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මුදල් කොමිෂන් සභාව
(ආණ්ඩුක්‍රම ව්‍යවස්ථාවේ 154'ප' ව්‍යවස්ථාව යටතේ පිහිටුවන ලදී.)

நிதி ஆணைக்குழு
(அரசியலமைப்பின் 154'ன ஆம் உறுப்புரைமீன்கீழ் தயக்கப்பட்டது)

FINANCE COMMISSION
(Established under Article 154 R of the Constitution)

48, වජිර මාර්ග,
කොළඹ 04, ශ්‍රී ලංකා

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මගේ අංක
எனது இல
My No } FC/3/2/2018

ඔබේ අංක
உமது இல
Your No }

දිනය
திகதி
Date } 24.11.2017

Chief Secretary

Western, Central, Southern, Northern, North- Western, North- Central, Uva, Sabaragamuwa and Eastern Provinces

Dear Chief Secretary,

Guidelines for Preparation of the Provincial Annual Development Plan – 2018

1. Introduction

Provincial Annual Development Plan is an important document in improving the social economic conditions of the people in the Province. This Guideline is prepared with that objective in mind and it will be the basis for capital allocations and utilization of funds under Provincial Specific Development Grant (PSDG) and Criteria Based Grant (CBG). Details of allocations of funds under PSDG, CBG and Foreign Funded Projects have been provided to you together with Block Grant in my letter number FC/3/2/2018 and FC/06/01/2018 dated on 2017.11.10 on the “Apportionment of Recurrent & Capital Funds for 2018.”

Please note that this Guideline is issued with a view to facilitating effective utilization of the budgetary allocations made to your province. Hence, you are kindly requested to pay due attention to the following matters in the preparation of Annual Development Plans, 2018 of your province.

2. National Policy Framework

Provincial executive powers and planning take place within the framework of National Policy. Hence, Provinces should take note of the following statements of national policy directions along with specific sectoral national policy statements in determining Provincial Development Priorities “2018”. Therefore, you have to instruct the provincial authorities to study properly the relevant policy documents. Some highlights from important documents as follows.

2.1 Vision 2025:

“The Government’s Economic Vision” is to make Sri Lanka a rich country by 2025 by transforming Sri Lanka into the hub of the Indian Ocean with a knowledge based highly competitive social –market economy where all citizens have the opportunity to achieve higher incomes and better standards of living. Sri Lanka will be positioned as an export- oriented economic hub at the centre of the Indian Ocean.

The development policy document, focusing “A New Approach to Growth” , has paid more attention on areas of Tourism Industry, Labour Market, Physical Infrastructure, Social Safety Nets, Agriculture and Sustainable Development, Regional Economic Development, Environment and Disaster Management, Governance and Accountability among many other which provinces can influence. In this scenario provinces are expected to contribute to National Development according to the policies introduced under Vision 2025.

2.2 Agenda 2030 on Sustainable Development

Sri Lanka, as a Member State of the United Nations, adopted the 2030 Agenda for Sustainable Development, comprised of 17 Goals and 169 Targets. The adoption of the Agenda commits Sri Lanka to a universal, transformative, inclusive and integrated framework of sustainable development with the overall pledge of “leaving no one behind”. The framework is integrated and indivisible and balances the dimensions of sustainable development – primarily the economic, social and environmental. The global agenda will be localized to the Sri Lankan context, taking into account the country’s development policy framework and strategic development priorities. The Agenda will constitute the overarching framework for an integrated approach to sustainable development, guiding the process of national and provincial resource allocation. The SDG orientation is:

- Transformative and change oriented
- Future oriented
- Process orientation of SDG actions moving from short-term mainstreaming, through medium-term acceleration on to long-term policy coherence
- Role of political steerage

2.3 Public Investment Programme

The Public Investment Program (2017 - 2020) prepared by the Department of National Planning has identified the following Medium Term Perspectives in line with the estimated higher growth rates coupled with social justices.

- Arresting the present decline in export performance by improving productivity and competitiveness of industries.

- Promoting the inflow of foreign investment by making the country investment-friendly.
- Making necessary reforms in the area of government revenue, giving particular attention on tax administration.
- Diverting a higher share of public resources for upgrading the quality of human resources.
- Promoting equity in the social and economic spheres paying due attention on strengthening local and provincial institutions.
- Minimizing the existing regional disparities focusing much attention on poverty pockets in the allocation of public resources.
- Placing special emphasis on environmental protection and natural resources conservation, taking into account the adverse impacts due to natural disasters in the country.

3. National Programmes Coordinated by the Presidential Secretariat

The provinces should prepare their development plans in such a manner that contributing effectively to achieve the results expected by national programmes coordinated by the Presidential Secretariat. Viz;

- National Food Production Programme
- National Environmental Management Programme (Green Development)
- National Drug Prevention Programme
- National Kidney Diseases Prevention Programme

4. Government Development Priorities

The Government adopts an economic strategy based on “Social Market” concept which involves the twin objectives of achieving higher growth and promoting social equity compared with the past. In this context, the following five areas have been given priority in the achievement of medium term macro-economic targets.

- Generating one million job opportunities.
- Enhancing income level of the people.
- Development of rural economies.
- Ensuring land ownership particularly in rural and estate sectors.
- Creating wide and strong middle class.

In this scenario, provinces are expected to contribute to national development by;

- Encouraging large and small scale farmers and entrepreneurs to cope with the global market.
- Ensuring food security at provincial level.
- Developing the rural economy and attending crucial problems of farmers.

- Improving rural infrastructure.
- Contributing to the national programmes of generating one million jobs.
- Promoting SMEs by improving entrepreneurial skills.
- Promoting tourism industry by providing required facilities and services.
- Implementing projects in education and health sectors with a view to improving human resources of the country.
- Implementing poverty alleviation programmes focusing poor families.

5. The Highlights of Budget Speech 2018

The proposals and policies of the Budget speech targets to navigate the country towards new horizons in order to envision a stronger, more rewarding and sustainable future through;

- A blue -green economy, to sustainably harness the resources of both ocean and land.
- An entrepreneurial haven, where every citizen thrives.
- Empowerment of women, encouraging greater participation in the economy and the legislative process.
- A nation-wide eco system to boost innovation and access global technology.
- Compulsory education for 13 years for every child, and pride of place for technical education and skills development.
- Trade liberalization to go beyond being a mere transshipment point and become a global hub.

6. Reference to Relevant Documents

Reference to important documents will be very useful for understanding the current Policies, Development Strategies, trends of the Economic and Social situation of the country before preparing the Provincial Annual Development Plan. Some of important documents are as follows;

- Vision 2025
- Agenda 2030 and Sustainable Development
- Public Investment Program
- Budget Speech 2018
- Annual Reports and Current Economic Trends published by the CBSL
- Reports of the Institute of Policy Studies
- Latest reports published by the Department of Census & Statistics
- Other relevant publications

7. Sector Guidelines

7.1 Social Infrastructure

Education

The emphasis should be made on soft infrastructure rather than hard infrastructure. Investments in the education sector should aim at improving human development creating educated and disciplined nation equipped with basic competencies and skills in order to achieve sustainable development based on knowledge driven economy. Major attention should be focused on quality and standards of the education by developing primary and secondary schools with all basic facilities and giving required training to teachers. In this effort, it is necessary to give priority to the remote rural areas where the standards and quality are low.

Western Medicine

Programmes and Projects under health sector need to be focused in upgrading the quality of health services giving more attention to preventive aspects. While ensuring qualified staff in all hospitals, the required physical infrastructure and equipment should be provided giving particular attention on rural areas where health related indicators are not up, to the expected standards. Providing comfortable service to patients and directing the people towards good health practices are of critically importance. Improving facilities to prevent and treat NCDs and communicable diseases as well as implementing proper nutritional and food safety programmes are also vital in this context.

Indigenous Medicine

Steps should be taken to conserve non-documentary traditional medicinal practices using modern technology for the use of future generation and ensure that services of the traditional medical practitioners are available to the society in a productive manner. In order to provide more quality medical services for people, necessary facilities have to be upgraded.

Sports

Steps should be taken to improve sport activities with a view to bringing them up to provincial, national and international levels and provide facilities to people to maintain a healthy lifestyle through engaging in sports and recreational activities.

Probation and Childcare

Allocations need to be made to rehabilitate socially deprived children through institutionalization and linking them with the society as good citizens. Special attention should be paid to daily needs and welfare including the rights and protection of the children who are under probation. The emphasis should be given for skills development of children who are under probation with a view to mobilizing them as productive community members

on attaining their age of 18 years. Physical and mental health development, integration of the victimized children into the society, providing facilities for formal education are also priorities to be accorded.

Social Services

Capital grants for the social services are allocated to ensure the welfare of vulnerable people such as diseased persons, aged persons, disabled and orphans. Provincial authorities should establish and maintain homes for elders by adhering to the United Nation's Convention and the rules and regulations of the country. Further, a satisfactory contribution has to be ensured to implement the National Action Plan for Disabled (NAPD). It is also important to introduce strategies and procedures to encourage the community to take care of elders and disables within their own households. Introduction of self-employment avenues for disable people is also needed to promote their social dignity.

Cultural and Religious Affairs

Funds allocated should be used for the projects that help to conserve and preserve the cultural heritage for future generations. Due attention should be made to both tangible and intangible cultural assets by identifying relevant projects and programmes.

Housing

The allocations for housing should be used to provide shelter for low-income and needy families. People's participation should be encouraged when providing grants for housing development aimed at low-income families. Further, concessionary housing loans for low-income families should be promoted using suitable mechanism.

Co-operatives

These funds should be used for the programmes focused on the development of co-operative movements.

7.2 Economic Infrastructure

Provincial Roads

Maintenance of an efficient road network, connecting large and emerging cities, townships, economic centers and rural hubs while ensuring safety and equity is essential for efficient services of all other sectors. Remove bottlenecks in the road network, removal of network gridlock by construction of bridges, link rural hubs to closest township with all weather roads, maintenance of the drainage system and other relevant structures are some of the key strategies to be considered. Outputs and the outcome of road development programmes have to be clearly worked out prior to their implementation.

Estate Infrastructure

Funds should be utilized to provide social and economic infrastructure (Eg. sanitary facilities, safe drinking water, estate roads, etc.) in order to improve the living condition of

the people living in estates. In identifying projects it is suggested to follow the National Plan of Action for the Social Development of the Plantation Community (2016-2020).

Transport

This sector should focus on quality passenger services with developed amenities. In this process, a proper co-ordination should be maintained with the SLTB and the National Transport Commission while improving the basic facilities required by the people. PSDG funds should not be used for commercial types of activities at the bus stands such as shopping complexes and eateries. It is advisable to use cost-effective Type Plans for bus stands and halting places.

Land

Funds may be used for the enactment of the relevant laws, alienation of state lands for institutional purposes and maintenance of land banks at provincial level. Further, funds can be utilized for implementing measures on government land conservation.

Agriculture

Food industry is one of the major areas that can be linked with the sector products. Promote implementing projects under agriculture sector paying due attention to improvement of production and productivity, facilitation of small and medium scale commercial cultivation, promotion of agro based industries/ value added industries, minimization of post-harvest losses, introduction of alternative crops for abandoned paddy lands, promotion of floriculture and aquaculture, construction and maintenance of agricultural roads and modernization of provincial agricultural farms and training centres. Particular attention should be paid to achieve sustainable economic growth ensuring food security and to sustain drive of competitiveness of agriculture and agro based products in the international market.

Livestock

It is intended to improve the supply of milk, eggs and meat to the public through maintaining a healthy and productive animal population in the province ensuring nutritional status and high level of income in the sector. In this regard, special attention should be paid to ensure efficient delivery of veterinary services to farms, facilitate small and medium scale commercial livestock farms, promote value added industries, facilitate milk collection and storage needs and promote hybrid animals through artificial insemination.

Inland Fisheries

Increase in fish production, improving marketing facilities and promoting ornamental fish cultivation should be given priority. Measures should be taken to provide required technology to fishermen with the assistance of the National Aquaculture Development Authority (NAQDA). It is necessary to strengthen the fisheries societies and improve their management enabling rural community to become entrepreneurs based on related goods and services. Projects should be implemented in order to promote value added industries using inland fish. It is required that fishing community be supported through providing fishing

gears and equipment. These initiatives should help to enhance the accessibility of rural community to fish products to meet their nutritional needs.

Irrigation

Action should be taken to ensure adequate irrigated water for cultivable lands of existing irrigation structures, rehabilitation and development, construction of irrigation structures, systematic water management and securing maximum participation of the Farmer Organizations are essential features of this process. To make this development effort effective, paying attention on “Ancient Cascade System” would be vital. Irrigated water for other field crops, in addition to paddy should also be provided through optimum water management practices. Appropriate programmes should be organized to educate farmers on the importance of efficient water management.

Rural Development

The funds need to be provided for the activities such as development of rural roads, small bridges, culverts, rural market facilities, cemeteries, libraries and community water supply. It is required to maintain a better co-ordination with Local Authorities and Divisional Secretaries when projects are designed and implemented. It is suggested to work closely, with the Industrial Development Board, Export Development Board to obtain the assistance on new technology and finding markets. When implementing such projects it is necessary to secure involvement of voluntary organization and community based organizations at local level for sustainability of projects.

Small Industries

Action is needed to improve the business conditions of SMEs and develop their competitiveness, entrepreneurship development, technology transfer, productivity improvement, marketing development and awareness to grab comparative advantages. Further, it is necessary to encourage traditional products and quality items while maintaining market linkages and introducing new technologies. Proper co-ordination with micro financing facilities and the institutions such as the Chambers of Commerce, National Craft Council, and Industrial Development Board (IDB) are essential to develop this sector. Private sector participation should be encouraged for business ventures to enhance the efficiency. The certificates offered at the end of training programmes, organized by the Department of Small Industries should be in conformity with the NVQ framework.

Rural Electrification

These funds can be utilized for providing extensions from the national grid in rural areas or providing feasible alternative energy schemes for such areas where electricity cannot be provided through national grid. Funds should be used only for common extensions and not for individual connections when providing extensions from the national grid. In the provision of alternative power sources and organization of awareness program on economical use of electricity, proper coordination with the Sustainable Energy Authority need to be maintained.

Tourism

The policy of the government focuses on “Transforming Sri Lanka as the World’s most treasured island for tourism”. Diversified tourism product such as nature tourism, adventure tourism, agri-tourism, culture tourism, sports tourism, eco-tourism should be promoted with emerging new trends. Further, different themes for tourism such as “Pottery Tourism Village”, “Handicraft Tourism Village”, “Coir Tourism Village” depending on their traditional and old aged industries could be considered. Key strategies should focus on improving related infrastructure and service facilities, facilitate youth on the available job opportunities, identifying lesser known attractions found in large numbers in the province, develop visitor facilities such as viewing decks, car parks, service areas, sanitation facilities, fresh water bathing facilities near the sea bathing places.

Local Government

- Local Authority Roads

Priority should be given to timely operation and maintenance of local authority roads. Depending on the situation, concreting or tarring the roads fully or partly should be done in order to ensure that local authority road network is functioning efficiently on sustainable basis.

- Community Water Supply

Safe drinking water and sanitation facilities should be provided using these funds. In the designing stage of new community water projects proper feasibility study should be carried out. In the provision of drinking water, the quality of the water needs to be certified by the National Water Supply and Drainage Board. It is necessary to maintain the common wells and bathing places on regular basis and keep them in hygienically suitable condition.

- Waste Management

Priority should be given for implementation of activities like re-cycling of waste, producing compost, and make use of waste for manufacturing the products which have economic value. It is necessary to educate the people to sort out waste at the place of origin and to dispose degradable waste or produce compost at the house hold level when there are enough spaces at households.

- Other Local Authority Services

The activities such as libraries, crematoria, bus stands, weekly fairs, children’s parks which are not covered in the above sub-programmes under local government sector can be incorporated.

Flexible Allocation

The funds under this category are allocated to attend urgent requirements which are not included in the original plan.

Grants for Villages with Special Needs.

The provincial authorities are expected to identify villages lagging behind due to non-availability of basic infrastructure, facilities, creating hardships to the villages livelihood. The projects under these arrangements should focus on providing facilities to overcome such unfavourable conditions. Problems highlighted by various media and organizations at provincial and national level could also be considered by the provinces for investment after studying rationally of those issues.

General Guidelines

- I. Master Plans need to be developed for major sectors to avoid haphazard development activities.
- II. Resource mapping exercises should be carried out on sector basis to ensure tapping regional / location advantages and cater the disadvantaged communities.
- III. Provinces should take every effort to complete the programmes / projects as planned out during the financial year of 2018 adhering to the performance based budgeting system.
- IV. Provincial authorities are responsible for adopting Government procurement procedures in the implementation of development plans.
- V. Since funds are limited, prioritization of programmes/Projects is very important to optimal utilization of resources determining outcome priorities promoting allocative efficiency since limited funds are available.
- VI. In case, the completion of a project exceeds one year, it should be properly phased out indicating funds to the ensuing years and review of previous year plan also important.
- VII. For infrastructure projects, cost-benefit analysis need to be adopted, while applying the cost-effective principle for social infrastructure projects.
- VIII. Before commissioning the projects, their feasibility, quality/standards and maintenance aspect should be given due consideration.
- IX. For government buildings, as far as possible, “Type Plans” should be applied, depending on the terrain and climate of the area/ location.
- X. In construction of buildings or other structures, maximum utilization of space and avoiding unnecessary structures need to be paid due attention.
- XI. If possible, financial contribution of the relevant stakeholders (eg: Local Authorities, NGOs, CBOs etc.) should be taken into account to reduce burden to the Government budget.
- XII. For commercially viable projects, private sector participation should be obtained whenever possible through suitable models. (eg. PPP approach)
- XIII. When creating common assets, lagging or under privileged areas should be given priority.
- XIV. Every effort should be made to avoid duplication and overlapping at national and provincial levels.

- XV. It should pay due attention to cross-cutting sectors such as environment, women affairs, youth affairs & etc. since they have to be addressed through prevailing sectors.
- XVI. As per the Cabinet Decision made on 09.03.2016, targeting gender responsive budgeting, 25% of the allocation should be made available for women from the projects implemented for Rural Economic Development.
- XVII. For being aligned with the Principles of the Grama Shakthi movement, due attention should be paid, to ensure strengthened, empowered, and formally organized communities free of poverty and active in the path to progress with a proper coordination with relevant institutions.
- XVIII. At the Paris climate conference (COP21) in December 2015, 195 countries including Sri Lanka adopted the first-ever universal, legally binding global climate deal. Accordingly, the provinces should also be adapted the key Elements of the Paris Agreement while paying attention on scale up their efforts and support actions to reduce emissions, build resilience and decrease vulnerability to the adverse effects of climate change and uphold and promote regional and international cooperation.
- XIX. Provincial Authorities should pay attention on the Multi-Sectoral Framework called National Action Plan for Disabled (NAPD) in Sri Lanka for empowering differently abled persons. Hence, a satisfactory contribution has to be ensured to implement the NAPD.

8. Methodology of Preparation of the Annual Development Plan

8.1 Preparation of Provincial Socio-Economic Profile

Your Province has to prepare a socio-economic profile comprising following data.

1. Map of the Province indicating the distribution of schools, hospitals, minor irrigation tanks etc.
2. Analytical description of the Province
3. Key Socio Economic Indicators of the Province
4. Financial Resources availability for the Province for 2018

1. Map of the Province:

It is proposed to have a map of the Province with the following details.

- Districts of the province with District boundaries
- Divisional Secretariat Divisions with DS boundaries
- Main road network of the Province
- Poverty head count index of the DS divisions shown in the map

2. Analytical Description of the Province

- General Description of the Province
- Economic and social status of the Province
- Present Status of following Provincial Macro Indicators
- Provincial gross domestic product

- Regional development process
- Poverty status of the province
- Per capita income
- Employment Status
- Service delivery

3. Key Socio Economic Indicators of the Province

Key data and information as given below are proposed to be included in the Plan.

- General Information
- Provincial Gross Domestic Product (GDP)
- Poverty and Employment
- Health
- Education
- Infrastructure

For further details see the Annex 1.

4. Financial Resources Availability for the Province for 2018

This section consists of the following grants and project funds allocated for the province for 2018.

Recurrent Expenditure – to include an expenditure statement of the main items such as;

- Personal Emoluments
- Traveling expenses
- Supplies
- Maintenance expenditure
- Contractual Services
- Transfers
- Grants
- Subsidies
- Other Recurrent Expenses

Sub Total

Local Government reimbursement

Operational support to local government

Grand Total of the Recurrent Expenditure

Financing of Recurrent Expenditure

Revenue share

Block Grant

Total Funds availability for the province a summary is proposed to be given showing total availability of funds.

- Block Grant
- Revenue share for recurrent expenditure
- Criteria Based Grant
- Province Specific Development Grant
- Development Projects

Total Funds availability for the Province

Any other information provinces wish to provide in general.

8.2 Analytical Description of the Sector

Provide the following in the each sectoral plan in respect of

- Present status of the sector with data and information
- Service Delivery of the sector, present status, strengthening and expansion, expansion of service delivery in the lagging/disadvantage areas
- Analytical description of the sector identifying problems, issues and bottlenecks and recommending priority interventions of the sector to achieve specific sectoral objectives.
- Explaining the contribution of the sector to achieve provincial macro targets
- Any other information relevant sector wish to provide.

8.3 Preparation of Annual Investment Plan for PSDG 2018 using Components and Sub Components

All provinces have to adhere to the common formats attached hereto (annex 2), consisting Components and Sub Components under each sector to prepare the Annual Development Plans in the year 2018. While these Components and Sub Components are common for all nine provinces, each province can decide on “Broad Activity Areas” coming under each Sub Component according to the provincial needs giving due attention on comparative advantages. List of Activities have to be identified under the Broad Activity Areas by the province. Even though it is not compulsory to invest each and every Component coming under a sector or Sub Components coming under a Component it is important to maintain the common code numbers for easy reference and comparisons among provinces.

Preparation of the Annual Development Plan for the PSDG should be operationalized through the following formats attached (annex 3 and 4)

Form 3: Setting out development plan of each Sector with respect to Components which links to SDG targets, Sub Components and Broad Activity Areas with the budget.

Form 3a: Setting out activity list of each Broad Activity Area with district budget.

The core of the above Planning Framework and formats is a clear and consistent results framework that guides development interventions and investments in delivering results, outcomes and outputs. In this regard the Guideline defines a unified sectoral action planning framework.

Provincial Planning Framework
Sector/Agency
Component
Sub-components
Board Activity Areas
Activities

The Provincial Planning Framework (PPF) sets out a planning framework that provides for a uniform set of SDG Targets (Component) and outcomes (Sub Component) for inter-provincial comparability and outputs (Broad Activity Areas) and an activity level that is available for identification and formulation by the provinces.

The action planning framework should be consistent with standard project results frameworks as well as the expenditure framework of the Program Performance Budgets. It is noted that the Action Planning Framework provides the basis for defining Agency Results Frameworks contributing towards provincial development outcomes.

Operationalizing Alignment

Budgetary System of Expenditure Classification	Provincial Planning Framework	Sectoral Results Chain
Head	Sector/Agency	Goal
Programme	Component	SDG Target
Project	Sub-component	Outcome
Sub-project	Board Activity Area	Output
Object Categories	Activities	Inputs

You are kindly requested to submit the duly completed Forms 3 and 3a for the year 2018 **before 31st January 2018**, paying due attention to the above instructions, to the Secretary, Finance Commission for concurrence in principle.

Please make necessary arrangements to share copies of these guidelines with the Secretaries of Provincial Ministries, Heads of Departments/ Institutions and other relevant parties.



Please ensure a collective effort with all stakeholders in the preparation of development plan 2018.

Your cooperation in this regard is highly appreciated.

A.T.M./U.D.B. Tennakoon¹
Secretary
Finance Commission

Copies:

1. Secretary to the President, Presidential Secretariat - For Information
2. Secretary to the Prime Minister, Prime Minister's Office- For Information
3. Secretary, Ministry of National Policies and Economic Affairs - For Information
4. Secretary, Ministry of Finance - For Information
5. Secretary, Ministry of Provincial Councils and Local Government - For Information
6. Auditor General, Department of Auditor General - For Information
7. Deputy Secretary to the Treasury, General Treasury - For Information
8. Director General, Department of National Budget - For Information
9. Director General, Department of National Planning- For Information
10. Deputy Chief Secretary (Planning), All Provinces - For Necessary Action
11. Deputy Chief Secretary (Finance), All Provinces - For Necessary Action
12. Assistant Auditor General, All Provinces - For Necessary Action

