

NATIONAL DEVELOPMENT PLANNING COMMISSION



GUIDELINES FOR THE PREPARATION OF MEDIUM-TERM DEVELOPMENT PLANS BY MINISTRIES, DEPARTMENTS AND AGENCIES 2014-2017

TABLE OF CONTENTS

TABLE OF CONTENTS	1
CHAPTER ONE.....	1
GENERAL INTRODUCTION	1
1.0 BACKGROUND.....	1
1.1. RATIONALE FOR THE GUIDELINES	2
1.2. PROCESS OF DEVELOPING THESE GUIDELINES	2
1.3. STRUCTURE OF THE DOCUMENT.....	2
CHAPTER TWO.....	3
ROLE OF KEY ACTORS AND THEIR ACTIVITIES FOR PREPARING THE MTDP	3
2.0. INTRODUCTION.....	3
2.1. FORMATION OF MTDP PREPARATION TEAM	3
2.2. THE ROLE OF THE MTDP PREPARATION TEAMS	3
2.4. THE ROLE OF CHIEF DIRECTOR/HEAD OF THE ORGANISATION.....	4
2.5. THE ROLE OF THE NDPC	4
2.5. THE ROLE OF THE MINISTRY OF FINANCE	5
CHAPTER THREE	6
SEQUENCE OF ACTIVITIES FOR PREPARING THE MTDP.....	6
3.0. INTRODUCTION	6
3.1. STEPS IN THE MTDP PLANNING PROCESS	6
<i>Step 1: Vision, Mission and functions.....</i>	<i>6</i>
<i>Step 2: Performance Review</i>	<i>6</i>
<i>Step 3: Compilation of the Profile of Sector of the MDA.....</i>	<i>7</i>
<i>Step 4: Transition from GSGDA 2010-2013 to NMTDPF 2014-2017</i>	<i>10</i>
<i>Step 5: Prioritisation</i>	<i>10</i>
<i>Step 6: Formulation of Goals of the MDA</i>	<i>11</i>
<i>Step 7: Development Projections for 2014–2017.....</i>	<i>11</i>
<i>Step 8: Adoption of Policy Objectives and Strategies.....</i>	<i>11</i>
<i>Step 9: Formulation of Development Programmes and sub-programmes of MDAs.....</i>	<i>11</i>
<i>Step 10: Identification of Implementation Strategies for Programmes and Sub-Programmes.</i>	<i>13</i>
<i>Step 11: Preparation of Programme of Action (PoA) of the MDAs</i>	<i>14</i>
<i>Step 12: Preparation of Indicative Financial Plan</i>	<i>14</i>
<i>Step 13: Preparation of Annual Action Plans of the MDAs</i>	<i>14</i>
3.2. MONITORING AND EVALUATION (M&E)	15
3.3. DEVELOPMENT OF COMMUNICATION PLANS OF MDAS	15
3.4. OUTLINE OF MEDIUM-TERM DEVELOPMENT PLAN OF MDAS.....	16
ANNEX 1. NATIONAL DEVELOPMENT PLANNING SYSTEM ACT, 1994.....	18
ANNEX 2. PROGRAMMES AND SUB-PROGRAMMES OF MDA	19
ANNEX 3. MDA PROGRAMME OF ACTION (PoA).....	20
ANNEX 4 ANNUAL ACTION PLAN OF MDA.....	21
GLOSSARY	22

ACRONYMS

AAP	-	Annual Action Plan
AIDS	-	Acquired Immuno Deficiency Syndrome
CSOs	-	Civil Society Organizations
EIA	-	Environmental Impact Assessment
GoG	-	Government of Ghana
GPRS I	-	Ghana Poverty Reduction Strategy
GPRS II	-	Growth and Poverty Reduction Strategy
GSGDA	-	Ghana Shared Growth and Development Agenda
HIPC	-	Highly Indebted Poor Countries
HIV	-	Human Immuno-deficiency Virus
ICT	-	Information and Communication Technology
IGF	-	Internally Generated Funds
M&E	-	Monitoring and Evaluation
MDAs	-	Ministries, Departments and Agencies
MTDP	-	Medium-Term Development Plan
MDGs	-	Millennium Development Goals
MoF	-	Ministry of Finance
MMDAs	-	Metropolitan, Municipal, District Assemblies
MTEF	-	Medium Term Expenditure Framework
NDPC	-	National Development Planning Commission
NDPS	-	National Development Planning Systems
NGO	-	Non-Governmental Organization
NMTDPF	-	National Medium Term Development Policy Framework
PoA	-	Programme of Action
PBB	-	Programme Based Budgeting
PLWHA	-	Persons Living with HIV/AIDS
POCC	-	Potentials, Opportunities, Constraints and Challenges
PPP	-	Policies, Programmes and Projects
PPME	-	Policy, Planning, Monitoring and Evaluation
PPMED	-	Policy, Planning, Monitoring and Evaluation Department
PSC	-	Private Sector Competitiveness
SD	-	Sustainable Development
SEA	-	Strategic Environmental Assessment
SIF	-	Social Investment Fund
SWOT	-	Strengths, Weaknesses, Opportunities and Threats
TOR	-	Terms Of Reference

CHAPTER ONE

GENERAL INTRODUCTION

1.0 BACKGROUND

It is said, the best way to predict the future is to create it¹. Creating the future can hardly be decoupled from systematic/ effective planning. It is against this backdrop that these Guidelines have been developed. The Guidelines, which are a set of proposals based on the synergy between the National Medium-Term Development Policy Framework (NMTDPF) and the principles of Programme Based Budgeting (PBB), are meant to assist MDAs in translating the policies and strategies in the NMTDPF into their Medium-Term Development Plans (MTDP) for implementation. The introduction of PBB into our planning system is intended to bring a stronger performance focus to budget of the MDAs by linking Policy objectives to budget outputs and activities.

The new approach will simplify the process of budget preparation and allow MDAs to be more strategic in their approach to budget management. The inclusion of PBB is intended to improve the connectivity between planning and the achievement of output and outcomes and also improve the effectiveness and efficiency of private sector spending

The implementation of the Medium-Term Development Policy Framework (2014-2017) is the responsibility of the Ministries, Departments and Agencies (MDAs) and Metropolitan, Municipal and District Assemblies (MMDAs) to formulate their programmes and actions into their MTDP to improve the living conditions of Ghanaians. Civil Society Organisations (CSOs) and private sector organisations are encouraged to draw inspiration from the NMTDPF in the preparation of their MTDP.

In doing this, key Acts and Regulations have been considered as the mandate of MDAs to undertake development planning and budgeting functions². These functions are to be based on the national development goals and Guidelines for the preparation of Medium-Term Development Plan (MDA Planning Guidelines) issued by the NDPC. MDAs' are required to submit their MTDPs to the NDPC for consideration and approval. The Ministry or MDAs shall monitor the implementation of approved development plans and submit a report to the NDPC in the prescribed form. (See Annex 1).

¹ Abraham Lincoln, ... (Date)

² Sections 1, 10 and 11 of the National Development Planning (System) Act 1994 (Act 480), Civil Service law, 1993 (PNDC 327), Financial Administration Regulations (2004) of Act 656.

1.1. RATIONALE FOR THE GUIDELINES

The 2014-2017 Guidelines have been designed to:

- (i) Facilitate the preparation of:
 - MTDP of the 2014-2017,
 - Annual Action Plans based on the MTDP and PBB

- (ii) Ensure that the MTDP:
 - is formulated to support the achievement of national development goals and objectives of the Medium-Term Development Policy Framework (2014-2017)
 - integrates cross-cutting issues (e.g. Population, Gender, SEA, Climate Change, Vulnerability etc.) in development policies, programmes and projects (PPP) for sustainable development
 - contains Programme of Action and Annual Action Plans
 - provides the basis for effective implementation, monitoring and evaluation at the MDA level
 - provides the basis for the preparation of proposals for donor/stakeholder support and partnership;

- (iii) Provide the basis for a harmonized National Medium-Term Development Plan (NMTDP).

1.2. PROCESS OF DEVELOPING THESE GUIDELINES

The Guidelines have been developed based on extensive consultation and consensus building with a variety of stakeholders involving MDAs, MMDAs, academia, NGOs, experts in the relevant field and Development Partners. This is to ensure ownership and facilitate the preparation and implementation of the MDA plan.

1.3. STRUCTURE OF THE DOCUMENT

The document is divided into three chapters. Chapter 1 contains the background, rationale and the process of developing these Guidelines. Chapter 2 focuses on the roles of key actors in the Plan Preparation exercise by the MDAs. Chapter 3 presents the detailed activities including the relevant steps for the development of the SMTDP in addition to how intra and inter-MDAs' issues would be addressed. The chapters contain several illustrations including tables and diagrams to facilitate the plan preparation exercise.

CHAPTER TWO

ROLE OF KEY ACTORS AND THEIR ACTIVITIES FOR PREPARING THE MTDP

2.0. INTRODUCTION

The successful preparation of MTDP depends to a large extent on the active participation, collaboration and support of the key actors concerned. This chapter therefore presents the various actors, namely the MTDP Preparation Team, the MDAs Ministers, facilitators and NDPC as well as their respective role in MTDP preparation process.

2.1. FORMATION OF MTDP PREPARATION TEAM

i. Each MDA should form MTDP Preparation Team. The composition of the MTDP Preparation Team may be guided by the following:

- Chief Director of the MDA or Head of organisation
- Head of the PPME (Policy, Planning, Monitoring and Evaluation) or its equivalent of the organization
- Head of Finance and Administration
- Heads of Departments and Agencies (Cost Centres)
- Heads of all Projects within the MDA where relevant
- Officers in charge of policy and/or Budget (where applicable)
- Public Relations Officers/Information Officers
- Representatives of relevant MDAs umbrella Networks of Civil Society (NGOs, CBOs, Faith-based Organisations, Private Research Institutions, etc.)
- Representatives of Traditional Authorities (where applicable).
- Officers responsible for cross-cutting issues such as gender, HIV, climate change, etc., where applicable.
- Any other person with the requisite expertise

The MTDP Preparation Team should be chaired by the Chief Director of the MDA or Head of the organisation. The Planning Unit (PPME or its equivalent) of the MDA should serve as the Secretariat to the MTDP Preparation Team. In order to motivate the MTDP Preparation Team, it is highly recommended that adequate logistics and other resources are made available to enable it perform its task effectively.

ii. In order to facilitate the task of the MTDP Preparation Team, MDAs are encouraged to form small teams headed by the Head of the Planning Unit of the MDA (Director of PPME or its equivalent)

iii. As much as possible, the composition of the teams should be gender sensitive

2.2. THE ROLE OF THE MTDP PREPARATION TEAMS

In addition to other functions, prescribed under Section 10 of the National Development Planning (System) Act, 1994, (Act 480) and the prevailing Civil Service law relating to planning, the MTDP Preparation Teams should prepare the MTDP. It is recommended

that the work of the MTDP Preparation Teams should be guided by a detailed work plan and budget.

Where there are shortfalls of expertise relating to the plan preparation exercise, MDAs should liaise with the NDPC in engaging the services of a Facilitator. The basic role of the facilitator is to assist the MTDP Preparation Team to prepare the MTDP and not to prepare it for them. He should have a clear Terms of Reference (TOR).

2.3. THE ROLE OF THE LEAD MINISTER

The Minister/Chairpersons or the equivalent head should

- assume full oversight responsibility for the preparation, implementation, monitoring and evaluation of the MTDP
- approve the draft MTDP for submission to the NDPC for consideration and approval

2.4. THE ROLE OF CHIEF DIRECTOR/HEAD OF THE ORGANISATION

The Chief Director / Head of the Organisation are to:

- ensure that the necessary logistics are timely provided
- ensure that members of the MTDP Preparation Teams fully participate in the preparation exercise
- support and motivate members of MTDP Preparation Teams to get the MTDP prepared on time
- ensure that the MTDP captures all relevant programmes, projects and activities of the MDAs organisation
- ensure that the MTDP reflects the development aspirations of the Medium-Term Development Policy Framework (2014-2017)

2.5. THE ROLE OF THE NDPC

The NDPC shall, in collaboration with MoF, coordinate and facilitate the MTDP preparation exercise by:

- providing Guidelines
- organising orientation on the use of the Guidelines and preparation of the MTDP
- following up exercises during the preparation of the plan of the MDAs and providing Technical assistance, where necessary
- monitoring the MTDP preparation exercise through meetings, consultations and collaboration to:
 - agree on inter and intra-MDAs trade-offs
 - ensure synergy
 - ensure efficient use of resources
- ensuring that MDAs strategies, programmes and activities are consistent with national development goals and objectives
- considering and approving the MTDPs of MDAs

2.5. THE ROLE OF THE MINISTRY OF FINANCE

The Ministry of Finance (MoF) in collaboration with the NDPC shall

- facilitate the review and formulation of Programmes and Sub-programmes, Annual Action Plans and budget by the MDAs,
- ensure adherence to MTDP implementation and budgetary expenditure of approved programmes and sub-programmes
- ensure that the budget Guidelines for the Financial Years 2014 to 2017 reflect only the priorities as indicated in the MTDP of the MDA, 2014-2017 and the national priorities
- release budgetary allocation to only MDAs whose Programmes, Sub-programmes and Annual Action plans actually reflect the priorities of their MTDPs.

CHAPTER THREE

SEQUENCE OF ACTIVITIES FOR PREPARING THE MTDP

3.0. INTRODUCTION

This chapter highlights the sequence of activities required to be carried out by the MTDP preparation teams. Basically, it focuses on planning and budgeting processes. The detailed steps are captured below.

3.1. STEPS IN THE MTDP PLANNING PROCESS

Step 1: Vision, Mission and functions

Each MDA is required to state clearly, its Vision, Mission and functions to better inform the planning and budgeting processes.

Output of step 1 includes :- Vision, Mission and functions of MDAs clearly outlined.

Step 2: Performance Review

MDAs are required to review their performance with respect to the attainment of both national and sector targets set in their Medium-Term Development Plans under the Ghana Shared Growth and Development Agenda (GSGDA).

Box 3.1: THEMES OF THE GSGDA

The Themes of the GSGDA are:

- Ensuring and Sustaining Macro Economic Stability
- Enhancing Competitiveness of Ghana's Private Sector
- Accelerated Agricultural Modernisation and Sustainable Natural Resource Management
- Oil and Gas Development
- Infrastructure and Human Settlement
- Human Development, Productivity and Employment
- Transparent and Accountable Governance

The assessment of performance which should be in trend analysis should cover:

- (a) the extent of implementation of the proposed programmes and projects in terms of whether they were:
 - fully implemented,
 - abandoned/suspended,
 - on-going
 - not implemented,
 - implemented but not in the MTDP
- (b). achievement of set goals, Policy objectives and targets and presented as in Table 3.1(for example).
- (c) Statement on Income and Expenditure of the MDAs ;

- (d) Problems/Issues/deviations identified during the implementation and their reasons
- actions taken to remedy the situation during the implementation period
 - Relevant lessons for the next planning phase

Table 3.1: Performance of the MDA from 2010-2013

THEMATIC AREA	POLICY OBJECTIVE	PROGRAMME	INDICATOR	TARGET	LEVEL OF ACHIEVEMENT				REMARKS
					2010	2011	2012	2013	
Human Development, Productivity and Employment	Develop comprehensive sports policy	community sports facilities promotion programme							

Outputs of Step 2 include:

- Performance of the MDAs under the appropriate Thematic areas of the GSGDA (2010-2013) summarised as in Table 3.1
- Performance of other interventions including cross-cutting issues from 2010 to 2013;
- Table showing status of implementation of programmes, projects and activities
- A table showing yearly budgetary allocations and application of the funds by the MDA including percentage of allocation of funds to the regions and districts where applicable;
- Key problems/issues encountered during the implementation stage; and
- Lessons learnt which have implications for the MTDP (2014-2017)

Step 3: Compilation of the Profile of Sector of the MDA

In relation to Step 2 and other available information, the MTDP Preparation Team should compile, update and describe the current state of development/baseline of the Sector of the MDA. The description should not be a mere narration of facts but it should include identified issues of the profile and their implications for development. In addition, it is highly recommended that where appropriate, the profile should be supported with illustrations, maps, tables, charts and other pictorial representations.

In compiling the profile of the MDA, the Team should be guided by the following:

i. Institutional capacity.

A brief description of the organisational structure of the MDA, human resource capacity, (disaggregated into sex, age, staff strength and qualifications), infrastructure and facilities (current stock and conditions) and their spatial distribution. The description should identify what is required, what is available, and the gap to be filled (issues). MDAs should indicate institutional arrangement for the following; environment, gender, HIV, vulnerability and institutional development (i.e. institutional reforms within the MDAs including the extent of decentralization).

ii. *Characteristics of the Sector of the MDA*

The analysis of the characteristics of the sector of the MDA should be presented. Indicators for measuring the current level of development of the MDAs should be identified and presented as the baseline for the MTDP in relation to the indicators of the NMTDPF. Indicators should be disaggregated in terms of sex, age, spatial (rural/urban or national, regional and district basis appropriately). MDAs also indicate the characteristics of the goods and services provided. This should include the nature and characteristics of: key stakeholders, production, spatial distribution/location of source of production/service, scale of production/service, categories or types of technology used, input supply, output levels, value chain, external linkages, transportation, marketing, demand and supply characteristics etc., and their associated issues and development implications.

iii. *Analysis of Cross cutting issues (i.e. HIV/AIDS, Gender, environment etc.)*

(a). HIV and AIDS

Analysis on HIV and AIDS should cover HIV and AIDS Policy and workplace programmes of the MDAs relating to advocacy and enabling environment, coordination and management of the HIV and AIDS. Others include mitigation of social, cultural, legal and economic impacts, prevention and behavioural change communication with respect to the National HIV and AIDS Strategic Framework II. The analysis should determine the extent to which HIV and AIDS affect the development of the sector of the MDA.

(b). Gender

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

(c). Environment, Climate Change and Green Economy

The environmental, Climate Change and Green Economy analysis of the sector of the MDA should indicate the extent to which they provide opportunities or challenges for the development of the sector and performance of the MDA.

(d). Vulnerability

Vulnerability analysis should include risk factors (e.g. adverse policy impacts, economic, environmental, social, life cycle and spatial) faced by stakeholders of the sector of the

MDA, a clear identification of such vulnerable groups, a description of adaptation mechanisms adopted by these groups, existing social protection infrastructure and their implications for service delivery.

(e). Population

The population analysis should cover the extent to which the programmes and projects have been informed/affected by demographic characteristics (changing structure, - e.g. ageing population of farmers, population growth rate and their development implementation).

(f). Decentralisation

MDAs that fall under schedule two of LI 1961 should analyse their decentralisation programmes including the extent to which the programme is enhancing/affecting the development of the sector and the MDA.

(g). Culture

The extent to which culture provides opportunities and challenges for the development of the sector of the MDA should be analysed.

(h). Science, Technology and Innovation (STI)

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

(i). Security

The extent to which the security situation of the nation affects the development of the sector and the MDA should be analysed.

(j). Disaster

Disaster, such as fire, flooding, earth quick, etc. should be analysed to determine their potential threats to the development of the sector and the performance of the MDA.

(k). Inequalities

The state of social, economic, political and spatial inequalities should be analysed to determine the extent to which they affect the development of the sector and the MDA.

(l) Water Security

The extent to which water security affects the development of the sector and the performance of the MDA.

Outputs of Step 3 include:

- Current state of development of the sector (including institutional capacity) presented as baseline, and

- Summary of key development problems/issues identified from the performance review and the profile.

Step 4: Transition from GSGDA 2010-2013 to NMTDPF 2014-2017

In line with Article 35 Section 7 of the 1992 Constitution of Ghana, as far as practicable, MDAs shall roll over programmes and projects commenced under GSGDA 2010-2013 unto the next planning cycle for continuity and consistency execution of the plans. MDAs should identify these programmes and projects that require a roll-over and also identify issues from the NMTDPF 2014-2017 for implementation.

Table 3.2: Key development problems/issues identified from the NMTDPF (2014-2017)

NMTDPF 2014-2017	
THEMATIC AREA	DEVELOPMENT ISSUES

Output of Step 4 include: a Matrix showing the identified issues under the appropriate thematic areas of the NMTDPF 2014-2017.

Step 5: Prioritisation

(a) Prioritisation of Identified Issues

The output of Step 4 should be prioritized through consensus at intra-MDAs 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 economy e.g. attraction of investors, job creation, increases in incomes and growth, etc.
- impact on even development

(b) Prioritisation of spatial location

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

Output of Step 5 includes:- A matrix showing the prioritized issues of the MDA drawn from the NMTDPF including cross cutting issues

Step 6: Formulation of Goals of the MDA

Each MDA should adopt the relevant Thematic Goals of the National Medium-Term Development Policy Framework (NMTDPF, 2014-2017).

Output of step 6 includes: Adopted relevant Thematic Goals of the MDA.

Step 7: Development Projections for 2014–2017

MDAs are required to state their development projections for 2014 to 2017 in relation to the baselines as well as indicators and targets to be achieved at the national and MDA levels respectively. In this respect, MDAs are requested to adopt and use the national indicators and targets in the NMTDPF appropriately. This is in addition to setting specific MDA indicators and targets. It is recommended that reference should be made to the M&E Guidelines for information on the determination of indicators and targets.

Output of step 7 includes; Sector development indicators and targets for 2014-2017

Step 8: Adoption of Policy Objectives and Strategies

MDAs are required to adopt the relevant policy objectives and strategies of the NMTDP, 2014-2017.

Output of Step 8 includes: A matrix outlining the issues, adopted Policy Objectives and Strategies of the MDAs.

Step 9: Formulation of Development Programmes and sub-programmes of MDAs

In relation to the adopted Policy Objectives and strategies, it is required that each MDA formulate programmes and sub-programmes (where relevant) based on its mandate and functions.

Box 3.2. PROGRAMME AND SUB-PROGRAMME

- A budget program: is a clearly defined set of related activities and services that deliver one or more of the core functions contained in the MDA's legislated and assigned mandates.
- A budget sub-program comprises a distinct grouping of services and activities that fall within the framework of a budget program which for management reasons it is desirable to identify separately within the budget program.

For example under the Ministry of Education, Basic Education is a Programme and Kindergarten is a sub-programme

For details on formulation of Programmes and Sub-Programmes refer to the Programme Based Budget Guidelines provided by the Ministry of Finance.

Box 3.3. MAINSTREAMING / INTEGRATING CROSS CUTTING ISSUES IN PROGRAMMES OF THE MDAS

Cross-cutting issues such as Gender, Environment, Climate change, inequalities, HIV/AIDS, Vulnerability and Exclusion etc. are critical for the development of the Nation. It is therefore required that all MDAs address cross-cutting issues in their programmes and sub-programmes.

Box 3.4. DECENTRALISATION

MDAs mentioned in schedule two of LI1961 should ensure that their programmes, projects and activities emanating from the adopted strategies reflect their decentralization and transformation processes.

Box 3.5. Prioritization of the Programmes and sub-programmes

The Programmes and sub-programmes should be prioritized through consensus to ensure efficiency in utilization of resources and deliver result oriented outputs. The prioritisation process should be guided by the following criteria: thus the programmes and sub-programmes should:

- Impact nationally on for example Employment generation, economic, educational and, health, enhancement, poverty reduction etc.)
- Impact spatially (e.g. Nationwide / Selected Region etc.)
- Emanate from credible source (e.g. Cabinet Decision, International Agreement, Civil Society, Executive etc.)
- Have reliable source of funding
- Have identified target group(s)

To do this each programme or sub-programme should be awarded a score ranging from 0-3 through consensus as defined in Table 3.3. The scores should be summed and ranked. A programme with the highest being the top priority 1 presented in Table 3.4. The scores should be summed up and ranked using simple ranking method. The programme or sub-programme with the highest rank becomes the top priority.

Table 3.3 Definition of Score

Definition	Score
Very strong results	3
Results	2
Weak results	1
No results	0

Table 3.4 Prioritisation Model

PROGRAMME	CRITERIA				Total Score	Rank
	National Impact (e.g. Employment generation, economic enhancement, educational, health, poverty reduction etc. /	Spatial Impact (e.g. Nationwide / Selected Region etc.	Source of Programme. (e.g. Cabinet Decision, International Agreement, Civil Society, Executive etc.)	Source of Funding		
Programme 1						
Programme 2						

Box 3.6. APPLICATION OF SUSTAINABILITY TOOLS

MDAs are required to ensure that their programmes are:

- internally consistent (supporting each other to achieve the Policy Objectives of the MDAs).
- sustainable (thus supporting conservation of the natural environment, addressing socio-cultural, economic and institutional issues).

In this regard, MDAs are required to apply the following Sustainability tools to facilitate the programming exercise

- Risk and opportunities matrix
- Compound matrix (Poverty and Environmental Dimension
- Internal Consistency Matrix

The NDPC in collaboration with the Environmental Protection Agency will provide the necessary technical backstopping to ensure sustainability of the various programmes and sub-programmes of the MDAs.

Output of step 9 includes: A matrix with Programmes and sub-programmes

Step 10: Identification of Implementation Strategies for Programmes and Sub-Programmes.

In order to identify implementation strategies, MDA should analyse its **Strengths, Weaknesses, Opportunities and Threats (SWOT)** with respect to each programme or sub-programme as in Box 3.9. Refer to Box 3.8 for definitions

Table 3.5 Application of SWOT

STRATEGY	PROGRAM ME	STRENGTHS	WEAKNESSES	OPPORTU NITIES	THREATS
Systematise the collection, compilation, analysis and dissemination of relevant data for planning, policy-making, programming, monitoring and evaluation	Monitoring and evaluation	Availability of staff with expertise in M&E	Inadequate staffing	Availability of consultants	High cost of consultancy

Box 3.7. Strengths, Weaknesses, Opportunities, and Threats

Strengths of an MDA refer to factors; advantages and resources (within the MDAs) which can be utilised to implement the programmes and sub-programmes of the MDA. E.g. Network of National, Regional and District offices.

Weaknesses are internal disadvantages or negative factors within the institution that inhibit their ability to implement their programmes and sub-programmes. E.g. inadequate logistics etc.

Opportunities are external factors or resources (beyond the MDA) that can be harnessed or utilised for the implementation of programmes and sub-programmes of the MDA. E.g. availability of donor interest and support.

Threats are external factors or obstacles (beyond the direct control of the MDA) that can hamper their ability to implement their programmes and sub-programmes. E.g. poor rural road condition.

The output of the SWOT analysis should further be assessed to identify the implementation strategies for each programme /sub-programme. This will require the following analysis:

S-T Analysis: how can the MDA use its strengths to reduce the impact of the threats on its ability to implement the programme/ sub-programme.

S-O Analysis: how the MDA can utilise its strengths to take advantage of the opportunities to implement its programme/ sub-programme.

W-T Analysis: how can the MDA address its weaknesses in order to minimise the impact of the threats on its ability to implement the programme/ sub-programme.

W-O Analysis: how can the MDA address its weaknesses in order to take advantage of available opportunities to implement its programme/ sub-programme.

Output of Step 10: Implementation Strategies for each programme/sub-programme.

Step 11: Preparation of Programme of Action (PoA) of the MDAs

MDAs are required to prepare PoAs, covering the 2014 to 2017 planning period in line with the period of the NMTDPF. Such PoAs should consist of a set of Programmes, sub-programmes and Projects and their costs. The identification of projects/activities should be guided by the output of step 10 using the template provided in Annex 3.

Output of Step 11 includes: A matrix showing Programme and sub-programme of Action (PoA) of the MDA

Step 12: Preparation of Indicative Financial Plan

MDAs are required to prepare an Indicative Financial Plan. It should indicate how much each programme and sub-programme will cost, sources of funding (IGF, Statutory funds, GoG and Donor), resource gaps and resource mobilisation strategies.

Output of Step 12: MDA Indicative Financial Plan prepared

Step 13: Preparation of Annual Action Plans of the MDAs

The PoA of the MDAs should be phased out into Annual Action Plans (AAPs) with a budget, for implementation (See Annex 4 for a sample of AAP Matrix). This should be linked to the national budget.

Box 3.8. Linking the National Budget to MTDPs of MDAs

The national budget essentially is an instrument for funding the implementation of the MTDPs of MDAs. For that matter the approved MTDP of MDAs should be the basis for preparing the MDA budget and for that matter the National Budget. (For detail information refer to Budget Guidelines of Ministry of Finance)

Furthermore the MDAs will be required to review their AAPs annually to capture changing trends and in line with the Budget Guidelines to be provided by the Ministry of Finance to ensure programme continuity. This reviewed AAP will thereby form the basis of the annual budget.

Output of Step 13 includes: A matrix with Annual Action Plan of the MDA developed as basis for budget of the MDAs.

3.2. MONITORING AND EVALUATION (M&E)

MDAs are required to monitor and evaluate the implementation of their MTDPs through their M&E Plans. The preparation of the M&E Plan should be based on the M&E Guidelines provided by the NDPC. The cost of conducting M&E of the MTDP should be integrated into MDA budget.

3.3. DEVELOPMENT OF COMMUNICATION PLANS OF MDAs

MDAs are expected to formulate Communication strategies among others to:

- disseminate the programmes, projects and Annual Progress Reports of the MDAs to inform/create awareness;
- create awareness of the expected roles of stakeholders in the implementation of programmes and sub-programmes of the MDAs;
- promote dialogue and generate feedback on the performance of the MDAs; and
- promote access and manage expectations of the public on the deliverables of MDAs.

MDAs are required to form Development Communication Units to be headed by Public Relations Officers/Information Officers, who will coordinate the formulation and implementation of the Communication Plans. The NDPC, in collaboration with the relevant Ministry will coordinate and provide technical backstopping for the activities of MDA Development Communication Units at the national level.

3.4. OUTLINE OF MEDIUM-TERM DEVELOPMENT PLAN OF MDAs

The MTDP of MDA should follow the outline below:

i. Table of Contents

ii. List of acronyms

iii. Executive Summary- This should include:

- General background of the MDA including brief description of the Vision, Mission, functions, process of preparing the MTDP of the MDA and participation of key stakeholders.
- A brief insight into the scope and direction of the development programmes, sub-programmes and activities for 2014-2017 (as informed by the NMTDPF)
- Indicative budget, financial plan and expected outcomes.

Chapter 1: Profile/Current Situation/baseline (Refer to Steps 1-3): This should be the:

- Description of the Vision, Mission, functions
- Analysis of the performance of the MDAs in implementing programmes and projects under the seven pillars of GSGDA themes 2010 – 2013 and other interventions from 2010 to 2013.
- Analysis of current Sector development situation and profile of the MDA
- A summary of key development problems/issues/gaps identified from the situation analysis

Chapter 2: Prioritisation of Development Issues (Refer to Steps 4-5):-

This should include prioritised development issues linked to the relevant thematic area of the National Medium-Term Development Policy Framework (2014-2017), which are:

- Ensuring and sustaining macroeconomic stability;
- Enhancing Competitiveness of Ghana's Private Sector;
- Accelerated Agriculture Modernization and Sustainable Natural Resource Management;
- Infrastructure and Human Settlement;
- Oil and Gas Development;
- Human Development, Productivity and Employment; and
- Transparent And Accountable Governance

Chapter 3: Development Goal, Adopted Objectives and Strategies (Refer to Steps 6-8):- This should include:

- Adopted relevant Thematic Goals of the Medium-Term Development Policy Framework (2014-2017).
- Adopted National Development projections for 2014-2017(National indicators and targets)
- Development projection for 2014-2017 of the MDA
- Adopted Policy objectives and Strategies from the National Medium-Term Development Policy Framework (2014-2017) to achieve MDA and national goals respectively in relation to the appropriate theme of the National Medium-Term Development Policy Framework (2014-2017).

Chapter 4: Development Programmes and sub-programmes of the MDA (Refer to 9-11):-

This should include:

- Development Programmes and sub-programmes of the MDA for 2014-2017
- Development Programmes/sub-programmes of Action of the MDA for 2014-2017 linked to the MTEF
- Indicative Financial Plan.

Chapter 5: Annual Action Plan of the MDA (Refer to Step13):-

This should include:

- Annual Action developed as a basis of the MDA Budget

Chapter 6: Monitoring and Evaluation Plan:-

This should outline the Monitoring and Evaluation Plan for the MTDP

Chapter 7: Communication Plan:-

This chapter should outline the Communication Strategy relating to:

- Dissemination of the MTDP and Annual Progress Report of the implementation of the MTDP.
- Creation of awareness of the expected roles of the stakeholders in the implementation of the MDAs programmes
- Promotion of dialogue and generation of feedback on the performance of the MDAs
- Promotion of access and management of expectations of the public on the deliverables of MDAs.

4. ANNEXES

ANNEX 1. NATIONAL DEVELOPMENT PLANNING SYSTEM ACT, 1994

Act 480

National Development Planning (System) Act, 1994

Planning functions of ministries and sector agencies.

- (ii) matters relating to development planning in the region, including spatial and sectoral policies and;
- (b) provide a secretariat for the Regional Co-ordinating Council to perform its functions as specified under section 8 (1) of this Act.
10. (1) A ministry shall undertake development planning functions in consultation with the Commission in accordance with the Civil Service Law, 1993 (P.N.D.C.L. 327).
- (2) A ministry or sector agency shall at the request of the Commission prepare a development plan.
- (3) The development planning undertaken by a ministry or a sector agency shall be based on national development goals and sectoral development guidelines issued by the Commission.
- (4) The development plan of a ministry or a sector agency shall be submitted to the Commission for consideration and approval.
- (5) The ministry or sector agency shall ensure that the plans are compatible with national development goals.
- (6) A ministry or sector agency shall monitor the implementation of approved development plans and submit a monitoring report to the Commission in the prescribed form.
- (7) The monitoring report shall be submitted at intervals determined by the Commission.

Functions of Commission relating to development plans for districts, ministries, and sector agencies.

11. The National Development Planning Commission shall—
- (a) prescribe the format and content of development plans for the districts, ministries and sector agencies;
- (b) co-ordinate district development plans and programmes submitted through the Regional Co-ordinating Councils and ensure that these plans and programmes are compatible with national development objectives;
- (c) integrate economic, spatial and sectoral plans of ministries and sector agencies and ensure that these plans are compatible with national development objectives;
- (d) advise relevant agencies on the formulation of guidelines for the regulation of physical development;
- (e) in collaboration with relevant agencies, monitor physical development to ensure that any proposed development conforms with the approved development plan for the respective area;

ANNEX 2. PROGRAMMES AND SUB-PROGRAMMES OF MDA

MDAs goal:

ADOPTED OBJECTIVES	ADOPTED STRATEGIES	PROGRAMMES AND SUB-PROGRAMMES
		PROGRAMME 1
		PROGRAMME 2
		PROGRAMME 3

ANNEX 3. MDA PROGRAMME OF ACTION (PoA)

MDAs goal:

Adopted objectives	Adopted strategies	Programmes and sub-programmes	Projects	Location	Indicators	Time frame				Indicative Budget			Implementing Agencies	
						2014	2015	2016	2017	GoG	IGF	Donor	Lead	Collaborating

ANNEX 4 ANNUAL ACTION PLAN OF MDA

MDAs Goal:

MDAs Adopted Policy objectives	MDAs Adopted Strategies	MDAs Programmes and Sub-programmes	Annual Activities	Location	Output Indicators	Quarterly Time schedule				Indicative Budget			Implementing Agencies	
						1st	2nd	3 rd	4th	GoG	IGF	Donor	Lead	Collaborating

GLOSSARY

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).

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.

Impact: this is the result of the outputs.

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 on-going decision making

Programme: a coherent, organised Policy Framework or schedule of commitments, proposals, instruments and/or activities that elaborates and implements policy, eventually comprising several projects.

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

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 & Vermeer, 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.