


**International Monetary Fund - IMF**  
**Regional Technical Assistance Center**  
 Building Macroeconomic Capacity in East Africa

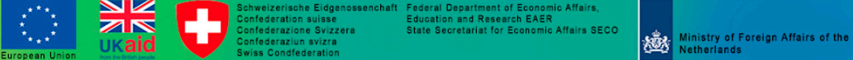
IMF East AFRITAC



## Session 3.1 – Budget Monitoring Reporting & Accounting

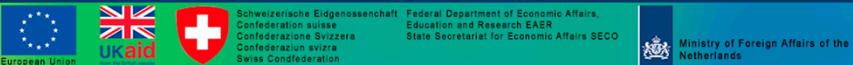
November 28<sup>th</sup>, 2017  
 Paul Seeds  
 Entebbe, Uganda

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## Session outline

- Different Categories of reports, documents and messages
- Data Collation, analysis and presentation





## Different categories of reports




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## Accounting, monitoring and other reports

- Accounting – general purpose reports
- Budget Execution Reports (BER)
- Use of actual outturn figures in budget estimate books
- GFS Fiscal Reports
- Arrears reporting
- Other supporting documents informing budget preparation and monitoring of budget execution



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## Accounting - General purpose accounts

- Typically the annual financial statements (AFS), which are audited
- Based in international standards – International Public Sector Accounting Standards (IPSAS)
- Generally cash basis of accounting (aligned to budget) but countries planning move to accrual (Tanzania: already in process; Rwanda: preparing implementation blueprint and roadmap/plan)
- Focus is largely on financial not so much on performance of service delivery targets, outputs and outcomes



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## The core accounting statements

- Cash Basis:
  - Income and expenditure statements (primarily inflows & outflows) – ideally IPSAS2 format: Operating; Investing and Financing activities
  - Balance Sheet of (below the line) financial assets and liabilities
- Accrual Basis:
  - Performance statement (revenues and expenditures calculated on accrual principles)
  - Position Statement (full assets and liabilities: financial and non-financial)
  - Cash flow statement – IPSAS2 format, with reconciliation of movements in net working capital against deficit and net cash position
  - Movement in net worth (equity) and notes and disclosures



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## Presentation of accounting information (1)

- Consolidation of all government entities with “drill-down” to detail (Budget Estimates often lacking an overall summary statement covering all government entities – primary focus = BCG)
- Multi-dimensional presentation of performance reports, by:
  - Economic classification (aligned to GFSM2014)
  - Program (with drill down to sub-programs)
  - Agency (MDA)
  - Functional classification (government bespoke functional sectors and COFOG functional sectors)
- Zeroization of all intra-government transfers (EBUs, LGAs, etc.) + **ALL** revenues including own source revenues (and AIA) and spending therefrom
- In year reporting as well as AFS: Bi-annual Financial Statements or even quarterly (unaudited)



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## Presentation of accounting information (2)

- Comparative figures: prior year actual and budget comparisons
- IPSAS2 Cashflow Statement as the link between accrual accounting under cash based budgeting
- Consistency across different reports is important
- Reconciliation and consistency with BERs and GFS statements
- Ideally a single central repository maintaining all the accounting information, e.g. IFMIS but challenge is that coverage in IFMIS is not comprehensive- have to use multiple sources
- Reconciling accrual based deficit figures with cash based deficit (cash flow statements with adjustments for non-cash economic flows)
- Clear presentation of fiscal aggregates demonstrating the fiscal principles have been met



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## Presentation of accounting information (3)

- See examples of NZ financial statements
- Summary up front clearly showing the overall operating balances and use of graphic presentation... then drilling down into the detail
- Different dimensions of spending – economic and functional sector
- Note also the cash flow statements and the reconciliation for movement in non-cash economic flows – the link between cash budgeting and accrual accounting
- Also interesting to see an additional dimension – presentation of the budget “My Tax Dollar” for public to see where their tax



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## Use of outturn information in estimates

- Present the last completed year's figures actual outturns in budget estimates and MTEF
- Projected figures to end of the year (for current budget year during next budget cycle)
- Information on contracts and projects to ensure all in-year and multi-year commitments are provided for in the MTEF and annual budget
- Historic cost information to assist costing of programs, sub-programs and activities in the budget
- Cross check to past expenditures to ensure adequate provision made in budgets
- Monitoring actual outturns against fiscal discipline targets: deficit; total public debt; floor on investment spending; wage bill, etc.



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## Budget Execution Reports (BER) (1)

- Grouping here the formal published budget execution reports along with less formal documents used for internal decision making purposes
- Usually quarterly for broad publication and monthly for internal management purposes
- Is there a need for greater convergence of the two? Or are their respective needs distinct and separate?
- Published reports tend to be much broader and contain a detailed narrative on the state of the economy, fiscal performance, financing and debt, plus a broad outturn statement (but in less detail than required for effective monitoring)
- Second and fourth quarters represent budget execution for mid-year and end of year reviews (plus internal documents)



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## Budget Execution Reports (BER) (2)

- Required information for effective monitoring:
  - Showing detailed line items outturns against: original budget; revised budget; budget releases
  - Can show actual outturn (expenditures) and commitments against budget (total committed position) reflecting budget implementation
  - Ability to present summarized data by CoA dimension (economic item sub-chapter; program; MDA; etc.)
  - PBB Reporting (financial and non-financial) is fundamental to monitoring the implementation of the PBB
- Primary objective is to demonstrate execution of the budget and highlight problem areas requiring attention



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## Budget Execution Reports (BER) (3)

- Often data from disparate sources used (not full use of IFMIS):
  - Budget release used as a proxy for implementation
  - IFMIS is not comprehensive or transactions recorded late in system
  - Commitments only partially entered into IFMIS if at all
  - Commitments reflect the true picture of MDAs (and governments) obligations entered into, which will lead to future payments
  - PBB reporting outturns v budget is often therefore a challenge
- MDAs may monitor non-financial performance (e.g. output data) but done in an ad-hoc manner? Any standard statement which can be used to consolidate all achievements?
- Should outputs and achievement of KPIs be included in the published BER in a summary statement (highest level)?
- Consolidated financial outturn statements published?



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## Monitoring medium term budget execution

- Whilst some form of analysis may be undertaken of medium term budget implementation – tends to be less formal and not published (primary focus on in-year budget)
- Consistency of the MTEF with subsequent years' budgets?
  - Comparison of Budget year figures with prior years' Outer Years 1 & 2
  - Comparison of this year's OY 1 with last year's OY2
  - Review trend over time to indicate the reliability, consistency and credibility of the medium term projections
  - Highlight ad-hoc budgetary decisions not framed by the medium term objectives
- Should this be a formalized document?
- To whom would this data be presented? MoF? Legislature? Accounting Officers? Should it be published for all (open and full transparency)?



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## Example from BER Statement

### FISCAL RESULTS, 2010/11 – 2016/2017 (Ksh Millions)

	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16*	2016/17 **
<b>A. TOTAL REVENUE</b>	659,603	748,128	866,505	974,418	1,106,378	1,219,054	1,400,678
1. Revenue	621,852	681,766	775,696	918,990	1,031,248	1,152,875	1,305,794
Income Tax	272,439	312,463	373,086	449,590	508,681	560,665	625,050
VAT	171,881	176,386	184,916	232,630	259,685	289,213	339,034
Import Duty	46,072	51,712	57,650	67,555	74,048	79,188	89,943
Excise Duty	80,567	78,884	85,660	102,029	115,872	139,540	165,474
Other Revenue	50,893	62,520	74,386	67,185	73,062	84,269	86,293
2. Appropriation-in-Aid	37,752	66,362	90,807	55,428	75,130	66,179	94,784
<b>B. EXPENDITURE &amp; NET LENDING</b>	819,787	945,313	1,132,126	1,300,589	1,639,199	1,768,453	2,108,951
1. Recurrent	584,126	650,414	816,365	752,502	860,569	1,014,050	1,178,472
Wages and Salaries	197,959	218,833	274,407	281,197	297,978	307,421	336,636
Interest Payments	78,876	81,913	121,235	134,821	171,876	215,329	271,233
Domestic Interest	71,887	71,873	110,184	119,193	139,615	172,657	212,665
Foreign Interest Due	6,989	10,039	11,051	15,628	32,261	42,471	58,368
Pensions, etc	26,670	26,082	27,611	30,155	37,508	53,401	62,933
Civil Service Reform	5	6	10	-	-	-	-
Operations & maintenance/ Others	280,616	323,580	393,102	306,330	353,206	437,699	507,671
Of which Appropriation-in-Aid	45,691	61,578	68,551	28,205	50,566	45,108	62,842
2. Development & Net Lending	234,566	294,899	305,978	319,274	509,713	453,925	609,710
Development Projects	183,658	190,116	186,231	225,850	278,676	300,686	362,004
Appropriation-in-Aid	48,379	102,144	117,346	91,239	228,511	145,071	239,263
Payment of guaranteed loans	2,529	2,639	2,400	2,185	2,125	2,167	2,443
3. Drought Development	1,075	-	-	-	4,951	5,000	708
4. Transfer to County Governments	-	-	9,783	193,390	229,336	264,039	284,708
5. Parliamentary Service	-	-	-	22,473	22,743	19,777	24,215
6. Judicial Service	-	-	-	12,951	11,887	11,662	11,846
7. Equalization Fund	-	-	-	-	400	6,000	6,000
<b>D. DEFICIT EXCL. GRANTS (Commitment Basis)</b>	(160,164)	(197,185)	(265,621)	(326,172)	(532,821)	(549,398)	(708,373)
<b>E. GRANTS</b>	19,253	15,645	20,990	26,957	28,117	29,598	26,312
<b>F. DEFICIT INCL. GRANTS (Commitment basis)</b>	(140,910)	(181,540)	(244,631)	(299,214)	(504,703)	(519,801)	(682,061)
<b>G. ADJUSTMENT TO CASH BASIS</b>	20,765	3,752	(12,553)	(8,505)	33,129	45,231	(15,194)
<b>H. DEFICIT INCL. GRANTS (cash basis)</b>	(120,145)	(177,788)	(257,184)	(307,720)	(471,574)	(474,570)	(697,255)
<b>I. FINANCING</b>	120,145	177,788	257,184	307,720	471,574	474,570	697,255
Foreign Financing	28,602	112,575	85,306	104,726	217,479	269,924	385,745
Other Domestic Financing	1,160	1,813	2,102	1,267	2,992	2,389	1,751
<b>NET DOMESTIC FINANCING</b>	90,383	63,400	169,776	201,727	251,102	202,257	309,760
Of which Sovereign Bond Deposits	-	-	-	-	140,509	-	-



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## Example from BER Statement

	In Percentage of GDP						
<b>A. TOTAL REVENUE</b>	19.13	18.73	19.24	19.20	18.98	18.73	18.16
1. Revenue	18.04	17.07	17.23	18.11	17.69	17.71	16.93
Income Tax	7.90	7.82	8.28	8.86	8.73	8.61	8.11
VAT	4.99	4.42	4.11	4.56	4.46	4.44	4.40
Import Duty	1.34	1.29	1.28	1.33	1.27	1.22	1.17
Excise Duty	2.34	1.97	1.90	2.01	1.99	2.14	2.15
Other Revenue	1.48	1.56	1.65	1.32	1.25	1.29	1.12
2. Appropriation-in-Aid	1.10	1.66	2.02	1.09	1.29	1.02	1.23
<b>B. EXPENDITURE &amp; NET LENDING</b>	23.78	23.67	25.14	25.63	28.13	27.17	27.35
1. Recurrent	16.94	16.28	18.13	14.83	14.77	15.58	15.28
Wages and Salaries	5.74	5.48	6.09	5.54	5.11	4.72	4.37
Interest Payments	2.29	2.05	2.69	2.66	2.95	3.31	3.52
Domestic Interest	2.09	1.80	2.45	2.35	2.40	2.66	2.76
Foreign Interest Due	0.20	0.25	0.25	0.31	0.55	0.65	0.76
Pensions	0.77	0.65	0.61	0.59	0.64	0.82	0.82
Civil Service Reform	0.00	0.00	0.00	-	-	-	-
O & M/ Others	8.14	8.10	8.73	6.04	6.06	6.73	6.58
Of which Appropriation-in-Aid	1.33	1.54	1.52	0.56	0.87	0.69	0.81
2. Development & Net Lending	6.80	7.38	6.79	6.29	8.75	6.97	7.91
Development Projects	5.33	4.76	4.14	4.45	4.78	4.62	4.69
Appropriation-in-Aid	1.40	2.56	2.61	1.80	3.92	2.23	3.10
Payment of guaranteed loans	0.07	0.07	0.05	0.04	0.04	0.03	0.03
3. Drought Expenditures	0.03	-	-	-	0.08	0.08	-
4. Transitional Transfer to County	-	-	0.22	3.81	3.93	4.06	3.69
5. Parliamentary Service	-	-	-	0.44	0.39	0.30	0.31
6. Judicial Service	-	-	-	0.26	0.20	0.18	0.15
7. Equalization Fund	-	-	-	-	0.01	0.09	0.06
<b>D. DEFICIT EXCL. GRANTS (Commitment Basis)</b>	(4.65)	(4.94)	(5.90)	(6.43)	(9.14)	(8.44)	(9.19)
<b>E. GRANTS</b>	0.56	0.39	0.47	0.53	0.48	0.45	0.34
<b>F. DEFICIT INCL. GRANTS (Commitment basis)</b>	(4.09)	(4.54)	(5.43)	(5.90)	(8.66)	(7.99)	(8.85)
<b>G. ADJUSTMENT TO CASH BASIS</b>	0.60	0.09	(0.28)	(0.17)	0.57	0.69	(0.20)
<b>H. DEFICIT INCL. GRANTS (cash basis)</b>	(3.48)	(4.45)	(5.71)	(6.06)	(8.09)	(7.29)	(9.04)
<b>I. FINANCING</b>	3.48	4.45	5.71	6.06	8.09	7.29	9.04
Foreign Financing	0.83	2.82	1.89	2.06	3.73	4.15	5.00
Other Domestic Financing	0.03	0.05	0.05	0.02	0.05	0.04	0.02
<b>NET DOMESTIC FINANCING</b>	2.62	1.59	3.77	3.98	4.31	3.11	4.02
Of which Sovereign Bond Deposits	-	-	-	-	2.41	-	-
Others	-	-	-	-	1.90	-	-
Memorandum Item:							
Nominal GDP at Market price (Kshs. million)	3,447,610	3,994,393	4,503,257	5,073,777	5,828,115	6,508,084	7,710,947



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## Reporting of Payment Arrears

- Under cash based accounting do not have full aged analysis profile of liabilities from the system
- Under accrual accounting should have Accounts Payable (AP) with all due dates and therefore disclosed more transparently
- Arrears an indication of problems throughout the whole PFM cycle
- Arrears should be disclosed in budget along with a *credible* clearance strategy - Often “arrears should be first call in budget funds”
- This is not realistic if budget funds are wholly inadequate for clearance of arrears as well as implementing the planned budget activities
- Arrears impacts on ability to implement the budget as planned and distort the real deficit position
- Need to closely monitor arrears to determine if there is a growing problem – quarterly reporting not just at year end



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## GFS Fiscal Reporting

- Four core summary statements
  - Operations (performance statement)
  - Other economic flows (revaluations and other changes in volume)
  - Balance Sheet (position statement)
  - Statement of sources and uses of funds
  - Plus changes in net worth and statement of contingent liabilities
- 9 core detailed statements: (detailing stock positions, transactions and other economic flows)
- Convergence between IPSAS and GFSM - But:
  - Challenges when IFMIS not comprehensive and data collated separate sources
  - GFSM based on accrual concepts so requires additional information to that contained in cash based AFS/Reports; and includes Monetary (cash) and non-monetary transactions (economic flows)
  - Leading to consistency and reconciliation issues



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## Other supporting documents/information

- Monitoring progress on procurement plans and work plans – should plans be updated during the year? Mid-year review or quarterly?
- Budget release information and utilization of budget releases (separate from cash ceilings)
- Review (%) of budget released and utilization (%) of budget releases
- Information on contracts and large projects:
  - Updated implementation (and payment) schedules recorded and committed;
  - Contract variations updated and committed accordingly;
  - Adjustments incorporated into updated budget releases and cash flow forecasts



## Data collation analysis and presentation



## Multi-dimensional CoA (1)

- Sound CoA structure critical to multi-dimensional analysis
- Ability to “slice and dice” the transaction data and present in multitude of formats, groupings, summaries, etc.
- Shared CoA for consistency throughout whole cycle: planning, budgeting and reporting & accounting
- Typical segments:
  - Administrative segment (organizational dimension)
  - Funding Segment (Source of funds)
  - Economic Item (category and nature of expenditure )
  - Program, sub-program, activity segment (purpose of spending)
  - Geographical segment (beneficiary region of spending)
  - Plus mapped codes: COFOG; Priorities, etc.



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## Multi-dimensional CoA (2)

- CoA one of the core configurations in the IFMIS and other systems
- Based on and supports standards:
  - Government Financial Statistics Manual 2014 (GFSM2014)
  - International Public Sector Accounting Standard (IPSAS)
  - Classification by Function Of Government (COFOG)



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## Supporting systems (1)

- Different countries operate different module configurations
- IFMIS covers budget formulation and budget execution:
  - Examples budget modules – Oracle Financials Planning and Budgeting System (PBS)
- IFMIS covers the Treasury operations but separate software for budgeting
  - Examples of separate budget software: Hyperion and Oracle EBS; Isidore and Epicor;
- Rwanda bespoke systems – integrated budgeting and accounting



## Supporting systems (2)

- Usually separate planning software, separate projects databases, e.g. ePROMIS in Kenya
- Contracts database:
  - Do we have a comprehensive database of all contracts?
  - Updated regularly to reflect contract variations and rate of implementation?
  - Interfaced with IFMIS to update in-year and multi-year commitments?
- Do we maximize the use of information in IFMIS? Avoiding ad-hoc information sources?
- Is IFMIS comprehensive i.e. the sole central repository for all financial information? “One version of the truth”?



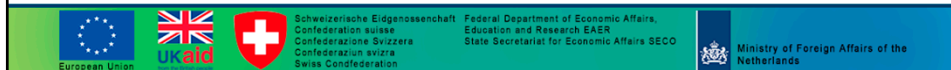
## Supporting systems (3)

- Can IFMIS incorporate non-financial information or is it necessary to combine this information from other systems?
- Business intelligence tools can assist by combining information from different databases
- Provides all the necessary reports
- PBB reporting and all other monitoring reports?



## Non-financial performance

- Performance against (SMART) KPIs, outputs and outcomes
- At what level is performance measured? Do we need to go down to activity level? Greater focus on program and sub-program (outcome information)
- Performance data recorded in IFMIS or other (planning) software?
- Business Intelligence (BI) tools can pull together the financial and non-financial data from different sources
- How frequently do we measure and record? Is quarterly adequate?
- Who is responsible for recording and reporting non-financial information?



## Key messages

- Achievements against MTEF, Budget, Sector plans, NDPs strategic objectives and goals
- Achievement against KPIs – poverty reduction, employment creation, rural development, economic development, exports, etc.
- What has been actually collected and spent compared against budget (efficiency and compliance)
- Trends reflecting areas of improvements over the years – better targeted expenditures, improved collections of revenues, stabilization of borrowing, reduction in volume and size of budget revisions, etc.



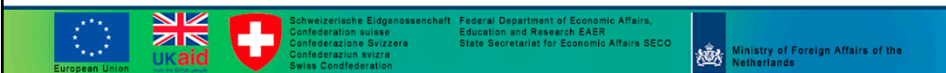
## Key messages for internal managers

- Progress on implementation and identification of bottlenecks and delays
- Executive Information Systems with graphical dashboard presentations high level overview – many messages delivered in brief with ability to drill down
- For example figures on cash funds, budget availability and savings, items likely to require additional budget funds, etc.
- Which programs are performing well and delivering against outputs and outcomes, which are underperforming and may need to be contracted, discontinued or replaced
- Not just income and expenditure – need to monitor assets and liabilities, including contingent liabilities:
- Condition of assets and decisions on replacement
- Growing stock of liabilities, including payment arrears, an indication of issues and problems in the PFM cycle
- Being accountable for the net worth of entities, maximizing returns on investment – are all investments providing a positive economic return?



## Audiences

- Legislature and cabinet
- Ministry of Finance Treasury (for management purposes)
- Senior management of Ministries Departments and Agencies (MDAs) – Accounting Officers, etc.
- Program managers, budget holders, spending
- Lenders and IFIs (e.g. IMF and WB)
- Other development partners (DPs) – who may require their own reporting format
- Citizens – the public: we have a citizens budget (easy to digest) but do we have a similar publication to summarize the Annual Financial Statements?
- Civil Society Organizations (CSOs), etc.



## Publishing and presentation of materials

- Heavy reliance on paper but also publishing on web
- Web publication is important – provides wide availability of documents, e.g. to the public – it is a key element in fiscal transparency
- Web data can be more easily analyzed from its electronic format; it can provide summaries for high level oversight with the backing data to be able to delve more deeply into the figures
- Data should be in a reusable format, e.g. Excel. text, etc. Preferably not a scanned “picture” in pdf format. A pdf created from an MS Office file can be converted back again, a scanned picture cannot
- Dashboard – summary information with drill-down capabilities – NZ website shows some of these features on drilling down



## Publishing and presentation of materials

- Traits of good presentation hold good for both hard and soft copies: orderly; intuitive; easy to use and find way around the documents
- Infographics – Instant image (message) created pulling user in to enquire further
- avoid data overload – imparting the key high level messages but giving access to detail
- Web pages optimized for use on mobile phones and tablets as well as computers – broadening the coverage to the public
- Are web based reports up to date? Maybe started well and then tailed off? Who is responsible for publishing on the web?
- Concerns over publishing unaudited figures – can always state that the figures are unaudited to make this clear to users of the information



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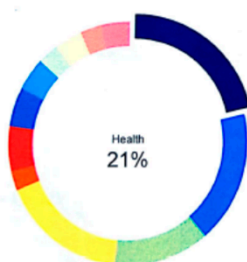
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## My Tax Dollars (Example from NZ)

The amount I pay in income tax per year is approximately \$8,020



Health	\$1,705
Education	\$1,396
Social Security and Welfare*	\$1,037
New Zealand Superannuation*	\$1,366
Housing Related Benefits*	\$209
Core government services	\$478
Finance Costs	\$349
Law and order	\$408
Transport and communications	\$229
Economic and industrial services	\$299
Defence	\$229
Other	\$309

9% of tax payers are like me with annual taxable income between \$40,001 - \$50,000  
and paying a total of 7% of the income tax received by the Crown.

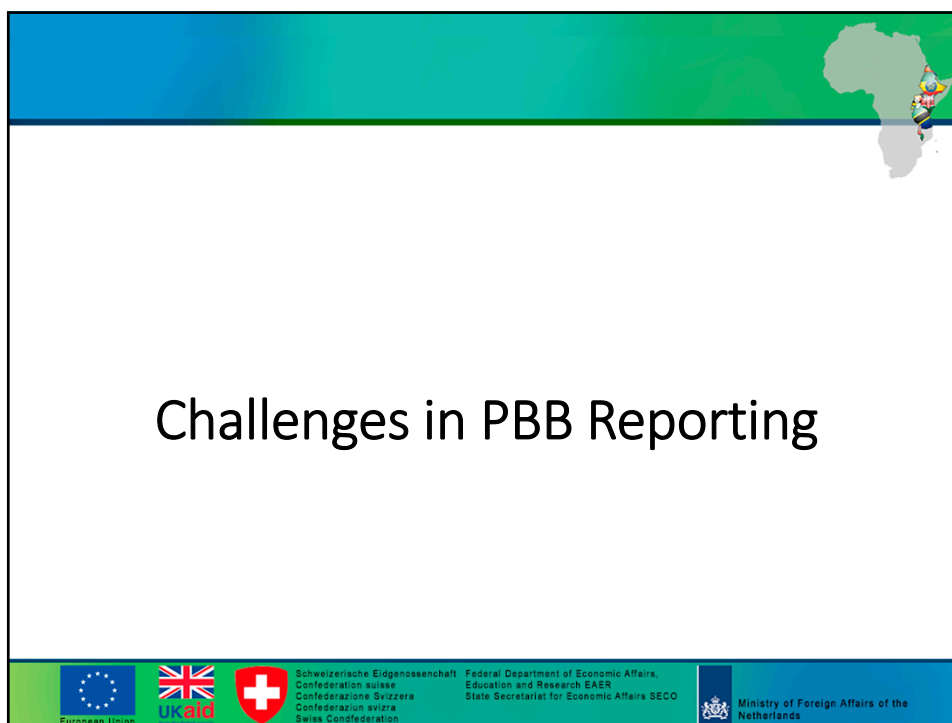


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## Challenges in PBB Reporting

- ESAAG meeting 2016 – expressed challenges and difficulties in PBB reporting
- Are the KPIs smart and measurable? Can we measure actual outputs and outcomes
- Who/how are they recorded?
- Can we reliably allocate all costs to program:
  - Payroll costs (staff allotted against programs or departments? Allotted correctly?)
  - Have we broken out of mold – analyzing costs by program rather than department
  - Central procurement – how to allocate to sub-programs
  - Shared costs – how to allocate to sub-programs

## Challenges in PBB Reporting - Systems

- CoA fully supporting all needs of PBB – financial and non-financial classifications?
- Ability to define bespoke KPIs – units of measure in IFMIS or associated system?
- Issues of how this data is recorded, stored and presented in the reports (budget execution as well as preparation)?
- Have the right tools and skill to design the PBB reports



**Any Questions, comments or feedback?**





# Thank you

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