NATIONAL DEVELOPMENT PLANNING COMMISSION

GUIDELINES

FOR THE PREPARATION OF
DISTRICT MEDIUM-TERM DEVELOPMENT PLAN
UNDER
THE GHANA SHARED GROWTH AND DEVELOPMENT AGENDA II, 2014-2017

NDPC, December 2013
PREFACE

The National Development Planning Commission (NDPC) is responsible for providing guidelines to facilitate the preparation of development plans by the Metropolitan, Municipal and District Assemblies (DAs) in accordance with Section 1(3, 4), 2 to 11 of the National Development Planning (System) Act 1994 (Act 480). The Guidelines are designed to provide focus and direction on national development priorities and enhance harmonisation and rationalisation of development programmes, projects and activities initiated from the community, district and national levels respectively.

This document is the fifth in a series of Guidelines for the preparation of District Medium-Term Development Plans (DMTDPS) and issued by the NDPC, since 1996. The current Guidelines are therefore designed to facilitate the preparation of DMTDPs reflecting spatial dimensions under the Ghana Shared Growth and Development Agenda II, 2014-2017.

The document is divided into four chapters. Chapter 1 focuses on the background, rationale and the process of developing the Guidelines. Chapter 2 presents preliminary activities for the preparation of DMTDPs and the roles of key actors, particularly, the District Planning Coordinating units (DPCUs) and Regional Planning Coordinating Unit (RPCU) at the district and regional levels respectively. Chapter 3 deals with the detailed activities including the relevant steps for the development of the DMTDP. Procedures for harmonizing the DMTDPs by the Regional Coordinating Councils (RCCs) are outlined in Chapter 4. The structure and format of the DMTDP has also been provided.

The major national development thematic areas for the 2010-2013 planning period are: Ensuring and Sustaining Macroeconomic Stability; Enhancing Competitiveness in Ghana’s Private Sector; Accelerated Agriculture Modernization and Sustainable Natural Resource Management; Oil and Gas Development; Infrastructure, Energy and Human Settlements; Human Development, Productivity and Employment; Transparent and Accountable Governance. The details are provided in the GSGDA 2010-2013, which should be used together with these Guidelines in the preparation of the DMTDPs by the DAs. The Guidelines also emphasizes on ensuring that the Millennium Development Goals (MDGs), New Partnership for Africa Development (NEPAD) and other cross-cutting issues such as gender and environmental sustainability etc. are integrated in the DMTDP.

The NDPC duly acknowledges, the technical and logistic support provided by all stakeholders, especially the UNDP, UNICEF, CARE-Ghana, USAID-LOGODEP (Local Governance and Decentralization Program) and Town and Country Planning Department, Department of Planning, Kwame Nkrumah University of Science and Technology, NGOs and other organizations. The process also involved the participation of the staff of the NDPC and a number of members of the DPCUs and RPCUs. We also wish to acknowledge the useful contribution of other individuals in the formulation of these current Guidelines.

1 District also refers to Metropolitan and Municipal
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<thead>
<tr>
<th>Abbreviation</th>
<th>Full Form</th>
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<tr>
<td>AAB</td>
<td>Appeals Advisory Board</td>
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<tr>
<td>AIDS</td>
<td>Acquired Immuno Deficiency Syndrome</td>
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<tr>
<td>ASFR</td>
<td>Age-Specific Fertility Rate</td>
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<tr>
<td>CBO</td>
<td>Community Based Organisation</td>
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<tr>
<td>CBPRP</td>
<td>Community Based Poverty Reduction Project</td>
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<td>CBRDP</td>
<td>Community Based Rural Development Project</td>
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<tr>
<td>CBR</td>
<td>Crude Birth Rate</td>
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<td>CDR</td>
<td>Crude Death Rate</td>
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<td>CSOs</td>
<td>Civil Society Organisations</td>
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<td>DACF</td>
<td>District Assembly Common Fund</td>
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<td>DAs</td>
<td>District Assemblies</td>
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<td>DCDS</td>
<td>District Co-ordinating Directors</td>
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<td>DDF</td>
<td>District Development Facility</td>
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<td>DHIS</td>
<td>District Health Insurance Scheme</td>
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<td>DMTDPs</td>
<td>District Medium-Term Development</td>
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<td>DoP</td>
<td>Department of Planning</td>
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<td>DPCU</td>
<td>District Planning Coordinating Unit</td>
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<td>DPs</td>
<td>Development Partners</td>
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<tr>
<td>EIA</td>
<td>Environmental Impact Assessment</td>
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<td>EU</td>
<td>European Union</td>
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<tr>
<td>GPRS I</td>
<td>Ghana Poverty Reduction Strategy</td>
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<td>GPRS II</td>
<td>Growth and Poverty Reduction Strategy</td>
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<td>GSGDA</td>
<td>Ghana Shared Growth and Development Agenda</td>
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<td>GIZ</td>
<td>German International Development</td>
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<td>HIPC</td>
<td>Highly Indebted Poor Countries</td>
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<tr>
<td>HIV</td>
<td>Human Immuno-deficiency Virus</td>
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<td>HRD</td>
<td>Human Resource Development</td>
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<td>HRDBS</td>
<td>Human Resource Development and Basic Services</td>
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<tr>
<td>ICT</td>
<td>Information and Communication Technology</td>
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<tr>
<td>ILGS</td>
<td>Institute of Local Government Studies</td>
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<tr>
<td>IMR</td>
<td>Infant Mortality Rate</td>
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<tr>
<td>KNUST</td>
<td>Kwame Nkrumah University of Science and Technology</td>
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<tr>
<td>LE</td>
<td>Life Expectancy</td>
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<tr>
<td>LED</td>
<td>Local Economic Development</td>
</tr>
<tr>
<td>LGPRSP</td>
<td>Local Governance – Poverty Reduction Support</td>
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<tr>
<td>M&amp;E</td>
<td>Monitoring and Evaluation</td>
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<tr>
<td>MDAs</td>
<td>Ministries, Departments and Agencies</td>
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<td>MDGs</td>
<td>Millennium Development Goals</td>
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<td>MPSP</td>
<td>Manual for the Preparation of Spatial Plans</td>
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<td>MTDP</td>
<td>Medium-Term Development Plan</td>
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<td>MTEF</td>
<td>Medium Term Expenditure Framework</td>
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<td>NDPC</td>
<td>National Development Planning Commission</td>
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<td>Abbreviation</td>
<td>Full Form</td>
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<tr>
<td>NDPS</td>
<td>National Development Planning Systems</td>
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<td>NEPAD</td>
<td>New Partnership for Africa’s Development</td>
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<td>NGO</td>
<td>Non-Governmental Organisation</td>
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<td>NM</td>
<td>Net Migration</td>
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<td>PA</td>
<td>Planning Authority</td>
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<tr>
<td>PoA</td>
<td>Programme of Action</td>
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<tr>
<td>POCC</td>
<td>Potentials, Opportunities, Constraints and Challenges</td>
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<tr>
<td>PPD</td>
<td>Physical Planning Department</td>
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<td>PPO</td>
<td>Physical Planning Officer</td>
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<td>PPM</td>
<td>Poverty Profiling and Mapping</td>
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<tr>
<td>PPP</td>
<td>Policies, Programmes and Projects</td>
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<tr>
<td>PPSC</td>
<td>Priorities for Private Sector Competitiveness</td>
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<tr>
<td>PSC</td>
<td>Private Sector Competitiveness</td>
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<tr>
<td>RCCs</td>
<td>Regional Co-ordinating Councils</td>
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<td>RPCUs</td>
<td>Regional Planning Co-ordinating Units</td>
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<tr>
<td>SD</td>
<td>Sustainable Development</td>
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<td>SDCP</td>
<td>Sub-District Council Plans</td>
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<td>SDCs</td>
<td>Sub-District Councils</td>
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<td>SDDP</td>
<td>Sub-District Development Plans</td>
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<tr>
<td>SDS</td>
<td>Sub-District Structures</td>
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<tr>
<td>SEA</td>
<td>Strategic Environmental Assessment</td>
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<tr>
<td>SIF</td>
<td>Social Investment Fund</td>
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<tr>
<td>SMART</td>
<td>Specific, Measurable, Achievable, Realistic and Time-bound</td>
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<tr>
<td>SNV</td>
<td>Netherlands Development Organisation</td>
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<tr>
<td>SWOT</td>
<td>Strengths, Weaknesses, Opportunities and Threats</td>
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<tr>
<td>TCPD</td>
<td>Town and Country Planning Department</td>
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<tr>
<td>TFR</td>
<td>Total Fertility Rate</td>
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<tr>
<td>TMR</td>
<td>Total Mortality Rate</td>
</tr>
<tr>
<td>TOR</td>
<td>Terms Of Reference</td>
</tr>
<tr>
<td>U5MR</td>
<td>Under Five Mortality Rate</td>
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<tr>
<td>UNICEF</td>
<td>United Nations Children’s Fund</td>
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</table>
TABLE OF CONTENTS

PREFACE .................................................................................................................. I
ABBREVIATIONS .................................................................................................... II

CHAPTER ONE ........................................................................................................ 1
1.0. INTRODUCTION ............................................................................................... 1
1.1 BACKGROUND ................................................................................................. 1
1.2 RATIONALE ..................................................................................................... 1
1.3 PROCESS OF DEVELOPING THESE GUIDELINES ........................................... 2
1.4 STRUCTURE OF THE DOCUMENT .................................................................. 3

CHAPTER TWO ....................................................................................................... 4
ACTIVITIES FOR THE PREPARATION OF DISTRICT MEDIUM-TERM DEVELOPMENT PLAN ... 4
2.0. INTRODUCTION ............................................................................................... 4
2.1 SET UP ........................................................................................................... 4
2.2 DATA COLLECTION ....................................................................................... 5
2.3 ROLE AND RESPONSIBILITY OF KEY ACTORS .............................................. 5
2.3.1 THE DPCU ............................................................................................... 5
2.3.2 ROLE OF SPCs ....................................................................................... 6
2.3.3 THE ROLE OF A FACILITATOR ............................................................... 6
2.3.4 THE ROLE OF THE DCE ....................................................................... 7
2.3.5 THE ROLE OF MEMBERS OF THE DAS AND SUB-DISTRICT COUNCILS/STRUCTURES ... 7
2.3.6 THE ROLE OF THE REGIONAL COORDINATING COUNCIL (RCC) AND THE REGIONAL PLANNING COORDINATING UNIT (RPCU) ............................................ 7

CHAPTER THREE .................................................................................................... 8
STEPS FOR PREPARING THE DMTDP .................................................................... 8
3.0. INTRODUCTION ............................................................................................... 8
3.1 STEPS IN THE PREPARATION OF DMTDP FOR 2014-2017 ......................... 8
STEP 1: VISION, MISSION AND FUNCTIONS ..................................................... 8
STEP 2: PERFORMANCE REVIEW ....................................................................... 9
STEP 3: ANALYSIS OF EXISTING SITUATION/COMPILATION OF THE DISTRICT PROFILE .... 10
  (a) Physical and Natural Environment ................................................................. 10
  (b) Culture ........................................................................................................... 10
  (c) Settlement systems ...................................................................................... 10
  (e) Food security ............................................................................................... 11
  (f) Governance ................................................................................................ 11
  (g) Social Services ........................................................................................... 11
  (h) Vulnerability analysis ................................................................................ 11
  (j) HIV and AIDS ......................................................................................... 12
  (k) Gender ...................................................................................................... 12
  (l) Environment, Climate Change and Green Economy .................................... 12
  (m) Population ................................................................................................. 12
  (n) Science, Technology and Innovation (STI) ............................................... 13
  (o) Security ................................................................................................... 13
  (p) Disaster .................................................................................................... 13
  (q) Water Security ....................................................................................... 13
  (r) Migration (Emigration and Immigration) ................................................ 13
  (s) Baseline Indicators of Development of the District: ................................ 13
STEP 4 (i). LOCAL/COMMUNITY DEVELOPMENT PLANS .................................................. 13
STEP 4 (ii). HARMONISATION OF COMMUNITY NEEDS AND ASPIRATIONS WITH IDENTIFIED KEY DEVELOPMENT GAPS/PROBLEMS/ISSUES (FROM REVIEW OF PERFORMANCE AND PROFILE) .................................................. 14
STEP 5: LINKING HARMONIZED KEY DEVELOPMENT PROBLEMS/ISSUES UNDER 2010-2013 TO NMTDPF 2014-2017
THEMATIC AREAS ........................................................................................................... 15
STEP 6 PRIORITISATION ........................................................................................................ 16

NOTE: The output of the POCC analysis is refined prioritized issues ................................... 18
STEP 7 SELECTION OF PREFERRED SPATIAL DEVELOPMENT OPTION ................................................................. 18
STEP 8. DISTRICT DEVELOPMENT GOAL .............................................................................. 19
STEP 9. ADOPTION OF DISTRICT OBJECTIVES AND STRATEGIES .............................................. 20
STEP 10. FORMULATION OF DEVELOPMENT PROGRAMMES ................................................... 20

IV. LOCAL ECONOMIC DEVELOPMENT ................................................................................. 22

STEP 11: FORMULATION OF COMPOSITE PROGRAMMES OF ACTION (PoA) .............................................. 24
STEP 12. PREPARATION OF INDICATIVE FINANCIAL PLAN ......................................................... 25
STEP 13: PREPARATION OF DISTRICT COMPOSITE ANNUAL ACTION PLANS ................................. 26
STEP 13.1: LINKING THE COMPOSITE BUDGET WITH THE PLAN ................................................ 26
STEP 14: ADOPTION OF DMTDP ............................................................................................. 29
STEP 15: IMPLEMENTATION OF ANNUAL ACTION PLANS .............................................................. 29
STEP 16: MONITORING AND EVALUATION (M&E) .................................................................. 29
STEP 17: DEVELOPMENT OF DISTRICT COMMUNICATION STRATEGY/PLAN .................................. 30

3.3. OUTLINE OF DISTRICT MEDIUM-TERM DEVELOPMENT PLAN ........................................ 31
ANNEX 1: LIST OF MEMBERS OF METROPOLITAN, MUNICIPAL AND DISTRICT PLANNING COORDINATING UNITS .................................................................................................................. 34
ANNEX 2: MEMBERS OF STATUTORY PLANNING COMMITTEE .................................................. 35
ANNEX 3: MEMBERS OF THE REGIONAL COORDINATING PLANNING UNIT ........................................ 36
ANNEX 4: GUIDELINES FOR PUBLIC HEARING /PUBLIC HEARING REPORT OF DISTRICT DEVELOPMENT PLANS .................................................................................................................. 37
ANNEX 5: GRIEVANCE PROCEDURES FOR THE ADMINISTRATION OF FACT 480 .......................................................... 42
ANNEX 6: PROCEDURE FOR PRIORITIZATION ........................................................................ 43
ANNEX 7: STEPS FOR POPULATION PROJECTIONS .................................................................... 47
ANNEX 8: SUSTAINABILITY TOOLS ....................................................................................... 50
ANNEX 9: IMPLEMENTATION OF THE DMTDP ........................................................................ 55
ANNEX 10: GLOSSARY OF TERMS ....................................................................................... 60
CHAPTER ONE
GENERAL INTRODUCTION

1.0. Introduction

Chapter One presents the background, rationale and the process of developing the Guidelines for the preparation of the District Medium-Term Development Plans.

1.1 Background

The District Assemblies (DAs) are required to prepare development plans reflecting spatial dimensions in relation to the Guidelines provided by the NDPC. The Guidelines are to facilitate the translation of the Ghana Shared Growth and Development Agenda II 2014–2017 into programmes, projects and activities to be implemented for the benefit of the people. This should be done by analyzing the specific DAs’ context and circumstances with regards to meeting the local needs and aspirations in harmony with the national development goals and objectives as contained in the National Medium Term Development Policy Framework.

Section 1(3,4), 2 to 11 of the National Development Planning (System) Act 1994 (Act 480) requires the National Development Planning Commission to issue, from time to time, legislative Instruments and Guidelines to regulate the Decentralized Planning System and to guide District Assemblies (DAs) and Sector Ministries, Departments and Agencies (MDAs) in the preparation of Development Plans.

Accordingly, these Guidelines for the preparation of the District Medium-Term Development Plans reflecting spatial dimensions under the GSGDA II 2014 – 2017 have been developed to assist DAs in the formulation and implementation of their respective DMTDPs. The Regional Planning Coordinating Units (RPCUs) of the Regional Coordinating Councils (RCCs) will also be guided by these Guidelines to coordinate, harmonize, monitor and evaluate DMTDPs.

While other Planning/Operational Manuals may be used to supplement these set of Guidelines, particular attention should be paid to their planning processes. Where the planning process of a particular Planning Manual contradicts what has been provided for, the one in these Guidelines should be followed.

1.2 Rationale

The Guidelines have been designed to serve three purposes:

(i). facilitate the preparation of:
   - Programme of Action (POA)
   - Annual Action Plans based on the DMTDP
   - Composite budgeting in line with the Medium Term Expenditure Framework (MTEF)
(ii). ensure that DMTDPs:

- are relevant to local needs and aspirations
- reflect spatial dimensions of development
- are purposefully formulated to support the achievement of national development goals and objectives GSGDA II, 2014-2017
- are effectively implemented, monitored and evaluated
- integrate cross-cutting issues (e.g. Population, Gender, SEA, Climate Change, Vulnerability etc) in development programmes and projects for sustainable development
- are gender sensitive
- provide the basis for budgeting annually and throughout the Plan period based on the PoA
- provide the basis for monitoring and evaluation at the District level
- seek active participation of key stakeholders throughout the planning process (e.g. Traditional Authorities, land owners\(^2\), local people, public and private institutions, CSOs, FBOs, NGOs etc)
- serve as the basis for the preparation of proposals for donors’ and stakeholders’ support and partnership
- meet the requirements of the FOAT

(iii). provide a uniform format for the harmonization of DMTDPs at the regional level based on the GSGDA II, 2014-2017.

1.3. Process of developing these Guidelines

A participatory process was used in preparing these Guidelines. As part of the review process, series of stakeholder engagement were organized including TCPD, Care Ghana and CSPG to harmonise the emerging issues in the existing DMTDP guidelines.

Participants at the review workshop were from the DAs, RCCs, MDAs, NGOs, Research Institutions, Private Sector and Development Partners. The output of the workshop including comments and suggestions were used to develop the current Guidelines. Further comments received from stakeholders on the Guidelines were analyzed and incorporated.

\(^2\) Refers to heads/accredited representatives of land owning families
1.4. Structure of the Document

The document is divided into four chapters. Chapter 1 contains the background, rationale and the process of developing the Guidelines. Chapter 2 focuses on preliminary activities for the preparation of DMTDPs and the roles of key actors, particularly the District Planning Coordinating Unit (DPCU) and Regional Planning Coordinating Unit (RPCU) in the preparation of the DMTDP. Chapter 3 presents the detailed activities including the relevant steps for the development of the DMTDP. Chapter 4 provides procedures for harmonization of the DMTDPs by the Regional Coordinating Councils. These chapters in general contain several illustrations with tables and diagrams to facilitate the plan preparation exercise. Additional information to complement contents of the Guidelines are provided as Annexes to this document.
CHAPTER TWO
ACTIVITIES FOR THE PREPARATION OF DISTRICT MEDIUM-TERM DEVELOPMENT PLAN

2.0. Introduction

Chapter Two focuses on initial activities and preparatory work required to be undertaken by DAs towards implementing the process for the preparation of DMTDPs. It also identifies the key actors and their corresponding roles necessary for the formulation of the DMTDP. These actors are the DPCUs, Statutory Planning Committees (SPCs) to be known as Spatial Planning Committee of DPCU under the Land Use and Spatial Planning Bill (when passed into Law) District Chief Executives (DCEs), a facilitator, District Assembly members and the RPCUs.

2.1. Set Up

This involves all activities required to lay a proper foundation for the preparation of DMTDP. It includes identifying key stakeholders and their roles, preparing work plan and budget to guide the planning process. The work plan should provide the following:
- activities to be carried out (what to do such as data collection from all district departments, data analysis and synthesis, awareness creation among the citizenry etc),
- who should do what etc.
- time frame and
- a budget for the exercise to be financed by the District Assembly

In view of the fact that the DMTDPs should reflect spatial dimensions of development, it is required that logistical requirements for the production of key thematic maps and human resource needs for spatial planning are factored into the work plan. Again, that the roles of SPCs in facilitating spatial planning at the district level becomes paramount.

After approval of the budget for the work plan and funding secured, the DPCU should embark on awareness creation among DA members; Departments and Agencies (including centralized agencies and national level organisations like the Chamber of Telecom, Chamber of Mines etc. whose activities impinge on spatial development at the district level); Sub-District structures; Traditional Authorities; land owners; the private sector; civil society organisations; community members and others about the planning process and need to actively participate in it since it will define the future direction of growth and development in the district. The intention is to elicit good cooperation among stakeholders during the planning process and also to engender ownership of the key results.

Output of Set up activities include:

4
• List of stakeholders
• Work plan
• Report on awareness creation

2.2. Data Collection

The focus of this preliminary activity is to gather data from both secondary and primary sources. Data provides the basis for proper planning and decision-making hence care must be taken to collect accurate data from reliable sources. Sources of data in addition to what are provided in this Guideline include information outlined in pp. 17-22 of the Manual for Preparation of Spatial Plan (MPSP) and other sources like Land Use Planning Management Information System (LUPMIS), internet, national and district reports including District Human Development Reports, National Infrastructure Plan etc.

It is recommended that appropriate data collection instruments such as the Climate Vulnerability Capacity Analysis (CVCA) tools could be used. The DPCU should also follow up on awareness created to engage with centralized agencies to collect relevant data on the district as well as national programmes that have the tendency to impact on social, economic and spatial development of the respective district. It should be noted that data required for undertaking performance review of the previous plan should be in line with thematic areas defined under GSGDA.

Output of Data Collection include:
• District Database (with statistics and maps)

2.3. Role and Responsibility of Key Actors

2.3.1. The DPCU

The role of the DPCU is to coordinate the preparation of the DMTDP. This is in addition to other planning functions as prescribed by the relevant sections of the National Development Planning (System) Act, 1994, (Act 480), the Local Government Act, 1994 (Act 462) and the Civil Service Law, 1993, PNDC Law 327.

It is therefore, recommended that:
   i. The District Coordinating Director should lead the DPCU to prepare the DMTDP
   ii. The District Planning Officer, (DPO) should serve as a Secretary to the DPCU
   iii. The Office of the DPO should serve as the Secretariat to the Plan preparation exercise.
   iv. In order to speed up the plan preparation efforts, a smaller team should be formed within the DPCU to be led by DPO to provide technical backstopping to the plan preparation exercise. The output of this smaller team should be discussed by the DPCU.
   v. Organise public hearings
   vi. Sensitise stakeholders of the preparation of the DMTDP process
The membership of the DPCUs is indicated in Annex 1. However, the DPCU may co-opt other Departments and Agencies responsible for cross-cutting issues like Gender, Green Economy, HIV, Environment, Public Relations, representatives of the relevant umbrella networks of the Private Sector organisations, representatives of the traditional authorities, Public sector organizations (e.g. electricity, water etc) representatives of relevant umbrella networks of Civil Society (NGOs, CBOs, Faith-Based Organisations), research institutions, youth organisations, academia, land owners and others, relevant for the preparation of the MTDP.

2.3.2 Role of SPCs

The composition of the District Spatial / Statutory Planning Committee (SPCs) is presented as Annex 2 in this document.

The District SPCs will ensure that spatial plans are prepared as part of the DMTDPs according to laid down procedures and standards. The District SPCs will actively participate in the preparation of DMTDPs especially during the formulation of vision, alternate development options, the selection of a preferred development option and evaluate proposed provisions for Structure Plans.

2.3.3 The Role of a Facilitator

DAs are advised to ensure that the DMTDPs are prepared by the members of the DPCUs in order to deepen capacity building, ensure retention of institutional memory and ownership. However, **where necessary**, the services of a facilitator, knowledgeable in development planning, may be engaged to facilitate the plan preparation exercise. Such a facilitator should be assessed by the RPCU. The facilitator should assist the DPCU members to prepare the plan and **not to prepare it him/herself. He/she** should have clear Terms of Reference (TOR) as shown in the example in Box 2.1.

**Box 2.1: An Example of the Role/TOR of the Facilitator**

<table>
<thead>
<tr>
<th>The role of the Facilitator could be as follows:</th>
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<tr>
<td>- Facilitate the larger district discussions on results of the situation analysis including the baseline, situation/conditions, consensus building on 2014-2017 district development goals, priorities etc.</td>
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<tr>
<td>- Collate and analyse in detail all the major problems/issues arising out of the above discussions</td>
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<td>- Facilitate the formulation of programmes, projects and activities.</td>
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<tr>
<td>- Finalise the DMTDP after adoption by the DAs.</td>
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</table>
2.3.4 The Role of the DCE\(^3\)

DCEs are requested to:
- ensure that the necessary logistics are provided on time
- ensure that members of the DPCUs fully participate in the plan preparation exercise
- support and motivate members of DPCU to get the DMTDP prepared on time
- ensure that the DMTDP captures all the planned programmes, projects and activities of the District for 2014-2017
- ensure that the DMTDP reflects the development aspirations of the local people and harmony with the GSGDA II, 2014-2017.

2.3.5 The Role of members of the DAs and Sub-District Councils/Structures\(^4\)

Members of the DAs and the Sub-District Councils/Structures are required to:
- participate fully during the data collection exercise and public hearings
- mobilize community members to support the planning exercise by providing data and sharing their views on development issues at the local level
- facilitate the needs assessment in the communities during community dialogue meetings and workshops
- adopt finally the DMTDP for implementation

2.3.6 The Role of the Regional Coordinating Council (RCC) and the Regional Planning Coordinating Unit (RPCU)

In order to facilitate the preparation of the DMTDPs by the DAs, it is recommended that the RPCUs:
- provide relevant data, maps and information for the preparation of the DMTDP reflecting spatial dimensions\(^5\)
- organize orientation/workshops for the DPCU members
- facilitate in identification of development programmes/projects
- participate in Public Hearings
- monitor and harmonise the DMTDP
- assess the facilitators before selection
- either assign planning officer(s) from other Metropolis, Municipalities, Districts or Regional level to assist Districts without planning officers.

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\(^3\) District Chief Executive also refers to Metropolitan or Municipal Chief Executive
\(^4\) Sub-District Council refers to the Urban, Town, Zonal and Area Councils.
\(^5\) Regional Town and Country Planning Department should play key role in supporting DAs to prepare spatial plans.
CHAPTER THREE
STEPS FOR PREPARING THE DMTDP

3.0. Introduction

This Chapter begins with the main highlights of the thematic areas of the Ghana Shared Growth and Development Agenda II, 2014-2017 as in Box 3.1 and continues with an overview of the Composite Budgeting process. It also outlines the steps and set of activities, required to be carried out by the DPCUs in preparing the DMTDP. It must be noted here that DMTDP includes social, economic, environmental and spatial elements. In addition, provision is also being made for the future use of the DMTDP for Programme-Based Budgeting. These activities are expected to be interspersed with public hearings and procedures for addressing grievances where necessary.

Box 3.1 Highlights of the GSGDA II, 2014-2017

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<thead>
<tr>
<th>The broad strategic direction for the GSGDA II focuses on the following thematic areas:</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Ensuring and Sustaining Macroeconomic Stability;</td>
</tr>
<tr>
<td>2. Enhancing Competitiveness of Ghana’s Private Sector;</td>
</tr>
<tr>
<td>3. Accelerated Agriculture Modernisation and Sustainable Natural Resource Management;</td>
</tr>
<tr>
<td>4. Oil and Gas Development;</td>
</tr>
<tr>
<td>5. Infrastructure and Human Settlements;</td>
</tr>
<tr>
<td>6. Human Development, Productivity and Employment;</td>
</tr>
<tr>
<td>7. Transparent and Accountable Governance</td>
</tr>
</tbody>
</table>

Each thematic area is structured around focus areas, issues, policy objectives, strategies, lead implementing and collaborating agencies as well as global and regional linkages. The GSGDA II, 2014-2017 has mainstreamed Strategic Environment Assessment (SEA) recommendations, Millennium Development Goals (MDGs), migration, gender, climate change and other cross-cutting issues, Using the GSGDA II, 2014-2017 as the main source of reference to prepare the DMTDPs, particular attention should be paid to sections where the DAs have been mentioned as either lead or collaborating agencies.


Step 1: Vision, Mission and Functions

Each MMDA is required to state clearly, it’s Vision, Mission and Functions to better inform the planning and Composite budgeting processes.

Outputs of step 1 include : Vision, Mission and Functions of MMDAs clearly outlined.
Step 2: Performance Review

DAAs are required to review their performance with information from Box 3.2, to indicate the attainment of targets set in their Medium-Term Development Plans under the Ghana Shared Growth and Development Agenda (GSGDA 2010-2013).

Table 3.1: Performance of the MMDA from 2010-2013

<table>
<thead>
<tr>
<th>THEMATIC AREA</th>
<th>POLICY OBJECTIVE</th>
<th>PROGRAMME</th>
<th>INDICATOR</th>
<th>TARGET</th>
<th>LEVEL OF ACHIEVEMENT</th>
<th>REMARKS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Human Development, Productivity and Employment</td>
<td>Develop comprehensive sports policy</td>
<td>community sports facilities promotion programme</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

DAAs are required to review their performance with information from Table 3.1, to indicate the attainment of targets set in their Medium-Term Development Plans under the Ghana Shared Growth and Development Agenda (GSGDA).

The Performance Review under the GSGDA 2010 – 2013 should cover:

(a) Achievement of set goals, Policy objectives and targets. The appropriate programmes and activities relating to the thematic areas
(b) other interventions (new projects and other initiatives) not covered under the previous policy framework
(c) Implementation of cross-cutting issues such as District HIV and AIDS Plans, gender, environment, Climate Change, population, social protection programmes, etc.
(d) Revenue and expenditure performance

The assessment of performance, in the form of trend analysis should cover:

(a) the extent of implementation of the proposed programmes and projects in terms of whether they were:
   - fully implemented,
   - abandoned/suspended,
   - on-going
   - not implemented,
   - implemented but not in the DMTDP

(b) Revenue and Expenditure patterns of the DAAs;
   - a tabular presentation of indicator levels from 2010 - 2013
   - reasons for any deviation regarding achievements of set targets,
   - actions taken to remedy the situation during the implementation period
Outputs of Step 2 include:

- Performance of the District under the appropriate thematic areas of the GSGDA (2010-2013) reflecting spatial dimensions;
- Report on the status of implementation of land use proposals (maps to support narratives)
- Performance of other interventions including cross-cutting issues from 2010 to 2013;
- Revenue and Expenditure performance of the District;
- A table showing yearly IGF’s revenue targets and actuals for the periods.
- A table showing yearly budgetary allocations (recurrent and capital) and application of the funds to the District programmes as well as percentage of allocation of funds to the sub-district programmes where applicable;
- Key problems/issues encountered during the implementation of the DMTDP;
- Lessons learnt which have implications for the DMTDP (2014-2017)

Step 3: Analysis of Existing Situation/Compilation of the District Profile

The district database generated as output from data collection and performance review in step 2 should be subjected to further analysis to understand the existing situation in terms of problems, needs, development issues, potentials, opportunities and others. The analysis should be presented in the form of lists, narration, statistics (including tables, diagrams, maps etc). Additional information to support spatial analysis is presented in pages 25 to 28 of the Manual for Preparation of Spatial Plan (MPSP).

The DPCU should use the above analysis to compile and update the District profile. The compilation should be presented with respect to trend analysis highlighting inequalities (and maps where applicable) and should include their implications on the development of the Districts and not a mere narration of the situation.

The Profile should include the following:

(a) **Physical and Natural Environment** – a brief description of interaction between human and the physical environment and its development implication with respect to the location and size, climate and vegetation.

(b) **Culture** – a brief description and statement on the culture of the people. This should include the traditional set up, ethnic diversity, situation of communal spirit, traditional knowledge, attitude and practices, participation, religious composition, positive cultural practices such as festivals, necessary to promote development, negative cultural practices widowhood rites (if any) must be stated.

(c) **Settlement systems** – a brief description of settlement systems and linkages among others, relating, to distribution of services and infrastructure, hierarchy of settlements, surface accessibility to services such as health, postal services, agriculture extension, banking, police, production and marketing centres, commodity flow, manifestation of levels and locations of the poor and functional regions, space economy, linkage with other Districts. Information on the Poverty Profiling Mapping, pro-poor programming and Establishing a Mapping and Monitoring System for Development Activities in Ghana (EMMSDAG) should be
updated and used. Thus the use of scalograms and geo-referenced data, which will show the actual location of services and infrastructure and their hierarchies are recommended.

(d) **Economy of the District** - Analysis relating to the structure of the local economy, household income and expenditure, major economic activities (farming, fishing, mining, manufacturing industries, energy, services-tourism, banking, communication, income levels analysis), Revenue and expenditure status, revenue base, economic resources, inter/intra-trade, economically active population (disaggregated labour force, i.e. employed, unemployed etc), local economic development issues, economic infrastructure such as roads, traffic management, potential growth rate, commodity export, etc and their development implication.

(e) **Food security** - a brief description and statement on food security (Quality, Quantity and Affordability) relating to the District and its implication for development.

(f) **Governance** - description of the administrative structures for District management (including DAs’ LI 1961 Departments etc., sub-district structures, Social accountability- involvement of traditional authorities, community mobilization,- participation of citizenry (communities, CBOs, CSOs, NGOs) and application of communication strategies/public hearing throughout the planning, budgeting and financial management processes including dissemination and promotion of dialogue), security (police, fire, disaster management), etc. and their development implications.

(g) **Social Services** and their development implications (including accessibility analysis) with respect to:
- education-i.e. enrolment levels, infrastructure, availability of teachers, school performance etc,
- ICT especially for data management
- health care:- incidence of diseases (HIV and AIDS, Malaria, Guinea worm etc) availability of health professional and infrastructure, status of the District Health Insurance Scheme, access to health facilities, infant mortality rate, maternal mortality rate, etc
- water and sanitation; - access to safe water, and waste management, drainage etc.
- housing etc

(h) **Vulnerability analysis** – a brief description, in addition to what has been mentioned elsewhere, of the risks/shocks faced by the people in the District that predispose them to vulnerability (e.g. adverse policy impacts, weak early warning systems, low priority given to semi subsistence food farmers and allied occupations, Children in difficult circumstances (child poverty, child abuse, children in conflict with the law, child trafficking, child labour, orphans and vulnerable children), people in disaster prone areas e.g. flooding and fire, PLHIV,
persons with disabilities, victims of abuse, inadequate alternative social insurance systems and safety nets, lack/inadequate implementation/enforcement/compliance of International and National conventions as well as bye-laws in the interest of the vulnerable and excluded, coping mechanisms adopted by these groups, existing social protection infrastructure and the implications for service delivery etc) and their development implication.

(i) **Information and Communication Technology (ICT)** - A brief description of ICT with respect to and not limited to District capacity to effectively manage application of ICT relating to ICT human resource, infrastructure, and ICT investment. Development implications of ICT to the District should be stated.

(j) **HIV and AIDS** - The profile on HIV and AIDS should cover but, not limited to, HIV prevalence and incidence of HIV and AIDS, opportunistic infections and STI, characteristics of vulnerable population subgroups, particularly children orphaned or made vulnerable by HIV, AIDS and PLHIV, mapping of high-risk and transmission areas. Others relating to prevention of infections, care, support and management of HIV and AIDS and their development implication for the District should be indicated.

(k) **Gender**: -Gender analysis of the District should include societal roles and responsibilities of men, women, boys and girls, as well as power relations between them and how these influence access and control over resources such as land, credit and technology; access to time, markets, information (especially on available public services), and public institutions (decision-making). It should also identify the practical needs and interests (basic services such as education, health, water and sanitation etc.), and the strategic needs/interests (which will lead to a change in the status of men and women, such as facilitating access to rights and entitlements, and empowerment), and their implications for service delivery.

(l) **Environment, Climate Change and Green Economy**

The environment, Climate Change, and Green Economy analysis of the Metropolis, Municipality and District should indicate the extent to which they provide opportunities or challenges including their impact on the development of the DAs.

(m) **Population**

A brief description and statement on population relating to the demographic characteristics (changing structure, - e.g. ageing population of farmers, population growth rate and their development implications on the district.
(n) **Science, Technology and Innovation (STI)**

The analysis relating to Science, Technology and Innovation should indicate the extent to which STI affects the development of the DAs.

(o) **Security**

The extent to which the security situation of the District affects the development of the DAs should be analysed. E.g. Land litigation, Chieftaincy disputes, armed robbery, Cattle rustling etc.

(p) **Disaster**

Hazard and Disaster, such as fire, flooding, earthquake, storm, drought etc. should be analysed to determine their potential threats and impact on the development of the DAs.

(q) **Water Security**

The extent to which water security (Accessibility, Quality and Quantity) affects the development of the DAs.

(r) **Migration (Emigration and Immigration)**

The analysis of migration should include the extent to which the causes and impacts of migration is contributing to and or affecting the development of the District

(s) **Baseline Indicators of Development of the District:**

Indicators measuring the current level of development of the District should be identified and presented as the baseline for the DMTDP. This will form the basis for the determination of targets to be achieved in the DMTDP and the subsequent assessment of performance. Indicators should be disaggregated in terms of sex, age, spatial (rural/urban basis), among others. Relevant Indicators available at the District level may be used.

**Output of step 3 include:**

- Updated District profile/baseline/current situation (which include relevant indicators, graphs and other pictorial presentations) for visioning into the desired future of the District.
- Updated district spatial maps
- An analysed state of social, economic, political and spatial inequalities

**Step 4 (i). Local/Community Development Plans**

District Assemblies are encouraged to facilitate the preparation of Local/Community Development Plans (CDPs) using the appropriate Guidelines especially the National Community Development Plan Guidelines. These CDPs have been found to be a source

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6 Available at the NDPC website-www.ndpc.gov.gh
of valuable data for planning and decision making. It is expected that each district gathers data from at least 50 percent of their communities.

Where Plans prepared by Sub-District Structures, through participatory processes exist, they should be considered as representing community perspective on current needs and aspirations. If need arises, such Plans should be reviewed and used. In a situation where the Plans do not exist, the community perspective on current needs and aspirations should be compiled through consultation with the people in the Sub-District levels. Community needs and aspirations should be captured in the form of issues which can then be harmonised with the issues identified in the performance review and district profile.

Step 4 (ii). Harmonisation of community needs and aspirations with identified key development gaps/problems/issues (from Review of Performance and Profile)

Community needs and aspirations identified in Step 4(i) should be harmonized by relating them to the key gaps/problems or issues identified under the review of performances of the GSGDA I, the profile and other interventions. To ensure harmony, each community’s needs and aspirations should be scored against the key gaps/problems or issues identified under the review of performances in a scale as follows:

<table>
<thead>
<tr>
<th>Definition</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Strong relationship</td>
<td>2</td>
</tr>
<tr>
<td>Weak relationship</td>
<td>1</td>
</tr>
<tr>
<td>No relationship</td>
<td>0</td>
</tr>
</tbody>
</table>

The scores should be added together and divided by the number of community needs and aspirations to obtain the average score. Where the score is very high, it indicates that there is strong harmony of community needs and aspirations and Identified key development gaps/problems/issues. A low score will indicate weak harmony while a zero score calls for review of the community needs and aspirations, if possible, to identify real problem to be addressed.
Output of (4i) and (4ii): A matrix showing key development problems/issues harmonised under the appropriate thematic areas of the GSGDA2010-2013.

<table>
<thead>
<tr>
<th>Harmonised Key Development issues under 2010-2013</th>
<th>GSGDA THEMATIC AREA 2010-2013</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Step 5: Linking harmonized Key Development Problems/Issues under 2010-2013 to NMTDPF 2014-2017 Thematic Areas

The Harmonised key development problems/issues in Step 4 should be linked to the relevant thematic areas of the GSGDA II,2014-2017, namely: (i). Ensuring and Sustaining Macroeconomic Stability; (ii). Enhancing Competitiveness of Ghana’s Private Sector; (iii). Accelerated Agriculture Modernisation and Sustainable Natural Resource Management; (iv). Oil and Gas Development; (v). Infrastructure, and Human Settlements; (vi). Human Development, Productivity and Employment; and (vii). Transparent and Accountable Governance.

The linkage should be done as follows: (i). the harmonised key development problems/issues (output 4i and 4ii) relating to the Thematic area of the GSGDA should be presented as shown in Table 3 below.

<table>
<thead>
<tr>
<th>GSGDA II THEMATIC 2014-2017 AREA</th>
<th>Adopted issues</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Table 3: Adopted issues of the GSGDA II,2014-2017 linked to the harmonized issues of the GSGDA 2010-2013

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Macroeconomic stability</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Output of Step 5 include:
Box 3.4: Development Projections for 2014 – 2017

Development parameters or indicators especially demographic characteristics should be subjected to projections after Step 5 to help define the magnitude of the issues regarding the existing situation vis-a-vis the future state (planning period). This will also help in prioritizing the development issues which is the next step in the planning process. Refer to Annex 7 for hints on calculating population projections.

Projections should also be used after the Step 7; Adoption of national objectives and strategies to help in defining targets to be achieved during the planning period especially in the formulation of programmes (Step 8).

Knowledge relating to the current and future needs of the District is very vital for informed decision making regarding the kind of interventions required by the District for 2014-2017. Districts are therefore required to project into the future in relation to the national, district and regional specific targets. In projecting into the future, prioritized issues should be used as the basis, taking into consideration, demographic projections and service standards. It is necessary for Districts to provide Projected Accessibility Maps which will illustrate the expected changes in the spatial economy.

Step 6 Prioritisation

(a) Prioritisation of adopted Issues
Identified issues from Step 5, should be prioritized through consensus at a stakeholder workshop. The prioritisation should be guided by the following criteria:

♦ impact on a large proportion of the citizens especially, the poor and vulnerable;
♦ significant linkage effect on meeting basic human needs/rights – e.g. immunisation of children and quality basic schooling linked to productive citizens in future, reduction of gender discrimination linked to sustainable development, etc.;
♦ significant multiplier effect on the local economy – attraction of enterprises, job creation, increases in incomes and growth, etc.
♦ impact on even development (the extent to which it addresses inequality)

(b) Prioritisation of spatial issues
In addition to (a), special consideration should be given to issues relating to spatial location of investment and activities with the aim of either reducing or bridging the rural-urban disparities/gaps in relation to access to public goods and services or with respect to ecological zones in pursuance of growth and poverty reduction objectives.

(c) Prioritisation of opportunities for the promotion of cross-cutting issues
Special consideration should be given to cross-cutting issues including the following:

i. HIV and AIDS in terms of prioritising the target groups of the District for interventions e.g. PLHIV and other excluded groups within the District.

ii. gender equality with respect to practical and strategic needs and interests.

iii. environmental concerns relating to opportunities associated with the District programmes while mitigating their corresponding risks.

iv. climate change issues

v. population issues

vi. Green Economy

vii. any other emerging sustainable development issues, etc.
Output of Step 6 (a), (b) and (c) include:

- A list of the prioritized issues including cross-cutting issues and spatial dimensions.

An example of the application of the POCC is presented in Table 5 below:

<table>
<thead>
<tr>
<th>Issue to be addressed</th>
<th>Potentials (from Baseline situation etc)</th>
<th>Opportunities</th>
<th>Constraints</th>
<th>Challenges</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inadequate skills and entrepreneurial development</td>
<td>- Entrepreneurial Training institutions - Skilled trainers</td>
<td>- Additional resources from development partners, - HIPC Initiative</td>
<td>- inadequate Curricula - inadequate logistics</td>
<td>- Untimely release of support from Development Partners,</td>
</tr>
</tbody>
</table>

Box 3.5: Application of Potentials, Opportunities, Constraints and Challenges Tool

Identified priority issues should be further subjected to the analysis of the Potentials, Opportunities, Constraints and Challenges (POCC) of the District with respect to each of the thematic areas of the NDPF. This will enhance formulation of appropriate strategies for more implementation-oriented plans. In all cases, Districts should consider the challenges posed by HIV AND AIDS to the contribution of the District to the effort of improving living standards as well as spatial implications of development issues.

Definition of POCC

Potentials of a District refer to factors: advantages and resources (within the District) which when utilised can enable the District to enhance its sustained socio-economic development or to overcome its challenges.

Opportunities are external factors (beyond the District) that positively influence development of the District.

Constraints are disadvantages emanating from internal factors such as institutional, human and physical resources that act against development. Examples are regular ethnic conflicts, an uneducated and unskilled labour force, environmental hazards, rapid population growth, etc.

Challenges may be external factors or obstacles (beyond the District) that may hamper smooth development effort. (e.g. declining cocoa prices, bush-fires from neighbouring countries, in-migration of job seekers without skills and resources for decent employment and livelihood, influx of refugees etc).

Step 1: For each issue (from step 6) identify its corresponding potentials, opportunities, constraints and challenges.

Step 2: Relate/match the issue against the identified Potentials, opportunity, constraints and challenges to determine its feasibility/viability.

Table 5: Application of POCC

\[\text{Box 3.5: Application of Potentials, Opportunities, Constraints and Challenges Tool}\]

\[\text{Identified priority issues should be further subjected to the analysis of the Potentials, Opportunities, Constraints and Challenges (POCC) of the District with respect to each of the thematic areas of the NDPF. This will enhance formulation of appropriate strategies for more implementation-oriented plans. In all cases, Districts should consider the challenges posed by HIV AND AIDS to the contribution of the District to the effort of improving living standards as well as spatial implications of development issues.}\]

\[\text{Definition of POCC}\]

\[\text{Potentials of a District refer to factors: advantages and resources (within the District) which when utilised can enable the District to enhance its sustained socio-economic development or to overcome its challenges.}\]

\[\text{Opportunities are external factors (beyond the District) that positively influence development of the District.}\]

\[\text{Constraints are disadvantages emanating from internal factors such as institutional, human and physical resources that act against development. Examples are regular ethnic conflicts, an uneducated and unskilled labour force, environmental hazards, rapid population growth, etc.}\]

\[\text{Challenges may be external factors or obstacles (beyond the District) that may hamper smooth development effort. (e.g. declining cocoa prices, bush-fires from neighbouring countries, in-migration of job seekers without skills and resources for decent employment and livelihood, influx of refugees etc).}\]

\[\text{Step 1: For each issue (from step 6) identify its corresponding potentials, opportunities, constraints and challenges.}\]

\[\text{Step 2: Relate/match the issue against the identified Potentials, opportunity, constraints and challenges to determine its feasibility/viability.}\]

\[\text{Table 5: Application of POCC}\]

\[\text{The output above have to be further subjected to analysis of Potentials, Opportunities, Constraints and Challenges (POCC) to help refine the prioritized issues.}\]
NOTE: The output of the POCC analysis is refined prioritized issues

**Step 7 Selection of Preferred Spatial Development Option**

With reference to Step 6, the DPCU led by the DPO and PPO should sketch the spatial implication of the refined prioritized issues on the base map of the District (or area if the development implications go beyond the jurisdiction of the district). The base map will be a diagram in which all the spatial elements emanating from the prioritized development issues are brought together to give a picture of the existing situation. Refer to pages 31 to 33 of the Manual for the preparation of Spatial Plans for further information and guidance.

Various options for addressing existing situation should be discussed among the members of the DPCU and SPC. In doing this, a long term view of the development agenda for the district should be taken into consideration, more preferably a planning horizon of 20 years. All parameters determining the future growth and development of the district should be brought to bear including national policies, programmes and plans, natural resource potential and exploitation (for example, oil and gas, minerals, water bodies, dams, etc) and others. The options for achieving the desired future state of the district should be translated into *maps* and presented as *development options*.

There should be thorough discussions and scrutiny of the development options among the DPCU and SPC members (invitations could be extended to other key stakeholders listed in Chapter one of this document, or refer to Annexes 1 and 2 of this document for the list of stakeholders, if financial resources will allow such wider stakeholder consultation).

The output of the discussions and stakeholder consultation should be a preferred development option.

**Map 1: Example of Preferred Development Option for Shama District**
The preferred development option should be translated into the formulation of Development Focus for the District and should be aligned to specific thematic areas defined under the NDPF that will have strong impact on development in the district during the plan period. The latter implies where the district’s resources will be more focused during the plan period. It does not however mean that the other thematic areas would not be addressed in the plan (but with less resources and focus).

**Output of Step 7 includes:**
A map representing the preferred development option

**Step 8. District Development Goal**

Each DA should adopt the relevant Thematic Goals that reflect the Districts own goals.

**Output of step 8 includes:**
Adopted relevant Thematic Goals of the DA.
Step 9. Adoption of District Objectives and Strategies

DAs are required to adopt the relevant policy objectives and strategies of the GSGDA II, 2014-2017.

Output of Step 9 includes:
A matrix outlining the issues, adopted Policy Objectives and Strategies of the DAs.

Step 10. Formulation of Development Programmes

Programmes are a set of projects, whilst projects are a set of inter related activities intended to achieve a particular objective(s). Projects can be physical or non-physical as depicted in Box 3.8. DAs are currently implementing activity based budgeting, by 2016 all DAs will move to programme based budgeting (PBB) in line with the national planning and budgeting guidelines. Each DA should therefore take note of this in formulating their development programmes.

Box 3.8 Example of a Development Programme

Construction of 50 boreholes is a physical project designed to "increase access to potable water". Also, provision of ten rural health centres is another physical project to "increase access to primary health care". However, "reform of the public administration system" and "the empowerment of women" are not physical but institutional or administrative projects. Nonetheless, each bore hole, health post or empowerment of women can be projects of a well-packaged programme, which should work in synergy to achieve common objectives.

Example of District Programmes under Infrastructure, Energy and Human Settlement thematic area:

Programme: Increase access to potable water.
Projects:
- Construction of fifty (50) bore-holes in certain settlements within the District
- Construction of twenty (20) wells in certain settlements within the District
- Extension of pipe borne water to twenty (20) households within the District

Some activities for the Construction of fifty (50) bore-holes in certain settlements within the District are the following:
- Conduct feasibility studies
- Organise community sensitization
- Award contracts, etc.
Each District should also formulate Development Programmes taking into consideration the following:

i. steps 1-7 of these Guidelines

ii. appropriate sections of the GSGDA II, 2014-2017

iii. Poverty profiling, mapping and pro-poor programming
The pro-poor programmes based on the poverty profiling, mapping and pro-poor programming exercise should be revised and used for the DMTDP 2014-2017.

**Iv Mainstreaming/Integrating cross cutting issues in District Programmes**

Cross-cutting issues such as gender, environment and green economy, HIV and AIDS, vulnerability and exclusion are critical with respect to development. These are issues that can contribute to accelerating or derailing the progress of development. It is therefore required that all Districts should include cross-cutting issues in their programmes as priorities.

a. **Gender**

Clear and specific development interventions following from the gender analysis made in the District profile as well as specific policy objectives regarding gender equality in the NMTDPF, 2014-2017 and the National Gender and Children’s Policy may be used to develop gender specific interventions to bridge deficits in demand and access for the goods and services of the District.

b. **Environment, climate change and Green Economy**

The development activities of the District may tend to aim mainly at achieving the District objectives (e.g. increasing crop production), while neglecting the nature, stability and resilience of the environment (socio-cultural, economic and natural resources), upon which the long term sustainability of that District’s activities depend. District must indicate the mitigation measures to be undertaken to address the effect of their programmes on the environment using for example, the Strategic Environmental Assessment tool, climate change strategies (See p.60) as well as ensuring sustainable production and consumption.

c. **HIV and AIDS**

District programmes on HIV and AIDS should cover the objectives and strategies as outlined in the GSGDA II, 2014-2017, the National HIV and AIDS Strategic Framework (NSF) of the Ghana AIDS Commission, District Response and the DAs workplace HIV and AIDS policy.

d. **Social Protection**

A Clear social protection programme, addressing the issues identified in the vulnerability analysis (these may be preventive, protective, promotional, and empowering) to deal with vulnerability and exclusion relevant to the District’s area of competence. Social protection
interventions identified in the MTDPF 2014-2017 as well as the National Social Protection Strategy (MESW) and the Livelihood Empowerment against Poverty (LEAP) Manual (MESW) may be consulted for more information. (Where applicable, Districts are required to plan for complementary programmes in LEAP target areas in support of its poverty reduction objectives. Targets are available at the LEAP office).

**iv. Local Economic Development**
In promoting local economic development, DAs should consider introducing innovative programmes such as facilitating the upgrading of technological and managerial capabilities of micro, small and medium enterprises (facilitating the introduction to basic machinery to enhance productivity, provision of business development services in the areas of marketing of products, technical and management training, advisory services, entrepreneurship development programmes to stimulate skills development and upgrading especially for women and youth, establishment of clusters in the Districts – e.g. Garages and agro processing clusters, establishing land banks for agriculture, housing and public buildings and awareness creation on quality standards, labeling, packaging, certification, subcontracting, formalization of businesses etc). embarking on DAs marketing strategy to advertise the economic endowments of the DAs and create good image to attract investment, formation of community saving schemes to provide financial services, land use rights etc.

**v. Urban/Town/Zonal/Area Councils**
The development programmes of the Districts should be a reflection of the development programmes of the Urban/Town/Zonal/Area Councils.

**NOTE:**
It should be noted here that a summary of the analysis of all the above issues will help refine the formulation of development programmes for the plan period. At this stage reference should be made to the Preferred Development Option selected as the output of step 5 and juxtaposed with the programmes formulated to develop Spatial Development Framework (SDF) as a spatial strategy for implementing the programmes outlined within the plan period. Though the SDF will have a long term spatial development view of the district (20 year plan period) proposals and strategies should be broken down into medium terms (4 - 5 years). The proposals should include recommendations as to which settlements/areas should be the subject of Structure Plans.

**vii. Complementarity in Programme Design**
Districts are entreated to ensure complementarity in programme design. For example, a market should be serviced by a suitable Lorry station, whilst a JSS classroom block should be supported by a workshop and equipment. Similarly, roads and drains go together as complementary projects.

**viii. Formulation of Joint Districts Programmes and Projects**
Districts should note that the formulation and implementation of certain programmes and projects might require Joint-DAs approach especially in a situation where the District
depends on another District in terms of their linkages with respect to for example, supply of goods or services or disposal of waste or for the exploitation of natural resource. For that matter Districts should consider how best to cooperate, share resources or build joint capacities to achieve their common objective(s). This should be incorporated in the DMTDPs. The RPCUs should facilitate in identifying joint District projects and programmes (refer to NDPC System, Act, 1994, Act 480).

**Output of step 10 includes:**
- Programme Matrix

**Application of Sustainable Tools**

The identified programmes and projects should be subjected to further analysis to ensure their sustainability and consistency by applying sustainable tools like the Strategic Environmental Assessment (SEA) and Compatibility Matrix (refer to annex 8). SEA should be used to test policy objectives, programmes and activities. In testing policy objectives the intention is to assess compatibility, whilst in testing activities the intention is to assess risks and opportunities and thus assist in costing programmes and as well generate activities to offset the mitigating factors.

**Box 3.12: Application of Sustainable Tools**

It is recommended that the DAs ensure that their identified programmes and projects are:
- internally consistent (supporting each other to achieve the objective of the District) and
- sustainable (thus supporting conservation of the natural environment, addressing socio-cultural, economic and institutional issues) by applying the following Sustainability tools: (See Annex 8 for Explanatory Notes):
  - Risk and opportunities matrix
  - Compound matrix (Poverty and Environmental Dimension
  - Internal Consistency Matrix

DAs should therefore liaise with the Regional/District office of the Environmental Protection Agency (EPA) for the necessary technical assistance in this direction.
Step 11:  Formulation of Composite Programmes of Action (PoA)

Districts are required to prepare broad composite PoAs, covering the 4-year planning period disaggregated by sectors. The composite PoA of the DMTDP under the GSGDA II, 2014-2017 should consists of a prioritised set of activities for the achievement of the goal and objectives as well as the location, indicators, time schedule, indicative budgets, and implementing agencies (Lead/Collaborating and their expected roles). This information is necessary for monitoring and evaluation purposes.

Output of step 11 includes:
District Composite PoA prepared.

<table>
<thead>
<tr>
<th>Sector</th>
<th>ACTIVITIES</th>
<th>LOCATION</th>
<th>TIME FRAME</th>
<th>INDICATIVE BUDGET</th>
<th>INDICATORS</th>
<th>SOURCE OF FUNDING</th>
<th>IMPLEMENTING DEPARTMENT OF THE DA</th>
</tr>
</thead>
<tbody>
<tr>
<td>EDUCATION</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Activity 1</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Activity 2</td>
<td></td>
<td></td>
<td></td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Activity 3</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>HEATH</td>
<td></td>
<td></td>
<td></td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Activity 1</td>
<td></td>
<td></td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Activity 2</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Step 12. Preparation of Indicative Financial Plan

DAs are required to prepare an Indicative Financial Plan over the planned period. An Indicative Financial Plan deals with the strategies to be adopted to mobilise and utilise financial resources for the MTDP. The strategies for funds mobilisation and utilisation should take into consideration:

- Sources of funding such as Internally Generated Funds (IGF), projected central government in-flows such as Departmental Allocations District Assemblies Common Fund (DACF), DDF, funding for planned programmes of development partners etc
- Identification and filling of financial resource gaps (e.g. floating District Bonds).
- Expenditure areas with cost (which will provide an idea about the cost of the MTDP (cost of the inputs).
- Clearly spelt out financial control mechanisms.

Table Indicative Financial Plan for 2014 – 2017

<table>
<thead>
<tr>
<th>REVENUE</th>
<th>EXPENDITURE</th>
</tr>
</thead>
<tbody>
<tr>
<td>IGF</td>
<td>2000</td>
</tr>
<tr>
<td>DACF</td>
<td>6000</td>
</tr>
<tr>
<td>Sector Transfers</td>
<td>10000</td>
</tr>
<tr>
<td>Donors</td>
<td>4000</td>
</tr>
<tr>
<td>TOTAL</td>
<td>22000</td>
</tr>
</tbody>
</table>

Recurrent Expenditure (compensation, Goods and services)

The indicative Financial Plan should also reflect recurrent expenditure. Often, DAs have only reported on capital expenditure yet at the end of the day. It is important to integrate the recurrent expenditure to the capital expenditure. DAs are to identify gaps in their projected revenues and estimated cost of each fiscal year and indicate how they intend making up the difference in their plans.

The indicative financial plan should be social and gender responsive, targeting the practical and strategic needs of men, women, and vulnerable social groups identified in the analysis section reflecting spatial dimensions as well. Reference should therefore be made to Manual for Implementation of Spatial Development Frameworks and Structure Plans: Organization and Financing Aspects prepared under the Land Administration Project (LAP) by TCPD in 2010 for additional guidance. Again, Public Private Partnership (PPP) Policy document would also be a valuable resource material for reference.
Step 13: Preparation of District Composite Annual Action Plans

The District composite PoA should be phased out into Composite Annual Action Plans (CAAP) to be implemented by the Departments and Agencies of the DAs, in collaboration with NGOs, Private sector and the Communities. The CAAP should be very specific, measurable, achievable, relevant and time bound (SMART). (See Annex 9) Implementation involves translating the plan into real actions to achieve the set objectives. The preparation of the AAP should take into consideration the following:

- what action to be taken,
- where should the action be
- who to take that action,
- at what time, and
- who is the responsible or principal action agent, as well as
- collaborating agent (s) including development partners and their roles and
- a budget indicating the costed planned activities

It should be noted here that each DA should prepare a SP- Structure Plan (preferably for the district capital/emerging urban area), LPs - Local Plans (to be location specific) and CAPs - Community Action Plans in the planning period. Hence, such proposals and actions should reflect in the AAPs of DAs.

Output of Step 13 includes:
District Annual Action Plans reflecting spatial planning interventions like SP, LPs and CAPs.

Step 13.1: Linking the Composite Budget with the Plan

The budget should be considered as allocating financial resources for the implementation of the DMTDP by Departments of the District Assembly through the Composite Budgeting for the achievement of the objective of the plan. The Medium-Term Expenditure Framework (MTEF) process should be used in costing the activities, since it links the expenditure to District goal, objectives, and output as outlined in the District plan. (The MTEF provides for integration of the recurrent and development budget by distinguishing running cost of the District Assembly from the activities to which the District Assembly is set up to do (development). It is categorized into the following:

- Compensation – salaries, wages and related allowances paid to established and non-established post by the DAs

- Goods and Services– mainly relating to the running of the administration of the District (e.g. travelling and transport, telecommunication, postal charges, stationery, Utilities – water, electricity, etc).Services provided by the DAs to the people in
the District (e.g. provision of health care services, education, community development, sanitation, public education, training, consultancies, etc)

- Assets– (e.g. construction of school blocks, provision of furniture, bore holes, office blocks, purchase of equipment, computers, vehicles and other capital goods).

An example of costing of an item under the MTEF process can be viewed in Box 3.13.

Box 3.13: Costing of an activity under the MTEF process.

| The following may be used to cost an activity under the MTEF process, e.g. Visit project sites quarterly: |
| i. identify input required (e.g. fuel) |
| ii. assess the quantity required for one activity (forty gallons) |
| iii. estimate the cost per unit (GH¢10.00) |
| iv. assess the frequency of the activity within the year (4 times) |
| v. calculate the cost of the activity (multiply the quantity of input by the unit cost and frequency) - 40 (gallons) x 10 (unit cost) x 4 (visits) = GH¢1,600.00). |

The costed annualised activities of the DMTDP should feed into the annual DAs budget. However, the linkage should also take into consideration Annual Budget Guidelines which the Ministry of Finance will issue.

Box 3.14: Composite Budgeting
The passage of LI 1961 has introduced Composite Budgeting at the District level. LI 1961 mandates that some of the functions which are currently performed at the centre to be now transferred to the District Assemblies. This provides the legal basis for functional assignment between MDAs and DAs. On the basis of these assigned functions particularly for the schedule 1, the preparation of the entire national budget will change to accommodate the decentralized department. Budgetary allocations which hitherto have been part of the MDAs budget will be assigned directly to the decentralized departments and integrated into the budget of the District Assembly to perform these assigned functions.

Output of Step 13.1 includes:
DAAs Annual Action Plans as basis for the Composite Budget.
Table 12. Example of Format for District Annual Action Plan

District Goal......................................................................................................................

District Objectives...........................................................................................................

<table>
<thead>
<tr>
<th>Activities</th>
<th>Location</th>
<th>Output</th>
<th>Time schedule</th>
<th>Annual Budget</th>
<th>Implementing Agencies</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>1st</td>
<td>2nd</td>
<td>3rd</td>
</tr>
</tbody>
</table>

...
Step 14: Adoption of DMTDP
The draft DMTDP developed at this stage should be subjected to public consultations as outlined in Annex 4 of this Guideline. The inputs generated from the consultations should be used to finalise the DMTDP. The draft DMTDP adopted by Members of the General Assembly should be noted that detail process for adoption of DMTDPs will be outlined by NDPC (may be contained in an LI or through Administrative instruction to the DAs).

The adopted draft plan should then be submitted to the RCC for harmonisation and preparation of Harmonised Report for the Region. The RCC could give recommendations for improvement of any DMTDP based on the outcome of the harmonization (Refer to Chapter 4 of this Guidelines).

**Output of Step 14 includes:**
- Adopted DMTDP

Step 15: Implementation of Annual Action Plans

The Annual Action Plan of the District should be implemented by the Departments, and Agencies of the DAs in collaboration with the NGOs, CSOs, FBOs and the Private sector. The implementation of the planned activities should be supported by timely inflow of resources in order not to distort its schedule.

DAs should prepare an implementation schedule which should include the participation of stakeholders in the implementation of the MTDP. Reference should be made to the Manual for implementation of Spatial Development Frameworks and Structure Plans:

**Output of Step 15 includes:**
Implementation Schedule

Step 16: Monitoring and Evaluation (M&E)

The DMTDP should be monitored and evaluated in accordance with M&E Guidelines provided by NDPC. DAs are expected, among other requirements, to submit quarterly and annual reports to the NDPC and other relevant stakeholders.

**Output of Step 16 includes:**
District M&E Plan
Step 17: Development of District communication Strategy/Plan

DAs are required to prepare Communication strategies/plans among others to:
- disseminate their programmes, projects, activities and Annual Progress Reports to inform/create awareness
- create awareness on the roles and expectations of the stakeholders in the implementation of the District programmes to improve their living conditions for the period 2014-2017
- promote dialogue and generate feedback on the performance of the District
- promote access and manage expectations of the public concerning the services of the District

DAs are requested to form Development Communication Committees. The Committee shall be chaired by the Presiding Member with the Public Relations Officers/Information Officers as Secretary. Refer to Annex… for example of Communication Strategy.

Label table appropriately

<table>
<thead>
<tr>
<th>Activity</th>
<th>Purpose</th>
<th>Audience</th>
<th>Method/Tool</th>
<th>Timeframe</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community sensitization</td>
<td>To create awareness on the DMTDP</td>
<td>Community members, Traditional authorities etc</td>
<td>Community durbars, drama, role play etc</td>
<td>Quarterly</td>
<td>DCD/DPO/Chairman of Dev’t. Sub-committee</td>
</tr>
<tr>
<td>Meeting with Political leadership</td>
<td>1. To get them to appreciate the DMTDP.</td>
<td>DCE, Presiding member, MPs and chairpersons of the sub-committees</td>
<td>Meetings with audiovisuals</td>
<td>15th to 30th January</td>
<td>DPCU</td>
</tr>
<tr>
<td></td>
<td>2. To update them on the status of implementa</td>
<td></td>
<td>Round-table discussion and, powerpoint presentations.</td>
<td>October to December</td>
<td></td>
</tr>
<tr>
<td>Etc</td>
<td>Etc</td>
<td>Etc</td>
<td>Etc</td>
<td>Etc</td>
<td>Etc</td>
</tr>
</tbody>
</table>
3.3. Outline of District Medium-Term Development Plan

The DMTDP should follow the outline below:

i. Table of Contents

ii. List of acronyms

iii. Executive Summary - This should include:
   - General background to the preparation of the DMTDP including brief description of the process and participation of key stakeholders including public hearings
   - A brief insight into the scope and direction of the development programmes and projects for 2014-2017 (as informed by both the Community needs and aspirations and the GSGDA, 2010-2013)
   - Indicative budget, financial plan and expected outcomes.

iv. Chapter 1: Performance Review/Profile/Current Situation/baseline (Refer to Steps 1 and 2):
   This should be a statement on the:
   - Analysed status of the performance of the District in implementing programmes and projects under the three GSGDA themes 2010 – 2013 and other interventions from 2010 to 2013 including those of the sectors at the District level.
   - Analysed current situation or baseline/profile of the District
   - A summary of key development problems/issues/gaps identified from the situation analysis reflecting spatial dimensions of development and the profile.

v. Chapter 2: Prioritisation of Development Issues (Refer to Steps 3 and 4):
   This should include statement on the District development priorities adopted from the NMTDPF 2014-2017, which are:
   - Ensuring and Sustaining Macroeconomic Stability;
   - Enhancing Competitiveness in Ghana’s Private Sector;
   - Accelerated Agriculture Modernisation and Sustainable Natural Resource Management;
   - Oil and Gas Development;
   - Infrastructure, Energy and Human Settlements;
   - Human Development, Productivity and Employment;
   - Transparent and Accountable Governance.

vi. Chapter 3: Development Goal, Objectives and Strategies (Refer to Steps 5-7):
   This should include a statement on:
   - A clear District development focus
   - A clear District Goal consistent with the Goal of GSGDA II, 2014-2017
   - Development projections for 2014-2017
   - Relevant Policy objectives adopted from the GSGDA II, 2014-2017
   - Relevant Strategies adopted from the GSGDA II, 2014-2017 to achieve the objectives of the District and national goals.

vii. Chapter 4: Development Programmes (Refer to Steps 8-10) :-
This should include summary of:
- Indicative Financial Plan.

viii. Chapter 5: District Annual Action Plan (Refer to Steps 11 - 12):
This should include summary of:
- District Annual Action Plan reflecting spatial planning interventions like Structure Plan, Local Plans and Community Action Plans
- District Plan linked to the District Composite Annual Budget
- Implementation of Annual Action Plan

Ix. Chapter 6: Monitoring and Evaluation Arrangements (Refer to NDPC M&E Guidelines):
This should include summary of:
- Monitoring and Evaluation Plan for the District based on the NDPC M&E Guidelines

x. Chapter 7: Communication Strategy:
This should include summary of:
- Communication Strategy/plan relating to:
- Dissemination of the DMTDP and Annual Progress Report of the implementation of the DMTDP.
- Creation of awareness on the expected roles of the stakeholders in the implementation of the District programmes, projects and activities
- Promotion of dialogue and generation of feedback on the performance of the District
- Promotion of access and management of expectations of the public concerning the services of the District.
<table>
<thead>
<tr>
<th>Plan Preparation Activities</th>
<th>Task required</th>
<th>Lead</th>
<th>Collaborators</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Set up of plan preparation process</td>
<td>Preparation of work plans and budget, mobilisation of personnel and resources (including funds and logistics), awareness creation among citizenry etc</td>
<td>DPCU</td>
<td>DA, CSOs/NGOs, Traditional Authority people of the district</td>
</tr>
<tr>
<td>2. Performance Review</td>
<td>(on-going) field/desk study-Data collection from reports, other documentations, communities etc., from DAs, District sectoral departments and agencies for analysis relating to review of performance of DMTDP, other interventions from 2010-2013. Key Outputs: (i), Performance status of the DMTDP under the GSGDA I 2010-2013 (ii). Performance status of other interventions from 2010 to 2013 (iii). Key identified problems/gaps</td>
<td>DPCU</td>
<td>District Departments, SPC, Assembly members, Sub-District Councils, Parliamentarians, Development Partners, NGOs, Private sector, CSO etc</td>
</tr>
<tr>
<td>3. District Profile/Current Situation</td>
<td>Desk work and consultation - Compilation and analysis of District Profile using information from Step 1 etc, soliciting and harmonising community needs and aspirations with gaps from performance review and Public Hearing Key Outputs: • Current Situation/District Profile with updated district maps • Summary of key Development problems reflecting spatial dimensions</td>
<td>DPCU</td>
<td>District Departments, SPC, Sub-District Councils, Assembly members, Parliamentarians, Traditional Authorities, Land owners, Development Partners, NGOs, Private sector, CSO, Communities leaders etc,</td>
</tr>
<tr>
<td>4. Linking Harmonised Identified Development Problems/Issues to the NDPF</td>
<td>Desk work to link identified problems from Steps 1 and 2 with the GSGDA I, 2010-2013 themes</td>
<td>DPCU</td>
<td>District Departments, SPC</td>
</tr>
<tr>
<td>5. Prioritisation</td>
<td>Desk work and appropriate 3 day workshop of stakeholders (Public Hearing) to further discuss (i). the results of steps 1, 2 and 3. Identification of priorities and preferred development option • application of the POCC to refine identified priorities Key Output: Agreed Prioritised problems (ii). Goal setting, Development Projections for 2014-2017 with respect to population forecast etc, objective setting and formulation of strategies Key Outputs: Set goal, objectives and strategies formulated reflecting spatial dimensions (iii). and building consensus (Public Hearing) on Development Programmes • Application of sustainability tools, (iv). preparation of Composite PoA and Indicative Financial Plan Key Outputs: Refined development programmes, Composite PoA and Indicative Financial Plan prepared</td>
<td>DPCU</td>
<td>DCE (Chair) District Departments, SPC, Sub-District Councils, Assembly members, Parliamentarians, Traditional Authorities, Development Partners, NGOs, Private sector, CSO, Communities leaders etc,</td>
</tr>
<tr>
<td>7. Implementation, Monitoring and Evaluation (M&amp;E) arrangements</td>
<td>Desk work and consensus building - detailing out Annual Action Plans (AAP) reflecting spatial elements like SP, LPs and CAPs linked to MTEF budget as well as M&amp;E. Workshop to finalise the AAP, Budget and M&amp;E Plan</td>
<td>DPCU</td>
<td>DCE (Chair) District Departments, SPC, Sub-District Councils, Finance and Administration Sub-Committee, NGOs etc,</td>
</tr>
<tr>
<td>8. Communication Plan</td>
<td>Desk work to prepare Communication Plan</td>
<td>DPCU</td>
<td></td>
</tr>
<tr>
<td>9. Final Public Hearing</td>
<td>Public workshops to disseminate the content of the DMTDP</td>
<td>DPCU</td>
<td>DCE (Chair) District Departments, Sub-District Councils, Assembly members, Parliamentarians, Traditional Authorities, Development Partners, NGOs, Private sector, CSO, Communities leaders etc,</td>
</tr>
<tr>
<td>10. Adoption of the DMTDP</td>
<td>Meeting of the DAs to deliberate and adopt DMTDP Output: Approved DMTDP</td>
<td>DAs members</td>
<td></td>
</tr>
</tbody>
</table>
## ANNEX 1: LIST OF MEMBERS OF METROPOLITAN, MUNICIPAL AND DISTRICT PLANNING COORDINATING UNITS

<table>
<thead>
<tr>
<th>Metropolitan Assemblies</th>
<th>Municipal Assemblies</th>
<th>District Assemblies</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Metropolitan coordinating Director</td>
<td>Municipal coordinating Director</td>
<td>District coordinating Director</td>
</tr>
<tr>
<td>2 Metropolitan planning Officer</td>
<td>Municipal Planning Officer</td>
<td>District Planning Officer</td>
</tr>
<tr>
<td>3 Metropolitan Budget Officer</td>
<td>Municipal Budget Officer</td>
<td>District Budget Officer</td>
</tr>
<tr>
<td>4 Metropolitan Finance Officer</td>
<td>Municipal Finance Officer</td>
<td>District Finance Officer</td>
</tr>
<tr>
<td>5 Metropolitan Director of Health</td>
<td>Municipal Director of Health Services</td>
<td>District Director of Health Services</td>
</tr>
<tr>
<td>6 Metropolitan Director of Education</td>
<td>Municipal Director of Education</td>
<td>District Director of Education</td>
</tr>
<tr>
<td>7 Metropolitan Director of Agriculture</td>
<td>Municipal Director of Agriculture</td>
<td>District Director of Agriculture</td>
</tr>
<tr>
<td>8 Metropolitan Director of Urban Roads</td>
<td>Municipal Director of Urban Roads</td>
<td>District Director of Social Welfare or Community Development</td>
</tr>
<tr>
<td>9 Metropolitan Director of Town and Country Planning</td>
<td>Municipal Physical Planning Officer</td>
<td>District Physical Planning Director</td>
</tr>
<tr>
<td>10 Metropolitan Director of Social Welfare or Community Development</td>
<td>Municipal Director of Social Welfare or Community Development</td>
<td>District Director of Works or Engineer</td>
</tr>
<tr>
<td>11 Assembly member nominated by the Metropolitan Assembly</td>
<td>Assembly member nominated by the Municipal Assembly</td>
<td>Assembly member nominated by the District Assembly</td>
</tr>
<tr>
<td>12 Other representatives as indicated in section 2.1 on p.3.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
ANNEX 2: MEMBERS OF STATUTORY PLANNING COMMITTEE

**Membership of Statutory Planning Committee**
- MMDCE - Chairperson
- Physical Planning Officer - Secretary
- Works Department
- Public and Vested Lands Management Division of the Lands Commission
- Land Valuation Division of the Lands Commission – (Metropolitan Assemblies)
- Survey and Mapping Division of the Lands Commission
- Environmental Health Department
- State Housing Company (Metropolitan Assemblies)
- Electricity Company of Ghana
- Ghana Water Company
- Assembly members – chair of development planning sub-committee, chair of works sub-committee and chair of environmental sub-committee

**Co-opted members**
- Environmental Protection Agency
- Ghana National Fire Service
- Urban/Feeder Roads Department
- Hydrological Services Department
- Representative of land owning or traditional authority

**Technical Sub committee**
Membership of the technical sub-committee includes all the listed institutions except the following
- MMDCE
- Assembly members
- Representative of land owning/traditional authority
ANNEX 3: MEMBERS OF THE REGIONAL COORDINATING PLANNING UNIT

1. The Regional Coordinating Director as head
2. The Regional Economic Planning Officer (REPO) as the Secretary
3. Regional Budget Officer
4. Regional Local Government Inspector
5. Regional Director of Health
6. Regional Director of Education
7. Regional Director of Agriculture
8. Chief Works Superintendent
9. Regional Town & Country Planning Officer
10. Regional Statistical officer
11. Regional Coordinating Council nominee
12. Representatives of NGOs, Private sector and other relevant Regional Departments and Agencies (one each).
ANNEX 4: Guidelines for Public Hearing /Public Hearing Report of District Development Plans

1. INTRODUCTION

The Development Planning System in Ghana recognizes community participation as an essential and integral part of effective development planning. In pursuance of this objective, Section 3, subsections 1, 2 and 3 of the National Development Planning (System) Act 1994, Act 480, spells out the main tenets of community participation as follows:

a) Each DA is required to conduct a public hearing on its District Development Plan before such a Plan is adopted.

b) Sub-district authorities (such as town or area councils, Unit committee, etc.) or a local community which have been authorized by the District Planning Authority to prepare a sub-district plan or a local action plan must also conduct public hearing(s) before the adoption of such plans.

c) A written report on the public hearing(s) - including written submissions by individuals, groups, communities and organizations - must be attached to the proposed District Development Plan, and subsequently sent to the NDPC.

The following guidelines seek to operationalise these tenets by focusing on the following:

- levels and number of public hearings
- dates, time and scheduling of public hearing
- participation in public hearing
- notice of public hearing
- procedure and ethics of public hearing.
- format of public hearing report

2. LEVELS AND NUMBER OF PUBLIC HEARINGS

2.1 District and Sub-district Levels

Each citizen in each locality must be given the opportunity to participate in the development planning process within the District and this implies that public hearings should be open to all. Sub-districts and unit committee areas therefore provide the lowest possible level at which all persons within the country can play a part in decision-making and development planning process, which directly or indirectly affect them. It is recognized that the lack of resources can put limitations on creating the ideal environment for all to participate. Hence, it is advised that throughout the entire development planning process - from data collection and analysis, to the planning and implementation of plans, each citizen will have to be informed in one way or another and educated on the aims of the planning exercise and the implications. While Public Hearings at the Sub-district level are very critical to community participation and to the planning process, Public Hearings at the District Level represent the official climax of community participation activities at the grassroots. It is therefore the responsibility of the District Planning Authority to organize Public Hearings as a formal activity during the planning process.
2.2 Number of Public Hearings

It is desirable to hold as many public hearings as possible. The frequency or number of public hearing on development plans however, depend on constraints of time, resources and level of the plan, (that is whether Town, Zonal, Area or District Development Plan). District Planning Authorities should therefore carefully consider these factors before asking Sub-district Planning units to prepare Plans. However at the District Level, at least two major and one minor public hearings should be held during the formulation of the development plan. The major public hearings could be described as follows:

2.2.1. Public Hearing after Data Collection and Analysis

The first major public hearing should be held after the completion of the data collection and analysis exercises to assess the current situation and problems of the area. The Planning Authority (PA)\(^8\) should treat this public hearing as a very important phase of the planning process.

This session should involve the presentation of the results of the situation analysis (or current level of development). Discussion of the analysis should highlight the conclusions, and implications of the current situation in the District/Community.

It is envisaged that such a discussion will sensitize the people about their Districts, and also solicit their views and proposals on what the Plan should include in terms of priority programs, projects and activities to solve the existing problems during the plan period.

No report on this particular public hearing is required, except for the District itself.

2.2.2 Public Hearing on Development Options

The one minor public hearing should be organised as part of step 6 (d) to analyse the various options for development supported by maps or sketch diagrams. The various development options should be subjected to scrutiny (set criteria to be agreed upon) at the district capital level by members of DPCU, SPC and other stakeholders (depending on critical issues at stake and availability of resources for hosting such public hearing).

The outcome of the deliberations should be a selection of a preferred development option (which also could be a hybrid of two or more development options) which will define the future growth and direction of development of the district and thus should reflect formulation of development focus.

The report on the public hearing should follow the format presented in section 9 of this Guideline on Public Hearing and should be signed by the following; DCE, DCD, DPO, PPO and Representative of the General Assembly.

2.2.3. Public Hearing of Draft Development Plan

The second major public hearing should be for the discussion of the draft Development Plan. The public hearing at this stage will involve the discussion of the way forward and the identification of alternative strategies at both the District and sub-district levels. The outcome of the discussions at the hearing will conclude the formulation of the Plan so far as the public is concerned.

---

\(^8\) The term Planning Authority is used here and elsewhere in this set of Guidelines to refer to both District and Sub-District Planning Authorities
3. PARTICIPATION AT PUBLIC HEARINGS

Given the constraints and limitations involved in mobilizing all citizens to participate in public hearings, it is expected, that a broad spectrum of citizens can be composed as follows:

- District political and administrative personalities, and planning personnel
- Traditional authorities: chiefs, queen mothers, sub-chiefs, community heads, etc.
- NGOs, private industrial enterprise groups, business associations and other civil society organizations
- Government agencies, departments, corporations etc
- Recognized religious bodies, voluntary and youth associations, women’s groups and cultural organizations, and political party-representatives etc. Opinion leaders, influential individuals, interested persons etc.

The presence of the following individuals and organisations is however mandatory:
- Chairman of the DAs Development Planning Sub-Committee
- DCE or his representative
- DPCU as organiser will provide the secretarial services
- Chairmen and members of the Town/Area Councils
- Chairmen and members of the Unit Committees in the area
- Representatives of the decentralised departments
- Assemblymen and women of the area

Each group, organization or individual who is specifically invited to the public hearing must also be given a copy of the draft Development Plan for study, at least two (2) clear weeks to the day of the hearing.

Note: The list of invitees will be submitted along with the final Public Hearing report.

4. NOTICE OF PUBLIC HEARING

Notice of public hearing at all levels should be given through any of the following (or other relevant and appropriate) means: posters, letters of invitation, Information Services Department public address system, radio, T.V., newspapers; traditional means - “gong-gong” by chiefs etc.

Notices should be served to the public at least 14 days before the day of the hearing.

At the District level, the RPCU/RCC should be notified and invited to observe. Copies of the invitation letters should be sent to the Regional Minister for his information.

5. DATES, TIMES AND SCHEDULING FOR PUBLIC HEARING

Public Hearing at all levels must be held on days that are devoid of any other major activity, function or meeting. As much as possible the Planning Authority should ensure that the date and time of the hearing do not coincide with major religious/traditional celebrations or holidays.

6. PRESENTATION OF THE DEVELOPMENT PLAN

The Draft Plan should be presented by those charged with the facilitation of the plan preparation process.
It is advised that the presentation at the Hearing be a summary or highlights of the plan in terms of the main problems, constraints and potentials, and the major programs and activities to be undertaken. It is being assumed here that the detailed draft Plan would have been circulated to all the invited individuals, identifiable groups, institutions and organizations before the Hearing well in advance of the Hearing date (see 4.0 above). Other relevant aspects that should be spelt out during the presentation include the expected contributions and commitments in terms of labor and financial resources, which each citizen of the Plan Area is expected to make towards the implementation of the Plan.

7. PROCEDURE AND ETHICS OF DISCUSSIONS AT PUBLIC HEARING

Generally, the Hearing should follow a systematic order. The procedure must be designed to highlight the purpose of the hearing, a time for the presentation of the Draft Plan/Proposals, and a questions and answer time during which it is expected that, each person at the hearing will be given a fair opportunity to air his/her views. The co-ordinator/chairperson and other persons connected with organizing the hearing should ensure that issues are discussed dispassionately without undue emotional outbursts.

It is equally important to ensure gender balance during public hearings so as to allow for diversity of opinion along this line.

Written submissions should be read out and discussed. The issues in the written submissions that are not resolved at the district level hearing are to be attached to the District Development Plan when being submitted to the RCC/NDPC.

After the Development Plan is completed it must be given more publicity with adverts, to notify the people to enable them make any further comments. Copies of the completed Plan should be deposited at the offices of all the Area Councils.

8. LANGUAGE(S) USED FOR DELIBERATIONS

The language to be used in the presentation and discussions should be that which is common to the majority of the participants. Where such clear majorities do not exist, some mechanism for interpretation/translation should be adopted. This mechanism may involve the use of pictorial images to demonstrate programme/project characteristics, location and spatial/environmental impact, among others.

9. FORMAT FOR PUBLIC HEARING REPORT

(The following outline should be used in preparing the Report)

Name of District: Region:

Name of Town/Zonal/Area Council
Venue: Date:

a. Medium of invitations, notices, announcements issued for participation : (e.g. radio station, newspaper(s); letters etc.

b. Names of special/interest groups & individuals invited:
c. Identifiable Representations at hearing :( eg. chiefs, government agencies, political parties, economic groupings etc.
d. Total Number of Persons at hearing:
e. Gender Ratio/Percentage represented(or give a head count of women):
f. Language(s) used at hearing:
g. Major Issues at Public Hearing (in order of importance):
h. Main controversies and major areas of complaints:
i. Proposals for the resolution of the above controversies and complaints:
j. Unresolved questions or queries:
k. At what level are these unresolved problems going to be resolved and why:
l. A Brief Comment on General Level of Participation:

Assent to Acceptance of Public Hearing Report:

Signature of:

DCE: .........................

DCD: .........................

Presiding Member of DAs: ............................................................................

Chairman of Development Planning Sub-committee .................................

Signature of Planning Officer: .................................................................
ANNEX 5: GRIEVANCE PROCEDURES FOR THE ADMINISTRATION OF ACT 480

1. INTRODUCTION

Administration of Act 462 has led to the formulation of grievance procedures relevant to that Act. Act 480 therefore requires grievance procedures unique to the administration of the planning law as stated under Section 6 of the NDPS Act 1994, Act 480.

2. TYPES OF GRIEVANCES

Grievances likely to result from the administration of the Planning Law include

- land use
- development control and
- environmental issues.

3. SOURCES OF GRIEVANCES

Grievances are likely to emanate from

i. a person against a District planning authority in matters relating to the exercise of its planning functions within one District, or

ii. matters between one District planning authority and another in the same administrative region, or

iii. matters between a District or Districts in one administrative region and a District or Districts in another region.

4. PROCEDURE

4.1. All complaints must be in written form and signed by the complainant or his agent. The complaint shall contain the full name and address of the complainant, the planning authority against whom the complaint is being made, the nature of the complaint together with all documents in support of the claim relief sought.

4.2. On issue (3.i), complaints will be lodged with the District Chief Executive in the first instance. Where the Regional Minister of the relevant region within a time period to be stipulated. In the event that a redress is not obtained at this level, the Regional Minister will be required to submit the original complaint as well as all findings from his investigation to the Commission within a specified time. On issue (3.ii), the same procedure which applied to (3 i) will apply. In the event of issue (3.iii), the complaints from each party will be lodged with the Regional Minister of each respective region for onward transmission to the Commission.

4.3. Where the Commission considers that the complaint relates to a function of a planning authority, the commission shall set up Appeals Advisory Boards (AAB) to investigate and advise on all complaints which come before it. The AAB will comprise

i. a member of the Commission

ii. a lawyer

iii. a person with expert knowledge of the complaint.
4.4. The Commission reserves the right to order a public inquiry into the matter if it deems it necessary instead of a hearing. A public enquiry may take place if numerous objections are made against a proposed development plan. (structure plan or local plan).

4.5. The AAB shall make a full report on any matter before it with its recommendations to the Commission.

4.6. The Commission shall consider every report submitted to it and may accept or reject the recommendation or ask for further investigations.

4.7. The AAB may hold discussions with the local planning authority or any other authority or persons without inviting the aggrieved person.

4.8. The AAB will decide whether an appeal is trivial, in which case hearing will prove dilatory to the planning process.

4.9. Appeal Advisory Boards may create a significant and additional avenue in which planning decisions may be made, one that is likely to be developed with its own rationale and criteria for decision.

4.10. In respect of appeals against planning decisions the timeframe should not exceed six months.

5. FINAL DECISION

The final decision in any complaint lodged with the Commission shall be taken by the Commission.

ANNEX 6: PROCEDURE FOR PRIORITIZATION

A. URBAN/TOWN/AREA LEVEL

1. List the priority needs of all Units in the Urban/Town/Area Council

2. If necessary, shorten the list of needs by combining those needs that are the same or similar (but state differently) into single statements. Example: “Construction of Boreholes” and “Provision of Pipe water” can simply be summarized as “Provision of Potable Water”

3. Construction a matrix (see example below) and list the community needs in the first column as shown.

4. Indicate the whole range of unit level ranking (i.e. 1\textsuperscript{st}, 2\textsuperscript{nd}, 3\textsuperscript{rd}, etc) in the first row as shown. (It is recommended that the number of priorities of each unit does not exceed six and the highest ranking should be 6\textsuperscript{th})

5. Assign weights to the ranks. For example, if the maximum number of needs (priorities) submitted by unit is six, then simply assign a weight of “6” to the “1\textsuperscript{st} Rank,” “5” to “2\textsuperscript{nd}”, “4” to “3\textsuperscript{rd}”, etc. Indicate these weights beneath the corresponding ranks as in the example.

6. For each community need, find the respective frequencies of all the ranks; that is, the number of units that ranked the given need at each of the position. In the example below, six (6) units ranked the “Construction/Rehabilitation of School Blocks” as 1\textsuperscript{st}; three (3) of them ranked as 2\textsuperscript{nd}, while one (1) unit each ranked it as 5\textsuperscript{th} and 6\textsuperscript{th} respectively; none of them ranked it as 4\textsuperscript{th}. (Note that the total frequency of any need cannot be more than the total number of units. In example shown below, there are 13 units in the Area Council and only three needs
7. Calculate the “weighted score” of each need under each rank. This is done by multiplying its frequency for each rank by the weight of that rank. In the example below, the weighted scores of “Creation of jobs for the Youth” are calculated as (6x6=36), (3x5=15), (2x4=8),(1x2=2) and (1x1=1). The results are indicated in the parenthesis beneath the appropriate frequencies.
8. Calculate the “Total Weight Score“ for each need by adding all the weighted scores calculated in step 7. The results are indicated in the last-but-one column of the matrix.
9. Rank all the needs in order of their total weighted scores (results of steps 8) and show results in the last column.
<table>
<thead>
<tr>
<th>COMMUNITY NEED</th>
<th>1&lt;sup&gt;ST&lt;/sup&gt;</th>
<th>2&lt;sup&gt;ND&lt;/sup&gt;</th>
<th>3&lt;sup&gt;RD&lt;/sup&gt;</th>
<th>4&lt;sup&gt;TH&lt;/sup&gt;</th>
<th>5&lt;sup&gt;TH&lt;/sup&gt;</th>
<th>6&lt;sup&gt;TH&lt;/sup&gt;</th>
<th>TOTAL WEIGHTED SCORE</th>
<th>U/T/A LEVEL RANKING</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construction /rehabilitation of school Blocks</td>
<td>6 (36)</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td>2</td>
<td>1</td>
<td>62</td>
<td>3&lt;sup&gt;rd&lt;/sup&gt;</td>
</tr>
<tr>
<td>Provision of public Toilets</td>
<td>7 (42)</td>
<td>2</td>
<td>3</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>67</td>
<td>2&lt;sup&gt;nd&lt;/sup&gt;</td>
</tr>
<tr>
<td>Provision of Health Facilities</td>
<td>-</td>
<td>4</td>
<td>5</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>44</td>
<td>5&lt;sup&gt;th&lt;/sup&gt;</td>
</tr>
<tr>
<td>Provision of potable Water</td>
<td>8 (48)</td>
<td>3</td>
<td>-</td>
<td>2</td>
<td>(6)</td>
<td>-</td>
<td>69</td>
<td>1&lt;sup&gt;st&lt;/sup&gt;</td>
</tr>
<tr>
<td>Rehabilitation of Feeder Roads</td>
<td>3 (18)</td>
<td>2</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>2</td>
<td>32</td>
<td>8&lt;sup&gt;th&lt;/sup&gt;</td>
</tr>
<tr>
<td>Provision of Markets</td>
<td>-</td>
<td>-</td>
<td>4 (16)</td>
<td>-</td>
<td>2</td>
<td>3</td>
<td>23</td>
<td>9&lt;sup&gt;th&lt;/sup&gt;</td>
</tr>
<tr>
<td>Provision of Farming inputs/Credits</td>
<td>6 (36)</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>53</td>
<td>4&lt;sup&gt;th&lt;/sup&gt;</td>
</tr>
<tr>
<td>Creation of jobs for the youth</td>
<td>3 (18)</td>
<td>-</td>
<td>3 (12)</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>39</td>
<td>6&lt;sup&gt;th&lt;/sup&gt;</td>
</tr>
<tr>
<td>Provision of Community Libraries</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>3</td>
<td>2</td>
<td>-</td>
<td>18</td>
<td>10&lt;sup&gt;th&lt;/sup&gt;</td>
</tr>
<tr>
<td>Agro-processing</td>
<td>3 (18)</td>
<td>2</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>2</td>
<td>34</td>
<td>7&lt;sup&gt;th&lt;/sup&gt;</td>
</tr>
</tbody>
</table>
A Checklist of Data/Information from the Urban/Town/Area Council

1. A set of prioritized Urban/Town/Area levels needs (i.e. the Needs Prioritization Matrix described above)
2. Key development problems underlying each need. This should be a summary of all the community problems submitted by the unit committees.
3. In addition, the Urban/Town/Area Council School indicates the most critical development concerns of its areas of jurisdiction. Which parts of the Town or Area are the most deprived; the nature, causes and effects of the deprivation; disadvantage or marginalized groups; natural or ecological constraints to development etc:
4. Major ecological activities and their potentials for growth and poverty reduction
5. Existing development activities potentials in the Town or Area.
6. Copies of raw data received from the units
7. Any comments.
ANNEX 7: STEPS FOR POPULATION PROJECTIONS

Population projections can be made in different ways, depending on the available data, resources and technology. The following steps are key in making population projections.

1. **Select Geographical Area:** Population projections can be made for different geographical areas, such as the nation, the region, the district or a settlement. The global trend towards decentralized planning has greatly increased the need for projections at the District, sub-district and community levels. Therefore, the first step in making population projections is to decide which geographic area we are interested in.

2. **Determine the period of the Projection:** Population projections start at some year and continue for a certain number of year into the future. The base year is often selected on the basis of data availability. It can be the year of the most recent census or large-scale survey. The number of years over which to project is determined by the planning period under consideration, which may focus on the short medium term (e.g. five years)

3. **Collect Data:** Once the geographic area and projection period have been determined, the base year data need to be collected. Some of the most important data include the total population, the age and sex composition, growth rate, as well as statistics on fertility, mortality and migration. Since the population projection will only be as good as the data on which it is based, it is worth the effort to ensure that appropriate and high-quality data are collected and prepared before starting the population projections.

4. **Make Assumptions:** Population projections require assumptions about the future levels of fertility, mortality, migration. These assumptions should be carefully considered and based on reasonable assessment of the socio-economic situation of the District or area concerned. For instance we should be able to tell whether the various mortality indicators have been declining as a result of improved health care or the other way round. Have birth control (family planning) measures significantly improved and to what extent? Migration statistics at the District level is usually not available, but we should have a fair idea about whether people are moving into our District in greater numbers than they are leaving or the other way round. Does the net effect play any significant role in the growth of the District’s population, and what do we expect the situation to be in the near future?

5. **Determine the Growth Rate:** The next step is to use the assumptions we have made under step 4 as basis to determine the future growth rate we are going to use for our projections. Here we have three main possibilities: we may maintain the
current growth rate, increase it or reduce it, depending on what assumptions we have made.

6. **Compute the Future Population:** Once the base year data are collected and decisions are made about projection assumptions, the next step is to make our population projections. There are two main ways of computing the future population: a) by the use of computer software applications and b) by manual computations. The spectrum system of policy Models (developed by the Futures Group International and the Research Triangle Institute) is a set of computer programs used in making various kinds of projections. One of these programs is the Demproj, which is specifically designed for making population projections. Manual computations entail the use of formulae to calculate the projected population.

Once the needed input data are available and our assumptions have been carefully and reasonably made, the Demproj can be used to project a wide range of demographic indicators at just one go with superior levels of accuracy and reliability. However, because of data and resource constraints in the Districts, the manual method has been adopted in this Handbook. This involves the use of the Exponential Formula as described below.

**The Exponential Method**

The exponential formula is defined as

\[ P_t = P_o e^{rt} \]

Where 
- \( P_t \) = the current (base-year) population
- \( P_o \) = the future population
- \( r \) = the population growth rate
- \( t \) = the projection period in years
- \( e = 2.718282 \) is a constant
Example 1:
Consider a district whose current (2006) population is 150,200 and growing at 3.2% per annum. If we assume that the growth rate will not change significantly for the next five years, then the population for 2011 can be projected using the above formula as follows:

\[ P_0 = 150,200 \quad r = 3.2\% = 0.032 \quad t = 5 \]

Applying the formula, \[ P_t = P_0e^{rt} \]

\[ P_t = 150,200e^{(0.032 \times 5)} \]

Therefore the population of the district in year 2011 is projected at about 176,261

Example 2: To calculate Growth Rate

According to the result of the 1984 national population census, the population of a certain district was 96,000. The 2000 census indicate that this had increased to 146,000. The inter-censal population growth rate between 1984-2000 is calculated as follows:

\[ P_0 = 96,000 \quad P_t = 146,000 \quad t = 16 \]

Applying the formula \( r = \ln\left(\frac{P_t}{P_0}\right)/t \) where \( \ln \) is the natural log, \( P_0 \) is the first population figure, \( P_1 \) the second population figure and 't' the time between the two years.

We have \[ r = \ln\left(\frac{146,000}{96,000}\right)/16 = 0.026 = 2.6\% \]

Therefore, population growth rate 1984-2000 is 2.6% per annum.
ANNEX 8: SUSTAINABILITY TOOLS

1  SUSTAINABILITY TEST - EXPLANATORY NOTES

This matrix provides a simple technique that can be used by all stakeholders without the need for specialist knowledge (although that helps) to analyse activities or Projects. The tool is designed to give a visual and quantitative measure of the extent to which a particular activity or project is capable of providing sustainable growth and development. It is different from an impact assessment matrix in that it gives equal weight to social/cultural, economic and natural resource issues.

There are 3 basic steps to follow.

1. Describe the activity as identified in step 4; and provide enough information to allow an informed judgment to be made about the likely effects of the activity on each of the Sustainability Criteria (for example: area affected, number of jobs created, value of future production etc.).
2. Assess the performance of the activity in relation to each criterion, and score that performance using a scale of '(0),1 -5' as set out below.
3. Summarise the findings in a report to decision-makers.

For each indicator, a scale of 0-5 is used to reflect the extent to which the activity supports, is neutral to, or works against the sustainability aim. The scale is as follows:

<table>
<thead>
<tr>
<th>0</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
</tr>
</thead>
<tbody>
<tr>
<td>Not Relevant</td>
<td>Works strongly against the aim</td>
<td>Works against the aim</td>
<td>On balance has neutral effects on the aim</td>
<td>Supports the aim</td>
<td>Strongly supports the aim</td>
</tr>
</tbody>
</table>

The Matrix gives an instant visual impression of the overall performance of the activity – but care must be taken in summing or aggregating scores (because not all of the criteria would warrant equal weight). The tool is particularly valuable when it is used to support revisions to activities since alternatives can be tested by comparing their relative performance.

USING THE SUSTAINABILITY MATRIX FOR ASSESSING POLICIES, PROGRAMMES AND PROJECTS

Step 1: An initial checklist of the main characteristics of the activity should be prepared.
Step 2: The likely effects of the policy should be discussed against each criterion in turn. A consensus of opinion should be used to arrive at the appropriate score.

The validity of the outcome is enhanced when the matrix is completed independently by more than one group of stakeholders (i.e. MDAs, developers, local community representatives and professional staff). It can be helpful to get stakeholders to prepare their own list of sustainability criteria (through a public participation exercise) before using the matrix. This allows local circumstances to be taken into account. It is also important to complete a record sheet assigning reasons for all the scores in the matrix.
EXAMPLE - SUSTAINABILITY CRITERIA MATRIX

Activity Statement:

<table>
<thead>
<tr>
<th>CRITERIA – BASIC AIDS AND OBJECTIVES</th>
<th>INDICATORS</th>
<th>PERFORMANCE ASURE</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>EFFECTS ON NATURAL RESOURCES</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Protected Areas and Wildlife: should be conserved, and these resources should be enhanced where practical.</td>
<td>Sensitive areas shown on (GIS) maps</td>
<td>(0) 1 2 3 4 5</td>
</tr>
<tr>
<td>Degraded Land: Areas vulnerable to degradation should be avoided, and already degraded land should be enhanced.</td>
<td>Vulnerable areas shown on (GIS) map</td>
<td>(0) 1 2 3 4 5</td>
</tr>
<tr>
<td>Energy: The activity should encourage efficient energy use, and maximize use of renewable rather than fossil fuels.</td>
<td>Quantity /type of fuel/energy required</td>
<td>(0) 1 2 3 4 5</td>
</tr>
<tr>
<td>Pollution: Discharges of pollutants and waste products to the atmosphere, water and land should be avoided or minimised.</td>
<td>Quantity /type of pollutants and waste</td>
<td>(0) 1 2 3 4 5</td>
</tr>
<tr>
<td>Use of Raw Materials: All raw materials should be used with maximum efficiency, and recycled where practical.</td>
<td>Quantity and type of materials</td>
<td>(0) 1 2 3 4 5</td>
</tr>
<tr>
<td>Rivers and Water bodies: should retain their natural character.</td>
<td>Minimum flows/ waters set</td>
<td>(0) 1 2 3 4 5</td>
</tr>
</tbody>
</table>

| **EFFECTS ON SOCIAL AND CULTURAL CONDITIONS** |            |                   |
| Local Character: and cohesion of local communities should be maintained and enhanced where practical. | Use of GIS / database to highlight sensitive areas | (0) 1 2 3 4 5 |
| Health and Well-being: The activity should benefit the workforce, and local communities in terms of health and well-being, nutrition, shelter, education and cultural expression. | Financial or other contribution | (0) 1 2 3 4 5 |
| Gender: The activity should empower women. | Number of women empowered | (0) 1 2 3 4 5 |
| Work for Local People: Priority should be given to providing jobs for local people and particularly women and young people. | Number of people employed | (0) 1 2 3 4 5 |
| Participation: Active participation and involvement of local communities should be encouraged (especially vulnerable and excluded sections). | Description of proposals to meet this aim | (0) 1 2 3 4 5 |
| Access: to land should be improved. | Number of people assisted | (0) 1 2 3 4 5 |
| Access: to water should be improved. | Number of people assisted | (0) 1 2 3 4 5 |
| Access: to transport should be improved. | Number of people assisted | (0) 1 2 3 4 5 |
| Sanitation: Should be improved. | Number of people assisted | (0) 1 2 3 4 5 |
| Equity: Adverse and beneficial impacts from development should be distributed equitably and should not discriminate against any groups, especially vulnerable and excluded people. | Environmental Report (or) | (0) 1 2 3 4 5 |
| Vulnerability and Risk: of drought, bushfire, floods crises and conflicts and epidemics should be reduced. | Occurrence monitored | (0) 1 2 3 4 5 |

| **EFFECTS ON THE ECONOMY** |            |                   |
| Growth: The activity should result in development that encourages strong and stable conditions of economic growth. | Financial Plan showing projected growth and monitoring | (0) 1 2 3 4 5 |
| Use of local materials and services: The activity should result in the use of raw materials and services from local industries where possible. | Description of sources | (0) 1 2 3 4 5 |
| Local Investment of Capital: Development should encourage the local retention of capital and the development of downstream industries, utilising local raw materials, products and labour. | Description of investment strategy | (0) 1 2 3 4 5 |

2. INTERNAL CONSISTENCY AND EXTERNAL COMPATIBILITY MATRIX

EXPLANATORY NOTES
Each District should analyse its own activities against one another to determine their compatibility. The purpose of this exercise is to examine the District activities to ensure that they are compatible with each other in terms of their effects on livelihood, health, vulnerability to risks and institutional factors. To do this a matrix should be formulated which

- should list a set of revised activities of the District from Annex 4 in the rows in the first column.
- These same policies, programmes and projects should be listed across the columns in the top row.
- The District planning team should examine the interactions of activity 1 identified in the first column with each of the remaining activity numbered 2 upwards appearing across the top of the matrix.
- Where two activities are mutually supportive with each other this should be recorded by marking an (X) in the relevant box.
- Where two activities have the potential to conflict with each other this should be recorded by marking an (O) in the relevant box.
- If there is no significant interaction this should be recorded by an (O).
- If the interaction is doubtful it should be recorded as both (X) and (O).

A record sheet should be completed to describe the nature of any significant interactions. (It is not necessary to record reasons for no interactions). An example of a completed record sheet is attached. The record sheet is helpful in communicating to people who have not been involved in the discussions, the reasons why the interactions between particular activities have been identified as having positive, negative or neutral impacts. Record sheets can also be used for checking revisions and refinements of activities on an on-going basis.
<table>
<thead>
<tr>
<th>No.</th>
<th>District Activity</th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>6</th>
<th>7</th>
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<tr>
<td>1</td>
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<td>6</td>
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COMPATIBILITY MATRIX - RECORD SHEET
No……

DISTRICT

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<th>ACTIVITY NO.</th>
<th>SCORE</th>
<th>REASONS FOR INCOMPATIBILITY</th>
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ANNEX 9: IMPLEMENTATION OF THE DMTDP

1. Introduction

The District PoA and Annual Action Plans including the corresponding budget for the 4 year period are required to be implemented by the District Departments and agencies of the DAs.

The PoA Guidelines cover:
- The rationale for Implementing the PoA and the Annual Action Plans
- Formation of Departmental or Agency Plan Preparation Team
- Plan Implementation process
- Monitoring and Evaluation arrangement
- Outline of Department or Agency Development Plan

2. Rationale

The rationale of the PoA Guideline for District Department or Agencies is to ensure that the Department or Agency PoA
- is based on the DMTDP under the GSGDA I, 2010-2013
- supports the achievement of DMTDPs
- is effectively implemented, monitored and evaluated

3. Formation of Departmental or Agency Plan Implementation Team

It is recommended that a Departmental or Agency Plan Implementation Team is formed with membership from the Division or Units as the case may be. The Departmental or Agency Plan Implementation Team should be chaired by its District Director (or the equivalent). The Planning Unit of the Department or Agency should serve as the Secretariat. Members of the Departmental or Agency Plan Preparation Team should be adequately resourced and motivated.

4. Activities of the Departmental or Agency Implementation Team

4.1. Activity 1. Mission Statement

The Departmental or Agency Plan Implementation Team should broadly define why its Department or Agency exists or what it is mandated to do in relation to the District goal. The statement should spell out how the mission is to be achieved and how it would satisfy their Stakeholders or Clients/Customers.

How to derive a Mission Statement

District Department or Agency may derive its Mission Statement by:
- understanding the context within which it operates
- identifying its role in the District and national goals, identifying its stakeholders/clients/customers and their expectations
- examining the establishment legislation of the District Department or Agency
Output: Clearly stated Mission Statement of the District Department

4.2. Activity 2: Preparation of Departmental or Agency PoA

To facilitate the implementation of the DMTDPs, the Department or Agency Implementation Team should draw its specific component of the PoA from the composite PoA of the DMTDP.

Output: Departmental or Agency PoA Matrix

4.3. Activity 3: Preparation of Annual Action Plan

Similarly, the Department or Agency Implementation Team should draw its specific component of the Annual Action Plan from the composite DMTDP’s Annual Action Plan for the 4 year planning period in which programmes and projects/activities should be rationally phased-out (year by year).

The Annual Action plan should include the following:

b. The District Goal
c. Objectives
d. Activities
e. Indicators
f. Time Schedule (into 4 Quarters)
g. Indicative budgets
h. Implementing Agencies (Lead/Collaborators and their expected roles)
i. Monitoring and Evaluation Arrangements
j. Remarks


4.4. Activity 4: Budgeting

District Department and Agencies should prepare comprehensive budget to implement the Annual Action Plan using the MTEF process and Composite Budgeting.

The MTEF links expenditure to goal, objectives, activities and output. It integrates the recurrent and development budget by distinguishing running cost of the Department or Agency from the activities to which the Department or Agency is set up to do (development). It is categorized into the following:

- Personnel Emolument – relating to salaries and wages paid to established and non-establish post by the Department or Agency
- Administration Activities – mainly relating to the running of the Department or Agency administration - e.g. Travelling and transport, telecommunication, postal charges, stationery, Utilities – water, electricity, etc.
- Service Activities – services provided by the Department or Agency to the people in the district e.g. provision of health care services, education, community development, sanitation, public education, training, consultancies, etc.
Output: Departmental or Agency Annual budget

4.5. Activity 5: Monitoring And Evaluation Arrangement

A District Department or Agency should indicate how its programmes, projects or activities will be monitored and evaluated by following the Monitoring and Evaluation Guidelines provided by the NDPC.

OUTLINE OF DEPARTMENTAL OR AGENCY COMPONENT OF THE PoA OF THE DMTDP

The arrangement to implement the Departmental or Agency component of the PoA of the DMTDP should follow the outline below:

Table of Contents
List of acronyms
Executive Summary

• General background to the preparation of the DMTDP and the arrangement made to implement the Departmental or Agency component of the PoA of the DMTDP including brief description of the process and participation of staff.

ii. A statement on the Mission of the District Department or Agency, brief insight into the scope and direction of the development programmes and projects emanating from the Departmental or Agency component of the DMTDP’s POA for 2014-2017

Chapter 1. Programme of Action of District Department or Agency

A brief description of the POA of the District Department or Agency as extracted from the DMTDP 2010-2013 covering

1. The District Goal
2. Programme objectives
3. Relevant Programme, Projects or activities of the District Department or Agency
4. Performance Indicators
5. Time Schedule (into 4 Quarters)
6. Indicative budgets
7. Implementing Agencies (Lead/Collaborators and their expected roles)
8. Monitoring and Evaluation Arrangements

Chapter 2. Annual Action Plan of the District Department or Agency

A brief description of the Action Plan of the District Department or Agency with respect to

• The District Goal
• Relevant Programme objectives
• Relevant activities
• Indicators
• Time Schedule (into 4 Quarters)
• MTEF Annual budgets Implementing Agencies (Lead/Collaborators and their expected roles)
• Monitoring and Evaluation Arrangements
### ANNEX 10: Potential Climate Impacts and Proposed Adaptation and Mitigation Strategies (Also Refer to p.50 of GSGDA)

<table>
<thead>
<tr>
<th>Sectors</th>
<th>Potential Climate Change Vulnerability</th>
<th>Adaptation Strategies</th>
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| **Agriculture**                  | • Harvest failures from improper adaptive strategies  
• Reduce biological productivity and loss of forest cover  
• Progressive loss of non-timber forest products  
• Increased land degradation and loss of cropable land  
• Reduction in livestock size and nutrition.          | • Development of drought tolerant and flood resistant varieties.  
• Breeding of early or extra early maturing genotypes.  
• developing food insurance schemes;  
• Educating farmers to plant in low population densities so as to reduce competition for scarce or limited soil moisture  
• Encourage farm level adaptation such as shift in planting dates and modifying the amount and timing of fertilizer application  
• Shifts in natural production centres for various food crops areas where comparative advantage can be obtained.  
• Enhancing food security measures by storing food in national banks  |
| **Marine ecosystem and coastal zone infrastructure** | • Potential risk from sea level rise such as coastal inundation and erosion  
• Salt water intrusion into fresh water resources  
• Disruption of sources of livelihoods e.g. fishing and agriculture  
• Population displacement  
• Invasion and destruction of mangrove ecosystem, coastal wetlands and beaches along with their associated economic and social importance such as being sites for migratory birds  
• Loss of habitat of several species including marine turtles  
• Risk to life, structures and property | • negotiating regional water-sharing agreements;  
• providing efficient mechanisms for disaster management;  
• developing desalination techniques;  
• planting mangrove belts to provide flood protection;  
• planting salt-tolerant varieties of vegetation;  
• improving drainage facilities;  
• establishing setback policies for new developments;  
• Devising flood early warning systems.  
• The use of set back policies for all underdeveloped areas within the coastal zone. This would prevent the construction of immovable structures within hazard areas.  |
| **Human Health and Settlement**  | • Possibility of emergence of new disease vectors in some areas                                         | • establishing setback policies for new developments  
• improving drainage facilities                                                                 |
| Energy, Industry and Financial Services | • Disruption in industry productivity due to possible crises in the energy sector  
• Disruption in the supply of raw materials e.g from agriculture, fisheries and forestry  
• Potential impact on inter-regional trade  
• Disruption of rainfall patterns will affect Akosombo dam(30% of our energy sources)  
• Higher risk of property insurance  
• Possible disruption of banks' lending portfolios | • Development of woodlot  
• Promote and develop energy efficient technologies  
• Promotion of energy conservation especially in large energy consuming industries.  
• Monitor and control emissions from industries and transport sectors  
• Promote and develop alternative energy sources such as biomass, wind, biomass, mini-hydro etc. |
| Biodiversity | • Possible reduce biological productivity  
• Alteration of species (flora and fauna) composition in the different ecological zones.  
• Alteration of vegetation structure | • Reafforestation  
• Ensure the cultivation of species in the environment that they are adapted to.  
• Establish land use plan for hot spots |
| Water Resources and wetlands. | • Loss of biological diversity  
• Pollution of fresh water resources  
• Disruption of fishing activities  
• Reduction in underground Water levels  
• Drying up of river courses resulting from forest losses in headstream areas  
• Threat to biodiversity e.g. migratory birds | • Devise flood/drought early warning systems  
• Provide alternative skill training for fishing communities  
• Desalinization of water |
ANNEX 12: GLOSSARY OF TERMS

A baseline situation/condition: refers to a situation at a certain moment, and can be used as a reference point to establish trends (e.g. as a result of policy, programme and project interventions).

Chronic poverty is said to exist when poverty is long term (years long or even permanent, as opposed to short term/ transient poverty).

Environment: the physical environment, or the ecological system, including the totality of environmental functions (not only natural resources) that are functional for human society (and which are generally being influenced by human activities).

Environmental assessment: a systematic process of evaluating and documenting information on the potentials, capacities and functions of natural systems and resources in order to facilitate sustainable development planning and decision making in general, and to anticipate and manage the adverse effects and consequences of proposed undertakings in particular (Sadler, 1996).

Environmental Impact Assessment (EIA): a process of identifying, predicting, evaluating and mitigating the biophysical, social and other relevant effects of proposed projects and physical activities prior to major decisions and commitments being made.

Environmental sustainability: the management and protection of the ecological system in such a condition and to such a degree that environmental functions (the ability to provide goods and services) are maintained over time, at levels sufficient to avoid and reduce risks of future catastrophes, and which give future generations the opportunity to enjoy an equal measure of utilisation of environmental functions.

Exclusion is also about depriving people from sharing in the benefits of development (i.e. the “national cake”). People may be excluded from key economic resources as well as from institutions (esp. those responsible for healthcare, education, water and sanitation, agriculture and information). Exclusion is first, about the barriers in society that alienate some segments of society, rendering them voiceless and/or prohibiting them from exercising their rights and participating in the development process. Exclusion may be either active or (more commonly) passive (e.g. holding “dialogues” in elitist language). financial/ economic barriers: inadequate access to investment capital, constrained job market, low access to productivity-enhancing/drudgery-reducing technology, active exclusion from economy (by prejudicial urban land use policy and harassment of informal District operators), retrenchment, discriminatory tariffs, rapid inflation, unstable markets. Much exclusion and conflict arise from poor access to dependable, timely and continuous information on social entitlements and poverty-relevant policies.

Fertility: Fertility refers to the natural ability of any given population to procreate through birth. It therefore has the effect of increasing the size as well as changing the
structure of the population. There are three main measures that demographers use to assess the fertility levels of any population and these include the Crude Birth Rate, the Total Fertility Rate and the Age-specific Fertility Rate.

- **Crude Birth Rate (CBR)** is the number of live births per 1,000 people in a given year.
- **Total Fertility Rate (TFR)** is the average number of children that would be born alive to a conforming to the age-specific fertility rates of a given year.
- **Age-Specific Fertility Rate (ASFR)** is the number of births in a year for a population of a given age and sex to the mid-year population of that same sex and age group. It has been observed that all these fertility rates tend to decline as society becomes modernized. For instance, women do not only tend to have fewer children but also start child-bearing at a later age than before as their participation in formal education and employment increases. Birth control measures also reduce fertility.

**Growth Rate (r):** it is the rate at which the population is increasing or decreasing in a given year due to natural increase and net migration, expressed as a percentage of the base population. Mathematically, the Growth Rate (r) is expressed as:

\[ r = \frac{100 \times (\text{CBR} - \text{CDR} + \text{NM})}{1000} \]

Where CBR is crude birth rate, CDR is crude death rate and NM is the net migration all three of which are measured as a certain number per 1,000. For instance, if CBR = 40/1000, CDR = 11/1000 and NM = 6/1,000, then

\[ R = \frac{100 \times (40/1000 - 11/1000 + 6/1000)}{1000} = 3.5\% \]. Therefore, the growth rate is 3.5% per annum.

**Impact:** this is the result of the outputs.

**Migration:** Migration is the movement of people from one geographical area to another. The total number of people who move to a given geographical area (such as the District) is referred to as in-migration while the total number who depart from that area is referred to as out-migration.

**Mortality:** Mortality, as an inevitable attribute of every population, refers to the rate at which people die. Therefore, unlike fertility, mortality has the effect of reducing the size of the population. Some of the measures of mortality include:

- **Infant mortality rate (IMR):** The number of deaths to infants under one year of age per 1,000 live births.
- **Under five mortality rate (U5MR):** The number of deaths to children under the age of five per 1,000 live births.
- **Crude death rate (CDR):** The number of death per 1,000 population in given year.
- **Life expectancy:** the average number of years a newborn can expect to live based on the life expectancy.

Although death is unavoidable, there is a strong relationship between the above rates on one hand, and the access and quality of health care on the other. That is, as health care improves maternal mortality reduces, fewer children and infants die, most diseases are either cured or prevented, and more and more people live longer.

**Net migration (NM)** is the number of people who move to an area (in-migration) minus...
those who move away (out-migration) per every 1,000 people per year.

**Outputs**: these are goods and services to be produced in a given period in order to achieve stated objectives. They establish the activities that should be carried out and completed and should therefore set out:

- What is to be accomplished,
- How much is to be accomplished
- By whom and
- When the activities should be accomplished.

In other words, the **outputs** should be specific, measurable, achievable, realizable, and time-bound.

**Policy**: a general course of action or proposed overall direction that a government or other institution is, or would be, pursuing and which guides ongoing decision making.

**Population projections**: these are computations depicting the future course of a population’s size and other attributes. They are usually based on assumptions about the future course of three key population dynamics, namely fertility, morality and migration. These three, together with ageing, are the things that cause every population to undergo constant changes.

**Programmes**: are a set of projects, while projects are a set of activities intended to achieve a particular objective. Projects can be physical or non-physical. For example construction of fifty (50) bore-holes in certain settlements within the District is a physical project designed to “increase access to potable water”. Also provision of ten rural health centres is another physical project to “increase access to primary health care”. However, “reform of the public administration system” and “the empowerment of women” are not physical but institutional or administrative projects. Nonetheless, each bore hole, health post or empowerment of women can be projects of a well-packaged programme which should work in synergy to achieve common objectives.

**Project**: a proposed capital undertaking, typically involving the planning, design and implementation of specified activities.

**Self-exclusion** is not uncommon and often results from other factors such as stigmatisation, a history of failed promises/policies and sheer loss of hope.

**Stakeholder**: a functional category of actors with a direct dependency on certain environmental resources, in terms of their use and management for specific goals. In many cases the stakeholder is also the ‘primary actor’.

**Strategic Environmental Assessment**: a systematic process for evaluating the environmental consequences of proposed policy, plan or programme initiatives to ensure they are properly included and appropriately addressed at the earliest possible stage of decision making, on a par with economic and social considerations (Sadler & Verheem, 1996).

**Strategic planning**: a process that aims to provide insights that allows one to take
decisions on what would need to be done in the future and to formulate realistic objectives for the organisation involved to reach in the future.

**Sustainable development (SD)** a process of change in which the exploitation of resources, the direction of investments, and the orientation of technological development and institutional changes are in harmony, and enhance both current and future potential to meet human needs and aspirations.

**Sustainable development (SD) dimensions:** the ecological, social, economic (and institutional) issues involved in defining sustainable development.

**Threshold:** the point at which the use of an environmental function exceeds sustainability criteria (i.e. exceeds its capacity to regenerate, reproduce or function properly), gradually or suddenly leading to its collapse.

**Vulnerability, Exclusion and Social Protection** - Vulnerability is defined in GPRS II as exposure to risks and shocks without adequate fall back mechanisms. The main shocks identified and dealt with in GPRS II are Policy, Economic, Environmental, and Socio - Cultural in nature. Using a risk management and empowerment approach, four main approaches, recommended to dealing with Vulnerability and exclusion are Preventive, Promotional, Empowerment and Protection. Policy interventions with respect to the principles of human rights based development, transparency and accountability, include Access to Rights and Entitlements, Health, Environment, Gender, Employment, and Institutional Strengthening and Social Protection.