



THE REPUBLIC OF UGANDA



THE LOCAL GOVERNMENT DEVELOPMENT PLANNING GUIDELINES

April, 2014

FOREWORD

Since the introduction of the Comprehensive National Development Planning Framework (CNDPF) in 2007, a number of changes in the planning system have occurred. The CNDPF itself presented a shift in the development planning mechanism from a needs-based to a proactive vision-based planning. Other changes include development of the Uganda Vision 2040, and the National Development Plan; the emergence of Local Economic Development (LED) as one of the pillars of decentralization; the emerging emphasis of Public Private Partnerships in planning and the need to provide for adequate participation of non state actors in the planning and budgeting processes.

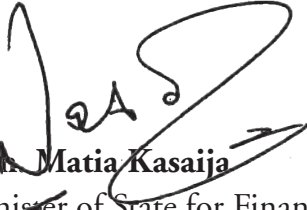
These changes have resulted in the need to adapt the Local Government Development Plans to the new planning paradigm; strike a balance between bottom-up and top-down influences expected out of the Vision 2040 and the National Development Plan (NDP) framework; re-orient Local Governments from being mere service delivery units to wealth creating entities that will facilitate socio-economic transformation; ensure effective participation of Civil Society Organisations (CSOs) and the private sector in the Local Government planning process; and ensure harmonization of physical planning with socio-economic planning. These changes, among others, necessitated the review of the existing planning guidelines to provide guidance and support to Local Governments in the planning process.

In consultation with representatives of Local Governments, Non-Government Organizations (NGOs), Ministries, Departments and Agencies (MDAs), Development Partners, National Planning Authority (NPA) has developed Local Government Development Planning Guidelines to facilitate LGs to prepare and align their development plans to the National Development Plan and the national aspirations as expressed in the National Vision. These Guidelines replace all the other existing guidelines and I urge all players to follow them closely to achieve our Vision aspirations. At the heart of these guidelines is a recognition that effective consultation and consensus building is critical for the development of successful Local Government Development Plans.

On behalf of NPA, Government and on my own behalf, I wish to thank the various stakeholders who have made valuable contributions through well-considered submissions that have been carefully taken into account in finalizing these Guidelines. Specifically, I wish to extend my recognition and gratitude to the Board, Management and technical team of NPA, and the Technical Working Group for providing quality assurance of the guidelines. I would like in a special way to thank UNDP for the continued financial and technical support to NPA, and specifically for funding the development of these guidelines.

It is my wish, desire and belief that the coming Local Government Development Plans will be greatly improved thus impacting quality of service delivery in the Local Governments. I once again, wish to appreciate all stakeholders who have contributed to the development of these guidelines and I call upon the Local Governments and all stakeholders to utilise them in the development and implementation of their development plans.

For God and My Country



Hon. Matia Kasaija

Minister of State for Finance, Planning and Economic Development (Planning)

ABBREVIATIONS AND ACRONYMS

ATC:	Assistant Town Clerk
AWP:	Annual Work Plan
CAO:	Chief Administrative Officer
CBOs:	Community Based Organizations
CEO:	Chief Executive Officer
CNDPF:	Comprehensive National Development Planning Framework
CSOs:	Civil Society Organisations
DEC:	District Executive Committee
DPA:	District Planning Authority
DPs:	Development Partners
DPU:	District Planning Units
DTPC:	District Technical Planning Committee
EMIS:	Education Management Information System
FBOs:	Faith-based Organisations
GoU:	Government of Uganda
HLG:	Higher Local Government
HMIS:	Health Management Information System
JARD:	Joint Annual Review of Decentralization
LG TPC	Local Government Technical Planning Committee
LGA:	Local Government Act
LGDP:	Local Government Development Plan
LGDPG:	Local Government Development Planning Guide
LGMSD:	Local Government Management and Service delivery program
LGs:	Local Governments
LLG:	Lower Local Government
M&E:	Monitoring and Evaluation
MC:	Municipal Council
MC PU:	Municipal Council Planning Unit

MC TPC:	Municipal Council Technical Planning Committee
MDAs:	Ministries, Departments and Agencies
MIS:	Management Information System
MoFPED:	Ministry of Finance, Planning and Economic Development
MPS:	Ministry of Public Service
NAADS:	National Agricultural Advisory Services
NDP:	National Development Plan
NGO:	Non Governmental Organisation
NPA:	National Planning Authority
NPP:	National Population Policy
NUSAF:	Northern Uganda Social Action Fund
OBT:	Output Budget Tool
PDC:	Parish Development Committee
PEAP:	Poverty Eradication Action Plan
POCC:	Potentials Opportunities, Constraints and Challenges
POPDEV:	Population and Development
PSOs:	Private Sector Organisations
SDPs:	Sectoral Development Plans
STPC:	Sub County Technical Planning Committee
VEC:	Village Executive Committee

GLOSSARY OF KEY WORDS AND TERMINOLOGIES

Challenges: These are external factors or obstacles (outside the LG’s control) that may hamper smooth development effort.

Constraints: These are disadvantages coming from internal factors such as failures in institutional, human and physical resources, etc, that might hinder the LG from achieving the selected development targets. Examples of constraints are an uneducated and unskilled labour force, environmental hazards, rapid population growth, ethnic conflicts, etc.

Cross-cutting issues: These are issues that can contribute to accelerating or derailing the progress of development. It is therefore prudent that they are prioritized. They are i) Gender, ii) Environment, iii) Human rights, iv) Disability, v) Nutrition, vi) Governance, vii) Population and Development, viii) Science and Innovation, ix) Child health, x) Social Protection, xi) Climate Change xii) HIV/AIDS and xiii) Culture and Mind set. Disaster preparedness is another issue being added though this may be district specific.

Decentralised Planning: Planning where local governments make their own development plans guided by the national strategic direction.

Demographic Characteristics: These are the aspects of the population that helps us to understand the existing diversity, such as age, sex, employment status.

Development Planning: This is the process of identifying problems, needs, priorities, resources as well as designing action plans with a view of improving the welfare of the people. The development planning process includes plan formulation, implementation, monitoring and evaluation.

Development 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 regarding development planning and execution.

Development Potentials: These are internal factors, advantages and resources which when used can enable the LG to enhance its chances of achieving the selected development targets and aims.

Environmental Mainstreaming: A continuous process of identifying environment and natural resource issues/ opportunities that contribute to the development goals of an activity identifying potential impacts and mitigation measures, budgeting for the intervention, monitoring the

implementation of Environment and Natural Resources (ENR) intervention and mitigation in order to reduce the negative impacts of development programmes” (NEMA) or “Integrating environmental activities in policies, plans, programmes and projects” NEMA or “Bringing environmental issues from the ‘background’ into the ‘lime light’” **Ministry of Local Government.**

Financing Framework: Arrangements to raise and use the resources necessary to implement a development plan.

Gender Mainstreaming: Is the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women as well as of men an integral part of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality.” (United Nations Economic and Social Council).

Indicator: This is data or statistics that describe a person, place or an event and the changes in it. Indicators are used to describe various aspects of a given situation.

Integration: This is taking into account or incorporating one or more elements into another element or system. In this case, integration of population issues means making population factors fundamental to the development planning process.

Interventions: Practical activities undertaken to implement development.

Livelihood Analysis: This is a deep look at what activities people do to go through life, meeting their basic needs and solving the problems that they face.

Local Government development Stakeholders: Includes all people, organisations and institutions that are interested and concerned about the development of the local government.

Local Government Planning Cycle: This is the regular period covered by the planning activities of a local government every 5 years.

Local Revenue: These are financial resources obtained from a particular locality as opposed to money that comes to a local government from sources outside the local government.

Short Term: A planning period between 1 and 5 years.

Medium Term Planning: The type of planning that usually takes a period of 5-10 years.

Long Term Planning: This is the inspiration type of planning and usually for a period of more than 10 years.

Monitoring and Evaluation Matrix: This is a simple table in which the results of checking on the progress of development activities are fitted and documented.

Monitoring and Evaluation: Refers to a process of monitoring a program and evaluating the impact it has on the target population in order to assess the success and gaps in program implementation. It is usually done to ensure whether what is being done is right and is being done in the right way.

Opportunities: These are the external factors (beyond the LG's control) that positively influence development in the LG.

Outputs: These are products or immediate results of development interventions in a given period in order to achieve stated development objectives. In proactive planning, desired outputs establish the basis for selecting activities that should be carried out.

Physical Planning: Planning that focuses on the allocation and use of physical space. In Uganda Physical planning has been an established practice in urban local governments, but is increasingly becoming a major development issue even for non-urban local governments.

Planning Call Circular: This is the official written communication specifying the procedures, processes, timeframes and roles and responsibilities involved in a planning cycle by national and local government units. In Uganda, Planning call circulars are issued by the National Planning Authority at the start of each planning cycle.

POPDEV planning approach: A planning approach which aims to improve development planning to make development plans and investment programs more effective, efficient and equitable by explicitly considering population, gender and sustainable development interrelationships in each step of the planning process.

Population Profile: This is a summarized description of the demographic characteristics of the country/ local government. The population profile focuses on the key aspects of the population that are important to consider in a planning process (population sizes, distributions, settlements, etc).

Progress Reporting: This is a short write up periodically produced to show what is happening to the development interventions being implemented.

Project Profile: This is a summarized description of each specific project to be implemented in development plan.

Sector Development Plan: A specific plan focusing on a specific sector. In Uganda, example of sectors include; the education, water and Sanitation, health, agriculture, energy, etc.

Situation Analysis: A description of the general state of affairs affecting development, arising from the natural resources, the human resources, and the progress achieved from past development efforts that are important for the future of the local government.

Strategic Development Direction: This is an agreed development path which a county/ Local government should take in order to arrive at the desired vision results. The strategic direction guides the smaller efforts and activities that a local government undertakes.

Strategic Objectives: Strategic objectives are long-term aims or goals that HLG will hope to attain over a period of 5 to 10 years. The eradication of all poverty pockets could be considered a strategic objective. Annual plans and budgets should be organised so that they are in accordance with the strategic objectives and the activities they contain will help to achieve the strategic objectives. However it is recognised that strategic objectives will require several years of individual activities, often by different departments, before they can be achieved.

Work plan: This is a draft time table indicating activities and the times they are to be done, usually done on an annual basis.

TABLE OF CONTENTS

FOREWORD	i
ABBREVIATIONS AND ACRONYMS	iii
GLOSSARY OF KEY WORDS AND TERMINOLOGIES	v
1.0 CHAPTER ONE: INTRODUCTION	1
1.1 Background	1
1.2 Purpose and Objectives of the Local Government Development Planning Guide (LGDPG)	2
1.3 Users of the Local Government Development Planning Guide	3
1.4 Structure of the Local Government Development Planning Guide	4
2.0 CHAPTER TWO: LEGAL, POLICY AND INSTITUTIONAL FRAMEWORK AND CONTEXT UNDERPINNING LGDP PROCESS	5
2.1 Legal and Policy Framework and Context	5
2.2. The National Planning Policy Frameworks and their Implications for Local Government planning	7
2.2.1 The Comprehensive National Development Planning Framework (CNDPF)	7
2.2.2 The 30-year National Vision	8
2.2.3 The 10-year Medium Term National Development Plan	9
2.2.4 The 5-Year National and Sector Development Plans	9
2.2.5 The Local Government Development Plans	9
2.2.6 Other Planning Instruments	10
2.3 The Institutional Framework for Local Government Development Planning in Uganda	10
3.0 CHAPTER THREE: LGDP PROCESS STRUCTURING AND FORMULATION	13
3.1 Consultations and Data Collection	13
3.2 Actual Plan Formulation	13
3.2.1 Situation Analysis and Identification of Development Needs and Opportunities	14
3.2.2 Elaboration of the LGDP Strategic Direction	18
3.2.3 Description of Broad and Sector –Specific Development Outcomes, Goals, Outputs, Strategies and Interventions of the LGDP;	20
3.2.4 Description of the Implementation and Coordination Plan of the LGDP	20
3.2.5 LGDP Guidance and Integration	23
3.3 Approval of Respective Local Government Development Plans	29
3.3.1 Approval of Lower Local Government Development Plans	29
3.3.2 Approval of Higher Local Government Development Plans	30
3.4 Plan Submission	31

4.0	THE LOCAL GOVERNMENT DEVELOPMENT PLANNING CYCLE AND ROLES OF STAKEHOLDERS	32
4.1	The 5-year Local Government Development Planning Cycle	32
4.2	Steps, Methodology, Actors and Timing of the LGDP Formulation Process	33
4.2.1	HLG Planning Process	33
4.2.2	Planning Process for Municipal Councils and Division local governments	36
4.2.3	Lower Local Government Planning Process (Sub counties and Town Councils)	40
4.3	Stakeholders in the LGDP Process and Their Respective Roles and Responsibilities	42
4.3.1	Stakeholders at Higher Local Government Level and their Roles and Responsibilities in LG Development Planning process	43
4.3.2	Roles and Responsibilities of Stakeholders at the Municipal and Lower Local Government level	46
4.3.3	Planning Roles and Responsibilities for CSOs/NGOs, CBOs, FBOs and Private Sector	52
5.0	LGDP MONITORING AND EVALUATION STRATEGY	53
5.1	Purpose of LGDP Monitoring and Evaluation Strategy	53
5.2	Values and Principles Guiding the LGDP Monitoring and Evaluation Strategy	53
5.3	Scope of LGDP Monitoring and Evaluation Strategy	54
5.4	Elements of the LGDP M&E Strategy	54
5.4.1	Objectives of the M&E Strategy	54
5.4.2	Stakeholders in the LGDP M&E Function	54
5.4.3	Development of LG M&E System	57
5.4.4	Reporting Arrangements	57
5.4.5	The LGDP Monitoring and Evaluation Reporting Matrix	58
6.0	LGDP COMMUNICATION AND FEEDBACK STRATEGY	59
6.1	The Importance of an effective Communication and feedback strategy in the LGDP framework	59
6.2	Values and Principles Guiding the LGDP Communication and Feedback Arrangements	59
6.3	Elements of the Communication Strategy	60
	APPENDICES:	61
Appendix 1:	STRUCTURE OF LOCAL GOVERNMENT DEVELOPMENT PLANS FOR HLGS	61
Appendix 2:	STRUCTURE OF LOCAL GOVERNMENT DEVELOPMENT PLANS FOR LLGs	64
Appendix 3:	FRAMEWORK FOR PROJECT PROFILES FOR HLG AND LLG DEVELOPMENT ACTIVITIES	66
Appendix 4:	SUMMARY OF SECTORAL PROGRAMS/PROJECTS	67
Appendix 5:	ANNUALISED WORK PLAN	68

LIST OF TABLES

Table 1:	Integration Levels for Local Government Development Priorities	37
Table 2:	LGDP 5-year planning cycle	43
Table 3:	Steps, Methodology, Actors and Timing of the LGDP Planning Process	44
Table 4:	MC and Division Local Government Planning Process	47
Table 5:	Lower Local Government Planning Process	51
Table 6:	Stakeholders at Higher Local Government Level and their Roles and Responsibilities in LG development planning process	54
Table 7:	Municipal and Lower Local Government Stakeholders involved in the LGDP process	57
Table 8:	Planning Roles and Responsibilities for Stakeholders at Parish/Ward level	61
Table 9:	Planning Roles and Responsibilities for Stakeholders at Village/Cell level	62
Table 10:	National Level M&E Stakeholders and Frameworks Relevant to LGDP M&E Strategy	65
Table 11:	LG M&E Stakeholders and Framework Relevant to LGDP M&E strategy	67
Table 12:	Format of LGDP Results Matrix	69

LIST OF FIGURES

- Fig 1 The interface between the elements of the CNDPF
- Fig 2 Conceptual framework for interaction during the local government planning process

1.0 CHAPTER ONE:

INTRODUCTION

1.1 Background

Development Plans are a legal requirement for all higher and lower local governments in Uganda. Section 35 of the Local government Act (Cap 243) requires district councils to prepare comprehensive and integrated development plans incorporating plans of lower local governments. The same section also obliges lower local governments to prepare development plans incorporating plans of lower local councils in their respective areas of jurisdiction. Development plans therefore form a basic tool for implementation of decentralized development programs and service by government and non-government actors in local governments. In addition, local government plans are key instruments that support the national development management processes in Uganda. As required by article 190 of the Constitution of the Republic of Uganda 1995, local government development plans are supposed to inform the National Development Plan (NDP). Local government development plans are the main modality through which strategies and activities of the NDP are cascaded to the levels where citizens can participate and benefit from them.

In 2013, Government of Uganda launched a long-term development vision, the Uganda Vision 2040, which is an all-encompassing perspective plan. The theme of this vision is to have a “Transformed Ugandan society from a peasant to a modern and prosperous country within 30 years”. The Uganda Vision 2040 acts as another guide to any future planning framework in the country including those at the local government levels. For example, the Vision 2040 stipulates that the road to transformation will require careful planning and commitment of resources, and that the human rights based approach to development will be intergrated in the policies, legislation, plans and programs.

A key prerequisite for attaining the Vision theme is that Uganda’s planning framework needs to be coordinated and harmonised in order to create the necessary critical mass. The Vision therefore obliges all development actors in the country to follow a common strategic direction in their planning in order to achieve faster socio-economic transformation¹. In essence, all Ministries, Departments and Agencies (MDAs) of government, whether autonomous or semi-autonomous, are required to realign their development priorities with the Vision 2040’s strategic direction.

However, a number of challenges have limited full attainment of the above-mentioned objectives and contributions of the local government development planning framework in Uganda to national development and local service delivery. Some of these challenges include; adapting Local Government planning to the new planning paradigm; striking a balance between bottom-up planning objective and top-down influences expected out of the Vision 2040 and the NDP frame-

¹ The vision aspirations, principles, targets and policy shifts, Uganda vision 2040, 2012

works; re-orienting Local Government from being mere service delivery units to wealth creating entities; ensuring effective participation of CSOs and the private sector in the Local Government planning process; ensuring harmonization of physical planning with socio-economic planning. These challenges have to be addressed if planning is to yield effective results.

This Local Government Development Planning Guide (LGDPG) is produced by the National Planning Authority (NPA) to guide the process of preparing local government development plans in order to operationalise the local government development planning functions, roles and mandates as enshrined in the 1995 constitution of the republic of Uganda. Like all public sector planning processes in Uganda, production of local government development plans is supposed to be a political as well as a technical process. It elicits from the active roles of elected local government councils, their executive and sub-committees as well as from technical departments, Planning Committees and technocrats at different levels of local government. This guide is therefore intended to be used by a wide audience.

1.2 Purpose and Objectives of the Local Government Development Planning Guide (LGDPG)

The aim of these guidelines is to provide a framework for the formulation of harmonized decentralized plans within local governments in Uganda. On the one hand, the guidelines are supposed to ensure that decentralized development plans are well linked to the overall National development strategic direction as well as to the sector development goals (Vertical Harmony). On the other hand, the guidelines are also supposed to ensure intra and inter agency synergies and linkages in the local government planning framework (Horizontal Harmony). In this case, horizontal harmony is to ensure that there is inter-sectoral and inter-agency coordination in the selection and programming of development activities within the district i.e. coordination amongst different departments within a local government as well as between the local government departments and Civil Society Organisations (CSOs) Faith-based Organisations (FBOs), Community Based Organizations (CBOs), Development Partners (DPs), and Private Sector Organisations (PSOs), etc. In addition, the guidelines also aim at facilitating planning for inter-jurisdictional programs and services (i.e. programs and services between two or more Local Governments).

Specifically, the Guidelines are designed to serve the following objectives and purposes:

- i. Provide a simple but integrated framework² for development of local government plans and incorporation of these plans in sector and national development plans to ensure that local government plans support achievement of aspirations of the Uganda Vision 2040 as well as those of the NDP.
- ii. Clarify the institutional framework governing decentralized planning in Uganda and spell out the key stakeholders that should take part in the decentralized planning framework and their roles

- iii. Provide appropriate linkage and harmony between national and local budgeting instruments
- iv. Provide for the development of a Monitoring and Evaluation strategy for the local government plans that contributes to both the local and national government M&E requirement without duplicating efforts.
- v. Provide a systematic approach on how to integrate crosscutting issues into local government development planning processes and frameworks.
- vi. Provide the structure for the Local Government development plans
- vii. Provide a basis for budgeting and financing of the Local Government planning process to ensure its timely execution
- viii. Provide for a communication and feedback strategy

1.3 Users of the Local Government Development Planning Guide

This guide is intended to facilitate a harmonised development planning process in local governments in Uganda where i) Local Government development aspirations are adequately coordinated towards a common strategic development direction guided by the Uganda Vision 2040 and the NDPs; and ii) Local Government development needs and opportunities, including those of lower local councils, are adequately integrated in sector and national development plans. It is also to facilitate all development actors in a local government (CSOs, PSO, and communities) to effectively participate and contribute to achievement of a common strategic development direction for that local government. For this reason, the guide has been called the “Local Government Development Planning Guide – LGDPG”

The main users of the LGDP guide will be local government institutions as well as other development actors operating in local governments. The following are the specific categories of the users of this guide :

- i. Higher and lower Councils which are the paramount leadership institutions in LGs which decide on the manner in which public sector resources are allocated. The district council is the Planning Authority in the district.
- ii. The District Technical Planning Committee (DTPC) that is responsible for coordination and development planning functions in LGs
- iii. Lower Local Government Technical Planning Committees
- iv. Local Government planning forum
- v. Civil society organisations, faith based organisations, and community based organisations
- vi. Private sector organisations and enterprises that would wish to integrate their activities within local government development plans
- vii. Citizens that are required to participate in the primary stages of the planning process to ensure that their needs form the basic foundation for development planning in local governments

² Integrated framework in this case involves community, LLG, HLG, Sector plans , NDP, medium term Development plan; integrating physical and urban planning and socio-economic planning; involving non-state development actors

- viii. The National Planning Authority that is responsible for overall guidance of the LG planning process
- ix. Ministry of Finance, Planning and Economic Development that will need to corroborate local government plans with local and, to national budgets
- x. Ministry of Local Government that is responsible for offering administrative support and technical advice
- xi. Local Government Finance Commission that is responsible for providing advice on financing of Local Governments
- xii. Sector ministries that are responsible for receiving and integrating district sector priorities in their sector development plans
- xiii. Local Government Associations that advocate for strengthening Local Governments to perform their functions
- xiv. Other national Ministries, Departments and Agencies (MDAs) that will use the guide to execute their planning roles and responsibilities in local governments as stipulated in the Comprehensive National Development Planning Framework (CNDPF)

1.4 Structure of the Local Government Development Planning Guide

The LGDPG is organized in six chapters including this introduction which is **Chapter One** covering the background and objectives of the guide, a description of the users of the LGDPG and the structure of the guide.

Chapter Two outlines the legal and policy frameworks underpinning the introduction of the local government development planning framework in Uganda as well as the linkage with the national planning framework that support the introduction of the LGDP in local governments in the country.

Chapter Three covers the LGDP formulation process including a specification of how and what to do at each stage of the planning process. The stages include consultations and data collection; and actual plan formulation (the situation analysis and needs/ opportunities identification, definition of broad strategic direction, description of development outcomes, goals, strategies and interventions, a description of the implementation and coordination framework of the LGDP, LGDP guidance and integration) and Plan approval and submission;

Chapter Four covers the planning cycle and roles of key stakeholders in the Local Government planning framework.

Chapters Five and Six cover the LGDP monitoring and evaluation strategy, and the communication and feedback strategy respectively. Chapter Five gives a detailed description of M&E strategies, values and principles plus clarifying the roles, responsibilities and schedules for LGDP monitoring and evaluation arrangements. Chapter Six, elaborates the values and principles guiding the LGDP communication and feedback arrangements as well as a statement of the LGDP monitoring and evaluation follow-up and feedback arrangements.

2.0 CHAPTER TWO:

LEGAL, POLICY AND INSTITUTIONAL FRAMEWORK AND CONTEXT UNDERPINNING LGDP PROCESS

2.1 Legal and Policy Framework and Context

The following legal and policy provisions underpin the Local Government Development Planning framework introduced under this guide.

- i. Article 125 of the Constitution of the Republic of Uganda (1995) and the subsequent Act of Parliament (Act No. 15 of 2002) created the National Planning Authority (NPA) whose primary function is to produce comprehensive and integrated development plans for the country elaborated in terms of the perspective vision and the long-term and medium-term plans.
- ii. The NPA Act further provides a mandate to support local capacity development for national planning and, in particular, to provide support and guidance to national and local bodies responsible for the decentralized planning process (NPA Act, section 7(2) (d)). It also mandates the Authority to design and implement programs to develop planning capacity in Local Governments (NPA Act, section 7 (2) (i)); and to monitor the performance of the decentralized system of development planning.
- iii. Article 176, (2b) of the Constitution of the Republic of Uganda (1995 as amended) adopts decentralization as the principle applying to all levels of local government and, in particular, from higher to lower local government units to ensure peoples' participation and democratic control in decision making.
- iv. Article 190 of the Constitution of the Republic of Uganda (1995) mandates and obliges District Councils to prepare comprehensive and integrated development plans incorporating plans of LLGs for submission to the National Planning Authority
- v. The Local Government Act, Cap 243 (Section 35 (1)) designates Districts Councils as the planning authorities for the districts. The Act mandates the district technical planning committees to coordinate and integrate all the sectoral plans of lower level Local Governments for presentation to the district council (Section 36 (2))

- vi. The Local Government Act, Cap 234 (Sections 96 & 97) mandates and obliges line ministries to offer policy and technical guidance and advice, support supervision, advise on projects involving direct relations with local governments, and establishment of minimum national standards of service delivery in the sectors under their jurisdiction.
- vii. Article 155 (1) of the Constitution provides that the President shall cause to be prepared, submitted and laid before Parliament, estimates of revenue and expenditure for each financial year.
- viii. Article 193 (3) of the Constitution mandates Local Governments to use conditional grants to finance programs agreed upon between the Government and Local Governments and shall be expended only for the purpose for which it was made and in accordance to the conditions agreed upon.
- ix. Chapter 4 of the constitution of Uganda together with regional and international Human rights instruments to which Uganda is a state party.
- x. The physical planning Act, 2010 (section 6(1)) calls for intergration of physical planning with social and economic planning at the national and local levels.
- xi. Article 38 of the Constitution of the Republic of Uganda (1995) provides for the right to every Uganda citizen to participate in the affairs of government individually or through his or her representative.
- xii. The 1995 National Population Policy (NPP) highlights the need to promote the integration of population factors in development planning at the national (ministries, institutions) and lower level (DPUs and DPTCs) (section 98(i), and 99 (a) of the policy)
- xiii. The National NGO policy 2010 (Section 5.3) requires the “CAO to provide the NGO community in the district with guidelines to enable the NGOs to participate effectively and in a coordinated manner in the district planning and program implementation”.
- xiv. Similarly, the National NGO policy 2010 (Section 5.3) requires that “all NGOs and CBOs engaged in development activities within a district shall share their program activity plans and budgets with the Local Government Authority for purposes of harmonization of such program activities into the broader sectoral or area development plans and resource estimates”.

2.2. The National Planning Policy Frameworks and their Implications for Local Government planning

2.2.1 *The Comprehensive National Development Planning Framework (CNDPF)*

In 2007, Government of Uganda adopted the Comprehensive National Development Planning Framework (CNDPF) which outlines the principles and guidelines to be followed in developing national and decentralized long and medium term development plans in the context or perspective of a shared National Vision. The main Purpose of the CNDPF is to provide a holistic framework for a coherent system of National Development Planning where short term interventions and activities are guided by long term development aspirations and objectives contained in various sets of cascading development plans.

The main planning objectives of the CNDPF³ are :

- To put in place an arrangement for development planning with a long-term view of the economy facilitated by perspective vision, long, medium and short-term planning instruments.
- To strengthen the linkages between long, medium and short term development planning.
- To synchronize national planning and budgeting processes and cycles.
- To provide an arrangement for harmonizing national level planning with planning at the sector and local government levels.
- To outline the procedures and processes followed in preparing and securing approvals for the National Development Plans.
- To define the responsibilities of different players involved in all stages of development planning; and
- To align the timing of the plans at different levels with time bound development objectives

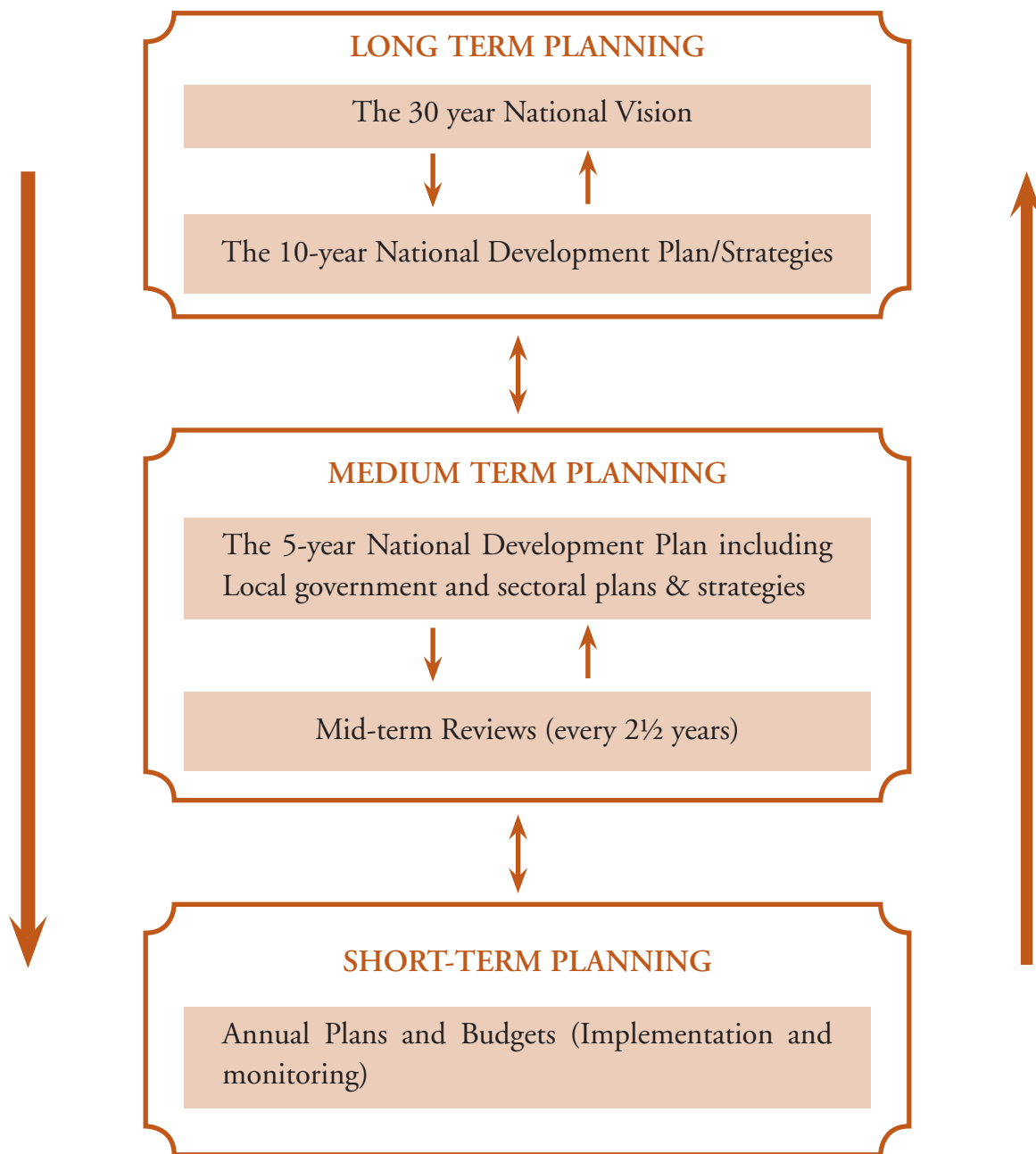
The Comprehensive National Development Planning Framework is operationalised through three planning elements namely:

- i. The long-term planning framework including the 30-year vision and the 10 year National Development Plan
- ii. The medium term planning framework including the 5-year National Development Plan that is comprised of Local government and Sectoral Development Plans & strategies;
- iii. The short-term planning framework including annual budgets and work-plans

The relationship between the three planning elements of the Comprehensive National Development Planning Framework is described in figure 1.

³ These are drawn from the CNDPF, 2009

Figure 1: The Interface between the Elements of the CNDPF



2.2.2 The 30-year National Vision

National development planning in Uganda is guided by the 30-year National Vision (Uganda Vision 2040) which articulates the country’s long term aspirations and projections about the desired future. The Vision provides a long-term focus for national development efforts; defines the direction and strategy towards attaining the agreed long term goals of the nation. Local Government planning therefore must be geared towards the realization of the National Vision.

2.2.3 The 10-year Medium Term National Development Plan

The 10-year National Development Plans are supposed to actualize the aspirations of the 30-year National Vision. They outline the overall development objectives for the respective decades which are subsequently elaborated in the 5-year medium term National Development Plans.

2.2.4 The 5-Year National and Sector Development Plans

The 5-Year National Development Plans operationalize the 10-year National Development Plan and 30-Year Vision. They set medium term development objectives, strategic direction and priorities for the country and guide the allocation of public resources by all government and non-government development actors.

In addition, there are 5 Year Sector Development Plans through which the 5 Year National Development Plan is delivered. They consist of Sector policies, strategies and development interventions that address sectoral development challenges, potentials and priority investments. Therefore, the 5-year sector development plans have got to be thematically harmonized and their timing will be consistent with the start and end time for the 5- year NDP.

2.2.5 The Local Government Development Plans

At Local Government level, the Local Government Act places the primary responsibilities for development planning to the HLGs and LLGs. Currently, the local Government Act calls for development plans to be produced at the district, Municipal, Town council Division and sub county levels of local government. However, by emphasizing the involvement of local administrative units, CSOs, private sector organisations and community members in the local government planning process, the Local Government Act obliges the local government planning process to be a participatory one.

The 1995 Constitution of Uganda stipulates a decentralised local government planning approach where the needs and aspirations of the people are supposed to determine how governmental units at the local level do allocate and use public resources for development and service delivery.

There is a close relationship between Local Government Development Plans and the Sector Development Plans. For example, a very big proportion of the financing of Local government development plans is through conditional grants channeled via sector investment plans (roads, water and Sanitation, Education, Health, Community Services, etc.). Hence, the development priorities, policies and strategies in the SDPs exert a big influence on priorities and strategies that can be selected by local government plans.

In addition to the Sector Development Plans, the 5 Year National Development Plans are delivered through the 5 Year Local Government Development Plans. Therefore the Local Government Development Plans must be consistent with the long and medium term national development goals and objectives and strategic direction of the country as stipulated in the 30-year National Vision, the 10-year and the 5-year NDPs. Hence, like SDPs, the 5-year LGDPs have got to be thematically harmonized and their timing must be consistent with the start and end time for the 5- year NDP.

There is a two-way influence between National/Sector planning processes and Local Government planning processes. On the one hand, Local Government plans do originate right from the grass-roots level and should therefore inform the 5-year Sector Policies and development Plans. On the other hand, sectors have got to take care of national strategic development strategies and should therefore communicate to Local Governments the national sector strategies and priorities that need to be adapted by the Local Governments.

Hence, the sequencing of the local government planning process in these planning guidelines is made in such a way that this dual relationship between sector and local government planning cycles is effectively facilitated.

2.2.6 Other Planning Instruments

In order to achieve sustainable development results, Government of Uganda has adopted a number of planning instruments that are aimed at addressing thematic and crosscutting challenges facing the country. The following are some of the thematic and crosscutting planning instruments that carry a strong influence on Local Government development planning.

- The Population and Development (POPDEV) planning instrument
- Gender mainstreaming planning instrument
- Environment mainstreaming planning instrument
- HIV/AIDS mainstreaming planning instrument
- Planning instruments for mainstreaming Human rights
- Planning instruments for integrating/mainstreaming climate change
- National physical planning standards and guidelines 2011

Though these planning instruments will provide further guidance to the Local Government development planning process, they are expected to follow the provisions and planning structures provided under these guidelines.

2.3 The Institutional Framework for Local Government Development Planning in Uganda

The key institutions that are involved in the local government development planning function in Uganda include the following:

Local Government institutions and stakeholders:

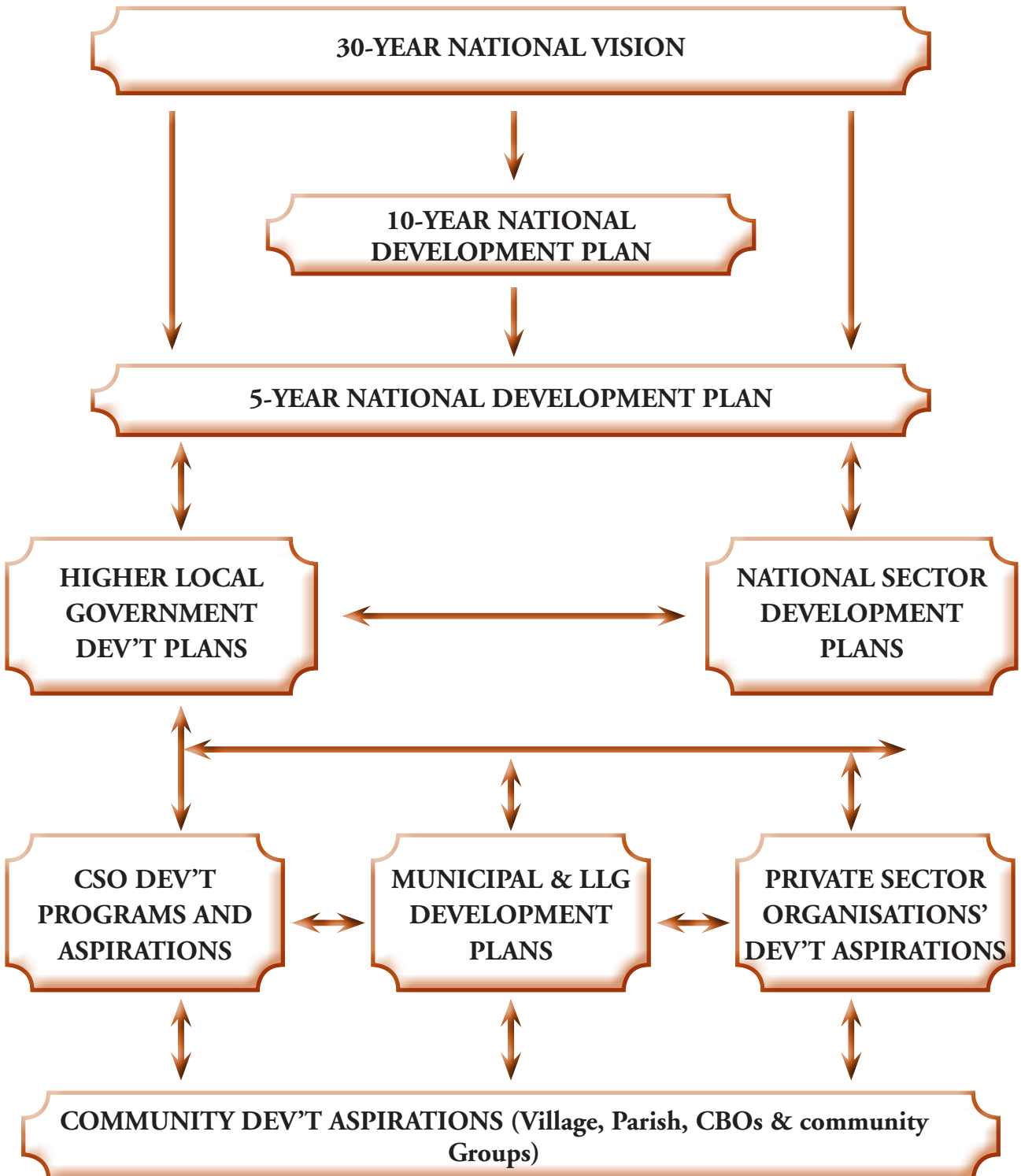
- i. The District Council which is the District Planning Authority (DPA) that is responsible for coordinating the production of Higher and Lower Local Government plans (LGA/ CNDPF).
- ii. The District Technical Planning Committee (DTPC) that is responsible for co-coordinating and integrating all district sector development priorities and those of Lower Level Local Governments for presentation to the district council (LGA/ CNDPF).
- iii. Lower Local Government Technical Planning Committees that are responsible for coordinating the planning process in their areas of jurisdiction (LGA).
- iv. Civil society organisations, faith based organisations, and community based organisations that are required to participate in all stages of the planning cycle (LGA/ CNDPF).
- v. Private sector organisations and enterprises that are required to participate in all stages of the planning cycle (LGA/ CNDPF).
- vi. Citizens /Communities that are required to participate in initial stages of the planning cycle, plan implementation and oversight (LGA/ CNDPF)
- vii. District, urban and sub-county physical planning committees that have physical planning mandates under the Physical Planning Act, 2010

National level institutions:

- i. The National Planning Authority that is responsible for overall guidance, technical support and mentoring LGs throughout the Local government development planning cycle; offering capacity building to LG players; as well as supporting LGs during plan implementation
- ii. Ministry of Finance, Planning and Economic Development that is responsible for providing financial resources, technical guidance and mentoring on budgeting required to effectively execute LGDPs.
- iii. Ministry of Local Government that is responsible for offering administrative support and technical advice, guidance and mentoring required to effectively execute LGDP processes
- iv. Uganda Bureau of Statistics that is responsible for providing reliable data for planning, technical advice and capacity building in data collection and management.
- v. Sector Ministries, Departments and Agencies that are responsible for receiving and integrating district sector priorities in their sector plans; offer technical advice, guidance and mentoring services required to effectively execute LGDPs; and support LGs in mobilizing finances for implementation of LGDPs.

Figure 2 outlines the conceptual framework for the Local government development planning showing how the above-mentioned institutions should interrelate with each other during the local government planning process.

Figure 2: Conceptual Framework for interaction during the Local Government Development Planning process



3.0 CHAPTER THREE:

LGDP PROCESS STRUCTURING AND FORMULATION

The LGDP process consists of three main stages, namely: i) Consultations and data collection ii) Actual plan formulation iii) Plan approval and submission

3.1 Consultations and Data Collection

Consultations and data collection will take place concurrently at all levels (district, municipal, sub-county/town council/division, parish/ward and village/cell) beginning in the eighth month of the fourth year of the District Development Plan implementation.

Consultations will involve but not limited to the following:

- Dissemination of the information contained in the Planning Call Circular
- The Local Government performance review
- Discussion of the Local Government key development potentials, opportunities, constraints and challenges
- Identification of key development priorities

To facilitate evidence based planning and informed discussions during consultations, Local Governments should collect data on:

- The prevailing physical, social and economic characteristics of a Local Government;
- Sector development situations focusing on opportunities and potentials for wealth creation and local economic development by each sector;
- The key stakeholders (private sector, CSO and development partners) situations, opportunities and potentials;
- Crosscutting issues;
- Any other basic data that is essential in informing the formulation of the LGDP strategic direction or its implementation modalities.

3.2 Actual Plan Formulation

The following main steps comprise the LGDP formulation phase:

- Situation analysis and identification of development needs and opportunities.
- Definition of broad strategic direction of the LGDP

- Description of development outcomes, goals, strategies and interventions
- Description of the implementation and coordination Plan of the LGDP.
- Elaboration of procedures, roles and responsibilities for LGDP guidance and integration

3.2.1 Situation Analysis and Identification of Development Needs and Opportunities

Situation analysis and identification of development needs and opportunities will always be the opening phase of the LGDP formulation process. The analyses involved should be a narration of facts/prevaling situations; their implications for development at the various levels of government; and how they inter-relate with cross cutting issues like environment, gender, HIV/AIDS, human rights, food security and nutrition and population issues, etc. In every case, efforts should be made to define issues and problems in terms of magnitude, most affected groups of the population and spatial distribution. Use of a spatial map to present the situations analysed is essential. The sub-sections below give more details on what might be contained in each of the analyses.

- Description and analysis of the prevailing physical and socio economic characteristics and issues concerning physical development of a Local Government
- Analysis and review of sector development situations focusing on opportunities and potentials for wealth creation by each sector
- Analysis of the key stakeholders (private sector, CSO and development partners) situations, opportunities and potentials
- Analysis of crosscutting issues
- Analysis of basic data that is essential in informing the formulation of the LGDP strategic direction or its implementation modalities
- Analysis of key development constraints, potentials and opportunities of a Local Government.

3.2.1.1 Description and analysis of the Physical and Social Economic Characteristics of a Local Government

The physical and social economic characteristics of the Local Government will be comprised, though not necessarily limited to, the following aspects:

- A description of the physical characteristics of a LG covering aspects like the geographical location, size, longitudinal and latitudinal boundaries, local governments bordering the Local Government and a general description of the topography, soils, hydrology, climate and vegetation of the Local Government, etc. A map of the Local Government should be included as an illustrative aide to present the physical description of the LG. An evaluation of the extent to which some of the physical features /characteristics of a LG have been affected by human activity should be made.

- A description of the population profile of a local government, which should include the population size and structures disaggregated by age and gender, and spatial distribution using maps by LG and Administrative Units⁴; critical population issues and dynamics (fertility, mortality and migration), population densities; labour force analysis; migration issues analysis; population pyramids and population projections for LG or administrative units (included for illustrative purposes).
- A description and analysis of the social economic data of a Local Government outlining issues like the political and administrative structures of the LG; the demographic characteristics; life standards indicators; livelihood patterns; human settlement patterns; productive resources and economic activities of a LG; etc.
- Livelihood analysis which should mainly focus on access to livelihood resources by communities, households and individuals and how the variation in access influences livelihood. In addition the section could describe the extent to which a local government's production processes such as industrial production or micro and small enterprises as well as other economic activities like agriculture, livestock, and fisheries and other commercial activities, do support livelihood patterns for the population at household level and by administrative units.

Finally the review of the physical and social economic characteristics of the Local Government should be climaxed by drawing the main development implications arising out of the scenarios presented by the data and analyses made in this step of the planning process.

3.2.1.2 Review and Analysis of Sector Development Situations

Sectors consist of units of the economy that provide social services and administrative functions that are required to maintain a healthy and quality population in a Local Government. The sectors relevant to the local government development planning process include the traditional service sectors of government (health, education, water and sanitation, etc) as well other non traditional sectors like the CSO and private sectors, or any other sector that might be peculiar to a specific Local Government.

To maintain consistence with the National Development Plan, the sectors adopted by LGs for the planning purposes should be similar to those of the NDP. The Planning Call Circular from the NPA will include a guide to Local Governments on the line up of sectors that should be adopted⁵.

Review and analysis of sector situations should focus on, though not necessarily restricted to the following:

⁴ A description of the demographic structure should be according to functional groupings, for example, infants (0-4), primary school going age (5-12) adolescents, reproductive women group (15-49), youths (18-30), economically active group (15-64) and the elderly (60+) including short, medium and long term projection .

⁵ It should however be noted that not all national level sectors may be replicated at the LG level. It is therefore advised that each Local government will have to adopt the list of sectors applicable in its case.

- i. A general description and assessment of the sector and its subsectors including a statement of the importance of the sector in the LG economy;
- ii. Basic data and statistics relevant to planning requirements in the sector
- iii. A statement of basic national policy standards and conditions applicable to each sector/ subsector (Where applicable reflect national sector standards in a box) in view of the NDP and the Uganda Vision 2040
- iv. A comparison of the LG performance on each sector / subsector indicators in relation to national standards
- v. Outline of main Potentials, Opportunities, Constraints and Challenges (POCC) for each sector/subsector- Basic information/ statistics regarding recent development interventions promoting the respective sector/ subsector in the LG (including trends extending at least five years back) and their physical performance results.
- vi. Budgetary and non-budgetary allocations of the Sector for the previous five years period including physical results achieved should be an essential component of this analysis.
- vii. A statement of any lessons learnt from previous sector interventions in the LG which may have implications for implementation of the next development plan
- viii. Analysis of the inventories, capacities, potentials, opportunities, and challenges facing the private and CSO sectors in the LG.

Finally, the review of the sector development situation of a Local Government should draw out the main development implications arising out of the scenarios presented by the data and analyses made in this step of the planning process.

3.2.1.3 Review and Analysis of the State of Crosscutting Issues

The Comprehensive National Development Planning Framework in Uganda identifies a number of development issues whose effects and influences extend beyond one sector. These are referred to as crosscutting issues. They are issues whose development impacts reach beyond one sector / field. The CNDPF recognizes that it is important for all development actors to address crosscutting issues as a strategy of ensuring higher effectiveness of development policies and programs. For that reason, the national development planning framework requires that cross-cutting issues should be adequately integrated into national and sub-national plans and be addressed in all political and technical discourse on development. Therefore, Local Governments will carry out deep analysis of the cross cutting issues (as identified in the NDP) that need to be integrated in Local Government development plans. The depth of analysis to be made by LGs on each of the cross-cutting issues should depend on the significance of the issue to the LG's development situations.

The situation review and analysis of cross-cutting issues should focus, though not necessarily limited, on the following:

- i. A general description of each of the crosscutting issue including a statement of relevance / importance of the issue in the LG economy;
- ii. A statement of basic national standards and conditions applicable to the crosscutting issue (Where applicable reflect national positions with regard to the crosscutting issue in a box).
- iii. Basic information/ statistics regarding recent development interventions promoting the respective crosscutting issue in the LG (including trends extending at least five years back) and their performance results.
- iv. Sector budgetary and non-budgetary allocations on the crosscutting issue for the previous five years should be an essential component of this section.
- v. A comparison of the LG performance on each crosscutting issue's indicators in relation to national standards
- vi. Outline of main Opportunities, Constraints and Challenges for each crosscutting issue
- vii. A statement of any lessons learnt from previous interventions on the respective crosscutting issue in the LG which may have implications for similar or related interventions in the next development plan. The review of the crosscutting issues should be climaxed by highlighting the main development implications arising out of the scenarios presented by the data and analyses made in this step.

It should be noted that some of the government agencies responsible for cross-cutting issues may provide separate tools (in line with this guide) and in consultation with NPA for integrating respective cross-cutting issues in Local Government Development Plans. These tools may highlight additional information that is important in the analysis of these crosscutting issues. LGs should ensure that they reflect this additional information prescribed by the respective agencies, but taking care not to make the section too big.

3.2.1.4 Analysis of Other Data Informing the LGDP Process

This section will involve analysis of the situation regarding other issues that carry a significant influence on the development process of a LG. The issues analysed in this section will be those that are not covered in any of the earlier sections of the LGDP (sector and crosscutting issues analyses). This section will mostly cover development issues that are peculiar to a particular local government. For example, a Local Government may have other peculiar issues such as significant refugee or migration issues, etc that will need analysis in order to make adequate provisions for these issues in the development plan.

Analysis of other development issues should focus, though not necessarily limited, on the following:

- i. A general description of the issues including a statement of its importance in the LG economy;
- ii. Basic information/ statistics regarding recent development interventions addressing the

respective issue in the LG (including trends extending at least five years back) and their performance results.

- iii. Budgetary and non-budgetary allocations on the issue for the previous five years should be an essential component of this section.
- iv. Outline of main Opportunities, Constraints and Challenges for the issue
- v. A statement of any lessons learnt from previous interventions addressing the issues in question in the LG and the implications these lessons may have on future development plans of the LG

3.2.1.5 Identification and Analysis of Major Development Issues, Potentials, Opportunities, Constraints and Challenges

A final stage of the situation analysis will involve a diagnosis and ranking of the summary development issues as well as LG's potentials, opportunities, constraints and challenges coming out of the various situation analyses made. These will be used as a basis for determining the strategic direction of the LGDP.

The process of identifying, analyzing and ranking the broad development issues, potentials, opportunities, constraints and challenges of a LG will be initiated as a desk-based analysis using the different data and statistics given by the different situation analyses and consultations. In addition, the LLG and HLG planning forums⁶ will brainstorm over the broad development issues, potentials, opportunities, constraints and challenges to produce a final list of these issues. The process will involve the following steps:

- Listing of all broad development issues, in a LG by participants of the HLG planning forum. The planning forum will brainstorm over all the issues raised to arrive at a maximum of ten most significant ones
- Analysis of the cause- effect relationships between the identified issues in order to determine their ranking. This step will produce a ranked list of the broad development issues of the LG. An inter-relationship diagram technique may be used to accomplish this analysis scientifically
- Conducting a general analysis of the main development potentials⁷, opportunities and constraints (POCC) facing a Local Government.

3.2.2 Elaboration of the LGDP Strategic Direction

Elaboration of the strategic direction of the LGDP will follow the situation analysis phase. This phase will involve:

⁶ Local Government planning forum is a planning mechanism that is proposed in the CNDPF to solicit views of various stakeholders regarding development planning

⁷ **Development Potentials** for a LG refer to internal factors, advantages and resources which when utilised can enable the LG to enhance its chances of achieving the selected development outcomes and goals and overcome its development challenges. **Opportunities** are the external factors (beyond the LG) that positively influence development in the LG. Constraints are the disadvantages emanating from internal factors such as failures in institutional, human and physical resources, etc, that might hinder the LG from achieving the selected development outcomes and goals. Examples of **constraints** are an uneducated and unskilled labour force, environmental hazards, rapid population growth, ethnic conflicts, etc. **Challenges**, on the other hand, are the external factors or obstacles (outside the LG) that may hamper smooth development effort (e.g. influx of refugees etc).

- i. Adaptation of the broad national strategic direction given by the Uganda Vision 2040 and NDP (as emphasized in the Planning call circular) to the LG context
- ii. Adaptation of the national sector Strategies, Priorities, and Standards (issued by the sector ministries) to the LG context
- iii. Adaptation of relevant crosscutting issues (as provided for in the NDP) to the LG context
- iv. A description of the broad and sector –specific development outcomes, goals, outputs and strategies and interventions of the LGDP

3.2.2.1 Adaptation of the Broad National Strategic Direction to the LG Context

The broad national development strategic direction will always be given by the National Vision and the NDPs which will be emphasized by the plan call circulars. For that reason, it will be uniform for all LGs. Upon receipt of the broad national development strategic direction:

- HLGs will take the responsibility to communicate the national development strategic direction to all LLGs, CSOs, and private sector and other development partners in the area of jurisdiction of a HLG. LLGs will identify specific measures which they will use to adapt the broad national development strategic direction to their context;
- HLGs and LLGs will adapt and formulate their specific strategic development directions in close reference to the broad national development strategic direction.

3.2.2.2 Adaptation of National Sector Strategies, Priorities, and Standards to LG Context

Like the broad national development strategic direction, national sector strategies, priorities, and standards shall be communicated by the central government MDAs. Upon receipt of these broad national sector strategies, priorities, and standards:

- HLGs will take the responsibility to communicate the broad national sector strategies, priorities, and standards to all LLGs, CSOs, private sector and other development partners in their areas of jurisdiction; HLGs in consultation with LLGs, CSOs, private sector and other development partners will review sector strategies, priorities and standards and adapt them to their own specific development situations;
- HLGs will communicate to municipal and LLGs the adapted sector strategies, priorities, and standards and appropriate guidance on this matter;

3.2.2.3 Adaptation of Relevant Crosscutting Issues to the LG Context

The LGDP will take care of the main crosscutting issues as determined by the National Development Plan. In this section, the HLGs will:

- Adapt the provisions of the National Vision and the NDP strategic positions on each of the crosscutting issues;
- (where applicable) Adopt government policies, action plans and operating guidelines regarding these issues (in particular the responsibilities of LGs, CSO and private sector in implementing those policies);
- State how the LG will address each of the crosscutting issue in its 5-year plan and in the annual budget;
- Send appropriate guidance to municipal and LLGs on this matter as they prepare their development plans;

3.2.3 Description of Broad and Sector –Specific Development Outcomes, Goals, Outputs, Strategies and Interventions of the LGDP;

Description of the broad and sector –specific development outcomes, goals, outputs, strategies and interventions of the LGDP will be closely guided by the major development issues as identified in the situation analysis (section 3.2.1.5), the strategic direction of the LG (as discussed in section 3.2.2) and the LLG development priorities. In addition, LGs shall be guided by the adapted national development strategic direction, sector strategies and priorities, and crosscutting issues.

The process will involve internal LG working meetings as follows:

- Local government sector technical staff and sector committee members sitting to identify and debate sector –specific development outcomes, goals, outputs, strategies and interventions, including integration of lower level development priorities
- LG planning Task teams sitting to draw the broad development outcomes based on the major development issues, sector specific outcomes and goals and ensuring that lower level development priorities are adequately integrated
- Sitting by the LG TPC to review a draft of broad and sector –specific development outcomes, goals, outputs, strategies and interventions. The LG TPC will then recommend the draft to the executive Committee for approval
- Sitting by the LG Executive committee to debate and approve the draft broad and sector –specific development outcomes, goals, outputs, strategies and interventions.

3.2.4 Description of the Implementation and Coordination Plan of the LGDP

A description of the LGDP implementation and coordination plan will follow the LGDP strategic direction as approved by the Executive Committee. This phase will involve:

- i. A description of pre-requisites for successful LGDP implementation
- ii. A description of main LGDP implementation modalities and the roles of the different stakeholders

- iii. Defining the LGDP financing Framework
- iv. A specification of LGDP Cost Implementation Matrix
- v. A description of the linkages between LGDP, Annual Work plan and Annual Budgets (of central government, LGs and other key Development actors)

3.2.4.1 Description of Pre-Requisites for Successful LGDP Implementation

Pre-requisites for LGDP implementation refer to factors conducive or the necessary good conditions that are essential for bringing about successful implementation of LGDP strategies and interventions. These may take diverse forms including policy, managerial, technical, financial, and behavioral/attitude factors.

In describing the basic pre-requisites for LGDP implementation, LGs will:

- Outline the basic conditions that will be vital in bringing about successful implementation of LGDP (specific not generic)
- describe the strategies for bringing about these conditions

3.2.4.2 Description of the LGDP implementation and Coordination modalities

In describing the implementation and coordination modalities of the LGDPs, LGs will:

- Make a general description of the main methods/ approaches (e.g. participatory, government-led, private sector-led, public-private partnership, etc) which will be employed to have the different LGDP strategies and interventions implemented
- State the main institutions that will play key roles in implementing and coordinating LGDP and how they will relate
- State the different roles that will be played by different actors (Roles of the State, the Private sector, Civil Society and development partners, etc) in LGDP implementation
- State the strategies that will be used to ensure effective coordination of LGDP implementation
- Include any other aspects that might be relevant in guiding plan implementation and coordination

3.2.4.3 Defining the LGDP Financing Framework

A local government development plan will have an elaborate resource mobilisation and financing strategy. In this regard, Local Governments will therefore need to define and specify the strategies through which development resources to finance all the LGDP activities identified will be mobilised and managed.

In defining the LGDP Financing Framework, LGs will:

- Identify the main sources of revenue for financing LGDP including existing and potential development partners
- State the strategies for raising the required resources for funding the LGDP
- State roles, responsibilities and conditions of development partners in financing LGDP including a specification of whether the funding will be budget or off-budget
- State strategic actions that will be taken by the LG in mobilising development partners to finance LGDP activities
- State strategies for ensuring efficiency in resource use
- Specify any other aspect relevant to LGDP financing

3.2.4.4 Drawing a LGDP Costing and Cost Implementation Matrix

In the end, Local governments will need to develop a Cost Implementation Matrix using a uniform / standard template. A Cost Implementation Matrix is a costed interventions schedule that relates planned objectives, strategies and interventions with estimated costs and also specifies targeted outputs and the responsibility centre for each of the planned intervention.

3.2.4.5 A description of the linkage between LGDP and the annual budgets

In order to describe clearly the relationship between the annual budgets of Local and Central Governments, as well as those of other key development partners, local governments will need to include in the LGDP a short narration on:

- How the LGDP will be operationalised through annual budgets of central and local governments
- The potential and possibilities of off-budget financing of LGDP by development partners (including CSOs) and the strategies to be used in coordinating off-budget financing of LGDP

It is essential that the 5 Year LG development plans reflect a clear strategy on how they will relate with the annual work plan and annual budgets of Local and Central Governments, as well as budgets of other key development partners. In this respect, LGDP will include annualized work plans which, in principle, shall form the basis for the LG annual development budgets.

The Annualized Work Plan (AWP) will provide detailed activity planning and try to forecast what will be accomplished during each year of the LGDP. Structurally, the AWP will contain the LGDP development outputs per sector/subsector; the activities to be carried out towards achievement of the expected outputs; the time frame for undertaking the planned activities; those responsible for carrying out the activities; and the financial resources projected to be provided for each activity.

Appendix 5 presents the format of the annualized work plan.

3.2.5 LGDP Guidance and Integration

LGDP is a key element of the Comprehensive National Development Planning Framework⁸ (see Fig.1, section 2.2.1), therefore adequate provisions have to be in-built within the LGDP formulation procedures to ensure appropriate guidance by national and others agencies of government and effective integration of different development initiatives into the LGDP.

This section outlines the different agencies that will play vital roles in guiding the LGDP formulation process, and integration of different development initiatives into the LGDP.

3.2.5.1 Guidance of the LGDP Process

Guidance of the LGDP process will be at different levels including:

- Guidance of HLGs planning processes by the National Planning Authority
- Guidance of HLGs planning processes by Sector line ministries
- Guidance of HLGs planning processes by Cross-cutting agencies
- Guidance of Municipal and LLGs' planning processes by HLGs
- Guidance of Division LGs' planning processes by Municipal Local Governments
- Guidance of Parish and community level planning processes by LLGs
- Guidance of Wards and community level planning processes by the Division LGs

3.2.5.1.1 Guidance of LG Planning Process by the NPA

It is the overall responsibility of the National Planning Authority to ensure that an effective LGDP process is designed, operationalised and sustained. This role puts the NPA at the centre of guiding the LGDP process.

NPA guidance to the LGDP process will be channelled via the following mechanisms:

- i. Production and regular review/ update of the LGDP planning guide
- ii. Training of LG development planning actors in the respective skills required to undertake the tasks under the LGDP planning cycle
- iii. Developing and circulating the planning call circular that will spark the start of the LGDP planning process. Offer technical guidance and mentoring to LGs during the LG development planning process
- iv. Providing available data and statistics from national sources that will support LGs in the planning process
- v. Receiving HLG submissions for LG priorities that need to be integrated in the SDPs and NDP and following up these submissions with relevant MDAs.
- vi. Providing Guidance to LGs during LGDP implementation , monitoring and evaluation

⁸ Together with the NDP and sectoral development plans, Local Government Development Plans constitute the medium term planning component of the CNPF

- vii. Undertaking any other role that might be necessary to ensure effective guidance of LGs during the planning process.

3.2.5.1.2 Guidance of the LG Planning Process by Sector Line Ministries

Line ministries' guidance of LG plans will be channelled via the following mechanisms:

- i. Developing and circulating sector priorities that will guide the LG planning process.
- ii. Providing data and statistics from sector sources that will be used by LGs in the planning process
- iii. Offering technical support to the HLGs during the LG planning process
- iv. Receiving HLG submissions for LG priorities that should be incorporated in the SDPs
- v. Advising local governments on the resource envelope available to finance LG development priorities or through sector development plans
- vi. Undertaking any other role that might be necessary to ensure effective guidance of LGs during the planning process

3.2.5.1.3 Guidance of LG Planning Process by Crosscutting Agencies of Government

Guidance by national agencies responsible for crosscutting issues will be a crucial input into the LG planning process. This guidance will be channelled via the following mechanisms:

- i. Providing guidance to LGs on the policy priorities and action areas regarding respective crosscutting issues as identified in the NDP.
- ii. Providing data and statistics from national sources regarding respective crosscutting issues that will be used by LGs in planning process
- iii. Offering technical support to the HLGs during the LGDP planning process
- iv. Advising local governments on the resource envelope available to finance LGDP relevant crosscutting issues
- v. Undertaking any other role that might be necessary to ensure effective guidance of LGs during the planning process

3.2.5.1.4 Guidance of Municipal and LLG Planning Processes by HLGs

HLGs' guidance of Municipal and LLG plans will be channelled via the following mechanisms:

- i. Training and mentoring of Municipal and LLG actors on the use of the planning guide
- ii. Developing and circulating the planning call circular⁹ to Municipal and LLGs that will spark off the LG planning process at that level. The planning call circular will include the key national and district strategic development directions that will guide the LGDP process in Municipal and LLGs

⁹ This will be done by simply customizing the national planning call circular to the respective HLG context. In the process of customizing the planning call circular, HLG may need to i) draw a practical timeframe for the different planning processes in line with the planning cycle time lines; ii) communicate (disaggregated) national strategic development directions; etc.,

- iii. Supporting municipal and LLGs in mobilizing funding for facilitating the LG planning process (including soliciting non-budgetary support from district-based development partners for specific LGDP process activities and capacity building)
- iv. Providing data and statistics from national and district sources that will help Municipal and LLGs in the LG planning process
- v. Receiving municipal and LLG submissions for priorities that need to be integrated in the HLG development plan. Offering technical support to the municipal and LLG during the LGDP planning process
- vi. Advising municipal and LLGs on the resource envelope open to finance LG development priorities either directly or through sector development plans.
- vii. Providing the format for presenting community and parish level development constraints issues, potentials, opportunities and aspirations to the LLGs
- viii. Undertaking any other role that might be necessary to ensure effective guidance of LGs during the planning process

3.2.5.1.5 Guidance of Division Planning Processes by Municipal Local Governments

Municipal Local Governments have got statutory responsibility to guide management and service delivery processes in all Division Local Governments under their jurisdiction. As such, besides the district, Municipal Local Governments will also be another source of guidance to the division local governments during the LGDP process.

Guidance of Municipal LGs to Divisions will be channelled via the following mechanisms:

- i. Training and mentoring of division actors on use of the LGDP planning guide
- ii. Circulating the planning call circulars to Divisions, which will spark off the LGDP planning cycle at that level
- iii. Supporting Divisions in mobilizing funding for facilitating the LG planning process (including soliciting non-budgetary support from district/municipal-based development partners for specific LGDP process activities and capacity building)
- iv. Providing data and statistics from national, district, and Municipal sources that will help Divisions during the LG planning process
- v. Receiving Division submissions for priorities that have to be integrated in the Municipal development plan and those that need to be forwarded to the District
- vi. Offering technical support to the Divisions during the LG planning process
- vii. Advising Divisions on the resource envelope open to finance Division development priorities either from the Municipality or from HLGs and other sources
- viii. Undertaking any other role that might be necessary to ensure effective guidance of Divisions during the planning process
- ix. Providing the format for presenting community/cell and ward level development constraints issues, potentials, opportunities and aspirations to the LLGs

3.2.5.1.6 *Guidance of Parish/Ward and Community Level Planning Processes by LLGs/ Divisions*

LLGs/Divisions will have responsibility to guide and facilitate the involvement of parish/ward and community level actors in the LG planning process. This guidance will be channelled via the following mechanisms:

- i. Designing and circulating planning calendar/ time schedule to be followed in the parish/ward and community planning processes
- ii. Training parish/ward and community level planning facilitators (parish chief/town agent, LC1 personnel, PDC members, CBO representatives, etc) in the LG planning processes
- iii. Circulating information regarding the national, HLG and LLG development priorities and strategic directions to the parish/ward and community levels actors
- iv. Facilitating community and parish/ward level planning forums by members of the LLG planning task teams to discuss community and parish level development constraints/ issues, potentials, opportunities and aspirations (including advising parish/ward planning forums on how to amalgamate and rank community development aspirations)
- v. Undertaking any other role that might be necessary to ensure effective guidance of Parishes and Communities during the planning process

3.2.5.2 *Integration of Local Government Development Priorities*

Integration of Local government Development priorities will be at different levels as outlined in Table 1.

Table 1: *Integration Levels for Local Government Development Priorities*

Level of Government	Nature of Integration
Sub-county, Town Councils and Division Local Governments	- Integration of Community, parish/Ward, CBO, private sector development aspirations and/or programs into the respective LLG development plan - Integration of local physical planning priorities (drawn from local physical development plans) into LLG plans
Municipal Local Government	- Integration of division development priorities in the municipal local government plans either for direct funding by the municipality or for forwarding to HLGs/ National level - Integration of Urban physical planning priorities (drawn from urban physical development plans) into municipal development plans
Higher Local Governments	- Integration of municipal and sub county/town council and development priorities in the Higher Local Government development plans either for direct funding by the HLG or for forwarding to Sector ministries or the National Planning Authority - Integration of physical planning priorities into HLG development plans
Sector Ministries	Integration of HLG development priorities in the SDPs either for strategic coordination or for direct funding by the sector
National Development Plan	Integration of HLG development priorities into the NDP and Sector Development Plans

The following sub-sections provide the details on how the different level of integration will be executed through the various stages of the LGDP formulation process.

3.2.5.2.1 Integration of LLG/Municipal Council Development Priorities in HLG Plans

By law, LLG councils (including Municipal, sub-county, Town, and Division local government councils) are autonomous body corporate entities. They therefore have legal obligations and responsibilities to produce their own development plans and budgets. However, article 190 of the constitution of the Republic of Uganda obliges the HLGs to integrate development aspirations of the LLG councils into the HLGs' comprehensive and integrated development plans before submitting them to the National Planning Authority.

Integration of LLG/Municipal Council development priorities in the HLG Development Plans will be based on two criteria:

- i. LLG/Municipal Council development priorities will be integrated in HLG plans. The HLG priorities will be submitted to the NPA and sector ministries for inclusion in the NDP and SDPs
- ii. LLG/Municipal Council development priorities will be integrated in HLG plans for direct financing by the HLG

Submission of LLG/Municipal Council priorities to be integrated in the HLG plans will be done by the Sub-county chief/Town Clerk latest by the last week of April and last week of March respectively as outlined in section 4.2 (step 11 of Table 5 and step 14 of Table 4). The Town Clerk /sub-county chief shall be obliged to make timely follow-up with the respective HLG before the end of the month of June to secure the position regarding the submitted LLG/Municipal Council priorities and provide feedback to key stakeholders.

3.2.5.2.2 Integration of Division Development Priorities in the Municipal Local Government Plans

By law, municipal divisions are semi-autonomous body corporate entities. They therefore have legal obligations and responsibilities to produce their own development plans and budgets. However, the Local Government act as well as the Finance and Accounting Regulations obliges Municipal Councils to integrate Division development programs and services into their plans and budgets.

Integration of Division development priorities in the Municipal Council plans will be based on two criteria:

- i. Division development priorities will be integrated in municipal plans. The municipal priorities will be submitted to the HLG for inclusion in the LGDP
- ii. Division development priorities will be integrated in municipal council plans for direct financing by the municipal council

Submission of division development priorities for integration into the municipal development plans will be done by the Assistant Town Clerk latest by mid April. The Assistant Town Clerk shall be obliged to make timely follow-up with the municipal council before the end of the month of March to secure the position regarding the submitted division priorities and provide feedback to key stakeholders.

3.2.5.2.3 Integration of CSO / PSO Development Priorities and Activities in LGDPs

Local Governments will ensure that there is adequate buy in of CSOs/PSOs in the HLG and LLG planning processes where they operate.

Integration of CSO/PSO development activities in the LGDP will be done via the following criteria:

- i. Integration of CSO/PSO relevant issues in the analysis of HLG and LLG development constraints
- ii. Inclusion of CSO/PSO resources in the LG development resource envelop
- iii. Inclusion of CSO/PSO issues in the HLG development priorities submitted to the sector ministries and NPA for inclusion in SDPs and NDP
- iv. Inclusion of CSO/PSO resources in the LGDP financing matrix
- v. Inclusion of CSO/PSO in the LGDP implementation and M&E modalities

3.2.5.2.4 Integration and linkage of District Local Government Development Priorities with Sector Development Plans

Integration and linkage of LG development plans with the Sector Development Plans (SDPs) will be based on two criteria:

- i. Inclusion of national sector priority investment programs in the respective HLG development plans including the specific targets and resources for the components falling under the respective HLG).
- ii. Integration of specific HLG development activities addressing peculiar needs of LGs into the sector development plans (SDPs). The structure of the SDPs will provide a separate slot for reflecting specific sector development aspirations originating from HLGs. Under this slot, all approved HLG development interventions that will be supported by the sector under sector conditional grants, off-budget finance, or any other funding modality will be reflected.

HLG project/ program proposals to be integrated in the SDPs will be submitted by the Chief Executive of the respective HLG to the respective sector ministries and the NPA latest by end of May as outlined in section 4.2 (step 16). The HLG Chief Executive shall be obliged to make timely follow-up with the respective MDAs and NPA during the month of July to secure an early position on the submitted proposals and provide feedback to key stakeholders.

3.2.5.2.5 Integration of physical planning issues in LG development plans

The physical planning Act, 2010 mandates all local governments to produce physical development plans. These physical development plans must be integrated in the 5 year LGDPs. This integration will be at the following levels;

- i. Integration of local physical planning priorities into subcounty development plans
- ii. Integration of Urban physical planning priorities into municipal, division and town council development plans
- iii. Integration of district physical planning priorities into district development plans

3.2.5.2.6 Integration and Linkage of LG Development Plans with the National Development Plan

Integration and linkage of LG development priorities and the NDP will be a two-way scenario:

- i. Integration of HLG development priorities and programs addressing peculiar needs of LGs into the NDP and the sector development plans (SDPs).
- ii. Adaptation of NDP/ national and sector development priorities in the respective HLG development plans including the specific targets and resources.

3.3 Approval of Respective Local Government Development Plans

3.3.1 Approval of Lower Local Government Development Plans

Approval of Lower Local Government plans will be done by the respective LLG council within a formal meeting in accordance to the legal procedures stipulated in the council procedures, rules and regulations. The Municipal/ LLG council should approve the plan by mid-October of year 5 of a current development as outlined in Section 4.2 (step 26 in Table 4 and step 15 of Table 5) of this guide. Before the council approves the plan, the following plan discussions will take place under the plan presentation step (step 25 of Table 4 and step 14 of Table 5):

- Discussion of the draft plan by Municipal / LLG Executive committee
- Laying the draft plan before council by the secretary responsible for finance and /or planning functions at the Municipal/LLG
- Council refers the draft plan to the council standing committee for review

- Discussion of final amalgamated draft plan by Municipal / LLG Executive committee.

Presentation of the final draft plan for council approval (step 26 of table 4 and step 15 of table 5) will be done by the secretary responsible for finance and/ or planning function at the Municipal/ LLG executive committees. It is a requirement that Municipal / LLG councillors receive the draft plan at least one week before the meeting to study it and generate issues for consideration in the council meeting.

Upon council approval of the final draft of the Municipal/ LLG plan:

- The Municipal planning Unit/planning focal office will incorporate any changes recommended by the council in its approval meeting;
- The Town clerk/ Assistant Town clerk/Sub-country chief will present the draft to the executive committee for a final check to ensure that council recommendations have been incorporated
- The Chairperson of the Municipal/LLG council and the Town clerk/Assistant town clerk/ Sub county chief will sign the Municipal/LLG development plan and sanction it for printing and dissemination.

It is a requirement that all serving Municipal/LLG councillors must receive a final copy of the approved plan for their reference.

3.3.2 Approval of Higher Local Government Development Plans

Approval of Higher Local Government plans will be done by the respective HLG council within a formal meeting. HLG council should approve the plan by end of October of year 5 of the implementation of the current development plan as outlined in step 20 of table 3. Before the council approval of the plan, the following prior plan discussions will take place under the plan presentation step (step 19 of table 3):

- Discussion of draft plan by HLG Executive committee
- Laying the draft plan before council by the secretary responsible for finance and /or planning functions at HLG
- Council refers the draft plan to the council standing committee for review
- Discussion of final amalgamated draft plan by HLG Executive committee.

Presentation of the final draft plan for council approval (step 20 of table 3) will be done by the secretary responsible for planning functions at the HLG executive committees. It is a requirement that HLG councillors must receive the draft plan at least one week before the meeting that is to debate the draft for them to study it and generate issues for consideration in the council meeting.

Upon council approval of the final draft of the HLG plan:

- i. The DPU will incorporate any changes recommended by the council in its approval meeting;
- ii. The CEO will present the draft to the executive committee for a final check to ensure that council recommendations have been incorporated
- iii. The Chairperson of the HLG and the CEO will sign HLG development plan and sanction it for printing and dissemination.

It is a requirement that all serving HLG councillors must receive a final copy of the approved plan for their reference.

3.4 Plan Submission

Plan Submission is an important phenomenon of the LG planning process that requires local governments to share approved development plans with the higher levels of local governments as well as with national level MDAs.

Submission of Lower Local Government development plans will be done by the Chief Executive of the respective local government (Sub-county Chief, Town Clerk, and Assistant Town Clerk) to the respective levels of HLG. HLG development plans should be submitted by the HLG Chief Executive to National Planning Authority with copies to the Ministry of Local Government, Ministry of Finance Planning and Economic Development, Office of the Prime Minister, Office of the President, The Local Government Finance Commission. At all levels of submission, LGs will provide both hard and soft copies of their development plans.

The deadline for submission of HLG development plans to national level is 31st November of the 5th Year of the existing LGDP.

4.0 THE LOCAL GOVERNMENT DEVELOPMENT PLANNING CYCLE AND ROLES OF STAKEHOLDERS

4.1 The 5-year Local Government Development Planning Cycle

The Local Government Development Planning (LGDP) cycle will be a 5-year horizon that will correspond with the National Development Planning cycle. This represents a significant shift from the three year rolling development plans that were being developed by the Local Governments under the Poverty Eradication Action Plan Framework (PEAP). The LGDP cycle will run from year one to year five as outlined in Table 2. For the inaugural application of this guide, the LGDP cycle will commence in FY 2014 /15 with the execution of the plan formulation process, and that year will be regarded as the base year for the LGDP1. For the subsequent LGDP cycles, the planning cycle will span between the 1st quarter of the fourth year and the 2nd quarter of the 5th year LGDP Implementation covering a total duration of 14 months (see Table 3).

LGDP planning activities will be adequately harmonized with sector and national development planning processes providing enough time for the different stages of the LGDP formulation to link effectively with those at the sector and national level.

The sequencing of the LGDP planning activities in this guide has been done in such a way that it allows sufficient time to mobilize and execute effective participation of the different stakeholders within local governments.

It is also crucial that the LGDP planning cycle adequately informs the annual budgeting process in local governments. According to current LG budgeting instructions issued by the Ministry of Finance, Planning and Economic Development, the local government budgeting cycle is supposed to start in November and end by 30th May (MoFPED Budget Call circular, October 2013). The implication is that if the LGDP is to inform the budgeting of year one of its new plan cycle, it should then be completed latest by October of year 5 of a current plan cycle.

Table 2 LGDP 5-year planning cycle

Activity	Year ¹⁰ One	Year Two	Year Three	Year Four ¹¹	Year Five
Plan formulation and approval	N/A	N/A	N/A	Start of LGDP Planning Process -August	Approval of LGDPs by October 30 th
Plan implementation	July – June	July – June	July - June	July - June	July - June

¹⁰ This refers to Financial years running from July to June and applicable to all the years in the planning cycle

¹¹ This is the fourth year of implementation of the existing LGDP

Midterm Review	N/A	N/A		N/A	N/A
End-of- Previous plan evaluation	October-December ¹²	N/A	N/A	N/A	

4.2 Steps, Methodology, Actors and Timing of the LGDP Formulation Process

The following planning steps and specific timelines are to be followed by HLGs and LLGs during plan formulation:

4.2.1 HLG Planning Process

Table 3: Steps, Methodology, Actors and Timing of the LGDP Planning Process

STEPS	PROCESS ACTIVITIES	METHODOLOGY	LEAD ACTORS	TIME LINE
Step 1	HLGs receive Planning Call Circular from NPA that includes communication on national development vision /strategic objectives, goals, etc	Written plan call circular received from NPA	CEO, District Planner	August
Step 2	HLGs form District Planning Task Teams to be responsible for supporting the DTTC in the LDGP formulation process	Formal Appointment of Planning Task Team members by CEO	CEO	August
Step 3	HLGs communicate Planning Call Circular information to LLGs, Municipal, CSOs and Stakeholders by CEO	Written communication by CEO	CEO	September
Step 4	HLGs embark on Consultations and Collection of basic data that will inform the LGDP formulation (as outlined in section 3.1 of this guide)	Desk-based documents review, consultation with LLG, MDAs, CSOs, Private sector and other sources	CEO, District Planning Task Team coordinated by DPU	September – November
Step 5	HLGs hold Planning Forums to discuss district development situations	District Planning Forum	CEO, District Planning Task Team	December
Step 6	HLGs analyze key development issues/ constraints, potentials, opportunities and challenges for the HLGs (as guided in section 3.2.1.5).	Sector technical planning meetings, Planning Retreat	Heads of Departments, CSO and Private Sector, District Planning Task Team	December-January

¹² To be coordinated by NPA

Step 7	HLGs review and customize the broad National Development Strategic direction; sector-specific strategies, priorities and standards; and relevant crosscutting issues (as guided in sections 3.2.2.1 – 3)	Working meetings for District Planning Task Team	District Planning Task Team, DPU	January/ February
Step 8	HLG Planning task team synthesize all development issues/ constraints, potentials, opportunities analysed in step 5 as well as those received from LLG planning forums to form one list for DTPCs discussion and onward submission to Sector Ministries and NPA	Working meetings for District Planning Task Team, DTPC meeting	District Planning Task Team, DPU, DTPC	Mid February
Step 9	HLGs submit HLG development issues to Sector Ministries and NPA (for integration in sector development planning and NDP processes)	Written communication by CEO to sector ministries and NPA	CEO	End of February
Step 10	HLGs analyze and Compile the development resource envelope that will be the basis for selecting the investments for the LGDP and determining the plan funding gap	Local revenue projections; Desk-based review of financial commitments; consultation with sector ministries , other MDAs and respective development partners	District Planning Task Team	February
Step 11	HLGs elaborate and set Development outcomes, Goals and strategic Objectives that will guide the strategic direction of the LGDP	Departmental working sessions	All HLG sector departments facilitated by District Planning Task Team	March
Step 12	HLG Executive committee approves Development outcomes, goals, and strategic Objectives that will guide the strategic direction of the LGDP	Formal HLG Executive Committee meeting	HLG Executive Committee meeting	End of March
Step 13	HLGs receive Municipal and LLG development priorities for integration in LGDP	Written communication received from Municipal and LLGs	CEO	End of April

Step 14	HLG sectors Identify sector specific development outcomes, goals, strategic objectives, outputs , strategies and interventions to comprise their sections in the LGDP	Departmental working sessions, inter-district dialogue meetings for cross-boundary development priorities (with neighboring HLGs)	All HLG sector departments facilitated by District Planning Task Teams	April
Step 15	HLG (Planning Task Team) consolidates Development outcomes, Goals, strategic Objectives, outputs , strategies and interventions	Working meetings for District Planning Task Team, DTPC meeting	HLG Planning Task Team and DTPC	May
Step 16	HLGs submits HLG Development priorities to sector ministries for integrated in sector development planning	Written communication to sector ministries with a copy to NPA	CEO	Mid May
Step 17	LGDP documentation- HLGs Prepare LGDP documents including elaboration of project profiles, project costing, etc (as guided in section 3.2.3)	HLG Plan drafting meetings	Heads of District departments facilitated by District Planning Task Team	May – End August
Step 18	HLGs develop Spatial maps indicating location of main development interventions/ service delivery points and gaps.	GIS/Computer based mapping program	District Planning Units, Heads of Departments, Physical Planners	August-September
Step 19	Draft HLGs Development Plan is presented to relevant committees for debate	Meetings and /or workshops	HLGs TPC, council Sector committees, HLG Executive Committee	September
Step 20	HLG Development Plan approval by Council	Formal meetings	HLGs Council	October
Step 21	Printing and dissemination of final HLG development plan to (NPA and other MDAS; all HLGs political leaders, technical departments and development partners ; and LLGs including feedback on priorities incorporated in HLG plans)	Formal communication	CEO	October
	<i>Beginning of Annual Planning/ HLG Budget Cycle</i>			<i>November</i>

4.2.2 Planning Process for Municipal Councils and Division local governments

Table 4: MC and Division local Government Planning Process

STEPS	PROCESS ACTIVITIES	METHODOLOGY	LEAD ACTORS	TIME LINE
Step 1	Municipal Councils(MC) receive Planning Call information from HLG CEO and circulate the information to Divisions and all other key actors in the Municipal Councils planning process	Written plan call information received from HLG CEO and circulated to all actors in the Municipality	MC CEO	August
Step 2	MC and Divisions form Planning Task Teams to be responsible for supporting the Municipal Technical Planning Committee (MTCP) in the LGDP formulation process	Formal Appointment of planning task team members by MC and Division CEO	MC CEO, Division CEO guided by Municipal Planning Unit	August
Step 3	MC and Divisions embark on Consultations and Collection of basic data that will inform the LGDP formulation (as outlined in section 3.1 of this guide)	Desk-based documents review, consultation with MC, CSOs, Private Sector and other sources	CEO, MC Task Planning Team coordinated by MC Planning Unit	October – November
Step 4	Conducting ward/cell planning meetings to discuss development situation and identify development priorities/issues	Planning Meetings	Town Agents facilitated by the Division Planning task team	November
Step 5	Wards submit their development priorities to the Division	Written submission to Division CEO	Town Agent	November
Step 6	Divisions hold Planning Forums to discuss Division development situations	Division planning forum	Division Assistant Town Clerk(ATC) , Division Planning Task Team, MCPU	Beginning January
Step 7	MC hold Planning Forum to discuss MC development situations	Municipal Council planning forum	MC CEO, MCTPC,MC Planning Task Team, MCPU	End of January

Step 8	Divisions customize the broad National Development Strategic direction; sector-specific strategies, priorities, and standards; and relevant crosscutting issues (as guided in sections 3.3.1 – 3)	Working meetings for Division planning task Teams	Division Planning Task Team with guidance from MCPU	February
Step 9	Divisions analyze key development issues/ constraints, potentials, opportunities and challenges for the MC (as guided in section 3.2.1.5).	planning meetings	Division Planning Task Team with guidance from MCPU	February
Step 10	MC customize the broad National Development Strategic direction; sector-specific strategies, priorities, and standards; and relevant crosscutting issues (as guided in sections 3.3.1 – 3)	Working meetings for MC planning Teams	MC Planning Task Team with guidance from DPU/MCPU	End of February
Step 11	MC analyze key development issues/ constraints, potentials, opportunities and challenges for the MC (as guided in section 3.2.1.5).	Sector technical Planning meetings(MC),planning meetings(LLGs)	MC Planning Task Team with guidance from DPU/MCPU	March
Step 12	Divisions submit their development issues for integration in MC development issues	Written submission to MC CEO via the MCPU	Division CEO	Early March
Step 13	MCs Planning task team synthesize all development issues/ constraints, potentials, opportunities analysed in step 5 as well as those received from Division planning forums to form one list for MCTPCs discussion and onward submission to HLG	Working meetings for MC Planning Task Team, MC TPC meeting	MC Planning Task Team, MCPU, MC TPC	Mid March
Step 14	MC submit their development issues for integration in HLG development issues	Written submission to HLG CEO via the DPU	MC CEO	Late March

Step 15	Divisions analyze and compile the development resource envelope that will be the basis for selecting the investments for the LGDP in the Division and determining the plan funding gap	Desk-based review of Local revenue projections and other financial commitments; consultation with MC planning team and respective Division development partners(CSOs, Private Sector, NGOs, donors, FBOs, etc)	Division planning Teams with guidance from MCPU	By Late March
Step 16	Divisions elaborate and set Development outcomes, goals, strategic objectives and interventions to comprise the MC development plans	Working meetings for Division planning Teams	Division planning Teams facilitated by MC Planning Task Team	Early April
Step 17	Divisions submit to MC development priorities for integration in MC plans	Written submission to MC CEO via the MC PU	Division CEO	Mid April
Step 18	MC analyze and compile the development resource envelope that will be the basis for selecting the investments for the LGDP in the MC and determining the plan funding gap	Desk-based review of Local revenue projections and other financial commitments; consultation with HLG planning team and respective MC development partners(CSOs, Private Sector, NGOs, donors, FBOs, etc)	MC planning Teams with guidance from DPU/ MCPU	By End of April
Step 19	MC elaborate and set development outcomes, goals, strategic objectives and interventions to comprise the MC development plans	Working meetings for MC planning Teams	MC planning Teams facilitated by MC Planning Task Team	By End of April
Step 20	MC Submit to HLG development priorities for integration in HLG plans	Written submission to HLG CEO via the DPU	MC CEO	End of April
Step 21	MC receive feedback from HLG regarding final list of MC priorities integrated in HLG plans for them to modify their draft Development plans	Written feedback communication to MC CEO	HLG CEO	June

Step 22	MC sends to divisions feedback from HLG regarding final list of Division priorities integrated in MC, HLG and national plans for them to modify their draft Development plans	Written feedback communication to Division CEO	MC CEO	Mid June
Step 23	Division plan documentation:- Divisions prepare LGDP documents including elaboration of project profiles, project costing, etc (as guided in section 3.2.3)	Division Plan drafting meetings	Division planning Teams, facilitated by District Planning Task Team	June – End August
Step 24	MC plan documentation, MC prepare LGDP documents including elaboration of project profiles, project costing, etc (as guided in section 3.2.3)	MC Plan drafting meetings	MC planning Teams supervised by MC TPC	Mid June – End August
Step 25	Draft MC and Division Development Plans are presented to internal committees for debate	Committee Meetings	MC/Division TPC and political (Executive Committees, Council Sector Committees)	September
Step 26	MC / Division Development Plan approval by Councils	Formal meetings	MC/ Division Councils	By End of October,
Step 27	Printing and dissemination of: 1- Final MC development plan to HLG, MC and Division political leaders, technical departments and development partners at the MC level and downwards to ward and cell councils); 2- Final Division development plan to MC, Division political leaders, technical departments and development partners at the Division level; downwards to ward and cell councils)	-	MC/ Division Chief Executive/ and Planning Office	By November

	Printing and dissemination of: 1- Final MC development plan to HLG, MC and Division political leaders, technical departments and development partners at the MC level and downwards to ward and cell councils); 2- Final Division development plan to MC, Division political leaders, technical departments and development partners at the Division level; downwards to ward and cell councils)		MC/ Division Chief Executive/ and Planning Office	By November
	<i>Beginning of MC / Division Annual Planning/Budget Cycle for year 1 of LGDP</i>			<i>November</i>

4.2.3 Lower Local Government Planning Process (Sub counties and Town Councils)

Table 5: Lower Local Government Planning Process

STEPS	PROCESS ACTIVITIES	METHODOLOGY	LEAD ACTORS	TIME LINE
Step 1	LLG receive Planning Call information from CEO and circulate the information to all key actors in the LLG planning process	Written plan call information received from HLG CEO and circulated to all actors	LLG CEO	August
Step 2	LLGs form Planning Task Teams to be responsible for supporting the STPC the LDGP formulation process	Formal Appointment of task team members by LLG Chief executive	LLG CEO guided by District Planning Unit	August
Step 3	LLG embark on Consultations and Collection of basic data that will inform the LGDP formulation (as outlined in section 3.1 of this guide)	Desk-based documents review, consultation with HLG, CSOs, Private Sector and other sources	LLG Task Planning Team coordinated by LLG CEO	October – November
Step 4	Conducting parish/ward/ community planning meetings to identify development priorities/issues	Planning Meetings	Parish Chief /Town Agents facilitated by the LLG/Division Planning task team	

Step 5	LLGs hold Planning Forums to discuss LLG development situations	Sub-County planning forum	LLG CEO, LLG Planning Task Team, DPU	January
Step 6	LLGs analyze key development issues/ constraints, potentials, opportunities and challenges for the LLGs (as guided in section 3.2.1.5)..	Sector technical Planning meetings	LLG Planning Task Team with guidance from DPU	December
Step 7	LLGs customize the broad National Development Strategic direction; sector-specific strategies, priorities, and standards; and relevant crosscutting issues (as guided in sections 3.3.1 – 3)	Working meetings for LLG planning Teams	LLG Planning Task Team with guidance from DPU	January
Step 8	LLGs submit their development issues for integration in HLG development issues	Written submission by the LLG chief executive to CAO via the DPU	LLG	Early February
Step 9	LLGs analyze and Compile the development resource envelope that will be the basis for selecting the investments for the LGDP in the LLG and determining the plan funding gap	; Desk-based review of Local revenue projections and other financial commitments; consultation with HLG planning team and respective LLG development partners(CSOs, Private Sector, NGOs, donors, FBOs, etc)	LLG planning Teams with guidance from DPU	By Late February
Step 10	LLGs elaborate and set Development outcomes, Goals strategic Objectives and interventions to comprise the LLG development plans	Working meetings for LLG planning Teams	LLG planning Teams facilitated by District Planning Task Team	February - April
Step 11	LLG submit to HLG development priorities for integration in HLG plans	Written submission to HLG CEO via the DPU	LLG CEO	End of April

Step 12	LLGs receive feedback from HLG regarding final list of LLG priorities integrated in HLG plans for them to modify their draft Development plans	Written feedback communication	LLG CEO	Mid June
Step 13	LLG plan documentation, LLGs prepare LGDP documents including elaboration of project profiles, project costing, etc (as guided in section 3.2.3)	LLG Plan drafting meetings	LLG planning Teams, facilitated by District Planning Task Team	Mid June – End August
Step 14	Draft LLGs Development Plan is presented to internal committees for debate	Committee Meetings	LLG technical(TPC) and political (LLG/MC Executive Committees, Council Sector Committees)	September
Step 15	LLG Development Plan approval by Council	Formal meetings	LLG Council	By End of October,
Step 16	Printing and dissemination of final LLG development plan to (upwards to the HLG; horizontally to all LLGs political leaders and technical departments and development partners at the LLG level; downwards to parish/ward and village /cell councils)		LLG Chief Executive/ and Planning Office	By November
	<i>Beginning of LLG Annual Planning/Budget Cycle for year 1 of LGDP</i>			<i>November</i>

4.3 Stakeholders in the LGDP Process and Their Respective Roles and Responsibilities

Legally, development planning in local governments is at two levels: Higher Local Government level (District or City Council), and Municipal & Lower local Government Level (Municipality, Sub County or Town Council). Therefore the primary stakeholders in the local government planning process are the institutions, agencies and individuals comprising these two levels. At each of these Local Government levels, there are structures and Offices that carry out varied mandates and responsibilities in the development planning process.

At the same time, effective Local Government planning calls for participation of lower local councils, community institutions, non-governmental organisations, and the private sector in the local government development processes. Besides being the representative institutions for the targeted beneficiaries of the local government development plans, these institutions are also expected to take active part in the planning process so that planning is made more relevant by addressing the real development needs and challenges faced by the people.

4.3.1 Stakeholders at Higher Local Government Level and their Roles and Responsibilities in LG Development Planning process

Table 6 summarizes the main Stakeholders at Higher Local Government Level involved in the LG Development Planning process and their roles and responsibilities.

Table 6 Stakeholders at Higher Local Government Level and their Roles and Responsibilities in LG development planning process

S/N	Stakeholders	Roles and responsibilities
1	District (HLG) council	<ul style="list-style-type: none"> • The overall District Planning Authority • Discussion and approval of the Five Year District Development Plan
2	District (HLG) Executive Committee	<ul style="list-style-type: none"> • Approval of the HLG strategic development objectives that will guide the LGDP formulation Review of draft development plans before presentation to council
3	District (HLG) Council sector Committees	<ul style="list-style-type: none"> • Review and recommend draft sector goals, outcomes, outputs, strategies and Interventions (draft LGDP) for council approval.
4	District (HLG) Chairperson	<ul style="list-style-type: none"> • Endorse HLG development plan approved by the council before its submission and dissemination

5	District (HLG) Technical Planning Committee	<ul style="list-style-type: none"> • Taking lead in the formulation of LGDP (with support from planning task team) • Coordinating collaboration and linkages with other LGs. • Discussing and agreeing on the modalities for the planning process; • Reviewing and customizing the broad National Development Strategic direction; sector-specific strategies, priorities and standards; and relevant crosscutting issues; • Appraising individual projects for LGDP; • Coordinating and integrating Sector and LLG plans into HLG development plan; Discuss and agree the draft LGDP to be presented to DEC • Reviewing District performance. • Undertaking any other activities for implementing the LGDP planning cycle.
6	District (HLG) Departments	<ul style="list-style-type: none"> • Analyzing key development issues/ constraints, potentials, opportunities and challenges for the HLGs Generate baseline data and situation analysis for their respective sectors/departments • Identifying sector specific development outcomes, goals, strategic objectives, outputs , strategies and interventions to inform the LGD Cost the sector identified interventions/priorities • Undertaking any other activities for implementing the LGDP planning cycle as may be determined by the CEO
7	District (HLG) Planning Task team	<ul style="list-style-type: none"> • Collecting and analyzing data for the LGDP formulation; • Support sectors in identifying sector specific development outcomes, goals, strategic objectives, outputs , strategies and interventions to inform the LGDP <p>Support the DTTC in the following;</p> <ul style="list-style-type: none"> • Customizing the broad national development strategic direction; sector-specific strategies, priorities and standards; and relevant crosscutting issues; • Synthesizing all development issues/ constraints, potentials, opportunities analysed as well as those received from LLG planning forum • Consolidating sector development outcomes, goals, strategic objectives, outputs , strategies and interventions; • Final drafting of LGDP including elaboration of project profiles, project costing, implementation plan, M&E plan and communication and feedback strategy • Analyzing and compiling the development resource envelope that will be the basis for selecting the investments for the LGDP and determining the plan funding gap • Facilitating planning forum/meetings • Undertaking any other activities in the LGDP formulation process as may be determined by the CEO

8	(HLG) Planning Unit	<ul style="list-style-type: none"> • Providing secretariat for TPC and the Planning task team in the LGDP formulation process • Drafting Planning call circulars for CEOs signature based on national planning call circulars • Handle all documentation of the draft comprehensive Five year District Development Plan • Providing technical guidance to the overall LGDP planning cycle • Management of District Information Systems • Giving feedback to the LLGs and parishes/wards about the results of the planning process • Coordinating other stakeholders on behalf of CEO to achieve effective implementation, monitoring and evaluation of the LGDP in the district Local Government • Liaising with the National Planning Authority on all technical matters regarding management and coordination of the Local Government development planning cycle • Taking lead in the organization and coordination of the planning forum and overall consultative process for the LGDP formulation
9	CEO	<ul style="list-style-type: none"> • Taking charge of the entire local government planning process • Issuing the Planning Call Circular to LLG • Endorsing all correspondences to various actors regarding implementation of the Local Government development planning cycle • Endorsing Five Year LGDP after approval by the Council • Submitting approved LGDP to NPA and other stakeholders • Endorsing the different instruments operationalising the approved local government development plans • Coordinating and facilitating the TPC and the planning task team to execute the local government planning processes. • Undertaking any other activities in the Local Government development planning cycle
10	Civil society and private sector organizations (e.g. NGOs, FBOs, CBOs etc)	<ul style="list-style-type: none"> • Participating in DTPC activities related to LGDP (upon being co-opted to the committee) • Providing information about their on-going and planned interventions to the DTPC for integration in the development plan • Contributing to formulation of local government development plan. • Contributing to implementation of LGDP financing strategy • Participating in the planning, implementation and M&E of LGDP activities

4.3.2 Roles and Responsibilities of Stakeholders at the Municipal and Lower Local Government level

Planning stakeholders at the LLG level include:

- i. Planning stakeholders at Municipal / Sub-county/ Town council/ Municipal Division levels;
- ii. Planning stakeholders at Parish/ward level;
- iii. Planning stakeholders at Village /cell/ community level;
- iv. Planning stakeholders at NGO/CBO/Private sector level

4.3.2.1 Municipal/ Sub-county/ Town council/ Division level stakeholders

Table 7 summarizes the main Stakeholders at municipal and lower Local Government stakeholders involved in the LGDP process and their roles and responsibilities in that process.

S/N	Stakeholders	Roles and responsibilities
1	Municipal/ Sub-County/ Town/Division Council	<ul style="list-style-type: none"> • Participating in the planning forum • Discussing and approving the five-year Development Plan;
2	Executive Committee	<ul style="list-style-type: none"> • Approval of development issues and priorities for submission to higher local government. • Reviewing of draft development plans before presentation to council • Monitoring the implementation of LGDP activities
3	Municipal / Sub-County/ Town/Division chairperson	<ul style="list-style-type: none"> • Endorsing Municipal/ Lower Local Government development plan before it is disseminated

4	Municipal Council Planning Unit	<ul style="list-style-type: none"> • Providing secretariat for MC TPC and the Planning task team in the LGDP formulation process • Drafting Planning call circulars for CEOs signature based on national and HLG planning call circulars • Handling all documentation of the draft comprehensive Five year Municipal Council Development Plan • Providing technical guidance to the LGDP planning cycle in the Municipal Council • Management of Municipal Council Information Systems • Giving feedback to the division and wards about the results of the planning process. • Coordinating other stakeholders on behalf of CEO to achieve effective implementation, monitoring and evaluation of the LGDP in the Municipal Council. • Liaising with the HLG and NPA on all technical matters regarding management and coordination of the local government development planning cycle
5	Community Development officer	<ul style="list-style-type: none"> • Providing secretariat for LLG/Division TPC and the Planning task team in the LGDP formulation process • Handling all documentation of the draft comprehensive Five year LLG Development Plan • Giving feedback to the parish/wards/village/cell/community about the results of the planning process. • Facilitating the planning meetings of lower level councils • Liaising with the HLG/MC on all technical matters regarding management and coordination of the local government development Planning process Mobilization of community actors, CSOs, private sector and FBOs to participate in the planning process
6	Technical Planning Committee	<ul style="list-style-type: none"> • Taking lead in the formulation of LGDP (with support from planning task team) • Reviewing and customizing the broad national development strategic direction; sector-specific strategies, priorities and standards; and relevant crosscutting issues; • Appraising individual projects for LGDP; • Coordinating and integrating sector plans, division plans and /or lower level council priorities into the development plans of their jurisdictions • Discussing and agree the draft LGDP to be presented to the respective Executive Committees • Reviewing the respective local government performance. • Undertaking any other activities for implementing the LGDP planning cycle.

7	Municipal/ LLG Planning Task team	<ul style="list-style-type: none"> • Collecting and analysing data for the LGDP formulation; • Support Municipal Council sectors in identifying sector specific development outcomes, goals, strategic objectives, outputs , strategies and interventions to inform the LGDP • Support the LLG/MC/Division TPC in the following; <ul style="list-style-type: none"> * Customizing the broad national development strategic direction; sector–specific strategies, priorities and standards; and relevant crosscutting issues; * Synthesizing all development issues/ constraints, potentials, opportunities analysed as well as those received from lower level council planning meetings * Consolidating Municipal Council sector development outcomes, goals, strategic objectives, outputs , strategies and interventions; * Final drafting of LGDP including elaboration of project profiles, project costing, implementation plan, M&E plan and communication and feedback strategy * Analyzing and compiling the development resource envelope that will be the basis for selecting the investments for the LGDP and determining the plan funding gap * Facilitating planning forum/meetings * Undertake any other activities in the LGDP formulation process as may be determined by the CEO
8	LLG/MC/Di- vision CEO	<ul style="list-style-type: none"> • Take lead of the planning process in their respective local governments • Issuing the Planning Call Circular to Divisions and other actors in the MC • Endorsing all correspondences to various actors regarding implementation of the Local Government development planning cycle • Endorsing Five Year LGDP after approval by the Council • Submitting approved LGDP to HLG and other stakeholders • Endorsing the different instruments operationalising the approved local government development plans • Undertaking any other activities in the Local Government development planning cycle • Coordinating and facilitating the TPC and the planning task team to execute the municipal LLG planning processes. • Undertaking any other activities in the Local Government development planning cycle

9	Civil society and private sector organizations (eg. NGOs, FBOs, CBOs)	<ul style="list-style-type: none"> • Participating in LLG/MC/Division TPC activities related to LGDP (upon being co-opted to the committee) • Providing information about their on-going and planned interventions to the LLG/MC/Division TPC for integration in the development plan • Contributing to formulation of LLG/MC/Division plan. • Contributing to implementation of LGDP financing strategy • Participating in the planning, implementation and M&E of LGDP activities
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4.3.2.2 Parish/Ward Level Planning

At the Parish level, the structures that play major roles in the LGDP process include; the Parish/ward Council; the Parish/ward Executive Committee; and the Parish /ward Development Committee. Box 1 shows the main LGDP planning tasks that will be handled at the parish/ward level

Box 1: LGDP planning tasks at Parish/Ward level

- a. Participating in popularizing the national vision, national strategic direction and relevant crosscutting issues
- b. Analyzing of the potentials, opportunities, challenges and general development constraints faced by the parish/ward
- c. Holding parish/ward planning meetings to discuss parish development situations attended by parish/ward council members, Development Committee members, representatives of community groups, religious organisations, government service institutions, private sector organisations, NGOs working in the area, etc
- d. Receiving and debating development aspirations from the community levels and synthesize them into a single list of development issues for submission to LLGs and division for consideration.
- e. Ensuring timely compliance to the LGDP planning processes by all stakeholders in the parish/ward
- f. Mobilizing people to participate in the planning process and implementation of LGDP activities
- g. Monitoring LGDP activities' progress

Supported by the LLG/Division planning task team members, Parish Chiefs/Town Agents are responsible for coordinating parish/ward level LGDP activities. The roles and responsibilities of each of the parish / ward level planning structures are summarized in Table 8.

Table 8: Planning Roles and Responsibilities for Stakeholders at Parish/Ward level

Stakeholders	Roles and responsibilities
Parish/Ward Council	<ul style="list-style-type: none"> • Discussing and approving a list of development issues/priorities for submission to LLG/division councils for integration • Attending planning meetings • Monitoring the LGDP development activities implemented in their areas • Participating in popularizing the national vision and national strategic direction
Parish/Ward Executive Committee	<ul style="list-style-type: none"> • Discussing and recommending to parish/ward council a list of development issues/priorities for submission to LLG/Division councils for integration • Initiating, encouraging, supporting and participating in self-help projects; • Mobilizing people, materials and technical assistance for Parish/Ward self-help projects; • Monitoring projects and other activities undertaken by the Government, Local Governments and NGOs in the area; • Providing feedback to the Village/Cell Council, Sub-county/Division on the development activities and concerns of the village; • Participating in popularizing the National Vision and national strategic directions and relevant cross-cutting issues
Parish Chief /Town Agent and Parish/Ward Development Committee	<ul style="list-style-type: none"> • Regularly updating and compiling Parish/Ward information/data bank; • Identifying parish/ward development potentials/opportunities, development challenges, priorities; • Integrating Village/Cell development priorities and proposals into parish/ward development priorities and proposals; • Formulating/reviewing draft parish/ward action plans and annual work plans; • Appraising parish/ward proposals with technical support of the LLG/Division Technical Planning Committee; • Identifying and recommend to Parish/Ward Council, priorities to be implemented using parish resources and those to be forwarded to LLG/Division; • Facilitating village/cell level planning meetings.

4.3.2.3 Village/Cell/ Community Level Planning

The main planning tasks under the LGDP process at the village/ community level are shown in Box 2.

Box 2: LGDP planning tasks at Village/Cell/ Community Level

- Participating in popularizing the national vision, national strategic direction and relevant crosscutting issues
- Identifying general development issues, potentials, constraints and challenges facing the village / cell
- Organizing and participating in community planning meetings to discuss village/cell development situations. The planning meetings at the village/cell levels are to be attended by all adult people living in the village/cell; representatives of community groups, religious organisations, government service institutions, private sector organisations, NGOs working in the area, etc
- Ensuring timely compliance to the LGDP planning processes by all stakeholders in the village/cell
- Mobilizing people to participate in the planning process and implementation of LGDP activities
- Providing information on service delivery, transparency and accountability, and challenges and gaps in service delivery at the community level

The roles and responsibilities of each of the Village/Cell level planning structures are summarized in Table 9.

Table 9: Planning Roles and Responsibilities for Stakeholders at Village/Cell level

Stakeholders	Roles and responsibilities
Village/Cell Council:	<ul style="list-style-type: none"> • Receiving and disseminating information regarding national Vision and national strategic direction to the community • Attending Village/Cell planning meetings • Identifying and submitting to the Parish Chief/Town Agent and Parish/Ward Council development issues in the village/cell; • Planning and mobilizing locally available materials and labour towards the Village/Cell projects; • Monitoring the implementation of development activities/delivery of services within the Village/Cell

Village/Cell Chairperson and Executive committee:	<ul style="list-style-type: none"> • Mobilizing Village/Cell members to attend the village/cell planning meetings and other development-related meetings; • Collecting and keeping village information/data; • Submitting Village/Cell development priorities and proposals to the Parish/Ward Council for consideration; • Initiating, encouraging, supporting and participating in self-help projects; • Monitoring projects and other activities undertaken by the Government and NGOs in their area; • Undertake any other development related activities
Project Management Committee	<ul style="list-style-type: none"> • Attending the Village/Cell planning meetings and other development-related meetings • Supporting implementation of development activities in their areas by providing project site security, mobilizing community contribution for project implementation, and organizing meetings for project implementation • Undertaking any other development related activities.

4.3.3 Planning Roles and Responsibilities for CSOs/NGOs, CBOs, FBOs and Private Sector

In order to foster collaboration and complementarities in the local government planning process, NGOs/CBOs, Faith Based Organisations (FBO) and the Private Sector will play key roles including;

- a. Participating in planning and budgeting meetings of Local Councils within their area of operation;
- b. Bringing in their expertise to facilitate Local Council planning processes;
- c. Contributing funds/logistics towards the Local Council planning and budgeting process where possible;
- d. Making available their plans and budgets for integration into the Local Council plans and budgets.
- e. Providing information about their on-going and planned interventions for integration in the LG development plans
- f. Participating in the planning and implementation of LGDP activities
- g. Contributing funding towards the implementation of LGDP

¹³ Project Management Committee composition include Parish and Village Executive Members, Community representatives from Project Catchments Area; Representatives of disadvantaged groups (women, youth, PWDs) One third of members must be women

5.0 LGDP MONITORING AND EVALUATION STRATEGY

5.1 Purpose of LGDP Monitoring and Evaluation Strategy

For the LGDP to be complete, it should have an M&E strategy that will enable Local Governments to regularly and systematically track progress of implementation of priority initiatives and assess performance of the plan in line with the agreed objectives and performance indicators. Therefore, Local Governments are required to develop a LGDP M&E strategy that will also feed into the NDP M&E Framework and the overall Government-wide M&E system. The LGDP M&E strategy will help the Local Governments and other development actors to know, among others, whether:

- The planned activities have been undertaken as planned.
- The resources (funds materials, or human resources) made available for plan implementation deviated from what was planned.
- The resources were delivered on time and schedule as planned.
- Implementation of activities resulted into the planned outputs.
- Outputs resulted in the envisaged outcomes as per set objectives and whether the set objectives are still relevant.
- The plan met its goal, i.e. whether the plan brought about the desired changes in the lives of the targeted beneficiaries.

The LGDP M&E strategy is also required to serve other governance and administrative objectives at different level of local and national governments as well as those of development partners.

5.2 Values and Principles Guiding the LGDP Monitoring and Evaluation Strategy

The LGDP M&E strategy should be based on the following values and principles:

- **Simplicity:** M&E strategy should be simple but effective enough to capture pertinent information required to guide planning and decision making at the various levels of local governments
- **Involvement of implementers:** The strategy will require the participation of implementers at all levels in monitoring M&E activities.
- **Sustainability:** The strategy should provide for building capacity of stakeholders involved in the implementation of the LGDP

5.3 Scope of LGDP Monitoring and Evaluation Strategy

The scope of the LGDP monitoring and evaluation strategy should cover aspects of; Plan implementation (inputs, activities and outputs); results (outcomes), relevance of programs and activities; efficiency (concerning use of resources); effectiveness, and assessment of impacts and their sustainability, etc.

5.4 Elements of the LGDP M&E Strategy

The LGDP M&E strategy will include definition of:

- i. Objectives of the M&E strategy
- ii. Stakeholders in the LGDP M&E Function
- iii. Development of LG M&E System
- iv. Reporting arrangements
- v. The LGDP Monitoring and Evaluation Reporting Matrix

5.4.1 Objectives of the M&E strategy

In line with the results framework of the LGDP, the objectives of the M&E strategy as guided in section 5.1 will be customised to reflect the reality of the planned interventions in the LGDP.

5.4.2 Stakeholders in the LGDP M&E Function

The local government M&E is institutionally required to feed into the NDP M&E results framework. At the national level, the local government M&E systems and upward reporting shall be coordinated by the Ministry of Local Government. In doing so, the Ministry of Local Government shall be responsible for consolidation of the information and making them available to other users such as the NPA, OPM, MoFPED and all other Ministries and Sectors. The overriding strategy is not to duplicate monitoring and reporting efforts and frameworks, but to maximise synergies. The key institutional reports produced by the centre that require input from the local government M&E are given in table 10.

Table 10: National Level M&E Stakeholders and Frameworks Relevant to LGDP M&E Strategy

Institution	Framework	Key features
The National Planning Authority	The National Development Report	The National Development Report is an annual report produced by the NPA to provide information on the country's current development status and the progress made against the NDP indicators at all levels of the Plan's results framework. The report also covers the contribution of non state actors

Office of the Prime Minister (OPM)	Government Annual Performance Report	The Government Annual Performance report assesses performance of Government MDAs and Local Governments against key objectives outlined in the National Development Plan, and the medium terms objectives and budget spending across the sixteen sectors who implement this plan.
Ministry of Local Government	annual national assessment	Annual assessment of minimum conditions and performance measures ascertains local government performance against legal and regulatory standards. The assessment also enforces compliance of local governments to the provisions of the laws and national guidelines.
Ministry of Local Government	Joint Annual Review of Decentralization	The JARD process is a mechanism for stakeholders and Line Ministries to jointly review progress in agreed annual undertakings and recommendations. A joint monitoring committee of the decentralization Technical Working Group also carries out independent monitoring and evaluation and reports to the JARD
Sector Line Ministries (Education, Water, Health, Works, etc)	Sector Management information Systems (HMIS, EMIS, etc.), Ministerial Policy Statements and Annual Reports	Most sector line ministries have got established MIS that regularly capture and communicate information regarding the performance of the main services that they are supposed to deliver in local governments, the challenges and emerging issues experienced in each quarter of the financial year. The MIS is key in informing the annual sector reports that are produced and circulated by line ministries.
Sector Line Ministries (Education, Water, Health, Works, etc)	Sector Review Meetings	A number of the sector line ministries hold bi-annual or annual joint sector reviews where progress against budget commitments are assessed and specific undertakings for improvements are adopted including roadmaps to implement them.
Ministry of Finance	Budget Monitoring and Accountability	Situated within MoFPED, is the Budget Monitoring and Accountability unit that tracks financial flows to LGs and monitors the implementation of government programmes and projects in terms of inputs and outputs.
Ministry of Finance	Performance Contracts (Performance Form B)	MoFPED requires all Local Government Accounting Officers to report quarterly against a new Performance Form detailing progress against output targets and linking these to expenditure against releases.

Ministry of Public Service	Client Charters	The Ministry of the Public Service (MPS) has started the process of developing client charters which define service standards and expectations between public bodies, and between service providers and users. Similar charters have been developed and agreed to by local governments.
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Legally, the monitoring and evaluation mandate in Local Governments is a responsibility of the Local Government administrative and leadership institutions including the local government councils, sector committees, executive committee, chief administrative office, technical planning committees, etc. Yet, program monitoring is also a technical role embodied in program/project execution frameworks and general service delivery mechanisms of local government.

Table 11: LG M&E Stakeholders and Frameworks Relevant To LGDP M&E strategy

Institution	Framework	Key features
HLG Council	PAF monitoring and accountability	PAF monitoring and accountability framework provides for quarterly reporting of government expenditure on poverty related conditional grants. It distinguishes between sector specific and political monitoring. However the system does not yield strong report for internal LG use .
MoFPED and Local government Councils	OBT standardized Reports	The Output Budget Tool generates standardized report that can be used by LGs to track performance of expenditure and performance on key LG investment. However the reports are often produced for upward accountability and not internal use by LGs. The reports also cover only those activities within district budget and not those by development partners in the district.
Sector Line ministries	Sector-based MIS	Some of MIS for sector line ministries are operationalised through district departments (e.g. health, water, road fund, etc). These departments produce regular quarterly management report. However most of these report are not seriously used for internal LG development management functions but for upward accountability.
Different project structures (NAADS, LGMSD, NUSAF, etc)	Project –based monitoring and reporting mechanisms	Project –based monitoring and reporting mechanisms are as varied as the number of programs and projects running in a specific local government. The mechanisms are normally operated only in the departments running the government programs and projects, and the reports produced by such mechanisms are mainly for upward accountability.

¹⁴ The PAF monitoring and evaluation arrangement is scheduled to change when the NDP M&E is consolidated

5.4.3 Development of LG M&E System

The LG M&E System comprises the Management Information System (MIS) that are required to be established at higher and lower local government levels and the LG NDP reporting system. In developing the M&E strategy, local governments are required to link to a standard local government MIS and the national MIS systems.

Capacity will be built in the LGs by the NPA, OPM and the Ministry of Local Government for effective operationisation of the LGs MIS and the NDP LG reporting system.

5.4.4 Reporting Arrangements

5.4.2.1 Progress Reporting

Local Government reporting requirements will largely include progress reports- quarterly and annual reports.

LGDP Progress reporting shall follow two processes namely; physical progress reporting and budget performance reporting. For physical progress reporting, all LGDP implementing agencies will submit activity progress reports based on the LGDP M&E Reporting Matrix (see appendix...). These will be supplemented by field spot visits to ascertain value for money. On the other hand, Budget performance reports will cover quarterly and annual financial performance (revenue and expenditure) from the government and non-government actors. The local government budget performance will be generated from the computerized output budget tool (OBT).

The combined district quarterly performance reports will be submitted to the NPA, MoFPED, OPM, and line ministries to facilitate national progress reporting by each of these institutions. The NPA will produce a general format for district reporting.

5.4.2.2 Joint Annual LGDP Review

To undertake regular appraisal of the progress across all LGDP activities, each district local government shall conduct annual joint reviews for all local level LGDP stakeholders. The review will be based on the cumulative quarterly performance reports produced by DPUs as well as on the first-hand experiences shared by LGDP implementing agencies. The annual joint review meetings will be organized in May/ June of each FY and will be attended by all key development actors in the district including representatives of Municipal and LLGs, CSOs, FBOs, CBOs, PSO, and selected citizens interest groups (youth groups, women groups, PLAs, PLWD, etc). The LGDP management and coordination budgets for each district should provide for this activity.

5.4.2.3 LGDP Midterm and End of Plan Evaluation

Led by the DPUs, a mid-term review of the LGDP will be conducted two-and-a-half years into

the Plan's implementation and it will correspond with the NDP midterm review. The purpose of the mid-term review is to assess progress of LGDP implementation against the set objectives. The report of the midterm review will include an assessment of challenges that could have inhibited the implementation of identified priority interventions, document lessons learned to improve implementation of remaining period of the plan and to inform the production of the next LDGP. The report will be presented to the formal HLG leadership and administrative machinery including the DTPC, DEC, and councils. In addition the report will also be discussed by the joint annual LGDP review meetings. A copy of the LGDP midterm review report will be presented to the NPA, and sector ministries to inform the production of the next NDP and sector development plans.

The LGDP end-of-plan evaluation will be conducted after five years of the Plan's implementation. The purpose of the end-of-plan evaluation is to assess achievement of results and their sustainability. The end-of plan evaluation will assess the overall effectiveness of the LGDP against its objectives and targets, and where possible, it will look at the short term impacts created by plan interventions.

The NPA shall provide technical guidance and backstop the DPU in quality control of end-of plan evaluation reports.

5.4.5 The LGDP Monitoring and Evaluation Reporting Matrix

To facilitate alignment with the NDP monitoring and evaluation framework, LGDPs will adopt the same monitoring and evaluation matrix as that of the NDP. Each LG sector implementing LGDP activities will complete a monitoring and evaluation matrix for the activities under its jurisdiction. The matrix will be the primary guide for implementing the LGDP M&E strategy. The following format (Table 12) has been recommended for the matrix.

Table12: Format of LGDP Results Matrix

Specific objective	Strategy	Intervention	output	indication	Baseline	Data collection Method	Frequency	Resources	Reporting and Feedback	Responsibility Centre

6.0 LGDP COMMUNICATION AND FEEDBACK STRATEGY

An effective Communication strategy is to be an essential element of the LGDP implementation, monitoring and evaluation frameworks. It is crucial that all stakeholders in the LGDP process are adequately informed and mobilized to understand and comply with the objectives, the targeted long-term outcomes and the strategic directions pursued in the NDP. On the other hand, an effective Communication strategy will also serve to actualize the required bottom-up influences presumed in the LGDP conceptual framework where local government priorities are expected to inform the selection of national sector development priorities. Similarly, an effective communication strategy will facilitate the transmission of monitoring and evaluation findings and recommendations to the respective centres where actions can be taken to address the issues that will be raised.

6.1 The Importance of an effective Communication and feedback strategy in the LGDP framework

The LGDP communication strategy should be designed to serve the following purposes:

- Dissemination of local government programmes/ projects and their progress reports to inform/create awareness amongst the local government population
- Creation of awareness on the expected roles of the stakeholders in the implementation of the local government programmes, including LLGs, CSO, and community members
- Effective management of people's expectations with regard to public services of the local government.
- Strengthening the relationships between the people involved in the planning, implementation and M&E processes.
- Strengthening public ownership of the LG plans
- Enhance accountability and transparency in the implementation of the LG plans.

6.2 Values and Principles Guiding the LGDP Communication and Feedback Arrangements

As a general principle, the LGDP communication strategy should serve the principles and values of the decentralisation policy in Uganda including:

- i. Effective citizen participation and representation;
- ii. Accountability;
- iii. Equity in service delivery;
- iv. Effective management of the totality of state and non-state activities at the local level;
- v. Etc.

6.3 Elements of the Communication Strategy

LGDP formulation at both the HLG and municipal and LLG levels will include a description of the communication strategies that should:

- Outline the objective/goals of communication functions within the LGDP implementation process
- Identify stakeholders and assign roles/ responsibilities for implementing the Communication Strategy
- Define key messages
- Identify potential communication methods and vehicles for communicating information for a specific purpose, and specify the mechanisms that will be used to obtain feedback on the strategy.

APPENDICES :

Appendix 1:

STRUCTURE OF LOCAL GOVERNMENT DEVELOPMENT PLANS FOR HLGS

Cover Page (Logo; Name of Local government; Title of Plan ; Vision; Theme)

Inner Page1 (Map of the district and Map of Uganda showing district location)

Inner Page2 (District vision statement; District Mission Statement)

Foreword (By the District Chairperson)

Acknowledgement (Statement by Chief Executive)

Table of Contents (Automatically Generated)

List of Tables

List of Figures

List of Acronyms

EXECUTIVE SUMMARY (Summary of district Vision, mission, purpose, Broad development objectives/goals, sector -Specific development objectives, investment priorities, list of unfunded priorities, strategies to finance, implement and coordinate the plan, etc,)

1.0 INTRODUCTION

1.1 Background

- 1.1.1 Context of the Local Government Development Plan (description of the past and present national/ Local Government development context, strategies, programs as well as historical developments / recent experiences that underpin/ inform/ influence the current development plan)
- 1.1.2 Description of the Local Government Development planning process (processes, actors and timeframes / scheduling)
- 1.1.3 Structure of the Local Government Development plan (Arrangement and content of the

different sections/chapters comprising the plan)

- 1.2 **District profile** (Summarized information- maximum 4 pages)
 - 1.2.1 Key Geographical information(soils, geophysical features, land use, vegetations, etc focusing on the extent to which some of the key geographical and natural endowment features /characteristics of a LG have been affected by human activity, etc)
 - 1.2.2 Administrative structure (lower local governments and administrative units comprising the district,)
 - 1.2.3 Demographic characteristics (population size and structures disaggregated, critical demographic ratios and population densities for a LG or administrative units; labour force analysis; Migration issues analysis)
 - 1.2.4 Natural Endowments (Natural resources and their rate of exploitation)
 - 1.2.5 Social –economic infrastructure (life standards indicators; livelihood patterns; human settlement patterns; productive resources and Economic Activities of a LG; etc)

2.0 SITUATION ANALYSIS

- 2.1 **Review of Sector Development Situations including constraints** (health, education, water and sanitation, etc & CSO and private sectors)
- 2.2 **Analysis of the State Of Crosscutting Issues**
- 2.3 **Analysis of District Potentials, Opportunities, Constraints and Challenges** (See training Manual)
- 2.4 **Review of previous plan performance** (Achievements, unfinished activities and Emerging needs)
- 2.5 **Analysis of urban development issues**
- 2.6 **Capture key standard development indicators**
- 3.0 **LGDP STRATEGIC DIRECTION AND PLAN**
 - 3.1 **Adaptation of Broad National Strategic Direction and priorities**
 - 3.2 **Adaptation Sector specific strategic Directions and priorities (national)**
 - 3.3 **Adaptation of Relevant national Crosscutting policies/ programs**
 - 3.4 **Broad Local Government Development Plan goals and Outcomes**
 - 3.5 **Sector –Specific Development objectives, Outputs, Strategies, and Interventions:**
 - 3.5.1 Development objectives,
 - 3.5.2 Development Outputs
 - 3.5.3 Development Interventions
 - 3.6 **Summary of Sectoral Programs/projects**

4.0 LGDP IMPLEMENTATION, COORDINATION AND PARTNERSHIP FRAMEWORK

- 4.1 **LGDP Implementation and coordination Strategy**
- 4.2 **LGDP Institutional Arrangements**
- 4.3 **LGDP Integration and Partnership Arrangements**
- 4.4 **Pre-Requisites for Successful LGDP Implementation**
- 4.5 **Overview Of Development Resources And Projections By Source (name of project/**

Programmes, years budgets, Source of funding – GoU, HLG, DPs Off budget, Local CSOs, Private sector, Unfunded, Total)

5.0 LGDP FINANCING FRAMEWORKS AND STRATEGY (This should clearly articulate how the LG plans will be financed including resource mobilization.

5.1 Resource mobilisation strategy

6.0 LGDP MONITORING AND EVALUATION STRATEGY

6.1 LGDP Monitoring and Evaluation Matrix

6.2 LGDP Monitoring and Evaluation Arrangements

6.1.1 LGDP Progress Reporting

6.1.2 Joint Annual Review of LGDP

6.1.3 LGDP Mid -term Evaluation

6.1.4 LGDP End of Term Evaluation

6.3 LGDP Communication and Feedback Strategy/ Arrangements

7.0 PROJECT PROFILES

APPENDICES

Consolidated Results and Resources Framework

Annualized work plan

Appendix 2:

STRUCTURE OF LOCAL GOVERNMENT DEVELOPMENT PLANS FOR LLGs

Cover Page (Logo; Name of Lower Local government; Title of Plan ; Vision; Theme)

Inner Page1 (Map of the LLG; Map of District and Map of Uganda showing LLG and district location)

Inner Page2 (District vision statement; District Mission Statement)

Foreword (by the LLG Chairperson)

Acknowledgement (Statement by LLG Chief Executive)

Table of Contents (Automatically Generated)

List of Tables

List of Figures

List of Acronyms

EXECUTIVE SUMMARY (summary of Broad development objectives/goals, sector -Specific development objectives, investment priorities, list of unfunded priorities, strategies to finance, implement and coordinate the plan, etc)

1.0 INTRODUCTION

1.1 Background

1.1.1 Context of the Lower Local Government Development Plan (description of the past and present national/ local government development context, strategies, programs as well as historical developments / recent experiences that underpin/ inform/ influence the current development plan)

1.1.2 Description of the Lower Local Government Development planning process (processes, actors and timeframes / scheduling)

1.1.3 Structure of the Lower Local Government Development plan (Arrangement and content of the different sections/chapters comprising the plan)

1.2 LLG Profile (Summarized information- maximum 3 pages)

1.2.1 Key Geographical information

1.2.2 Administrative infrastructure

1.2.3 Demographic characteristics

1.2.4 Natural Endowments

1.2.5 Social –economic infrastructure

¹⁷ Local government Development Plan For..... - FY

2.0 SITUATION ANALYSIS

- 2.1 Review of Sector Development Situations (health, education, water and sanitation, etc & CSO and private sectors)**
- 2.2 Analysis of the State Of Crosscutting Issues**
- 2.3 Analysis of District Potentials, Opportunities, Constraints and Challenges**
- 2.4 Review of previous plan performance (Achievements, unfinished activities and Emerging needs)**

3.0 LGDP STRATEGIC DIRECTION

- 3.1 Adaptation of Broad National Strategic Direction**
- 3.2 Adaptation Sector specific strategic Directions (national)**
- 3.3 Adaptation of Relevant national Crosscutting policies/ programs**
- 3.4 Broad Local Government Development Outcomes and Goals**
- 3.5 Sector –Specific Development Outcomes, Outputs, Strategies, and Interventions:**
 - 3.5.1 Development Outcomes,
 - 3.5.2 Development Outputs,
 - 3.5.3 Development Strategies
 - 3.5.4 Development Interventions
- 3.6 Summary of Sectoral Programs/projects**

4.0 LLGDP IMPLEMENTATION, COORDINATION AND PARTNERSHIP FRAMEWORK

- 4.1 LLGDP Implementation and coordination Strategy**
- 4.2 LLGDP Institutional Arrangements**
- 4.3 LLGDP Integration and Partnership Arrangements**
- 4.4 Pre-Requisites for Successful LLGDP Implementation**

5.0 LLGDP FINANCING FRAMEWORKS AND STRATEGY

- 5.1 Overview Of Development Resources And Projections By Source (name of project, years budgets, Source of funding – GoU, HLG, DPs Off budget, Local CSOs, Private sector, Unfunded, Total)**
- 5.2 Resource Mobilisation Strategies**

6.0 MONITORING AND EVALUATION FRAMEWORK

- 6.1 LLGDP Monitoring and Evaluation Arrangements**
 - 6.1.5 LLGDP Progress Reporting
 - 6.1.6 Joint Annual Review of LLGDP
 - 6.1.7 LLGDP Mid -term Evaluation
 - 6.1.8 LLGDP End of Term Evaluation
- 6.2 LLGDP Monitoring and Evaluation Matrix**
- 6.3 LLGDP Communication and Feedback Strategy/ Arrangements**

7.0 PROJECT PROFILES**APPENDICES**

- Consolidated Results and Resources Framework**
- Annualized work plan**

Appendix 3:

FRAMEWORK FOR PROJECT PROFILES FOR HLG AND LLG DEVELOPMENT ACTIVITIES (Maximum 2 pages)

Department:

Sector:

Code:

Title of Project:

Implementing agency:

Location:

Total planned expenditure:

Funds secured:

Funding gap:

Recurrent expenditure:

Start date:

Completion date:

Project objectives:

Targeted Beneficiaries:

Project Background and justification (maximum quarter page):

Technical Description (What the project contains):

Project work plan and budget:

Activity	Budget				Total	Operation & recurrent costs
	Quarter 1	Quarter 2	Quarter 3	Quarter 4		

Monitoring and Evaluation Strategy

Operation & maintenance plan:

Environment Impact Assessment and Mitigation Plan:

Environmental concern	Mitigation measure	Cost	Source of funding

Appendix 4:

SUMMARY OF SECTORAL PROGRAMS/PROJECTS

Project Name	Yr 1	Yr 2	Yr 3	Yr 4	Yr 5	GoU budget	LG Budget	Dev't Part-ners off Budget	Unfunded	Total
Sector :										
Sub-Sector:										
Project 1										
Project 2										
Project 3										
Project 4										
Project 5										
Etc.										
Sector :										
Sub-Sector:										
Project 1										
Project 2										
Project 3										
Etc.										

Appendix 5: ANNUALISED WORK PLAN

Devt Outputs	Planned Activities (Projects)	Timeframe					Responsible Parties	Planned Budget	
		Yr 1	Yr 2	Yr 3	Yr 4	Yr 5		Source of Fund	Amount
Sector :									
Sub-Sector 1:									
Output 1									
Output 2									
Output 3									
Total Subsector									
Sub-Sector 2:									
Output 1									
Sector Total									
Overall Total									



National Planning Authority

