

The Planning Model

Volume 2

**SPATIAL DEVELOPMENT
FRAMEWORK**

Table of Contents

GLOSSARY OF TERMS	3
1 Definition	4
2 Contents of the Spatial Development Framework	4
3 The Preparation of the SDF	5
3.1 Initiation of Preparation	5
3.2 Persons /Bodies Authorized to Prepare and Approve SDF	5
3.3 Procedure for Preparing SDF	5
3.4 Period of Preparation of SDF	5
3.5 Stakeholder Consultation	5
4 Format of the SDF	5
4.1 Report	5
4.2 Maps	5
5 Approval of SDFs	5
6 Review of the SDF	5
7 Implementation of the SDF	5
7.1 Plan Implementation	5
7.2 Monitoring Procedure	5
8 Evaluation of the SDF	5

GLOSSARY OF TERMS

Abbreviations	Meaning
Cap 84	Town and Country Planning Ordinance, 1945
DA	District Assembly
DCE	District Chief Executive
DCD	District Coordinating Director
DPA	District Planning Authority
EPA	Environmental Protection Agency
LUPM(P)	Land Use Planning and Management (Project)
LUPMIS	Land Use Planning and Management Information System
MDA	Ministries, Departments and Agencies
MMDA	Metro, Municipal and District Assemblies
NDP	National Development Plan
NDPC	National Development Planning Commission
PPPs	Policy, Programmes and Plans
RCC	Regional Coordinating Council
SDF	Spatial Development Framework
SEA	Strategic Environmental Assessment
TCPA	Town and Country Planning Authority (proposed)
TCDP	Town and Country Planning Department

1 Definition

An SDF is the spatial strategy for development. It will cover issues for the nation as a whole, for the region, or a sub-region (depending on common issues involved, not on boundaries, e.g., a development corridor, or for an area of special opportunity or even of decline), and in some cases, the District. It addresses the **spatial** implications of issues like economic development, employment, housing, infrastructure services (waste, water, energy, etc.), education and training, tourism and leisure, transportation, communications, healthcare, economic infrastructure, culture and nature and the environment. The SDF is represented by an indicative plan of the area which will include the location of key components of the strategy aimed at achieving the desired development.

The SDF provides a strategic vision (desired future) for the **spatial** development of the Region over a 15-20 year period, and a perspective/view on and in some cases approval of proposals for **what** kinds of development should take place, **how much/how many** of it should occur, **where** this should happen, and, broadly, **how** this should happen in order to take advantage of opportunities.

The SDF must thus be coherent with the Medium Term Development Plan/s (MTDP) and other relevant national and regional-level policies, programmes and plans (PPPs). The economic and social development goals, objectives and strategies of the MTDPs, as complemented where necessary with these other PPPs on national and regional scales, are to be given spatial expression in the SDF.

The SDF provides a framework for Structure and Local Plans, which must be in conformity

2 Contents of the Spatial Development Framework

The contents of the SDF are provided in section 5 below. In brief an SDF will contain:

- a. An overall discussion of the spatial **definition** of the planning area
- b. A description and analysis of dominant development **trends** which influence/drive spatial development
- c. The current policy and planning **responses**, covering both development and spatial planning. As far as possible, these can be derived from the National Development Plan, the Medium Term Development Plans, to begin with, and associated sector policies, programmes and plans (PPPs).
- d. A clearly stated **vision** for the region's spatial development agreed by the primary decision makers (specifically the political leadership in the Districts concerned and/or the Regions) .
- e. **Spatial strategy** for achieving the vision based on an **analytical discussion** of National, Regional and District spatial priorities and policies on the key issues and topics as they affect the planning area, such as employment location, scale and location of housing, transportation infrastructure and accessibility, infrastructure location, environment and leisure, etc.

- f. The strategy will be supported by **Analytical Maps** which show the existing situation, trends and planning challenges affecting the study area, including amongst others, population distribution, water bodies, roads and their condition and capacity, water sources and major water works and trunk pipelines, power transmission lines, commercial, industrial and economic development areas, mining and quarrying areas, airports, ports, areas of outstanding natural beauty, historical and culturally sensitive sites, agricultural and forest lands including areas with high agricultural potential, areas unsuitable for construction without special engineering requirements, etc.
- g. **Maps or Key Diagrams** which illustrate the general content of the spatial strategy, and show the physical extent of proposals but does not identify detailed site boundaries.
- h. A discussion of how the spatial strategy will be **implemented**, including a financial plan and a timescale for delivery
- i. An identification of clear targets or key performance indicators for **monitoring** purposes

3 The Preparation of the SDF

3.1 Initiation of Preparation

The TCPA¹ will have responsibility for overseeing the preparation of the National Spatial Development Framework that is complementary to the National Development Plan (NDP), even, while under law 480, this is the responsibility of the National Development Planning Commission (NDPC). However, in the Land Use and Planning Law, the TCPA will have specific responsibility for preparing the spatial dimensions of the NDP, which will be approved by the President on the recommendation of the NDPC.

The SDF for the Region or for the Sub-Region is the responsibility of the Regional Coordinating Council, and will be prepared by the proposed Regional Spatial Planning Committee which includes the Regional Economic Planning Officer and the Regional office of the TCPA. The preparation of the SDF would be led by the Senior Town Planning Officer, working in conjunction with the Municipal, Metropolitan and District Assemblies concerned. The SDF may be prepared using consultants which have skills in development planning and spatial planning. The requirement for the SDF will be specified in the proposed Land Use and Planning Law and require that the drafting team work with regional stakeholders in public, private, community sectors.

The SDF for the District will be prepared by a joint team of Physical Planning Department and the Development Planning Officer. It will work closely with the inter-sectoral technical Sub-Committee of the Statutory Planning Committee and be approved by the Assembly.

3.2 Persons /Bodies Authorized to Prepare and Approve SDF

The responsibility for the preparation of SDFs lies with the relevant authority, namely the TCPA for the National SDF, the Regional Spatial Planning Committee for the Regional

¹ The proposed Town and Country Planning Authority, a central government body responsible for Spatial Planning including Land Use Planning and Management. Presently the TCPD

SDFs, or Sub-Regional SDFs. and the Physical and Development Planning Departments of the Assemblies for the District SDF. However, Regional SDFs must be prepared with the full cooperation of the relevant Districts, Metropolitan and Municipal Districts. The preparation of the SDF may either be undertaken by the staff of the relevant level of government or with the use of consultants. When an SDF is outsourced, the responsible level of authority will act as the Client and must be accepted by the relevant local government body, specifically the MMDA or the Regional Co-ordinating Councils (RCC) or the TCPA. Further the National SDF must also be approved by the President on the advice of the NDPC.

If the work is outsourced to consultants, the contracts will be subject to Ghanaian Procurement Law and the responsible authority will prepare the Terms of Reference and the RFP, which will include information on the system of evaluating the bids.

3.3 Procedure for Preparing SDF

The procedures for preparing an SDF are similar, even if the key stakeholders and decision makers differ, for all types of SDF. In most cases step (i) below is defined by the type of SDF, such that the National SDF covers the whole country and the Regional SDF the Region and the District, the District's administrative boundary. However, where a Sub-Regional SDF is proposed, cutting across a number of Districts, this step is necessary. The main steps identified are as follows:

- i. Define Planning Area, bearing in mind the responsibility of the Region for the overall Regional Development Plan, the impact of the National Development Plan on the plan area, District boundaries and development trends and other key development projects that will have an important impact on development of area around it or connecting it to other major urban centres.
- ii. Undertake an inventory of present situation in plan area including population distribution, roads, power and water distribution and capacity, functions of existing settlements, areas of special planning interest, major land use areas, agricultural areas, ports, railroads, airports, areas of historic and cultural interest, etc.
- iii. Review Development Plans for areas which are within the boundaries of the SDF, in particular for Regional and District level SDFs, the Medium Term Development Plans (MTDPs), to identify the development trends, the development objectives and the specific development targets for the various sectors: health, education, transportation, tourism, housing, industry and warehousing, commercial and retailing, mining, quarrying, infrastructure (water, sanitation, drainage and electricity, with possible telephonic and internet coverage) and agricultural development and programs.
- iv. Supplement review of MTDP with sector plans prepared by the various agencies responsible for the sectors identified in (iii) above and check the assumptions behind these plans (e.g. population projections, growth projections, financing assumptions etc.) to verify the veracity of these plans and programmes.
- v. Consider impact of sectoral programmes and plans on population growth and distribution, transportation patterns and access to basic services.

- vi. Identify alternative scenarios for development and establish the preferred form of future development for the study area, through consultation with key decision makers.
- vii. Bearing in mind the preference of the key decision makers, National Policy, sector policies, programmes and plans, develop planning responses required to ensure the future development in each of the sectors moves to the desired end situation through the alignment of spatial development. (In considering the options, it is important that the proposed interventions take into account the financial constraints)
- viii. Consultation with representatives of affected Districts, Regional Authority and the National sector agencies or departments to identify impact of the planning responses to achieve the preferred spatial option.
- ix. Provide opportunity for general public and other stakeholders to make representation on the proposed preferred option.
- x. Develop preferred option and identify implications for the policies, programmes and plans of the responsible sector agencies.
- xi. Review proposals in consultation with the sector agencies and consider the timing of each development or intervention, taking into account potential investment, and budgetary and resource limitations.
- xii. Prepare diagrammatic representations of the proposals, and the timing of development.
- xiii. Prepare brief reports on the strategies to be developed by each sector to achieve the common vision (see below for proposed list of reports).
- xiv. Identify scale of investment required in each affected sector.
- xv. Prepare a financing plan for the implementation of the SDF
- xvi. Submit the proposals to review by the general public and stakeholders
- xvii. Identify key indicators for each sector and for SDF as a whole.
- xviii. Prepare presentation of SDF, taking adequate notice of the feedback from the public and stakeholders, for approval by responsible authority.
- xix. Final revision and dissemination of the SDF.

3.4 Period of Preparation of SDF

Preparation of SDFs should take a maximum of fifteen months, although it is expected that this could be achieved in a shorter period. The suggested time lines propose a maximum period for the work as follows:

1. Identification of Planning Area, Establishment of Joint Planning Team and preparation of Base Map: *up to one month*
2. Data collection – present situation: *up to one month*
3. Data collection on programmes, projects and plans and projections: *up to one month*
4. Consultation with stakeholders on projections and trends: *up to one and half months*

5. Preparation of alternative scenarios, and public consultation to identify preferred scenario: *up to one and half months*
6. Public consultation on options: *up to two months*
7. Identification of preferred ‘vision’ by decision makers: *up to two weeks*
8. Analysis of gaps and identification of strategies, including levels of investment: *up to one and half months*
9. Preparation of Draft final SDF: *up to one month*
10. Public consultation, preparation and presentation of revised SDF and approval by MMDAs and RCC: *up to two months*
11. Financial and Phasing Plan: *up to one and a half months*
12. Submission and publication of final revised addition of Report: *up to one month*

3.5 Stakeholder Consultation

The requirement is for a participatory planning system to be used in the preparation of all levels of plans. The plan preparation process will require periods for key stakeholders to air their views and opinions. The SDF preparation requires the participation of three groups: the key sector agencies; the MMDAs and the RCCs, and; the general public.

3.5.1 Stages and methods of Consultation

The SDF requires a minimum of three rounds of consultation. These are:

1. After data collection and during analysis stage when trends and issues identified.
2. When determining the preferred scenario/option for development.
3. To consider Draft Final Plan

In all three stages, adequate notice must be given to the general public to make meaningful inputs or, if published in the newspaper or exhibited in the Regional Coordinating Council or Assembly offices, adequate time provided for interested parties to make representation. The decision on which of the scenarios should be followed must involve the ‘decision makers’, namely, in the case of National SDF, the NDPC, Regional Ministers, all line Ministries, the Lands Commission and other institutions responsible for major infrastructure development and chair persons of Parliamentary sub committees identified by NDPC; for Regional SDF, the Regional Minister, the DCEs, RCD, the sitting members and chairperson of each Assembly; or for District SDF, the Statutory Planning Committee members and the Assembly, including the DCE. After comments by the general public and other interested parties have been summarised and presented, copies of the alternatives and the rationale for each will be published in the local press, and exposed on local TV and by being posted in all the MMDA offices and the Regional Coordinating Council Offices. Similar means should be used to elicit the views of the public and stakeholders on the Draft Final Plan. Additional methods of consultation can be tried such as ‘town hall’ meetings arranged by the Joint Planning Team in a number of venues throughout the planning area.

3.5.2 Reports on Stakeholder Consultation/Public Forum

Reports on the public consultation process will be published and summarised in the local media. Full copies of the outcome should be made available at the offices of the RCC and affected MMDAs. The reports should identify how many responses were received and where from and the weight of opinion expressed, and will form an annex to the SDF.

4 Format of the SDF

4.1 Report

The Report for the SDF will contain the following:

- a. Background: the boundaries of area being covered; why plan is being prepared (National, Regional and District SDFs will be a statutory obligation, while sub-regional are developed normally in response to potential impact of major development scheme on area between the development and the major urban centre)
- b. The Vision: the commonly accepted objectives for the area, including how to achieve broader goals, including national and regional policy objectives for social, economic and environmental sectors.
- c. Description of the Area: covering what exists on the ground, the major functions of each settlement, areas of special interest such as areas of historic or cultural interest, environmental sensitivity, areas of forestry and with high agricultural potential or farmed commercially, and the dynamics of growth (changes in previous census period, especially where growth rates differ markedly from national average, and changes in function).
- d. Major Concerns and Issues: this should include the main development issues and problems, whether in terms of living conditions, access to health, education, markets etc., conflicts between different land uses (e.g. housing and agricultural), environmental, transportation and communications problems, and potential of the area, emphasizing the competitive advantage the area has as a location for specified types of development.
- e. Sectoral Analysis: the present and projected situation given existing trends and the potential of the problems or issues to be solved, covering; agriculture, education, health, commerce, industry, tourism, transportation, housing, waste disposal, water resources and distribution, communications, power and flood control. This analysis should look at the plans and programmes that the sectors have and how they meet the needs as identified in the analysis. It should also identify how present trends and plans reflect national policies. The analysis should be illustrated with the data produced in layers for each major sector or group of sectors. A composite map should also be developed.
- f. The development of three scenarios for potential development in the next fifteen to twenty years, and the rationale for each and a preliminary indication of the sorts of complementary development that will be required to achieve the patterns proposed. These will be accompanied by explanatory diagrammatic maps.
- g. Proposals: Proposals for development under each sector showing how it contributes to the overall achievement of the 'vision'. It should identify the locations where specified development is expected to take place. It should identify the land requirements for the major land uses in each of the proposed major development

areas, the need to upgrade the trunk infrastructure and other critical issues, particularly those that constitute a threat to the environment or require special sensitive handling. Indicative maps must be provided showing the locations of the proposed development proposals.

- h. The SDF key diagram: A composite map of the proposals in the SDF forms the key diagram showing the proposals for the whole area diagrammatically.
- i. Phasing Plan and Financing Plan: this should identify the approximate level of investment required in each sector and the expected source of the investment (public or private, and whether national, regional or local if public). This may include maps showing the stages of development.
- j. Key indicators: these reflect to overall vision for the development. This should be limited to no more than five indicators.

4.2 Maps

As mentioned in 4.1 above, maps are required for the following:

- a. Base Map, showing administrative boundaries, boundaries of planning area, main water bodies, roads, forest and urban areas. This will take the form of a map of the scale between 1: 100,000 to 1:250,000, although the scale may vary according to the size of the area covered. Preferably the maps should fit on an A2 size sheet.
- b. Data layers for major land uses where applicable², functions and population of towns and urbanising areas, ports and airports, infrastructure trunk lines, final waste disposal site (solid waste land fill areas), major mining, tourism, military and educational uses, location of District and Regional hospitals, land quality, including a layer showing land with agricultural potential and land unsuitable for development, and areas of environmental sensitivity including wetlands and forest and game reserves etc.
- c. Indicative proposals for the scenarios
- d. Indicative plans of future preferred development, including size of population and function of urban and urbanising areas, plans by sector or group of sectors, showing where infrastructure development is required to complement the proposed growth pattern proposed.
- e. A composite plan showing the whole SDF proposal including phasing plans, showing the priorities for infrastructure improvement, extension or development.

5 Approval of SDFs

The preparation of National SDF is the responsibility of the TCPA working in conjunction with the NDPC. The National SDF will be approved by the President after acceptance by the NDPC. Regional and Sub-Regional SDFs are the responsibility of the Regional authority and so must be approved by RCCs. They should be in compliance with the National SDF. District SDFs need to be approved by the affected District (Municipal and Metropolitan) Assemblies.

² The amount of information will depend on the size of the area being considered: National will be limited to major towns and cities, transportation corridors, main ports and airports, areas with specific function or use including national parks and other areas requiring special treatment or protection and other factors that need to be considered for development of national significance.

The District SDF should be in compliance with the Regional SDF. The SDFs will provide the target and scope of the Structure Plans, which must be prepared by the MMDAs.

Appeals can be made against the SDF on a limited number of grounds:

- i. The general public was not adequately consulted
- ii. The SDF is not in conformity with the NDP, the NSDF or the RSDF
- iii. The SDF ignores or takes inadequate cognizance of statutorily protected areas
- iv. The SDF ignores or takes inadequate cognizance of policy affecting specific land uses (e.g. agricultural priority areas).

The appeal for a District SDF is made to the Regional Spatial Planning Committee, and further onto the TCPA on matters of fact. Appeals on matters of fact, against the Regional SDF, go to the TCPA. Only on matters of law can an appeal go to the courts

6 Review of the SDF

The SDF covers a period of fifteen to twenty years but will be subject to review and revision after four years, to coincide with the MDTP cycle. This is also in time with the elections for the President and Parliament and should also coincide with the availability of Population and Housing Census data.

The District SDF must be reviewed in line with the production of the MTDPs and the harmonisation of these plans by the RCCs. The reviews of SDFs must take into account the monitoring of the implementation plan and indicative budget. The reviews will concern changes in the sector strategies but will not revise the basic policies on which they are based. This will take the form of supplementary documents that replace the sections of the report covering the affected sector.

The fifteen or twenty-year review of the SDF will be considered a New SDF and will be produced in line with the NSDF and the long-term National Development Plan. The new SDFs will also take into account the results of the Evaluation of the impact of the previous SDF's implementation, identifying its effectiveness in achieving its objectives and also identifying unforeseen effects.

7 Implementation of the SDF

7.1 Plan Implementation

The SDF identifies key activities that need to be undertaken if the plan is to achieve its objectives. In so far as these are directly under the control of the Government, sector budgets are proposed, including a long term investment requirement and a more detailed requirement for the first three years of the planning period. Where the private sector is identified as the main actor in the development, often complementary activities and assistance by the Government are identified. Government, whether at central or local level is the facilitator of the desired development but rarely is it able to ensure the end result is as desired.

7.2 Monitoring Procedure

The implementation of the SDF needs to be monitored, to ensure that the SDF does not remain simply a plan but never a reality. At the District level, annual reports from each department will be compiled by the Development Planning Officer and used to monitor progress

of the SDF. These reports on progress and development in each of the MMDAs covered by the SDF will be compiled by the Regional Economic Development Planning Officer (REDPO) and the Head of the Regional TCPA Office responsible for land use planning and management, based on data provided by the MMDA and the sector agencies and utility providers. The MMDAs, through the Assemblies' Physical Planning Departments and Development Planning Officers will be responsible for ensuring that the budgets of the Assembly include the sector investments identified in the SDF. The Annual reports will include a review of actual disbursement of the budget to ensure that the proposed investment by the responsible Assembly or sector agency is being made. This will enable the REDPO to flag for the RCC, the sectors that have failed to make the necessary investments as part of the realisation of the plan. This report should be produced in a timely manner to influence the annual budget preparation process.

At the National Level, the reports of the Regional offices, as well as annual reports from each of the line Ministries will be reviewed by the NDPC to identify gaps in the implementation schedule and the causes for these gaps.

Not only will levels of expenditure be monitored but also the actual outputs of this expenditure. Hence investment in road development, improvement or extension should be measurable not only in terms of the level of investment but also in the length of road affected. At the District level, in addition, the Assembly Physical Planning and Development Planning offices must also monitor the level of complementary investment by the private sector. Hence investment in housing, for example, needs to be measured in terms of units planned and built. Investment and outcomes of investment by the utility companies will also need to be measured and monitored to ensure they are complementary to the objectives of the SDF.

8 Evaluation of the SDF

The evaluation of the SDF will be based on how well the plan has managed to achieve the objectives of the broader National Development Plan and the District Development Plans. It should consider both the successes and failures of the strategies proposed to achieve the desired spatial development. The main function of the Evaluation is to assess the appropriateness of the strategies assumed in the SDF. It is, therefore, a vital step in the revision of the SDF and the preparation of a new SDF.