

CHAPTER 2 – POLICY PRINCIPLES

This section sets out Policy Principles that provide guidance for policy makers and practitioners in developing and implementing Transport Sector Policies, Strategies and Plans to ensure they reflect existing Government policies for Growth and Poverty Reduction largely as described in the GPRS II.

2.1 The Role of Government, Civil Society and the Private Sector

The Role of Government, Civil Society and the Private Sector is changing.

2.1.1 The Role of Government

Government will create the appropriate Policy, Governance and Institutional Frameworks for the Transport Sector

Government will take the lead in:

- Policy Formulation and coordination, ensuring that transport infrastructure and services contribute to Sustainable Development in Ghana
- Integrated Transport, Land Use and Spatial Planning
- Integrated Transport planning ensuring inter-modal solutions are properly assessed
- Monitoring & Evaluation of sectoral performance in regard to national development indicators
- Policy-led Research, Data Collection and Information Management
- Sector-wide human resource development strategies

Government will ensure:

- Adequate investments are available for the development and maintenance of transport infrastructure assets

Government will create:

- An enabling environment for multi-stakeholder consultation
- An enabling environment for increasing private sector investment in Transport infrastructure and services
- An appropriate regulatory environment, to ensure transport services meet user needs
- An appropriate enforcement environment, to ensure transport investors and users derive maximum benefit from existing assets

The Role of Ministries, Departments, Agencies and Assemblies must be coordinated to ensure transport infrastructure and services meet user needs and maximise benefits derived from investments by Government and the private sector

2.1.2 The Role of the Private Sector

The Private Sector will participate in policy formulation to ensure:

- Their needs as investors and providers are reflected in transport policy, strategies and plans.
- A level of commercialism is balanced with social and environmental requirements when planning the development of transport infrastructure and services

The private sector will engage in sector improvement by:

- Applying management skills and competencies to engender a performance-based approach to managing transport assets
- Training their personnel to ensure continuously improving standards of management, technical competence and service delivery
- Participating in research activities and utilizing the results
- Complying with transport licensing laws and regulations
- Adopting modern corporate governance standards

2.1.3 The Role of Civil Society

Civil Society represents the citizens and electorate of Ghana including minority and disadvantaged groups as well as representation of environmental interests.

Civil Society will provide a balance to ensure good governance in the transport sector.

Civil Society, through its representative organizations (CSOs) will provide guidance to policy makers on the needs of people in a transportation system.

Civil Society Organizations will engage in sector improvement by:

- Applying management skills and competencies to engender a performance-based approach to managing transport assets
- Training their personnel to ensure continuously improving standards of management, technical competence and service delivery
- Participating in research activities and utilizing the results
- Complying with transport licensing laws and regulations
- Adopting modern corporate governance standards

2.2 Integrated Policy, Governance and Institutional Frameworks

Globalisation, the pursuit of sustainable development and good governance within a democratic, decentralised environment puts new demands on policy makers. They must look further into the future to ensure the sustainability of their choices for generations to come. They must also consider the needs of wider-ranging stakeholders, utilising multi-stakeholder consultation to ensure their effective engagement in policy formulation and implementation.

Policy making in the Transport Sector is undergoing a 180° re-orientation from a modally-planned approach to a policy-led approach where Transport Sector priorities are determined by strategic objectives set out, largely, in the National Growth and Poverty Reduction Strategy (GPRS II).

Good governance requires that public expenditure is managed efficiently, delivering maximum benefits for the country and ensuring full accountability. With the increasing demand for more commercial management and the engagement of the private sector in transport infrastructure development and service provision, there is a need for new institutions, regulations and fiscal measures to manage and regulate the actions of the new providers and ensure that the needs of users and the country are met.

This Transport Policy has been developed within a Policy Framework which reflects Ghana's strategic goals and objectives. The wide ranging changes currently being experienced, and changes to be further anticipated, can be formulated by reference to three integrated frameworks:

1. Policy,
2. Governance
3. Institutions

Therefore, Transport Sector Policies, Strategies and Actions will be developed and implemented within these three integrated frameworks as follows:

The Policy Framework for the Transport Sector consists of:

- Policies, Declarations and Conventions of the West Africa sub region, African Union and wider ranging international bodies
- Ghana's Growth and Poverty Reduction Strategy (GPRSII, 2005) including previous long-term visions such as Vision 20-20, the Gateway Programme, wider aspirations for sustainable development as described by international bodies and Ghana's environmental considerations as defined in Act 490.
- Sectoral policies and objectives, largely as coordinated in GPRS II (2005), but also including its role in supporting the achievement of policy objectives for Trade and Industry, Energy, Agriculture, Tourism, Urban development, Decentralisation, Land Use planning, and other sector policies as they are developed.
- Government objectives for MDBS as a mechanism for distributing centrally held funds from Development Partners
- Government objectives for an integrated multi- and inter-modal transport system to minimize overall transport costs to users
- Policies and strategies for accelerating the development of the Private Sector, Private Sector investment in Transport infrastructure and services, PPP and wider ranging public/private sector relations

The Governance Framework for Ghana's Transport Sector consists of:

- Policies and strategies that determine the overall goals and objectives for the Sector
- Stakeholders of Government, Civil Society and The Private Sector, recognising their respective transportation needs and identifying their roles and responsibilities
- Drivers that impact on organisations throughout the sector to bring about the desired performance. These consist of:
 - Market forces
 - Regulations
 - Fiscal measures
 - Laws & enforcement mechanisms

- Capacity of the Sector to carry out the necessary functionality including the capacity of:
 - Institutions
 - Organisations
 - People

The Institutional Framework for Ghana’s Transport Sector consists of institutions defined by the following functions:

- Policy formulation
- Regulation
- Asset management
- Service provision

As constituted and detailed in Act 462 provision must also be made to ensure progressively decentralised management of transport infrastructure and services. Further investigation into the institutional arrangements for Ghana’s Transport Sector indicates two separate arrangements:

Defining the relationship between

- Policy Formulation,
- Management of the Infrastructure Assets; and the
- Provision of infrastructure services

Defining the relationship between

- Policy formulation
- Market Regulation and
- Transport Service providers

Both arrangements are illustrated in diagram form in APPENDIX A

2.3 Principles of Financing

Priorities for Government Investment and fiscal interventions will be set out in the Transport Policy and reflected in the proposed Integrated Transport Plan

The Private Sector will be encouraged to invest in Transport infrastructure and services that provide commercial returns: This includes almost all freight transport operations and a number of financially viable passenger operations.

Government will continue to ‘Invest’ in transport infrastructure and ‘Subsidise’ transport services where they provide mainly social and environmental benefits important to users and the country as follows:

- Transport infrastructure and services that meet the vision of providing access and mobility to all users, particularly the poor and physically challenged
- Given the limited resources of Government, finances for some time will be adequate only to meet the highest-priority demands.
- ‘Subsidies’ will be applied in a transparent manner, targeting the most vulnerable and excluded groups, using appropriate models such as
 1. public service obligation; or
 2. subsidy concession.

Government will implement policies and practices that reduce the inefficiencies and high costs of transportation by:

- Raising adequate investment for infrastructure maintenance
- Making consistent funding allocations based on policy objectives and performance agreements
- Better planning for use of least-cost inter-modal solutions
- Allowing public and private sector agencies involved in the management and regulation of the Transport system to raise and retain the cost of administration through fares or ‘user charges’(this includes enforcement of environmental, safety, security, and road vehicle control standards - e.g. vehicle licenses, route licenses, axle load control)

- Creating a vibrant and competitive private sector – by encouraging PPP, building capacity of national contractors and paying on time

2.4 Principles of Regulation

Regulation is meaningless unless consistently enforced and updated as Ghana's governance framework evolves

Government, through its regulatory bodies, will retain responsibility for establishing and enforcing Regulations in Ghana

Market liberalization requires that the role of the Government must change from one of being a provider of transport infrastructure and services, to one of creating a vibrant and effective Market in which transport infrastructure and services are provided to meet user needs.

The Principle of Market Regulation is to reconcile sometimes contradictory forces created by significant economies of scale and demand-externalities.

Regulation aims to:

- assure markets are fair, efficient, orderly, and non-corrupt;
- ensure that the needs of the customers are met;
- safeguard the interests of the users and private sector operators.
- prevent discrimination against women, children, the aged and physically challenged

Government's Market Regulatory role will consist of regulating and enforcing levels of service (including social, health, safety, security and environmental safeguards against public hazard) required for transport infrastructure and services:

- Provided under specific contracts (example: urban mass transit services)
- Provided by monopolies (example: State Owned Assets such as airports, ports, railways, roads)
- Expected in markets in which market entry is free and in which service providers compete on a 'level playing field' to satisfy user needs.

2.5 Principles of Performance Management

Government will create an appropriate performance-led governance framework for institutions, organisations and personnel throughout the sector by:

- Ensuring that Transport Sector goals and objectives are clearly stated in a National Transport Policy, the proposed Integrated Transport Plan and other Development Policies and Strategies
- Set clear strategic objectives (Economic, Social, Environmental), policy principles and guidelines for prioritisation – for the whole sector, institutions and organisations
- Establish institutions with clearly defined Mandates, Authority, Roles and Responsibilities to ensure things get done
- Establish clear lines of responsibility and accountability for key personnel (Ministers, Chairs, Directors) including reporting requirements
- Establish Performance Agreements based on achieving strategic objectives with available finance
- Honour attainment of performance agreements - Sanction underperformance
- Structure organisations with a customer and strategic output orientation.
- Develop Job Descriptions to reflect the attainment of strategic objectives and customer needs
- Apply the principle of ‘meritocracy’ when appointing Personnel – ie select appropriately trained personnel, with capabilities appropriate to the attainment of strategic objectives and good governance of the organisation
- Contract and sub-contract to specialist suppliers if competencies required by the organisation are not available ‘in-house’
- Establish Remuneration Packages that reward the attainment of strategic objectives and meet the needs of the organisation’
- Establish Monitoring and Evaluation as an integral part of good management
- Ensure adequate checks and balances are in place including:
 - Public information on Transport Sector activities
 - Independent audits on Governmental organisations in the Transport Sector
 - Adequate and balanced capacity in all key stakeholders

- Compliance with current rules of governance for State Owned Enterprises (SOE)
- Updates to Ghana's Company Code to instil modern corporate governance standards in corporate performance throughout Ghana

CHAPTER 3 – OVERVIEW OF TRANSPORT SECTOR

3.1 Introduction

Chapter 3 provides an overview of the Transport Sector. The current status of all transport modes is examined for both infrastructure and services provision. Issues and current realities are identified and analysed to provide the basis for the development of policies and strategies that will result in the desired improvements in the transport system

The table below gives a good indication of government's investment in the Transport Sector.

It is observed that about 99% of this investment is dedicated to the road sub-sector, including statutory funds received through the Road Fund.. It should also be noted that State Owned Enterprises such as Ghana Ports and Harbours Authority, Ghana Civil Aviation Authority and Ghana Railway Company generate income through sales and licenses and receive limited investments from the private sector. These figures are not included in this table.

YEAR	ROAD	AVIATION	RAIL + MARITIME	TOTAL NATIONAL BUDGET
2006	3.665t	n/a t	0.043t	29.484t
2007	3.853t	0.015t	0.029t	38.698t
2008	4.748t	0.316t	0.229t	61.687t

t = Trillion Cedis

There may be the need to review the current trends in allocating Government funds if some impact is to be made in other modes of transportation.

3.2 Civil Aviation

Civil aviation functions in Ghana comprise: Policy formulation, Technical (safety) and economic regulation; Airport (asset) management; and Air space management.

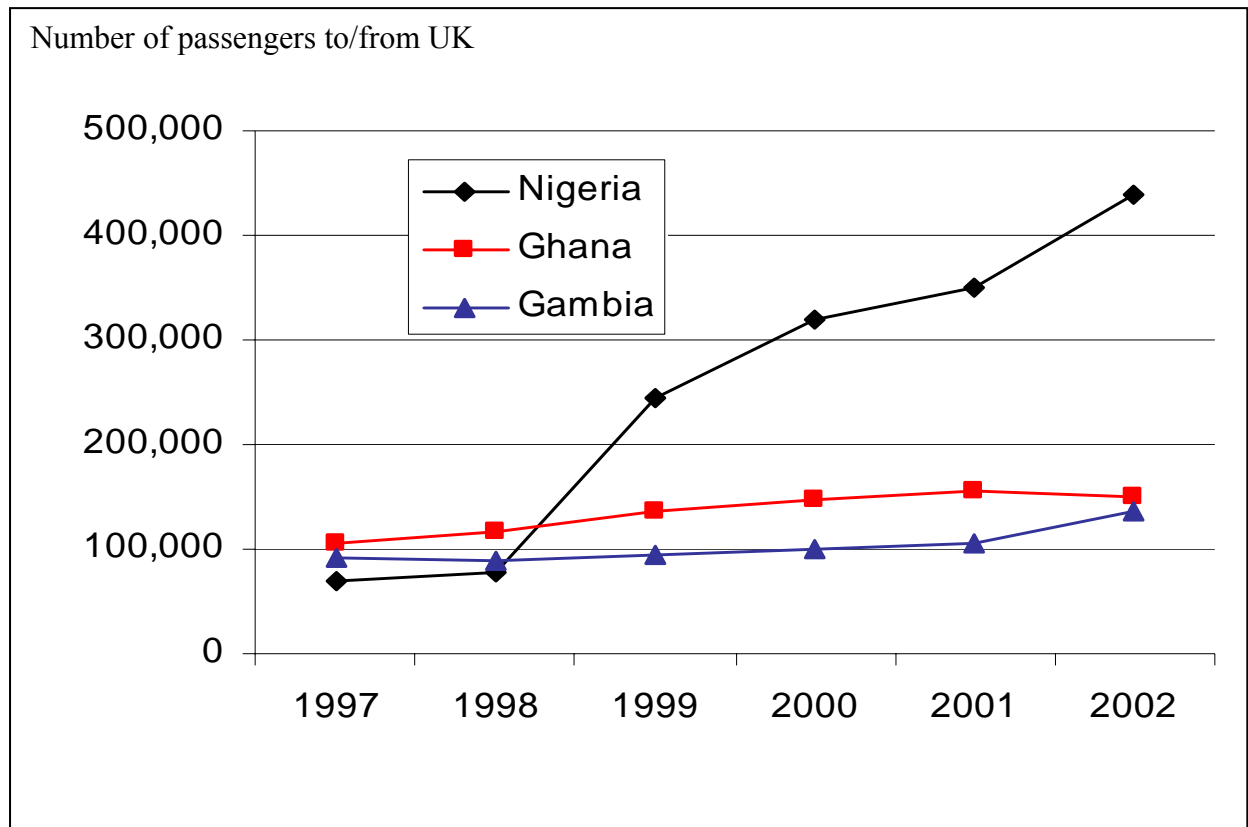
Service providers consist of international and domestic airlines that operate to and from KIA to various international destinations as well as Kumasi, Takoradi, and Sunyani in Ghana. A maintenance bay has been established at Kotoka International Airport (KIA) to service domestic operator aircraft.

General aviation development is being encouraged because of economic benefits for the country in the areas of agriculture spraying and medical evacuation, among others. A private assembly plant of micro aircraft has also been established.

Institutionally, all these functions are being performed by the Ghana Civil Authority. Under the Civil Aviation Act, 2004 (Act 678) that repealed the PNDC law 151 of May 1986, the Government of Ghana plans to separate airport management from other functions. The responsibility for public sector management of aviation is with the Ministry of Aviation.

Kotoka, as the country's only international airport, handles all of Ghana's international flights. Four other airports with paved runways in Kumasi, Takoradi, Sunyani, and Tamale handle domestic flights. Apart from Wa, which is a paved airfield, there are other airstrips with short unpaved runways at Yendi, Paga, Obuasi, Ho, Tarkwa, Ketekrachi, Bimbilla, Sabuba, Mole Game Reserve and Salaga which provide for medical and other emergency services.

Kotoka Airport handles about 800,000 passengers and 50,000 tons of freight annually. Passenger traffic has generally increased in recent years, growing at an average of 7 percent annually over the past five years. The recent growth in passenger and airline traffic is a reflection of Ghana's economic growth in recent years. Compared to other West African countries, Nigeria shows greater increases in traffic growth considering passengers between the United Kingdom and the three West African countries as shown in Figure below.



The airport is being renovated as part of a phased rehabilitation program funded by internal and external sources. The program includes extending the runway and installing modern navigation and communication equipment. Boarding lounges will be renovated in the next phase. The other airports, however, need investment for improving infrastructure and navigation equipment.

Ghana controls the entire Accra Flight Information Region (FIR), which includes the upper air space of Ghana, Togo, and Benin. The Government has adopted a liberalized skies policy that allows for competition and cross-border investments and lifts restrictions on ownership and control while still keeping some limits on flight frequency. Compared to international airfares in other parts of the world, air fares for both passengers and airfreight to and from Ghana are high and in some cases seat availability and air cargo space are limited. This discourages business travel, tourism, and foreign investment.

The global aviation industry may be poised for an almost unprecedented boom as large and efficient new-generation planes are coming on line to meet the rapidly growing demand for passengers and freight. The aviation industry may be at the threshold of drastic changes in

logistics patterns affected by the introduction of substantially larger aircraft operating in hubs fed by smaller aircraft serving regional hubs and smaller markets.

3.3 Maritime and Inland Water Transport

Ghana's two sea ports are in Takoradi and Tema. Although they handle growing cargo volumes the performance of ports is challenged by an increasing amount of congestion outside the port gates, inefficient intermodal interchanges and hinterland movements, and longer cargo dwell times than what is the norm for modernized port systems.

The relatively low productivity at Tema's container berths should soon be a condition of the past. In 2005, three new gantry cranes were installed in Tema's container berth suggesting an increase of berth productivity from 6-8 moves per crane hour, where ships' cranes were used, to a productivity rate of about 25 moves per crane hour with the new gantry cranes.

The investment in the cranes as well as in a new modern terminal was made possible through a concession agreement with a global terminal operator. It is anticipated that productivity gains will extend throughout the terminal area as a result of the new investment.

The improved efficiency in Tema will raise the likelihood of the port becoming a regional transshipment hub and enhance its role as a transit hub serving neighboring countries. This will generate more traffic in port-urban areas including Accra, as well as along transport corridors. To alleviate the congestion that will be compounded by increasing cargo volumes, there is the need to look at alternative arrangements, such as the establishment of a network of inland terminals and truck staging areas and modal options,

There has been greater private sector participation in other cargo handling services. Now, 70 percent of cargo in Tema is handled by private stevedoring companies. Though the port authority in Tema continues to handle a guaranteed 30 percent of the cargo, it is expected that there will be a transition towards competition for all cargo handling activity to liberalize the market and make it easier for other firms to compete. As other concession opportunities arise, open competitive

tendering could be encouraged. There must be put in place an appropriate regulatory system to monitor anticompetitive behavior of port service providers.

The Volta Lake transport system spans about 450 kilometers from the south to the north, with ports at Akosombo, Buipe and Yapei and major ferry crossings at Yeji, Keta Krachi, Dambai and Kpandu.

This important inland waterway transports petroleum products, cement, and agricultural commodities. It also provides many passenger services, mostly for the rural population living along the lake. Operations started off well many years ago, but to be successful a number of challenges need to be overcome. Periodic drops in the level of the lake inhibit longitudinal movement and expose Debre shoal, making it difficult to reach Buipe. Cross-lake services are also affected as a result of inability to access properly constructed landing stations. Other challenges include aging equipment, underwater obstructions to safe navigation, lack of navigational aids, and lack of regulation for canoe construction, use, and operations. Improving lake transport will complement land transport and offers certain economic advantages to users. Barge transport has distinct advantages over other modes. Greater use of lake transport will also divert some truck movements from our transport corridors, reducing overloading on roads, traffic congestion and road maintenance costs.

Whilst inland water transport does not constitute a significant part of Ghana's transport system, some routes are critical to small communities. Small boats and canoes operate on Ankobra, Pra, Oti, Black Volta, White Volta, Volta south of Akosombo and Lake Bosumtwi. Private small owners operate in these areas moving foodstuffs with virtually no control or regulation.

3.4 Railway

Ghana's railway network is 950 kilometers of mostly single track rail of 1.067m (3' 6") gauge located in the Southern part of the country. In 1965, it carried 2.3 million tons of freight and 8 million passengers at a time the Ghana Railway Corporation was financially viable. By 1985 however, due to a number of factors, including ineffective management of the rail system, the

changing world economy, sharp drops in commodity prices, and encroaching competition from the road sector, among others, rail's position as the prominent transport mode had diminished. With lower revenues and increasing labor costs, the rail operation could not support modernization and sustain its maintenance program. The worsening financial situation of the railway resulted in the usual vicious cycle faced by many railroads: default on loan payments → poor maintenance → drop of service quality → loss of customers → more drops in revenues.

There were some improvements in rail sector performance after support from development partner assistance programs. This allowed Ghana to undertake some rehabilitation works and acquire new rolling stocks. Additionally, the mining companies (Ghana Bauxite Company and Ghana Manganese Company, all of whom critically depend on rail exports of their products), advanced money for track maintenance. As a result of these investments, there has been a general increase in demand for rail freight and passengers. But service performance and financial risk are still overriding concerns.

The rail system has the potential to become a vital part of Ghana's transport system, carrying a larger portion of travelers and freight on the busiest transport corridors. As the economy grows, there will be increasing demand on the transport system, and rail can become a viable alternative to road transport, provided costs are kept under control, efficiency and reliability are improved, and ongoing investments are secured for development and maintenance of the system. The Government of Ghana is actively considering private sector participation as a means of supporting rail sector development.

A Ghana Railways Company concession process actually began in August 2002 but collapsed in August 2005 when arrangements for divestiture could not be successfully completed. Currently attempts are being made to enter into a public private partnership arrangement with current and potential users.

3.5 Roads

Road transport is by far the dominant carrier of freight and passengers in Ghana's land transport system. It carries over 95% of all passenger and freight traffic and reaches most communities, including the rural poor.

Maintenance of transports assets is critical to achieving desired accessibility, affordability, reliability and safety. Ghana's road network was about 42,000 kilometers in 2000. Since then there has been rapid increases to 50,000 kilometers in 2001 and to 64,000 kilometers by the end of 2005. In the meantime improvements in road condition has been gradual. For example, the road condition in 2004 was 36 percent good, 27 percent fair, and 37 percent poor as compared to the desired condition of 70 percent good, 20 percent fair, and not more than 10 percent poor. The rapid increases in road length has stretched resources for maintenance without necessarily improving accessibility, reliability and affordability. Deferred maintenance of roads also has cost implications. Apart from increasing vehicle operating cost to service providers, rehabilitation cost to government could be as much as 8 – 10 times when carried out at a future date. Improvement in road condition could be achieved through planned expansion of the network, effective maintenance and financial management and improvement in the local construction industry.

There has been a rapid growth of vehicles in recent years. The effect of this is congestion in urban areas resulting in slow and unreliable journeys. Congestion issues are also being observed in towns located along main highways. Moreover, based on the experience of other developing countries, there is likely to be a rise in accidents, fatalities and injury rates. This trend may be emerging in Ghana. Safety issues also emerge due to ineffective control and enforcement of speed limits on trunk and urban roads. The situation is worsened when considering the additional traffic generated by growing freight movements through the cities and along the highways. Maintenance, improvements and implementation of traffic control devices are inadequate. There is unsafe behaviour of road users. Moreover there is insufficient enforcement of traffic regulations.

From 1961 it increasingly became difficult to provide adequate funding from the consolidated fund to maintain the road network. A first generation road fund was established in 1985 to help

solve this problem. In 1997 the Road Fund Act (Act 536) was promulgated to provide a legal framework for road maintenance. This has resulted in great improvements in funding of road maintenance. The current level of the road fund is about 68% of the projected level of maintenance costs.

Urban areas need special attention. Traffic congestion in the city leads to pollution, health related problems, wasted time and excess fuel consumption. Currently the roads are packed yet there is the need to create greater carrying capacity. Public transport is not regulated and no mechanism currently exists for its effective regulation. Land use and spatial planning are not integrated with transport planning. Development is taking place without consideration of transport needs or impacts. Unplanned and uncontrolled development has resulted in an urban sprawl pushing out the boundaries of the cities and making demand for transportation more complex. As a result travel distances have become longer, travel times and costs have increased considerably, marginalizing the poor. Retail and industrial developments are carried out with inadequate transport provisions such as parking and public transport linkages. Major facilities such as large markets are planned and developed with little consideration for transport implications. These poorly planned facilities result in a worsening situation regarding road congestion.

Enforcement of existing laws and regulations safeguarding transport infrastructure, services and users are weak or inconsistently applied. Axle load control is ineffective leading to excessive damage to road pavements. Poor traffic management, especially in the cities compounds the congestion problem. Unrestrained encroachment of physical development of buildings, people and traders along transport infrastructure corridors causes severe restrictions in traffic movements and resulting congestion.

There are no standards controlling vehicle construction or emissions. Emissions from passenger vehicles account for 70% of total emissions in Ghana. Standards and laws regulating vehicles and their operations vary throughout the sub-region. This creates non-physical barriers to trade with neighboring countries.

3.6 Pipeline

Pipelines transport petroleum products from Tema to Akosombo. Another pipeline from Buipe through Tamale to Bolgatanga is completed, awaiting commissioning. The West African Pipeline Project is now being constructed to transport natural gas from Nigeria through Benin and Togo to Ghana.

3.7 Non motorized transport (NMT)

NMT includes all forms of non motorized transport including walking, bicycles, push carts, wheelbarrows and animal drawn carts. It alleviates congestion, cuts travel time, increases mobility at low cost, promotes fitness and is environmentally sound. Currently, only 1-3% of urban dwellers in the south use NMT. In the north, NMT is more extensively used. Motorists failure to recognize and respect cyclists make cycling especially dangerous. Infrastructure for NMT in urban centres and schools is inadequate. There is also a lack of safety measures for operators, hawkers and others encroach on the few facilities such as bicycle paths that are available. There is lack of appropriate legislation for NMT operations.

3.8 Inter-modalism

Ghana's planning and decision making in the transport sector continues to focus almost exclusively on improving individual modes, with very little attention paid to how improvements in one mode affected others. Road agencies, for example, focus only on urban, rural, and trunk roads. As a result, lack of attention to providing effective interfaces between road, rail, and ports has contributed to truck congestion outside port gates.

The Volta Lake is one example where some form of inter-modalism has been developed. This involves the transfer of freight from truck–barge, pipeline–barge. Bus–ferry transfer facilities were also considered in the design.

A pipeline transports oil 50 kilometers from Tema to the Volta Lake port in Akosombo. Petroleum products are then transferred by barges from Akosombo to the port of Buipe in the Northern Region, and then transferred into trucks for transport to Tamale and other places in the north. The pipeline from Buipe through Tamale to Bolgatanga has just been completed. It will reduce road deterioration caused by petroleum tanker trucks. This intermodal arrangement for transporting petroleum products to the north will cut transport costs, congestion, and accidents while lessening any negative impact on the environment.

The establishment of an intermodal framework where road, rail, inland water and pipeline transport and logistics services coexist and complement each other will provide a broader range of options to shippers and users.

CHAPTER 4 – TRANSPORT POLICY

Chapter 4 contains the Vision, Mission, Policies and Strategies which, arranged under 7 Transport Sector Goals, aim to focus the efforts of the Transport Sector on achieving Ghana's strategic objectives for Growth and Poverty Reduction.

The Vision, Mission, Transport Sector Goals, Policies and Strategies presented here represent the output from an extensive review and consultative process with Transport Sector stakeholders from Government, Civil Society and The Private Sector.

4.1 Transport Sector Vision and Mission

The Vision:

An integrated, efficient, cost-effective and sustainable transportation system responsive to the needs of society, supporting growth and poverty reduction and capable of establishing and maintaining Ghana as a transportation hub of West Africa

The Mission: (The task of the Transport Sector as a whole):

Provide leadership and an enabling environment for the development and maintenance of Ghana's transportation system through effective policy formulation, market regulation, asset management and service provision.

4.2 Transport Sector Goals

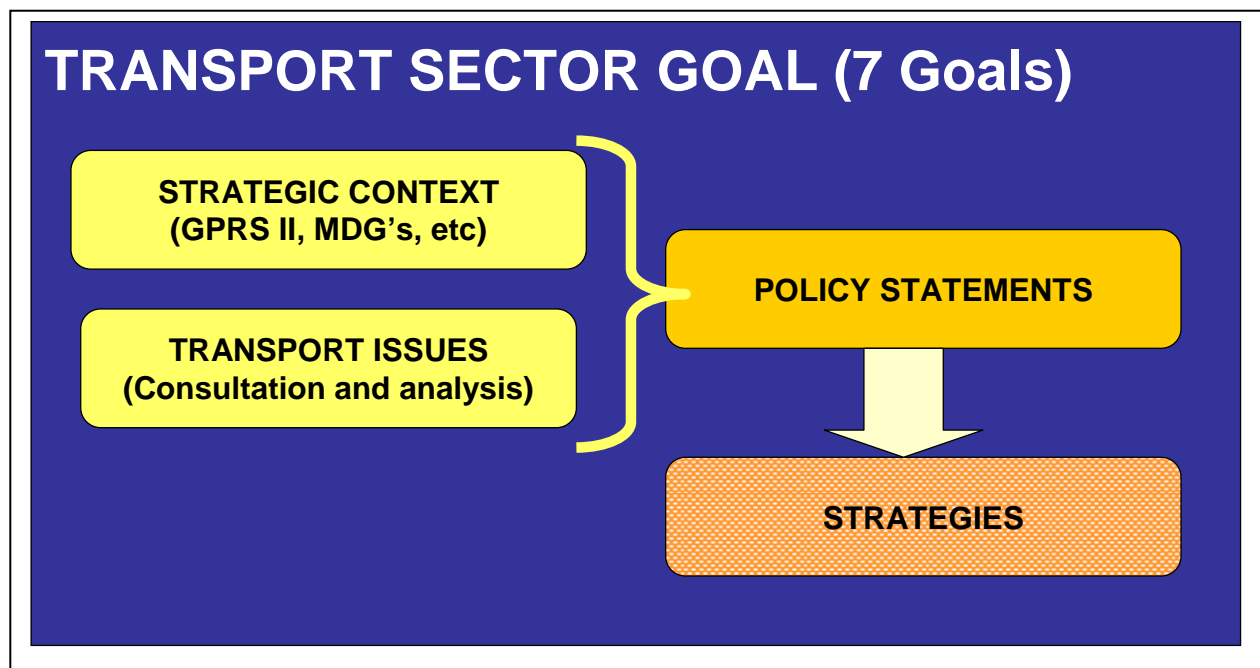
In formulating Ghana's first comprehensive National Transport Policy it has been necessary to understand and respond to both the:

- Strategic context in which Transport sector policies must serve the national development goals (as defined largely by GPRS II and described in Chapter 1); and the
- Current Reality, that is the specific needs and requirements of the users and providers of transport infrastructure and services as they exist now (largely as indicated in Chapter 3)

To provide a focus for Transport Sector policy makers and practitioners, the Policies have been arranged under 7 Transport Sector Goals which reflect long-term objectives for the Transport Sector as follows:

- 4.2.1 Establish Ghana as a Transportation Hub for the West African Sub-Region.
- 4.2.2 Create an accessible, affordable, reliable, effective and efficient transport system that meets user needs
- 4.2.3 Integrate Land Use, Transport Planning, Development Planning, and Service Provision.
- 4.2.4 Create a vibrant investment and performance-based management environment that maximizes benefits for public and private sector investors
- 4.2.5 Develop and implement comprehensive and integrated Policy, Governance and Institutional Frameworks
- 4.2.6 Ensure Sustainable Development in the Transport Sector
- 4.2.7 Develop adequate Human Resources and apply New Technology

The diagram illustrates the consistent approach of analyzing the Strategic Context and Transport Issues in order to derive the Policy Statements and Strategies for each Transport Sector Goal.



4.2.1 TRANSPORT SECTOR GOAL 1

Establish Ghana as a Transportation Hub for the West African Sub-Region.

STRATEGIC CONTEXT FOR GOAL 1

- NEPAD
 - Reduce delays in cross-border movement of people, goods and services
 - Reduce waiting time at ports
 - Promote economic activities and cross border trade through improved land transport linkages
 - To increase air passenger and freight linkages across Africa's sub-regions
- GPRS II
 - section 2.2.1 improving competitiveness of locally manufactured products
 - Section 3.1.1 improve Ghana's access to global and regional markets
 - Section 3.1.2 enhance efficiency and accessibility to national markets
 - Section 3.2.2 Facilitating trade through Ghana's borders '*promoting competition in airport cargo handling*'
 - Section 3.3.1 increase industrial competitiveness increasing accessibility, reducing costs
 - Section 3.4.3 removing barriers to growth for tourism
 - Section 5.6.4 removing administrative bottlenecks and barriers for market access and trade

TRANSPORT ISSUES ADDRESSED BY THE POLICIES

- The quality of routes through land surface corridors is not uniform for efficient movement of goods between Ghana and neighbouring countries.
- Transit facilities and services that could facilitate the distribution of traffic into the rest of the region need improvement or upgrading.
- Safety and security standards at KIA need further upgrading to international standards
- Safety and security of goods moving in and through Ghana needs to be improved
- Lack of harmonized laws in sub-region hinders trade

- Market entry and operating conditions hinder development of new services
- Inadequate information for service providers and users leads to poor coordination and delays
- Inadequate domestic aviation infrastructure
- Inadequate human resources to meet the demands of the aviation sector
- Limited rail network including international links

4.2.1.1 Policy Statement:

Ghana's liberalisation policy for the aviation sector will be expanded with more emphasis on improving efficiency in Ghana's airports to increase competition with other sub-regional airports

Strategies

1. Improve the physical infrastructure at KIA
2. Improve the physical infrastructure at other regional airports
3. Improve safety and security conditions at KIA and other airports, aiming for compliance with latest global standards to avoid exclusion from key international markets
4. Reduce taxes on aviation fuel and liberalise supply
5. Adjust service charges for Kotoka and regional airports to encourage growth
6. Develop maintenance and other aviation service facilities
7. Promote general aviation as a catalyst for development and growth

4.2.1.2 Policy statement:

Competition will be increased in airport and maritime port services to reduce costs and improve overall service

Strategies

1. Explore the feasibility of establishing other international airports in Ghana
2. Encourage open competition for airport and port handling services
3. Improve equipment and facilities in ports to reduce costs for users and make transport services through the port more competitive in the West Africa sub-region

4. Improve information management to make it available and accessible to users to aid predictability of ship movements.
5. To maximize access to international markets and transport networks, facilitate port owners, shippers and service providers to meet standards set by the Customs-Trade Partnership against Terrorism (C-TPAT) initiative, World Customs Organisation (WCO) framework, International Maritime Organisation (IMO) and International Civil Aviation Organization (ICAO) requirements by incorporating requirements in national law

4.2.1.3 Policy statement:

Transport corridors will be developed to improve trade opportunities within Ghana and with neighbouring countries

Strategies

1. All Transport Sector MDAs work together to provide cost-effective inter-modal transport corridors within Ghana and with neighboring countries
2. Harmonize Transport and Traffic laws and standards with Ghana's neighbors to reduce non-physical barriers to trade
3. Introduce an integrated truck staging and management system including truck staging areas, cargo and truck tracking systems and axle loading stations to reduce congestion at the ports, ensure security, and prioritization of goods and minimize damage on major transport corridors.
4. Improve information management for users to aid predictability of freight movements along transport corridors.

4.2.2 TRANSPORT SECTOR GOAL 2

Create a sustainable, accessible, affordable, reliable, effective and efficient transport system that meets user needs

STRATEGIC CONTEXT FOR GOAL 2

- GPRS II
 - Section 3.1.1 access to global and regional markets
 - Section 3.1.2 accessibility to national markets
 - Section 3.2.2 promoting trade and industry
- GPRS II – the main section on Transportation
 - Section 3.3.1 The broad policy objectives for Transport:
‘ensure the provision, expansion and maintenance of transport infrastructure of all kinds and ensure the provision of affordable, accessible transport system that recognises the needs of people with disabilities’
- Proposed Strategies from GPRS II (Section 3.3.1)
 - *Increase spatial access to markets through improvements in farm-to-markets roads*
 - *Rehabilitate or accelerate the development of one major road linking rural and urban markets in every region*
 - *Continue to develop and rehabilitate major highways in the country*
 - *Provide modern railway terminals and platforms*
 - *Promote the development of a well integrated and modern rail track system*
 - *Maintain and provide efficient and modern ports and harbours infrastructure across the country*
 - *Promoting adoption of intermediate Means of Transport*
- GPRS II – Support to Sectors
 - Section 3.4.2 providing transport infrastructure and services which meet customer needs for reliable, cost-effective and environmentally friendly transport for Mining
 - Section 3.4.3 providing transport infrastructure and services to meet the growing demand for tourism
 - Section 4.4.1 improving access to health care

TRANSPORT ISSUES TO WHICH THE POLICIES RESPOND

- Uneven access to transportation is leading to post-harvest losses suffered by farmers
- Spending on transportation consumes a high proportion of an average person's income.
- The poor condition and inadequate maintenance of Ghana's transport infrastructure constrains movement of goods, services and passengers, resulting in higher transport costs.
- Maintenance is critical to achieving the desired: 'accessibility' 'affordability' 'reliability' and 'safety', however:
 - Deferred Road maintenance costs Government 8-10 times in rehabilitation costs and Users additional Vehicle Operating Costs
 - Rail facilities for moving bulk goods have deteriorated to such an extent that such goods are moving by road resulting in early deterioration of the road network.
 - Lack of effective regulation on Inland waterways leads to poor service and safety
- Urban areas need special attention: Roads are heavily congested yet there is the need to create greater carrying capacity for example:
 - Cars and taxis take up 55% road space and carry 26% passengers
 - Trotros and buses take up 32% of road space and carry 68% of passengers
- The physically challenged are not adequately provided for in the current transport system.
- Development of facilities for inland, air and water transport is in its infancy
- Mass transport systems for moving large numbers of people at least cost have not been well developed.
- Facilities for Non Motorized Transport for moving people at low cost with minimum pollution are inadequate.
- Obsolete transport and information technology makes the movements of goods and services less efficient than necessary.

4.2.2.1 Policy statement:

Transport infrastructure investment will be targeted to better serve population, production and tourist centres aiming to reduce overall transport costs to government and users

Strategies

1. Prioritise the maintenance of existing road infrastructure to reduce vehicle operating costs (VOC) and future rehabilitation costs
2. Improve accessibility by determining key centres of population, production and tourism, identifying strategic areas of development and necessary expansion including accessibility indicators
3. Develop and use decision making tools to ensure development investments satisfy strategic gaps in the transport network
4. Reinstate labour-based methods of road construction and maintenance to improve rural roads and maximise employment opportunities

4.2.2.2 Policy statement:

Mass transportation will be prioritised in urban areas, aiming to move at least 80% of passengers

Strategies

1. Implement urban transport projects such as the Ghana Urban Transport Project (GUTP) including Bus Rapid Transit (BRT) and school busing schemes
2. Develop rail-based mass transport system in: Accra-Tema, Kumasi-Ejisu, Accra-Nsawam, and Takoradi-Kojokrom as part of an integrated transport plan
3. Extend mass rail transport systems where cost-effective to serve other high population centres

4.2.2.3 Policy statement:

Non Motorised Transport (NMT) Infrastructure shall be developed to improve affordability and accessibility for urban and rural communities – Aiming for 10% of passenger movement

Strategies

1. Rehabilitate and free from encroachment existing NMT routes
2. Raise awareness of benefits of NMT especially the use of bicycles and pedestrian safety starting with schools and other educational institutions.
3. Carry out surveys to determine user needs and, where required, incorporate NMT facilities in infrastructure planning and development
4. Raise awareness for careful driver attention to pedestrians and cyclists
5. Provide adequate regulation for NMT operations
6. Ensure that schools, universities and shops provide facilities for parking of bicycles and other NMT vehicles
7. Set up credit schemes to allow students to purchase and maintain bicycles at affordable prices
8. Provide strict enforcement and penalties to discourage encroachment on existing NMT facilities

4.2.2.4 Policy statement:

A bulk goods transportation strategy will be developed based on specific user needs, identifying critical investments in the rehabilitation of railway and inland waterways infrastructure

Strategies

1. Develop, rehabilitate and maintain rail infrastructure and improve rolling stock to move bulk goods such as minerals and petroleum products more efficiently
2. Remove obstacles that impede the free movement of bulk goods in the Volta Lake.
3. Provide adequate infrastructure such as landing stages and warehouses for bulk goods transportation on Volta Lake.

4.2.2.5 Policy statement:

Government shall play a lead role in the development and maintenance of aviation infrastructure in the regions in Ghana, satisfying socio-economic needs and encouraging new patterns of trade and travel

Strategies

1. Develop and improve other regional aerodromes to support services for passenger, agriculture, health, tourism and other services using general and light aircraft.

4.2.2.6 Policy statement:

Utilization of inland water bodies and maritime facilities will be increased by developing transport facilities that promote tourism and sporting activities

Strategies

1. Develop, rehabilitate and modernize road access routes to ferry stations
2. Improve safety on inland waterways to fully exploit potential
3. Establish regular, scheduled services on Volta Lake
4. Support and encourage the development of appropriate support industries such as boating and amphibian aviation operations by the private sector

4.2.2.7 Policy statement

Accessibility for women, children, the aged and physically challenged shall be considered in Transport facilities

Strategies

1. Develop accessibility criteria and standards for transport infrastructure and rolling stock.
2. Develop guidelines and implement their use by planners, designers and operators
3. Develop and enforce regulations to ensure minimum standards of accessibility are provided and maintained for women, children, the aged and physically challenged in transport facilities.

4.2.3 TRANSPORT SECTOR GOAL 3

Integrate land use, transport planning, development planning, and service provision.

STRATEGIC CONTEXT FOR GOAL 3

- GPRS II
 - Section 3.3.1 from the Broad policy objectives ‘*A single ministry will promote synergy and enhance planning operations*’
 - Section 4.7 Urban Development, housing and slum upgrading and urban regeneration
 - Section 4.7.2 promote urban infrastructure development and provision of basic services
 - *Section 5.5.2 enhancing decentralisation*
 - *Section 5.5.5 improving public policy management and public sector reform*

TRANSPORT ISSUES ADDRESSED BY THE POLICIES

- Land use and transport development planning are not integrated
- The lack of integrated development and transport planning has led to: low-density development; spatially dislocated settlements and urban sprawl.
- This in turn leads to: Inordinately long commuting distances and times; low occupancy levels; congestion; high transport costs and poor cost recovery by operators.
- The primary responsibility for integrated land use planning lies outside the Transport Sector
- Responsibility for development of infrastructure is dispersed among the 3 transport Ministries. As a result:
 - Ministries and departments outside the Transport Sector are rarely consulted on modal solutions
 - Inter modal solutions are not explored
 - There is duplication and redundancy in transport networks and services.
- There are gaps in the functionality of institutions for integration and coordination

4.2.3.1 Policy statement:

Transport planning will be fully integrated with, development planning and service provision

Strategies

1. Establish consultation mechanisms between Transport Sector MDAs, with MLGRDE and MMDAs to implement:
 - a. Integrated Land use and spatial planning,
 - b. Decentralised Management, Financing and Maintenance of local transport infrastructure and services;
 - c. Urban Transport Policy
2. Establish consultation mechanisms between Transport Sector MDAs and other Sectoral Ministries
3. Produce practical guidelines for development and transport planners to facilitate effective integration
4. Ensure proper acquisition and protection of land for transport infrastructure development
5. Incorporate into master plans of cities, provision of inter and intra-modal and ‘break-bulk’ facilities to improve the transfer of goods and passengers from one mode to another.
6. In collaboration with the MMDAs, ensure the provision of independently managed lorry parks and other transport interchange facilities to encourage competition and improved customer service
7. Ensure consistent application of the ‘Road Utility Coordination Manual’ by passing appropriate legislation

4.2.4 TRANSPORT SECTOR GOAL 4

Create a vibrant investment and performance-based management environment that maximizes benefits for public and private sector investors

STRATEGIC CONTEXT FOR GOAL 4

- GPRS II – Governance issues
 - section 5.3.3 evidence-based decision making
 - Section 5.5.2 enhancing decentralisation – through effective use of public resources and application of
 - Section 5.6.1 Fiscal Policy Management – improving public expenditure
 - Section 5.6.2 Improving fiscal resource mobilisation

TRANSPORT ISSUES ADDRESSED BY THE POLICIES

- Too much emphasis has been placed on public funding for road infrastructure compared to other modes.
- Current funding is inadequate for maintenance, upgrading and rehabilitation of existing infrastructure, and management for all modes of transport.
- The development of new infrastructure, including intermodal facilities is not adequately covered.
- Poor fiscal management is caused by unplanned prioritization of investment, low construction capacity, weak financial and management practices
- Public – Private Partnership (PPP) as an alternative source of funding for the provision of infrastructure and services has been accepted as a concept but not been institutionalized because currently legal and regulatory frameworks conducive to PPP are not well established.

4.2.4.1 Policy statement:

The private sector will be encouraged to invest in transport infrastructure and services where commercially viable

Strategies:

1. Explore PPP and Concession options for investment in transport infrastructure and services (single and multi-modal options)
2. Government will provide alternative financing mechanisms including bonds and tax incentives for investors in transport infrastructure and services,
3. Apply the principles of market regulation to transport services by an independent body
4. Promote foreign direct investment in the aviation industry
5. Relax the requirement for 6 months domestic airline operations before international operations

4.2.4.2 Policy statement:

The ‘user pays’ principle shall be applied to all transport services and maintenance of infrastructure

Strategies

1. Apply ‘user charges’ to transport users to fully cover the costs of infrastructure maintenance, market regulation and administration
2. Ensure adequate revenue is raised to cover infrastructure maintenance costs
3. Increase fuel levy as one of the user charges to ensure adequate revenue is raised to cover all road maintenance and associated administrative costs
4. Increase charges and penalties on road users in line with the damage done and benefit derived by users

4.2.4.3 Policy statement:

Government will invest in transport infrastructure and subsidise transport services where they provide mainly social and environmental benefits important to users and the country

Strategies

1. Apply subsidies in a transparent manner, targeting the most vulnerable and excluded groups
2. Ensure equity in funding transport infrastructure and services for all modes
3. Develop criteria for modally and geographically equitable development of infrastructure
4. Develop criteria for targeting transport services subsidies

4.2.4.4 Policy statement:

A performance-led approach, based on clear goals and measurable performance targets, evaluated and rewarded accordingly, will be applied throughout the supply chain of transport infrastructure and services

Strategies:

1. Encourage performance-led, standards-based competition between providers of infrastructure and services including MDAs to reduce unit cost for transport development and maintenance
2. Contract and license to the private sector where possible
3. Build capacity of local contractors and consultants and ensure their proper classification and use
4. Streamline procurement and payment processes for contractor services and pay on time
5. Develop a sustainable maintenance management system for transport infrastructure
6. Move from a Bill of Quantity form of contract to performance based contract for road maintenance.
7. Employ effective financial management to maximise utilisation of public funds
8. Collect data to allow critical analysis, monitoring, evaluation and reporting of sector performance in relation to user needs

9. Develop indicators to monitor and evaluate sector performance in pursuit of strategic objectives
10. Ensure collection of transport statistical data to support planning, monitoring, evaluation, and reporting
11. Ensure proper information management and retention of reports and studies from the Sector

4.2.5 TRANSPORT SECTOR GOAL 5

Develop and implement comprehensive and integrated Policy, Governance and Institutional Frameworks

STRATEGIC CONTEXT FOR THIS GOAL

- GPRS II
 - Section 3.1.2 Public Sector Reform
 - Section 3.3.1 Transportation
 - ‘requires an efficient institutional and regulatory framework’*
 - ‘A single ministry of Transport will promote synergy and enhance planning and operations’*
 - Section 5.3.2 improving existing institutional, legal and policy environment
 - Section 5.5.5 Public policy management and public sector reform

TRANSPORT ISSUES ADDRESSED BY THE POLICIES

- Ghana’s governance framework is changing
- Transport Sector activities have previously been determined by short/medium term modal plans and programmes such as the Road Sector Development Programme
- With the advent of National Development Policy and the need for the Transport sector to serve those interests and objectives, the policy and planning process needs to re-orientate to the strategic context.
- Responsibility for Policy, Planning, Development, Maintenance and Management of Transport infrastructure and services is dispersed among various ministries, departments and agencies
- Coordinated policy formulation, Integrated planning and development is almost impossible.
- Government has already identified the need for greater functional clarity in Transport Sector institutions

4.2.5.1 Policy statement:

Transport Sector policies shall promote synergy between the requirements of international, regional, national development, inter-sectoral and modal objectives and the needs of transport users

Strategies:

1. Enhance policy formulation and coordination capacity to embrace the wider policy framework
2. Engage Sector stakeholders in Transport Sector policy formulation and implementation

4.2.5.2 Policy statement:

An institutional framework will be established, separating functions of Policy Formulation, Regulation, Asset Management and Services

Strategies:

1. Implement existing recommendations for institutional reform and strengthening in the Transport Sector including:
 - a. In the Roads sub-Sector, the creation of the National Roads Authority as the road asset manager and Road Agencies as network management service providers.
 - b. In the Aviation sub-Sector, the separation of safety, air traffic control and accident enquiry functions from Ghana Civil Aviation Authority
 - c. In the Railways sub-Sector, the creation of the Ghana Railway Development Authority as a separate regulatory body for the sub-Sector
 - d. In the Maritime and Inland-Waterway sub-Sector, the further development of GMA as the regulatory body for Maritime and Inland Water services.
2. Develop the institutional and regulatory arrangements for ensuring the most effective and efficient movement of freight and passengers, to and within, Ghana.

4.2.6 TRANSPORT SECTOR GOAL 6

Ensure Sustainable Development in the Transport Sector

STRATEGIC CONTEXT FOR GOAL 6

- Millennium Development Goal (MDG)
 - Ensure Environmental Sustainability, integrate principles of sustainable development into country policies and programmes and reverse loss of environmental resources
- GPRS II
 - Section 1.4.3 measuring progress on MDGs
 - Section 4.4.3 HIV/AIDS prevention – reducing new HIV/STI transmission

TRANSPORT ISSUES ADDRESSED BY THE POLICIES

- Inadequate evidence-based analysis and comparison of social, environmental and economic impacts of modal solutions - The SEA provides a consistent measure
- Ghana's transport system lacks comprehensive measures for minimizing environmental damage.
- The Transport Sector accounts for 99.7% of gasoline consumption in the economy. Almost all of that fuel is consumed by road transport.¹⁵
- The transport sector is responsible for over 60% of non-biomass carbon dioxide and over 50% of Nitrogen Oxide emissions¹⁶
- Strategic Environmental Assessments are seldom carried out at the strategic and planning stages as programmes are developed.
- Even though some Environmental Impact Assessments have been carried out at the project level the practice is not widespread.
- There is the tendency to apply EIAs to donor assisted projects and seldom to GOG projects.

¹⁵Energy Commission 2006, Strategic National Energy Plan 2006-2020, Energy supply to the Transport Sector of the Economy

¹⁶ ibid

- Health and safety issues have not been given adequate attention at construction sites, transport terminals and along routes for service provision.
- In Aviation and Maritime transport there is the need to review standards in view of recent international developments.
- Road accidents are steadily increasing with increasing traffic volumes.
- There is the need to improve Road users' knowledge, skills, behaviour and attitudes. Practices such as overloading of passenger and freight vehicles increases the chance of serious accidents.
- Traffic engineering from the planning stage, through development to operations require some improvements.
- Response to traffic accidents is poor while trauma care facilities are inadequate.
- Rail transport maintenance is very inadequate

4.2.6.1 Policy statement:

Strategic Environmental Assessments(SEA) will be carried out on all transport policies, plans and programmes, ensuring environmental and cost benefits and risks are considered for each transport mode

Strategy:

1. Establish institutional capacity to carry out SEA of transport sector policies, plans and programmes

4.2.6.2 Policy statement:

ALL Transport Infrastructure development and maintenance projects (above a certain threshold) will comply with existing environmental (EIA), health and safety regulations

Strategies:

1. Government (as client of infrastructure projects) will include the requirement for EIA and health and safety standards in contract documentation for infrastructure projects
2. Create enforcement mechanism to ensure EIA mitigation measures are implemented and under-performance is sanctioned

4.2.6.3 Policy statement:

Health and safety of communities, operatives and users shall be assured in all modes of transportation

Strategies:

1. Provide STI, HIV/AIDS and Malaria awareness programmes for all operatives and on all infrastructure construction sites and adjoining communities
2. Develop and enforce safety standards in transportation services including unauthorised modifications of vehicles, vehicle emissions
3. Develop standards for boat construction and operations on inland waterways
4. Apply navigational aids to improve safety on inland waterway
5. Ensure mechanisms are implemented to improve safety standards in areas such as :
 - A. Construction site safety
 - B. Occupational health
 - C. standards of training and certification of seafarers
 - D. Ghanaian vessels and foreign vessels visiting Ghana
 - E. Personnel training manuals
 - F. Search and Rescue at sea

6. Ensure the requisite framework is in place for co-ordination and emergency response and ensure maritime MDAs are trained and equipped to handle oil spills and other hazards to the public arising from maritime transport operations
7. Develop a comprehensive educational programme for road users commencing at kindergarten, formal and informal education, radio, television, posters and pamphlets to raise awareness and inform the benefits of better road use
8. Educate the public in first aid for accident victims
9. Introduce a national emergency telephone number to facilitate prompt handling of emergencies
10. Improve coordination between emergency services in both public and private sectors
11. Identify and establish hospitals and clinics at critical locations, along main transport routes, which should be properly fitted with facilities to ensure prompt and effective attention to accident victims
12. Incorporate safety auditing to all transport modes

4.2.6.4 Policy statement:

Fuel efficiency, conservation and pollution control measures shall be promoted for road transportation.

Strategies:

1. Ensure that fuel efficiency is one of the criteria used to assess modal choices in the development of Ghana's transport network.
2. Ensure that environmental pollution is one of the criteria used to assess modal choices in the development of Ghana's transport network.
3. Evaluate the potential of alternative fuels to supplement petroleum products
4. Introduce fuel efficiency devices on vehicles (starting with the Government fleet)
5. Limit the importation and increase taxes and duties on vehicles and engines more than 10 years old
6. Set and enforce emission standards for road vehicles
7. Promote the benefits of fuel efficiency

4.2.7 TRANSPORT SECTOR GOAL 7

Develop adequate Human Resources and apply New Technology.

STRATEGIC CONTEXT FOR GOAL 7

- GPRS II
 - section 3.3.2 – links with Energy Sector through joint development and application of research on energy technologies, etc
 - Section 3.3.3 – promoting the use of science and technology in the sector
 - Section 3.4.1 – promoting the use of ICT for improved performance
 - Section 5.5.8 – enhancing development communications through the use of ICT

TRANSPORT ISSUES ADRESSED BY THE POLICIES

- The technical skills needed for infrastructure constructions and maintenance are limited in both public and private sectors.
- Indeed, the culture and discipline of maintenance are not well developed, thus resulting in inefficient maintenance of transport infrastructure.
- Likewise, supervision and monitoring are inadequate and the number of personnel professionally trained to handle integrated planning is insufficient.
- The use of labor-intensive methods that once employed many people in building and maintaining rural roads have declined significantly.
- Equipment for timing, signaling, tracking, controlling and monitoring infrastructure is either obsolete or nonexistent.
- The transport sector as a whole lacks adequate training and clear career paths.
- Research aimed at improving the delivery of transport infrastructure and services are minimal and where available they are seldom applied.

4.2.7.1 Policy statement:

Key skills and competencies will be developed to meet the demands of the Transport Sector

Strategies:

1. Develop a multi-disciplinary transport-sector HRD strategy and implementation plan, reflecting the need for greater appreciation of private sector requirements and the continuous training of existing personnel
2. Increase the range of professional and managerial courses available at tertiary institutions
3. Increase the range of vocational training courses to transport personnel in Ghana
4. Promote the role of women in the transport sector as providers of services, professionals and managers.
5. Train traffic enforcement personnel and the Judiciary to improve enforcement and judiciary processes
6. Encourage improvements in existing driver training and testing schools and encourage the establishment of driver training for heavy goods and public service vehicles
7. Establish a system of certification for vehicle repair and maintenance providers
8. Invest in ICT and appropriate training for public sector personnel and private sector service providers to improve efficiency – encourage its use on a daily basis

4.2.7.2 Policy statement:

Research on all aspects of transport sector performance will be carried out and applied by public and private sector organisations.

Strategies

1. Develop a comprehensive research strategy for the transport sector aiding policy formulation, infrastructure design and management and transport services management including identifying global and local best practices, performance requirements and indicators and potential roles for public and private sector stakeholders
2. Develop a research strategy for advanced vehicle and fuel technologies integrating transport, energy, and scientific research stakeholders
3. Make research available to improve the development and maintenance of road infrastructure and road transport services
4. Research the use of modern ICT to improve the development and maintenance of transport infrastructure and delivery of transport services

CHAPTER 5 – IMPLEMENTATION FRAMEWORK

Without an effective mechanism for implementation, the objectives set out in this National Transport Policy will never be realized.

Therefore, implementation is also a Policy issue. Consideration has been given to implementation issues throughout the formulation of this Policy, resulting in proposals to strengthen the existing institutional and governance frameworks for the Sector.

The primary responsibility for the formulation, coordination and implementation of this National Transport Policy rests with Government. This will be achieved through its Ministries, Departments, Agencies and Local Government structures. With a heavy emphasis on private sector involvement it is anticipated that the Private Sector will be required to play an increasingly coordinated and integrated role in both policy formulation and implementation. Civil Society Organisations (CSOs) representing various interest groups concerned with environmental, trade and community issues will also play an increasingly important role, ensuring good governance and providing a voice for minority groups.

This Policy includes explicit statements of intent on behalf of Government. The roles of both the Private Sector and Civil Society are indicated, but it will be for the individual private sector and civil society organizations to respond accordingly. It is the role of Government to create the enabling environment in which the Private Sector and Civil Society can play their role.

Within the current institutional framework, modal policies and strategies are implemented by the respective Ministries of Aviation, Harbours and Railways, and Transportation. Urban and Rural development policies are formulated by the Ministry of Local Government, facilitated by the NDPC and the decentralized governmental institutions. Other Sector Ministries, such as Agriculture, Trade and Industry, and Energy are formulating their own sector policies and will take responsibility for their implementation. The Ministry of Finance and Economic Planning bases Government expenditure, as set out in the Annual Budget, on the growth and poverty reduction objectives set out in GPRS II.

Because of the emphasis on modal separation in the Transport Sector, there is currently a gap in functionality affecting ‘whole-sector’ issues. The need for ‘whole-sector’ representation, integrated and coordinated policy formulation, integrated transport planning and policy implementation has been identified by the National Transport Policy project (2006) and Institutional Study (2006). The benefits, of a single Ministry of Transport, have also been identified in GPRS II (2005).

Two Committees have been proposed in order to fill the current gap for ‘whole-sector’ representation, integration and coordination. These comprise:

1. Transport Sector Policy Management Committee – to facilitate multi-stakeholder representation in Transport Policy formulation.
2. Transport Sector Technical Performance Committee – to facilitate multi-stakeholder representation in Transport Sector Performance, integration and implementation.

APPENDIX A – DIAGRAMS (See Page 23)

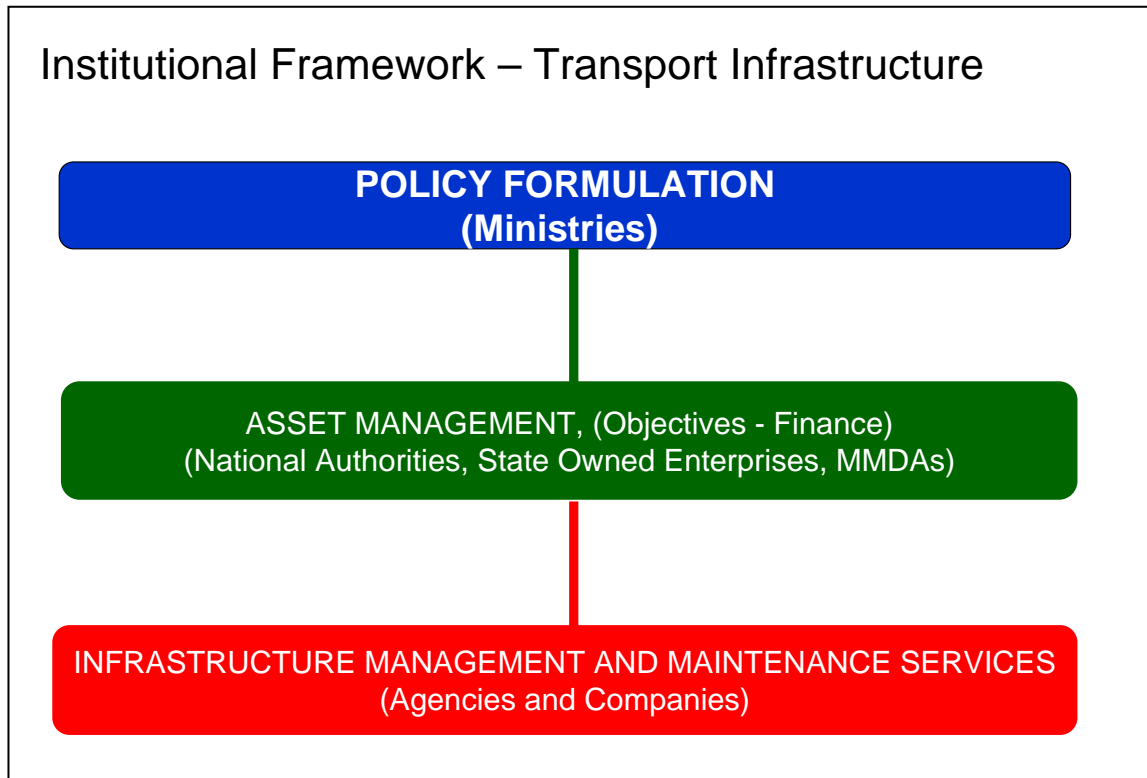
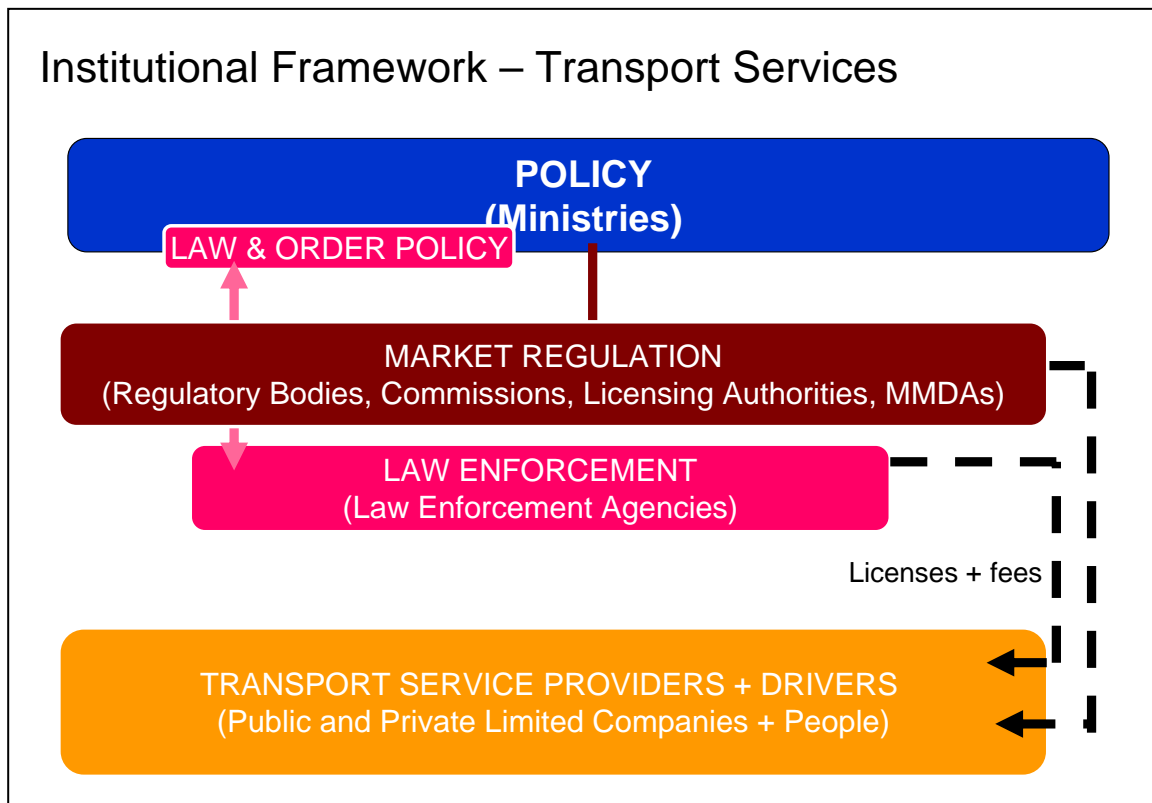


Diagram 3/02



NATIONAL TRANSPORT POLICY

DECEMBER 2008

ACRONYMS

AGOA	African Growth and Opportunity Act
Att-Gen	Attorney General
ATK	Aviation Turbine Kerosene
ATNS	Air Traffic Navigation Service
BOT	Build Operate Transfer
BRR	Building and Roads Research Institute
CBO	Community Based Organization
CEPS	Customs, Excise and Preventive Service
CSIR	Council for Scientific and Industrial Research
C-TPAT	Customs-Trade Partnership Against Terrorism
CWSA	Community , Water and Sanitation Agency
DFR	Department of Feeder Roads
DPs	Development Partners
DSW	Department of Social Welfare
DUR	Department of Urban Roads
DVLA	Driver's and Vehicle Licensing Authority
EC	Energy Commission
ECOWAS	Economic Commission of West African States
EIA	Environmental Impact Assessment
EPA	Environmental Protection Agency
GACL	Ghana Airports Company Limited
GCAA	Ghana Civil Aviation Authority
GEPC	Ghana Export Promotion Council
GHAPOHA	Ghana Ports and Harbors Authority
GIPC	Ghana Investment Promotion Center
GMA	Ghana Maritime Authority
GPRS	Ghana Poverty Reduction Strategy
GPRTU	Ghana Private Road and Transport Union
GTB	Ghana Tourist Board
ICAO	International Civil Aeronautics Organization
ICT	Information and Communications Technology
IMO-SOLAS	International Convention for the Safety of Life at Sea
ITA	Investment in Transport Act (SADC)
MARPOL	Convention for the Prevention of Pollution from Ships
MCA	Millennium Challenge Account
MDAs	Ministries, Departments and Agencies
MDBS	Multi Donor Budget Support
MDGs	Millennium Development Goals
MLFM	Ministry of Land, Forests, and Mines
MLGRDE	Ministry of Local Government, Rural Development and Energy
MMEY	Ministry of Manpower, Employment and Youth
MOAv	Ministry of Aviation
MOCT	Ministry of Communication and Technology
MoEn	Ministry of Energy

MOF	Ministry of Fisheries
MOFA	Ministry of Food and Agriculture
MOFEP	Ministry of Finance and Economic Planning
MOH	Ministry of Health
MOI	Ministry of Information
MOJ	Ministry of Justice
MoSE	Ministry of Science and Environment
MOT & MCC	Ministry of Tourism & Modernization of the Capital City
MOTI	Ministry of Trade and Industry
MOWAC	Ministry of Woman and Children Affairs
MHR	Ministry of Harbors, and Railways
MPSD & PSI	Ministry of Private Sector Development and Presidential Special Initiatives
MT	Ministry of Transportation
MSMEs	Small and Medium Enterprises
MTTU	Motor Traffic and Transport Unit
NACP	National Aids Control Program
NBSSI	National Board for Small Scale Industries
NCA	National Communication Authority
NCWD	National Commission on Women Development
NDPC	National Development Planning Commission
NEPAD	New Partnership for Africa's Development
NGO	Non Governmental Organization
NMT	Non Motorized Transport
NPA	National Petroleum Authority
NRSC	National Road Safety Commission
NTP	National Transport Policy Study
PEF	Private Enterprise Foundation
PSI	Presidential Special Initiatives
PSIA	Poverty and Social Impact Analysis
PWDs	Persons With Disabilities
STEP	Skill Training and Entrepreneurship Program
STLC	Secure Transport Logistics Chain
MTEU	Twenty Foot Equivalent Units
VLTC	Volta lake Transport Company
WCO	World Customs Organization
WHO	World Health Organization
WTO	World Trade Organization

FOREWORD

Transport in all its modes is one of the most important catalysts for development.

Yet development in Ghana's transport sector has been short-term, modally-based and lacking in coordination with other Government strategies. This National Transport Policy heralds a change of approach; setting out a blueprint for the sustainable development of Ghana's transportation system within the strategic context of a coordinated strategy for growth and poverty reduction and working towards the goal of Middle Income Status by 2015.

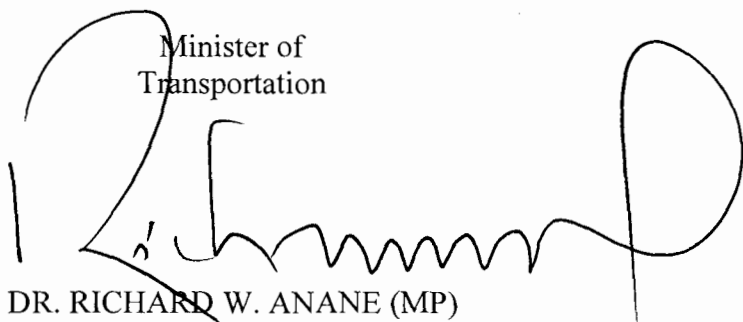
The process of consultation and review carried out over a period of 2 years, confirmed the importance and benefits of transportation to people, firms and Government in the sustainable development of Ghana. The Transportation system also affects the dynamics of regional and global development opening up opportunities for Ghana in the overall growth of the West Africa sub-Region. During the consultation, a Strategic Environmental Assessment was conducted on the National Transport Policy with the relevant stakeholders who focused on major areas including: Clarity of strategic objectives, policy statements and actions; Cross sectoral linkages and issues; Opportunities and risks associated with the proposed strategic objectives, policy statements and actions.

The Government of Ghana, like governments around the world, must make choices. The Growth and Poverty Reduction Strategy (GPRS II) sets out the overall development agenda for Ghana. This National Transport Policy incorporates the requirements of GPRS II and wider ranging international agreements affecting the transport sector. It sets out the priorities for investment, improvement and operations that aim to create:

An integrated, efficient, cost-effective and sustainable transportation system responsive to the needs of society, supporting growth and poverty reduction and capable of establishing and maintaining Ghana as a transportation hub of West Africa

As has been evident during the consultation process, the needs of transport users and the roles of transport providers are changing. The emphasis in this Policy is on the immediate and foreseeable needs of transport users and how an integrated transportation system can better serve people as they strive for sustainable development in Ghana.

Minister of
Transportation



DR. RICHARD W. ANANE (MP)
For and on behalf of the Transport Sector Ministries

CONTENTS	Page
 CHAPTER 1 –GOALS AND OBJECTIVES FOR THE TRANSPORT SECTOR	
1.1 Introduction	5
1.1.1 The Importance of Transport for National Development	5
1.1.2 Looking into the Future	8
1.1.3 The Role of a Transport Policy	9
1.1.3 The Consultation Process	9
1.2 The Strategic Context	13
1.3 Expectations and commitments for the Transport Sector	16
 CHAPTER 2 – PRINCIPLES UNDERPINNING POLICY FORMULATION AND IMPLEMENTATION	
2.1 Role of Government, Civil Society and Private Sector	18
2.1.1 The Role of Government	18
2.1.2 The Role of Private Sector	19
2.1.3 The Role of Civil Society	20
2.2 Integrated Policy, Governance and Institutional Frameworks	21
2.3 Principles of Financing	24
2.4 Principles of Regulation	25
2.5 Principles of Performance Management	26
 CHAPTER 3 – OVERVIEW AND CURRENT REALITY OF TRANSPORT SECTOR	
3.1 Introduction	28
3.2 Civil Aviation	29
3.3 Maritime and Inland water Transport	31
3.4 Railways	32
3.5 Roads	34
3.6 Pipeline	36
3.7 Non Motorised Transport NMT	36
3.8 Inter Modalism	36

CHAPTER 4 – TRANSPORT POLICY	Page
4.1 The Transport Sector Vision and Mission	38
4.2 Transport Sector Goals	38
This Section sets out Policies and Strategies under each of the 7 Transport Sector Goals as follows:	
4.2.1 Establish Ghana as a Transportation Hub for the West African Sub-Region.	40
4.2.2 Create a sustainable, accessible, affordable, reliable, effective and efficient Transport system that meets user needs	43
4.2.3 Integrate land use, transport planning, development planning, and service provision.	48
4.2.4 Create a vibrant investment and performance-based management environment that maximizes benefits for public and private sector investors	50
4.2.5 Develop and implement comprehensive and integrated Policy, Governance and Institutional Frameworks	54
4.2.6 Ensure Sustainable Development in the Transport Sector	56
4.2.7 Develop adequate Human Resources and apply New Technology.	60
 CHAPTER 5 – IMPLEMENTATION FRAMEWORK	 63
Explanation of implementation issues	
 APPENDIX A - DIAGRAMS	 65

CHAPTER 1 –GOALS AND OBJECTIVES FOR THE TRANSPORT SECTOR

1.1 Introduction

1.1.1 The importance of Transport to national development

A good transportation system is a prerequisite for economic growth and poverty reduction.

On the international front, changes in trading relationships brought about by globalization require changes in a country's transportation system and its performance. Research shows (2006¹ & 2006²) that an effective transport system can reduce costs and comparative distances between trading partners, increasing trade effectiveness and maximizing existing industrial investments and production outputs.

National targets for growth and poverty reduction also rely heavily on an effective transportation system. Citizens rely on transport to get food and fuel into their communities and to get to markets, jobs, schools, and health clinics. Farmers rely on transport to get their products to urban markets. Mines and manufacturers rely on transport to get their products to markets and ports. The inability to access jobs and services because transportation is denied or too expensive, are important elements of social exclusion which define poverty.

Evidence from countries around the world (various)³ indicates a direct relationship between investments in transport infrastructure and poverty reduction. Early results from studies carried

¹ World Bank (2006) *Doing Business* report, including a world survey of country business practices,

² World Bank (2006) "Trading on Time"

³ Fan, Hazell, Thorat, (1999), India: Government expenditure on roads had the largest impact on poverty reduction compared with other forms of public investment. Dercon (2001) Ethiopia: found the presence of a road was the major factor in reducing poverty. Jalan & Ravillion (2002), Fan & Chan-Kan (2004), China: For every \$1,200 invested in rural roads 8.2 people raised out poverty: Fan, Houg, Long (2004), Vietnam : 1 Dong invested in roads produces 3 Dong of agricultural output

out in Ghana (2005 & 2006⁴) support the case indicating that, where roads, for example, are completed and properly maintained, there is relatively better access to facilities and markets, lower costs of travel and increased income for those in rural communities through which the roads pass.

Investment in Road infrastructure is also important to the performance of sectors in Ghana's economy (GPRS II sect 2.2.1). Therefore greater effectiveness of infrastructure investments through contributions to construction, mining and quarrying sub-sectors of the Industry Sector will be a major contributor to Ghana's macro-economic performance.

An effective transportation system therefore has a significant impact on the quality of life and opportunity for citizens and businesses. It helps form an important part of the social safety net facilitating the distribution of wealth through trade and employment opportunities in both urban and rural communities.

Of growing concern are the transport problems in Ghana's urban centers. Experience (2002⁵ & 2006⁶) from around the world shows that as economies grow rapid urbanization takes place embracing as much as 60% of a nation's population. Cities become significant 'engines of growth' attracting manufacturers and providing significant employment opportunities. It is estimated that Ghana's urban areas already contribute approximately 50% of GDP (2006⁷) and this contribution could rise significantly. An effective urban transportation system therefore underpins national growth and reduces poverty in the urban areas.

With a national vision of attaining Middle Income Status by 2015, democratic, multi-stakeholder engagement in policy formulation and implementation, increasing reliance on market-based regulation and enhanced human resource capacity it is noticeable that Ghana's Governance

⁴ Republic of Ghana (2006) Baseline Studies Impact of Road Infrastructure on Poverty Reduction in Ghana

⁵ Lagos State Government, (2002, Draft Transport Sector Policy statement

⁶ World Bank (2006) China: Building Institutions for Sustainable Urban Transport EASTR Working Paper No. 4

⁷ Republic of Ghana (2006) Draft Concept Paper for Ghana Urban Transport Project

Framework is undergoing significant change. Yet the laws, regulations, institutions, decision making and financing mechanisms affecting the Transport Sector remain uncoordinated often creating significant barriers to performance-improvement and restricting opportunities for increased sub-regional trade as well as the much sought-after inter-sectoral and inter-modal coordination.

As a consequence of the significant change in both Policy and Governance Frameworks the demands on Ghana's institutions are also changing. Despite over 20 years of public sector reform, Ghana's public sector fails to reflect the increasing demands for strategic, coordinated, performance-led policy formulation, coordination and implementation. The Institutional Framework for Ghana's Transport Sector fails to reflect the need for greater horizontal coordination for improved inter-sectoral policy formulation as well as failing to meet the globally accepted best practice of functional separation between Policy Formulation, Regulation, Asset management and Service provision. In particular, a lack of inter-modal planning is reported by policy makers and practitioners alike. The Government's often stated objectives for inter-modal transport services that aim to increase competition between modes and involve the Private sector, have failed to materialize.

Ghana's Policy Framework is undergoing significant re-orientation. As is already evident (2002)⁸ by the global pursuit for sustainable development, governments require more complex and integrated policy making capacity taking into account global, regional, sub-regional and sectoral objectives.

Ghana's sustainable development objectives are defined in GPRS II (2005) which sets out an inter-sectoral strategy for growth and poverty reduction that demands new priorities for Transport Infrastructure and Services.

The Transport Sector must therefore aim to: meet the needs of transport users; underpin sectoral policies for Trade, Industry, Agriculture, Energy and Tourism; facilitate the provision of basic services of Health and Education throughout the country; and support national growth and poverty reduction strategies for the sustainable development of Ghana as a whole.

⁸ OECD (2002) Improving Policy coherence and Integration for Sustainable Development: A Checklist t

1.1.2 Looking into the Future

Some things cannot be left to chance. It is evident that Transport services must be planned to most effectively meet the current and future needs of people and producers. Project planning and preparation times coupled with construction periods mean that long lead-in times must be allowed when planning transport infrastructure projects.

The demand for transport services is dynamic. The transport needs of people and producers will continue to change; depending on many factors such as: International standards and trends in movement; Government development policy; cost and availability of fuels, technologies, human resource, finance; etc. Transport users will continue to demand improvements in transport services. Also, as more research is carried out and existing research is made available to the Sector, expectations and possibilities will change. For example, we should expect bolder use of innovative vehicle, fuel, information and communication technologies in the Transport sector. There will be a need to update the Policy with regard to user demands and the latest research findings.

Under the umbrella of GPRS II, more sector strategies are emerging, consolidating the objective-led approach to policy formulation adopted by Government. These will require further consideration as they emerge.

This is Ghana's first comprehensive National Transport Policy and, as such, marks a new era in establishing strategic objectives and performance standards for transport infrastructure and services. In 5 years much of the proposed institutional re-structuring could be complete. Laws and regulations could be harmonized as currently prescribed in this Policy. It is, therefore, a transitional policy as transport planning and performance becomes re-orientated to meet strategic national objectives for growth and poverty reduction.

1.1.3 The role of a Transport Policy

This National Transport Policy is the guiding document for the development of Transport in Ghana. It aims to:

- Describe the need for transport infrastructure and services in the context of Ghana's sub-regional, national and local growth objectives (GPRS II, MDG, ECOWAS, NEPAD, etc)
- Provide guidance on Government priorities and strategic objectives for transport to key stakeholders and institutions involved in planning, financing, developing, providing, maintaining and regulating transport infrastructure and services,
- Provide a platform for dialogue, and to provide guidance on, the roles and responsibilities of key Stakeholders.
- Provide guidance on priorities for investment and reform that enable and facilitate achievement of the strategic objectives for transport within the policy framework
- Provide a long-term decision making platform for the effective management and development of Transport infrastructure and Services in Ghana.

The development of an Integrated Transport Plan will commence in 2007, in which the plans, programmes and activities required to achieve the goals, policies and strategies identified in this National Transport Policy, will be set out.

1.1.4 The Consultation Process

The development of this Transport Policy has involved wide ranging consultation with key stakeholder groups throughout Ghana. Commencing in February 2005, the policy formulation process has been facilitated through three projects:

1. The National Transport Policy (NTP) project. The aim of this project was to carry out a detailed analysis of current transport arrangements in Ghana, recommend policy options and test those options with policy makers, professionals and stakeholders throughout the regions of Ghana.

2. The Institutional Study of the Transport Sector (ISTS). The Institutional Study complemented the NTP project, by focusing on the institutional and organisational arrangements of the Transport Sector, identifying ways to increase the overall effectiveness and efficiency of the whole Transport Sector in general and the management of road infrastructure and transport services in particular.
3. The Harmonisation Project. Whilst the outputs of the National Transport Policy Project and the Institutional Study stand alone and provide valuable guidance to policy makers, the Harmonisation Project has brought the outputs of these two key projects together to provide a policy which recognizes the need for an effective institutional framework in which policy objectives can be achieved.

Guidance and direction for the projects has been achieved through various mechanisms. The National Transport Policy project has been guided by Counterparts from the Aviation, Maritime and Inland Waterways, Railways and Roads sub-sectors. A Core Dialogue Team of stakeholders from Government and the Private Sector provided technical guidance and a series of 4 Regional, 2-day Workshops attracted contributions from over 400 representatives of Local Government, Service Providers and Communities. The Institutional Study has met with senior managers from over 50 organisations throughout the Transport Sector to gain detailed information on institutional structures, planning and financial management processes. The Study has also benefited from briefings with the Ministers of Transportation, Public Sector Reform and Ports & Railways, Workshops with personnel from the road sub-sector MDAs, Local Government Service, and a 2 day national workshop attracting over 50 senior representatives from the transport sector in which institutional options were assessed.

Overall direction for both the National Transport Policy project and the Institutional Study has been provided by a multi-sectoral Project Steering Committee (PSC) comprising representation from the:

- Ministry of Transportation,
- Ministry of Harbours and Railways,
- Ministry of Aviation,
- Ministry of Finance and Economic Planning
- Office of the President (on behalf of Aviation)

- Ministry of Public Sector Reform,
- Ministry of Local Government, Rural Development and Environment,
- Office of the Head of Civil Service,
- Ghana Highway Authority,
- Department of Urban Roads,
- Department of Feeder Roads
- Driver and Vehicle Licensing Authority
- National Road Safety Commission,
- Ghana Ports and Harbours Authority,
- Ghana Railway Company
- Ghana Civil Aviation Authority,
- Ghana Road Traffic Coordinating Council
- Chamber of Mines
- Chamber of Commerce
- National Development Planning Council,
- The Environmental Protection Agency,
- State Enterprise Commission
- Representatives of Political Parties
- Academia (KNUST etc)

The Final output of the National Transport Policy study was previewed in addition to the Institutional Study of the Transport Sector at the Governments Transport Infrastructure Growth Workshop in May 2006.

Harmonisation of the recommendations of the two studies involved consultation and briefings with:

- Parliamentarians, through the Parliamentary Select Committee for Transport
- Government through Transport Sector Ministers
- The Government's Development Partners at the Donor coordinating meeting
- The Public Sector through Senior Personnel of Transport Sector Ministries, Departments and Agencies

- Wider Private Sector, Civil Society interests through a National Workshop held in January 2007 at the National Conference Centre Accra.

This Transport Policy has also undergone a Strategic Environmental Assessment as required by GPRS II. The term ‘Environment’ as spelt out in the SEA of the GPRS *‘includes natural resources, social, cultural and economic conditions and the institutional environment in which decisions are made.’*⁹

⁹ Content Report, SEA of GPRS 2004

1.2 The Strategic Context in which this Transport Policy has been developed

Ghana's National Policy framework is changing. This change impacts on the Governance and Institutional frameworks for the Transport Sector and the nation as a whole. For policy makers and practitioners throughout the Transport Sector, it means that the way decisions and priorities are made, and the way performance is both measured and reported is changing.

For example, due to the demands of globalization and the global pursuit for sustainable development, Government is required to develop policies that manage Ghana's international relations in areas such as: trade, investment and environmental impacts. The same goes for laws and regulations that apply to the Transport Sector. Compliance with International conventions and harmonization of laws and regulations throughout the West Africa sub region will facilitate more trade and reduce costs and uncertainties for producers, passengers and service providers.

The national development policy framework has also evolved over the last 5 years. The Ghana Poverty Reduction Strategy (GPRS, 2002), and the recently revised Growth and Poverty Reduction Strategy (GPRS II, 2005), set out a coordinated programme for the economic and social development of Ghana. GPRS II incorporates the priority Millennium Development Goals (MDGs), and, as is confirmed by the priorities in the annual budget statements, GPRS II determines the annual priorities for allocating Government resources. GPRS II and the MDGs also provide the primary focus for Development Partner funding in Ghana.

Furthermore, the introduction of the Multi Donor Budget Support (MDBS) mechanism, for mobilising funding from various development partners, increases the need for centralized policy formulation and budgetary planning.

The importance of transport infrastructure is highlighted in GPRS II as an enabler for economic growth and poverty reduction. The Transport Sector serves and facilitates other sectors such as Trade, Private sector development, Agriculture and Tourism. The importance of Infrastructure has also been reinforced in the Government-led Growth agenda which includes a matrix of

growth targets, indicators and strategies for infrastructure investment, development and maintenance, including institutional reform.

It is envisaged that this National Transport Policy and proposed Integrated Transport Plan will play a significant role in defining priorities and objectives in the Transport sector that aim to serve the national development goals. However, this is a significant re-orientation in Transport Sector planning. Historically, priorities in the Transport Sector have been decided by short term imperatives and, at best, medium term plans such as the Road Sector Development Programme (RSDP). Whilst the RSDP has provided '*an integrated approach to road maintenance, construction and management*' (MRT 2005¹⁰) the Programme is only focused on the Roads sub-sector. There are few examples of integrated planning throughout the Sector and the Government's long standing objective '*to foster effective modal integration and economic assignment of traffic to modes through the market mechanism in order to minimise over-all transport costs to users*' (2001)¹¹ remains unfulfilled.

The need for a National Transport Policy and Integrated Transport Plan underpinned by harmonized laws and institutional framework, has never been greater.

Ghana's Transport Policy has been developed in the context of:

- Policies, Declarations and Conventions of the West Africa sub region, African Union and wider ranging international bodies such as the United Nations and the Millennium Development Goals
- Ghana's Growth and Poverty Reduction Strategy (GPRSII, 2005) including previous long-term visions such as Vision 20-20 and wider aspirations for sustainable development as described by international bodies and Ghana's environmental considerations as defined in Act 490.
- Sectoral policies and objectives, largely as coordinated in GPRS II (2005), but also including its role in supporting the achievement of policy objectives for Trade and

¹⁰ MRT (2005) Road Sector Development Programme, Mid-Term Review

¹¹ www.ghana.gov.gh (site visited May 2005)

Industry, Mining, Energy, Agriculture, Tourism, Urban development, Decentralisation, Land Use planning, and other sector policies as they are developed.

- Government objectives for MDDBS as a mechanism for distributing centrally held funds from Development Partners
- Government objectives for an integrated multi- and inter-modal transport system to minimize overall transport costs to users
- Policies and strategies for accelerating the development of the Private Sector, Private Sector investment in Transport infrastructure and services, Public Private Partnership (PPP) and wider ranging public/private sector relations
- Laws, declarations and conventions for harmonization: with international standards such as ICAO and IMO; between laws of neighboring countries to facilitate sub-regional trade; and between laws governing the use and maintenance of transport infrastructure and services in Ghana.

Good Governance requires increased transparency and accountability from policy makers and providers. By setting out the strategic objectives for the Transport Sector against which the performance of policy makers, practitioners and providers of transport infrastructure and services can be measured and by which they can be held to account; this Transport Policy becomes a key driver for good governance in Ghana.

1.3 Expectations and commitments for the Transport Sector

Government has already set out a demanding agenda for Transport in Ghana.

Ghana's vision of achieving “*middle income status (MIC) by 2015 within a decentralized, democratic environment*”¹² means doubling the size of Ghana's economy within a decade. This requires that GDP grows by 6-8% per annum and per capita income rises from \$380/annum to \$1000/annum. Achieving MIC status is only the beginning and there are many countries that, having achieved MIC status, have failed to sustain their position. Sustaining MIC status depends on poor people sharing in the increased ‘income’ generated by the Country. This means having access to opportunities such as finance, markets and jobs as well as increased access to health and education services. The benefits of development must be enjoyed and sustained for everyone in Ghana.

Evidence from countries around the world indicates a direct relationship between investments in transport infrastructure and poverty reduction. Early results from studies carried out in Ghana support the case indicating that, where roads are completed and properly maintained, there is relatively better access to facilities and markets, lower costs of travel and increased income for those in rural communities through which the roads pass.

The role of transport infrastructure and services in economic growth has also been widely recognised and GPRS II sets out ‘Broad Policy Objectives’(*GPRS II: xxiv*) for the transport sector as follows:

- To ensure the provision, expansion and maintenance of appropriate transport infrastructure
- Which strategically links the rural production and processing centres to the urban centres,
- While ensuring the provision of an affordable and accessible transport system that recognises the needs of people with disabilities

¹² Republic of Ghana (2005) *Growth and Poverty Reduction Strategy II, Nov 2005: xxii*

Government's other stated objectives (2006)¹³ for the Transport Sector include:

- Ensuring the provision of affordable, safe and accessible transportation system that recognizes the needs of people and business enterprises including farmers
- Developing and strengthening the appropriate legal, institutional and regulatory framework to regulate all modes of transportation to ensure an efficient transportation system

Recognising the importance of trade to Ghana's growth, a long-standing policy objective for the transport sector, intended to support the Gateway Programme, is: *'to establish an efficient, modally complementary and integrated transportation network for the movement of people and goods at the least possible cost within the country, as well as to and from the country, both regionally and internationally.'*¹⁴

The Government's recent Transport Sector Growth Workshops (May 2006) resulted in a matrix of indicators and strategies aimed at achieving the following outcomes for the Transport Sector:

- Integrated and Adequately funded transport system
- Improved transport Infrastructure and facilities
- Reduced transport costs for users and operators
- Effective policy Formulation and coordination/regulation to support an efficient transport system

Therefore, this National Transport Policy has been developed to reflect these expectations already declared by Government.

¹³Republic of Ghana (2006)*The 2007 Budget Statement, the Speech:c1105*

¹⁴ www.ghana.gov.gh (site visited May 2005)

CHAPTER 2 – POLICY PRINCIPLES

This section sets out Policy Principles that provide guidance for policy makers and practitioners in developing and implementing Transport Sector Policies, Strategies and Plans to ensure they reflect existing Government policies for Growth and Poverty Reduction largely as described in the GPRS II.

2.1 The Role of Government, Civil Society and the Private Sector

The Role of Government, Civil Society and the Private Sector is changing.

2.1.1 The Role of Government

Government will create the appropriate Policy, Governance and Institutional Frameworks for the Transport Sector

Government will take the lead in:

- Policy Formulation and coordination, ensuring that transport infrastructure and services contribute to Sustainable Development in Ghana
- Integrated Transport, Land Use and Spatial Planning
- Integrated Transport planning ensuring inter-modal solutions are properly assessed
- Monitoring & Evaluation of sectoral performance in regard to national development indicators
- Policy-led Research, Data Collection and Information Management
- Sector-wide human resource development strategies

Government will ensure:

- Adequate investments are available for the development and maintenance of transport infrastructure assets

Government will create:

- An enabling environment for multi-stakeholder consultation
- An enabling environment for increasing private sector investment in Transport infrastructure and services
- An appropriate regulatory environment, to ensure transport services meet user needs
- An appropriate enforcement environment, to ensure transport investors and users derive maximum benefit from existing assets

The Role of Ministries, Departments, Agencies and Assemblies must be coordinated to ensure transport infrastructure and services meet user needs and maximise benefits derived from investments by Government and the private sector

2.1.2 The Role of the Private Sector

The Private Sector will participate in policy formulation to ensure:

- Their needs as investors and providers are reflected in transport policy, strategies and plans.
- A level of commercialism is balanced with social and environmental requirements when planning the development of transport infrastructure and services

The private sector will engage in sector improvement by:

- Applying management skills and competencies to engender a performance-based approach to managing transport assets
- Training their personnel to ensure continuously improving standards of management, technical competence and service delivery
- Participating in research activities and utilizing the results
- Complying with transport licensing laws and regulations
- Adopting modern corporate governance standards

2.1.3 The Role of Civil Society

Civil Society represents the citizens and electorate of Ghana including minority and disadvantaged groups as well as representation of environmental interests.

Civil Society will provide a balance to ensure good governance in the transport sector.

Civil Society, through its representative organizations (CSOs) will provide guidance to policy makers on the needs of people in a transportation system.

Civil Society Organizations will engage in sector improvement by:

- Applying management skills and competencies to engender a performance-based approach to managing transport assets
- Training their personnel to ensure continuously improving standards of management, technical competence and service delivery
- Participating in research activities and utilizing the results
- Complying with transport licensing laws and regulations
- Adopting modern corporate governance standards

2.2 Integrated Policy, Governance and Institutional Frameworks

Globalisation, the pursuit of sustainable development and good governance within a democratic, decentralised environment puts new demands on policy makers. They must look further into the future to ensure the sustainability of their choices for generations to come. They must also consider the needs of wider-ranging stakeholders, utilising multi-stakeholder consultation to ensure their effective engagement in policy formulation and implementation.

Policy making in the Transport Sector is undergoing a 180° re-orientation from a modally-planned approach to a policy-led approach where Transport Sector priorities are determined by strategic objectives set out, largely, in the National Growth and Poverty Reduction Strategy (GPRS II).

Good governance requires that public expenditure is managed efficiently, delivering maximum benefits for the country and ensuring full accountability. With the increasing demand for more commercial management and the engagement of the private sector in transport infrastructure development and service provision, there is a need for new institutions, regulations and fiscal measures to manage and regulate the actions of the new providers and ensure that the needs of users and the country are met.

This Transport Policy has been developed within a Policy Framework which reflects Ghana's strategic goals and objectives. The wide ranging changes currently being experienced, and changes to be further anticipated, can be formulated by reference to three integrated frameworks:

1. Policy,
2. Governance
3. Institutions

Therefore, Transport Sector Policies, Strategies and Actions will be developed and implemented within these three integrated frameworks as follows:

The Policy Framework for the Transport Sector consists of:

- Policies, Declarations and Conventions of the West Africa sub region, African Union and wider ranging international bodies
- Ghana's Growth and Poverty Reduction Strategy (GPRSII, 2005) including previous long-term visions such as Vision 20-20, the Gateway Programme, wider aspirations for sustainable development as described by international bodies and Ghana's environmental considerations as defined in Act 490.
- Sectoral policies and objectives, largely as coordinated in GPRS II (2005), but also including its role in supporting the achievement of policy objectives for Trade and Industry, Energy, Agriculture, Tourism, Urban development, Decentralisation, Land Use planning, and other sector policies as they are developed.
- Government objectives for MDBS as a mechanism for distributing centrally held funds from Development Partners
- Government objectives for an integrated multi- and inter-modal transport system to minimize overall transport costs to users
- Policies and strategies for accelerating the development of the Private Sector, Private Sector investment in Transport infrastructure and services, PPP and wider ranging public/private sector relations

The Governance Framework for Ghana's Transport Sector consists of:

- Policies and strategies that determine the overall goals and objectives for the Sector
- Stakeholders of Government, Civil Society and The Private Sector, recognising their respective transportation needs and identifying their roles and responsibilities
- Drivers that impact on organisations throughout the sector to bring about the desired performance. These consist of:
 - Market forces
 - Regulations
 - Fiscal measures
 - Laws & enforcement mechanisms

- Capacity of the Sector to carry out the necessary functionality including the capacity of:
 - Institutions
 - Organisations
 - People

The Institutional Framework for Ghana’s Transport Sector consists of institutions defined by the following functions:

- Policy formulation
- Regulation
- Asset management
- Service provision

As constituted and detailed in Act 462 provision must also be made to ensure progressively decentralised management of transport infrastructure and services. Further investigation into the institutional arrangements for Ghana’s Transport Sector indicates two separate arrangements:

Defining the relationship between

- Policy Formulation,
- Management of the Infrastructure Assets; and the
- Provision of infrastructure services

Defining the relationship between

- Policy formulation
- Market Regulation and
- Transport Service providers

Both arrangements are illustrated in diagram form in APPENDIX A

2.3 Principles of Financing

Priorities for Government Investment and fiscal interventions will be set out in the Transport Policy and reflected in the proposed Integrated Transport Plan

The Private Sector will be encouraged to invest in Transport infrastructure and services that provide commercial returns: This includes almost all freight transport operations and a number of financially viable passenger operations.

Government will continue to ‘Invest’ in transport infrastructure and ‘Subsidise’ transport services where they provide mainly social and environmental benefits important to users and the country as follows:

- Transport infrastructure and services that meet the vision of providing access and mobility to all users, particularly the poor and physically challenged
- Given the limited resources of Government, finances for some time will be adequate only to meet the highest-priority demands.
- ‘Subsidies’ will be applied in a transparent manner, targeting the most vulnerable and excluded groups, using appropriate models such as
 1. public service obligation; or
 2. subsidy concession.

Government will implement policies and practices that reduce the inefficiencies and high costs of transportation by:

- Raising adequate investment for infrastructure maintenance
- Making consistent funding allocations based on policy objectives and performance agreements
- Better planning for use of least-cost inter-modal solutions
- Allowing public and private sector agencies involved in the management and regulation of the Transport system to raise and retain the cost of administration through fares or ‘user charges’(this includes enforcement of environmental, safety, security, and road vehicle control standards - e.g. vehicle licenses, route licenses, axle load control)

- Creating a vibrant and competitive private sector – by encouraging PPP, building capacity of national contractors and paying on time

2.4 Principles of Regulation

Regulation is meaningless unless consistently enforced and updated as Ghana's governance framework evolves

Government, through its regulatory bodies, will retain responsibility for establishing and enforcing Regulations in Ghana

Market liberalization requires that the role of the Government must change from one of being a provider of transport infrastructure and services, to one of creating a vibrant and effective Market in which transport infrastructure and services are provided to meet user needs.

The Principle of Market Regulation is to reconcile sometimes contradictory forces created by significant economies of scale and demand-externalities.

Regulation aims to:

- assure markets are fair, efficient, orderly, and non-corrupt;
- ensure that the needs of the customers are met;
- safeguard the interests of the users and private sector operators.
- prevent discrimination against women, children, the aged and physically challenged

Government's Market Regulatory role will consist of regulating and enforcing levels of service (including social, health, safety, security and environmental safeguards against public hazard) required for transport infrastructure and services:

- Provided under specific contracts (example: urban mass transit services)
- Provided by monopolies (example: State Owned Assets such as airports, ports, railways, roads)
- Expected in markets in which market entry is free and in which service providers compete on a 'level playing field' to satisfy user needs.

2.5 Principles of Performance Management

Government will create an appropriate performance-led governance framework for institutions, organisations and personnel throughout the sector by:

- Ensuring that Transport Sector goals and objectives are clearly stated in a National Transport Policy, the proposed Integrated Transport Plan and other Development Policies and Strategies
- Set clear strategic objectives (Economic, Social, Environmental), policy principles and guidelines for prioritisation – for the whole sector, institutions and organisations
- Establish institutions with clearly defined Mandates, Authority, Roles and Responsibilities to ensure things get done
- Establish clear lines of responsibility and accountability for key personnel (Ministers, Chairs, Directors) including reporting requirements
- Establish Performance Agreements based on achieving strategic objectives with available finance
- Honour attainment of performance agreements - Sanction underperformance
- Structure organisations with a customer and strategic output orientation.
- Develop Job Descriptions to reflect the attainment of strategic objectives and customer needs
- Apply the principle of ‘meritocracy’ when appointing Personnel – ie select appropriately trained personnel, with capabilities appropriate to the attainment of strategic objectives and good governance of the organisation
- Contract and sub-contract to specialist suppliers if competencies required by the organisation are not available ‘in-house’
- Establish Remuneration Packages that reward the attainment of strategic objectives and meet the needs of the organisation’
- Establish Monitoring and Evaluation as an integral part of good management
- Ensure adequate checks and balances are in place including:
 - Public information on Transport Sector activities
 - Independent audits on Governmental organisations in the Transport Sector
 - Adequate and balanced capacity in all key stakeholders

- Compliance with current rules of governance for State Owned Enterprises (SOE)
- Updates to Ghana's Company Code to instil modern corporate governance standards in corporate performance throughout Ghana

CHAPTER 3 – OVERVIEW OF TRANSPORT SECTOR

3.1 Introduction

Chapter 3 provides an overview of the Transport Sector. The current status of all transport modes is examined for both infrastructure and services provision. Issues and current realities are identified and analysed to provide the basis for the development of policies and strategies that will result in the desired improvements in the transport system

The table below gives a good indication of government's investment in the Transport Sector.

It is observed that about 99% of this investment is dedicated to the road sub-sector, including statutory funds received through the Road Fund.. It should also be noted that State Owned Enterprises such as Ghana Ports and Harbours Authority, Ghana Civil Aviation Authority and Ghana Railway Company generate income through sales and licenses and receive limited investments from the private sector. These figures are not included in this table.

YEAR	ROAD	AVIATION	RAIL + MARITIME	TOTAL NATIONAL BUDGET
2006	3.665t	n/a t	0.043t	29.484t
2007	3.853t	0.015t	0.029t	38.698t
2008	4.748t	0.316t	0.229t	61.687t

t = Trillion Cedis

There may be the need to review the current trends in allocating Government funds if some impact is to be made in other modes of transportation.

3.2 Civil Aviation

Civil aviation functions in Ghana comprise: Policy formulation, Technical (safety) and economic regulation; Airport (asset) management; and Air space management.

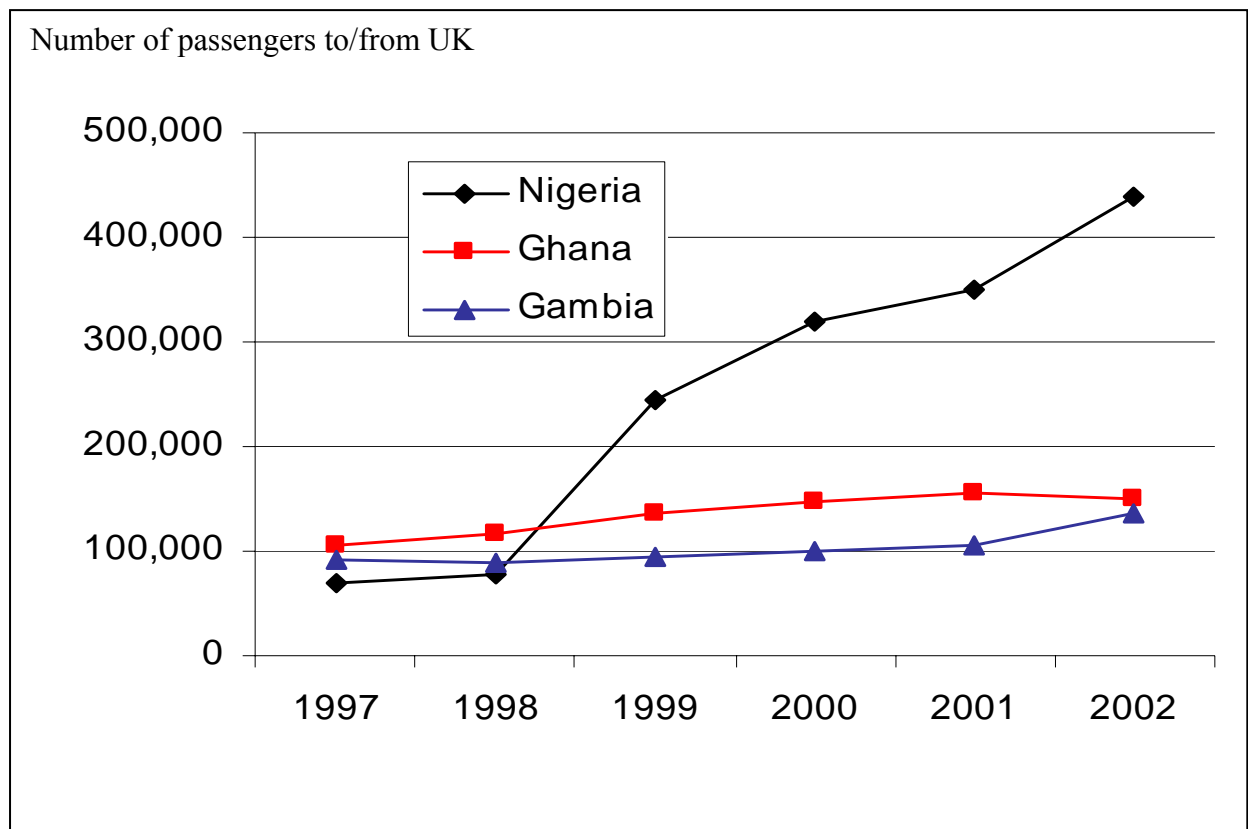
Service providers consist of international and domestic airlines that operate to and from KIA to various international destinations as well as Kumasi, Takoradi, and Sunyani in Ghana. A maintenance bay has been established at Kotoka International Airport (KIA) to service domestic operator aircraft.

General aviation development is being encouraged because of economic benefits for the country in the areas of agriculture spraying and medical evacuation, among others. A private assembly plant of micro aircraft has also been established.

Institutionally, all these functions are being performed by the Ghana Civil Authority. Under the Civil Aviation Act, 2004 (Act 678) that repealed the PNDC law 151 of May 1986, the Government of Ghana plans to separate airport management from other functions. The responsibility for public sector management of aviation is with the Ministry of Aviation.

Kotoka, as the country's only international airport, handles all of Ghana's international flights. Four other airports with paved runways in Kumasi, Takoradi, Sunyani, and Tamale handle domestic flights. Apart from Wa, which is a paved airfield, there are other airstrips with short unpaved runways at Yendi, Paga, Obuasi, Ho, Tarkwa, Ketekrachi, Bimbilla, Sabuba, Mole Game Reserve and Salaga which provide for medical and other emergency services.

Kotoka Airport handles about 800,000 passengers and 50,000 tons of freight annually. Passenger traffic has generally increased in recent years, growing at an average of 7 percent annually over the past five years. The recent growth in passenger and airline traffic is a reflection of Ghana's economic growth in recent years. Compared to other West African countries, Nigeria shows greater increases in traffic growth considering passengers between the United Kingdom and the three West African countries as shown in Figure below.



The airport is being renovated as part of a phased rehabilitation program funded by internal and external sources. The program includes extending the runway and installing modern navigation and communication equipment. Boarding lounges will be renovated in the next phase. The other airports, however, need investment for improving infrastructure and navigation equipment.

Ghana controls the entire Accra Flight Information Region (FIR), which includes the upper air space of Ghana, Togo, and Benin. The Government has adopted a liberalized skies policy that allows for competition and cross-border investments and lifts restrictions on ownership and control while still keeping some limits on flight frequency. Compared to international airfares in other parts of the world, air fares for both passengers and airfreight to and from Ghana are high and in some cases seat availability and air cargo space are limited. This discourages business travel, tourism, and foreign investment.

The global aviation industry may be poised for an almost unprecedented boom as large and efficient new-generation planes are coming on line to meet the rapidly growing demand for passengers and freight. The aviation industry may be at the threshold of drastic changes in

logistics patterns affected by the introduction of substantially larger aircraft operating in hubs fed by smaller aircraft serving regional hubs and smaller markets.

3.3 Maritime and Inland Water Transport

Ghana's two sea ports are in Takoradi and Tema. Although they handle growing cargo volumes the performance of ports is challenged by an increasing amount of congestion outside the port gates, inefficient intermodal interchanges and hinterland movements, and longer cargo dwell times than what is the norm for modernized port systems.

The relatively low productivity at Tema's container berths should soon be a condition of the past. In 2005, three new gantry cranes were installed in Tema's container berth suggesting an increase of berth productivity from 6-8 moves per crane hour, where ships' cranes were used, to a productivity rate of about 25 moves per crane hour with the new gantry cranes.

The investment in the cranes as well as in a new modern terminal was made possible through a concession agreement with a global terminal operator. It is anticipated that productivity gains will extend throughout the terminal area as a result of the new investment.

The improved efficiency in Tema will raise the likelihood of the port becoming a regional transshipment hub and enhance its role as a transit hub serving neighboring countries. This will generate more traffic in port-urban areas including Accra, as well as along transport corridors. To alleviate the congestion that will be compounded by increasing cargo volumes, there is the need to look at alternative arrangements, such as the establishment of a network of inland terminals and truck staging areas and modal options,

There has been greater private sector participation in other cargo handling services. Now, 70 percent of cargo in Tema is handled by private stevedoring companies. Though the port authority in Tema continues to handle a guaranteed 30 percent of the cargo, it is expected that there will be a transition towards competition for all cargo handling activity to liberalize the market and make it easier for other firms to compete. As other concession opportunities arise, open competitive

tendering could be encouraged. There must be put in place an appropriate regulatory system to monitor anticompetitive behavior of port service providers.

The Volta Lake transport system spans about 450 kilometers from the south to the north, with ports at Akosombo, Buipe and Yapei and major ferry crossings at Yeji, Keta Krachi, Dambai and Kpandu.

This important inland waterway transports petroleum products, cement, and agricultural commodities. It also provides many passenger services, mostly for the rural population living along the lake. Operations started off well many years ago, but to be successful a number of challenges need to be overcome. Periodic drops in the level of the lake inhibit longitudinal movement and expose Debre shoal, making it difficult to reach Buipe. Cross-lake services are also affected as a result of inability to access properly constructed landing stations. Other challenges include aging equipment, underwater obstructions to safe navigation, lack of navigational aids, and lack of regulation for canoe construction, use, and operations. Improving lake transport will complement land transport and offers certain economic advantages to users. Barge transport has distinct advantages over other modes. Greater use of lake transport will also divert some truck movements from our transport corridors, reducing overloading on roads, traffic congestion and road maintenance costs.

Whilst inland water transport does not constitute a significant part of Ghana's transport system, some routes are critical to small communities. Small boats and canoes operate on Ankobra, Pra, Oti, Black Volta, White Volta, Volta south of Akosombo and Lake Bosumtwi. Private small owners operate in these areas moving foodstuffs with virtually no control or regulation.

3.4 Railway

Ghana's railway network is 950 kilometers of mostly single track rail of 1.067m (3' 6") gauge located in the Southern part of the country. In 1965, it carried 2.3 million tons of freight and 8 million passengers at a time the Ghana Railway Corporation was financially viable. By 1985 however, due to a number of factors, including ineffective management of the rail system, the

changing world economy, sharp drops in commodity prices, and encroaching competition from the road sector, among others, rail's position as the prominent transport mode had diminished. With lower revenues and increasing labor costs, the rail operation could not support modernization and sustain its maintenance program. The worsening financial situation of the railway resulted in the usual vicious cycle faced by many railroads: default on loan payments → poor maintenance → drop of service quality → loss of customers → more drops in revenues.

There were some improvements in rail sector performance after support from development partner assistance programs. This allowed Ghana to undertake some rehabilitation works and acquire new rolling stocks. Additionally, the mining companies (Ghana Bauxite Company and Ghana Manganese Company, all of whom critically depend on rail exports of their products), advanced money for track maintenance. As a result of these investments, there has been a general increase in demand for rail freight and passengers. But service performance and financial risk are still overriding concerns.

The rail system has the potential to become a vital part of Ghana's transport system, carrying a larger portion of travelers and freight on the busiest transport corridors. As the economy grows, there will be increasing demand on the transport system, and rail can become a viable alternative to road transport, provided costs are kept under control, efficiency and reliability are improved, and ongoing investments are secured for development and maintenance of the system. The Government of Ghana is actively considering private sector participation as a means of supporting rail sector development.

A Ghana Railways Company concession process actually began in August 2002 but collapsed in August 2005 when arrangements for divestiture could not be successfully completed. Currently attempts are being made to enter into a public private partnership arrangement with current and potential users.

3.5 Roads

Road transport is by far the dominant carrier of freight and passengers in Ghana's land transport system. It carries over 95% of all passenger and freight traffic and reaches most communities, including the rural poor.

Maintenance of transports assets is critical to achieving desired accessibility, affordability, reliability and safety. Ghana's road network was about 42,000 kilometers in 2000. Since then there has been rapid increases to 50,000 kilometers in 2001 and to 64,000 kilometers by the end of 2005. In the meantime improvements in road condition has been gradual. For example, the road condition in 2004 was 36 percent good, 27 percent fair, and 37 percent poor as compared to the desired condition of 70 percent good, 20 percent fair, and not more than 10 percent poor. The rapid increases in road length has stretched resources for maintenance without necessarily improving accessibility, reliability and affordability. Deferred maintenance of roads also has cost implications. Apart from increasing vehicle operating cost to service providers, rehabilitation cost to government could be as much as 8 – 10 times when carried out at a future date. Improvement in road condition could be achieved through planned expansion of the network, effective maintenance and financial management and improvement in the local construction industry.

There has been a rapid growth of vehicles in recent years. The effect of this is congestion in urban areas resulting in slow and unreliable journeys. Congestion issues are also being observed in towns located along main highways. Moreover, based on the experience of other developing countries, there is likely to be a rise in accidents, fatalities and injury rates. This trend may be emerging in Ghana. Safety issues also emerge due to ineffective control and enforcement of speed limits on trunk and urban roads. The situation is worsened when considering the additional traffic generated by growing freight movements through the cities and along the highways. Maintenance, improvements and implementation of traffic control devices are inadequate. There is unsafe behaviour of road users. Moreover there is insufficient enforcement of traffic regulations.

From 1961 it increasingly became difficult to provide adequate funding from the consolidated fund to maintain the road network. A first generation road fund was established in 1985 to help

solve this problem. In 1997 the Road Fund Act (Act 536) was promulgated to provide a legal framework for road maintenance. This has resulted in great improvements in funding of road maintenance. The current level of the road fund is about 68% of the projected level of maintenance costs.

Urban areas need special attention. Traffic congestion in the city leads to pollution, health related problems, wasted time and excess fuel consumption. Currently the roads are packed yet there is the need to create greater carrying capacity. Public transport is not regulated and no mechanism currently exists for its effective regulation. Land use and spatial planning are not integrated with transport planning. Development is taking place without consideration of transport needs or impacts. Unplanned and uncontrolled development has resulted in an urban sprawl pushing out the boundaries of the cities and making demand for transportation more complex. As a result travel distances have become longer, travel times and costs have increased considerably, marginalizing the poor. Retail and industrial developments are carried out with inadequate transport provisions such as parking and public transport linkages. Major facilities such as large markets are planned and developed with little consideration for transport implications. These poorly planned facilities result in a worsening situation regarding road congestion.

Enforcement of existing laws and regulations safeguarding transport infrastructure, services and users are weak or inconsistently applied. Axle load control is ineffective leading to excessive damage to road pavements. Poor traffic management, especially in the cities compounds the congestion problem. Unrestrained encroachment of physical development of buildings, people and traders along transport infrastructure corridors causes severe restrictions in traffic movements and resulting congestion.

There are no standards controlling vehicle construction or emissions. Emissions from passenger vehicles account for 70% of total emissions in Ghana. Standards and laws regulating vehicles and their operations vary throughout the sub-region. This creates non-physical barriers to trade with neighboring countries.

3.6 Pipeline

Pipelines transport petroleum products from Tema to Akosombo. Another pipeline from Buipe through Tamale to Bolgatanga is completed, awaiting commissioning. The West African Pipeline Project is now being constructed to transport natural gas from Nigeria through Benin and Togo to Ghana.

3.7 Non motorized transport (NMT)

NMT includes all forms of non motorized transport including walking, bicycles, push carts, wheelbarrows and animal drawn carts. It alleviates congestion, cuts travel time, increases mobility at low cost, promotes fitness and is environmentally sound. Currently, only 1-3% of urban dwellers in the south use NMT. In the north, NMT is more extensively used. Motorists failure to recognize and respect cyclists make cycling especially dangerous. Infrastructure for NMT in urban centres and schools is inadequate. There is also a lack of safety measures for operators, hawkers and others encroach on the few facilities such as bicycle paths that are available. There is lack of appropriate legislation for NMT operations.

3.8 Inter-modalism

Ghana's planning and decision making in the transport sector continues to focus almost exclusively on improving individual modes, with very little attention paid to how improvements in one mode affected others. Road agencies, for example, focus only on urban, rural, and trunk roads. As a result, lack of attention to providing effective interfaces between road, rail, and ports has contributed to truck congestion outside port gates.

The Volta Lake is one example where some form of inter-modalism has been developed. This involves the transfer of freight from truck–barge, pipeline–barge. Bus–ferry transfer facilities were also considered in the design.

A pipeline transports oil 50 kilometers from Tema to the Volta Lake port in Akosombo. Petroleum products are then transferred by barges from Akosombo to the port of Buipe in the Northern Region, and then transferred into trucks for transport to Tamale and other places in the north. The pipeline from Buipe through Tamale to Bolgatanga has just been completed. It will reduce road deterioration caused by petroleum tanker trucks. This intermodal arrangement for transporting petroleum products to the north will cut transport costs, congestion, and accidents while lessening any negative impact on the environment.

The establishment of an intermodal framework where road, rail, inland water and pipeline transport and logistics services coexist and complement each other will provide a broader range of options to shippers and users.

CHAPTER 4 – TRANSPORT POLICY

Chapter 4 contains the Vision, Mission, Policies and Strategies which, arranged under 7 Transport Sector Goals, aim to focus the efforts of the Transport Sector on achieving Ghana's strategic objectives for Growth and Poverty Reduction.

The Vision, Mission, Transport Sector Goals, Policies and Strategies presented here represent the output from an extensive review and consultative process with Transport Sector stakeholders from Government, Civil Society and The Private Sector.

4.1 Transport Sector Vision and Mission

The Vision:

An integrated, efficient, cost-effective and sustainable transportation system responsive to the needs of society, supporting growth and poverty reduction and capable of establishing and maintaining Ghana as a transportation hub of West Africa

The Mission: (The task of the Transport Sector as a whole):

Provide leadership and an enabling environment for the development and maintenance of Ghana's transportation system through effective policy formulation, market regulation, asset management and service provision.

4.2 Transport Sector Goals

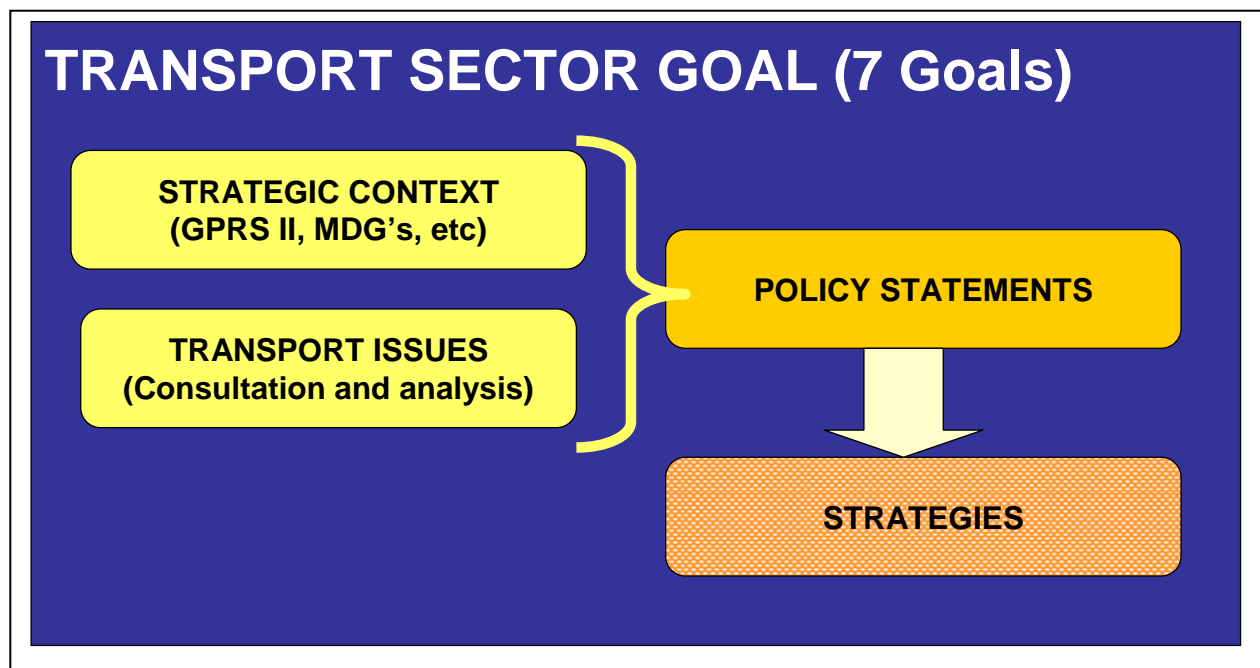
In formulating Ghana's first comprehensive National Transport Policy it has been necessary to understand and respond to both the:

- Strategic context in which Transport sector policies must serve the national development goals (as defined largely by GPRS II and described in Chapter 1); and the
- Current Reality, that is the specific needs and requirements of the users and providers of transport infrastructure and services as they exist now (largely as indicated in Chapter 3)

To provide a focus for Transport Sector policy makers and practitioners, the Policies have been arranged under 7 Transport Sector Goals which reflect long-term objectives for the Transport Sector as follows:

- 4.2.1 Establish Ghana as a Transportation Hub for the West African Sub-Region.
- 4.2.2 Create an accessible, affordable, reliable, effective and efficient transport system that meets user needs
- 4.2.3 Integrate Land Use, Transport Planning, Development Planning, and Service Provision.
- 4.2.4 Create a vibrant investment and performance-based management environment that maximizes benefits for public and private sector investors
- 4.2.5 Develop and implement comprehensive and integrated Policy, Governance and Institutional Frameworks
- 4.2.6 Ensure Sustainable Development in the Transport Sector
- 4.2.7 Develop adequate Human Resources and apply New Technology

The diagram illustrates the consistent approach of analyzing the Strategic Context and Transport Issues in order to derive the Policy Statements and Strategies for each Transport Sector Goal.



4.2.1 TRANSPORT SECTOR GOAL 1

Establish Ghana as a Transportation Hub for the West African Sub-Region.

STRATEGIC CONTEXT FOR GOAL 1

- NEPAD
 - Reduce delays in cross-border movement of people, goods and services
 - Reduce waiting time at ports
 - Promote economic activities and cross border trade through improved land transport linkages
 - To increase air passenger and freight linkages across Africa's sub-regions
- GPRS II
 - section 2.2.1 improving competitiveness of locally manufactured products
 - Section 3.1.1 improve Ghana's access to global and regional markets
 - Section 3.1.2 enhance efficiency and accessibility to national markets
 - Section 3.2.2 Facilitating trade through Ghana's borders '*promoting competition in airport cargo handling*'
 - Section 3.3.1 increase industrial competitiveness increasing accessibility, reducing costs
 - Section 3.4.3 removing barriers to growth for tourism
 - Section 5.6.4 removing administrative bottlenecks and barriers for market access and trade

TRANSPORT ISSUES ADDRESSED BY THE POLICIES

- The quality of routes through land surface corridors is not uniform for efficient movement of goods between Ghana and neighbouring countries.
- Transit facilities and services that could facilitate the distribution of traffic into the rest of the region need improvement or upgrading.
- Safety and security standards at KIA need further upgrading to international standards
- Safety and security of goods moving in and through Ghana needs to be improved
- Lack of harmonized laws in sub-region hinders trade

- Market entry and operating conditions hinder development of new services
- Inadequate information for service providers and users leads to poor coordination and delays
- Inadequate domestic aviation infrastructure
- Inadequate human resources to meet the demands of the aviation sector
- Limited rail network including international links

4.2.1.1 Policy Statement:

Ghana's liberalisation policy for the aviation sector will be expanded with more emphasis on improving efficiency in Ghana's airports to increase competition with other sub-regional airports

Strategies

1. Improve the physical infrastructure at KIA
2. Improve the physical infrastructure at other regional airports
3. Improve safety and security conditions at KIA and other airports, aiming for compliance with latest global standards to avoid exclusion from key international markets
4. Reduce taxes on aviation fuel and liberalise supply
5. Adjust service charges for Kotoka and regional airports to encourage growth
6. Develop maintenance and other aviation service facilities
7. Promote general aviation as a catalyst for development and growth

4.2.1.2 Policy statement:

Competition will be increased in airport and maritime port services to reduce costs and improve overall service

Strategies

1. Explore the feasibility of establishing other international airports in Ghana
2. Encourage open competition for airport and port handling services
3. Improve equipment and facilities in ports to reduce costs for users and make transport services through the port more competitive in the West Africa sub-region

4. Improve information management to make it available and accessible to users to aid predictability of ship movements.
5. To maximize access to international markets and transport networks, facilitate port owners, shippers and service providers to meet standards set by the Customs-Trade Partnership against Terrorism (C-TPAT) initiative, World Customs Organisation (WCO) framework, International Maritime Organisation (IMO) and International Civil Aviation Organization (ICAO) requirements by incorporating requirements in national law

4.2.1.3 Policy statement:

Transport corridors will be developed to improve trade opportunities within Ghana and with neighbouring countries

Strategies

1. All Transport Sector MDAs work together to provide cost-effective inter-modal transport corridors within Ghana and with neighboring countries
2. Harmonize Transport and Traffic laws and standards with Ghana's neighbors to reduce non-physical barriers to trade
3. Introduce an integrated truck staging and management system including truck staging areas, cargo and truck tracking systems and axle loading stations to reduce congestion at the ports, ensure security, and prioritization of goods and minimize damage on major transport corridors.
4. Improve information management for users to aid predictability of freight movements along transport corridors.

4.2.2 TRANSPORT SECTOR GOAL 2

Create a sustainable, accessible, affordable, reliable, effective and efficient transport system that meets user needs

STRATEGIC CONTEXT FOR GOAL 2

- GPRS II
 - Section 3.1.1 access to global and regional markets
 - Section 3.1.2 accessibility to national markets
 - Section 3.2.2 promoting trade and industry
- GPRS II – the main section on Transportation
 - Section 3.3.1 The broad policy objectives for Transport:
‘ensure the provision, expansion and maintenance of transport infrastructure of all kinds and ensure the provision of affordable, accessible transport system that recognises the needs of people with disabilities’
- Proposed Strategies from GPRS II (Section 3.3.1)
 - *Increase spatial access to markets through improvements in farm-to-markets roads*
 - *Rehabilitate or accelerate the development of one major road linking rural and urban markets in every region*
 - *Continue to develop and rehabilitate major highways in the country*
 - *Provide modern railway terminals and platforms*
 - *Promote the development of a well integrated and modern rail track system*
 - *Maintain and provide efficient and modern ports and harbours infrastructure across the country*
 - *Promoting adoption of intermediate Means of Transport*
- GPRS II – Support to Sectors
 - Section 3.4.2 providing transport infrastructure and services which meet customer needs for reliable, cost-effective and environmentally friendly transport for Mining
 - Section 3.4.3 providing transport infrastructure and services to meet the growing demand for tourism
 - Section 4.4.1 improving access to health care

TRANSPORT ISSUES TO WHICH THE POLICIES RESPOND

- Uneven access to transportation is leading to post-harvest losses suffered by farmers
- Spending on transportation consumes a high proportion of an average person's income.
- The poor condition and inadequate maintenance of Ghana's transport infrastructure constrains movement of goods, services and passengers, resulting in higher transport costs.
- Maintenance is critical to achieving the desired: 'accessibility' 'affordability' 'reliability' and 'safety', however:
 - Deferred Road maintenance costs Government 8-10 times in rehabilitation costs and Users additional Vehicle Operating Costs
 - Rail facilities for moving bulk goods have deteriorated to such an extent that such goods are moving by road resulting in early deterioration of the road network.
 - Lack of effective regulation on Inland waterways leads to poor service and safety
- Urban areas need special attention: Roads are heavily congested yet there is the need to create greater carrying capacity for example:
 - Cars and taxis take up 55% road space and carry 26% passengers
 - Trotros and buses take up 32% of road space and carry 68% of passengers
- The physically challenged are not adequately provided for in the current transport system.
- Development of facilities for inland, air and water transport is in its infancy
- Mass transport systems for moving large numbers of people at least cost have not been well developed.
- Facilities for Non Motorized Transport for moving people at low cost with minimum pollution are inadequate.
- Obsolete transport and information technology makes the movements of goods and services less efficient than necessary.

4.2.2.1 Policy statement:

Transport infrastructure investment will be targeted to better serve population, production and tourist centres aiming to reduce overall transport costs to government and users

Strategies

1. Prioritise the maintenance of existing road infrastructure to reduce vehicle operating costs (VOC) and future rehabilitation costs
2. Improve accessibility by determining key centres of population, production and tourism, identifying strategic areas of development and necessary expansion including accessibility indicators
3. Develop and use decision making tools to ensure development investments satisfy strategic gaps in the transport network
4. Reinstate labour-based methods of road construction and maintenance to improve rural roads and maximise employment opportunities

4.2.2.2 Policy statement:

Mass transportation will be prioritised in urban areas, aiming to move at least 80% of passengers

Strategies

1. Implement urban transport projects such as the Ghana Urban Transport Project (GUTP) including Bus Rapid Transit (BRT) and school busing schemes
2. Develop rail-based mass transport system in: Accra-Tema, Kumasi-Ejisu, Accra-Nsawam, and Takoradi-Kojokrom as part of an integrated transport plan
3. Extend mass rail transport systems where cost-effective to serve other high population centres

4.2.2.3 Policy statement:

Non Motorised Transport (NMT) Infrastructure shall be developed to improve affordability and accessibility for urban and rural communities – Aiming for 10% of passenger movement

Strategies

1. Rehabilitate and free from encroachment existing NMT routes
2. Raise awareness of benefits of NMT especially the use of bicycles and pedestrian safety starting with schools and other educational institutions.
3. Carry out surveys to determine user needs and, where required, incorporate NMT facilities in infrastructure planning and development
4. Raise awareness for careful driver attention to pedestrians and cyclists
5. Provide adequate regulation for NMT operations
6. Ensure that schools, universities and shops provide facilities for parking of bicycles and other NMT vehicles
7. Set up credit schemes to allow students to purchase and maintain bicycles at affordable prices
8. Provide strict enforcement and penalties to discourage encroachment on existing NMT facilities

4.2.2.4 Policy statement:

A bulk goods transportation strategy will be developed based on specific user needs, identifying critical investments in the rehabilitation of railway and inland waterways infrastructure

Strategies

1. Develop, rehabilitate and maintain rail infrastructure and improve rolling stock to move bulk goods such as minerals and petroleum products more efficiently
2. Remove obstacles that impede the free movement of bulk goods in the Volta Lake.
3. Provide adequate infrastructure such as landing stages and warehouses for bulk goods transportation on Volta Lake.

4.2.2.5 Policy statement:

Government shall play a lead role in the development and maintenance of aviation infrastructure in the regions in Ghana, satisfying socio-economic needs and encouraging new patterns of trade and travel

Strategies

1. Develop and improve other regional aerodromes to support services for passenger, agriculture, health, tourism and other services using general and light aircraft.

4.2.2.6 Policy statement:

Utilization of inland water bodies and maritime facilities will be increased by developing transport facilities that promote tourism and sporting activities

Strategies

1. Develop, rehabilitate and modernize road access routes to ferry stations
2. Improve safety on inland waterways to fully exploit potential
3. Establish regular, scheduled services on Volta Lake
4. Support and encourage the development of appropriate support industries such as boating and amphibian aviation operations by the private sector

4.2.2.7 Policy statement

Accessibility for women, children, the aged and physically challenged shall be considered in Transport facilities

Strategies

1. Develop accessibility criteria and standards for transport infrastructure and rolling stock.
2. Develop guidelines and implement their use by planners, designers and operators
3. Develop and enforce regulations to ensure minimum standards of accessibility are provided and maintained for women, children, the aged and physically challenged in transport facilities.

4.2.3 TRANSPORT SECTOR GOAL 3

Integrate land use, transport planning, development planning, and service provision.

STRATEGIC CONTEXT FOR GOAL 3

- GPRS II
 - Section 3.3.1 from the Broad policy objectives ‘*A single ministry will promote synergy and enhance planning operations*’
 - Section 4.7 Urban Development, housing and slum upgrading and urban regeneration
 - Section 4.7.2 promote urban infrastructure development and provision of basic services
 - *Section 5.5.2 enhancing decentralisation*
 - *Section 5.5.5 improving public policy management and public sector reform*

TRANSPORT ISSUES ADDRESSED BY THE POLICIES

- Land use and transport development planning are not integrated
- The lack of integrated development and transport planning has led to: low-density development; spatially dislocated settlements and urban sprawl.
- This in turn leads to: Inordinately long commuting distances and times; low occupancy levels; congestion; high transport costs and poor cost recovery by operators.
- The primary responsibility for integrated land use planning lies outside the Transport Sector
- Responsibility for development of infrastructure is dispersed among the 3 transport Ministries. As a result:
 - Ministries and departments outside the Transport Sector are rarely consulted on modal solutions
 - Inter modal solutions are not explored
 - There is duplication and redundancy in transport networks and services.
- There are gaps in the functionality of institutions for integration and coordination

4.2.3.1 Policy statement:

Transport planning will be fully integrated with, development planning and service provision

Strategies

1. Establish consultation mechanisms between Transport Sector MDAs, with MLGRDE and MMDAs to implement:
 - a. Integrated Land use and spatial planning,
 - b. Decentralised Management, Financing and Maintenance of local transport infrastructure and services;
 - c. Urban Transport Policy
2. Establish consultation mechanisms between Transport Sector MDAs and other Sectoral Ministries
3. Produce practical guidelines for development and transport planners to facilitate effective integration
4. Ensure proper acquisition and protection of land for transport infrastructure development
5. Incorporate into master plans of cities, provision of inter and intra-modal and ‘break-bulk’ facilities to improve the transfer of goods and passengers from one mode to another.
6. In collaboration with the MMDAs, ensure the provision of independently managed lorry parks and other transport interchange facilities to encourage competition and improved customer service
7. Ensure consistent application of the ‘Road Utility Coordination Manual’ by passing appropriate legislation

4.2.4 TRANSPORT SECTOR GOAL 4

Create a vibrant investment and performance-based management environment that maximizes benefits for public and private sector investors

STRATEGIC CONTEXT FOR GOAL 4

- GPRS II – Governance issues
 - section 5.3.3 evidence-based decision making
 - Section 5.5.2 enhancing decentralisation – through effective use of public resources and application of
 - Section 5.6.1 Fiscal Policy Management – improving public expenditure
 - Section 5.6.2 Improving fiscal resource mobilisation

TRANSPORT ISSUES ADDRESSED BY THE POLICIES

- Too much emphasis has been placed on public funding for road infrastructure compared to other modes.
- Current funding is inadequate for maintenance, upgrading and rehabilitation of existing infrastructure, and management for all modes of transport.
- The development of new infrastructure, including intermodal facilities is not adequately covered.
- Poor fiscal management is caused by unplanned prioritization of investment, low construction capacity, weak financial and management practices
- Public – Private Partnership (PPP) as an alternative source of funding for the provision of infrastructure and services has been accepted as a concept but not been institutionalized because currently legal and regulatory frameworks conducive to PPP are not well established.

4.2.4.1 Policy statement:

The private sector will be encouraged to invest in transport infrastructure and services where commercially viable

Strategies:

1. Explore PPP and Concession options for investment in transport infrastructure and services (single and multi-modal options)
2. Government will provide alternative financing mechanisms including bonds and tax incentives for investors in transport infrastructure and services,
3. Apply the principles of market regulation to transport services by an independent body
4. Promote foreign direct investment in the aviation industry
5. Relax the requirement for 6 months domestic airline operations before international operations

4.2.4.2 Policy statement:

The ‘user pays’ principle shall be applied to all transport services and maintenance of infrastructure

Strategies

1. Apply ‘user charges’ to transport users to fully cover the costs of infrastructure maintenance, market regulation and administration
2. Ensure adequate revenue is raised to cover infrastructure maintenance costs
3. Increase fuel levy as one of the user charges to ensure adequate revenue is raised to cover all road maintenance and associated administrative costs
4. Increase charges and penalties on road users in line with the damage done and benefit derived by users

4.2.4.3 Policy statement:

Government will invest in transport infrastructure and subsidise transport services where they provide mainly social and environmental benefits important to users and the country

Strategies

1. Apply subsidies in a transparent manner, targeting the most vulnerable and excluded groups
2. Ensure equity in funding transport infrastructure and services for all modes
3. Develop criteria for modally and geographically equitable development of infrastructure
4. Develop criteria for targeting transport services subsidies

4.2.4.4 Policy statement:

A performance-led approach, based on clear goals and measurable performance targets, evaluated and rewarded accordingly, will be applied throughout the supply chain of transport infrastructure and services

Strategies:

1. Encourage performance-led, standards-based competition between providers of infrastructure and services including MDAs to reduce unit cost for transport development and maintenance
2. Contract and license to the private sector where possible
3. Build capacity of local contractors and consultants and ensure their proper classification and use
4. Streamline procurement and payment processes for contractor services and pay on time
5. Develop a sustainable maintenance management system for transport infrastructure
6. Move from a Bill of Quantity form of contract to performance based contract for road maintenance.
7. Employ effective financial management to maximise utilisation of public funds
8. Collect data to allow critical analysis, monitoring, evaluation and reporting of sector performance in relation to user needs

9. Develop indicators to monitor and evaluate sector performance in pursuit of strategic objectives
10. Ensure collection of transport statistical data to support planning, monitoring, evaluation, and reporting
11. Ensure proper information management and retention of reports and studies from the Sector

4.2.5 TRANSPORT SECTOR GOAL 5

Develop and implement comprehensive and integrated Policy, Governance and Institutional Frameworks

STRATEGIC CONTEXT FOR THIS GOAL

- GPRS II
 - Section 3.1.2 Public Sector Reform
 - Section 3.3.1 Transportation
 - ‘requires an efficient institutional and regulatory framework’*
 - ‘A single ministry of Transport will promote synergy and enhance planning and operations’*
 - Section 5.3.2 improving existing institutional, legal and policy environment
 - Section 5.5.5 Public policy management and public sector reform

TRANSPORT ISSUES ADDRESSED BY THE POLICIES

- Ghana’s governance framework is changing
- Transport Sector activities have previously been determined by short/medium term modal plans and programmes such as the Road Sector Development Programme
- With the advent of National Development Policy and the need for the Transport sector to serve those interests and objectives, the policy and planning process needs to re-orientate to the strategic context.
- Responsibility for Policy, Planning, Development, Maintenance and Management of Transport infrastructure and services is dispersed among various ministries, departments and agencies
- Coordinated policy formulation, Integrated planning and development is almost impossible.
- Government has already identified the need for greater functional clarity in Transport Sector institutions

4.2.5.1 Policy statement:

Transport Sector policies shall promote synergy between the requirements of international, regional, national development, inter-sectoral and modal objectives and the needs of transport users

Strategies:

1. Enhance policy formulation and coordination capacity to embrace the wider policy framework
2. Engage Sector stakeholders in Transport Sector policy formulation and implementation

4.2.5.2 Policy statement:

An institutional framework will be established, separating functions of Policy Formulation, Regulation, Asset Management and Services

Strategies:

1. Implement existing recommendations for institutional reform and strengthening in the Transport Sector including:
 - a. In the Roads sub-Sector, the creation of the National Roads Authority as the road asset manager and Road Agencies as network management service providers.
 - b. In the Aviation sub-Sector, the separation of safety, air traffic control and accident enquiry functions from Ghana Civil Aviation Authority
 - c. In the Railways sub-Sector, the creation of the Ghana Railway Development Authority as a separate regulatory body for the sub-Sector
 - d. In the Maritime and Inland-Waterway sub-Sector, the further development of GMA as the regulatory body for Maritime and Inland Water services.
2. Develop the institutional and regulatory arrangements for ensuring the most effective and efficient movement of freight and passengers, to and within, Ghana.

4.2.6 TRANSPORT SECTOR GOAL 6

Ensure Sustainable Development in the Transport Sector

STRATEGIC CONTEXT FOR GOAL 6

- Millennium Development Goal (MDG)
 - Ensure Environmental Sustainability, integrate principles of sustainable development into country policies and programmes and reverse loss of environmental resources
- GPRS II
 - Section 1.4.3 measuring progress on MDGs
 - Section 4.4.3 HIV/AIDS prevention – reducing new HIV/STI transmission

TRANSPORT ISSUES ADDRESSED BY THE POLICIES

- Inadequate evidence-based analysis and comparison of social, environmental and economic impacts of modal solutions - The SEA provides a consistent measure
- Ghana's transport system lacks comprehensive measures for minimizing environmental damage.
- The Transport Sector accounts for 99.7% of gasoline consumption in the economy. Almost all of that fuel is consumed by road transport.¹⁵
- The transport sector is responsible for over 60% of non-biomass carbon dioxide and over 50% of Nitrogen Oxide emissions¹⁶
- Strategic Environmental Assessments are seldom carried out at the strategic and planning stages as programmes are developed.
- Even though some Environmental Impact Assessments have been carried out at the project level the practice is not widespread.
- There is the tendency to apply EIAs to donor assisted projects and seldom to GOG projects.

¹⁵Energy Commission 2006, Strategic National Energy Plan 2006-2020, Energy supply to the Transport Sector of the Economy

¹⁶ ibid

- Health and safety issues have not been given adequate attention at construction sites, transport terminals and along routes for service provision.
- In Aviation and Maritime transport there is the need to review standards in view of recent international developments.
- Road accidents are steadily increasing with increasing traffic volumes.
- There is the need to improve Road users' knowledge, skills, behaviour and attitudes. Practices such as overloading of passenger and freight vehicles increases the chance of serious accidents.
- Traffic engineering from the planning stage, through development to operations require some improvements.
- Response to traffic accidents is poor while trauma care facilities are inadequate.
- Rail transport maintenance is very inadequate

4.2.6.1 Policy statement:

Strategic Environmental Assessments(SEA) will be carried out on all transport policies, plans and programmes, ensuring environmental and cost benefits and risks are considered for each transport mode

Strategy:

1. Establish institutional capacity to carry out SEA of transport sector policies, plans and programmes

4.2.6.2 Policy statement:

ALL Transport Infrastructure development and maintenance projects (above a certain threshold) will comply with existing environmental (EIA), health and safety regulations

Strategies:

1. Government (as client of infrastructure projects) will include the requirement for EIA and health and safety standards in contract documentation for infrastructure projects
2. Create enforcement mechanism to ensure EIA mitigation measures are implemented and under-performance is sanctioned

4.2.6.3 Policy statement:

Health and safety of communities, operatives and users shall be assured in all modes of transportation

Strategies:

1. Provide STI, HIV/AIDS and Malaria awareness programmes for all operatives and on all infrastructure construction sites and adjoining communities
2. Develop and enforce safety standards in transportation services including unauthorised modifications of vehicles, vehicle emissions
3. Develop standards for boat construction and operations on inland waterways
4. Apply navigational aids to improve safety on inland waterway
5. Ensure mechanisms are implemented to improve safety standards in areas such as :
 - A. Construction site safety
 - B. Occupational health
 - C. standards of training and certification of seafarers
 - D. Ghanaian vessels and foreign vessels visiting Ghana
 - E. Personnel training manuals
 - F. Search and Rescue at sea

6. Ensure the requisite framework is in place for co-ordination and emergency response and ensure maritime MDAs are trained and equipped to handle oil spills and other hazards to the public arising from maritime transport operations
7. Develop a comprehensive educational programme for road users commencing at kindergarten, formal and informal education, radio, television, posters and pamphlets to raise awareness and inform the benefits of better road use
8. Educate the public in first aid for accident victims
9. Introduce a national emergency telephone number to facilitate prompt handling of emergencies
10. Improve coordination between emergency services in both public and private sectors
11. Identify and establish hospitals and clinics at critical locations, along main transport routes, which should be properly fitted with facilities to ensure prompt and effective attention to accident victims
12. Incorporate safety auditing to all transport modes

4.2.6.4 Policy statement:

Fuel efficiency, conservation and pollution control measures shall be promoted for road transportation.

Strategies:

1. Ensure that fuel efficiency is one of the criteria used to assess modal choices in the development of Ghana's transport network.
2. Ensure that environmental pollution is one of the criteria used to assess modal choices in the development of Ghana's transport network.
3. Evaluate the potential of alternative fuels to supplement petroleum products
4. Introduce fuel efficiency devices on vehicles (starting with the Government fleet)
5. Limit the importation and increase taxes and duties on vehicles and engines more than 10 years old
6. Set and enforce emission standards for road vehicles
7. Promote the benefits of fuel efficiency

4.2.7 TRANSPORT SECTOR GOAL 7

Develop adequate Human Resources and apply New Technology.

STRATEGIC CONTEXT FOR GOAL 7

- GPRS II
 - section 3.3.2 – links with Energy Sector through joint development and application of research on energy technologies, etc
 - Section 3.3.3 – promoting the use of science and technology in the sector
 - Section 3.4.1 – promoting the use of ICT for improved performance
 - Section 5.5.8 – enhancing development communications through the use of ICT

TRANSPORT ISSUES ADRESSED BY THE POLICIES

- The technical skills needed for infrastructure constructions and maintenance are limited in both public and private sectors.
- Indeed, the culture and discipline of maintenance are not well developed, thus resulting in inefficient maintenance of transport infrastructure.
- Likewise, supervision and monitoring are inadequate and the number of personnel professionally trained to handle integrated planning is insufficient.
- The use of labor-intensive methods that once employed many people in building and maintaining rural roads have declined significantly.
- Equipment for timing, signaling, tracking, controlling and monitoring infrastructure is either obsolete or nonexistent.
- The transport sector as a whole lacks adequate training and clear career paths.
- Research aimed at improving the delivery of transport infrastructure and services are minimal and where available they are seldom applied.

4.2.7.1 Policy statement:

Key skills and competencies will be developed to meet the demands of the Transport Sector

Strategies:

1. Develop a multi-disciplinary transport-sector HRD strategy and implementation plan, reflecting the need for greater appreciation of private sector requirements and the continuous training of existing personnel
2. Increase the range of professional and managerial courses available at tertiary institutions
3. Increase the range of vocational training courses to transport personnel in Ghana
4. Promote the role of women in the transport sector as providers of services, professionals and managers.
5. Train traffic enforcement personnel and the Judiciary to improve enforcement and judiciary processes
6. Encourage improvements in existing driver training and testing schools and encourage the establishment of driver training for heavy goods and public service vehicles
7. Establish a system of certification for vehicle repair and maintenance providers
8. Invest in ICT and appropriate training for public sector personnel and private sector service providers to improve efficiency – encourage its use on a daily basis

4.2.7.2 Policy statement:

Research on all aspects of transport sector performance will be carried out and applied by public and private sector organisations.

Strategies

1. Develop a comprehensive research strategy for the transport sector aiding policy formulation, infrastructure design and management and transport services management including identifying global and local best practices, performance requirements and indicators and potential roles for public and private sector stakeholders
2. Develop a research strategy for advanced vehicle and fuel technologies integrating transport, energy, and scientific research stakeholders
3. Make research available to improve the development and maintenance of road infrastructure and road transport services
4. Research the use of modern ICT to improve the development and maintenance of transport infrastructure and delivery of transport services

CHAPTER 5 – IMPLEMENTATION FRAMEWORK

Without an effective mechanism for implementation, the objectives set out in this National Transport Policy will never be realized.

Therefore, implementation is also a Policy issue. Consideration has been given to implementation issues throughout the formulation of this Policy, resulting in proposals to strengthen the existing institutional and governance frameworks for the Sector.

The primary responsibility for the formulation, coordination and implementation of this National Transport Policy rests with Government. This will be achieved through its Ministries, Departments, Agencies and Local Government structures. With a heavy emphasis on private sector involvement it is anticipated that the Private Sector will be required to play an increasingly coordinated and integrated role in both policy formulation and implementation. Civil Society Organisations (CSOs) representing various interest groups concerned with environmental, trade and community issues will also play an increasingly important role, ensuring good governance and providing a voice for minority groups.

This Policy includes explicit statements of intent on behalf of Government. The roles of both the Private Sector and Civil Society are indicated, but it will be for the individual private sector and civil society organizations to respond accordingly. It is the role of Government to create the enabling environment in which the Private Sector and Civil Society can play their role.

Within the current institutional framework, modal policies and strategies are implemented by the respective Ministries of Aviation, Harbours and Railways, and Transportation. Urban and Rural development policies are formulated by the Ministry of Local Government, facilitated by the NDPC and the decentralized governmental institutions. Other Sector Ministries, such as Agriculture, Trade and Industry, and Energy are formulating their own sector policies and will take responsibility for their implementation. The Ministry of Finance and Economic Planning bases Government expenditure, as set out in the Annual Budget, on the growth and poverty reduction objectives set out in GPRS II.

Because of the emphasis on modal separation in the Transport Sector, there is currently a gap in functionality affecting ‘whole-sector’ issues. The need for ‘whole-sector’ representation, integrated and coordinated policy formulation, integrated transport planning and policy implementation has been identified by the National Transport Policy project (2006) and Institutional Study (2006). The benefits, of a single Ministry of Transport, have also been identified in GPRS II (2005).

Two Committees have been proposed in order to fill the current gap for ‘whole-sector’ representation, integration and coordination. These comprise:

1. Transport Sector Policy Management Committee – to facilitate multi-stakeholder representation in Transport Policy formulation.
2. Transport Sector Technical Performance Committee – to facilitate multi-stakeholder representation in Transport Sector Performance, integration and implementation.

APPENDIX A – DIAGRAMS (See Page 23)

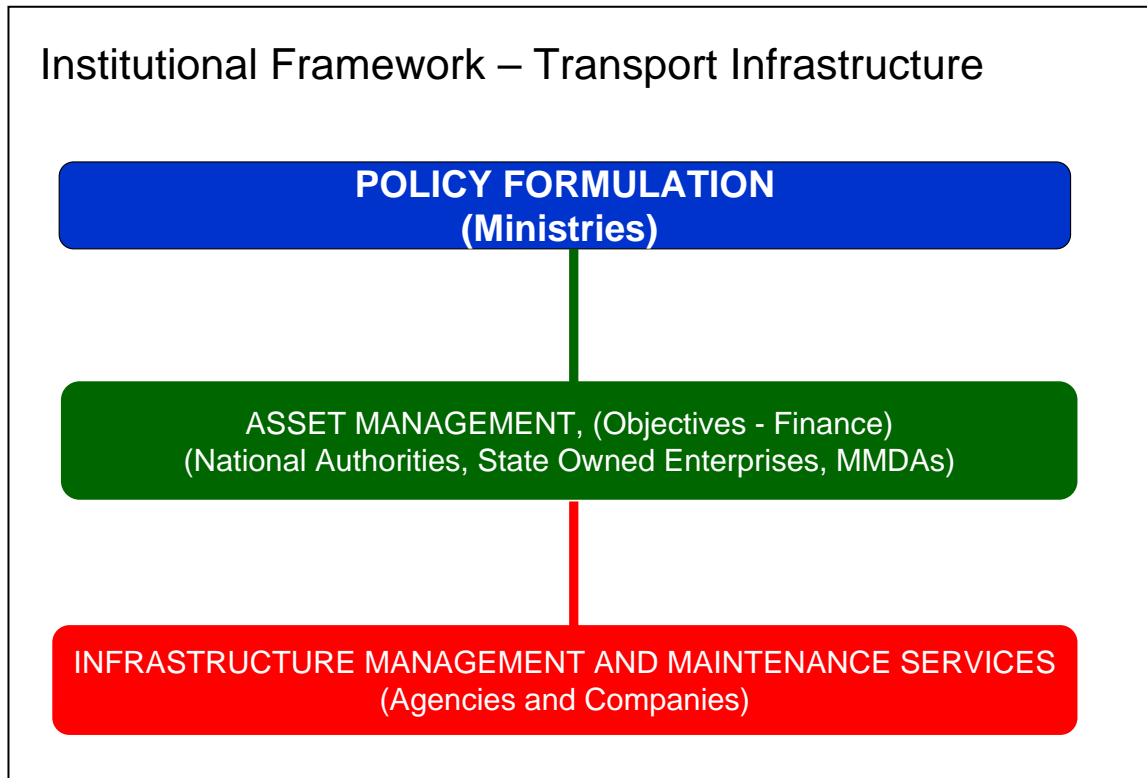


Diagram 3/02

