

Outputs:

- Comparison of achieved results with last year objectives
- Problem identification and solving

The review takes place in February - March using information on last year's performance and achievements. The review is based on lists of indicators for each level (national, provincial, and operational district), which are derived from the monitoring and evaluation framework (volume 3) of the health sector strategic plan 2003-2007.

STEP 2. SETTING OBJECTIVES FOR NEXT YEAR - WHERE DO WE WANT TO GO?**Activities:**

- Develop overall objectives and targets for next year's operational plan

Outputs:

- Objectives and targets for next year defined in line with national policies and the priorities of the Health Sector Strategic Plan 2003-2007

The role of individual departments and agencies is to adapt national policies, strategies and outcomes into annual operational plans with targets and outputs. This step establishes a clear mechanism that links national policies, strategies and outcomes to planning and implementation outputs and targets.

STEP 3. PREPARING THE ACTION PLAN - HOW DO WE GET THERE?**Activities:**

- Develop detailed action plan to achieve defined objectives and targets of individual departments, agencies, and facilities at all levels
- Most importantly, identify priority activities to be covered by PAP budget.

Outputs:

- Detailed action plans for individual departments, agencies, and facilities at all levels.

The action plan describes in detail specific activities to be carried out by central level departments and agencies, and by provincial and district health managers throughout the year in order to achieve their objectives and targets.

**STEP 4. COSTING THE ACTION PLAN AND PREPARATION OF BUDGET
WHAT ARE THE BUDGETS NEEDED?****Activities:**

- Cost all activities included in the action plan
- Review and, if required, revise the action plan based on the available budget

Outputs:

- Annual plan completed including budget plan
- Annual plan submitted to the ministry's Department of Planning & Health Information

In July of every year, the Ministry of Economy and Finance begins to prepare the budget plans for income and expenditure for the entire Royal Government of Cambodia. At this point, the Ministry of Economy and Finance requests the Ministry of Health to prepare a budget request for all public sector services, at all levels of the health system. For this reason, annual planning for districts and provinces begins in February every year.

The Ministry of Health, from central level, then informs provincial health departments about their initial budget envelope for the next year. This includes the PAP budget prepared by the Ministry of Economy and Finance. After completing the costing of the action plan, individual organisations have to allocate their budget to all activities within the given initial budget envelope.

To simplify and standardise the process, the Ministry of Health has developed a budget formula and worksheets to be used by the organization to develop their budget plan. The annual operational plan including the budget plan is then submitted to the ministry.

The ministry will then use the annual operational plans of provinces and districts and all central institutions' plans to estimate a budget needed annually to develop health services especially PAP-supported activities.

STEP 5. ADJUSTMENT OF OPERATIONAL PLAN AND BUDGET IS THE FINAL BUDGET ENVELOPE ADEQUATE?

Activities:

- Review the operational plan and re-prioritise planned activities, in case the final budget envelope is lower than the initial budget request.
- Prepare the first quarter by work plan and its budget.

Outputs:

- The annual operational plan and the first quarterly work plan

After presenting to, and discussing the budget request with, the Ministry of Economy and Finance, the Ministry of Health is given a final budget envelope in December. The envelope may be the same as the initial budget request but it may be different, depending on the expected income of the government and whether the MoH can justify its request.

The first quarter work plan and its budget have to be developed soon after the adjustment of the annual operation plan completed. The second, the third and the fourth quarterly work plans are done in March, June and September, respectively.

STEP 6. MONITORING AND EVALUATION - HOW DO WE KNOW WHEN WE GET THERE?

Activities:

- Monitor the implementation of activities using the routine health information system and finance reports, quarterly work plan and supervision
- Evaluate the annual operational plan by reviewing whether the process was efficient and effective, activities implemented during the year, the outputs, and the achievement, or otherwise, of targets.

Outputs:

- Activities carried out as planned scheduled
- Problems identification and solving
- Daily management easier
- Review of activities (step 1 of the new cycle begins).

Monitoring takes place monthly within each facility through regular meetings and supervision as well as quarterly through quarterly monitoring meetings. The evaluation in February is linked to step 1 of the planning cycle, the review of activities.



Planning at central, provincial, operational district and facility level

So what does the planning cycle mean for different levels of the health system? The planning system has a process that facilitates the development of operational plans and line item budgets at all levels. The various stakeholders at each level go through the steps of the planning cycle and produce their individual operational plans and line item budgets by June. See box 4.

Box 4. Those involved in the planning process

Central level: Ministry of Health departments; national programmes; national institutes; national hospitals; national training institutes, and other local and international partners

Provincial level: provincial health departments; regional training centres and implementing partners

Operational district level: operational district offices; referral hospitals; health centres; and implementing partners

Planning at central level

The various central level departments etc. seen in box 3 are expected to develop their respective operational plans and line item budgets, using the revised planning cycle.

Prior to the start of step 1 of the planning cycle, the Ministry of Health organises a two-day annual review/planning meeting at the Ministry of Health. This meeting is attended by senior staff of the ministry, directors of central level agencies, directors of the Provincial Health Departments and other partners and stakeholders.

The aim of this meeting is to improve the management and technical quality of operational plans through facilitating the:

- appropriate adaptation of national policies, priorities, and strategies into the operational plans of stakeholders at central, provincial and operational district levels;
- improved incorporation of all national programme activities into operational plans at provincial and operational district level;
- budgeting and improved allocation of resources to cover priority areas of expenditure.

The meeting has two major activities:

- Review of health sector achievements and constraints during the implementation of last year's plan
- Identification of priority areas for the next year's plan, and in line with the 6 key areas of work identified in the health sector strategic plan.

The output of this meeting is a guideline for developing annual operational plans, which is disseminated during the National Health Congress (see box 5). The Ministry of Health Department of Planning and Health Information is responsible for organising the meeting and for developing the brief guideline.

Box 5. Contents of the guidelines

- Key achievements during the past year
- Lessons learned, both successes and failures
- Priority areas for next year's operational plans at various levels
- Information on national policies, strategies, outcomes, targets, and priorities
- Information on available resources for next year; both government funding and external

Planning at provincial level

Following the distribution of the guidelines by national level the planning process at provincial level starts with a meeting attended by members of the provincial health technical advisory team, senior operational district staff, and other partners and stakeholders in the province.

The main activities during this meeting are:

- Review of last year's implementation and achievements (step 1), and
- Setting provincial objectives and targets for next year (step 2)

Provincial objectives and targets are guided by the guidelines mentioned earlier and the 1998 Ministry of Health guidelines for developing operational districts.

Planning at the operational district and facility levels

The 1998 guidelines state that the role and function of the operational district is management and service delivery. The operational district office is responsible for the overall management of the planning process and referral hospitals and health centres work on effective, efficient and successful implementation of health services and activities. Following the annual review and planning meeting at provincial level, each operational district organises a similar meeting attended by members of the district health technical advisory team, facility managers, and other partners and stakeholders.

The main activities during this meeting are:

- Review last year's implementation and achievements (step 1) and
- Setting district objectives and targets for next year to help achieve the provincial targets (step 2)

Following this meeting the various facilities each develop their own weekly or monthly work plans. Health centre level planning was successfully piloted and introduced in Kg Cham Province and facility level planning is based on a review of experiences to date in Kg Cham Province.

Sector wide planning and plans

The planning system also has a process that promotes joint planning and comprehensive plans at all levels. 'Joint' refers to a planning process in which all partners participate. By 'comprehensive' the ministry means the scope and content of one plan for each central department, provincial, operational district, and facility stakeholder.



Joint planning

A comprehensive plan is more than just a compilation of national programme plans or the incorporation of the priorities and activities supported by non-governmental, international agencies and other partners. In support of developing comprehensive plans, the planning framework promotes sector wide participation, all relevant stakeholders involved in implementing the health sector strategic plan, in a joint planning process. A key activity is the annual review.

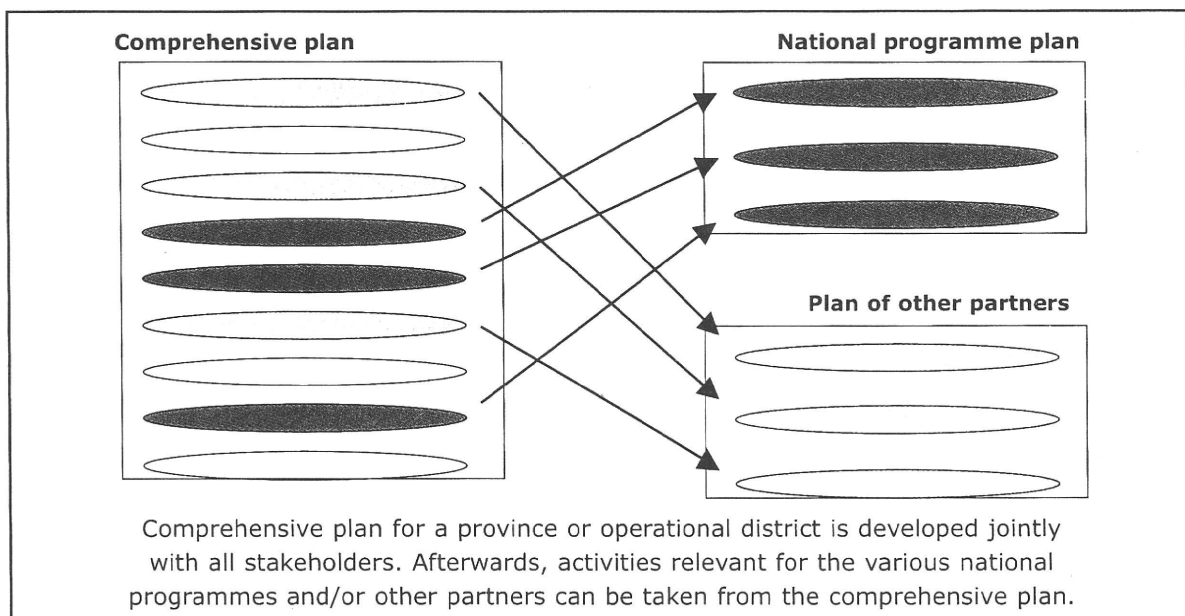
Comprehensive plans

The annual operational plans need to be comprehensive in that it includes all actions/activities planned within the scope of implementing the health sector strategic plan. Comprehensive also means one plan for each central level department or agency, province, operational district, and facility.

In terms of activities this means that, in order to reflect the priorities of the health sector strategic plan, annual operational plans at all levels include national programme activities as well as activities implemented with support from non-governmental and international organisations

In terms of budgets, operational plans do not only focus on activities implemented through the government health budget, but also include all activities funded through national programmes as well as those funded by non-governmental organisations and other partners.

Box 6. Sector wide planning and plans



National programmes at provincial health departments and operational districts participate in the overall planning process. Activities to be implemented by national programme staff are developed jointly with other staff, taking into consideration other priorities and linkages with other planned activities. Detailed annual plans for the various national programmes can be taken from the comprehensive plans and, if required, developed in more detail in order to meet the specific needs of respective national programmes.

In a similar way, non-governmental organizations and other partners are invited to participate in the overall planning process and to develop annual operational plans jointly with other stakeholders and in support of implementing the health sector strategic plan 2003 - 2007.

Linking with other volumes of the health sector strategic plan

The planning process outlined in this volume is directly linked to the other volumes of the health sector strategic plan:

- The strategies and outcomes given in the health sector strategic plan (volume 1)
- The medium term expenditure framework (volume 2)
- The framework for monitoring and evaluation (volume 3)

Linking with the strategies and outcomes:

In the forthcoming revised planning manual the 6 priority areas of work in the health sector strategic plan will be used by central departments and others, provincial health departments and operational districts to set objectives and develop operational plans (see box 7). The result will be operational plans that are directly linked to the health sector strategic plan and its 20 strategies.

Box 7. Setting objectives for each key area and developing activities for each objective

KEY AREAS		OBJECTIVES		ACTIVITIES
● Health Service Delivery	→	Objectives	→	Activities
● Behavioural Change	→	Objectives	→	Activities
● Quality Improvement	→	Objectives	→	Activities
● Human Resource Development	→	Objectives	→	Activities
● Health Financing	→	Objectives	→	Activities
● Institutional Development	→	Objectives	→	Activities

Linking with the medium term expenditure framework

Because the government's medium term expenditure framework is for 3 years the Ministry of Health has to provide the Ministry of Economy and Finance with objectives, targets, and budget estimates for all 3 years. So, the planning process introduces a 3-year 'rolling plan' for central and provincial levels. These two levels will develop objectives and set targets for a period of three years. The first annual operational plan is used for year one of the 'rolling plan'. And based on a costing of the operational plan budget estimates can then be made by central level Ministry of Health for years 2 and 3 of the 'rolling plan'.



It should be noted that, for the time being, the three-year rolling plan is not for operational districts and health facilities. They only need to have annual operational plans.

Box 8. Three year 'rolling plan'

KEY AREA OF WORK: Health service delivery				
Objectives	Indicators	Targets		
		Year 1	Year 2	Year 3
Objective 1	Indicator 1			
	Indicator 2			
	Indicator 3			
Objective 2	Indicator 1			
	Indicator 2			
KEY AREA OF WORK: Behavioural change				
Objective 1	Indicator 1			
Objective 2	Indicator 1			
KEY AREA OF WORK: Quality improvement				
Etc.				

Linking with the monitoring and evaluation framework

In order to facilitate the monitoring and evaluation of the implementation of the annual operational plans, the plan includes indicators for each objective. A minimum set of indicators is directly derived from the monitoring and evaluation framework (volume 3) of the health sector strategic plan, which also gives some indicators for the provincial and operational district levels.

CHAPTER 4

EVALUATION

Assessing the operational plans

The planning process facilitates each level of the health system to develop annual plans that:

- Reflect the strategies and priorities identified in the health sector strategic plan
- Include line item budgets based on a detailed costing of planned activities and take into account local and external sources of funding (including income from user fees)
- Clearly adapt national strategies and outcomes to annual targets and outputs that can be monitored and contribute to the successful achievement of national level outcomes
- Are sector wide in that they are comprehensive and include not only activities financed from the government budget, but also externally financed work
- Are developed jointly with all partners and other relevant stakeholders

Using technical and financial criteria the Departments of Planning and of Finance in the Ministry of Health jointly assess the operational plans and budgets, provide feedback to central and provincial levels, and, if required, suggest changes. This assessment takes place during June and July every year, when plans and budgets are submitted to the central level Ministry of Health and before final budget requests need to be submitted to the Ministry of Economy and Finance (late July/early August).

Examples of assessment criteria

Technical criteria:

- Does the operational plan adequately reflect the national strategies and priorities?
- Is the plan based on a review of last year's performance and on a rigorous analysis of present problems and possible solutions?
- Is the plan comprehensive in the sense that national programme activities and activities supported by partners are included?
- Are annual objectives included in the plan measurable and have clear and realistic targets been set?

Financial criteria:

- Has the operational plan been costed according to Ministry of Health guidelines?
- Was the detailed line item budget prepared based on the costed operational plan and using Ministry of Health formats?

Is the total requested budget in line with the available resource envelope and established expenditure guidelines?

Evaluating the annual operational plan framework

The ministry will regularly evaluate whether the framework is relevant, easily understood by implementers and useful. If changes are needed to the framework process new editions of this volume will be produced. The following are a examples of a few of the management criteria that will be used to evaluate the framework:

- Is the operational plan framework user-friendly?
- Is the operational plan process efficient and effective?
- Are the results, the outputs and targets, really being used to evaluate national level achievements?



ANNEX A. SUMMARY OF THE PLANNING PROCESS

Central departments and partners, provincial health departments, operational districts, and health facilities will all follow the Ministry of Health planning process while developing their individual operational plans and budgets. The process consists of a series of workshops/meetings to be held at the various levels during the months February to May, and results in everyone mentioned above producing an operational plan with an action plan and line item budget.

CENTRAL LEVEL

ACTIVITY	WHAT	TAKES LEAD	PARTICIPANTS	WHEN
• Annual Review/Planning Meeting	Steps 1&2	Both DGs & Planning Department	Senior MoH Staff, Directors of central agencies, Provincial Health Directors, Partners/Stakeholders	January
• Workshops at each central department/agency	Steps 1&2	Management of central departments & agencies	Staff of MoH Departments/National Programs/ Institutes/ Hospitals; Other Partners/Stakeholders	February/ March
• Workshops at each central Department/agency	Steps 3&4	Management of central departments & agencies	Staff of MoH Departments/National Programs/Institutes/ Hospitals; Other Partners/Stakeholders	April/ May

PROVINCIAL LEVEL

ACTIVITY	WHAT	TAKES LEAD	PARTICIPANTS	WHEN
• Annual Review/Planning Meeting	Steps 1&2	PHD Director	PHTAT; Senior OD staff; Other Partners/ Stakeholders	February
• Workshop at Provincial Health Department	Steps 3&4	PHD Director	PHTAT; Other Partners/Stakeholders	April/May

OPERATIONAL DISTRICT LEVEL

ACTIVITY	WHAT	TAKES LEAD	PARTICIPANTS	WHEN
• Annual Review/Planning Meeting	Steps 1&2	OD Chief	DHTAT; Facility Managers; Other Partners/Stakeholders	February/ March
• Workshop at Operational District Office	Steps 3&4	OD Chief	DHTA	April/May

FACILITY LEVEL

ACTIVITY	WHAT	TAKES LEAD	PARTICIPANTS	WHEN
• Workshops at individual facilities (RHs and HCs)	Steps 1&2	RH Directors/ HC Chiefs	RH staff, HC staff	February/ March
• Workshops at individual facilities (RHs and HCs)	Steps 3&4	RH Directors/ HC Chiefs	RH staff, HC staff	April/May

ANNEX C. OUTLINE FOR MONTHLY QUARTERLY WORKPLANS

Name of facility/department/unit

Number of workplan

Month or Quarter

Completed

(Note: This means the 'result' column is filled in at the next staff management meeting on a monthly / quarterly basis)

Subject and objectives	Actions/activities	Who	By when	Result/Status
Health service delivery Objectives To contribute information to help finalise health coverage plan				
Behaviour change				
Quality improvement				
Human resource development				
Health financing				
Institutional development				
Other work				



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