

**N C D D**

**SUB-COMMITTEE ON DEVELOPMENT PLANNING  
MINISTRY OF PLANNING**

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## **SUB-NATIONAL PLANNING POLICY FRAMEWORK**

A POLICY NOTE TO GUIDE THE REVISION OF EXISTING REGULATIONS AND GUIDELINES

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Phnom Penh, March 2012

## Acronyms

C/S	Communes/Sangkats
D/M/K	Districts/Municipalities/Khans
DMF	District / Municipal Fund
IP	Investment Program
LDA	Local Development Agenda
LUMP	Land Use Management Plan
MEF	Ministry of Economy and Finance
MOI	Ministry of Interior
MOP	Ministry of Planning
NA	National (RGC) Administration
OL	The Law on Administrative management of the Capital, Provinces, Municipalities, Districts and Khans, aka “The Organic Law”
PBC	Planning and Budgeting Committee
PWG	Planning Working Group
SDF	Spatial Development Framework
5YDP	Five Years Development Plan
SNA	Sub-National Administrations
SOP	Services Operation Program
TFC	Technical Facilitation Committee

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## Purpose and scope of this policy note

The *purpose* of this note is to provide policy guidance for the reform of the sub-national planning system.

Specifically it is meant to guide the revision of existing regulations and guidelines and help transform the current single-level centralized planning system into a multi-level, decentralized one, within which the National Administration (NA) and the Sub-National Administrations (SNA) share the mandate of promoting democratic development and co-operate as *distinct but coordinated* systems.

Revision of the existing regulations and guidelines is foreseen under Sub-Program 5 the IP3, which is managed by the Ministry of Planning, and is expected to be completed within the timeframe of the IP3 (2011-13).

This note outlines the basic components of a revised sub/national planning system, and suggests changes in the planning institutions, instruments, process, timeframe and support system.

Upon adoption of the policy by NCDD, a new set of regulations, guidelines and manuals will have to be developed. This however may be an easier process than it may appear, because most changes required are primarily about how the multi-level sub/national planning is conceptualized and structured, and not about new planning methods and techniques. In this respect much of the experience gained since 2009, in building local capacity for planning, can be rescued and built upon.

In this policy note, the expression “Sub-National Planning” refers to the preparation of multi-year *sectoral* development plans and programs by the Sub-National Administrations (SNA): Provinces, the Capital Phnom Penh, Districts, Municipalities and Khans.

This limited *scope* is intentional. It reflects the choice to proceed incrementally and focus on what is most critical, urgent and feasible. As a consequence a number of other processes and instruments which are usually dealt with in comprehensive treatments of sub-national planning are not directly covered in this note.

In particular:

- (i) The note does not cover the planning process of Communes and Sangkats. Such process has been in place for a decade now and has undergone a number of evaluations and changes. Major adjustments are not warranted at this time and any attempt to implement them would distract scarce national resources and capacities from the most urgent task of reforming the SNA planning process. Nevertheless there is a need to adjust the timeframe for preparation of C/S plans, programs and budgets, to align them

- and facilitate greater coordination and/or integration with those of their respective Districts, Khans and Municipalities.
- (ii) This note does not cover the preparation of *physical* planning instruments. While the Organic Law requires that a spatial development framework be developed together with the 5-year Development plan, there is a need for substantial experimentation (to be carried out under the IP3), before a realistic policy for preparation of both strategic and regulatory physical planning instruments (“Spatial Development Frameworks” and “Land Use Management Plans”) by SNA can be designed and adopted.
  - (iii) Finally this note does not cover the process of SNA budgeting, which is being regulated by the Ministry of Economy and Finance. Obviously however the emergence of Districts and Municipalities as autonomous budgeting units of the Cambodia’s public sector, is the *starting point* for the revision of their planning and programming process as proposed by this note. Attention is therefore given to the implications of the budgeting instruments and timeframe for the definition of the planning and programming processes.

## Why existing Regulations and Guidelines need a revision?

Currently, the Planning and Programming process of SNA is defined and supported by the OL and the following regulations and guidelines:

- **Sub-decree n. 219** On the Development Plan and Three-Year Rolling Investment Program of the Capital, Provinces, Municipalities, Districts and Khans
- **Sub-decree 217** on the establishment of the Technical Facilitation Committee at Capital/Provincial Level
- **Sub-decree 218** on the establishment of the Technical Facilitation Committee at Municipal/District/Khan level
- **Technical Guidelines** on the Preparation of the Capital/Provincial Development Plan
- **Technical Guidelines** on the Preparation of the Capital/Provincial Investment program
- **Technical Guidelines** on the Preparation of the Municipalities / Districts / Khans Development Plan
- **Technical Guidelines** on the Preparation of the Municipalities / Districts / Khans Investment Program

These regulations and guidelines, were quickly developed in 2009, under exceptional time pressure, to ensure that the recently established SNA could comply with their legal obligation<sup>1</sup> to prepare a 5-years Development Plan and a 3-years rolling Investment Program within the first year of their electoral mandate.

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<sup>1</sup> Ref. Organic Law, Art. 39

However, at the time that Districts and Municipalities prepared their first plans and investment programs, they could not yet operate as autonomous budgetary units, because of (a) lack of the relevant legal framework of sub-national finance and (b) delays in the enactment of the District/Municipal Fund (DMF) and related transfer of locally programmable resources.

Under such conditions, the scope of District and Municipal planning exercises was necessarily restricted. Without resources of their own, Districts and Municipalities could hardly prepare their own plans and could only try to influence the allocation of the resources of *other actors* (units of the National Administration, NGOs and donors' organizations).

The existing regulations and guidelines reflect those early conditions. They do not distinguish between the resources of the National Administration and those of the Sub-National Administrations and still conceive S/N planning, as a process to "*localize the plans of the National Administration*", and not, *also and most importantly*, as a process for "*developing the SNA's own corporate plans*", i.e. plans that reflect the autonomous policy choices of the SNA Councils and guide the process of mobilization, allocation and administration of the resources that SNA can actually control.

The most critical task of a new sub/national planning policy is actually to correct such understanding. This should lead to new regulations and guidelines that actually elaborate on the provisions of the Organic Law and clarify that sub-national planning is *both* about SNA influencing the allocation of the resources of other actors *and* allocating their own resources. While the spirit of the Organic Law clearly supports both functions, the second is not explicitly elaborated in the text of the Law.

In fact, the Organic Law (Sect.2, Art.36- 39) mandates Sub-National Administrations (SNA) to plan for the social and economic development *of their jurisdictions* and prepare 5-year development plans and 3-years rolling investment programs "*... including those components of those plans which are under the management and control of joint councils, other categories of councils, government ministries and institutions and other stakeholders*" (Art.36)

The OL therefore requires SNA to undertake a form of planning that involves multiple actors (other SNAs and C/S, line agencies and private and community organizations active in the jurisdiction) who are willing to enter into a process of consultation and negotiation with others in order to complement and optimize the use of all resources available for development of the locality.

This type of planning is often referred to as "jurisdictional" or "jurisdiction-wide" planning, because it is carried out by multiple actors *from the point of view of the geographic jurisdiction of the SNA* (rather than any single stakeholder) and aims to influence and coordinate the action of as many as possible of the public and private organizations which are active within it.

Jurisdictional planning is important and it is increasingly being promoted worldwide. However, *it is never meant to replace*, but only to complement and influence, another type of planning, often referred to as “corporate” because it is about how *each one* of the corporate legal entities participating in jurisdiction-wide consultations and negotiations, eventually allocates and manages its own resources.

While *jurisdictional* and *corporate* planning exercises can be carried out in a single, coordinated process, the actual plans and programs that they produce must not be confused.

The distinction is essential *to safeguard accountability*. While the SNA should promote synergies between their own efforts and those of the national administration, NGOs and private sector, ultimately they can only be held accountable for the formulation and implementation of their own “corporate” plans, programs and budgets and not for the implementation of the wider jurisdictional plans that they may nevertheless promote and prepare.

Currently, while the OL recognizes that the jurisdictional plans of an SNA will include “*plans [...] under management and control of [...] other stakeholders*” (Art.36), it does not explicitly differentiate such plans from those that the SNA should adopt to guide their own actions and the allocation of those resources that come under *their own* management and control. This gap in the legal framework that must now be filled through appropriate revision of the planning regulations and guidelines as required by the Organic Law (Art.39)

## Principles of Sub-National Planning in decentralized systems

### Planning and local autonomy

The OL establishes the SNA as new “legal entities”, which are bound to operate under national laws and are subject to State controls, on the legality of their acts. The boundaries of the SNA’s autonomy are therefore set by national laws and regulations and enforced by the agencies of the National Administration responsible for their oversight.

However, within those boundaries, the SNA *must* enjoy a meaningful degree of autonomy in local policy making, resources mobilization and public expenditure management. Such autonomy is critical. Without it, the SNA would not have the freedom to make the local decisions and take the local initiatives that are necessary to mobilize additional local resources or to improve the efficiency with which the central resources entrusted to them, are allocated and spent. In fact, *without a substantial degree of local autonomy the SNA would not be able to deliver the developmental benefits that are expected from the decentralization reforms*.

In the multi-level governance system envisaged by the OL, the SNA are therefore expected to operate in *a double role*.

- They should help the NA carry out more efficiently, the services delivery and other public sector *specific functions* that the NA may want to assign or delegate to them.
- They would use their autonomous powers to carry out, within the limits of their own discretionary resources (from NA transfers, or own sources), *functions of their own choice*, in response to local demands and priorities.

In the first role, a SNA will carry out *specific functions* delegated or devolved to them by the NA. In the second role a SNA will carry out functions of its own choice in response to the *general mandate* that the OL has assigned them, for promotion of local democratic development.

## Planning and multi-level governance

Decentralization reforms are changing the country's governance and public administration system and transforming it into a *multi-level system*, within which multiple entities responsible for policy making and implementation do coexist and cooperate at each tier, and between tiers, of the spatial organization of the Cambodia's State.

In such system, public sector responsibilities for planning, financing and delivering services and promoting development, are *no longer exclusively assigned to the National Administration (NA)*, but are effectively shared between the NA and the SNA, and among different units of the SNA system.

This raises a problem of *coordination*. The traditional mechanisms of hierarchical command and control that prevail *within* a single (centralized) governance and administrative structure, cannot be applied to the relations *between* multiple (decentralized) governance and administrative units, but must be replaced by mechanisms of consultation and negotiation as well as forms of legality controls, which are respectful of the relative autonomy of the new entities.

It is precisely the emergence of multiple units of planning, programming and budgeting within a decentralized public sector, and the related coordination problem, that requires a new way of thinking about S/N planning in Cambodia.

The revised S/N regulations and guidelines must support the *combination* of (i) SNA autonomous corporate planning processes and instruments with (ii) effective mechanisms for horizontal and vertical coordination of SNA with multiple other actors (NA agencies, other SNA and C/S, private and non-profit organizations) within and between jurisdictions.

Fortunately, *this is not entirely new in Cambodia*. For a decade now Communes and Sangkats have combined their own "corporate" planning process with mechanisms of consultation and negotiation with the National Administration in the form of "District Integration Workshops" (DIW). The experience gained in the process should now be brought to bear on the design of the planning process of the SNA.



## Planning for different territorial systems

SNA are not hierarchically organized tiers of the National Administration, but new legal entities belonging to a distinct sub-national governance and administration system. This system is organized into different territorial sub-systems, depending on the urban or rural character of their localities and on the requirements of the Organic Law with respect to how SNAs should relate to each other and to their constituent Communes and Sangkats. Different rules will therefore apply to each of these territorial subsystems: (i) the Phnom Penh metropolitan area, (ii) the provinces, (iii) the Municipalities and (iv) the Districts.

## A proposed Sub-National Planning Policy Framework

### The territorial sub-systems

The new sub-national planning regulations and guidelines and the related manuals and capacity building programs, should recognize the existence of 4 distinct territorial sub-systems, and related types of planning.

- *Regional* Planning, applicable to Provinces
- *Metropolitan* Planning, applicable to the Capital Phnom Penh and its Khans and Sangkats
- *Urban* Planning, applicable to Municipalities and their Sangkats
- *Rural* Planning, applicable to Districts and their Communes and Sangkats

At the current early stage of development of the sub-national planning system, the essential difference between these types of planning is in the *institutional arrangements* through which sub-national administrations, Communes and Sangkats will be brought together and coordinate or integrate their respective plans and programs, to optimize resources utilization within a specific territorial sub-system.

Through regional planning exercises, provinces are expected to *coordinate* their plans and program with those of the constituent Districts and Municipalities, and prepare plans that complement, and not consolidate, the plans prepared by Districts and Municipalities

The capital Phnom Penh, while respecting the autonomy of its constitutive Khans and Sangkats, must avoid excessive fragmentation in management of urban infrastructure and services within the metropolitan area and is expected to both influence the preparation of the Khans' and Sangkats' plans and eventually *integrate* them into unified, metropolitan plans, programs and budgets.

With a similar rationale, municipalities are also expected to establish a strong interaction with their constitutive Sangkats in the preparation of their respective plans, and eventually *integrate* the Sangkats' plans within the Municipal urban plans, programs and budgets

Finally districts are expected to *coordinate* their plans and programs with those of the constituent Communes and Sangkats. District-level rural plans and programs are not meant to replace or consolidate C/S plans, but to provide incentives for joint C/S action and to allocate resources in a way that complements and leverages the investments made, and the activities undertaken, by Communes and Sangkats

### **The institutions of Sub-National Planning**

The new sub-national planning regulations and guidelines need to clarify and simplify the institutions of sub-national planning to be established at the level of each SNA. Again, the most urgent task is to develop institutions that support the relative autonomy of the SNA with respect to the de-concentrated units of the NA, while facilitating the cooperation between the two systems. This requires in particular, to phase out the Technical Facilitation Committee (TFC) and establish, at the level of each SNA, three functional structures:

- The Planning and Budgeting Committee of the Council
- The Planning Forum
- The Planning Working Group

#### **The Planning and Budgeting Committee (PBC) of the Council**

Sub-national planning is not just a technical process to be left to the administration. It is also a political process that requires continuous Councilors' involvement. To facilitate and inform the Council's deliberations, SNA Councils should establish their own specialized Planning and Budgeting Committees (PBC), that is Committees made of selected Councilors who can in turn call on any other resource-persons that could help in policy analysis. Such Committees<sup>2</sup> are critical to:

- (i) Allow Councils to remain involved in the planning process, and participate in all its steps and not just at the beginning and end of it.
- (ii) Build the capacity of selected Councilors to oversee the planning process and evaluate its outcomes, and by that, provide the Councils with the information and analysis required for better deliberations in the plenaries.

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<sup>2</sup> which have been established for Communes and Sangkats Councils

- (iii) Facilitate the interaction of SNA Councils with each other and with their constituent C/S Councils, through joint meetings and the elaboration of joint recommendations to be submitted to the final deliberation of multiple Councils.

The new regulations and guidelines should fill the current gap and require the establishment of PBC within all SNA Councils.

### **The Planning Forum**

Participatory planning, and particularly the multi-stakeholders planning exercises foreseen by the Organic Law, call for the establishment of broad-based mechanisms for participation, consultation and negotiation among multiple actors . Such mechanisms should be established as permanent Planning Forums.

- The Provincial Planning Forum shall be headed by the Governor and shall be composed of the following members:
  - All Governors of Districts and Municipalities within the Province
  - The chairman of the PBC of the Provincial Council
  - Representatives of NGOs operating in the province, (reserve not less than X% of total seats)
  - Representatives of the line departments of the NA operating in the Province
  - Others (Council's choice)
- The District or Municipal Planning Forum shall be headed by the Governor and shall be composed of the following members:
  - All Heads of Communes and Sangkats Councils in the District or Municipality;
  - The chairman of the PBC of the District/Municipality Council
  - Representatives of NGOs operating in the D/M (reserve not less than X% of total seats)
  - Representatives of the line departments of the NA operating in the D/M
  - Others (Council's choice)

The Planning Forums should be articulated in sectoral sub-committees (e.g.: Social, Economic, Environmental, Physical/Infrastructure, and Institutional) to allow for more focused strategic planning exercises.

Planning Forums should be established as permanent structures. They would replace the Technical Facilitation Committees (TFC) and expand them to allow a broader and more structured participation of civil society and private sector organizations. They would also provide the institutional setting for the consultations, negotiations and agreements associated with the planning “integration workshops” to be carried out at the district/municipal and provincial level

### **The Planning Working Group (PWG)**

Current regulations and guidelines have established “Planning Working Groups” (PWG) to carry out the actual work of drafting the plans and programs of the SNA. But, as currently established, the PWG are just another committee, not an operational structure. It is necessary to reform the PWG making them operational bodies and to allow flexibility to local Councils in setting them up and securing facilitators’ and consultants’ services.

PWG should be “special task force” units of the SNA and not mixed bodies including SNA and NA staff. They should include representatives of

- The SNA Planning Division/Office
- The SNA Inter-sectoral Division/Office or Municipal Development Office
- The SNA Finance Division/Office
- The Council’s PBC.

The daily management of the PWG should be assigned to the Head of the SNA Planning Division/Office, reporting directly to Governor. PWG should seek assistance from Facilitators and from Resources Persons as needed and allowed by the budget allocated by the Council to the planning process. A Body of Facilitators (initially performing also as on-the-job trainers) should be developed in the Provincial Departments of Planning (PDOP) to directly support regional and metropolitan planning, and in MOI/DOLA to directly support urban/Municipal and rural/District planning)

Flexibility should be allowed to allow the PWG to seek external assistance from available resource persons. Specific TORs should be developed for all the PWG members and tasks should be assigned flexibly to reflect capability, not status.

### **The Instruments of Sectoral Planning and Programming**

The new regulations and guidelines should help SNAs to produce 4 sectoral planning instruments:

- The 5-years Development Plan
- The Local Development Agenda
- The Investment Program
- The Services Operations Program

#### **The 5-yrs Development Plan (5YDP)**

The 5-years Development Plan is the instrument required by Art. 39 of the Organic Law. It is a “jurisdiction-wide” plan that brings together multiple stakeholders and is meant to influence the

allocation of resources of several “Budgeting Units” in the public, community and private sectors.

The Law assigns to the SNA the task of leading the preparation of such plan because it recognizes that, among all organizations active in the local space, the SNA is the entity that holds the primary responsibility for the development of the locality.

The new guidelines should attempt to streamline the process of preparation of the 5yr DP along the lines suggested in below in this note.

### **The Local Development Agenda (LDA)**

The Local Development Agenda, is also 5yrs planning instrument. It is the “corporate” plan of the SNA and it consists of a package of:

- investments
- services delivery operations and
- regulatory measures

that the SNA commit to fund and execute, within the limits of (i) their discretionary resources (ii) the scope of their functions (as assigned or chosen) and (iii) their regulatory powers.

The LDA is actually the “political program” of the elected Council. It is the expression of what the Council intends to do during its electoral mandate and will be held accountable for by its citizens and the State. The LDA is also the basis for any realistic system of monitoring and evaluation of the SNA performance.

Finally, it is the LDA, and not the 5YDP, that must be translated into the SNA programming and budgeting instruments.

### **The Investment Program (IP)**

The 3years “rolling” investment program, is the instrument required by the Organic Law. Currently there is considerable confusion on the nature of this instrument. As a result many “SNA investment programs” have been prepared which neither contain investment projects (as opposed to routine activities), nor are funded by the SNA.

The new Guidelines should help redefine investment programs, in line with international good practice, as instruments for prioritizing projects against the resources that the SNA may realistically mobilize and which should include only projects to be funded, in full or in part, by the SNA itself.

### **The Services Operation Program (SOP)**

The Services Operation Program is also a 3yrs “rolling” program. It is prepared to prioritize against available resources, the services delivery operations that the Council commits to undertake as a component of its Local Development Agenda.

This instrument is particularly relevant under the current conditions of the SNA, as it would provide a much needed definition of the actual scope of work of the Inter-Sectoral Divisions/Offices or Municipal Development Offices (the units in the SNA, whose mandate is the delivery of services).

The requirement to prepare such programming instrument would create an immediate opportunity for the SNA to define their role in services delivery, considering both the functions that they may be assigned by the National Administration and those that they may choose to perform in response to local needs and opportunities, under its general mandate for the welfare of its constituency.

## The process of S/N Planning and Programming

### The Planning Process

The new guidelines should provide for a streamlined planning process broken down in three major phases. An outline of the process is reflected in the following table.

Phase	Steps	Tasks
1. Strategic priorities	▪ Set up of the Planning Working Group (PWG)	<ul style="list-style-type: none"> <li>– Develop detailed TORs for PWG members and external resources</li> <li>– Designate PWG members</li> <li>– Estimate the cost of the planning process.</li> <li>– Draft and issue Deika establishing the PWG and its budget</li> <li>– Carry out orientation sessions for PWG Members (by PDOP and MOI/DOLA Facilitators)</li> </ul>
	▪ Identification of Problems and Opportunities	<ul style="list-style-type: none"> <li>– Adopt a framework for identification of Issues (focusing on relevant sectors and sub-sectors in the 5 Macro-Areas of SNA activity) <ul style="list-style-type: none"> <li>○ Social</li> <li>○ Economic</li> <li>○ Physical</li> <li>○ Environmental</li> <li>○ Institutional</li> </ul> </li> <li>– Review and compile information from <ul style="list-style-type: none"> <li>○ Existing Plans by lower SNAs and C/S</li> <li>○ Planning Databases (MOP)</li> <li>○ Local sector diagnostics (by line agencies)</li> </ul> </li> <li>– Draft “Long List” of issues (preliminary identification of</li> </ul>

		problems and opportunities)
	Validation of Strategic Priorities	<ul style="list-style-type: none"> <li>– Identify and invite stakeholders, to the Planning Forum</li> <li>– Structure the Planning Forum into 5 Working Groups (corresponding to the 5 Macro-Areas above)</li> <li>– Carry out first set of workshops (one for each area) to:               <ul style="list-style-type: none"> <li>○ Validate initial list and identify other critical issues</li> <li>○ Agree on criteria and technique for prioritization</li> </ul> </li> <li>– Prioritize issues in two categories:               <ul style="list-style-type: none"> <li>○ SNA mandatory functions (delegated or assigned)</li> <li>○ Local Councils' policy choices</li> </ul> </li> <li>– Draft preliminary "Short List" of SNA's strategic priorities</li> </ul>
2. Goals and Objectives	Formulation of Goals and Objectives	<ul style="list-style-type: none"> <li>– Review sectoral issues in priority "short list" and determine causes and effects.</li> <li>– Identify policies to address the issues, and state them as 'development goals'</li> <li>– Identify objectives and targets associated with the goals.</li> <li>– Carry out a second set of planning workshops to               <ul style="list-style-type: none"> <li>○ Validate and finalize objectives and targets.</li> <li>○ Develop performance indicators (qualitative or quantitative) for all goals and objectives</li> </ul> </li> </ul>
3. Projects, Services, Regulations	Draft the 5 Years Development Plan and Local Development Agenda	<ul style="list-style-type: none"> <li>– For each Objective, assign responsibilities for preparation of action briefs on associated:               <ul style="list-style-type: none"> <li>○ <u>Investment Projects</u> (to be managed by NA or SNA).</li> <li>○ <u>Services Operations</u> (to be managed by NA or SNA )</li> <li>○ <u>Regulatory measures</u> (to be adopted by Councils)</li> </ul> </li> <li>– Prepare action briefs</li> <li>– Carry out third set of planning workshops to               <ul style="list-style-type: none"> <li>○ Review and prioritize projects, operations and regulations</li> <li>○ Agree on actions to be negotiated for financing and implementation by other SNAs and NA</li> <li>○ Agree on final list of actions to be included in the LDA</li> </ul> </li> <li>– Draft "5YDP" and submit to the Council's Planning and Budgeting Committee</li> <li>– Draft "LDA" and submit to the Council's Planning and Budgeting Committee</li> </ul>
	Approve the 5YDP and LDA	<ul style="list-style-type: none"> <li>– Review and finalize the 5YDP and LDA and draft a local ordinance (Deika) for their adoption.</li> <li>– Approve the Deika enacting the 5YDP and LDA for the term of the Council.</li> </ul>

Two important differences with respect to the existing guidelines and practice are that:

- a. More time and information should be given to Councils before they can provide “policy guidance” to the administration on the preparation of the SNA plans. Such policy guidance should reflect local priorities and opportunities and not simply national or global objectives (e.g.: the CMDG). Councils should therefore issue their guidance *after* the jurisdiction’s strategic priorities have been identified. These strategic priorities should actually be the substance of any “policy guidance” statement of the Councils.
- b. The planning process should not end with the identification of “strategies”. Both the 5YDP and the LDA should actually contain “action briefs” of specific projects, services and regulations that would later be detailed, prioritized and matched with resources, in the course of the annual programming process

### The Programming Process

The new guidelines should overcome the limitations of current guidelines and practice, by supporting a programming process which:

- (a) adopts a more rigorous definition of the SNA investment program and includes in it only projects (as opposed to recurrent operations) which are funded in full or in part from the SNA resources (as opposed to other budgeting units)
- (b) Is broadened to include the programming of services delivery operations and
- (c) Focuses on matching projects and program priorities with available resources and realistic plans of resources mobilization

An outline of the programming process is reflected in the following table.

Process	Steps	Tasks
4. Programming	<ul style="list-style-type: none"> <li>▪ Formulate the SNA Investment Program</li> </ul>	<ul style="list-style-type: none"> <li>– Compile project ideas from:               <ul style="list-style-type: none"> <li>○ Action Briefs from the approved LDA</li> <li>○ Inputs by Sector Groups of the Planning Forum</li> <li>○ Inputs from lower SNA and C/S</li> </ul> </li> <li>– Convene Planning Forum (plenary), agree on ranking method and rank projects</li> <li>– Estimate project costs</li> <li>– Estimate Funds available and to be mobilized for projects</li> <li>– Match projects costs and resources and finalize the Investment Program</li> <li>– Prepare and approve a Deika enacting the Investment Program</li> </ul>



	<ul style="list-style-type: none"> <li>▪ Formulate the SNA Service Operations Program</li> </ul>	<ul style="list-style-type: none"> <li>– Compile program ideas on Services Delivery (including Capacity Development programs) from:               <ul style="list-style-type: none"> <li>○ Action Briefs from the approved LDA</li> <li>○ Inputs by Sector Groups of the PF</li> <li>○ Inputs from lower SNA</li> </ul> </li> <li>– Convene PF (plenary), to review and prioritize Services delivery and Capacity development programs to be delivered/undertaken by the SNA</li> <li>– Estimate programs costs</li> <li>– Estimate Funds available and to be mobilized for Services Delivery and Capacity Development programs</li> <li>– Match Costs and Resources and finalize the Service Operations Program</li> <li>– Prepare and approve a Deika enacting the Service Operations Program</li> </ul>
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### The Timeframe of S/N Planning and Programming

The timeframe for preparation and update of the planning and programming instruments of the SNA is dictated by their degree of complexity and by the deadlines imposed by the schedule of annual budgeting defined by the SNFL and its regulations.

The new guidelines should allow for a period of up to 5 months for the preparation of the 5YDP and the LDA. These exercises should be completed in the second half of the first year of mandate of the newly elected Councils.

Preparation and annual update of the IP and SOP should take up to 2 months and take place in the first quarter of every year. These programs are meant to inform the preparation of the SNA annual budgets, which must be completed by the end of June of the year preceding that to which the budgets refer, and would become executive at the end of the same year, with the approval of the annual State Financial Law for the following fiscal year.

The decision to align the budgeting cycle of the SNA with that of the agencies of the NA has an important implication for the planning and programming processes of the SNA. It requires that the timeframe of planning by Communes and Sangkats, be aligned with that of the Districts and Municipalities to which they belong, so that the coordination or integration of the plans and programs of D/M and their constitutive C/S can actually take place. The new guidelines, or an amendment of the guidelines for C/S planning, should support this change in the timeframe of C/S level planning.

## **The S/N Planning Support system**

The development of SNA capacity for planning and the quality of SNA's plans and programs depends on the establishment of an effective national support system, whose scope however cannot be limited to planning and programming, but must include budgeting to ensure a holistic approach to public expenditure management. To establish such system, the current confusions about the role that different agencies of the National Administration should play must be overcome.

Four agencies of the National Administration have a critical role to play in supporting and overseeing the Sub-national planning, programming and budgeting system. They are:

- The Ministry of Planning (MOP)
- The Ministry of Interior/Department of Local Administration (MOI/DOLA),
- The Ministry of Economy and Finance/Local Finance Department (MEF/LFD)
- The Ministry of Economy and Finance/General Directorate of National Treasury (MEF/GDNT)

### **The Ministry of Planning (MOP)**

The mandate of the Ministry of Planning, with respect to sub-national planning is a double one (a) first to disseminate good planning practices, including methods and techniques, across all levels of government and (b) second to ensure that sub-national plans are informed by national policies and coordinated with national plans and the national Public Investment Program (PIP). Because of this second aspect of its mandate, the planning levels on which MOP should focus its attention and take the lead in providing facilitation services and capacity building are the regional and metropolitan ones

MOP's specific responsibilities should therefore include:

- Jointly with MOI, develop and issue the basic legal and regulatory framework of sub-national planning for SNA at all levels
- Issue and extend to Provinces and the Capital, Guidelines and Manuals for Regional and Metropolitan Planning and Programming
- Create a body of professional Planning Facilitators and assign them to support Provincial and Capital level PWG
- Provide technical services to PWG at all levels, focusing on information from the planning databases that it maintains
- Assist MOI/DOLA to formulate Guidelines and Manuals for Urban and District level Planning and programming

**The Ministry of Interior/Department of Local Administration (MOI/DOLA)**

The mandate of MOI/DOLA with respect to sub-national planning is derived from its overall responsibility to build the development management capacity of SNA, monitor their performance and control the legality of their acts (including those through which they will adopt their plans and programs). It is at the level of Districts and Municipalities and their constituent Communes and Sangkats, that planning capacity is weaker and it is on capacity for urban and rural planning, that MOI/DOLA should focus its attention and take the lead in providing facilitation services and capacity building.

MOI/DOLA's specific responsibilities should therefore include:

- Jointly with MOP, develop and issue the basic legal and regulatory framework of sub-national planning for SNA at all levels
- Issue and extend to Districts and Municipalities Guidelines and Manuals for Urban and Rural Planning and Programming
- Create a body of professional Planning Facilitators and assign them to support District and Municipal level PWG
- Perform legality controls of Councils' deliberations on planning process and instruments
- Monitor SNA performance in implementation of local plans, programs and budgets

**The Ministry of Economy and Finance/Local Finance Department (MEF/LFD)**

The mandate of the Local Finance Department in MEF is to develop, and disseminate to SNA, Communes and Sangkats, good budgeting practices and promote the efficient and effective management of public expenditures at sub-national level

MEF/LFD's specific responsibilities should therefore include:

- Develop (Jointly with National Treasury) the legal and regulatory framework of sub-national finances management
- Issue Guidelines and Manuals for SNA of all levels, on Budget Operations (preparation, authorization, execution and accountability)
- Perform (directly or by delegation to Provincial Governors) legality controls on SNA budgets

**The MEF/General Directorate of National Treasury (MEF/GDNT)**

The mandate of the General Directorate of National Treasury is to provide cash management and public accounting services to SNA and support the resources mobilization and collection efforts of the SNA (jointly with MEF/Tax Department)

MEF/LFD's specific responsibilities should therefore include:

- Issue Guidelines and Manuals for (i) payment and cash management and (ii) assessment and collection of local revenue
- Control the regularity of SNA budget execution (revenue & expenditure )

The above four agencies, could form a Sub-National planning, programming and budgeting (S/N PPB) "task force" within the framework of the NCDD, with the purpose of developing a common approach to SNA capacity building and ensuring the consistency of their Manuals.

**Art. 1** The purpose of this circular is to provide guidance to Districts, Municipalities and Khans (DMK) on improvements to be introduced in the process of annual programming to ensure that in allocating the resources of the District Municipal Fund (DMF), DMK take a comprehensive look at the broad range of projects, services delivery operations and regulatory activities that they could undertake in response to their general mandate for promotion of democratic development in their jurisdictions.

**Art 2.** Within the 31<sup>st</sup> of May 2012, SNA should prepare an updated 3 years “rolling” Investment Program, reflecting investment projects as defined in the Annex 1 to this Circular, which are to be financed in full or in part with resources that the DMK expect to receive or mobilize and include in their revised budget for FY 2012-14. Forms n. .... and n.....in Annex 2 to this circular should be used to reflect respectively the summary Investment Program for FY 2012-14 and its financing plan

**Art 3.** Within the 31<sup>st</sup> of May 2012, SNA should prepare an updated 3 years “rolling” Services Operations Program, reflecting services delivery and regulatory activities as defined in the Annex 1 to this Circular, which the DMK intend to undertake and finance, in full or in part, with resources that the DMK expect to receive or mobilize and include in their revised budget for FY 2012-14. Forms n. .... and n.....in Annex 2 to this circular should be used to reflect respectively the summary Service Operations Program for FY 2012-14, and its financing plan.

**Art.4.** In determining the Investment Program mentioned in Art 2 and the Service Operation Program mentioned in Art 3 above, DMK shall review the indicative list of projects, services delivery operations and regulatory activities shown in Annex 3 to this Circular and strive to achieve a balance between investments and actual services delivery in the allocation of their own resources, including those obtained from transfers of DMF resources.

**Art 5.** In considering the planning and financing of services delivery activities, DMK should not be limited to those activities that they might be able to undertake with their own forces, i.e. with the staff and equipment of their own Divisions and Offices, but should strive to associate to the implementation of the services that they may choose to provide, the structures of the central administration and the organizations of civil society and private sector that are most apt to assist them in carrying out the services.

Below is an indicative list of projects, services delivery operations and regulatory activities that Districts and Municipalities may consider undertaking, under their “general mandate” for promotion of sub-national democratic development, as “*permissive functions of their own choice*” in accordance with art. 251 of the Organic Law

The list is intentionally very broad. Given the current level of development management capacity of the DM administrations, many of the activities listed may be beyond the reach of most DM. Resources available to DM are also very limited and DM will not be able to undertake more than a few of the activities listed. Nevertheless the list may help the SNA reflect on the potential scope of their developmental responsibilities and appreciate the wide range of activities that they could undertake.

It is also critical for S/N Councils and Administrations to understand that the their choice to “provide” (plan, finance, oversee and evaluate) a particular project or service is not necessarily limited by their own implementation capacity as they should actively seek to overcome such limitations by involving other public, community and private agents in the implementation of projects and SD operations that they choose to undertake.

Resources of the DM Fund, and any other resources mobilized locally by the D/M Administration, could be applied to the financing, in full or in part, of any of the activities listed below. The list is not restrictive and other uses of locally available resources may be deliberated by the DM Councils.

The responsibility to plan, finance, oversee, monitor and evaluate the implementation of the activities that the Council decides to undertake, rests with the DM Administration and specifically with (a) the DM Planning Offices for projects and (b) the District “Inter-sectoral” and the Municipality’s “Municipal Development” offices for services delivery operations

The *modality for implementation* of the projects and SD operations undertaken under the general mandate of the Councils will actually depend on (i) the nature of the activities involved and (ii) the capacity of the DM Administration to implement them. As a general rule, in selecting the modality for implementation of projects and SD operations, the DM Administration shall give preference to the contracting out of the implementation to (a) relevant units of the National Administration operating in the locality and (b) specialized NGOs, community/users organizations and private sector units with demonstrable capacity to implement the concerned project or SD operation on behalf of the DM Administration.

Exceptions to the above general rule will be admissible only when, for reasons of economy and efficiency, preference should be given to direct implementation by the DM Administration with its own forces. In such cases the DM Administration shall document such reasons and seek the no-objection of the MOI before proceeding. Failure of MOI to respond within three weeks will be deemed to be an authorization to the DM Administration to proceed with the implementation of the project, or SD operation, with its own forces.

Area	Sector	Projects	SD Operations / Regulations
Social	Education	<ul style="list-style-type: none"> <li>Construction or rehabilitation of local educational facilities (pre-schools, kindergarten, primary schools)</li> <li>Procurement of furniture, equipment and vehicles for local education facilities</li> </ul>	<ul style="list-style-type: none"> <li>Support to temporary teachers and teaching aids for local schools</li> <li>Support for operations and maintenance of school canteens and libraries</li> <li>Support for non-formal education, apprenticeships, and similar programs</li> <li>Development / support for local vocational / technical school facilities and programs</li> </ul>
	Health and Nutrition	<ul style="list-style-type: none"> <li>Construction of buildings and procurement of equipment and vehicles for local health care facilities</li> </ul>	<ul style="list-style-type: none"> <li>Support for local health care facilities including staff and supplies</li> <li>Regulation and control of food, drugs, etc.</li> <li>Planning and administration of nutrition programs</li> <li>Support for staff and operators of population and family planning programs</li> </ul>
	Social Welfare and Protection	<ul style="list-style-type: none"> <li>Livelihood support projects for poor and socially disadvantaged groups</li> <li>Projects to assist the victims of calamities and disasters</li> <li>Construction, rehabilitation of cemeteries</li> </ul>	<ul style="list-style-type: none"> <li>Monitoring of local employment conditions and salary and wage standards</li> <li>Support for local employment exchanges and employment information</li> <li>Assistance to overseas jobseekers (e.g. information exchange, monitoring of recruiters)</li> <li>Assistance to distressed and displaced individuals, physically and socially handicapped</li> <li>Regulation and/or operation and maintenance of cemeteries</li> <li>Housing support schemes to improve retention of qualified SNA employees</li> </ul>
	Public Safety and maintenance of Law and Order	<ul style="list-style-type: none"> <li>Construction of local police stations</li> </ul>	<ul style="list-style-type: none"> <li>Conflict mediation services in cases brought up by C/S and for disputes not excluded by law from the SNA jurisdiction.</li> </ul>
	Sports, Recreation, Arts and Culture	<ul style="list-style-type: none"> <li>Protection and development of sites of natural, historical and cultural interest,</li> <li>Construction of libraries and museums</li> <li>Construction of playgrounds and sport facilities</li> </ul>	<ul style="list-style-type: none"> <li>Supervision and regulation of entertainment establishments / activities in the locality</li> <li>Maintenance and operation of sites of cultural and historical interest</li> <li>Maintenance and operation of local playgrounds and sport facilities</li> <li>Support to local sport associations</li> <li>Support for other cultural activities (theater groups, art fairs, etc.)</li> </ul>
Economic	Agricultural Crops, Livestock and Fisheries	<ul style="list-style-type: none"> <li>Construction or improvement of post-harvest facilities (e.g. milling, storage, etc.)</li> <li>Construction or improvement of infrastructure supporting agricultural production (e.g. farm-to-market roads, irrigation works)</li> <li>Projects to encourage production support enterprises to establish themselves in the locality (e.g. fertilizer and pesticide supplies, fabrication of farm tools and equipment, manufacture of animal feeds)</li> <li>Projects to support the establishment of agribusiness and processing of agricultural produce in the locality.</li> </ul>	<ul style="list-style-type: none"> <li>Provision of agricultural markets information and promotion services</li> <li>Agricultural extension services (training on crop diversification, new technology for rice and other crop cultivation, etc.)</li> <li>Inputs distribution support services</li> <li>Extension services related to livestock and fishery including dispersal of livestock and poultry, fingerlings, and other seeding materials for aquaculture;</li> <li>Animal health services</li> <li>Technical and marketing support services for small and medium agribusiness enterprises</li> <li>Regulations to encourage cultivation of idle urban properties (idle land tax on vacant subdivisions)</li> </ul>
	Manufacturing	<ul style="list-style-type: none"> <li>Projects that provide incentives (access to land, services, credit, etc.) to private investments in manufacturing enterprises</li> </ul>	<ul style="list-style-type: none"> <li>Investment promotion, local regulation, linking economic actors and supporting the development of local clusters of economic activities, measures to improve incomes and increase employment.</li> </ul>
	Construction	<ul style="list-style-type: none"> <li>Projects that create jobs (including casual labor) while building community assets (e.g. paving local roads and streets, building foot bridges, foot paths, dredging silted water ways, stabilizing riverbanks, converting empty/residual areas into public parks, reforestation)</li> </ul>	
	Electricity, water, gas, utilities	<ul style="list-style-type: none"> <li>Construction, rehabilitation and major repairs of urban and rural water supply systems</li> </ul>	<ul style="list-style-type: none"> <li>Regulation, concession, inspection and/or maintenance and operation of urban and rural water supply systems</li> </ul>



	Wholesale and retail trade	<ul style="list-style-type: none"> <li>▪ Construction of public wholesale and retail market facilities</li> <li>▪ Construction of slaughterhouses</li> </ul>	<ul style="list-style-type: none"> <li>▪ Regulation, operation and maintenance of public wholesale and retail markets including stall rentals, security services, waste management services, maintenance and repair of infrastructure.</li> <li>▪ Regulation of street vending (including locations, hours of operation and requirements for waste disposal)</li> <li>▪ Regulation, operation and maintenance of slaughterhouses</li> </ul>
	Tourism	<ul style="list-style-type: none"> <li>▪ Development of Tourism facilities and other tourist attractions, including the acquisition of transport and other equipment.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Regulation and supervision of business concessions, and security services for tourism facilities.</li> </ul>
	Transportation and communication	<ul style="list-style-type: none"> <li>▪ Construction of urban and rural roads and bridges</li> <li>▪ Projects to install traffic signals and road signs</li> <li>▪ Construction of transportation terminals (bus stations, river piers / ports)</li> <li>▪ Projects that support the establishment of micro-financing schemes for self-employed persons in the informal sector</li> </ul>	<ul style="list-style-type: none"> <li>▪ Traffic Education and traffic law dissemination services</li> </ul>
	Finance, insurance and related services		
	Forests ,parks, wildlife and other reservations	<ul style="list-style-type: none"> <li>▪ Establishment, protection and conservation of communal forests and watersheds, tree parks, and greenbelts.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Wildlife control and protection services</li> <li>▪ Regulation of local wood processing and charcoal production</li> </ul>
Environmental	Waste Management (solid, liquid, hazardous)	<ul style="list-style-type: none"> <li>▪ construction of sanitary landfills, transfer stations and other infrastructure, and procurement of equipment, for solid waste management</li> <li>▪ construction, and rehabilitation of public drains and sewers</li> <li>▪ development of wastewater disposal/treatment projects</li> <li>▪ development of biogas production projects</li> <li>▪</li> </ul>	<ul style="list-style-type: none"> <li>▪ Provide solid waste and garbage collection and disposal service</li> <li>▪ Issue and enforce regulations to ensure the proper disposal of waste including the disposal of hazardous wastes</li> <li>▪ Provide street cleaning services</li> <li>▪ Issue and enforce regulations to ensure that buildings and any land in the locality be kept in sanitary condition.</li> <li>▪ Regulate the construction and use of private water closets and privies.</li> </ul>
	Air and water Quality		<ul style="list-style-type: none"> <li>▪ Monitor the environment and issue regulations to prevent or abate any nuisance</li> </ul>
	SNA-Civil Society– Private Sector Linkages	<ul style="list-style-type: none"> <li>▪ Carry out a project to identify, certify and associate to the Planning Forums, and to the SNA activities, local NGOs and community groups</li> </ul>	<ul style="list-style-type: none"> <li>▪ Develop modalities for the utilization of private capital in the provision of public facilities and services such as the build-operate-transfer scheme, joint ventures, and the like.</li> <li>▪ Maintain a local registry of civil society organizations and encourage their participation in the SNA activities, providing financial and/or logistic support as appropriate</li> </ul>
Institutional	SNA Administration Issues	<ul style="list-style-type: none"> <li>▪ Develop and carry out projects to raise the qualifications and capacities of SNA personnel</li> </ul>	



Table .....- Summary Services Delivery Operation Program

Code	Activity	Description	Responsible SNA Office/Unit (Service Provision)	Implementing Agency (Service Production)	Estimated Total Cost		
					Year 1	Year 2	Year 3
2.1							
2.2							
2.3							
2.4							
2.5							
2.6							
2.7							
2.8							
2.9							
2.10							
....							
TOTAL							



Table .....- Summary Investment Program

Code	Project	Description	Responsible SNA Office/Unit (Project Planning and Financing)	Implementing Agency (Project Implementation)	Estimated Total Cost		
					Year 1	Year 2	Year 3
1.1							
1.2							
1.3							
1.4							
1.5							
1.6							
1.7							
1.8							
1.9							
1.10							
...							
TOTAL							



**សារាចរដ្ឋប្បវេណី**

**ស្តីពីការភ្ជាប់ទំនាក់ទំនងរវាងដំណើរការកសាងផែនការជាមួយការវិនិច្ឆ័យធនធានក្រុង ស្រុក**

មាត្រា ១. សារាចរដ្ឋប្បវេណីនេះមានគោលបំណងផ្តល់ការណែនាំស្តីពីដំណើរការរៀបចំកម្មវិធីប្រចាំឆ្នាំ ដើម្បីឱ្យក្រុង ស្រុក និងខណ្ឌមានមូលដ្ឋានពិចារណាបានទូលំទូលាយក្នុងការវិភាគធនធាននៃមូលនិធិក្រុង ស្រុក ខណ្ឌ សម្រាប់អនុវត្តសកម្មភាពគម្រោង សេវាកម្ម និងលិខិតបទដ្ឋានគតិយុត្ត ដើម្បីឆ្លើយតបទៅនឹងអាណត្តិទូទៅរបស់ខ្លួនក្នុងការលើកកម្ពស់ការអភិវឌ្ឍតាមបែបប្រជាធិបតេយ្យនៅក្នុងដែនសមត្ថកិច្ចរបស់ខ្លួន ។

មាត្រា ២. យ៉ាងយូរបំផុតនៅថ្ងៃទី ៣១ ខែ ឧសភា ឆ្នាំ ២០១៣ រដ្ឋបាលថ្នាក់ក្រោមជាតិគួររៀបចំធ្វើបច្ចុប្បន្នភាពកម្មវិធីវិនិយោគ៣ឆ្នាំរំកិល ដោយបង្ហាញគម្រោងវិនិយោគក្នុងឧបសម្ព័ន្ធទី១នៃសារាចរដ្ឋប្បវេណីចំពោះគម្រោងទាំងឡាយណាដែលក្រុង ស្រុក ខណ្ឌ ផ្តល់ថវិកាគាំទ្រគម្រោងទាំងមូល ឬផ្នែកខ្លះនៃគម្រោងដែលក្រុង ស្រុក ខណ្ឌរំពឹងទុកថានឹងទទួលបានថវិកា ឬកៀរគរសម្រាប់ឆ្នាំសារពើពន្ធ ២០១៣-២០១៥ ។ ទម្រង់លេខ..... និងទម្រង់លេខ.....ក្នុងឧបសម្ព័ន្ធទី២នៃសារាចរដ្ឋប្បវេណី គួរបង្ហាញការសង្ខេបកម្មវិធីវិនិយោគសម្រាប់ឆ្នាំសារពើពន្ធ ២០១៣-២០១៥ និងផែនការថវិកា ។

មាត្រា ៣. យ៉ាងយូរបំផុតនៅថ្ងៃទី៣១ ខែ ឧសភា ឆ្នាំ ២០១៣ រដ្ឋបាលថ្នាក់ក្រោមជាតិគួររៀបចំធ្វើបច្ចុប្បន្នភាពកម្មវិធីប្រតិបត្តិការសេវាកម្ម៣ឆ្នាំរំកិល ដោយបង្ហាញសកម្មភាពប្រតិបត្តិការសេវាកម្ម និងលិខិតបទដ្ឋានគតិយុត្តក្នុងឧបសម្ព័ន្ធទី១នៃសារាចរដ្ឋប្បវេណីចំពោះសកម្មភាពទាំងឡាយណាដែលក្រុង ស្រុក ខណ្ឌផ្តល់ថវិកាគាំទ្រសកម្មភាពទាំងមូល ឬផ្នែកខ្លះនៃសកម្មភាពដែលក្រុង ស្រុក ខណ្ឌរំពឹងទុកថានឹងទទួលបានថវិកា ឬកៀរគរសម្រាប់ឆ្នាំសារពើពន្ធ ២០១៣-២០១៥ ។ ទម្រង់លេខ.....និងទម្រង់លេខ.....ក្នុងឧបសម្ព័ន្ធទី២នៃសារាចរដ្ឋប្បវេណីគួរបង្ហាញការសង្ខេបកម្មវិធីប្រតិបត្តិការសេវាកម្មសម្រាប់ឆ្នាំសារពើពន្ធ ២០១៣ - ២០១៥ និងផែនការថវិកា ។

មាត្រា ៤. កម្មវិធីវិនិយោគបានបរិយាយក្នុងមាត្រា២ និងកម្មវិធីប្រតិបត្តិការសេវាកម្មបានបរិយាយក្នុងមាត្រា៣ខាងលើ ក្រុង ស្រុក ខណ្ឌគួរពិនិត្យឡើងវិញនូវបញ្ជីសកម្មភាពគម្រោង សេវាកម្ម និងលិខិតបទដ្ឋានគតិយុត្តក្នុងឧបសម្ព័ន្ធទី៣ ហើយព្យាយាមធ្វើឱ្យមានតុល្យភាពក្នុងការវិភាគធនធានផ្ទាល់ខ្លួន (រួមបញ្ចូលទាំងធនធានមូលនិធិក្រុង ស្រុក ខណ្ឌ) ក្នុងការអនុវត្តសកម្មភាពគម្រោងវិនិយោគ និងការផ្តល់សេវាកម្ម ។

មាត្រា ៥. ក្នុងការរៀបចំផែនការ និងការផ្តល់ថវិកាគាំទ្រសកម្មភាពសេវាកម្មនានា ក្រុង ស្រុក ខណ្ឌមិនគួរកំណត់សកម្មភាពអនុវត្តត្រឹមតែលទ្ធភាពផ្ទាល់ខ្លួន (បុគ្គលិក សម្ភារៈក្នុងទីតាត់ការ និងការិយាល័យរបស់ខ្លួន) ដែលអាចធ្វើបាននោះទេ ។ ក្រុង ស្រុក ខណ្ឌគួរពិចារណាជ្រើសរើសស្ថាប័នដែលមានសម្បទាគ្រប់គ្រាន់ក្នុងការសហការផ្តល់វាក្យដូចជាស្ថាប័ននៃរចនាសម្ព័ន្ធថ្នាក់ជាតិ សង្គមស៊ីវិល និងវិស័យឯកជននានា ។

**ការអនុវត្ត “អាណត្តិទូទៅ”របស់ក្រុង ស្រុក ក្នុងការលើកកម្ពស់ការអភិវឌ្ឍតាមបែបប្រជាធិបតេយ្យនៅថ្នាក់ក្រោមជាតិ**

បញ្ជីខាងក្រោមបង្ហាញអំពីសកម្មភាពក្រោម សេវាកម្ម និងលិខិតបទដ្ឋានគតិយុត្តរបស់ក្រុង ស្រុក ដែលអាចនឹងអនុវត្តក្នុង “អាណត្តិទូទៅ”ក្នុងការលើកកម្ពស់ការអភិវឌ្ឍតាមបែបប្រជាធិបតេយ្យ ដែលជា “មុខងារជាជម្រើស” មាត្រា២៩១ ច្បាប់អង្គការ ។

បញ្ជីសកម្មភាពមានភាពទូលំទូលាយ លើសពីសមត្ថភាពគ្រប់គ្រងអភិវឌ្ឍន៍បច្ចុប្បន្នរបស់រដ្ឋបាលក្រុង ស្រុក ។ ក្រុង ស្រុក មានធនធានកំណត់មិនអាចអនុវត្តបានច្រើនជាង ២ ទៅ ៣ សកម្មភាពដែលមានក្នុងបញ្ជី ។ ទោះបីយ៉ាងណាក៏ដោយ បញ្ជីសកម្មភាពអាចជួយឱ្យរដ្ឋបាលថ្នាក់ក្រោមជាតិឆ្លុះបញ្ចាំងនូវវិសាលភាពទទួលខុសត្រូវក្នុងការអភិវឌ្ឍរបស់ខ្លួន និងជំរុញការអនុវត្តសកម្មភាពដ៏ទូលំទូលាយនេះ ។

ជាការសំខាន់ដែលក្រុមប្រឹក្សា និងរដ្ឋបាលថ្នាក់ក្រោមជាតិយល់ដឹងថាខ្លួនមានជម្រើសក្នុងការផ្តល់ការគាំទ្រ (ការកសាងផែនការ ថវិកា គ្រប់គ្រងត្រួតពិនិត្យ និងវាយតម្លៃ) ទៅលើគម្រោង ឬសេវាកម្ម ។ ក្រុមប្រឹក្សា និងរដ្ឋបាល មិនគួរកំណត់ការអនុវត្តគម្រោង ឬសេវាកម្មត្រឹមតែសមត្ថភាពដែលខ្លួនមាននោះទេ គួរតែព្យាយាមសហការជាមួយស្ថាប័ននៃរចនាសម្ព័ន្ធថ្នាក់ជាតិសង្គមស៊ីវិល និងវិស័យឯកជននានាដើម្បីអនុវត្តគម្រោង និងសេវាកម្មដែលខ្លួនសំរេចជ្រើសរើសសម្រាប់អនុវត្ត ។

ធនធាននៃមូលនិធិក្រុង ស្រុក និងធនធានផ្សេងៗទៀតដែលរៀបចំបានក្នុងមូលដ្ឋានដោយរដ្ឋបាលក្រុង ស្រុក គួរតែវិភាគនីតិវិធីនេះគាំទ្រដល់សមត្ថភាពទាំងមូល ឬផ្នែកខ្លះនៃសកម្មភាពនីមួយៗនៃបញ្ជីសកម្មភាពខាងក្រោម ។ បញ្ជីសកម្មភាពនេះមិនកំណត់ទេ គឺអាចធ្វើការផ្លាស់ប្តូរបានហើយការប្រើប្រាស់ធនធានផ្សេងដែលមានក្នុងមូលដ្ឋានសម្រាប់អនុវត្តសកម្មភាពត្រូវសម្រេចដោយក្រុមប្រឹក្សាក្រុង ស្រុក ។

ការទទួលខុសត្រូវក្នុងការងារផែនការ ថវិកា គ្រប់គ្រង ត្រួតពិនិត្យ និងវាយតម្លៃក្នុងការអនុវត្តសកម្មភាពទាំងឡាយដែលអនុម័តដោយក្រុមប្រឹក្សាគឺជាបន្ទុករបស់រដ្ឋបាលក្រុង ស្រុក ជាពិសេស (ក)ការិយាល័យផែនការក្រុង ស្រុក ទទួលខុសត្រូវអនុវត្តគម្រោង និង (ខ)ការិយាល័យ“អន្តរវិស័យ” ស្រុក និងការិយាល័យ“អភិវឌ្ឍន៍ក្រុង” ទទួលខុសត្រូវប្រតិបត្តិការផ្តល់សេវាកម្ម ។

របៀបអនុវត្តគម្រោង និងប្រតិបត្តិការផ្តល់សេវាកម្មក្នុងអាណត្តិទូទៅរបស់ក្រុមប្រឹក្សា នឹងពឹងផ្អែកទៅលើ៖ (១) លក្ខណៈនៃសកម្មភាពនីមួយៗ និង (២)សមត្ថភាពរបស់រដ្ឋបាល ក្រុង ស្រុក ក្នុងការអនុវត្ត ។ ជាទូទៅក្នុងការជ្រើសរើសរបៀប អនុវត្តគម្រោង និងប្រតិបត្តិការសេវាកម្ម រដ្ឋបាលថ្នាក់ក្រោមជាតិគួរតែជ្រើសរើសការផ្តល់កិច្ចសន្យាឱ្យទៅស្ថាប័នខាងក្រៅសម្រាប់អនុវត្តដូចជា (ក) ស្ថាប័នដែលជារចនាសម្ព័ន្ធនៃថ្នាក់ជាតិដែលកំពុងប្រតិបត្តិការនៅមូលដ្ឋាន និង (ខ) អង្គការ សហគមន៍/ ក្រុមអ្នកប្រើប្រាស់ និងវិស័យឯកជនដែលមានសម្បទាគ្រប់គ្រាន់ក្នុងការអនុវត្តគម្រោង និងប្រតិបត្តិការផ្តល់សេវាកម្មរបស់រដ្ឋបាលថ្នាក់ក្រោមជាតិ ។

ក្រៅពីគោលការណ៍ដែលបានរៀបរាប់ខាងលើ រដ្ឋបាលក្រុង ស្រុក អាចនឹងត្រូវបានផ្តល់សិទ្ធិឱ្យអនុវត្តសកម្មភាពតាមសមត្ថភាពផ្ទាល់ខ្លួន នៅពេលដែលមានមូលហេតុច្បាស់លាស់ផ្នែក សេដ្ឋកិច្ច ប្រសិទ្ធផល និងការពេញចិត្ត ។ ក្នុងករណីបែបនេះក្រុង

ស្រុក ត្រូវចងក្រងមូលហេតុទាំងនោះ ហើយសុំការឯកភាពពីក្រសួងមហាផ្ទៃមុននឹងដំណើរការអនុវត្តសកម្មភាព។ បើ ក្រសួងមហាផ្ទៃខកខានមិនបានឆ្លើយតបក្នុងរយៈពេល៣សប្តាហ៍ទេ នោះនឹងត្រូវចាត់ទុកថាបានផ្តល់សិទ្ធិអំណាចដល់រដ្ឋបាល ថ្នាក់ក្រោមជាតិក្នុងការអនុវត្តគម្រោង ឬប្រតិបត្តិការសេវាកម្មដោយសមត្ថភាពផ្ទាល់ខ្លួន។

វិស័យ	អនុវិស័យ	គម្រោង	ប្រព័ន្ធការផ្តល់សេវាកម្ម / លិខិតបទដ្ឋានគតិយុត្ត
សង្គមកិច្ច	អប់រំ	<ul style="list-style-type: none"> <li>សាងសង់ប៉ូតូស្តង់ស័ណ្ឌសម្រាប់វិស័យអប់រំក្នុងមូលដ្ឋាន (សាលាមេតេឃ្យសាលាបឋមសិក្សា)</li> <li>ឈ្នួលកម្ម គ្រឿងសង្ហារឹមបរិក្ខាយានយន្តសម្រាប់ជាមធ្យោបាយសម្រួលដល់ការងារអប់រំក្នុងមូលដ្ឋាន</li> </ul>	<ul style="list-style-type: none"> <li>គាំទ្រកិច្ចសន្យាសម្ភារៈដំឡើងការបង្រៀនសម្រាប់សាលាក្នុងមូលដ្ឋាន</li> <li>គាំទ្រប្រតិបត្តិការនិងថែទាំបណ្តាញយន្តនិងអាហារដ្ឋានរបស់សាលា</li> <li>គាំទ្រការអប់រំក្រៅប្រព័ន្ធអ្នកហាត់ការនិងកម្មវិធីប្រហាក់ប្រហែលនានា</li> <li>បង្កើតនិងគាំទ្រកម្មវិធីបណ្តុះបណ្តាលវិជ្ជាជីវៈក្នុងមូលដ្ឋានសម្ភារៈបច្ចេកទេសសម្រាប់សាលា</li> </ul>
សុខភាពនិងអាហារូបត្ថម្ភ	សុខភាពនិងអាហារូបត្ថម្ភ	<ul style="list-style-type: none"> <li>សាងសង់អាគារនិងលទ្ធកម្មគ្រឿងបរិក្ខាយានយន្តសម្រាប់ជាមធ្យោបាយសម្រួលដល់ការថែទាំសុខភាពក្នុងមូលដ្ឋាន</li> </ul>	<ul style="list-style-type: none"> <li>គាំទ្រមធ្យោបាយសម្រួលការថែទាំសុខភាពក្នុងមូលដ្ឋានរបស់មេបញ្ជូនទាំងប្រព័ន្ធលើកនិងការផ្គត់ផ្គង់បរិក្ខារ</li> <li>រៀបចំលិខិតបទដ្ឋានគតិយុត្តនិងការត្រួតពិនិត្យចំណីអាហារនិងឱសថ ។</li> <li>ការរៀបចំផែនការនិងគ្រប់គ្រងចាត់ចែងកម្មវិធីអាហារូបត្ថម្ភ</li> <li>គាំទ្របុគ្គលិកនិងអ្នកសម្របសម្រួលកម្មវិធីផែនការគ្រួសារ</li> </ul>
	សុខុមាលភាពសង្គមនិងការការពារ	<ul style="list-style-type: none"> <li>គាំទ្រការចិញ្ចឹមសត្វដល់ក្រុមជនងាយរងគ្រោះនិងអ្នកក្រីក្រ</li> <li>ជួយសង្គ្រោះជនរងគ្រោះក្នុងគ្រោះមហន្តរាយ</li> <li>សាងសង់និងជួសជុលយានយន្តដ្ឋាន</li> </ul>	<ul style="list-style-type: none"> <li>ត្រួតពិនិត្យស្តង់ដារប្រាក់ចំណូលប្រាក់ខែនិងលក្ខខណ្ឌធ្វើការងារក្នុងមូលដ្ឋាន</li> <li>គាំទ្រការផ្តល់ព័ត៌មានអំពីការងារនិងផ្លាស់ប្តូរការងារក្នុងមូលដ្ឋាន</li> <li>ជួយគាំទ្រដល់អ្នកស្វែងការងារធ្វើទៅក្រៅប្រទេស</li> <li>(ឧទាហរណ៍៖ ការផ្លាស់ប្តូរបុរេពិការនិងការត្រួតពិនិត្យលើអ្នកជ្រើសរើសបុគ្គលិក)</li> <li>ជួយដល់អ្នករងគ្រោះអ្នកចាត់ចែងទីលំនៅនិងផលិតការ</li> <li>រៀបចំលិខិតបទដ្ឋានគតិយុត្តឬការប្រតិបត្តិការនិងថែទាំឈាមដ្ឋាន</li> <li>ផែនការគាំទ្រលំនៅស្ថានដល់បុគ្គលិកដែលមានសស្តុភាពរបស់រដ្ឋបាលថ្នាក់ក្រោមជាតិដើម្បីទប់ស្កាត់ការចាកចេញរបស់បុគ្គលិក</li> </ul>
សុវត្ថិភាពសាធារណៈនិងការថែរក្សាសណ្តាប់ធ្នាប់	សុវត្ថិភាពសាធារណៈនិងការថែរក្សាសណ្តាប់ធ្នាប់	<ul style="list-style-type: none"> <li>ការសាងសង់ប៉ូតូស្តង់ស័ណ្ឌសម្រាប់ក្នុងមូលដ្ឋាន</li> </ul>	<ul style="list-style-type: none"> <li>សេវាកម្មសម្របសម្រួលការដោះស្រាយទំនាស់ក្នុងករណីលើកឡើងដោយសង្កាត់និងទំនាស់ដែលមិនអាចដោះស្រាយបានដោយច្បាប់ក្នុងដែនសមត្ថកិច្ចរបស់រដ្ឋបាលថ្នាក់ក្រោមជាតិ ។</li> </ul>
	កីឡាកំសាន្តសិល្បៈនិងវប្បធម៌	<ul style="list-style-type: none"> <li>ការពារនិងអភិវឌ្ឍន៍ទីតាំងវប្បធម៌ជាតិប្រវត្តិសាស្ត្រនិងវប្បធម៌</li> <li>សាងសង់បណ្តាញយន្តនិងសារៈមន្ទីរ</li> <li>សាងសង់ទីធ្លាលេងកំសាន្តនិងឧបករណ៍កីឡានានា</li> </ul>	<ul style="list-style-type: none"> <li>ត្រួតពិនិត្យនិងរំលងលិខិតបទដ្ឋានគតិយុត្តក្នុងការបង្កើតនិងប្រតិបត្តិការសកម្មភាពកំសាន្តនានាក្នុងមូលដ្ឋាន</li> <li>ថែរក្សានិងប្រតិបត្តិការទីតាំងវប្បធម៌និងប្រវត្តិសាស្ត្រ</li> <li>ថែរក្សានិងប្រតិបត្តិការទីធ្លាកំសាន្តនិងកីឡា</li> <li>គាំទ្រសមាគមកីឡាក្នុងមូលដ្ឋាន</li> <li>គាំទ្រសកម្មភាពវប្បធម៌ផ្សេងៗ (ក្រុមសំដែងសិល្បៈពីរសិល្បៈ ។ល។)</li> </ul>
សេដ្ឋកិច្ច	ផលិតផលកសិកម្មការចិញ្ចឹមសត្វនិងរបរនេសាទ	<ul style="list-style-type: none"> <li>សាងសង់ឧបករណ៍ប្រមូលផលកសិកម្មនានា(ឧទាហរណ៍ម៉ាស៊ីនកិនស្រូវនិងឃ្នាំ ។ល។)</li> <li>សាងសង់ប្រព័ន្ធនេសាសម្តែងដើម្បីគាំទ្រផលិតផលកសិកម្ម</li> </ul>	<ul style="list-style-type: none"> <li>ផ្តល់លិខិតមិនអំពីទីផ្សារកសិកម្មនិងវិញ្ញាបនបត្រផ្តល់សេវាកម្មនានា</li> <li>សេវាកម្មវប្បកម្មផ្នែកកសិកម្ម (ការបណ្តុះបណ្តាលអំពីកសិកម្មផ្សេងៗ)</li> </ul>





<p>បរិស្ថាន</p>	<p>ព្រៃឈើស្តុនដើមឈើសត្វព្រៃនិងការអភិរក្សរដ្ឋធម្មនុញ្ញ</p>	<ul style="list-style-type: none"> <li>បង្កើត ការការពារអភិរក្សសហគមន៍ព្រៃឈើនិងទឹកស្អាតដើមឈើនិងតំបន់រុក្ខជាតិពណ៌បៃតង</li> <li>សាងសង់កន្លែងចាក់សំរាមទីតាំងសម្រាប់ផ្ទេរសំរាមនិងហេដ្ឋារចនាសម្ព័ន្ធផ្សេងៗលទ្ធកម្មសម្ភារៈឧបករណ៍សម្រាប់គ្រប់គ្រងការកាត់ដីរង</li> <li>សាងសង់និងដួសដុលប្រព័ន្ធលូបង្ហូរទឹកក្បែរនិងទឹកសម្រប</li> <li>អភិវឌ្ឍន៍គម្រោងប្រព្រឹត្តកម្មការកាត់ដីរង (គម្រោងធ្វើការកាត់ដីរងទឹកឱ្យស្អាតល្អ)</li> <li>អភិវឌ្ឍន៍គម្រោងប្រើប្រាស់ជីវឧស្ម័ន</li> </ul>	<ul style="list-style-type: none"> <li>សេវាកម្មការពារនិងត្រួតពិនិត្យសត្វព្រៃ</li> <li>កំណត់លិខិតបទដ្ឋានគតិយុត្តក្នុងការកែច្នៃឈើនិងធួនឧស</li> <li>ផ្តល់សេវាកម្មប្រមូលការកាត់ដីរងសំរាមរឹង</li> <li>ចេញនិងដំឡើងការអនុវត្តលិខិតបទដ្ឋានគតិយុត្តដើម្បីធានាការគ្រប់គ្រងការកាត់ដីរងសំរាមដែលបានសម្របបញ្ចូលទាំងការកាត់ដីរងដែលមានគ្រោះថ្នាក់</li> <li>ផ្តល់សេវាកម្មសំអាតផ្លូវ</li> <li>ចេញនិងដំឡើងការអនុវត្តលិខិតបទដ្ឋានគតិយុត្តដើម្បីធានាបាននូវការសាងសង់អាគារនិងទីធ្លាសម្រាប់ទុកដាក់សំរាមឱ្យមានអនាម័យល្អក្នុងមូលដ្ឋាន ។</li> <li>កំណត់លិខិតបទដ្ឋានគតិយុត្តក្នុងការសាងសង់និងប្រើប្រាស់ទីកន្លែងផលិតទឹកជាលក្ខណៈឯកជន</li> </ul>
<p>សង្គម</p>	<p>គុណភាពខ្យល់និងទឹក</p>	<ul style="list-style-type: none"> <li>អនុវត្តគម្រោងដែលបានមកពីវិទ្យាសាស្ត្រការដោយរដ្ឋបាលថ្នាក់ក្រោមជាតិអង្គការ និងសហគមន៍</li> <li>អភិវឌ្ឍន៍សមត្ថភាពគ្រូបង្រៀនរបស់រដ្ឋបាលថ្នាក់ក្រោមជាតិដើម្បីលើកកម្ពស់គុណភាពសមត្ថភាព</li> </ul>	<ul style="list-style-type: none"> <li>ត្រួតពិនិត្យនិងចេញលិខិតបទដ្ឋានគតិយុត្តការការពារហេមប្រាមអំពីខោនណាមួយ</li> <li>រៀបចំលិខិតបទដ្ឋានគតិយុត្តក្នុងការប្រើប្រាស់ដើមឧសវិស័យឯកជនដើម្បីផ្តល់សេវាកម្មសាធារណៈធានា</li> <li>ថែរក្សាការចុះបញ្ជីសង្គមវិស័យក្នុងមូលដ្ឋាននិងលើកទឹកចិត្តឱ្យចូលរួមក្នុងសកម្មភាពរបស់រដ្ឋបាលថ្នាក់ក្រោមជាតិការផ្តល់ហិរញ្ញវត្ថុនិងការផ្គត់ផ្គង់ធានា</li> </ul>

តារាង.....សង្ខេបអង្គប្រឹក្សាស្តីពីការផ្តល់សេវាកម្ម

លេខ ក្រដាស	សកម្មភាព	ការអនុវត្ត	ការទទួលខុសត្រូវរបស់ការិយាល័យ/អង្គភាពរដ្ឋបាល ផ្នែកក្រោមជាតិ (ការផ្តល់សេវាកម្ម)	ភ្នាក់ងារកំពុងអនុវត្ត (ការផ្តល់សេវាកម្ម)	កម្រិតសម្រេចបាន		
					ផ្នែកទី១	ផ្នែកទី២	ផ្នែកទី៣
2.1							
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....							
សរុប							

លេខ ក្រុង	សកម្មភាព	ថវិកាតម្រូវដោយរដ្ឋបាលថ្នាក់ក្រោមជាតិ			ធនធានមានដៃគូក្រៅរដ្ឋបាល					
		ឆ្នាំទី១	ឆ្នាំទី២	ឆ្នាំទី៣	ឆ្នាំទី១		ឆ្នាំទី២		ឆ្នាំទី៣	
					ប្រភព	ថវិកា SNA	មិនមែន SNA	ប្រភព	ថវិកា SNA	មិនមែន SNA
2.1										
2.2										
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2.9										
សរុប										

លេខ ក្រុង	គម្រោង	ការអប់រំប្រឈម	ការទទួលខុសត្រូវរបស់កា រិយាជ័យ/អង្គការរដ្ឋបាល ថ្នាក់ក្រោមជាតិ (ការអនុវត្តក្នុងតំបន់)	ភ្នាក់ងារកំពុងអនុវត្ត (ការអនុវត្តគម្រោង)	កម្រិតបង្រៀនស្ថានភាព		
					ផ្នែកទី១	ផ្នែកទី២	ផ្នែកទី៣
1.1							
1.2							
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....							
សរុប							

តារាង..... ម៉ត្រិកគាំទ្រដល់ការវិនិយោគ

ធនធានមនុស្សដែលត្រូវការ											
លេខ ក្រដាស	គម្រោង	ថវិកាគាំទ្រដោយរដ្ឋបាលផ្ទៃក្នុងក្រោមធាតុ			ឆ្នាំទី១		ឆ្នាំទី២		ឆ្នាំទី៣		
		ឆ្នាំទី១	ឆ្នាំទី២	ឆ្នាំទី៣	ប្រភព	ថវិកា		ប្រភព	ថវិកា		
						SNA	មិនមែន SNA		SNA	មិនមែន SNA	SNA
1.1											
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