

City of Accra | PROFILE 2019

LOCAL
MIGRATION
GOVERNANCE
INDICATORS



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The city of Accra has always been a hub for business and commerce and has grown rapidly in recent times. From the last census data, migrants make up close to 45 per cent of the city's population. We know our success as a thriving and modern city is keenly influenced by migrants. Migration remains a major contributing factor to the population growth in Accra. There is, however, no reliable data to inform city authorities on the trends, make-up and flow of migration to inform the city on how to manage the growth.

The increasing number of migrants, especially from other parts of the country and neighbouring West African countries, has led to increasing pressure on social amenities. I believe informed management of migration will ensure benefit for all. Therefore, the city has to be conscious about the challenges and opportunities that accompanies migration. In view of this, it is important that we recognize urbanization as an ongoing phenomenon and consider migration as an integral part of it as well as the impacts of climate change on migration trends.

The city of Accra Local Migration Governance Indicators (MGI) Profile will go a long way to inform the Assembly's planning process so as to ensure the inclusion of all persons living in the city. It also helps the city to take stock of how much progress has been achieved in key areas, such as access to basic social services and social protection, the right to work, skills and qualifications recognition schemes, bilateral labour agreements, and also serve as a basis to take necessary policy decisions. This MGI profile has come at an opportune time and will guide the city to make informed decisions on issues relating to migration.

On behalf of the city of Accra, I thank IOM and other local agencies for their partnership in the development and publication of this report.

Mohammed Adjei Sowah
Metro Chief Executive

City of Accra | PROFILE 2019

LOCAL

MIGRATION
GOVERNANCE
INDICATORS

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OBJECTIVES

- 1 Help local authorities take stock of the migration initiatives they have in place.
- 2 Foster dialogue on migration between national governments and local authorities.
- 3 Enable local authorities to learn from one another by sharing common challenges and identify potential solutions.

“Rapid urbanization continues to transform the demographic landscape of many countries around the world. Cities are already home to the majority of international migrants, driven by opportunity as well as necessity, and local authorities are becoming leaders in finding creative solutions for rapid social change, supporting communities through innovation.”¹

¹ António Vitorino, IOM Director General, report to the 109th session of the IOM Council (November 2018). Available at www.iom.int/speeches-and-talks/director-general-report-109th-session-council.

INTRODUCTION

The Migration Governance Indicators

In 2015, the International Organization for Migration (IOM), in collaboration with the Economist Intelligence Unit, developed the Migration Governance Indicators (MGI), a set of 90 indicators that help States assess the comprehensiveness of their migration governance structures. The indicators constitute a starting point to engage governments in a consultative process that allows them to identify areas that are well developed and others that would benefit from further development, and most importantly priorities that are in line with the specific challenges and opportunities a given country is facing.

The MGI is characterized by three fundamental attributes:

1. **The MGI is a voluntary exercise:** It is conducted in countries that have requested to be part of the process.
2. **The MGI is sensitive to national specificities:** It recognizes the different challenges and opportunities of each context and, therefore, does not propose a one-size-fits-all solution but rather sparks a discussion on what well-governed migration can mean.
3. **The MGI is a process:** It is not a static tool to collect data on countries' migration frameworks. It is rather the first step of a dynamic process that can enable governments identify areas of their migration policy in need of further development, or that could benefit from capacity-building.

Migration Governance Indicators: From national to local

The role of cities and municipalities in migration governance² has grown significantly in recent decades, given the rapid pace of urbanization and the importance of cities as destinations for all forms of migration and displacement. Researchers, policymakers and international development agencies have all highlighted the crucial role of cities and municipalities in both accommodating migrants and formulating sustainable responses to migration-related matters.

With this in mind, in 2016, the United Nations Member States adopted the New Urban Agenda (NUA) at the Habitat III Conference in Quito (Ecuador). This was the first time that a United Nations framework fully integrated migration into the strategic planning and management of cities and urban systems. Its adoption was a significant recognition of the role of local governments not only in the management of migration at the local level but also in realizing the urban dimensions of the 2030 Agenda for Sustainable Development, including, but not limited to, Sustainable Development Goal 11, which has been designed to make cities and human settlements inclusive, safe, resilient and sustainable.

In an effort to support the discussion between different levels of governments on migration governance, IOM has adapted the MGI to the local level (the Local MGI).³ The Local MGI seeks to offer a more comprehensive picture of a country's migration governance landscape by juxtaposing a local dimension to MGI national assessments. Like its national equivalent, the Local MGI is based on a set of 87 indicators helping local authorities take stock of local migration strategies or initiatives in place and identify good practices as well as areas with potential for further development. The aim of the exercise is to foster dialogue on migration between national governments and local authorities and enable local authorities to learn from one another by discussing common challenges and identifying potential solutions.

² Migration governance refers to the system of institutions, legal frameworks, mechanisms and practices aimed at regulating migration and protecting migrants. It used almost synonymously with the term "migration management", although migration management is also sometimes used to refer to the narrow act of regulating cross-border movement at the State level.

³ Funding is provided by the Government of Sweden. For more information, please refer to <https://migrationdataportal.org/local-mgi>.

While the Local MGI retains the attributes of the National MGI, it is also anchored in the notion that cities have different capacities, competencies and added value when it comes to governing migration. Therefore, the methodology has been adapted to reflect that the degree of fiscal and political autonomy of participating cities influences the kind of migration governance they can practically and legally engage in. Furthermore, new indicators on the level of autonomy and capacities have been added to give some context to the results of the assessment.

Given the differences between the MGI at the national and local levels, the purpose of the Local MGI is not to provide a baseline but rather to be a tool for government authorities to have an introspective look at the measures they have in place to manage migration, as well as to share their experiences. Furthermore, it recognizes that good practices can take different forms depending on the division of competencies between local and national authorities. Therefore, the Local MGI analysis should not be interpreted as a recommendation to change the division of competencies but rather be understood as a tool to generate discussion on what cities can do on migration within the scope of their mandate.

The Local MGI was rolled out in three cities: Accra, Montréal and São Paulo. The participation of these three cities in the pilot phase of this exercise will allow IOM to refine the Local MGI framework with the idea of rolling it out in a larger number of cities.

This document is the result of the Local MGI assessment in Accra and summarizes the well-developed areas of the city's migration governance structures, as well as the areas with potential for further development.



LOCAL

CONTEXT

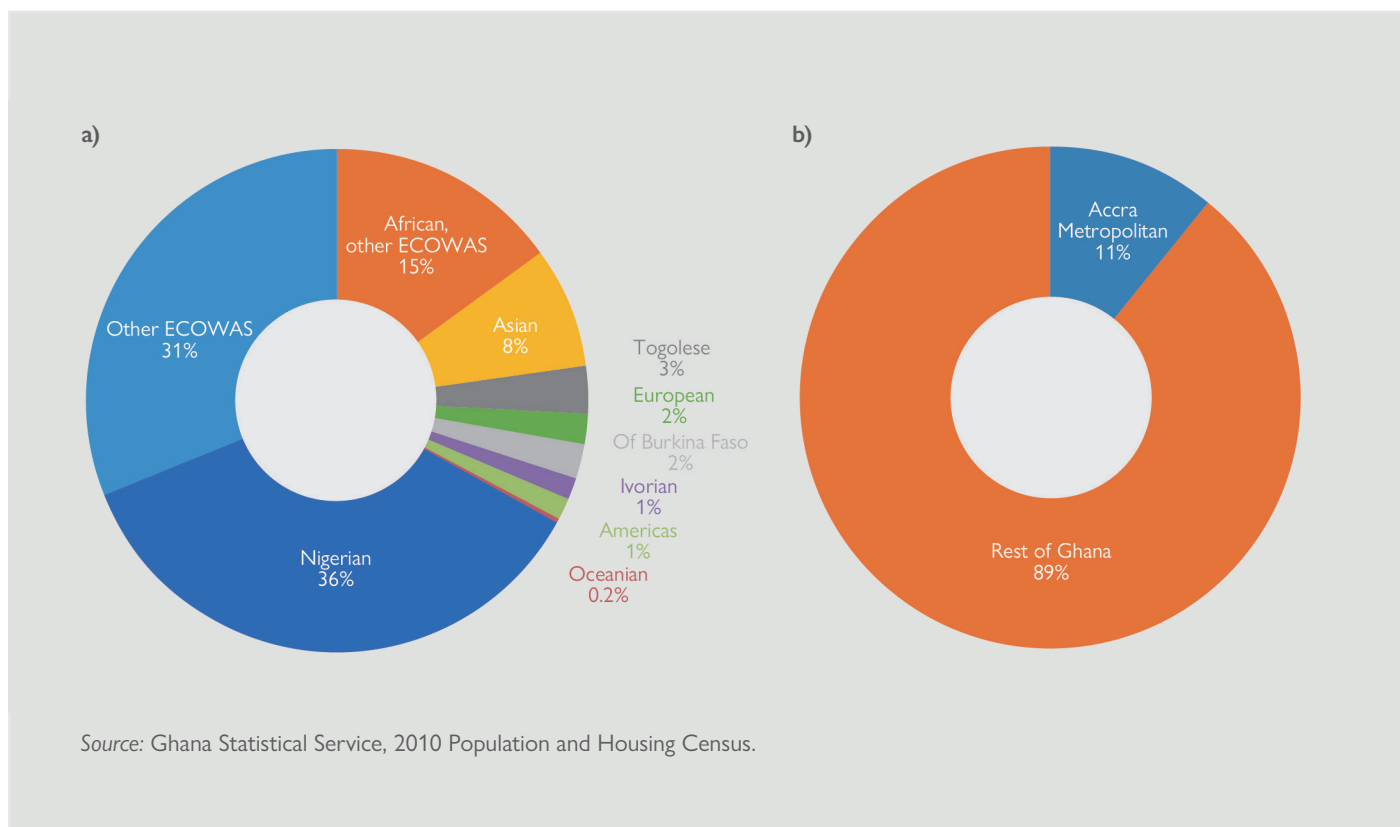
Migration trends

Since the 1950s, migration in Ghana has been driven by economic growth in the country, especially in the mineral and agriculture sectors, which has attracted immigrants from the West Africa subregion. Currently, the majority of immigrants to Ghana come from the Economic Community of West African States (ECOWAS) region, notably from Nigeria.⁴

National-level data compiled by the United Nations Department of Economic and Social Affairs (UN DESA) for Ghana records an international migrant stock in mid-2017 at 417,642, up from 399,471 in 2015, and increasing at an average annual rate of 2.2 per cent between these years. The international migrant stock as a percentage of Ghana's population is 1.4 per cent as of 2017.⁵

There is limited data on migration at the city level. According to the latest available statistics from the Ghana Statistical Service, there were 65,160 international migrants in the Accra Metropolitan District in 2010, about 11 per cent of the total number of immigrants in Ghana at the time. The estimated number of daily commuters into Accra is 2 million, with 47 per cent of the city population being internal or international migrants (born outside the Accra Metropolitan Area).⁶

Figure 1: a) Immigrant population in Accra metropolitan by origin, 2010
b) Immigrant population in Accra metropolitan as a proportion of the total immigrant population in Ghana, 2010



⁴ See: <https://publications.iom.int/books/migration-ghana-country-profile-2009-0>.

⁵ See: www.un.org/en/development/desa/population/migration/data/estimates2/estimates17.asp.

⁶ See: www.100resilientcities.org/wp-content/uploads/2019/03/Accra-Resilience-Strategy.pdf.

Table 1: Duration of stay of immigrants in Accra Metropolitan by nationality/region of origin (%)

Nationality/Region of origin	Less than one year	1–4 years	5–9 years	10 years and over	Total
Total	15.8	24.6	13.3	46.3	100.0
Nigerian	13.5	22.2	12.0	52.4	100.0
Togolese	21.6	34.0	13.9	30.5	100.0
Of Burkina Faso	20.5	24.7	13.3	41.5	100.0
Ivorian	31.0	47.6	13.5	7.9	100.0
Other ECOWAS	14.0	21.9	14.6	49.5	100.0
African, other than ECOWAS	16.2	27.2	12.9	43.7	100.0
European	38.0	35.5	11.0	15.5	100.0
Americas (North, South/Caribbean)	40.6	37.3	9.9	12.2	100.0
Asian	16.3	28.6	15.8	39.3	100.0
Oceanian	35.8	35.0	8.9	20.3	100.0

Source: Ghana Statistical Service, 2010 Population and Housing Census.

Table 2: Employed immigrants by occupation in Accra Metropolitan, 2010 (%)

Occupation	Male	Female	Total
Total	100.0	100.0	100.0
Managers	10.4	5.6	8.7
Professionals	9.8	6.2	8.5
Technicians and associate professionals	5.8	1.5	4.3
Clerical support workers	2.5	2.7	2.6
Service and sales workers	32.6	52.5	39.9
Skilled agricultural, forestry and fishery workers	1.6	1.5	1.6
Craft and related trades workers	17.9	13.8	16.4
Plant and machine operators, and assemblers	7.2	0.3	4.7
Elementary occupations	11.7	15.9	13.3
Other occupations	0.3	0.1	0.2

Source: Ghana Statistical Service, 2010 Population and Housing Census.

Ghana's administrative structure

As outlined in Article 4 of the Constitution, Ghana is a unitary State with two spheres of government: national and local. Commitments to decentralization have been made, primarily through Local Government Act 1993 (Act 462), National Development Planning Act 1994 (Act 840) and Local Governance Act 2016 (Act 936). Ghana established and implemented its first National Decentralization Policy Framework (NDPF) in 2010 and National Decentralization Action Plan (NDAP) 2010–2014. The second NDPF and NDAP date 2015–2019. The Inter-Ministerial Coordinating Committee on Decentralisation has been mandated to ensure decentralization in Ghana through policy direction, coordination and implementation.

Ghana is administratively divided into 16 regions, each headed by a regional minister appointed by the president. There are corresponding regional coordinating councils for each region. Within the regions, there are three types of assemblies at the higher levels of local government: metropolitan, municipal and district, which are defined by urban/rural characteristics and population size.⁷ The administrative authorities for these entities are known as Metropolitan, Municipal and District Assemblies (MMDAs).

At the national level, the Ministry of Local Government and Rural Development is responsible for local government, including monitoring the effectiveness of local government and the decentralization process.⁸ Ghana also has a network of regional coordinating councils whose role includes ensuring effective coordination of development activities in the regions.⁹

City of Accra's administrative structure

Accra is the capital and the most populous city of Ghana. The city is organized into 10 local government districts, made up of 9 municipal and 1 metropolitan districts, the Accra Metropolitan Assembly (AMA), which has a population of approximately 2.1 million.¹⁰ The geographical Accra Metropolitan Area is usually referred to as “Accra” while the “city of Accra” generally refers to all the 10 districts. Compared to other regions in Ghana, Greater Accra has the highest percentage of its population living in an urban area.¹¹

Although traditional authorities such as the chieftaincy are not formally incorporated into the AMA structure, they do play a significant role in local level governance. Through Traditional Councils, and Regional and National Houses of Chiefs, traditional authorities advise the Government on contentious issues such as land ownership.

⁷ A metropolis has a minimum population of 250,000 people, a municipality has a minimum population of 95,000 people, and a district has a minimum population of at least 75,000 people.

⁸ See: www.clgf.org.uk/default/assets/File/Country_profiles/Ghana.pdf

⁹ Local Governance Act, 2016 (Act 936). Available at <http://lgs.gov.gh/index.php/local-governance-act-of-2016-act-936/>.

¹⁰ See: www.statsghana.gov.gh/regionalpopulation.php?population=MTM0NTk2MjQzOS4yMDE1&&Greater%20Accra®id=3.

¹¹ See: www.statsghana.gov.gh/gssmain/fileUpload/pressrelease/Urbanisation%20in%20Ghana.pdf.

Why Accra Metropolitan Assembly?

The capital city of Accra is Greater Accra Region's economic and administrative hub and serves as the anchor of the larger Greater Accra Metropolitan Area (GAMA). The general characteristics of governance, administrative structure and policy planning, inter alia, in the 10 districts are similar. The Accra Metropolitan Assembly (AMA), while more urbanized and serving as the hub for government administration as well as commerce, can be considered representative of the city. The terms "Accra", "AMA" and "city of Accra" are therefore used interchangeably. All references to Accra Metropolitan Assembly throughout this document are referring to the old AMA (as of January 2018) which had 10 submetropolitan districts.

Development planning structure of the city of Accra

In broad term, the development plan preparation, implementation, and monitoring and evaluation are facilitated by guidelines issued by the National Development Planning Commission (NDPC). The planning process starts with the formulation of the national development policy framework comprising national development goals, policy objectives and strategies. These are implemented through development plans prepared by the MMDAs, which are planning authorities according to Local Government Act 2016 (Act 936). They are composed of a chief executive, elected by assembly members from each electoral area within the AMA (assembly members), one or more members of Parliament from the constituencies that fall within the AMA. Thirty per cent of the total membership of the AMA is appointed by the president (these are government appointees). Heads of departments at the AMA are available to provide technical support. The planning functions of MMDAs are performed through the Metro Planning Coordinating Unit (MPCU). Section 84 of Act 936 established the MPCU, while Section 85 prescribes its functions. The MPCU consists of heads of the 16 departments of the AMA and it is chaired by the Metropolitan Coordinating Director (MCD). The MCD is the administrative head of the Municipal District and is responsible for ensuring the implementation of government policies, projects and programmes at the assembly level.

Competencies of the city

<p>Level of decentralization of local authorities in Ghana</p>	<p>The AMA is the administrative authority (MMDA) for the city of Accra (also defined as the Accra Metropolis). The AMA further works through 16 departments: Food and Agriculture; Budget and Rating; Disaster Management and Prevention; Education; Youth and Sports; Finance; Health; Legal; Physical Planning; Transport; Urban Roads; Waste Management; Works; Culture, Trade, Industry and Tourism; Social Welfare and Community Development; and Natural Resource.</p> <p>According to Local Governance Act 2016 (Act 936), the functions of MMDAs include the overall development of the district; formulation and execution of plans, programmes and strategies for the effective mobilization of resources necessary for the development of the district; and initiation of programmes for the development of basic infrastructure and providing municipal works and services in the district.¹² The different levels of government in Ghana share responsibility for the provision of national government services, but in general the national government maintains control of policymaking.¹³</p>
<p>Competencies in relation to migration</p>	<p>Migration policy is largely drafted at the national level. The National Migration Policy of 2016 foresees mainstreaming and decentralizing migration-related issues to the local level; however, some progress notwithstanding, decentralization is yet to be fully achieved. The AMA is currently reviewing its medium-term plan in order to ensure migration issues are prioritized.¹⁴</p>

¹² Local Governance Act, 2016 (Act 936). Available at <http://lgs.gov.gh/index.php/local-governance-act-of-2016-act-936/>.

¹³ See: www.clgf.org.uk/default/assets/File/Country_profiles/Ghana.pdf.

¹⁴ See: <http://migratingoutofpoverty.dfid.gov.uk/files/file.php?name=national-migration-policy-for-ghana.pdf&site=354>.

Competencies of the city

Local financing mechanisms and the restrictions on their use

The revenues of MMDAs include national government allocations, locally raised revenue (funds raised by Internally Generated Funds¹⁵), donations and grants. While assemblies can raise their own funds to finance development activities, they are subject to guidelines set by the Minister of Local Government. For national government allocations, there is the District Assemblies Common Fund, through which no less than 5 per cent of the total revenue of the country goes to the MMDAs. The fund is used for a particular budget line of the development budget of the MMDA based on the medium-term development plans. Development is defined as a multidimensional process involving not only economic growth but also improvement in other living conditions such as health, education, access to potable water, good roads, adequate food supply and employment, among others; it is thus defined in terms of satisfying “basic human needs”. Each MMDA is responsible for the preparation, administration and control of its budgetary allocation. Each assembly must present a detailed budget to its Regional Coordinating Council, which then submits the budget to the Ministry of Finance.

Local participation in the formulation of migration policy

In the drafting of the National Migration Policy of 2016, the national government undertook broad consultations with decentralized agencies.¹⁶

¹⁵ The Internally Generated Funds (IGFs) of the subnational governments including the local assemblies are basically the own-sourced revenues of District Assemblies. Internally generated revenue as per the Sixth Schedule of Local Government Act, 1993 (Act 462) consists of funds collected exclusively by or for subnational governments.

¹⁶ See: <http://migratingoutofpoverty.dfid.gov.uk/files/file.php?name=national-migration-policy-for-ghana.pdf&site=354>.



KEY

FINDINGS

The Local MGI is composed of around 87 indicators grouped under the 6 different dimensions of migration governance that draw upon the MIGOF categories:



MIGRANTS' RIGHTS
PAGE 20

Indicators in this domain look at the extent to which migrants have access to certain social services such as health, education, and social security. It also looks at family reunification, access to work, and access to residency and citizenship. The international conventions signed and ratified are also included.



WHOLE-OF-GOVERNMENT APPROACH
PAGE 21

Indicators in this area assess countries' institutional, legal and regulatory frameworks related to migration policies. This area also looks at the existence of national migration strategies that are in line with development objectives and overseas development efforts, as well as institutional transparency and coherence in relation to migration management.



PARTNERSHIPS
PAGE 22

This category focuses on countries' efforts to cooperate on migration-related issues with other States and with relevant non-governmental actors, including civil society organizations and the private sector.



WELL-BEING OF MIGRANTS
PAGE 23

Indicators in this area assess countries' policies regarding the recognition of migrants' educational and professional qualifications, provisions regulating student migration and the existence of bilateral labour agreements between countries. Aspects of diaspora engagement in the country of origin and migrant remittances are also under this domain.



MOBILITY DIMENSION OF CRISES
PAGE 24

This category looks at the type and level of preparedness of countries when they are faced with mobility dimensions of crises. The questions look at the processes in place for nationals and non-nationals both during and after disasters, including if humanitarian assistance is equally available to migrants as it is to citizens.



SAFE, ORDERLY AND REGULAR MIGRATION
PAGE 25

This area looks at countries' approach to migration management in terms of border control and enforcement policies, admission criteria for migrants, preparedness and resilience in the case of significant and unexpected migration flows, as well as the fight against trafficking in persons.



1

ADHERENCE TO INTERNATIONAL STANDARDS AND FULFILMENT OF MIGRANTS' RIGHTS

1.1. Migration governance: Examples of well-developed areas

Concerning education, health care and social security for migrants, while policies are decided at the national level, the AMA shares responsibility with national- and regional-level governments for the provision of services. While the AMA does not have control over policies to support access of migrants to social services in these areas, it does not impose any restrictions.

Health-care provision is essentially a national responsibility. Health-care policy is decided by the Ministry of Health and implementation of the National Health Insurance Scheme (NHIS) is carried out by the National Health Insurance Authority (NHIA). The NHIS limits free coverage to legal residents – only migrants who have obtained a residency permit are eligible to access it. However, the AMA has carried out mass NHIS registrations within deprived communities to enhance access to health care, which may have benefitted migrants. Additionally, the Government of Ghana has absorbed the State contribution on the NHIS for refugees.

The Department of Social Welfare and Community Development of the AMA is responsible for the protection of vulnerable groups, including children, regardless of status. In fact, the AMA is required under Children's Act 1998 (Act 560), to protect the welfare and promote the rights of children within its area of authority and ensure effective collaboration with other relevant government agencies on matters concerning children.

1.2. Areas with potential for further development

The Department of Social Welfare and Community Development would benefit from more funding and staff. In addition, there are no specific mechanisms to provide migrants with legal services/advice at the local level. However, there is a national scheme – the Ghana Legal Aid Scheme (LAS) – under the Ministry of Justice, which has a presence in Accra and provides legal advisory services to vulnerable populations, regardless of legal status. Refugees and asylum seekers have full access to this service at no cost.

No information/awareness-raising campaigns aimed at fighting xenophobia and exclusion, or promoting the integration of migrants and social cohesion, have been developed at the local level.

Finally, no specific measures from local authorities were identified for assisting those wishing to emigrate. Oversight over private recruitment agencies and information on migration procedures are in the remit of the national government, in particular the Labour Department (under the Ministry of Labour and Employment Relations) and the Ghana Immigration Service (GIS).



2

FORMULATES POLICY USING EVIDENCE AND WHOLE-OF-GOVERNMENT APPROACH

2.1. Migration governance: Examples of well-developed areas

The local government undertakes actions to enhance policy coherence between all levels of government on migration-related issues. In order to develop local policies and by-laws, consultations are carried out with multiple agencies, regional government structures, and registered associations and unions within the jurisdiction of the city. The AMA has an open-door policy and it invites all associations registered with it to general consultations on policies and laws that affect residents.

The Ghana Statistical Service (GSS) and the National Disaster Management Organization (NADMO) have integrated their operations at the local level into the structure of the AMA.

2.2. Areas with potential for further development

Although Ghana has developed its National Migration Policy, its implementation has not been effectively decentralized to the MMDAs. Consequently, migration has not been prioritized by the AMA, and it is often considered a national-level issue.

At the local level, there are no specific government agencies in charge of the implementation and coordination of migration issues or the provision of services to migrants. However, agencies such as the GIS and the Labour Department have offices and presence at the district level. The AMA Department of Social Welfare and Community Development is in charge of social development programmes and provides assistance to vulnerable groups, including migrants.

The AMA Medium-Term Development Plan (2018–2021) does not have any strategy or sections specifically dedicated to migration despite the fact that the Planning and Coordination Unit, responsible for integrating plans at the local level, is aware of the considerable number of migrants within its jurisdiction. In April 2019, the AMA started a process to review its Medium-Term Development Plan (2018–2021) to ensure that migration issues are prioritized.

The AMA is yet to develop training programmes for its staff on issues concerning migrants, for example on cultural sensitivity. The city authorities could improve the dissemination of orientation material for migrants, for instance concerning their rights and how to access municipal services.

Similarly, there is room for improvement in the process of data collection and monitoring of migration dynamics at the local level, a function that today is mainly carried out at the national level.



3

ENGAGES WITH PARTNERS TO ADDRESS MIGRATION AND RELATED ISSUES

3.1. Migration governance: Examples of well-developed areas

The AMA is a member of the 100 Resilient Cities network, which is dedicated to helping cities around the world become more resilient to the physical, social and economic challenges of the twenty-first century. One of the challenges that the network highlights is dealing with displaced persons/migrants. The AMA is also part of Bloomberg Philanthropies, Cities Climate Leadership Group (C40) and the World Health Organization (WHO) Urban Health Initiative, which, while not specifically focused on migration, do deal with migration-related issues. The AMA also has international city-to-city exchange partnership programmes with American cities such as Akron (Ohio), Cheyenne (Wyoming) and Chicago (Illinois), as well as with the State of California and the city of Cape Town (South Africa), among others. Some of these programmes do not focus on migration issues but on staff and city development, including exchanges on infrastructure, innovation, health and management of waste. All these programmes are aimed at assisting the city towards the improvement of the quality of life of all residents including migrants, in line with the AMA's mission.

Local authorities cooperate on migration issues with United Nations agencies. For example, in April 2018, the AMA took part in a training workshop for State actors in the context of the Migrants in Countries in Crisis (MICIC) Initiative, focusing on non-emergency responses to migrants in need.

3.2. Areas with potential for further development

The AMA does not engage formally with migrant associations, civil society organizations (CSOs) or the private sector on migration-related issues. This is partly because migration is yet to be mainstreamed into the city's Medium-Term Development Plan and strategy. However, the AMA does engage with these actors during general public consultations, awareness workshops for key policy developments or emergency situations. At a broad policy level, during the development of the AMA Medium-Term Development Plan (2018–2021), the AMA solicited ideas from stakeholders, communities and CSOs on the main development challenges faced by communities and businesses within its jurisdiction.



4

ADVANCES THE SOCIOECONOMIC WELL-BEING OF MIGRANTS AND SOCIETY

4.1. Migration governance: Examples of well-developed areas

The city does not impose any restrictions (over and above national rules) regarding access to the labour market for migrants, despite Accra being marked by a high level of unemployment and underemployment among its indigenous population.

4.2. Areas with potential for further development

The local authorities could consider developing programmes such as information campaigns for attracting migrant workers with specific skills as well as international students into the city. Authorities could also monitor the demand for immigrant labour in specific sectors.

The Labour Department, which is decentralized at the local level, oversees and promotes ethical recruitment, although there are no known specific programmes to promote the ethical recruitment of immigrants at the local level.

The local authority could consider the development of targeted programmes to promote gender equality for immigrants in the labour force at the local level.

There is room for the local authority to develop programmes promoting the financial inclusion of migrants at the local level. The local authority could also develop strategies aimed at promoting educational programmes targeting migrants, although national agencies already implement programmes targeting the general population, including migrants.



5

EFFECTIVELY ADDRESSES THE MOBILITY DIMENSIONS OF CRISES

5.1. Migration governance: Examples of well-developed areas

The National Disaster Management Organisation (NADMO) has the primary responsibility of leading and coordinating national disaster management efforts by various stakeholders in the country. It has representation at the metropolis/municipal/district/zones level. However, its strategies and plans have not been fully decentralized at the local level. Emergency assistance provided by the NADMO is offered to all people affected including migrants, regardless of their status.

The AMA uses local radio stations and public community centres, as well as services provided by the national Information Services Department, as its main means of communication in times of crisis. The NADMO coordinates communication systems in relation to emergencies and crisis management within the AMA's jurisdiction. The NADMO has communication systems in place as part of the national security communication system – an example of such systems is the Global Open Trunking Architecture (GoTa), a digital trunking phone system through which phones can be used as a radio system by multiple security agencies simultaneously.

5.2. Areas with potential for further development

Migration is mainstreamed into emergency strategies at the national and local levels. Management of emergencies and natural disasters is handled at the national level by the NADMO and at the district level by the NADMO district offices in collaboration with the AMA. In turn, the AMA Medium-Term Development Plan (2018–2021), includes activities related to disaster management.

The AMA is yet to develop specific initiatives or strategies to address migratory movements caused by climate change. The NADMO bears the national responsibility for dealing with migratory movements caused by environmental degradation and climate change. However, its strategy and plan have not been fully integrated into local planning; hence, disaster management is still undertaken at the national level.

The local authority has, however, formulated a resilience strategy (Accra's Resilience Strategy) that provides a road map and an action plan aimed at anticipating, mitigating, and responding to acute or chronic challenges that the city may face now and in the future including climatic shocks such as flooding, to which the country and certain areas of the city are particularly prone. The strategy thus seeks to build a smart, resilient, and sustainable city that will prepare its citizens and systems to withstand such shocks and stresses.



6

ENSURES THAT MIGRATION TAKES PLACE IN A SAFE, ORDERLY AND REGULAR MANNER

6.1. Migration governance: Examples of well-developed areas

The Migration Unit of the Ministry of the Interior (MINTER) is responsible for coordinating national activities on migration and supporting MDAs in the development of a coherent migration policy framework for the country. The unit serves as the focal point for all migration related policies and actions.

The Ghana Immigration Service (GIS) is the lead statutory body responsible for migration management in Ghana. The GIS is present at the metropolis/municipal/district level and falls under the remit of the MINTER. The GIS has several decentralized units/departments working at the city level to ensure safe, orderly and dignified migration. This includes the Migration Information Bureau (MIB) and the Anti-Human Smuggling and Trafficking in Persons Unit (AHSTIP), among others. These agencies conduct information/awareness campaigns on migration and outreach programmes on the radio and at the community level. Similarly, the Ghana Police Service (also under the MINTER), the Ministry of Gender, Children and Social Protection and the Ministry of Foreign Affairs and Regional Integration carry out sensitization programmes on counter-trafficking in persons and irregular migration in general.

The One District One Factory (1D1F) policy of the Government, derived from the Medium-Term Development Plans of the local authorities, the AMA included, seeks to pursue industrialization at the local level. Its implementation is supervised by the local authorities with the investor focus including Ghanaians in the diaspora and foreigners.

6.2. Areas with potential for further development

There are currently no targeted local-level policy or programmes aimed at attracting Ghanaians and/or former residents who have emigrated; such programmes do exist at the national level and include, among others, programmes aimed at engaging with the diaspora for skills transfer and development.

Neither local authorities nor the Ministry of Local Government and Rural Development are represented on the Ghana Refugee Board. When refugees arrive in Ghana, it is the Refugee Board's responsibility to ensure their well-being and coordinate all related interventions, including resettlement. Expert interviews confirmed though that the AMA has never been involved in decisions related to the resettlement of refugees because it has not been allocated a population of refugees by the Ghana Refugee Board or the MINTER. In this sense, the AMA has not developed programmes to facilitate the arrival of refugee populations under its jurisdiction.

Even though the AMA Department of Social Welfare and Community Development undertakes counter-trafficking activities, the AMA does not have a holistic and coordinated strategy to combat human trafficking – this being the mandate of the Human Trafficking Secretariat of the Ministry of Gender, Children and Social Protection. In fact, Human Trafficking Act 2005 (Act 694) mandates the Secretariat to coordinate anti-human trafficking activities in the country. Though the Secretariat works in coordination with local authorities, including district-level Department of Social Welfare and Community Development officials, its activities are yet to be mainstreamed into local development plans. Within this framework, the local authority could develop a framework to enhance collaboration with CSOs working in the field of human trafficking.

Lastly, to enhance migration governance at the local level, the Migration Unit of the MINTER could be decentralized and integrated into the local authority structure with the formation of an interdepartmental unit on migration. This would help ensure coordination and focus at the local level.



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ANNEX

MiGOF: Migration Governance Framework¹⁷

In an attempt to define the concept of “well-managed migration policies”, the International Organization for Migration (IOM) devised a Migration Governance Framework (MiGOF), which was welcomed by the IOM Council in November 2015. For the purposes of the Migration Governance Framework, IOM defines governance as “the traditions and institutions by which authority on migration, mobility and nationality in a country is exercised, including the capacity of the government to effectively formulate and implement sound policies in these areas”.

The Framework sets out the essential elements of “good migration governance” – 3 principles and 3 objectives which, if respected and fulfilled, would ensure that migration is humane, safe and orderly, and that it provides benefits for migrants and societies.¹⁸ IOM’s view is that a migration system promotes migration and human mobility that is humane and orderly and benefits migrants and society:

When it:

- (i) Adheres to international standards and fulfils migrants’ rights;
- (ii) Formulates policy using evidence and a “whole-of government” approach;
- (iii) Engages with partners to address migration and related issues;

As it seeks to:

- (i) Advance the socioeconomic well-being of migrants and society;
- (ii) Effectively address the mobility dimensions of crises;
- (iii) Ensure that migration takes place in a safe, orderly and dignified manner.

The MiGOF does NOT create new standards or norms. In drafting the Framework, IOM relied on its expertise and analytical work, as well as on existing commitments, non-binding declarations and statements. It does NOT address global migration governance that is the international architecture for dealing with issues related to migration and human mobility. Instead, the focus is on the governance and management of migration from the point of view of the State as the primary actor. It does NOT propose one model for all States. The Framework presents a “high road” or ideal version of migration governance, to which States can aspire.

The MiGOF is based on the understanding that, as the primary actor in migration, mobility and nationality affairs, a State retains the sovereign right to determine who enters and stays in its territory and under what conditions, within the framework of international law. Other actors – citizens, migrants, international organizations, the private sector, unions, non-governmental organizations, community organizations, religious organizations and academia – contribute to migration governance through their interaction with States and each other.

¹⁷ IOM Council, Migration Governance Framework, 106th session, C/106/40 (4 November 2015). Available at <https://governingbodies.iom.int/system/files/en/council/106/C-106-40-Migration-Governance-Framework.pdf>.

¹⁸ Migration Governance Framework infosheet, 2016. Available at <https://publications.iom.int/books/migration-governance-framework>.

The MGI process



1 Launch of the Local MGI process

The first step of the process is to explain to key national and local government officials what the Local MGI entails, in order to ensure full understanding of the project and complete buy-in at both levels.



2 Data collection

The second step of the process is to start the collection and analysis of data based on adapted indicators from the MGI. A draft local migration governance profile based on analysis of the findings is then shared with the government counterparts.



3 Multi-stakeholder discussions on the results of the MGI

The third step of the process is to convene a consultation where local and national government officials and other stakeholders discuss the good practices and main gaps identified in the draft local migration governance profile. It is also an opportunity for them to comment on and provide suggestions to the draft profile.



4 Final report

The last step is to finalize the local migration governance profile, obtain final validation from the local authorities, and publish a printed version of the report as well as an online version on the IOM Migration Data Portal¹⁹ and uploaded on the IOM Online Bookstore.²⁰

¹⁹ You can find the profiles at <https://migrationdataportal.org/local-mgical-mgi>.

²⁰ Please see <https://publications.iom.int/>.



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