efficiency of the project is fair.

4 Sustainability

<Policy Aspect>

The Land Use and Spatial Planning Act, 2016, Act 925 was passed and assented to by the President in 2016. The National Board for LUSPA has been appointed and inaugurated on August 11, 2017. The succeeding legislative instrument (LI) is being reviewed by the Attorney General prior to being passed by the Parliament of Ghana. The implementation structure proposed by the Greater Kumasi Master Plan has been adopted by LUSPA Act especially the composition of membership at the Regional level. Also, in order to give a legal backing to the Greater Kumasi Master Plan, TCPD decided to prepare Ashanti Region SDF which is mandatory under the LUSPA Act.

<Institutional Aspect>

For the implementation of the SDF and the infrastructure sector plans proposed by the project, LUSPA is responsible for spatial plan, including preparation of land use plans and implementation. For the infrastructure sector plans, the Ministry of Roads and Highways together with its Agencies is responsible for development and maintenance of road infrastructure while the Ghana Water Company Limited develops and operates water supply facilities. MMDAs and the Ministry of Water and Sanitation are responsible for the liquid and solid waste management. For electric power facilities, Electricity Company of Ghana is responsible for development and operation of the Distribution facilities. Although each of the responsible ministry or government office has carried out their duty, a platform for coordination and information sharing for more effective and efficient implementation of the plans has not been functioning.

For implementation of spatial plans, LUSPA and MMDAs have not deployed sufficient number of staffs. LUSPA has currently assigned 18 staffs but 20 staff are required to conduct their work at the Head Office and the TCPD Ashanti Region has deployed 20 staff but the number of staffs has not been sufficient because one officer needs to cover more than 3 districts. For 8 MMDAs in Greater Kumasi, only 10 staffs have been deployed.

<Technical Aspect>

At the national level, LUSPA has sufficient capacity to prepare and implement regional SDFs. However, at the district level, almost all the TCPD District Officers have been transferred either within Greater Kumasi Area or outside while the development planning officers and other key staffs at MMDAs are newly assigned. Therefore, they do not have sufficient knowledge to implement the priority projects proposed by the project.

<Financial Aspect>

Although the approved budget for LUSPA increased from 6.64 million Ghana Cedi (GHC) in 2013 to 14.8 million GHC in 2017, the budget allocation for LUSPA has not been sufficient for the last 5 years from 2013 since the actual budget allocated to LUSPA has been only around half amount of the approved budget. Namely, the limited allocation of budget has constrained on implementation of the programs based on the infrastructure sector plans and the priority projects proposed by the project.

<Evaluation Result>

In light of the above, some problems have been observed in terms of the institutional, technical and financial aspects of the implementing agencies. Therefore, the sustainability of the effectiveness through the project is fair.

5 Summary of the Evaluation

In the project, the SDF and the infrastructure sector plans proposed by the project have been utilized through implementation of the programs based on the infrastructure plans proposed by the project. As for sustainability, LUSPA has sufficient capacity to prepare and implement regional SDFs. However, the implementation of the priority projects proposed by the project have been hampered because of the insufficient knowledge to implement the priority project at the TCPD district level and the MMDAs and the limited budget execution to implement the priority projects. As for efficiency, the project period exceeded the plan. Considering all of the above points, this project is evaluated to be satisfactory.

III. Recommendations & Lessons Learned

Recommendations for Implementing Agency:

1. The National Development Planning Commission (NDPC) and the Ministry of Local Government and Rural Development should instruct MMDAs from the area to prepare their medium-term and annual plans based on the Master Plan proposed by the project.
2. NDPC should include the Master plan as part of national document in their monitoring and evaluation (M & E) assessment.
3. The Regional Coordinating Council (RCC) should instruct participating MMDAs to use the Master Plan proposed by the project for their annual plans and medium term plans.
4. RCC leads the regional platform and ensure budget to be allocated for its activities
5. MMDAs ensure their budget to be prepared is based on the Master Plan proposed by the project.
6. TCPD/LUSPA ensure that all local plans are prepared based on the Master Plan proposed by the project.
7. TCPD/LUSPA take pragmatic steps in collaboration with other Ministries, Departments and Agencies (MDAs), MMDAs and RCC to ensure the right of way for the priority projects proposed by the project are secured.
8. The Ministry of Finance and the Ministry of Environment, Science and Technology should increase and improve budget allocation to LUSPA for them to carry out their mandate.
9. The Government of Ghana (National level) thus TCPD/LUSPA Head Office ensure the final report by the project to be accessible to all especially the MMDAs. MMDAs are encouraged to download the final report from TCPD website and host the copies on their websites.
10. The Ministry of Roads and Highways, Department of Urban Roads and MMDAs ensure that the right of way of road projects is secured immediately before sources of funding for construction are concluded.

Lessons Learned for JICA:

- The active involvement and participation of the counterpart staff was very good as it built the capacity of them to prepare the master plan. The counterpart staff attested that they were given immense opportunity to practice the preparation of the Master plan. They were also able to run some models in the Excel sheet which broaden their horizon. They utilized some of the skills during the preparation of the Ashanti Region SDF. Therefore, transfer of appropriate and necessary skills to the counterpart staffs through the active participation of the counterpart staffs is essential to ensure utilization of the Master Plan.
- Implementation of a pilot project in the master plan study or implementation of selected priority projects in the Master Plan on a pilot basis is important for attracting investors and other development partners.
- A concise summary report and audio or video versions of the Master Plan proposed by the project could attract policy makers, high-level officials and investors/development partners for funding



Construction of Regional Hospital, Sewua in the Bosomtwe District



Construction of Kejetia Terminal Complex, Kumasi



Asotwe Local Plan based on the Greater Kumasi Master Plan, Ejisu-Juaben Municipality



Asokwa Interchange linking the Middle Ring Road, Kumasi