

# **NATIONAL DEVELOPMENT PLANNING COMMISSION**



## **GUIDELINES**

### **FOR THE PREPARATION OF DISTRICT MEDIUM-TERM DEVELOPMENT PLAN UNDER THE GROWTH AND POVERTY REDUCTION STRATEGY 2006-2009**

## PREFACE

Section 1(3, 4), 2 to 11 of the National Development Planning (System) Act 1994 (Act 480) enjoins 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. This objective is to facilitate the harmonisation and rationalisation of development strategies initiated from the community, districts and national levels.

The first Guidelines were issued in 1996 for the preparation of the 1996 – 2000 Medium-Term Development Plan (MTDP) by the DAs and MDAs. The second Guidelines were issued to assist the preparation of District Medium-Term Development Plans Based on the Ghana Poverty Reduction Strategy 2002-2004 which was subsequently revised to cover the period 2003-2005. The current document is designed to facilitate the preparation of District Medium-Term Development Plans Based on the Growth and Poverty Reduction Strategy (GPRS II) 2006-2009.

This document is written in four chapters. Chapter 1 deals with the background, rationale and the process of developing the Guidelines. Chapter 2 focuses on the roles of key actors, particularly, the District Plan Coordinating Unit (DPCU), the District Chief Executive, District Assembly members and the Sub-District Councillors, a facilitator, Regional Plan Coordinating Unit (RPCU) and the Regional Minister in the preparation of the DMTDP. Chapter 3 presents the detailed activities including the relevant steps for the development of the DMTDP. Procedures for harmonizing the DMTDPs by the Regional Coordinating Councils are outlined at Chapter 4. The structure and format of the Medium-Term Development Plan Based on the GPRS II has also been provided. These Guidelines have been developed to incorporated dimensions of development including the MDGs and the NEPAD, gender and environmental sustainability.

The major development pillars for the 2006-2009 planning period are Priorities for Private Sector Competitiveness, Human Resource Development and Good Governance and Civic Responsibility and the details are in the GPRS II, which should be used together with these Guidelines.

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We wish to acknowledge the useful contribution of other institutions and individuals in the formulation of the District Development Guidelines.

## THE NATIONAL DEVELOPMENT PLANNING COMMISSION

### Abbreviations

AAB	-	Appeals Advisory Board
AIDS	-	Acquired Immuno Deficiency Syndrome
ASFR	-	Age-Specific Fertility Rate
CBO	-	Community Based Organisation
CBPRP	-	Community Based Poverty Reduction Project
CBR	-	Crude Birth Rate
CDR	-	Crude Death Rate
CSOs	-	Civil Society Organisations
DACF	-	District Assembly Common Fund
DAs	-	District Assemblies
DCD	-	District Coordinating Director
DCE	-	District Chief Executive
DDG	-	District Development Goals
DHIS	-	District Health Insurance Scheme
DMTDP	-	District Medium-Term Development Plan
DoP	-	Department of Planning
DPCU	-	District Planning Coordinating Unit
DPs	-	Development Partners
EIA	-	Environmental Impact Assessment
EU	-	European Union
GPRS I	-	Ghana Poverty Reduction Strategy
GPRS II	-	Growth and Poverty Reduction Strategy
GTZ	-	German Technical Co-operation
HIPC	-	Highly Indebted Poor Countries
HIV	-	Human Immuno-deficiency Virus
HRD	-	Human Resource Development
HRDBS	-	Human Resource Development and Basic Services
ILGS	-	Institute of Local Government Studies
ICT	-	Information and Communication Technology
IMR	-	Infant Mortality Rate
KNUST	-	Kwame Nkrumah University of Science and Technology
LE	-	Life Expectancy
LGPRSP	-	Local Governance – Poverty Reduction Support
M&E	-	Monitoring and Evaluation
MDAs	-	Ministries, Departments and Agencies
MDGs	-	Millennium Development Goals
MTEF	-	Medium Term Expenditure Framework

NDPC	-	National Development Planning Commission
NDPS	-	National Development Planning Systems
NEPAD	-	New Partnership for Africa's Development
NGO	-	Non-Governmental Organisation
NM	-	Net Migration
PA	-	Planning Authority
PGE	-	Production and Gainful Employment
PoA	-	Programme of Action
POCC	-	Potentials, Opportunities, Constraints and Challenges
PPM	-	Poverty Profiling and Mapping
PPP	-	Policies, Programmes and Projects
PPSC	-	Priorities for Private Sector Competitiveness
PSC	-	Private Sector Competitiveness
RCCs	-	Regional Co-ordinating Councils
RPCUs	-	Regional Planning Co-ordinating Units
SD	-	Sustainable Development
SDCP	-	Sub-District Council Plans
SDCs	-	Sub-District Councils
SDDP	-	Sub-District Development Plans
SDS	-	Sub-District Structures
SEA	-	Strategic Environmental Assessment
SIF	-	Social Investment Fund
SMART	-	Specific, Measurable, Achievable, Realistic and Time- bound
SNV	-	Netherlands Development Organisation
SWOT	-	Strengths, Weaknesses, Opportunities and Threats
TFR	-	Total Fertility Rate
TMR	-	Total Mortality Rate
TOR	-	Terms Of Reference
U5MR	-	Under Five Mortality Rate
UNICEF	-	United Nations Children's Fund
VIP	-	Village Infrastructure Project

## TABLE OF CONTENT

	<b>PAGE</b>
Preface	i
Abbreviations	ii
<b>CHAPTER ONE</b>	<b>1</b>
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	2
<b>CHAPTER TWO</b>	<b>3</b>
2.0 ROLE OF KEY ACTORS AND THE ACTIVITIES FOR PREPARING THE DISTRICT MEDIUM-TERM DEVELOPMENT PLAN (DMTDP)	3
2.1 Introduction	3
2.2 The Roles of the District Planning Coordinating Unit	3
2.3 The Role of a Facilitator	5
2.4 The Role of District Chief Executive	5
2.5 The Role of members of the District Assemblies and Sub-District Councils	5
2.6 The Role of the Regional Coordinating Council (RCC) Regional Plan Coordinating Unit (RPCU)	6
<b>CHAPTER THREE</b>	<b>7</b>
3.0 SEQUENCE OF ACTIVITIES FOR PREPARING THE DMTDP	7
3.1 Introduction	7
3.2 Performance Review	7
3.3 (i) Compilation of District Profile	8
(ii) Eliciting community perspectives on current needs and aspirations	9
(iii) Harmonisation of community needs and aspirations with Identified key development gaps/problems/issues	9
3.4 Linking Harmonised Identified Development Issues to the Growth and Poverty Reduction Strategy (GPRS II)	10
3.5 Prioritization of Identified Issues	11
3.6 Development Focus	12
3.7 Setting of District Development Goal	13
3.8 Development projections for 2006-2009	13
3.9 Development of District Objectives	13
3.10 Formulation of strategies to achieve development objectives	13
3.11 Formulation of Development Programmes	14
3.12 Formulation of Joint Districts Programmes and Projects	14
3.13 Application of sustainability tools	15

3.14	Formulation of Composite Programmes of Action (PoA)	15
3.15	Preparation of Indicative Financial Plan	17
3.16	Implementation of Annual Action Plan	17
3.17	Linking the Plan with the Annual Budget	19
3.18	Programmes and Activities for Year 2006	19
3.19.	Monitoring and Evaluation (M&E)	19
3.20.	Dissemination of the District Medium-Term Development Plan	19
 CHAPTER FOUR		 21
4.0	HARMONISATION OF DISTRICT PLANS BY REGIONAL COORDINATING COUNCIL (RCCS)	21
5.0	SUMMARY OF STAKEHOLDER PARTICIPATION AND RESPONSIBILITIES	25
6.0	ANNEXES	26
Annex 1	LIST OF MEMBERS OF THE DISTRICT PLANNING COORDINATING UNIT (DPCCU)	26
Annex 2	PUBLIC HEARING AND GRIEVANCE PROCEDURES	27
2.1	Guidelines for Public Hearing/Public Hearing Report of District Development Plans	27
2.2	Grievance Procedures for the Administration of Act 480	32
Annex 3	PROCEDURE FOR PRIORITIZATION	34
3.1	Urban/Town/Area Level	34
3.2	Potential, Opportunities, Constraints and Challenges (POCC) Analysis	36
3.3	Application of POCC/SWOT analysis	36
Annex 4	STEPS IN MAKING POPULATION PROJECTIONS	37
Annex 5	SUSTAINABILITY TOOLS	40
Annex 6	IMPLEMENTATION OF DMTDP	45
7.	GLOSSARY OF TERMS	48

## CHAPTER ONE

### 1.0. INTRODUCTION

#### 1.1 Background:

Overcoming the challenge to reconcile broad national policy framework with locally generated needs is fundamental to decentralized development. Unless this is done with a commitment to implementation, attempts at meeting the goals and aspirations of the National Development Policy Framework may be far from being realized.

The Growth and Poverty Reduction Policy Framework GPRS II (2006-2009) establish broad development agenda. The reason for this was perhaps to avoid the imposition of a uniform solution to highly diverse issues of all the 138 districts. Districts are therefore expected to analyze their specific context and circumstances in line with the GPRS II. This brings to the fore institutional and governance mechanisms (decentralized structures) to address the needs of the citizenry, particularly of the local level.

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 District Medium-Term Development Plans Under the Growth and Poverty Reduction Strategy (2006- 2009) have been prepared (simplified by examples, and illustrations) to assist districts in the formulation and implementation of their District Medium-Term Development Plans DMTDP), with respect to the GPRS II. They are also useful in guiding the Regional Coordinating Councils (RCCs) and for that matter, the Regional Plan Coordinating Unit (RPCU) in the coordination, harmonization, monitoring and evaluation of the DMTDP.

Moreover, the NDPC in collaboration with other stakeholders have developed relevant Planning Manuals to facilitate the preparation of sector specific plans or District Departmental Plans. These Planning/Operational Manuals are expected to supplement these set of Guidelines with particular reference to the procedural matters. However, if there should be a particular procedure/process in the other manuals which contradict what has been provided for, the one in these Guidelines should be followed.

#### 1.2 *Rationale*

The Guidelines have been designed to serve two purposes:

- (i). *facilitate the preparation of:*
  - District Medium-Term Development Plans based on GPRS II (2006-2009),

- Annual Action Plans based on the District Medium-Term Development Plans, (2006-2009),
  -
- (ii). *ensure that District Medium Term Development Plans*
- are relevant to local demands and aspirations
  - are purposefully formulated to support the achievement of national development goals and objectives (GPRS II)
  - are effectively implemented, monitored and evaluated
  - integrate SEA principles in development policies, programmes and projects (PPP) for sustainable growth and development
  - are gender sensitive
  - provide the basis for budgeting annually and throughout the Plan period;
  - provide the basis for monitoring and evaluation at the district level
  - serve as the basis for the preparation of proposals for donor /stakeholder support and partnership;
- (iii). *provide a uniform format for the harmonization DMTDP at the regional level*

### **1.3. Process of developing these Guidelines**

Preparation of these Guidelines has been very participatory. The process started by reviewing existing Planning Guidelines and other documents on planning such as the Guidelines for the preparation of District Medium-Term Development Plans based on the Ghana Poverty Reduction Strategy (GPRS), Guidelines for Operationalisation of District and Regional Planning Coordinating Units and Integrated Development Planning at District and Sub-district level in Ghana. Comments received from stakeholders with respect to the Guidelines for preparing District Medium-Term Development Plans (DMTDP) were analyzed and incorporated. Stakeholders discussed the zero draft further. The first draft resulting from the stakeholder discussions was subjected to Peer Review and subsequently pre-tested. The comments from the pre-testing workshop were incorporated into the final document prior to the nationwide orientation on the Planning Guidelines. Participation is key to the process of planning and therefore in the use of this document districts are encouraged to ensure participation as wide as possible.

### **14. Structure of the Document:**

Broadly, the document is divided into four chapters. Chapter 1 contains the background, rationale and the process of developing the Guidelines. Chapter 2 focuses on the roles of key actors, particularly in the District Plan Coordinating Unit (DPCU) and Regional Plan 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. The above chapters in general contain several illustrations with tables and diagrams to facilitate the plan preparation exercise.

## CHAPTER TWO

### 2.0 ROLE OF KEY ACTORS AND THE ACTIVITIES FOR PREPARING THE DISTRICT MEDIUM-TERM DEVELOPMENT PLAN (DMTDP)

#### 2.1. Introduction

The preparation of the DMTDP depends to a large extent, the effective and efficient roles of the key actors and their corresponding actions necessary for the formulation of the DMTDP. These include the roles and activities of the District Planning Coordinating Unit (DPCU), the Sub-team, a facilitator and the District Chief Executive.

#### 2.2. The Role of the District Planning Coordinating Unit

It is recommended that

- i. the District Planning Coordinating Unit (DPCU)<sup>1</sup> should prepare the DMTDP in consultation with all relevant stakeholders such as
  - Private Sector institutions
  - Civil Society Organisations (including NGOs, CBOs, Faith-based Organisations, Research Institutions, etc)
  - Traditional Authorities
  - Informal vibrant groups
  - The Academia.
  - Other relevant Departments
- ii. In order to facilitate its activities, a smaller team should be formed within the DPCU to be led by the District Planning Officer, who should provide backstopping to the plan preparation exercise. The output of this smaller team should be discussed by the DPCU.
- iii. In all cases, ensure gender balance in the membership.

The District Coordinating Director should lead the DPCU. The DPCU Secretariat should serve as the Secretariat to the Plan preparation exercise. The DPCU and the Secretariat should have a detailed work plan covering:

- activities to be carried out (what to do including data collection from all district departments, data analysis and synthesis etc),
- actors, (who should do what etc)
- time frame and
- a budget relating to each activity and to be financed by the District Assembly for the work to be done.

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<sup>1</sup> See Annex 1 for the list of members of the DPCUs

The DPCU should, however, equally be guided by the relevant sections of National Development Planning (System) Act, 1994, (Act 480), the Local Government Act, 1994 (Act 462) and the Civil Service Law, 1993, PNDC Law 327.

### **2.3. The Role of a Facilitator**

Districts are advised to ensure that the DMTDP is prepared by the members of the DPCUs in order to encourage ownership and strengthen capacity. However, the services of a Facilitator, knowledgeable in development planning, may be engaged, **where necessary**, to facilitate the plan preparation exercise. Such Facilitator should be vetted 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 a clear Terms of Reference (TOR) like the example in Box 2.1.

#### **Box 2.1. An Example of the Role/TOR of the Facilitator**

- ✓ facilitate the larger district discussions on results of the situation analysis including the baseline situation/conditions, consensus building on 2006-2009 district development goals, priorities etc.
- ✓ collate and analyse in detail all the major problems/issues arising out of the above discussions
- ✓ facilitate the formulation of programmes, projects and activities.
- ✓ finalise the DMTDP after adoption by the District Assembly.

### **2.4. The Role of the District Chief Executive**

District Chief Executives in collaboration with Heads of District Departments are requested to:

- § Support and Motivate members of the DMTDP Team to get the DMTDP prepared
- § Ensure that the necessary logistics are provided timely
- § Ensure that all the Departmental programmes, projects and activities are captured in the DMTDP
- § Ensure that the DMTDP reflects the national development aspiration

### **2.5. The Role of members of the District Assemblies and Sub-District Councils<sup>2</sup>**

Members of the District Assembly and the Sub-District Councils are required to

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<sup>2</sup> Sub-District Council refers to the Urban, Town, Zonal and Area Councils.

- participate in data collection
- Mobilize community members
- Facilitate the needs assessment in the communities during community dialogue meetings and workshops
- Adopt finally, the DMTDP

## **2.6. The Role of the Regional Coordinating Council (RCC) and the Regional Plan Coordinating Unit (RPCU)**

In order to facilitate the preparation of the DMTDPs by the District Assemblies, it is necessary that the RPCUs

- Provide relevant data, maps and information for the preparation of the DMTDP
- Organize orientation/workshops for the DPCU members
- Facilitate in identification of Joint District Development Programmes/Projects
- Participate in Public Hearings
- Monitor and harmonise the DMTDP
- Vet the facilitators before selection
- Either assign Planning Officer(s) from other Districts or Regional level or constitute the RPCU into a Task Force to assist Districts without Planning Officers

## CHAPTER THREE

### 3.0. SEQUENCE OF ACTIVITIES FOR PREPARING THE DMTDP

#### 3.1. Introduction

Chapter Three outlines the set of activities, required to be carried out by the DPCU in preparing the DMTDP. These activities include data collection and other steps to be followed to derive the DMTDP relating to reviewing the performance of the DMTDP based on the GPRS I and other programmes and project implemented from 2002-2005. The outputs of the reviews together with other factors will provide relevant information for the update of the District Profile and also inform the linkage of GPRS I and II. Other activities include prioritization, goal setting, development projections, objectives setting, strategies and development programmes formulation. These activities are expected to be interspersed with Public Hearing and Procedures for addressing Grievances where necessary.

#### **Box 3.1: Public Hearing**

##### **Periodic Public Hearing**

In line with section 3, subsections 1, 2 and 3 of the National Development Planning (System) Act, 1994 Act 480 the DPCU should organize periodic Public Hearings and consultations to build consensus on issues. Public Hearing and consultations should not be limited to secondary stakeholders only but be extended to cover the primary stakeholders as well. This approach should be encouraged to ensure collective ownership at the end of the planning exercise. This should also lead to facilitating the implementation of the District development plan.. (See Annex 2 ).

*Primary stakeholders* - These comprise the current poor, those excluded from the decision-making process, and those at significant risk of slipping into chronic poverty.

*Secondary stakeholders* – Those who are important in the decision-making process, but are not affected directly by the decisions. Such secondary stakeholders include the District leadership, NGOs, CBOs and MDAs.

#### 3.2. Step 1. Performance Review

Disaggregated data should be collected in consultation with the relevant stakeholders including the Sub-district Councils and the communities to review :

- (a) the performance of DMTDP Based on the GPRS 2003-2005 with respect to the following themes:
- The District Economy
  - Production and Gainful Employment

- Human Resource Development and Basic Services
  - Programmes for the vulnerable and Excluded
  - Good Governance.
- (b) Other interventions not covered by the GPRS I but implemented during 2002 to 2005. These include Housing, ICT, Child Labour and Trafficking, Pilot projects implemented by Community Based Poverty Reduction Project, VIP, SIF, EU Micro-Projects, CBRDP, Sub-District Council Development Projects as well as other interventions by NGOs and Development Partners etc.

In all cases the review should take into consideration:

- the extent of:
  - implementation of the proposed programmes and projects in terms of whether they were fully implemented, partially implemented, on-going or not implemented,
  - achievement of set goal, objectives and targets
- reasons for any deviation regarding implementation or set targets,

- Outputs**
- (i) Performance status of the DMTDP Based on GPRS 2003-2005
  - (ii) Performance status of other interventions from 2002 to 2005
  - (iii) Key problems/issues encountered during implementation and the
  - (iv) Lessons learnt which have implication for DMTDP, 2006-2009.

**Box3.2. Information from Sub-District Development Plans**

With reference to (iii), where a participatory process was used to collect current data for the preparation of a Sub-District Development Plan, the data can be useful as part of the source of information for the update of the District Profile.

**3.3. Step 2. (i). Compilation of the District Profile**

The DPCU should compile and update district profile after Public Hearing<sup>3</sup> on the available information. The compilation should be done with respect to trend analysis including how it has impacted on the development of the district and not a mere narration of the situation. It should include and not limited to the following:

- (a) **Physical and Natural Environment** – a brief description of interaction between human and the physical environment with respect to the location and size, climate, vegetation, conditions of the natural environment, conditions of the built environment, relief and drainage, soil, impact of human activities including farming and bush fires, disaster, aesthetic features and land management (e.g. land tenure systems), geology and minerals, etc.

- (b) **Demographic characteristics** - population size and growth rate, spatial distribution of population, population density, household sizes/characteristics, religious compositions, age and sex composition, labour force (including child labour), occupation distribution, migration trends, rural-urban split, dependency ratio etc.
- (c) **Culture** – a brief description and statement of 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 like festivals, necessary to promote development, negative cultural practices such as *trokosi* as well as ethnic conflicts (if any) resulting from chieftaincy disputes likely to hamper development in the district must be stated.
- (d) **Spatial analysis** – a brief description of settlement systems and linkages relating among others 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. Where the Poverty Profiling Mapping, and pro-poor programming exercise was undertaken, existing information should be updated and used etc.
- (e) **District Economy** - structure of the local economy, household income and expenditure, major economic activities (farming, fishing, mining, manufacturing industries, services-tourism, banking, communication, Income levels and analysis. Revenue and expenditure status, revenue base, economic resources, inter/intra-trade, economically active population (disaggregated labour force, i.e. employed, unemployed etc), economic infrastructure, potential growth rate, commodity export, etc.
- (f) **Governance** - description of the administrative structures for district management (including District Assembly, Departments, sub-district structures, tradition authority), accountability, participation of citizenry (communities, CBOs, CSOs, NGOs) and application of Communication strategies/public hearing (through out the planning process including dissemination and promotion of dialogue), security (police, fire, disaster management), etc.
- (g) **Social Services** – This should cover
- education-i.e. enrolment levels, infrastructure, availability of teachers, school performance etc,
  - Health care:- incidence of diseases (HIV/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 had been mentioned elsewhere, of the risks/shocks faced by the people in the District that predispose them to vulnerability e.g. 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, PLWHAS, 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, etc.

**Box 3.3. Gender Issues**

Districts are required to pay much attention to Gender issues relating to the district profile and use them during the programming and budgeting phases.

**Output** Updated District profile/baseline/current situation for visioning into the desired future of the district

**(ii). Eliciting community perspective on current needs and aspiration**

Where Sub-District Council Plans, which were prepared through participatory processes, exist, they should be considered as representing community perspective on current needs and aspirations of the Sub-Districts. In a situation where Sub-District Development Plans do not exist, community perspective on current needs and aspiration should be compiled through consultation with the people in the Sub-District Council (see Annex 3).

**(iii) Harmonisation of community needs and aspirations with identified key development gaps/problems/issues**

Community needs and aspirations identified in (ii) should be harmonized by relating them to the key gaps/problems or issues identified under the review of performances of the GPRS I and the other interventions. To ensure harmony, each community need and aspiration should be scored against the key gaps/problems or issues identified under the review of performances in a scale as follows;

**Table 3.1. Scoring**

Definition	Score
Strong relationship	2
Weak relationship	1
No relationship	0

**Table 3.2. Harmonisation of Community needs and aspirations with Identified Development Problems/Issues of GPRS I**

Identified key development gaps/ problems/issues	GPRS I THEMATIC AREAS				
Community needs and aspirations					

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:** Harmonised identified development problems/issues.

### 3.4 Step 3. Linking Harmonised Identified Development Problems/Issues to the Growth and Poverty Reduction Strategy (GPRS II)

The harmonised identified development problems should be linked to the relevant issues of the thematic pillars of the Growth and Poverty Reduction Strategy (GPRS II) namely Priorities for Private Sector Competitiveness, Human Resource Development and Good Governance and Civic Responsibility<sup>4</sup>. To ensure linkage, a matrix may be used in which each harmonized identified development problem should be scored against the issues of each pillar of the GPRS II in a scale as follows;

Table 3.3. Scoring

Definition	Score
Strong linkage	2
Weak linkage	1
No linkage	0

**Table 3.4. Linking Harmonised Identified Development Problems/Issues to the Growth and Poverty Reduction Strategy (GPRS II)**

GROWTH AND POVERTY REDUCTION STRATEGY	ISSUES PER PILLARS				
HARMONISED IDENTIFIED DEVELOPMENT PROBLEMS					

The

<sup>4</sup> Members of the DPCU should abreast themselves with the details of the pillars of the GPRS II

scores should be added together and divided by the number of harmonized identified development problems to obtain the average score. Where the score is very high, it indicates that the harmonized identified development problem is in tandem with the GPRS II issue. Low score indicates weak linkage of the two. On the other hand, where the score is zero, it indicates that the problem under consideration needs to be reviewed, if possible.

**Output**            A list of identified issues relating to GPRS II Pillars

### Box 3.4. Highlights on the Pillars of the GPRS II

#### 1. Priorities for **Private Sector Competitiveness**

- modernised agriculture (reform to land acquisition and property rights, irrigation, credit and input, crop development, livestock development, agriculture mechanisation etc)
- Support services (transportation, energy and science and technology),
- Development of additional sector to support growth (Information and Communication Technology, Tourism, Garment Industry, Music Industry, Mining),
- Employment generation, improvement and expansion of safety nets

#### 2. **Human Resource Development**

- Education, Skills, Manpower and Sports Development
- Access to Health Care, Malaria Control and Prevention of HIV/AIDS
- Population Management
- Safe Water and Environmental Sanitation
- Urban Development, Housing and Slum Upgrading/Regeneration
- Social Policy framework for mainstreaming Vulnerability and Exclusion (Integrated Child Development, Strengthening the family, HIA/AIDS and Vulnerability and Exclusion, Capacity Development in Social Work and Volunteerism, Database on the Vulnerable and Excluded Groups and Institutional Strengthening, linkages and Coordination

#### 3. **Good Governance and Civic Responsibility**

- Political Governance (Strengthening Parliament, enhancing Decentralisation, Protecting Rights under the Rule of Law, Ensuring Public Safety and Security, Managing Public Policy, Empowering Women, Enhancing Development Communication, Promoting Civic Responsibility)
- Economic Governance (Fiscal Policy Management, Improving Public Expenditure Management, Promoting Effective Debt Management, Improving Fiscal Resource Mobilisation, Monetary Policy Management, International Trade, Good Corporate and
- Promoting Evidence-based Decision making.

Gender, Environment, Vulnerability and Exclusion issues have been mainstreamed in the appropriate themes of the GPRS II. Districts are required to take note and prepare their plans accordingly.

### 3.5. Step 4. Prioritisation of Identified Issues

Identified issues should be prioritized through consensus at a stakeholder workshop, which 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.

Identified priorities should be further refined by subjecting them to the analysis of the **Potentials and Opportunities, Constraints and Challenges (POCC)** or (Strength, Weaknesses, Opportunities and Threats [SWOT]) of the District with respect to each of the Growth and Poverty Reduction Strategy thematic areas. This will enhance formulation of appropriate strategies for more implementation-oriented plans. An example of the application of the POCC is presented below;

**Table 3.5. Application of POCC**

Issue to be addressed	Potentials (from Baseline situation etc)	Opportunity	Constraints	Challenge
Increase land under irrigation	<ul style="list-style-type: none"> <li>- Acreage of available arable/irrigable land,</li> <li>- Volume of water for irrigation</li> </ul>	<ul style="list-style-type: none"> <li>- Additional resources from development partners,</li> <li>- HIPC Initiative</li> </ul>	<ul style="list-style-type: none"> <li>- Land litigation, - Environmental concerns,</li> <li>- inadequate marketing avenues</li> </ul>	<ul style="list-style-type: none"> <li>- Untimely release of support from Development Partners,</li> <li>- Bushfires</li> </ul>
<p>Conclusion: Increase land under irrigation is a feasible/viable project. Significant potentials and opportunities exist to support the Project Constraints can be addressed through developing synergies in programme design; Challenges can be managed through dialogue with development partners</p>				

**Outputs: list of the prioritized issues**

### 3.6. Development Focus

Ghana is determined to accelerate the growth of the economy and to achieve a per capita income of \$700 by the year 2009. This depends, to a large extent, on the solid foundation laid under GPRS I specifically, stabilising the macro economy in addition to supporting environment for transforming the nature of the economy. The preparation of GPRS II (2006-2009) has been guided by lessons and experiences drawn from the preparation and implementation of the GPRS I (2003-2005). While the GPRS I emphasized poverty reduction programmes and projects, the GPRS II emphasizes wealth creation and poverty reduction through growth-inducing policies and programmes. Thus although the acronyms are the same, the fundamental differences in the focus and content significantly reflect in the change from **Ghana Poverty Reduction Strategy (GPRS I)** to **Growth and Poverty Reduction Strategy (GPRS II)**.

The **Growth and Poverty Reduction Strategy (GPRS II, 2006-2009)**, which has been infused with Strategic Environment Assessment (SEA) recommendations, Millennium Development Goals (MDGs) and Gender issues, focuses on policies, strategies and programmes relating to continued macroeconomic stability, prioritized private sector-led growth, vigorous human resource development, good governance and civic responsibility that are necessary to thrust the economy into higher growth trajectory and accelerated poverty reduction. The basic goal of GPRS II is to:

***achieve accelerated and sustainable shared growth, Poverty reduction, and promotion of gender equity, protection and empowerment of the vulnerable and excluded within a decentralised democratic environment.***

The broad strategic direction for GPRS II focuses on

- **Priorities for Private Sector Competitiveness**
- **Human Resource Development**
- **Good Governance and Civic Responsibility**

### **3.7. Step 5. Setting of District Development Goal**

Goal should be set for the development of the District. A goal is an anticipated desired state, which reflects a general improvement of the condition or conditions of an individual, organisation or political entity, from a weak or poor state to a better one in the medium to long-term, thus the expectation in the long-term.

The District Goal should be peculiar to the district but compatible with the National Goal to avoid conflict and enhance monitoring and evaluation.

**Output: Clear District goal set and consistent with the National Goal**

### **3.8. Step 6 Development projections for 2006 – 2009**

Knowledge about the current and future needs of the district is very vital in development planning. It is only with that knowledge that informed decisions can be made regarding the kind of interventions required by the district with respect to the goal set. The prioritized issues should be used as the basis for Development projections/prospects for the district for the 2006-2009 planning period. The 2006-2009 projections in terms of education (e.g. projected enrolment), demand for teachers, health (e.g. demand for hospitals), Water and sanitation, housing, agriculture, arable land per capita, consumption of major crops, services and commerce sector, industrial sector etc should be based on Demographic projections and service standards. (See Annex 4), . The GPRS II indicators and targets, District and Regional specific targets may be useful in this regard. It is necessary for districts to provide Projected Accessibility Maps which will illustrate the expected changes in the spatial economy.

**Output: Projected needs.**

### **3.9. Step 7. Development of District Objectives**

The District goal must have objectives. An objective is the specific aim intended to be achieved within a specified time frame or the immediate future. For monitoring and evaluation purposes an objective must be specific, measurable, achievable, realistic, and time-bound (SMART).

#### **Box 3.5. Example: District Objective under Agriculture of the Private Sector led competitiveness**

*To increase agricultural production by 100% through effective extension services by the year 2009.*

**Output: SMART objective(s) developed**

### **3.10. Step 8. Formulation of strategies to achieve development objectives**

Appropriate strategies should be formulated to enhance the achievement of the objectives. A strategy in this context is broad approach, means, way or method to be used to achieve the expected objective, output or desired results, thus a break-down of the objective into broad executable actions. A number of strategies had been outlined in the GPRS II<sup>5</sup> which can serve as a guide in formulating district strategies.

#### **Box 3.6. Examples of strategies under Priorities for Private sector-led competitiveness**

- Improve agricultural extension services
- Promote the use of improved seeds

**Output: Appropriate strategies formulated**

### **3.11. Step 9. Formulation of Development Programmes**

Development Programmes should be formulated taking into consideration among others:

- § The prioritised development issues under the three pillars of the GPRS II
- § National goal, District development focus,/vision, goals, objectives and strategies
- § The revised pro-poor programmes based on the poverty profiling, mapping and pro-poor programming exercise as well as vulnerability and social protection programmes.

#### **Box 3.7. Example of a Programme formulated under Priorities for Private sector-led competitiveness**

A District objective to increase agricultural incomes by 100% through effective extension services by the year 2009 may have the following strategies

5

- 1 promoting the use of improved planting materials
- 2 promoting the use of improved breeds of livestock
3. promoting the use of irrigation facilities
- 4 Encouraging nuclear out-grower schemes
5. promoting micro credit schemes
6. disseminating research findings
7. providing market information

**Output: Development Programmes formulated.**

### **3.12. Step 10. Formulation of Joint Districts Programmes and Projects**

Districts should note that the formulation and implementation of certain programmes and projects might require Joint-District approach especially in a situation where a district is dependant on another district in terms of their linkages. For that matter districts should consider how best to cooperation and build joint capacities to achieve that 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: Joint District Programme formulated**

### **3.13. Step 11. Application of sustainability tools**

Identified programmes and projects should be subjected to the following sustainability tools. (See Annex 5 for details).

§ Sustainability Test

§ Internal Consistency and External Compatibility

**Output:** Viable and sustainable programmes and projects.

### **3.14. Step 12 Formulation of Composite Programmes of Action (PoA)**

Districts are required to prepare broad composite PoAs, covering the 4-year planning period. A PoA consists of a prioritised set of Programme activities and their cost, which are intended to enhance the achievement of the prioritised objectives of the plan for the Medium-Term period under the GPRS II. It provides the essential steps for ease of implementation, monitoring and evaluation. The PoA also helps to promote a cross departmental/sectoral approach towards problem solving in the districts.

A PoA should include the following:

- The District Goal
- Programme objective

- Programme strategies and activities
- Location
- Indicators
- Time Schedule
- Indicative budgets
- Implementation Arrangement (including Lead/Collaborating Agencies and their expected roles)
- Remarks

**Output:        Composite PoA.**

**Table 3.6. Example of District Composite PoA**

**Programme Goal:**.....

**Programme objective:**.....

Programme Activities	Location	TIME FRAME				Indicative Budget			Source of funding		Implementing Agencies	
		2006	2007	2008	2009		Indicators	IGF	GoG/Others	Lead	Collaborating	

### **3.15. Step 13. Preparation of Indicative Financial Plan**

District are required to prepare an Indicative Financial Plan. An Indicative Financial Plan deals with resource mobilisation and its strategies as well as expenditure. It provides an idea of how much the DMTDP may cost using the cost of the input, how resources will be mobilised and then utilised over the planned period. Financing the estimate should take into consideration sources of funding including Internally Generated Funds, projected central government in-flows such as HIPC benefits, District Assemblies Common Fund (DACF) as well as in flows regarding, planned programmes of development partners. Resource gaps should be identified and appropriate strategies embarked upon to mobilise additional resources to fill the financial gaps (e.g. floating District Bonds). Expenditure areas should be included as well as spelling out financial control mechanisms.

**Output: Broad Indicative Financial Plan prepared**

### **3.16. Step 14 Implementation of Annual Action Plans**

The composite District PoA should be phased out into Annual Action Plans to be implemented by Departments and Agencies of the District Assembly, NGOs, Private sector and the Communities. (See Annex 7) Implementation involves translating the plan into real actions to achieve the set objectives. The implementation arrangement provides information about what action to be taken, who to take that action, at what time, where, and who are responsible or principal action agent, as well as collaborating agent (s) including development partners and their roles with a budget. Implementation of activities should match up with the timely inflow of resources in order not to distort implementation schedules. A timetable to solicit participation of stakeholders in the implementation of the MTDP should be drawn. Recognition should be given to changes and/or improvements to roles/functions, procedures and institutional structures. Proposals for improvement (including capacity building) to institutional, administrative and legal framework within the district or at the national level may also be included here. Experience shows that failure to deal with these institutional/administrative matters, seriously inhibits (or creates problems during) implementation.

**Output: Annual Action Plan developed.**



### **3.17. Step 15. Linking the Plan with the Annual Budget**

The budget should be considered as allocating financial resources for the implementation of the District Plan and as such a link to the achievement of the objective of the plan. The Medium-Term Expenditure Framework (MTEF) process should be used since it links expenditure to district goal, objectives, activities 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:

- Personnel Emolument – relating to salaries and wages paid to established and non-establish post by the district assembly
- Administration – mainly relating to the running of the district administration – e.g. Travelling and transport, telecommunication, postal charges, stationery, Utilities – water, electricity, etc.
- Service – services provided by the district assembly to the people in the district e.g. provision of health care services, education, community development, sanitation, public education, training, consultancies, etc
- Investment – e.g. construction of school blocks, provision of furniture, bore holes, office blocks, purchase of equipment, computers, vehicles and other capital goods.

### **3.18. Programmes and Activities for year 2006**

It should be noted that all Programmes and activities that will be rolled over from 2005 to 2006 for implementation and those that will be initiated from January 2006 will constitute the programmes and activities for year 2006 and should be recognised as such.

### **3.19. Monitoring and Evaluation (M&E)**

The DMTDP should be systematically monitored, evaluated and reported. These will show the extent of progress made towards implementation of the GPRSII. In this direction, M&E Guidelines will be issued to assist the District Assemblies to develop and institute an effective and efficient system for tracking the implementation of programmes, projects and activities and also generate timely reports for the NDPC and other stakeholders.

### **3.20. Dissemination of the District Medium-Term Development Plan**

The DMTDP should be disseminated to create community awareness on their roles and expectations for improving their living conditions for the period 2006 to 2009. NDPC will provide the necessary Guidelines on communication strategies to be used to achieve this objective.

**Box 3.8. FORMAT FOR THE PRESENTATION OF DISTRICT MEDIUM-TERM DEVELOPMENT PLAN (DMTDP)**

The presentation of the DMTDP should follow the outline below,

**Table of Contents**

**List of acronyms**

**Executive Summary**

- i. A brief General background to the preparation of the DMTDP based on GPRS II including brief description of the process and participation of key stakeholders.
- ii. A brief insight into the scope and direction of interventions for 2006-2009.

**Chapter 1. District Profile/Current Situation :-** A statement on the:

- § Status of the performance of the district in implementing programmes and projects under the five GPRS I
- themes as contained in the previous plan (DMTDP 2003 – 2005 and other interventions from 2002 to 2005.
- Existing current situation or baseline/profile of the district as informed by the GPRS I and other factors
- Community needs and aspirations linked to gaps from review of performance
- A summary of key development problems/issues/gaps identified from the situation analysis

**Chapter 2. District Development Priorities :-** A statement on

- § the district development priorities linked to the pillars of the GPRS II with respect to;
- § Priorities for Private Sector competitiveness
- § Human Resource Development
- § Good Governance and Civic Responsibility

**Chapter 3. District Development Goal and Objectives:-** A statement on

- a clear District Goal consistent with the Goal of the Growth and Poverty Reduction Strategy (GPRS II).
- Development projections for 2006-2009
- specific, measurable, achievable, realistic and time bound (SMART) objectives in the relation to the Pillars of the GPRS II.
- Strategies/activities to achieve the objectives

**Chapter 4. Development Programmes :-** Statement on

- § adopted broad composite District Development Programmes for 2006-2009 formulated in Logical frame (including Joint Programmes if any).
- § **Indicative Financial Plan.**

**Chapter 5. Implementation of Annual Action Plan:-** A statement on

- Arrangement made to implement the broad composite PoA through Annual Action Plans
- Linking Plan to the Annual Budget

**Chapter 6. Monitoring and Evaluation Arrangements :-** A statement on arrangement made to monitor and evaluate the District Medium-Term Development Plan.

## CHAPTER FOUR

### 4.0. HARMONIZATION OF DISTRICT PLANS BY REGIONAL COORDINATING COUNCILS (RCCS)

#### 4.1. Introduction

The Local Government Act, 1994 (Act 462) and the National Development Planning (Systems) Act, 1994 (Act 480) make the Regional Co-ordinating Councils (RCCs) responsible for the coordination and harmonization of district development plans and subsequent submission to the National Development Planning Commission (NDPC).

#### 4.2. The Rationale of the Harmonisation exercise

The rationale of the harmonization exercise is to ensure that:

- ◆ district development plans are compatible with stated national development objectives in relation to the Pillars ;
- ◆ resource is efficiently allocated and utilized
- ◆ there is balance in the level and distribution of services planned for by the districts in the region.
- ◆ the sphere of influence of a planned facility has adequate accessibility (roads, etc) and population to guarantee its sustained utilization. (This is to avoid under-utilization of economic and social services). Facilities must be well located to avoid polarization in particular geographical areas
- ◆ there is spatial equity in the location of facilities and services. District Assemblies must also take into consideration sectoral Planning standards/guidelines i.e. location of existing facilities, even in neighbouring districts, before locating their facilities.
- ◆ areas requiring joint planning
- ◆ there is compatibility among the elements in each district development plan in order to ensure sustainable development. For example, sectoral goals must be mutually supportive and complementary to one another whilst planned development programmes should be consistent with district development goals and objectives
- ◆ there is mutual supportiveness among district development plans to achieve equitable and balanced regional development.
- ◆ there is gender equity in the planning process
- ◆ Social protection measures have been planned for the Vulnerable and excluded in the district plan
- ◆ inclusion of necessary complementary Projects in district development plans

### Box 4.1. Examples of complementarity

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.

### 4.3. Procedure for Harmonization of District Medium-Term Development Plan by Regional Coordinating Councils (RCCs)

The coordination and harmonization of district development planning by RPCUs should be done in accordance with the following procedure:

#### i. **Compatibility of DMTDP with national development objectives**

To ensure that the **DMTDP is compatible with the national development objectives** with respect to the GPRS II pillars, each district activity should be scored against the objectives of each pillar in a scale as follows;

Table 4.1. scoring

Definition	Score
Highly compatible	2
Compatible	1
Neutral	0
Incompatible	-1
Highly Incompatible	-2

Table 4.2. District Activities vrs. National Objectives

S/N	District Activities	National objectives per pillar	Score

The scores should be added together and divided by the number of activities to obtain the average score. Where the score is positive, it indicates that the activity is compatible/supportive. On the other hand, where the score is negative, it indicates that the activity

- should be closely monitored
- can be reviewed, if possible

#### ii. **Efficient allocation of resource**

To determine whether resources have been efficiently allocated, Districts should match activities against the percent of resources allocated as indicated in the box below

Table 4.3. Activities vrs resources allocated

District Activity	Percentage of IGF	Percentage of DACF	Others – Donors, Development Partners, HIPC etc

Comment on the percentage should indicate whether the budget has been done in consonance with the priorities of the district.

### iii. Level and distribution of services

This describes the extent to which the planned projects have been distributed among the Area Councils. The following tools may be useful in this regard:

- (a) a scalogram for example may be used to indicate the distribution of the towns/settlements by Area Council
- (b) the poverty mapping should indicate the extent to which the poorest of the poor (vulnerable and excluded) can be identified and catered for
- (c) the key services with respect to GPRS II pillars include
  - i. Human Resource Development
    - a. Education
    - b. Health including HIV/AIDS
    - c. Water and Environmental sanitation etc
  - ii. priorities for Private Sector Competitiveness
    - i. Agriculture Extension Officer : Farmer ratio
    - ii. Intervention to support the private sector i.e. and private sector led interventions
    - iii. Promotion of services to support the private sector i.e. energy etc
  - iii. Good Governance and Civic Responsibility
    - (a). level of operationalisation of the sub-district structures
    - (b). provision for emergencies – disaster, conflict resolution in the plan
    - (c) communication strategy in disseminating information at the district level
    - (d) activities designed to empower women and vulnerable and the exclusion
    - (e) M&E strategies

**iv. Spatial Equity**

To ensure spatial equity, the scalogram may be useful. Here look at the

- centrality index and compare the indices of the various districts
- Spheres of influence of specific activities e.g. in locating a hospital in one particular district

**v. Extent to which the necessary complementary facilities have been planned for in the provision of infrastructure**

The table below may be used for (5)  
 Table4.4. Services and complementary facilities

services	Complementary facilities

**vi. Arrangements for cross sectoral collaboration**

The RPCU should identify activities that will need cross sectoral collaboration and advise the districts concerned accordingly (i.e. education and health in malaria and cholera control.

**vii. Gender Equity**

Gender auditing should be carried out by the RPCUs with respect to ensuring gender equity. The district profile programmes, budget, Report of the Public Hearing/District Communication Programmes addressing concerns and participation of women will be useful in this exercise.

The following may be used as a timeframe for the harmonization exercise;

Table 4.5. Time frame for harmonisation

ACTIVITIES	TIME/DURATION
i. Members of the of the RPCUs are requested to go round the various DPCUs within their region to offer the necessary advisory services during the preparation of the district development	Week 1 after Orientation by NDPC up to Week 12
ii. The Chairman of the RCC writes to DCEs to submit DMTDP and Harmonisation Format to the RCC	Week 12-13
iii. The DCE submits the DMTDP and the Harmonization Format to the RCC	Week 14
iv. Chairman of RCC through the Chairman of the RPCU circulates copies of each district's DMTDP and Harmonisation format to members of the RPCU for study.	Week 14
v. Chairman of RPCU convenes a meeting of the RPCU to <ul style="list-style-type: none"> <li>• Review each DMTDP vis a vis the Harmonisation format in terms of the</li> </ul>	Week 15

	interventions:- per sector, per location with neighbouring districts etc with respect to the above stated rationale	
vi.	Discuss and agree on relocation of conflicting interventions with the RCC	Week 17
vii.	Chairman of the RCC informs DCEs of relevant Districts Assemblies in writing of suggested modifications by RCCs	Week 19
viii.	DCE of relevant District Assemblies convenes a meeting of the District Assemblies to deliberate on modification suggested by RCC	Week 20
ix.	Modification accepted by the District Assembly are incorporated into DMTDP	Week 21
x.	DCE submits modified DMTDP to Chairman of RCC.	Week 23
xi.	RPCU prepares final draft Regionally-Harmonised Report	Week 25
xii.	Chairman of RCC circulates copies of the final draft Regionally-Harmonised Report to the RCC members.	Week 25
xiii.	Chairman of RCC convenes meeting of RCC to approve Final Draft Regionally-Harmonised Report	Week 27
xiv.	Chairman of RCC submits Regionally-Report to the NDPC.	

Where the RCC's recommendation to modify the DMTDP is not accepted by the District Assembly, the DCE should, following a resolution of the District Assembly to that effect write to the Chairman of the RCC informing him/her on the position of the District Assembly (with reasons), with a copy of the district-approved DMTDP attached. The Chairman of the RCC should, consequently, submit to NDPC the DMTDP (unchanged) with the comments of the District Assembly on the modifications, and the recommended modifications by the RCC, together with a copy of the regionally-coordinated programme for socio-economic development.

While the District assemblies are required to submit their DMTDP to NDPC by the 21<sup>st</sup> week, the RCCs are requested to submit to the NDPC all Regionally-Harmonised Reports not later than the 27<sup>th</sup> week after the Orientation exercise.

## 5. SUMMARY OF STAKEHOLDER PARTICIPATION AND RESPONSIBILITIES

Plan Preparation Activities	Task required	Lead	Collaborators
1. Performance Review	(on-going) field/desk study-Data collection from reports, other documentations, communities etc for analysis relating to review of performance of DMTDP, other Interventions from 2002-2005,  Key Outputs: (i). Performance status of the DMTDP Based on GPRS 2003-2005 (ii). Performance status of other interventions from 2002 to 2005 (iii). Key identified problems/gaps	DPCU	District Departments, Assembly members, Sub-District Councils, Parliamentarians, Development Partners, NGOs, Private Sector, CSO etc
2. District Profile/Current Situation	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: <ul style="list-style-type: none"> <li>• Current Situation/District Profile</li> <li>• Summary of key Development problems</li> </ul>	DPCU	District Departments, Sub-District Councils, Assembly members, Parliamentarians, Traditional Authorities, Development Partners, NGOs, Private Sector, CSO, Communities leaders etc,
3. Linking Harmonised Identified Development Problems/Issues to the Growth and Poverty Reduction Strategy (GPRS II)	Desk work to link identified problems from 1 and 2 with the GPRS II Pillars	DPCU	District Departments
4. Prioritisation  5. Goal, development projections, Objectives, strategies, Development Programmes, Composite Programme of Action, Indicative Financial Plan.	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, <ul style="list-style-type: none"> <li>• application of the POCC to refine identified priorities</li> </ul> Key Output: Agreed Prioritised problems  (ii). Goal setting, Development Projections for 2006-2009 with respect to population forecast etc, objective setting and formulation of strategies  Key Outputs: Set goal, objectives and strategies formulated  (iii). and building consensus (Public Hearing) on Development Programmes. <ul style="list-style-type: none"> <li>• Application of sustainability tools,</li> </ul> (iv). preparation of Composite PoA and Indicative Financial Plan  Key Outputs: Refined development programmes, Composite PoA and Indicative Financial Plan prepared	DPCU	DCE (Chair) District Departments, Sub-District Councils, Assembly members, Parliamentarians, Traditional Authorities, Development Partners, NGOs, Private Sector, CSO, Communities leaders etc,
6. Implementation, Monitoring and Evaluation (M&E) arrangements	Desk work and consensus building - detailing out Annual Action Plans (AAP) including M&E, responsibilities and Budget. Workshop to finalise the AAP, M&E Plan and Budget	DPCU	DCE (Chair) District Departments, Sub-District Councils, Finance and Administration Sub-Committee, NGOs etc,
7. Compilation of DMTDP	Desk work to compile all the outputs of the various activities into the DMTDP	DPCU	
8. Final Public Hearing	Disseminating the content of the DMTDP	DPCU	
9. Adoption of the DMTDP	Meeting of the District Assembly to deliberate and adopt DMTDP  Output:: Approved DMTDP		

## ANNEXES

### ANNEX 1. LIST OF MEMBERS OF THE DISTRICT PLANNING COORDINATING UNIT

	Metropolitan Assemblies	Municipal Assemblies	District Assemblies
<b>1</b>	Metropolitan coordinating Director	Municipal coordinating Director	District coordinating Director
<b>2</b>	Metropolitan planning Officer	Municipal Planning Officer	District Planning Officer
<b>3</b>	Metropolitan Budget Officer	Municipal Budget Officer	District Budget Officer
<b>4</b>	Metropolitan Finance Officer	Municipal Finance Officer	District Finance Officer
<b>5</b>	Metropolitan Director of Health	Municipal Director of Health Services	District Director of Health Services
<b>6</b>	Metropolitan Director of Education	Municipal director o Education	District Director of Education
<b>7</b>	Metropolitan Director of Agriculture	Municipal Director of Agriculture	District Director of Agriculture
<b>8</b>	Metropolitan Director of Urban Roads	Municipal Director of Urban Roads	District Director of Social Welfare or Community Development
<b>9</b>	Metropolitan Director of Town and Country Planning	Municipal Physical Planning Officer	District Physical Planning Director
<b>10</b>	Metropolitan Director of Social Welfare or Community Development	Municipal Director of Social Welfare or Community Development	District Director of Works or Engineer
<b>11</b>	Nominee of the Metropolitan Assembly	Nominee of the Municipal Assembly	Nominee of the District Assembly

NB: Other relevant Departmental Heads can be co-opted as and when needed.

## **ANNEX 2. PUBLIC HEARING AND GRIEVANCE PROCEDURES**

### **2.1 Guidelines for Public Hearing /Public Hearing Report of District Development Plans**

#### **1. INTRODUCTION**

The new 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 this community participation as follows:

- a) It is required that a District Assembly should conduct a public hearing of District Development Plans before such Plans are adopted.
- b) Sub-district local authorities (such as town or area councils, the 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 plan formulation on development programs, 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 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 in community participation and in 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 and ideal 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 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)<sup>6</sup> 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 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.

## **3. PARTICIPATION AT PUBLIC HEARINGS**

The full participation of each member or citizen of the District, area, unit or community in the deliberation of the public hearing is necessary for the achievement of set goals and objectives of the Development Plans.

Ideally, therefore ALL citizens who are of age and of sound mind within the jurisdiction of the Plan Area should be present at the public hearings. But given the

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<sup>6</sup> The term *Planning Authority* is used here and elsewhere in this set of Guidelines to refer to both District and Sub-District Planning Authorities

constraints and limitations involved in mobilizing all citizens, it is expected, in any case, that a very broad spectrum of citizens can be composed through the following:

- 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 organs 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 which 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 can 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 out to the public at least 14 days in advance of 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 celebrations or holidays.

#### **6. PRESENTATION OF THE 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 labour 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 coordinator/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 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.

It is required that after the Plan is completed it must be given more publicity with adverts, to notify the people of the completion of the Plan and 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 Area Council*

*Venue:*

*Date:*

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

b. Names of special/interest groups & individuals invited:

*Identifiable Representations at hearing:(e.g. 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:

l. 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 District Assembly: ..... ..

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

Signature of Planning Officer: .....

## **2.2. GRIEVANCE PROCEDURE 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 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 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. No appeal can be made until the bye-law approving the plan, zoning etc. has been passed by the NDPC.
- 4.11. In respect of appeals against planning decisions the time is normally six months.

## 5. FINAL DECISION

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

## ANNEX 3 PROCEDURE FOR PRIORITIZATION

### 3.1 URBAN/TOWN/AREA LEVEL

1. List the priorities 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 similar to the example below and list the community needs in the first column as shown.
4. Indicate the whole range of unit Levels ranking (i.e. 1<sup>st</sup>, 2<sup>nd</sup>, 3<sup>rd</sup>, 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<sup>th</sup>)
5. Assign weights to the ranks. For instants, if the maximum number of needs (priorities)submitted by unit is six, then simply assign a weight of “6” to the “1<sup>st</sup> Rank,”5” to “2,”4” to “3”,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. For instance, in the example below ,six(6) units ranked the “Construction/Rehabilitation of School Blocks “as”1<sup>st</sup>;three(3) of them ranked as 2<sup>nd</sup>,while one (1)unit each ranked it as 5<sup>th</sup> and 6<sup>th</sup> respectively; none of them ranked as 4<sup>th</sup> .(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 (“Construction/rehabilitation of school Blocks”, “Provision of Public Toilets” and “Provision of potable Water”) were selected by all the 13 Units.)
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. For instance, 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 up 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

UNIT LEVEL RANKING/WEIGHT	1 <sup>ST</sup>	2 <sup>ND</sup>	3 <sup>RD</sup>	4 <sup>TH</sup>	5 <sup>TH</sup>	6 <sup>TH</sup>	TOTAL WEIGHTED SCORE	U/T/A LEVEL RANKING
	6 (36)	5 (15)	4 (8)	3 (3)	2 (2)	1 (1)		
COMMUNITY NEED	6 (36)	5 (15)	4 (8)	3 (3)	2 (2)	1 (1)	62	3 <sup>rd</sup>
Construction /rehabilitation of school Blocks	6 (36)	3 (15)	2 (8)	-	1 (2)	1 (1)	62	3 <sup>rd</sup>
Provision of public Toilets	7 (42)	2 (10)	3 (12)	1 (3)	-	1 (1)	67	2 <sup>nd</sup>
Provision of Health Facilities	-	4 (20)	5 (20)	1 (3)	-	1 (1)	44	5 <sup>th</sup>
Provision of potable Water	8 (48)	3 (15)	-	2 (6)	-	-	69	1 <sup>st</sup>
Rehabilitation of Feeder Roads	3 (18)	2 (10)	-	-	1 (2)	2 (2)	32	8 <sup>th</sup>
Provision of Markets	-	-	4 (16)	-	2 (4)	3 (3)	23	9 <sup>th</sup>
Provision of Farming inputs/Credits	6 (36)	2 (10)	1 (4)	1 (3)	-	-	53	4 <sup>th</sup>
Creation of jobs for the youth	3 (18)	-	3 (12)	2 (6)	1 (2)	1 (1)	39	6 <sup>th</sup>
Provision of Community Libraries	-	1 (5)	-	3 (9)	2 (4)	-	18	10 <sup>th</sup>
Agro-processing	3 (18)	2 (10)	1 (4)	-	-	2 (2)	34	7 <sup>th</sup>

## 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.

### 3.2 POTENTIAL, OPPORTUNITIES, CONSTRAINTS AND CHALLENGES (POCC) ANALYSIS

Identified priorities should be further refined by subjecting them to the **Potentials** and **Opportunities, Constraints** and **Challenges (POCC)** of the development of the district in relation to each of the Growth and Poverty Reduction Strategy thematic areas. This will enhance formulation of appropriate strategies for more implementation-oriented plans.

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

**Opportunities** are external factors that positively influence development in a district (e.g. choice of district for a pilot project on malaria control by central government).

The **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).

Using education under Human Development as an example, application of POCC is demonstrated in Table 1 as follows:

#### 3.2.1 Application of POCC/SWOT Analysis

- Step 1. For each activity identify its corresponding potentials, opportunities, constraints and challenges.
- Step 2. Relate the activity against the identified Potentials, opportunity, constraints and challenges to determine its feasibility/viability.

## EXAMPLE OF APPLICATION OF POCC/SWOT ANALYSIS

Issue to be addressed	Potentials (from Baseline situation etc)	Opportunity	Constraints	Challenge
Increase land under irrigation	<ul style="list-style-type: none"> <li>- Acreage of available arable/irrigable land,</li> <li>- Volume of water for irrigation</li> </ul>	<ul style="list-style-type: none"> <li>- Additional resources from development partners,</li> <li>- HIPC Initiative</li> </ul>	<ul style="list-style-type: none"> <li>- Land litigation, - Environmental concerns,</li> <li>- inadequate marketing avenues</li> </ul>	<ul style="list-style-type: none"> <li>- Untimely release of support from Development Partners,</li> <li>- Bushfires</li> </ul>
<p>Conclusion: Increase land under irrigation is a feasible/viable project. Significant potentials and opportunities exist to support the Project Constraints can be addressed through developing synergies in programme design; Challenges can be managed through dialogue with development partners</p>				

The result of such an analysis would lead to the following:

- list of feasible/viable revised activities
- list of the Potentials of the District, which can be developed to achieve the District objective and goal.
- list of opportunities (beyond the District), but which are essential to meeting development needs such that the Government have to lobby the relevant Development Partners for support.
- list of constraints of the District, which have to be synergised in programme/project design to tackle the problems.
- list of challenges that can hinder development or resource utilisation.

### ANNEX 4. Steps in Making 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:** Populations 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 a population projection 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 to product is determine by planning period under consideration, which may focus on the short to medium term (e.g. five years)

3. **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 to product is determine by planning period under consideration ,which may focus on the short to medium term (e.g. five years)
4. **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.
5. **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 been significantly declined further and to what extent? Migration statistics as the district level is usually not in existence, butt we should have fair ideas 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?
6. **Determine the Growth Rate:** The next step is to use the assumptions we have made under step 4 as a basis for 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.
7. **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 Future Group International ad 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 a specially designed form making population projection. 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 a 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

$$P_t = P_0 e^{rt}$$

Where  $P_0$  = the current (base-year) population

$P_t$  = 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,  $P_t = P_0 e^{rt}$

$$P_t = 150,200 \times e^{0.032(5)} = 176,261.$$

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 intercensal population growth rate between 1984-2000 is calculated as follows:

$$P_0 = 96,000 \quad P_t = 146,000 \quad t = 16, \quad r = ?$$

Applying the formula  $r = \frac{\ln \left( \frac{P_1}{P_0} \right)}{t}$  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

$$\text{we have } r = \frac{\ln \left( \frac{146,000}{96,000} \right)}{16} = 0.026 = 2.6\%$$

Therefore, population growth rate between 1984-2000 is 2.6% per annum.

## ANNEX 5. 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:

0	1	2	3	4	5
Not Relevant	Works <b>strongly against</b> the aim	Works <b>against</b> the aim	On balance has <b>neutral</b> effects on the aim	<b>Supports</b> the aim	<b>Strongly supports</b> the aim

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:		
CRITERIA – BASIC AIMS AND OBJECTIVES	INDICATORS	PERFORMANCE MEASURE
<b>EFFECTS ON NATURAL RESOURCES</b>		
<b>Protected Areas and Wildlife:</b> should be conserved, and these resources should be enhanced where practical.	Sensitive areas shown on (GIS) maps	(0) 1 2 3 4 5
<b>Degraded Land:</b> Areas vulnerable to degradation should be avoided, and already degraded land should be enhanced.	Vulnerable areas shown on (GIS) map	(0) 1 2 3 4 5
<b>Energy:</b> The activity should encourage efficient energy use, and maximize use of renewable rather than fossil fuels.	Quantity /type of fuel/energy required	(0) 1 2 3 4 5
<b>Pollution:</b> Discharges of pollutants and waste products to the atmosphere, water and land should be avoided or minimised.	Quantity /type of pollutants and waste	(0) 1 2 3 4 5
<b>Use of Raw Materials:</b> All raw materials should be used with maximum efficiency, and recycled where practical.	Quantity and type of materials	(0) 1 2 3 4 5
<b>Rivers and Water bodies:</b> should retain their natural character.	Minimum flows/ water levels set	(0) 1 2 3 4 5
		(0) 1 2 3 4 5
<b>EFFECTS ON SOCIAL AND CULTURAL CONDITIONS</b>		
<b>Local Character:</b> 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
<b>Health and Well-being:</b> The activity should benefit the work force, 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
<b>Gender:</b> The activity should empower women.	Number of women empowered	(0) 1 2 3 4 5
<b>Work for Local People:</b> 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
<b>Participation:</b> 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
<b>Access:</b> to land should be improved.	Number of people assisted	(0) 1 2 3 4 5
<b>Access:</b> to water should be improved.	Number of people assisted	(0) 1 2 3 4 5
<b>Access:</b> to transport should be improved.	Number of people assisted	(0) 1 2 3 4 5
<b>Sanitation:</b> Should be improved.	Number of people assisted	(0) 1 2 3 4 5
<b>Equity:</b> 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
<b>Vulnerability and Risk:</b> of drought, bushfire, floods crises and conflicts and epidemics should be reduced.	Occurrence monitored	(0) 1 2 3 4 5
		(0) 1 2 3 4 5
<b>EFFECTS ON THE ECONOMY</b>		
<b>Growth:</b> 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
<b>Use of local materials and services:</b> 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
<b>Local Investment of Capital:</b> 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 record by marking an ( ■ ) 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 ( ■ )

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.

**COMPATIBILITY MATRIX FOR THE ANALYSIS OF DISTRICTAL ACTIVITES AGAINST EACH OTHER**

		1	2	3	4	5	6	7	8	9
No.	District Activity									
1	District Activity									
2										
3										
4										
5										
6										
7										
8										
9										

COMPATIBILITY MATRIX - RECORD SHEET

No.....

*District*

.....  
.....

ACTIVITY NO.	SCORE	REASONS FOR INCOMPATIBILITY
1 &5		
1& 7		

## **ANNEX 6 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 District Assembly. The PoA Guideline covers:

- 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 based on the GPRS II
- § supports the achievement of District Medium-Term goal and objectives
- § 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 of 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 District PoA.

**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 District Annual Action 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:

- The District Goal
- Programme objectives
- Programme activities
- Indicators
- Time Schedule (into 4 Quarters)
- Indicative budgets
- Implementing Agencies (Lead/Collaborators and their expected roles)
- Monitoring and Evaluation Arrangements
- Remarks

**Output:** A set of tables of the Annual Action Plans (See Annex 10).

#### **4.4. Activity 4 : Budgeting**

District Department and Agencies should prepare comprehensive budget to implement the Annual Action Plan using the Medium-Term Expenditure Framework (MTEF) process.

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

**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 in Chapter Seven.

#### **IMPLEMENTATION ARRANGEMENT FOR THE 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 District POA for 2006-2009

#### **Chapter 1. Programme of Action of District Department or Agency**

A brief description of the POA of the District Department or Agency for 2006-2009 covering

- The District Goal
- Programme objectives
- Relevant Programme, Projects or activities of the District Department or Agency
- Performance Indicators
- Time Schedule (into 4 Quarters)
- Indicative budgets
- Implementing Agencies (Lead/Collaborators and their expected roles)
- 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

## 7. 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 sector 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 borne 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:

$r = 100 \times (\text{CBR} - \text{CDR} + \text{M})$ , 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  $\text{CBR} = 40/1000$ ,  $\text{CD} = 11/1000$  and  $\text{NM} = 6/1,000$ , then  $R = 100 \times (40/1000 - 11/1000 + 6/1000) = 100 \times (35/1000) = 3.5\%$ . 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, mortality 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.

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