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Method used: PIPA

WHAT IS PIPA AND WHY IS IT RELEVANT TO PATHWAYS?

Participatory Impact Pathways Analysis (PIPA) is a project planning tool that can be adapted to different contexts. PIPA supports building common ground and creating a shared vision. It is designed

to help the people involved in a project, program or organization make explicit how they see themselves achieving their goals and having impact. (For more details on PIPA see Douthwaite et al. (2009)).

We used PIPA for this workshop as a series of tools to co-develop research outputs and outcomes with relevant societal partners. It is a very hands-on and time-consuming process, requiring face to face interactions and it is great at building a relationship between participants that can lead to further (formal or informal) engagement over the course of the project.

PIPA is innovative in the way it focuses on engaging societal partners in a structured participatory process, that sees hands-on interactive activities as well as time for reflection and learning. PIPA begins with a participatory workshop where researchers and societal partners (decision makers and policy makers) make explicit their assumption of how their project will achieve an impact. Participants will design problem trees, carry out a visioning exercise, draw network maps and clarify their outputs and core topics in an action plan. The process leads to a reflection around which issue is to be addressed, who to involve, which actors need to change, what are those changes, and which strategies are needed to realise those changes. A further step would then be to reflect on how, by helping to achieve the expected outcomes, the project will impact on people's livelihoods. PIPA is actors-based, and it defines outcomes as changes in groups of people. Thinking about impact pathways encourages participants to reflect beyond the scope of the project and, in turn, work to establish the interpersonal and organizational links that will be needed for future, sustainable and longer-term impact.

Summary of Discussions

1. Session 1: starting point from the priorities identified at the May Accra meeting.

After introductions from Samuel Agyei-Mensah and Majid Ezzati on the context and need for this workshop and on Pathways' objectives, current status and composition, Camilla Audia presented some of the key priorities identified by some stakeholders in May 2019 at an earlier Pathways meeting. The context was different as it was a researchers' gathering to start off the project; a session with the stakeholders was carried out to inform the project's plans. In that instance, researchers were asked to listen carefully and attentively, and they weren't allowed to take notes to ensure maximum space for the policy makers to make their points, tell their stories and decide the flow and foci of the conversation.

Group 1 (May 2019 Meeting Identified Priorities)	Group 2 (May 2019 Meeting Identified Priorities)
Sanitation	Noise Pollution!
Housing	
Transport	
Resilient infrastructure	

HOUSING:

- Major challenge particularly with regards to drainage and subsequent flooding
- All the other issues are linked to housing deficit. The city is over-populated, and mobility is an issue combined with no affordable housing
- Needs to be regulated

- It cannot be solved by local assemblies/local government and could benefit from being opened to the private sector
- We need to put responsibility back to the government; citizens are often blamed for not following regulations, but they have no other choice.
- Informal settlements have no support from the government.

SANITATION:

- Main issue worsened by fiscal decentralization. One of AMA's biggest challenges is that they spend most of their money on waste collection rather than waste management.
- Slums are an issue and they highlight inequities especially when paired with empty housing units that the middle class cannot afford.
- Potentially a consequence of unregulated housing construction
- It is a city priority at the moment and a lot higher than housing on the city's agenda because the top government **can** give practical solutions to it, e.g. send engineers, regulate...
- The sewer system issue is a major one. It is an issue of sanitation and organization, but it's also lack of maintenance, old pipes and low pressure
- There is a mismatch between local planning being made for 20 years and equipment which lasts no longer than 6 years.
- Sewerage is a big issue but, in practice, city planners seem focused on addressing smaller, practical things instead of overall infrastructural resilience. This comes back to bite later down the line.

The discussion on sanitation led to a very rich debate around sanitation and housing as the city's top priorities. There was disagreement on the role of the private sector as well as on actual capacity of local government to tackle sanitation issues. The debate also mentioned issues around fiscal decentralization, corruption, political will and upcoming elections. An interesting point was made particularly around sanitation being seemingly easier to tackle with practical solutions, such as replacing pipes, but ultimately being left back for similar reasons, as more important and complex things seem to take priority.

TRANSPORT

- Urban livability highly affected by the commute to the CBD for those who cannot afford to live near their place of work.

NOISE POLLUTION

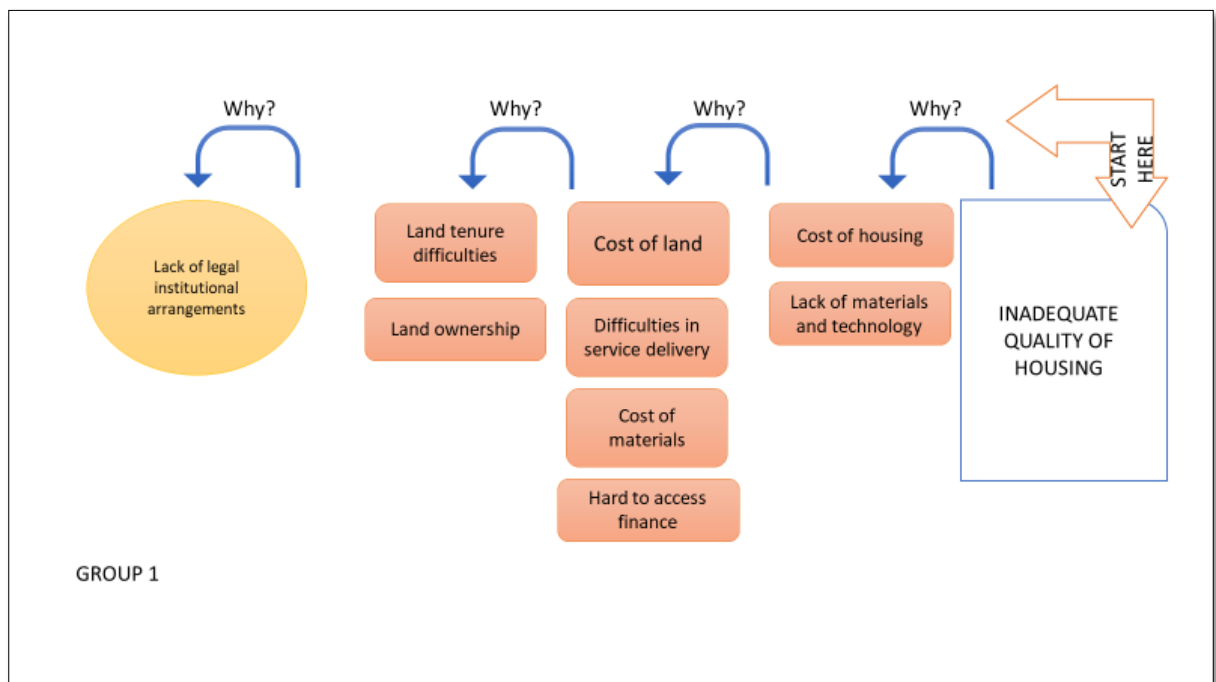
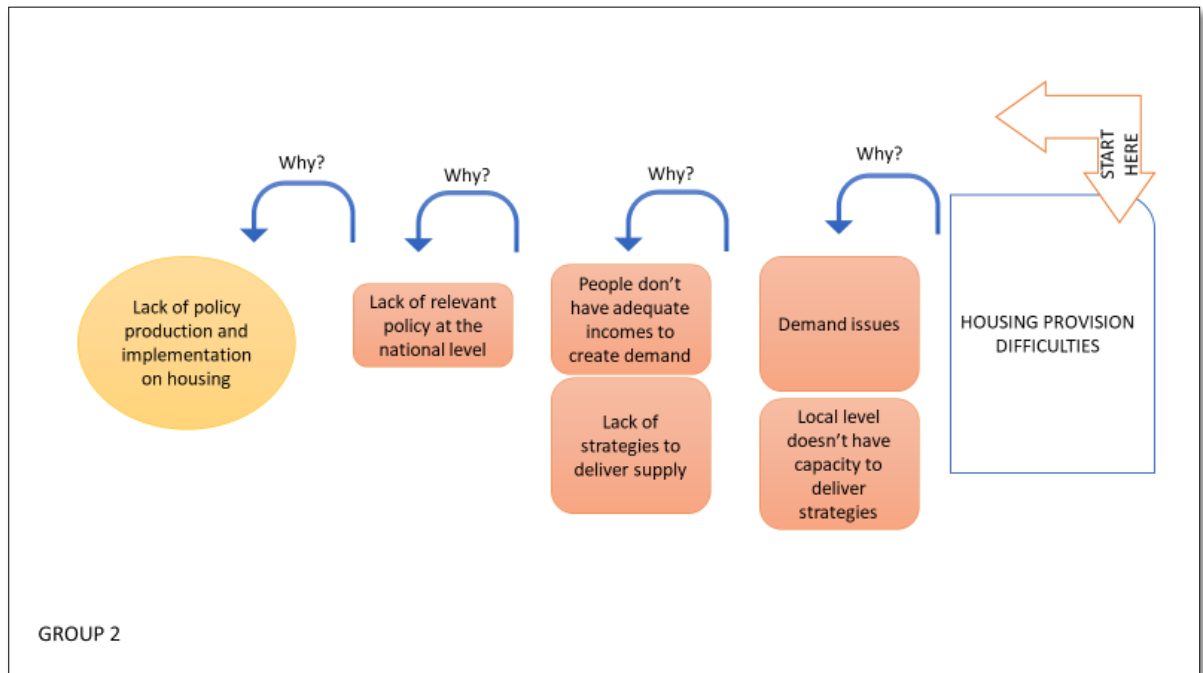
- Bars have loud music
- Church noises are a big issue and in order to complain you need to be able to measure noise levels before an activity can be prosecuted
- Loudspeakers in shops
- However, this is easier to solve than noise or air pollution

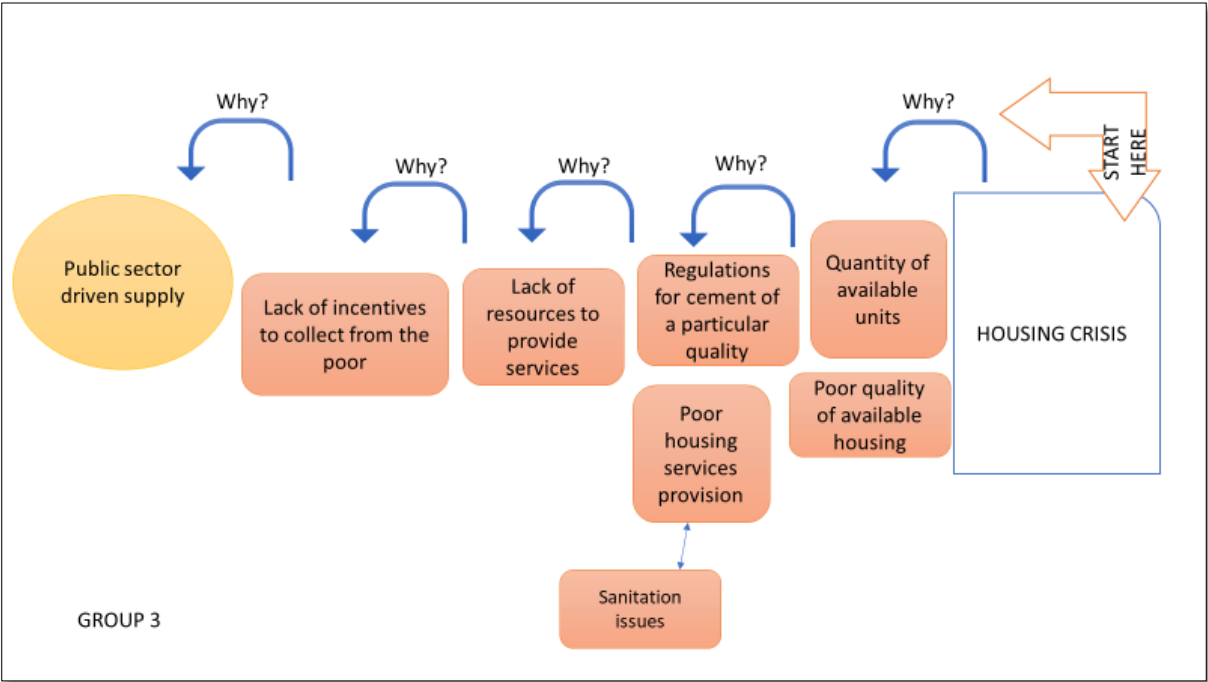
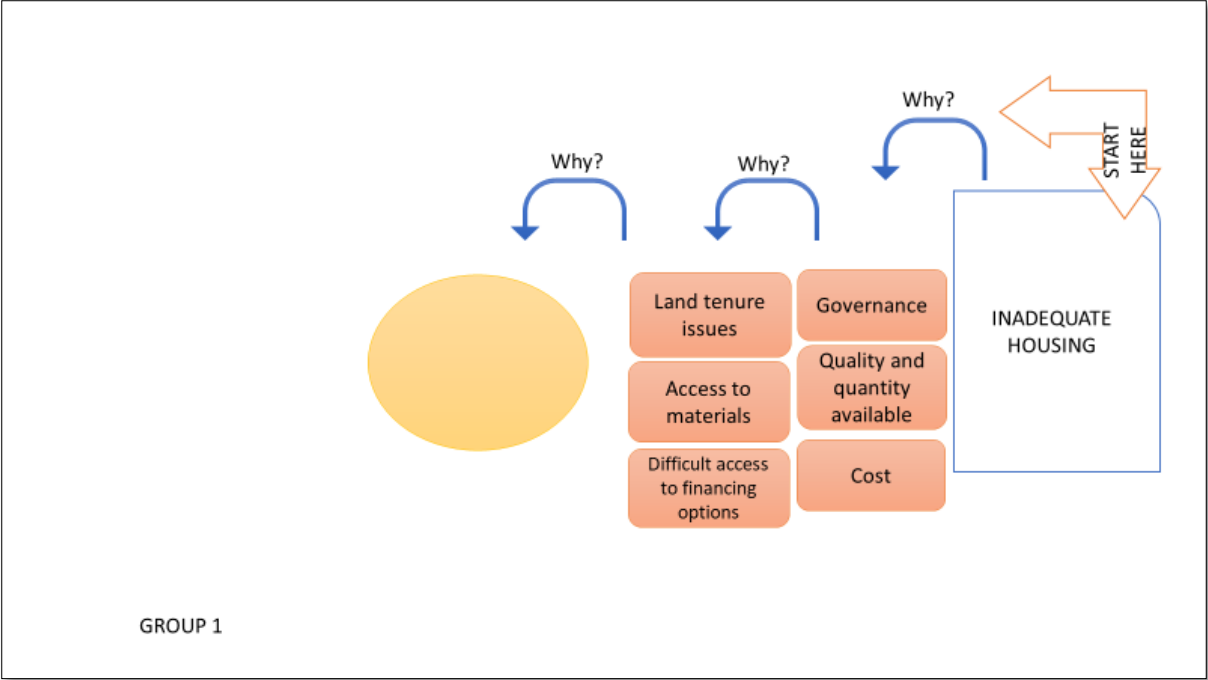
The participants mentioned noise pollution mainly when prompted to talk about it, either because of the initial presentation of in answer to direct questions. There are several possible reasons to it, including that noise deriving from religious activities can become a highly political and controversial topic; participants being government officials or NGO representatives, they were less likely to live in areas with major noise from traffic or markets. The facilitator was extremely careful in the way he

phrased the issue but didn't shy away of a debate around loudspeakers or religious activities; however, he tried to refocus the debate around issues that were coming up directly from the participants.

2. Session 2: PROBLEM TREE EXERCISE

The exercise was very useful to articulate the debate, taking it a step further, although people seemed to think more in terms of effects than root causes. This often happens and isn't an issue in itself, especially at the beginning of a project; point was made that it was an exercise to guide thinking and discussion rather than an end and people agreed that it was, in fact, a lot easier to go towards effects rather than reflect on possible causes. The results presented below in a "problem tree diagram" form, were quite consistent and followed from previous discussion. A lot of the things that were in the problem trees came up constantly over the course of the workshop, which led to the overall discussion being pretty much focused around housing.





3. Session 3: VISION EXERCISE

The vision exercise often offers some of the best materials in terms of potential and possible solutions to issues the project aims to address and I think it did the same here. It would be great if the exercise could be repeated in a year to see in a first instance if the agendas have changed but also if the project is working in the direction that policymakers have highlighted.

The groups presented the results as if they were key points of a potential electoral manifesto; this was a good exercise in defending the positions identified and in creating opportunities to discuss them. The results of the visioning were focusing more on the long term and optimistic if slightly unrealistic; however, participants were actively discussing solutions that were probably partially feasible. Housing was at the centre of this debate and the exercise of thinking years ahead had the merit of provoking thoughts and discussions around land tenure, the role of real estate, ownership, the role of the State's authority, building up, building out. Sanitation also came up quite a lot, but there were no real or direct mentions of mobility, health, air or noise pollution. The issues were linked to the results of the problem trees

GROUP 1: "Housing the masses to improve livelihoods"

- The government should take full control of land for *in situ* upgrading
 - o The government will broker new relationships with local chiefs so they can be part of the equation
 - o This is a necessary step as current resistance from local chiefs is now mainly due to them being aware of economic value rather than for cultural or religious reasons
- The government will launch cooperative housing schemes, enact tax breaks and support social housing

GROUP 2: "A healthy liveable city"

- 1) Quantity
 - The State will increase housing units to 100.000 in 1.5 years
 - The State will look into real estate inputs to solve housing deficit
 - Policies will facilitate real estate/government dialogue on this
- 2) Quality
 - Rehabilitation of blighted areas
 - Urban renewal for slum upgraded projects
- 3) Affordability
 - Facilitation of self-help group access to capital and housing
 - Government support for minimising finance risk
 - Enforcement of rent control
- 4) Policy
 - Appropriate policy for affordable housing
 - Social housing following a careful and up to date assessment to avoid bad assignments

GROUP 3: "A public service scheme"

- Affordable Housing: low cost building technology bought by the State and locally found resources

- Flexible terms loans
- Subsidised units
- Local authorities are empowered to provide homes and appropriate housing
- Local authorities said to manage land for housing as well as urban services – they will charge for it and become more self-sufficient from central government
- Simplification of land registration and titling processes to increase land ownership and fast forward tenure
- Local authorities to provide planning services permits that will be paid in instalments and are centralised
- Land transactions should be based on leasehold
- Promoting vertical building

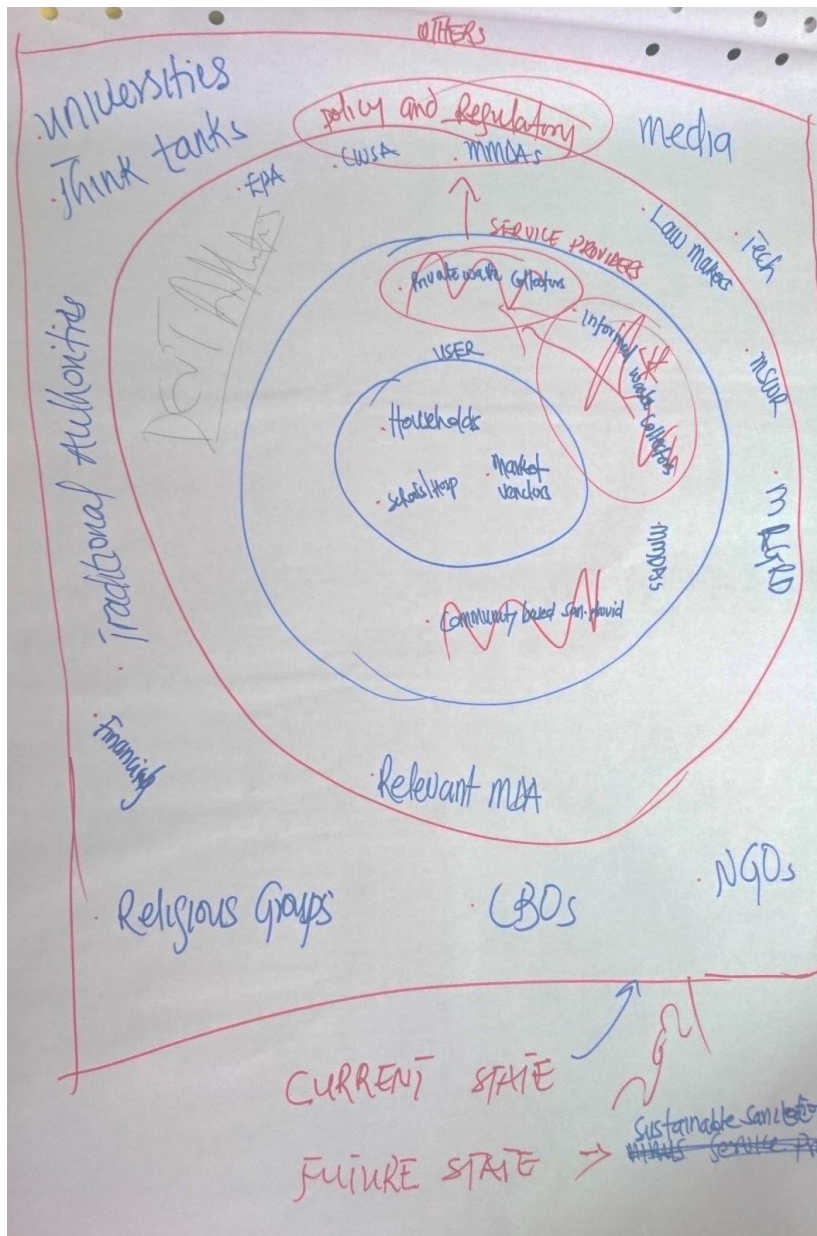
Session 4: NETWORK MAPPING EXERCISE

The participants were then asked to reflect on the actors involved in the issues they'd identified (housing, sanitation, waste management, mobility) and on the linkages between them. The exercise aims to push people to think about what needs to change among and between the actors for the outputs to become more feasible. The discussions were very lively and encompassed many different aspects including criteria for identifying the right people to be involved and their relationships. The participants didn't focus as much on potential or wished relationships among the different users but carried out a conversation around the quality of current policies, capacity to enforce them at different levels, consequences of decentralising government bodies, impact on different budgets and benefits of communication across actors.

GROUP 1

Focus on: sanitation/infrastructure

- plastic producers linked with sanitation issues because of poor waste management
- EPA but regulations are key as are entirely new technologies for waste management
- Metropolitan level is isolated: "users don't talk" – it creates a disconnect between providers and users, especially around much needed infrastructure
- Complications as there are different levels of government and different, potentially crossed, budgets.



GROUP 2

The debate in this group was particularly lively and focussed on profit-oriented policies. When presenting in plenary, the group defended their position that if the private sector housing developers don't get involved in the process it will become impossible to move forward. For that reason, they picked developers as core elements of their map. It was criticised by the other groups, who focussed on having citizens at the centre of the network.

Focus on: housing

- Landowners and developers need to develop relationships
- Developers need to be at the centre as they will be responsible for many attributes of housing
- Service providers are also key and linked with developers and landowners as well as architects, surveyors, etc.
- Financial institutions come in support.

- While users aren't part of this diagram there was a discussion about it in the group and they decided that users were everywhere, and everything should be linked to users so it would have made the diagram too confused. In the group's opinion, users are those for who the whole system has been developed



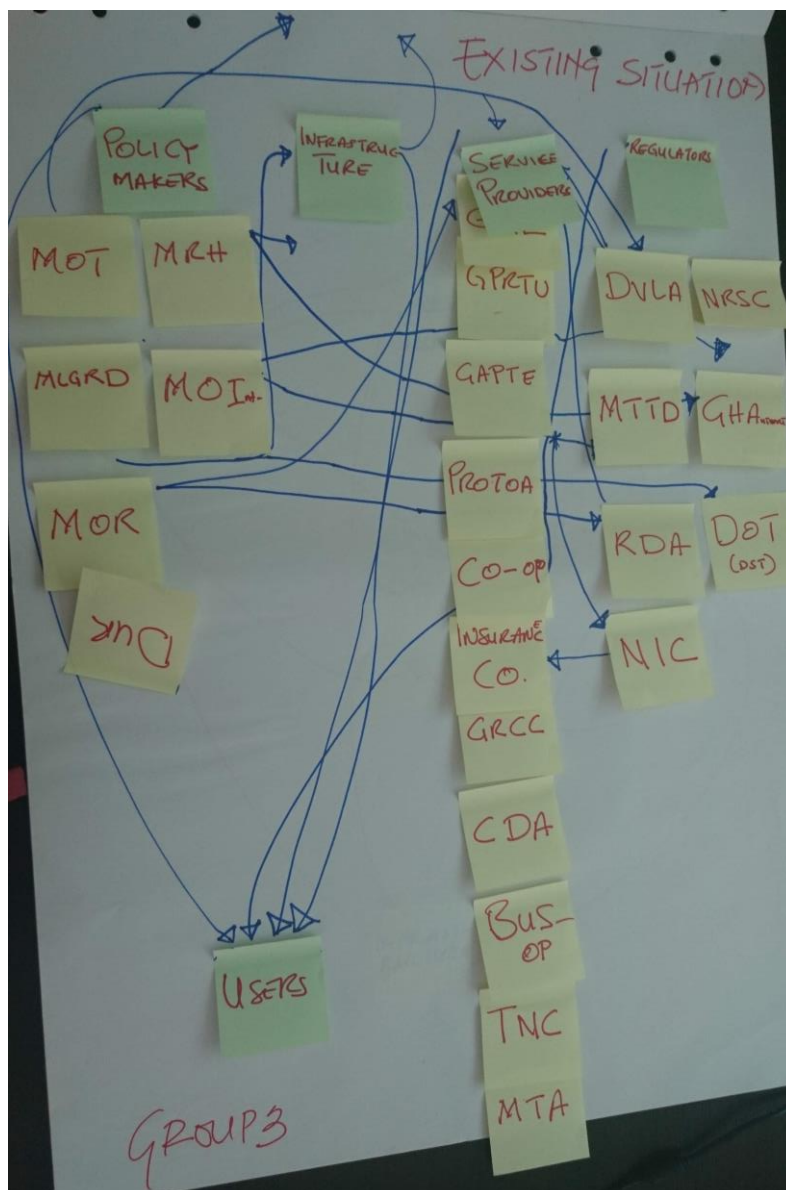
GROUP 3

The group presented as part of the ongoing debate on private and public sectors' responsibilities as well as on the focus on users. This map was criticised for being an optimistic view of the current

situation, which led to a debate around prioritising changes in relationships between actors in order for change to happen.

Focussing on: mobility

- Need for an integrated public transport system rather than many private companies and service providers
- Core of different categories focussed on making sure users have access to transportation
- The users are at the centre and the rest of the diagram is very focussed on institutions
- Finding linkages to take the body of knowledge sitting in academic communities and encourage project-based research to get data
- Railway and road building are key to mobility
- Private sector will focus on bringing high-level people back into the city, the government should focus on low-middle income people's housing and mobility



Day 2

4. Session 5: Discussion from DAY 1 recap and missing points

The first session of the day saw a recap of the previous day's activities as well as some comments from researchers on what, in their opinion, had been missing from day 1 debates. Some key points were raised and discussed while putting together an action plan.

Participants discussed the issue of vertical densification or horizontal expansion, addressing a core topic and not one that is easy to solve. Some thought that vertical densification for middle-class would only actually happen when horizontal expansion isn't possible anymore.

- Spatial planning was left out in day1. There's a need for honest conversations around why they don't work. People discussed it was about lack of control from government and again difficulties in implementing policies.
 - o Could we get people more involved in spatial planning and setting up participatory budgets?
- Density is another key issue. What are optimal density levels?
- What is the role for utility service providers?
- There is an institutional issue around health. Strong institutions are key to urban health.
 - o In informal settlements, equity is a core concept. The make-shift structures are also encouraged by the complications of land tenure and lack of housing units. The sprawling will continue, and traffic will get worse. This is likely to lead to more diseases. Will poorer segments of the population become immune? Will middle class live closer to the CBD? Is the densification (vertical) of the city centre leading to more affordability?
- We didn't get back to noise but it is a real issue, though not as important as housing. "Every week a new church is coming up". There are 1 to 3 churches per 1 squared km in Accra. Plus, the drinking spots with music. The debate is still highly political but there is a need to talk about it positively and suggest practicable solutions such as sound proofing buildings.
- We also need to be realistic: there will be more flooding. Trees are being cut to build in former green areas: the city will be hotter. The infrastructure isn't good enough, there will be water rationing in the city in the short-term future. There's a need to improve source quality of water as well as infrastructure and storage. Water management on the whole needs to be modelled to mitigate or at least respond to climate change.
- We need to talk about practical solutions for improved mobility: more roads and improved public transport. BRT is still on the table, but it won't happen. It didn't work because it became a politicised issue; because the bus drivers are not necessarily the bus owners and this created issues in negotiating; no campaign was done for public awareness and people don't see benefits.

5. Session 6: Action Plan

The final session of day asked participants to focus on what actors in the room could do, via Pathways, to support the changes that were debated throughout. Ideally, this session would have led to researchers and policy professionals in the room making plans together; this happened on a one to one basis for some. Overall, the plans were very ambitious and potentially not realistic. However, they pushed people to think about an equitable, healthy Accra and to link together all the different pieces of discussion that they had discussed. Since this was an initial meeting, the aim was to use these exercises as an excuse to have a conversation; participants understood that and engaged their knowledge and their positions as much as possible throughout. Here are the key points of the groups' action plans.

GROUP 2(+1)

- Plan for reducing vehicular emissions to tackle air pollution
 1. Review legislations on old vehicles
 2. Emission testing periodically
 3. Improving public transport and traffic management
 4. Subsidise efficient/low emissions vehicles

This will be carried out by relevant ministries in GAMA between now and 2022.

- Plan to tackle fuel emissions
 1. Energy efficient stoves, subsidized
 2. Policy incentives
 3. Engagement with food vendors

This will be carried out by relevant ministries + NGOs and private sectors in GAMA with a focus on coastal communities

- Plan for slum upgrading focusing on land tenure and waste management. This will be based on research with participatory data collection.

Discussion included questions around Pathways' health perspective on slum upgrading, data availability on air pollution and the difficulties in tackling vehicles as they are a status symbol. There is a need to bring in more equity. This brought up the very core of systemic issues which may be hard to tackle but are at the centre of what most researchers are trying to do. The possibility of inequities for also discussed in relation to fuel as it is source for most income generating activities of low-income people. "There needs to be indigenization of knowledge around it".

GROUP 3

1. To tackle inadequate housing and not enough affordable housing units' availability
 - a. Incentives for individuals to build on areas where urban services are provided
 - b. Encourage public-private partnerships
 - c. Give more powers (and budget) to peri-urban local assemblies to deal with land tenure

This could happen in Accra within 5 years

2. To tackle difficulties in accessing land
 - a. Decentralized powers to district assemblies

- b. Functioning institutional bodies
 - c. Education and awareness campaigns
- This could happen in Accra within 5 years

3. To tackle lack of public transport services
- a. Provide government-run transport services managed by central government and local assemblies
 - b. Franchise transport
 - c. Regulate fares for fairness
 - d. Give accurate information on travel
- This could happen in Accra within 5 years

4. Appropriate rail transport to be built over ground within 5-10 years

5. To tackle waste and sanitation
- a. Segregated waste collection in different containers
 - b. Education and awareness with campaigns at household level
 - c. Local district assemblies are to sell waste to private companies and will be empowered to create the bylaws to allow it
6. To tackle inadequate toilet facilities
- a. Awareness campaigns around open defecation
 - b. Capacity to provide facilities directly managed by district assemblies
 - c. Facilities to be subsidized

This should reduce health issues.

Conclusions

Where do we go from here?

Researchers won't change or solve the issues with democratic institutions, but health equity is something that Pathways can address. These meetings are important because we can discuss and make issues real, and real options for housing were discussed here.

Pathways can and will:

- Provide baseline evidence on density / available land
- Draw links between different things for example: what will happen if we ban more pollutant vehicles?
- How will implemented policies impact on health equity?
- What are the trade-offs of going up VS going out? How do we deal with providing services in both cases?

We hope to have another meeting like this one in 12-18 months' time, with Pathways researchers presenting preliminary results and continuing an open dialogue with policy makers.

In the meantime, we will follow up with researchers on consequences of this workshop for their work and in due course with societal partners.