



GUIDELINES FOR PREPARING SECTOR AND DISTRICT MEDIUM-TERM DEVELOPMENT PLANS

2022-2025 PLANNING CYCLE

NATIONAL DEVELOPMENT PLANNING COMMISSION

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Guidelines for the Preparation of Sector and District Medium-term Development Plans

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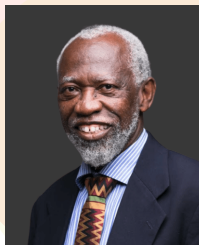
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FOREWORD



Since the coming into force of the National Development Planning (System) Regulation, 2016 (L.I. 2232), the Local Governance Act, 2016 (Act 936), and the Land Use and Spatial Planning Act 2016 (Act 925), a number of changes in the planning system have occurred. L.I. 2232 requires that Development Plans are initiated and prepared based on the National Development Policy Framework and Guidelines, and that, they are certified by the National Development Planning Commission if they satisfy the requirements of the planning guidelines, and applicable policies, regulations and standards.

Furthermore, the National Long-term Development Plan (Ghana@100), the Ghana Infrastructure Plan, the Ghana Spatial Development Framework and the Charter on Ghana Beyond Aid, as well as regional and global development commitments (e.g. AU Agenda 2063 and SDGs) also present a new development focus requiring a radical shift in the way we think about, and plan for our development. Other changes include the emergence of state institutions like the Coastal Development Authority, Middle Belt Development Authority, and Northern Development Authority which per their enabling Acts, are now main vehicles for spearheading development in all regions, Local Economic Development, Just Transition to Green Jobs, technological advancements, resilience planning and emphasis on Public Private partnerships in delivering critical public goods and services, as well as popular participation in planning and budgeting processes.

The need to adapt MDAs and MMDAs Development Plans to the nation's current development focus and planning regulations; and ensure there is a balance between bottom-up and top-down development interventions has become more evident. It is therefore important, MDAs and MMDAs position themselves to provide not only critical public services but also, facilitate the creation of jobs and wealth to support Ghana's transformation to a Ghana Beyond Aid. Theirs will be to ensure that the planning process takes into

FOREWORD

consideration harmonisation of physical planning in space and effective participation from all key stakeholders such as CSOs, Private Sector etc.

The review of the existing planning guideline to provide guidance and support to MDAs and MMDAs in the planning process is as result of the changes that have occurred in the last couple of years.

This Planning Guideline has been prepared in consultation with MDAs, MMDAs, DPs, CSOs, Private Sector etc. to facilitate the preparation of development plans that are in line with National Development Aspirations. It replaces all other existing planning guidelines issued by NDPC and all stakeholders in the decentralized planning system are encouraged to follow it closely to ensure strategic, systematic and well-thought out development for towns, communities, districts etc. as envisioned in the National Development Agenda. These guidelines recognize that effective consultation and consensus building will be key for the development of any successful Sector/District Medium-term Development Plan. NDPC hopes that plans to be prepared using this Planning Guideline would be of the highest quality and will meet all minimum requirements as expected.

NDPC thus, makes a clarion call to all stakeholders to efficiently utilize this guide in the development and implementation of their development plans.

Together We Build!



Prof. Emeritus Stephen Adei
Chairman, NDPC

ACKNOWLEDGEMENTS

This guide was written by technical staff of the National Development Planning Commission with valuable contributions from various stakeholders comprising development planning practitioners from the Ghana Institute of Planners (GIP), Ministries, Departments and Agencies (MDAs) and Metropolitan, Municipal and District Assemblies (MMDAs). The Planning Guideline has also benefitted from expert reviews by professionals in Academia, NGOs, Development Partner community, among others.

On behalf of the Commission and Government of Ghana, I wish to thank all stakeholders who committed to the process of developing this guideline for the 2022-2025 planning period. Special recognition and gratitude to UNICEF for their continued technical and financial support throughout the process.

I sincerely believe that the use of the guidelines would greatly improve the plan preparation process and enhance the quality of Sector and District Medium-term Development Plans for the 2022-2025 planning cycle. Also, non-state organisations may find the content of this document useful in preparing their plans.

I therefore call on all stakeholders, particularly, MDAs and MMDAs to use this guide in the development and implementation of their Medium-term Development Plans.

God Bless Our Homeland Ghana and Make Her Great and Strong!



Kodjo Mensah-Abrampa (Ph.D)
Director-General, NDPC

ACRONYMS

AAP	Annual Action Plan	LUSPA	Land Use and Spatial Planning Authority
APR	Annual Progress Report	MDAs	Ministries, Departments and Agencies
AU	African Union	MMDAs	Metropolitan, Municipal and District Assemblies
CPESDPs	Coordinated Programme of Economic and Social Development Policies	MMDCE	Metropolitan, Municipal, District Chief Executive
DA	District Assembly	MTDP	Medium-Term Development Plan
DACF	District Assembly Common Fund	M&E	Monitoring and Evaluation
DDF	District Development Facility	NDPC	National Development Planning Commission
DMTDP	District Medium-Term Development Plan	PM&E	Participatory Monitoring and Evaluation
DPCU	District Planning Coordinating Unit	PBB	Programme Based Budget
EIA	Environmental Impact Assessment	PoA	Programme of Action
EPA	Environmental Protection Agency	RCC	Regional Coordinating Council
GSS	Ghana Statistical Service	RIP	Regional Integrated Plan
GoG	Government of Ghana	RPCU	Regional Planning Coordinating Unit
IGF	Internally Generated Funds	SEA	Strategic Environmental Assessment
IMCC	Inter-Ministerial Coordinating Committee	SDGs	Sustainable Development Goals
L.I.	Legislative Instrument	SMTDP	Sector Medium-Term Development Plan
LED	Local Economic Development		

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SECTION ONE: INTRODUCTION

1.1 BACKGROUND

The 1992 Constitution of the Republic of Ghana provides the legal basis for just, equitable and inclusive development of the country and enjoins all successive governments to:

“... take all necessary action to ensure that the national economy is managed in such a manner as to maximize the rate of economic development and to secure the maximum welfare, freedom and happiness of every person in Ghana and to provide adequate means of livelihood and suitable employment and public assistance to the needy.”

(Article 36, Clause 1)

For the attainment of the foregoing, every President is required to:

“... within two years after assuming office, present to Parliament a Coordinated Programme of Economic and Social Development Policies (CPESDPs), including agricultural and industrial programmes at all levels and in all the regions of Ghana.”

(Article 36, Clause 5)

To fulfill these constitutional provisions, Article 86 further established the National Development Planning Commission (NDPC) to advise the President on development planning policy and strategy. Moreover, the National Development Planning (System) Act, 1994 (Act 480) mandates the



Commission as the apex planning body responsible for coordinating planning functions of Ministries, Departments and Agencies (MDAs) as well as Metropolitan, Municipal and District Assemblies (MMDAs) within the decentralized planning system towards achieving national development goals.

The NDPC operationalises the CPESDPs through medium-term national development policy frameworks. The Policy framework forms the basis for the preparation of development plans by MDAs and MMDAs. Act 480 mandates NDPC to regulate planning practice by the use of legislative instruments and guidelines. As such, NDPC has over the years prepared guidelines for the preparation of medium-term development plans.

The National Development Planning (System) Regulations, 2016 (L.I. 2232) was enacted to, among others, provide timelines for plan preparation. Other relevant statutes for development planning at both national and sub-national levels include Public Financial Management Act, 2016 (Act 921); Land Use and Spatial Planning Act, 2016 (Act 925); Local Governance Act, 2016 (Act 936); and Civil Service Act, 1993 (PNDC Law 327).

1.2 RATIONALE OF THE PLANNING GUIDELINE

This document is the sixth edition of planning guidelines since the launch of development plan preparation by MDAs and MMDAs in 1996. It has been developed to achieve the following objectives:

- I. Facilitate the preparation of medium-term development plans within the context of national, regional and global development agendas;
 - II. Provide tools and analytical techniques to support plan preparation;
 - III. Prescribe the framework for Monitoring and Evaluation of plans of MDAs, RCCs and MMDAs; and
 - IV. Serve as reference material for civil society, private sector, academia and all other potential users.
1. based on the strategic endowments and competitiveness of the sector or district;
 3. A spatial expression for economic, social, environmental and cultural development of the area;
 4. Political consideration in an area over the plan period;
 5. An integrated needs of the public through broad participation and consensus among major key stakeholders including the marginalised and vulnerable;
 6. A clear framework for public and private sector investment in infrastructure and other development in the area, having regard to both national and regional plans and policies;
 7. Maintenance arrangements for infrastructure protection; and
 8. Effective arrangements for financing, implementation, coordination, M&E and communication.

1.3 CHARACTERISTICS OF A GOOD DEVELOPMENT PLAN

While development plans may vary regarding goals, objectives and strategies, well-prepared development plans typically share common characteristics including:

1. A clear, simple, realistic and practical development path for an area over the plan period;
2. Consistency with the Medium-Term National Development Policy Framework

1.4 PROCESS OF DEVELOPING THE GUIDELINE

This guideline has been developed through a consultative process with stakeholders, including Ghana Institute of Planners (GIP), MDAs, MMDAs, Academia, NGOs and various experts. It has been pretested in selected districts and sectors to ensure that it is clear and easy to use.

1.5 STRUCTURE OF THE GUIDELINE

The document is divided into four sections. Section 1 provides the background, rationale, process for developing the Guide and structure of the guideline. Section 2 presents the national development planning

system, detailing the legal framework, institutional arrangements, planning and budgeting processes. Section 3 outlines the key processes to guide the preparation of development plans while section 4 concludes with the format and contents of development plans.

The Guideline also makes reference to some useful tools for the preparation of development plans. These are contained in a toolkit as an addendum. The tools include problem tree analysis, objective tree analysis, prioritisation tools, goal formulation, vulnerability and gender profiling tools, among others.



SECTION TWO: NATIONAL DEVELOPMENT PLANNING SYSTEM

2.1 BACKGROUND

Act 480 defines and regulates planning procedures and related matters. The Act provides the institutional arrangements for development planning at both national and sub-national levels as presented in Figure 2.1. The figure depicts the processes involved with the development planning cycle beginning with preparation and issuance of the Planning Guideline, plan preparation, submission of plans and approval by NDPC.

2.2 NATIONAL DEVELOPMENT PLANNING SYSTEM

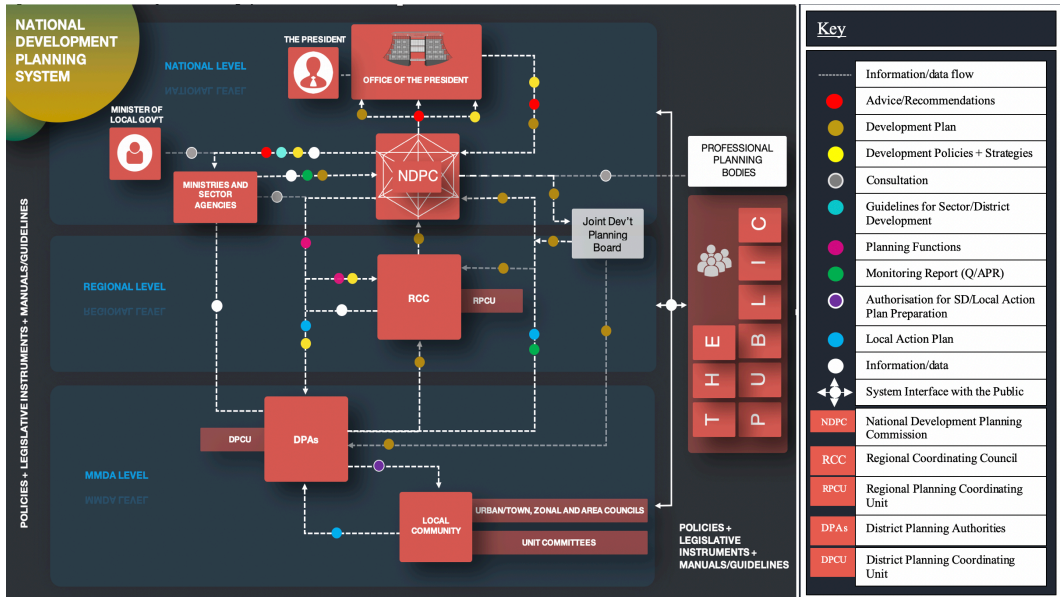
The National Development Planning System consists of three different, yet interconnected levels. These are National, Regional and District levels. Each of these levels influence development outcomes in Ghana. Within the system, the National Development Planning Commission, Ministries and Sector Agencies i.e. MDAs operate mainly at the national level while the Regional Coordinating Councils (RCCs) operate at the regional level. District Planning Authorities i.e. MMDAs operate at the district level.

The effective functioning of the system is mainly based on horizontal and vertical flow of information and data at all levels. Information and data flow at all levels is usually in the form of advice, recommendations and guidance. This may also include prepared, submitted and approved development plans, policies and strategies.

Planning at all levels within the system is informed by development policies and strategies emanating from national (Coordinated Programme of Economic and Social Development Policies and Medium-Term National Development Policy

Frameworks), Regional and Global Development Agenda (AU Agenda 2063, SDGs, COP25). The system interfaces with the Public and is regulated by Legislative Instrument 2232. Figure 2.1 illustrates the National Development Planning System.

Figure 2.1 - National Development Planning System



2.3 INSTITUTIONAL ARRANGEMENTS FOR PLAN PREPARATION AND IMPLEMENTATION

NATIONAL LEVEL

National Development Planning Commission

Articles 86 and 87 of the 1992 Constitution of the Republic of Ghana established the Commission to “advise the President of the Republic of Ghana, on development planning policy and strategy” and, “at the request of the President or Parliament, or on its own initiative, prepare broad national development plans, among others.

The National Development Planning Commission Act, 1994 (Act 479) was accordingly enacted to among others, prescribe the structures and general functions of NDPC. The Commission also performs planning, coordination and M&E functions as the apex planning body in the country.

Ministries, Departments and Agencies (MDAs)

The MDAs are required by the Civil Service Act, 1993 (PNDC Law 327), Act 480 and L.I. 2232, to undertake development planning functions in consultation with the Commission. MDAs are required to prepare and submit development plans to the Commission for approval. MDAs are further required to monitor and evaluate the implementation of approved development plans and submit a monitoring report in prescribed format to the Commission at predetermined intervals.

REGIONAL LEVEL

Regional Coordinating Councils (RCCs)

RCCs are established by Local Governance Act, 2016 (Act 936) in accordance with Article 255 of the 1992 Constitution. The planning functions of RCCs are performed by the Regional Planning Coordinating Unit (RPCU), established under Section 190 of Act 936. RCCs are required to facilitate the preparation, coordination, harmonisation,

monitoring and evaluation of MMDAs development plans. RCCs are also required to prepare Regional Integrated Plans (RIPs) informed by national long and/ medium-term development policies, plans and strategies as well as sector and district specific development plans. They are further required to provide information/data to District Planning Authorities thus serving as a link between them and the National Development Planning Commission.

MMDA LEVEL

Metropolitan, Municipal and District Assemblies (MMDAs)

MMDAs are planning authorities at the district level as prescribed by Section 82 of Act 936. In relation to planning functions, the MMDAs are required to prepare District Medium-Term Development Plans and Settlement Structure Plans in the manner prescribed by the Commission and Land Use and Spatial Planning Authority (LUSPA). MMDAs are to carry out studies on development planning matters in the district including economic, social, cultural,

spatial, environmental, sectoral and human settlement issues and policies, and mobilise human and physical resources for development in the district. MMDAs are also required to monitor and evaluate their districts development plans and report in a prescribed format to the Commission through the RCC.

Sub-District Structures

Sub-District structures are subordinate bodies of MMDAs serving as rallying point of local enthusiasm in support of the development objectives of the district assembly. The councils are required to prepare Local and Area Plans as input for the preparation of medium-term development plans, mobilise resources for development as well as monitor and evaluate implementation.

Unit Committees

Unit committees play the role of mobilising the communities for public hearings, education, communal labour for implementation of development plans, raising revenue and ensuring

environmental cleanliness, facilitating registration of births and deaths, providing data, monitoring and evaluating community development plans. The Committees are also requested to prepare Community Action Plans to inform the District Medium-Term Development Plan (DMTDP). These action plans also form the basis for Area Council Plans and also provide a guide to the lowest level of activities that can be mobilized and implemented at the lowest level.

2.4 THE PLANNING AND BUDGETING PROCESSES

The planning process starts with the preparation of the CPESDP which is followed by the formulation of MTNDPF and implemented through development plans prepared by MDAs and MMDAs. The plan preparation, implementation and M&E are facilitated by guidelines issued by the Commission. MDAs and MMDAs are expected to ensure that all programmes and projects budgeted for in a financial

year are captured in their plans in compliance with provisions under the Public Financial Management Act, 2016 (Act 921).

2.5 JOINT AND SPECIAL DEVELOPMENT PLANNING AREA

MDAs and MMDAs may recommend to the Commission for declaration of a joint or special development planning area as needed. This is in accordance with National Development Planning System Act 1994 (Act 480) sections 12 and 14 which makes arrangement for the declaration of Joint or Special Development Planning Area with contiguous special physical or socio-economic characteristics.



SECTION THREE: PROCESSES FOR THE PREPARATION OF MEDIUM-TERM DEVELOPMENT PLANS

3.1 INTRODUCTION

The processes for plan preparation are as good as the plan. Efficient processes, particularly, for participation and coordination must be established in the preparation of development plans. This is to ensure that proposed development interventions effectively address development challenges. These processes for the preparation, coordination and approval of MMDA and MDA development plans are specified under regulations 1 to 6 and 16 to 19 of L.I. 2232.

Heads of institutions would play key roles in the entire process. Some specific responsibilities for institutional heads have been provided in Box 1.

Some of the key processes to be considered in plan preparation are:

Box 1: Specific responsibilities on Heads of Institutions towards preparation of development plans

- I. Ensure that the necessary logistics are timely provided;
- II. Ensure that members of the MTDP preparation committee fully participate;
- III. Support and motivate members of the committee to prepare the plan timely;
- IV. Ensure that the MTDP captures all relevant programmes, projects and activities of the MDAs or MMDAs; and
- V. Ensure that the MTDP reflects the development aspirations of the Medium-Term National Development Policy Framework (2022-2025)

- Composition of plan preparation team
- Technical support
- Collaboration with other institutions



- Public hearing and popular participation

Composition of plan preparation team

MDAs and MMDAs should compose a team of representatives from all departments or units to form a plan preparation team. For MMDAs, the Local Governance Act, 2016 (Act 936) Section

84, subsection 4 stipulates that, “The District Co-ordinating Director shall lead the District Planning Co-ordinating Unit in the preparation of the District Development Plan”. It is recommended that Sector Ministers, Heads of Institutions and MMDCEs be actively involved in plan preparation to ensure adequate technical inputs and financial resources are provided.

Technical support

MDAs and MMDAs should seek needed technical assistance where necessary from other state agencies mandated with the subject matter under consideration. In addition, MMDAs should collaborate effectively with RCCs for needed information and data. District plan preparation teams should, as far as practicable, include a representative from RCCs.

In the absence of specific area expertise in the public sector, MDAs and MMDAs should engage the services of a facilitator. Nonetheless, technical

officers of MDAs and MMDAs must be actively involved in the plan preparation.

Collaboration with other Institutions

Formulation and implementation of programmes and projects may require effective collaboration with adjoining districts and/or other sector agencies. For instance, supply of goods and services or disposal of waste or the exploitation of natural resources may require multiple districts working collectively for the benefit of their territories. For that matter, districts and sectors should cooperate, share resources, allocate costs and build joint capacities to achieve their common objective(s). Activities emanating from collaborative planning should be incorporated in the district or sector MTDPs.

MMDAs must ensure that all government/ non government institutions operating within their jurisdiction are adequately consulted to capture ongoing or new projects and programmes within their jurisdiction. Specific examples may include adequate consultation with Development Authorities

and MDAs. Also, adequate attention should be given to Traditional Authorities in the whole planning process.

Public hearing and popular participation

Public participation is an essential and integral part of effective development planning process which promotes inclusiveness and broad ownership of the plan. Section 3, subsections 1,2 and 3 of the National Development Planning (System) Act, 1994 (Act 480) spells out the main tenets of participation. Further guidelines on participation are contained in the Popular Participation Action Plan Manual prepared by the Inter-Ministerial Coordinating Committee (IMCC) and under Section 40 of the Local Governance Act, 2016 (Act 936).



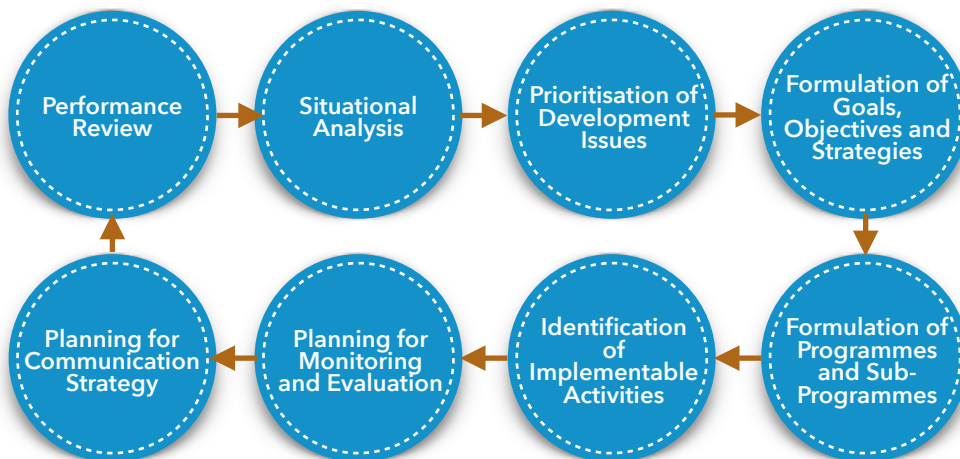
SECTION FOUR: FORMAT AND CONTENTS OF DEVELOPMENT PLANS

4.1 INTRODUCTION

This section entails the sequence for preparing a medium-term development plan. It is organised in line with chapters of the MTDP and associated outputs. It covers the sequence for plan preparation, performance review, development of goals, objectives and strategies, among others.

4.2 SEQUENCE OF MTDP PREPARATION

The sequence of MTDP preparation is illustrated by the diagram below.



4.3 FORMAT AND CONTENT OF MEDIUM-TERM DEVELOPMENT PLAN

CHAPTER ONE

Situational Analysis of the MDA/ MMDA

Introduction

Provide a brief introduction to highlight the contents of chapter one.

Performance Review

Provide a summary of performance on programmes by aggregating the outcome of implementation for the past planning period in line with provisions under Table 4.1 The outcome information should be disaggregated as much as possible. A terminal review of performance should be included in the 2021 APRs of MDAs and MMDAs.

Table 4.1 Sample template for performance review (2018 -2021)

Development Dimension	Indicator	Baseline (2017)	2018-2021 Medium-term target	Development Outcomes	
				Year	Data
Economic Development					
Social Development					
Environment, Infrastructure and Human Settlement					
Governance, Corruption and Public Accountability					
Strengthening Ghana's Role in International Affairs					

NB: Impact indicators are preferred. In the absence of impact indicators, use outcome indicators. Do not report on output indicators

MDAs and MMDAs should use Table 4.2 to analyse the performance of financial resources for the 2018 to 2021 planning period.

Existing Conditions

Describe existing conditions to include but not limited to the following:

1. Location and physical characteristics
2. Demographic characteristics
3. Social - e.g. education, health, nutrition, child protection, water, social protection.
4. Economic - e.g. IGF, Agric, business, job creation
5. Infrastructure - e.g. Transportation network, settlements and other built environment
6. Environment - e.g. Natural resource endowment, air, water and land pollution
7. Governance - e.g. Stakeholder (vulnerable, marginalised, etc.) engagements in decision-making processes.
8. Hazards, disaster and security

Table 4.2 Sample template for financial performance (2018 -2021)

Source of funds	Total estimated cost of plan	Total amount received	Variance
GOG			
IGF			
DACF			
DACF-RFG			
DPs			
ABFA			
Other			
Total			

MMDAs should build up the economic capacity of their local areas to improve their economic fortunes and quality of life for all. MMDAs should analyse their local economy and identify the opportunities that LED approach provides for growth and development of the local economy. Refer to the LED Policy and Manual prepared by the Ministry of Local Government and Rural Development.

The description and analysis of the existing conditions should highlight the main development problems, causes and their implications for the planning period. Cross-cutting issues peculiar to the MDA or MMMDA should be considered for analysis on the existing conditions. It is however, not a requirement to include such approaches or tools that were used to aid the analysis in the plan.

Outputs of Chapter One

1. Table of performance on development programmes and financing (with emphasis on reporting on outcomes and impact indicators)
2. Narrative of existing MDA or MMMDA situation including list of development issues

.....

NB: Use maps and graphics as much as possible. Chapter one should preferably not exceed 10 pages

Cross cutting issues include child and social protection issues, gender, green economy, vulnerability, HIV/AIDs, climate change, etc. In the case of MMMDAs, the issues should be informed by harmonized community development issues.

CHAPTER TWO**Key Development
Priorities****Introduction**

Provide a brief introduction to highlight the contents of chapter two.

Key Development Priorities

Prioritise development issues and problems emanating from chapter one. Some factors that may be considered in prioritisation include:

1. Severity and diversity of the problem and intended benefits (social, economic, environmental etc.) of addressing it.
2. Significant multiplier effect on economic efficiency, e.g attraction of investors, job creation, increases in incomes and growth.
3. Significant linkage effect on meeting basic human needs and rights.
4. Significant effects in the sustainable spatial development of designated spaces or corridors.

**Output of
Chapter Two**

1. List of prioritized development issues



CHAPTER THREE**Development Projections, Goals,
Objectives and Strategies****Introduction**

Provide a brief introduction to highlight the contents of chapter three.

Development Projections

Determine the desired future conditions for the planning horizon (2022-2025). All proposals for the desired future should be informed by population forecast from Ghana Statistical Service taking into consideration the dynamics of demography. Use maps and other graphics to express the spatial implications of all proposals.

Development Goal, Objectives and Strategies**Goals**

Set development goal(s) which are informed by the outcome of the situational analysis and consistent with the national development goals contained in the MTNDPF

Objectives

MDAs and MMDAs should set specific, measurable, attainable, realistic and time-bound (SMART) objectives to achieve stated development goals.

Strategies

Identify alternative strategies, evaluate each of them to determine which is the most appropriate for achieving the set goals and objectives.

Decision of the most appropriate strategies for MDAs and MMDAs may be informed by:

1. Financial considerations: How much would it cost to implement?
2. Available resources: Are staff (including technical expertise), money, and time to implement available?
3. Target population: Will the target population accept the given strategy?

4. Social costs: What are the long term positive and negative consequences of the strategy to the target population?
5. Intended objectives: Will it achieve the intended objectives?
6. Technology: Will available technology promote the use of the strategy while assessing the ease of technology adoption by the target population?

Outputs of Chapter Three

1. Narrative of development proposals for the medium-term supported by tables and other graphics
2. Desired future map(s)
3. Matrix showing the goals, objectives and strategies linked to MTNDPF

CHAPTER FOUR

Composite Development Programmes

Introduction

Provide a brief introduction to highlight the contents of chapter four.

Programme of Action (PoA)

Formulate new and/or rollover existing programme(s) where necessary for the PoA. The programmes in the PoA should be captured in Table 4.3 and should be the same as those in the Programme Based-Budget (PBB). Please refer to the budget operation guidelines of the Ministry of Finance. Communication, monitoring and evaluation must be included in all programmes. It is recommended that 2-5% of the cost of implementing all programmes and projects should be allocated to M&E and Communication.

The programmes should include measures for maintaining assets within MDAs and MMDAs. Refer to Annex 2 for the template to prepare a maintenance plan.



The maintenance plan should be provided as an attachment to the medium term development plan. It is recommended that MDAs and MMDAs budget for the maintenance of infrastructure.

The PoA should specify the cost of new and ongoing programmes and projects. Provide assumptions and methodologies used for costing as specified in section 31(1) of the Public Financial Management Regulation, 2019 (L.I. 2378).

Costing of Plan

Preparation of budgets for MDAs and MMDAs should typically begin with:

1. Identification of the various activities MDA/MMDA wishes to undertake within

the planning period. Decisions can then be taken regarding the resources that would be needed to execute those activities.

2. The total resources needed can be broken down into goods, works, consulting and technical services etc. This would make it easy to cost as the total resources will determine the cost of the activities.
3. It should be noted that PPA has developed an Average Price Database for Common User Items which is reviewed and updated periodically. Refer to PPA website for database (www.ppa.gov.gh). It is however advisable for the MDA/MMDA to undertake a market survey in addition

to the information provided in the price database to increase the level of precision in costing the resources needed.

4. In the case of Consultants' Services, an idea of the services and deliverables ought to be determined together with the level of expertise required to execute the assignment. The rates per day could then be determined, seeking expert advice where necessary and the duration figured out to arrive at the cost of the consultancy service. The Ministry of Works and Housing's Scale of Fees for Consultancy Services in construction can serve as the basis for the costing of such consultancy services.
5. For technical services such as maintenance of generators, janitorial services and the like, a price/market survey could be undertaken or service providers could be requested to present quotes for required services.
6. When costing for procurement of works, MDAs and MMDAs are advised to visit

the PPA website (www.ppa.gov.gh) and apprise themselves of the Unit Cost of Infrastructure Estimator Tool. Depending on the activities being costed and to the extent that they are duly covered by the Tool, this should provide credible assumptions and methodologies to generate the estimates.

Strategic Environmental Impact Assessment

The identified programmes and projects should be subjected to further analysis to ensure their sustainability and consistency by applying the Strategic Environmental Assessment (SEA) tools. Refer to EPA guide on SEA.



The MDA/MMDA is advised to conduct a survey within the locality where the activity is supposed to be undertaken. Where possible, more than one provider should be contacted

Table 4.3: Programme of Action

Goal	Objectives	Programme (PBB)	Sub-programme (PBB)	Time frame (year)				Cost			Programme Status		Implementing Institution/Department	
				2022	2023	2024	2025	GoG	IGF/ABFA	Others	New	Ongoing	Lead	Collaborating

Note: For MMDAs - IGF, GoG* (GoG, DPs, DACF, DACF-RFG, UDG) others. | For MDAs - GoG, ABFA, Others (e.g. DPs)

Programme Financing

MDAs and MMDAs should use Table 4.4 to analyse the possible resource available for implementing all programmes during the planning period. Where resource gaps are identified, strategies to mobilise additional resources should be identified and included

in the annual action plans. Strategic efforts should be made in clearly exploring and outlining Public Private Partnership (PPP) arrangements for financing and managing planned interventions.

Table 4.4: Programme financing

Development Dimension	Programmes (PBB)	Programme Cost	Expected Revenue & Source of Funding								Total	Gap	Mechanism to Fill Gap
			GoG	IGF	DACF	DACF-RFG	UDG	DPs	ABFA	Others			
	Prog 1:												
	Prog 2:												
	Prog 3:												
	Etc.												
Total													

Preparation of structure plans should be guided by "The Planning Model (Volume 3: Structure Plan Guidelines)" published by the Land Use and Spatial Planning Authority (LUSPA)



Spatial and Structure Plan for the Period
MMDAs should prepare Spatial Development Frameworks to cover the entire district and Structure Plans for towns or communities.

This structure plan should be informed by MDAs and MMDAs long-term strategy document where available. Structure plans should be prepared using the guidelines published by the Land Use and Spatial Planning Authority (LUSPA). It should provide sufficient analysis of infrastructure and related systems within the jurisdiction to determine the capacity for proposed levels of development. The structure plan should illustrate:

1. Present and proposed land uses including those subject to special treatment and controls.
2. All transportation infrastructure, including roads, public transport terminals and non-motorised facilities such as bicycle routes and sidewalks or footpaths.
3. All infrastructure relating to water, drainage and sewerage and electricity.
4. All other existing and proposed socio-economic infrastructure (e.g markets, recreational facilities, institutional facilities, etc.)

Outputs of Chapter Four

1. Assumptions and methodologies used for costing
2. A matrix showing goal, objective, programmed, sub-programme, timeframe, cost and implementing institution/ department for the planning period.
3. Programme financing
4. A summary report accompanied by maps, graphics, promotional videos and/or table-top models
5. A spatial and structure plan to guide MDAs and MMDAs

CHAPTER FIVE

Annual Action Plans

Introduction

Provide a brief introduction to highlight the contents of chapter five.

Annual Action Plans

MDAs and MMDAs should identify the major tasks or activities that are required to achieve each objective and present these using Table 4.5. The activities must include those on M&E, communication, maintenance of key infrastructure as well as on resource mobilization.

Output of Chapter Five

1. Annual Action Plans

Table 4.5: Annual Action Plan

Programme (PBB)	Sub-programme (PBB)	Broad Activities	Location	Timeframe (Year e.g. 2022)				Cost			Programme Status		Implementing Institution/Department	
				Q1	Q2	Q3	Q4	GoG	IGF/ABFA	Others	New	Ongoing	Lead	Collaborating

Note: For MMDAs - IGF, GoG* (GoG, DPs, DACF, DACF-RFG, UDG) others. | For MDAs - GoG, ABFA, Others (e.g. DPs)

CHAPTER SIX

Monitoring and Evaluation Arrangements

Introduction

Provide a brief introduction to highlight the contents of chapter six.

Monitoring matrix

MDAs and MMDAs should formulate indicators to track the implementation of programmes and projects as contained in the PoA. MDAs and MMDAs should include national and district core indicators formulated by NDPC as part of the monitoring matrix. Use Table 4.6 as a

template for the matrix.

Evaluation

Evaluation is key in improving decision making and providing insights for effective programme and project design and implementation. In view of this, MDAs and MMDAs are expected to plan for evaluation of programmes and projects in their PoAs to inform evidence-based decision-making. Ex-ante, mid-term and terminal evaluations are therefore recommended to be conducted.

Refer to the National M&E Manual for additional guidance on how to plan for M&E. As part of M&E arrangements, provide a stakeholder analysis that identifies all organisations and groups of people with interests, roles and responsibilities in the conduct of M&E

Participatory M&E

MDAs and MMDAs should indicate the tools and techniques to be used for PM&E. The conduct of PM&E should be performed for selected interventions

Table 4.6: Monitoring Matrix

Goal 1:										
Programme 1: Sub-Programme 1										
Indicators	Indicator Definition	Indicator Type	Baseline 2021	Targets				Dissagregation	Monitoring Frequency	Responsibility
				2022	2023	2024	2025			
Programme 1: Sub-Programme 2										
Indicators	Indicator Definition	Indicator Type	Baseline 2021	Targets				Dissagregation	Monitoring Frequency	Responsibility
				2022	2023	2024	2025			

Indicator Type refers to whether indicator is an input/process/output/outcome/impact indicator.

during the life span or after the implementation of a programme or project. PM&E must ensure that targeted beneficiaries or recipients of development interventions as well as other key identifiable stakeholders are involved in the conduct of the monitoring and evaluation exercises.

Outputs of Chapter Six

1. A brief narrative accompanied with a table on stakeholder analysis
2. A monitoring matrix
3. A brief narrative on intended evaluation(s).
4. A brief narrative on intended PM&E.

CHAPTER SEVEN

Communication Strategy

Introduction

Provide a brief introduction to highlight the contents of chapter seven.

Communication Strategy

Formulate pragmatic, clear and specific strategy to communicate the plan to all stakeholders including decision-makers and the citizenry. Consider the use of infographics, promotional videos, social media, information boards and 3D models.

Consider the following in preparing an effective communication strategy:

1. State clearly the objectives and the purpose of the communication;
2. Clearly identify target audience including gender and vulnerable groups;
3. Develop key messages tailored to target audience;
4. Identify various means for communicating the plan to target

audience including gender and vulnerable groups while exploring the most appropriate information, education and communication methods; and

5. Develop indicators to assess the effectiveness of communication strategy

Output of Chapter Seven

1. A Communication strategy



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World Bank (2004): Monitoring & Evaluation - some tools, methods and approaches, Washington, D.C. 20433, U.S.A.

Annex 1: Format and Content of MTDPs

The MTDP should follow the outline below:

Foreword
 Table of Contents
 List of Tables and Figures
 List of Acronyms
 Executive Summary

Chapter One: Situational Analysis of the MDA/MMDA

Performance review on programmes and finances (2018-2021)
 Narrative of existing MDAs/MMDAs situation including a list of development issues (Apply maps and graphics as much as possible).

Chapter Two: Key Development Priorities

List of prioritised development issues
 A matrix depicting development priorities of the MDA/MMDA aligned with national development priorities i.e National Development Agenda.

Chapter Three: Development Projections, Goal, Objectives and Strategies

Narrative of development proposals for the medium-term supported by tables and other graphics
 Matrix showing the goals, objectives and strategies

Desired future map(s).

Chapter Four: Composite Development Programmes

Assumptions and methodologies used for costing
 A matrix showing development programmes
 Analysis of financial resources for plan implementation
 A summary report accompanied by maps, graphics, promotional videos and/or table-top model.

Chapter Five: Annual Action Plans

A matrix of major activities to be implemented over the planning period

Chapter Six: Monitoring and Evaluation Arrangements

A brief narrative accompanied with a table on stakeholder analysis
 A monitoring matrix
 A brief narrative on intended evaluation
 A brief narrative on intended PM&E

Chapter Seven: Communication Strategy

A communication strategy

Annex 1: Bibliography

Annex 2: Maintenance Programme

Annex 3: Glossary

Annex 2: Maintenance Programme

MMDA/MDAs are expected to develop a maintenance programme to ensure that all infrastructure/assets are properly maintained with their respective jurisdiction. The table below provides a template for a maintenance programme.

Table 4.7: Maintenance plan

Type of Infrastructure/ Assets	Type of Maintenance	Schedule of Maintenance (Start date - end date)	Estimated cost of Maintenance	Location	Responsibility
E.g. Buildings (schools, hospitals)					
Transportation (roads, railway)					

Type of Infrastructure: The inventory of assets that must be maintained (such as Building, market, bus stations, roads, and other transport facilities)

Type of Maintenance: The types of maintenance tasks (such as inspecting, cleaning, adjusting, re-aligning, lubricating, etc.)

Schedule of maintenance: The intervals at which each asset is to be maintained (such as weekly, quarterly, annually, etc.)

Estimated cost of Maintenance: the cost for maintaining infrastructure/assets for the entire medium term

Annex 3: Glossary

Term	Definition
Activities	The collection of tasks to be carried out in order to achieve an output.
Assumption	Positively-stated external factors which are important for the success of the intervention, are probable (not certain/unlikely) to happen, and are beyond its control.
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.
Evaluation	The systematic and objective assessment of an on-going or completed project, programme or policy, its design, implementation and results. The aim is to determine the relevance and fulfillment of objectives, developmental efficiency, effectiveness, impact and sustainability.
Goal	The long-term result that an intervention seeks to achieve, which may be contributed to by factors outside the intervention.
Impact	Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.
Indicator	A unit of measurement that helps determine what progress is being made towards the achievement of an intended result (objective).
Monitoring	The routine collection and analysis of information in order to track progress, check compliance and make informed decisions for project/programme management
Objective	The intended results of an intervention which can split by levels of increasing significance, for example outputs, outcomes and goal.

Annex 3: Glossary

Term	Definition
Outputs	These are goods and services to be produced in given period in order to achieve stated objectives.
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.
Problem	An existing negative situation
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'.
Strategy	This identifies what is needed to achieve a policy goal. They are specific and measurable targets for accomplishing a goal. They mark interim steps towards achieving an agency's long-term mission and goal
Sub-Programme	A distinct grouping of services of activities that fall within the framework of a budget programme



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