

# BUDGET PRACTICES AND PROCEDURES IN AFRICA 2015



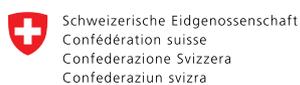
**THE EXECUTIVE BUDGET PROCESS:  
LONGER, BUT BETTER?**

**CABRI** 

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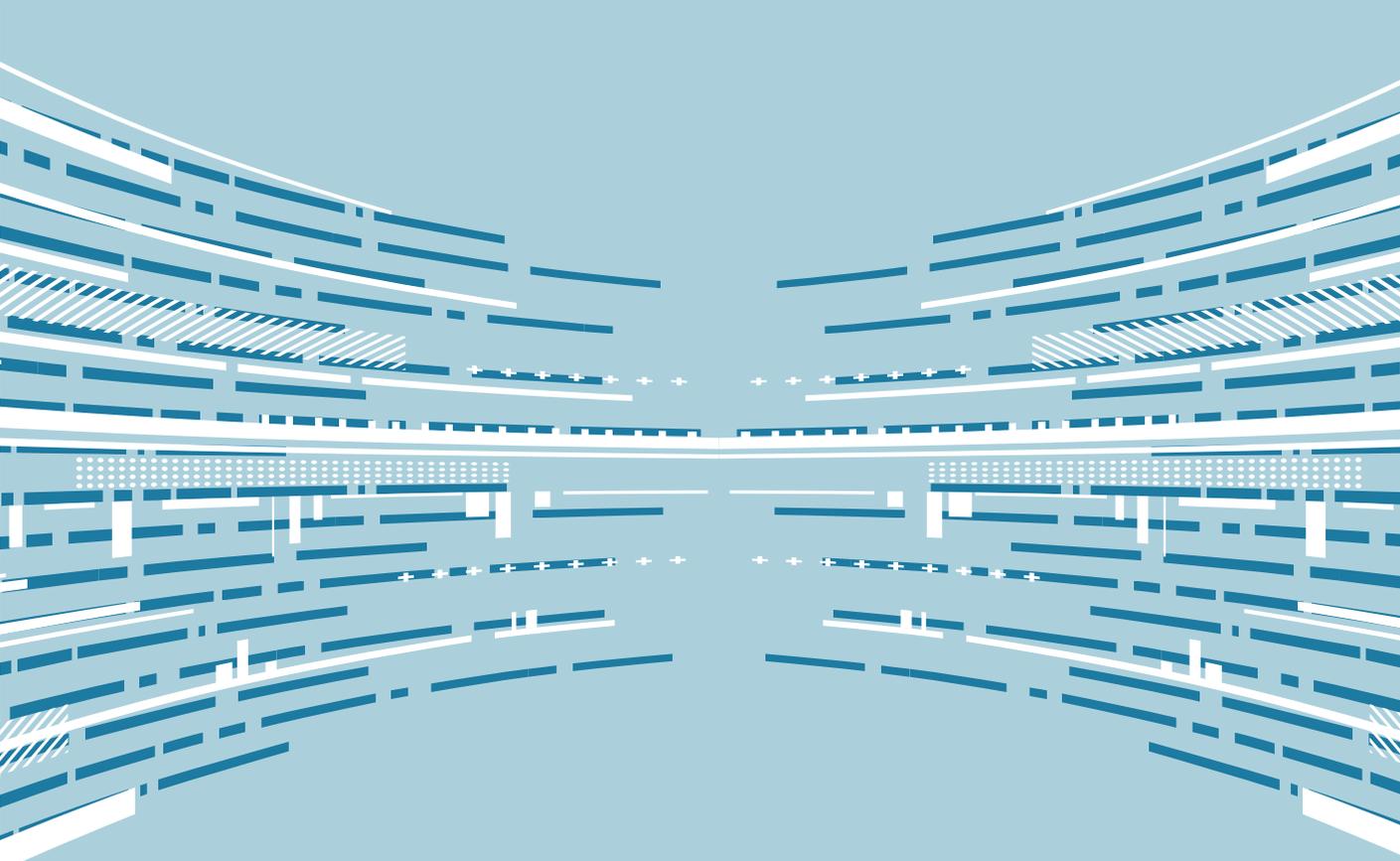
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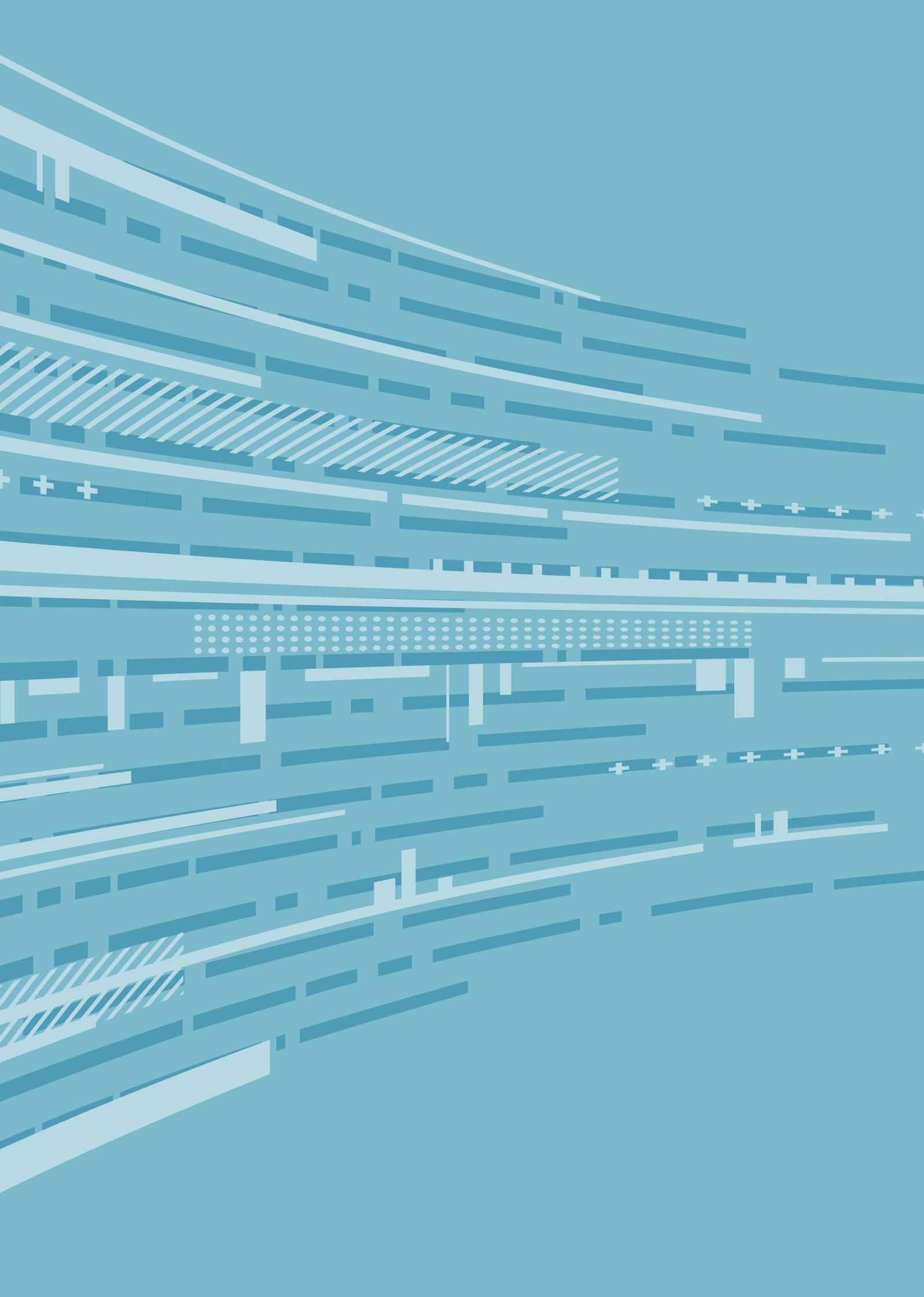




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# ABOUT THIS SURVEY

**T**he Collaborative Africa Budget Reform Initiative (CABRI) is an intergovernmental organisation that provides a platform for peer learning for African finance and planning ministries. The availability of comparative information on how budget systems work across the African continent enriches this knowledge exchange.

The Budget Practices and Procedures (BPP) survey provides CABRI with an overall picture of the state of budgeting in Africa. It contributes to CABRI's PFM Knowledge Hub, through which the organisation is building an evidence base on public finance management in Africa.

The first BPP survey took place in 2008, when CABRI partnered with the Organisation for Economic Cooperation and Development to survey 26 African countries. CABRI undertook a second survey in 2015, adapting the 2008 survey to relate it more closely to the African context.

The survey, conducted from January to September 2015, involved 23 participants:

Benin, Botswana, Burkina Faso, Burundi, Central African Republic, Comoros, Côte d'Ivoire, Ghana, Guinea, Kenya, Lesotho, Madagascar, Mali, Mauritius, Namibia, Niger, Seychelles, Sierra Leone, South Africa, Tanzania (Zanzibar), The Gambia, Tunisia and Uganda. This group forms 60 percent of the countries that actively participate in CABRI activities.

The survey was completed by senior officials within each country's ministry of finance. On completion, a team of independent reviewers verified the country responses.<sup>1</sup> Comments made by the reviewers were shared with the responding countries before a validation workshop, which was held in July 2015. Countries that did not attend the workshop were able to discuss the reviewers' comments via email. This series of papers reflects data reported and agreed to by the responding countries, unless otherwise noted.

While the sample of 23 countries allows us to compare country practices and identify correlations between indicators

## THE SURVEY ANALYSIS IS REPORTED IN SEVEN BRIEFS:

1. The executive budget process: Longer, but better?
2. Understanding fiscal management practices in Africa
3. Insights into expenditure practices in Africa
4. The legislatures' dilemma: Powers without information, information without powers
5. Probing finance ministry powers and size
6. Managing aid in an environment of data scarcity
7. Cross-country analysis on PFM system status and reforms

of fiscal performance, there is limited scope for using statistical regressions. The correlations highlighted in the reports do not necessarily establish causal relationships between budget practices and fiscal outcomes. More detailed research could shed more light on the relationship between budget practices and procedures, and budget policies and outcomes.

<sup>1</sup> Mokoro Limited assisted with the administration of the survey, cleaning the data and providing preliminary analysis of the results.

# THE EXECUTIVE BUDGET PROCESS: LONGER, BUT BETTER?

**T**he executive budget preparation process is a key determinant of fiscal outcomes. During this process, the ministry of finance works with ministries, departments and agencies (MDAs) to develop a comprehensive plan for public spending. The budget process aims to ensure that resources are allocated to meet a government's policy priorities within sustainable fiscal limits. The process starts with the development of a fiscal framework and ends when the budget is tabled.

The executive budget process involves a complex web of interactions among political and technical role-players, who decide on the size and distribution of resources available for spending. The quality of these decisions depends not only on the technical analysis, but also on the sequencing of the process and the rules (both formal and informal) governing it. The CABRI BPP

survey therefore included several questions on the formalisation, timing and predictability of the budget preparation process.

This paper, the first in a series of seven presenting results from the survey, analyses countries' responses to these questions. It compares the length and sequencing of the budget preparation process as reported in 2015 and 2008. It also looks at the degree to which countries have formalised their budget processes and the predictability of the timing of key milestones. Complementing this report are the second and third briefs of the series, which focus on macro-fiscal institutions and expenditure allocation processes.

CABRI's analysis of the executive budget process revealed the following key points:

- Most countries have a budget process of between six and nine months. South Africa has

the longest executive budget process, at over 11 months. In contrast, Comoros allows just four months.

- On average, the duration of the budget process has increased by about a month.<sup>2</sup> This additional time was used for legislative approvals to be completed before the start of the fiscal year. In the 2008 survey, legislatures in countries such as Kenya, Sierra Leone and Uganda only approved the budget after the start of the fiscal year.
- Generally, executive budget processes allow more time for finance ministries to process the proposals submitted by spending ministries than for the latter to put together their proposals. However, the survey did not measure the process of revising the budget proposal in consultation with the line ministries and the finance ministries. In most



cases, this would happen after the submission of the budget proposal.

- In an effort to discipline line ministry budget requests, most countries initiate macro-fiscal processes and issue budget ceilings earlier on in the process.
- The results show that formalising steps in the budget process does not ensure

that they will take place in a predictable manner. The most predictable steps in the budget process are those that involve the public, while steps that are entirely internal to the executive appear to be more variable. The exception is the publication of citizens' budgets, the dates of which tend to vary, despite being a public activity.

- There is a weak link between the number of formalised,

legal steps a country has in the budget process and the quality of that country's budgeting and financial management.<sup>3</sup> While the formal steps in the budget process are very similar, there is significant variation in the timing and duration of each step. On the whole, budget processes have increased in length, but this does not necessarily mean that budgetary outcomes have improved.

<sup>2</sup> For countries that responded to both the 2008 and 2015 surveys.

<sup>3</sup> Analysis of survey data used the World Bank's Country Policy and Institutional Assessment (CPIA) scores to check whether one set of practices may be more effective than another. The CPIA scores are based on assessments by World Bank staff of countries' policies and institutions against a standardised framework. Although it can be argued that the assessments are neither objective nor transparent, the CPIA is the only dataset of this nature available across many of the countries that completed the survey for the relevant year. While the number of countries in both datasets is too small to guarantee a reliable assessment of correlation, it does provide some indication of the results of differences between practices.

# TIMING AND SEQUENCE OF THE BUDGET PREPARATION PROCESS

The survey probed the sequence and timing of key steps in countries' executive budget preparation processes by asking on which date these steps were taken in 2014.

Figure 1 uses this data<sup>4</sup> to plot the executive budget processes in 2014 for 22 of the 23 responding countries.<sup>5</sup> It starts from the earliest point in the cycle and plots the steps up to the submission of the executive budget proposal to the legislature. The graph uses the start of the fiscal year as a zero point on the horizontal axis and shows all values in relation to it, notwithstanding when in

the calendar year the fiscal year falls. For example, the data point for Kenya for issuing the budget circular is -10. This means the budget circular was issued 10 months before the fiscal year started.

The graph shows the sequence and timing of the 2014 actual budget process for each responding country. The cross-country patterns are analysed in the following sections.



- Start of the executive's budget process = macro-fiscal projections
- Ceilings are first issued
- ◆ Budget circular is issued
- ▲ Line ministries submit first budget proposals
- △ Line ministries submit medium-term strategies
- Executive budget is submitted to the legislature

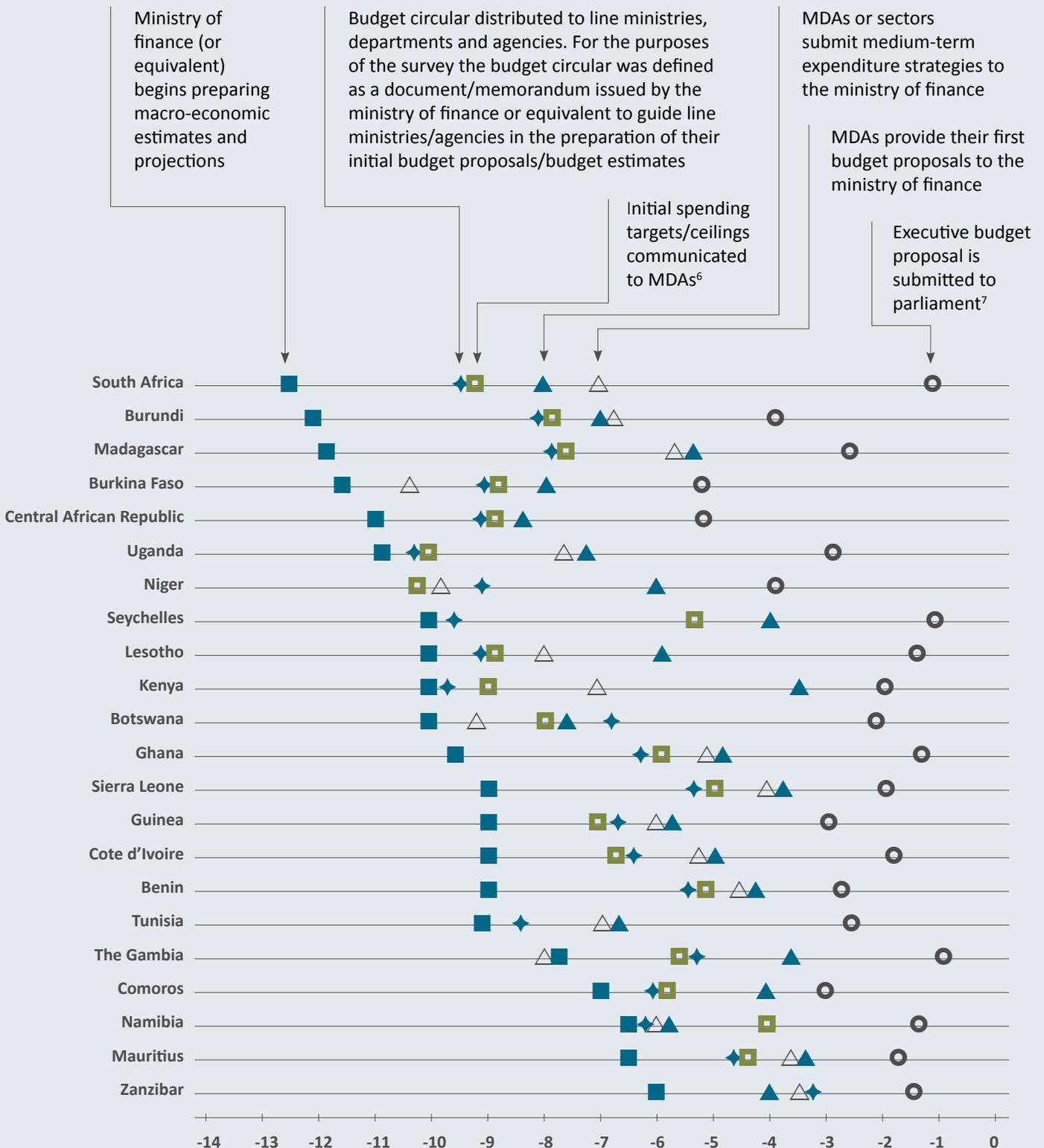
<sup>4</sup> Annex Table 1 provides the data by country.

<sup>5</sup> Mali did not complete this section of the survey.

<sup>6</sup> Note that the response from Zanzibar on budget ceilings was incomplete and therefore was not included in the analysis.

<sup>7</sup> Note that Seychelles and Zanzibar did not provide a date for this budget process milestone. The data provided in the graph reflects dates for 2014 as researched by the analysis team.

FIGURE 1 Executive budget process in 22 African countries



## HOW LONG DOES AN EXECUTIVE BUDGET PROCESS TAKE?

South Africa had the longest process, at over 11 months. It not only started the executive process earlier than any other responding country (13 months before the start of the fiscal year), but also submitted its executive budget proposal as late as any other country (between one and two months before the start of the fiscal year). At the other end of the spectrum, Comoros reported an executive budget process of about four months. As the table below illustrates, most countries take between six and nine months to prepare their budgets.

Preparing a national budget can broadly be divided into two processes: developing the macro-fiscal framework and allocating expenditure to different functions. Allocating expenditure involves MDAs identifying and budgeting for their needs, and central agencies – usually the finance ministry – allocating available resources among (and sometimes within) MDAs according to their needs.

Although these processes involve iterations and overlaps, the survey data allows for comparison between the time allocated to MDAs to prepare their budgets (from the budget circular to budget submission) and for the finance ministry to consider these proposals and decide on budget allocations (from MDA budget submissions to the submission of the executive budget proposal to the legislature).<sup>8</sup>



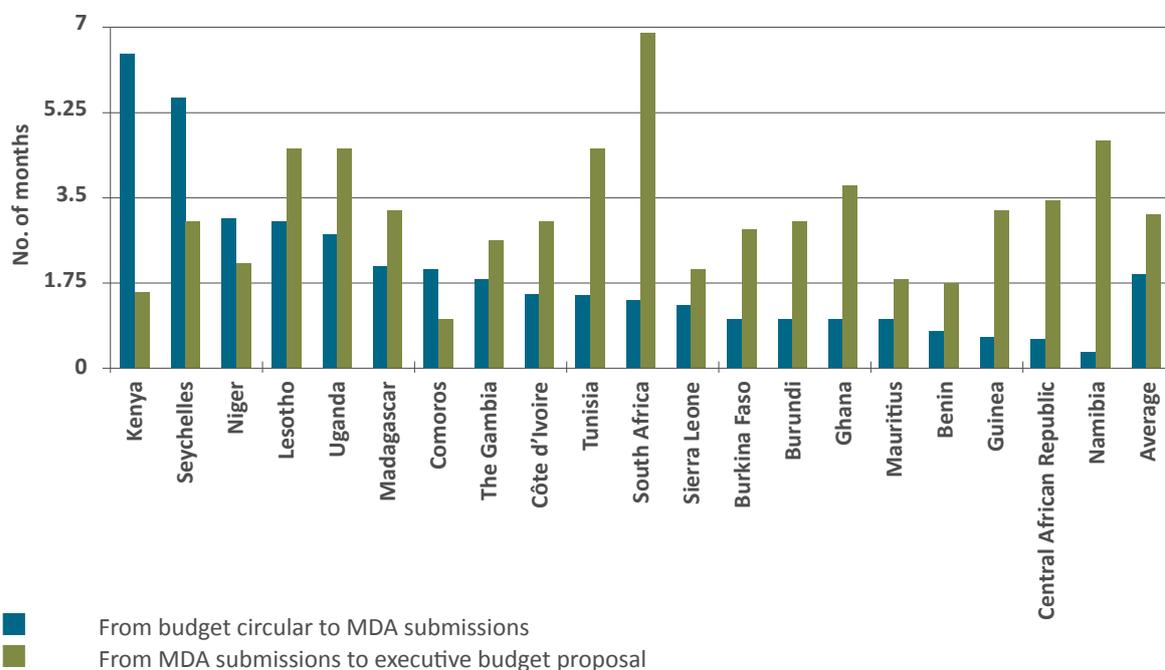
### PREPARING A NATIONAL BUDGET CAN BROADLY BE DIVIDED INTO TWO PROCESSES: DEVELOPING THE MACRO-FISCAL FRAMEWORK AND ALLOCATING EXPENDITURE TO DIFFERENT FUNCTIONS

Figure 2 provides the data for all the countries except for Botswana, which reported the issuing of a budget circular after MDAs first submit their budget proposals, and Zanzibar, for which the data was incomplete. On average, budget processes provide more time for finance ministries to assess the information in the proposals and make allocations (on average about three months) than for MDAs to prepare their budgets (on average about two months after the budget circular is issued). This is particularly true for South Africa and Namibia. Only four countries – Kenya, Seychelles, Niger and Comoros – allow more time for MDA submission preparation than finance ministry allocations.

Given the importance of linking policy priorities and budgets<sup>9</sup> across line ministries and the ministry of finance, the unevenness in time allocated may compromise countries' ability to make good budgeting decisions. This concern is reflected in the notable correlation between the CPIA rating<sup>10</sup> for the equity of public resource use and the length of time allowed for MDA

**TABLE 1** Length of the budget preparation process

Month bracket	No. of countries	Countries (countries with shorter processes named first)
Less than six months	4	Comoros, Zanzibar, Mauritius, Namibia
Six and more, but less than nine months	14	Guinea, Central African Republic, Côte d'Ivoire, Benin, Burkina Faso, Kenya, The Gambia, Botswana, Uganda, Burundi, Niger, Sierra Leone, Ghana, Lesotho
Nine and more, but less than 12 months	4	Seychelles, Tunisia, Madagascar, South Africa

**FIGURE 2** Budget allocation process duration: MDAs versus finance ministries

budget processes. In contrast, there is a weak correlation between the length of finance ministry processes and countries' CPIA ratings.

Budget submissions, however, are not necessarily the first indication of MDAs' spending needs and plans. In Burkina Faso, Botswana, The Gambia and Niger, MDAs or sectors submit medium-term expenditure strategies before the budget circular, which implies that these departments and agencies may have more time for budget

preparation than shown in the graph above. In Kenya, these expenditure strategies are finalised before budget submissions but after the budget circular, which does not lengthen the process. In South Africa and Zanzibar, they are submitted after the budget submissions, presumably to assist in interpreting and processing MDA submissions.

The comparison between finance ministry and MDA processes can also be undertaken using budget ceilings

as a starting point for line ministries' processes, especially when budget ceilings precede the budget circular. The different budget calendars available on CABRI's PFM Knowledge Hub demonstrate that there are unique technicalities in each country's preparatory processes that may not be captured in standardised analysis.

This is an area of research that CABRI would like to explore further.

<sup>8</sup> Note that this comparison excludes any processes prior to the finance ministry issuing the budget circular.

<sup>9</sup> See, for example, CABRI's work on value for money in health, education and agriculture financing, which echoes international calls for planning and budgeting capacity that is more decentralised, both in terms of line ministries and lower levels of government.

<sup>10</sup> The analysis of survey data uses countries' CPIA scores. The CPIA is sometimes criticised as being insufficiently transparent and objective. However, it does provide the only set of comparable, up-to-date cross-country measures of public finance outcomes and systems for a large enough group of BPP survey response countries (17 of the 23 countries) to allow analysis of whether some practices and procedures are more functional than others.

## SEQUENCING OF THE BUDGET PROCESS

As previously noted, the modern executive budget preparation process tends to consist of two connected components: strategic budgeting and financial programming.

In the strategic budgeting phase, macro-economic and revenue projections are undertaken, together with an assessment of expenditure needs given policy priorities and ongoing spending commitments. Many countries produce multi-year estimates in the strategic phase. Expenditure needs are often translated into preliminary sector or budget ceilings – disciplined by realistic estimates of revenue and borrowing, and guided by national policy priorities. The use of early ceilings to discipline line ministry budget proposals is central to effective budgeting.

The strategic budgeting phase, however, is not the sole responsibility of the finance ministry. It often involves sector-level reviews and medium-term planning against sector policies and priorities.

The BPP survey did not probe in detail the extent to which countries aim to undertake strategic budgeting along the lines described above, or their effectiveness in doing so. However, the survey asked countries whether and when key steps in the strategic budgeting phase occur. Country responses show a significant variation in strategic budgeting practices, but also demonstrate several trends.



### THE USE OF EARLY CEILINGS TO DISCIPLINE LINE MINISTRY BUDGET PROPOSALS IS CENTRAL TO EFFECTIVE BUDGETING

**Most countries start with macro-fiscal projections.** Most countries' budget processes in 2014 started with macro-economic estimates and projections. The exceptions were:

- Niger, which issued budget ceilings and submitted expenditure strategies before the start of its macro-fiscal processes (although this did take place in quick succession). This suggests limited linkages between the macro-fiscal projections and instructions on spending ceilings for line ministries.
- The Gambia, where expenditure strategies were received before the macro-fiscal process (with a short time lapse), but macro-fiscal processes preceded the issuing of circulars and ceilings.

**Most countries issue budget ceilings before MDA budget submissions.** Top-down budgeting calls for the budget preparation process to be framed by a hard aggregate expenditure ceiling. Budget ceilings provide MDAs with an incentive to identify savings in their policy proposals and develop cost containment strategies.

A total of 17 countries issued ceilings to line ministries in the budget circular. Two countries did so later in the

**TABLE 2** Timing of ceilings in budget preparation

Use of ceilings	No. of countries	Countries
Budget ceilings issued before or with circular	17	Benin, Botswana, Burkina Faso, Burundi, Central African Republic, Comoros, Côte d'Ivoire, The Gambia, Ghana, Guinea, Lesotho, Madagascar, Mauritius, Niger, Sierra Leone, South Africa, Uganda
Budget ceilings after circular, but before line ministry submissions	2	Kenya, Seychelles
Budget ceilings issued after line ministry submissions	1	Namibia
Budget ceilings not used	1	Tunisia

The table below shows which countries impose budget ceilings for each ministry's initial spending request.

**TABLE 3 Nature of ceilings imposed on first budget submissions**

Nature of ceilings	No. of countries	Countries
No, there are no such ceilings	1	Tunisia
No, there are only suggested/indicative ceilings	5	Guinea, Lesotho, Madagascar, Namibia, Uganda
Yes, but only for some categories of expenditure (e.g. salaries, capital)	1	Comoros
Yes, each ministry is subject to an aggregate ceiling as well as more specific sub-ceilings	14	Benin, Burkina Faso, Burundi, Central African Republic, Côte d'Ivoire, The Gambia, Ghana, Kenya, Mali, Mauritius, Niger, South Africa, Seychelles, Sierra Leone

process, but still before the line ministries submitted their budget proposals. This means that only two of the responding countries – Namibia and Tunisia – still allow unconstrained budget submissions. No country indicated that only an aggregate ceiling is issued. Botswana did not provide a response.

In Burkina Faso, Botswana and The Gambia, sector/line ministries are required to submit medium-term sector strategies before budget ceilings are determined. It appears that the

input of formal line ministries on priorities and expenditure strategies helps to inform initial allocative ceilings.

However, in most countries the budget process required medium-term expenditure strategies to be submitted at the same time as line ministries' budget submissions (see Table 4), and only after the budget circular (with or without ceilings) had been issued. In Kenya, Lesotho and Côte d'Ivoire, the medium-term strategies preceded the budget submissions, while in South Africa and Zanzibar

they came afterwards. Only three countries – Central African Republic, Comoros and Seychelles – reported not using medium-term expenditure strategies.

By 2014, many countries in Africa had introduced key budget process innovations and reforms. The sequencing and timing of the budget process in the majority of surveyed countries ensure that resources are allocated based on early estimates of affordable aggregates using budget ceilings and sector-level medium-term expenditure strategies.

**TABLE 4 Timing of sector strategy submissions in budget preparation**

Timing of sector strategies	No. of countries	Countries
Sector strategies prior to budget circular and/or ceilings	4	Botswana, Burkina Faso, The Gambia, Niger
Sector strategies submitted prior to detailed budget submissions, but after budget circular and/or ceilings	3	Côte d'Ivoire, Kenya, Lesotho
Sector strategies submitted with detailed budget submissions	10	Benin, Burundi, Ghana, Guinea, Madagascar, Mauritius, Namibia, Sierra Leone, Tunisia, Uganda
Sector strategies submitted after detailed budget submissions	2	South Africa, Zanzibar
Sector strategies not used	3	Central African Republic, Comoros, Seychelles

# CHANGES IN THE BUDGET PROCESS SINCE 2008

**T**hirteen countries responded to the sections in both the 2008 and 2015 surveys on the timing and sequencing of the budget preparation process.<sup>11</sup> The 2008 survey required far less detail on the budget calendar. It tracked the start of the budget process (but not specifically what the first step was), when budget circulars and ceilings were issued, when budget negotiations started and ended, when the budget was submitted to the legislature and when the legislature voted on it.

As shown in Figure 3, most countries started the budget process earlier in 2015 than in 2008, although the sequence of steps remained the same. Madagascar lengthened its executive process most significantly – by more than six months.

Botswana and South Africa extended theirs by just over two months. Three countries shortened their preparation time without significantly changing the overall process: Tunisia (just under three months), and Kenya and Mauritius (about one month each).

Compared to 2008, countries issued budget circulars slightly earlier relative to the submission of the executive budget, leaving more time for allocative processes. CABRI's assessment of how this time was allocated between MDAs and finance ministries showed that, in both 2008 and 2015, finance ministries were granted more time than MDAs. In 2008, this difference was not significant – about 10 days' difference on average. By 2015, it had lengthened to just over two

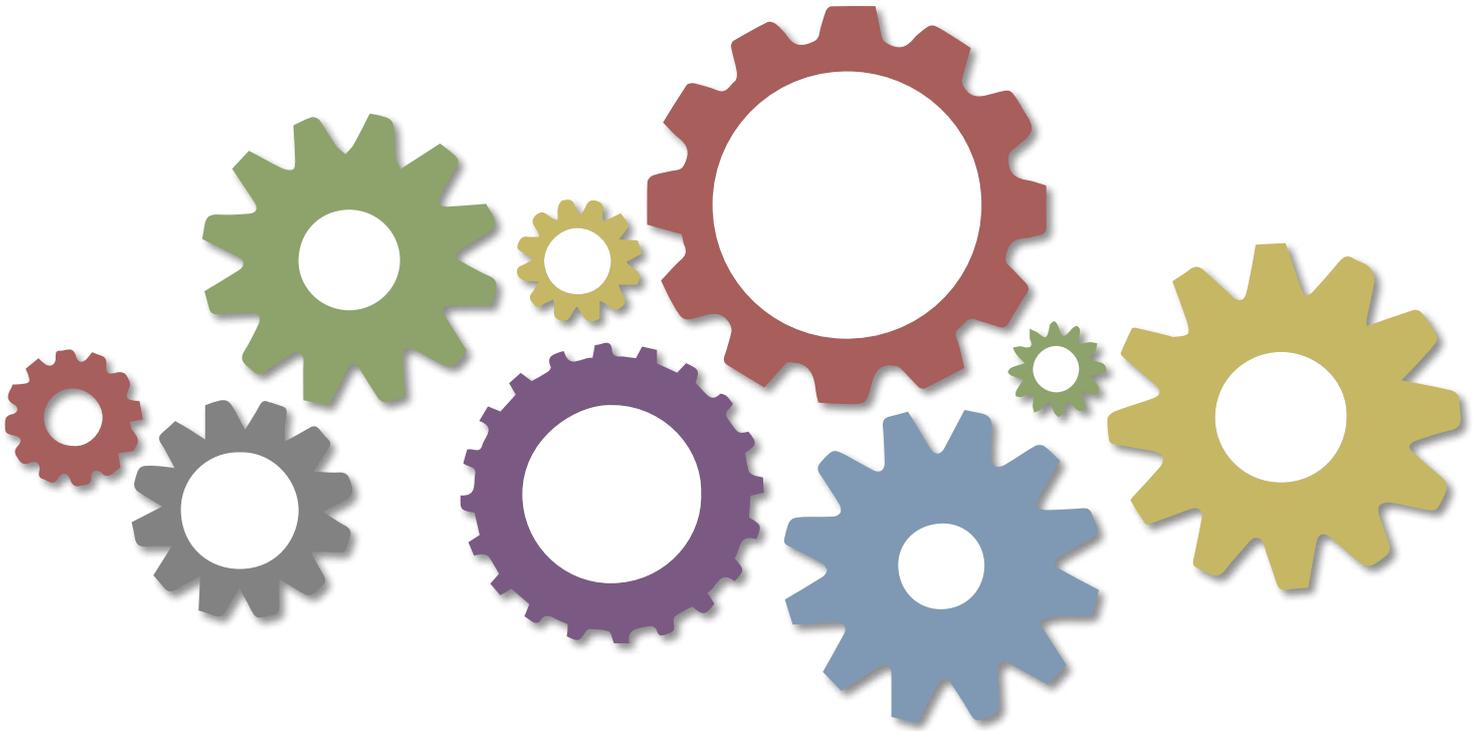
months.<sup>12</sup> This shift is clearly visible in Figure 3.

While this shift can to some extent be attributed to using different data points to signal the end of the MDA process,<sup>13</sup> a country-by-country analysis (see Annex 2) shows that it was also driven by real change. Seven of the countries reported an increase of more than two months in the duration of finance ministry processes relative to line ministry processes. This suggests that budget reform measures introduced between 2008 and 2015 focused more on developing finance ministry processes than MDA-level processes.

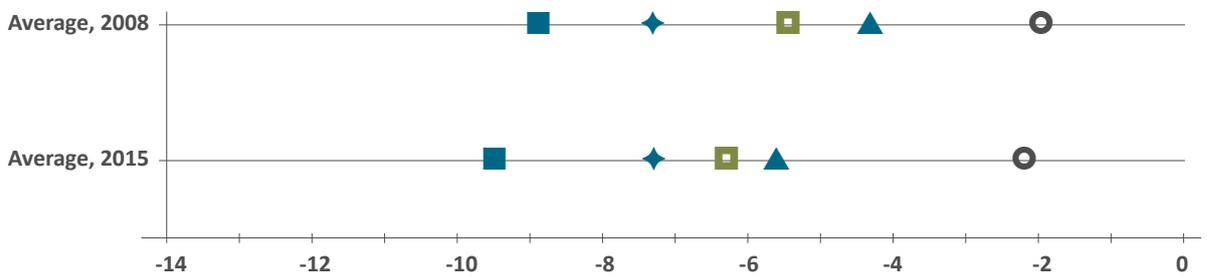
<sup>11</sup> Although there are 15 repeat responders overall, Namibia and Mali are not included in this analysis. Mali did not respond to the budget calendar questions in the survey and Namibia's responses in 2008 were incomplete.

<sup>12</sup> When Uganda and Botswana are excluded from this calculation, finance ministries had about 16 days less than MDAs in 2008, compared to a month and 20 days more in 2015. There are reasons for this exclusion. In the 2008 survey Uganda reported that the budget circular date followed the budget submission date, but in 2015 reported that it preceded the submissions by more than three months. This suggests that the budget circular had a different function in 2008 compared to 2015. In Botswana the reverse occurred: in 2015 it reported that the budget circular had been issued about a month after budget submissions, compared to two months prior in 2008.

<sup>13</sup> CABRI identified data points that signalled the end of MDA allocative processes for each survey. For 2015 responses, the end-point was the date of the line ministry budget submission, while for 2008 responses it was the start of the budget negotiations.



**FIGURE 3** Changes in the timing and sequencing of the budget process, 2008 versus 2015



- Start of the executive's budget process
- ◆ Line ministries submit first budget proposals
- Ceilings are first issued
- ▲ Line ministries submit first budget proposals
- Executive budget is submitted to the legislature

# FORMALISING BUDGET PREPARATION

**A**lmost all surveyed countries have a legislated end-point for the executive budget preparation process, but only a few stipulate the steps involved. For example, 19 countries formalised the submission of the budget to the legislature in law, but only seven formalised the budget circular.

Figure 4 reflects each country's level of formalisation of the executive budget process based on key milestones. These milestones were selected across the budget process, from the start of the fiscal year and initiating macro-economic projections and estimates, through to approval by the legislature and publication of a citizens' budget.<sup>14</sup>

Countries with scores closer to zero show less formalisation, while those closer to one have more formalised processes. From country to country the degree and nature of formalisation varies significantly. Lesotho, which stipulates three milestones in its Constitution and a further six in its public finance management act/organic budget law, ranks highest. Central African Republic ranks lowest, with nine of its 10 milestones stipulated in internal budget processes only.

**FIGURE 4** Formalisation of budget process milestones by country

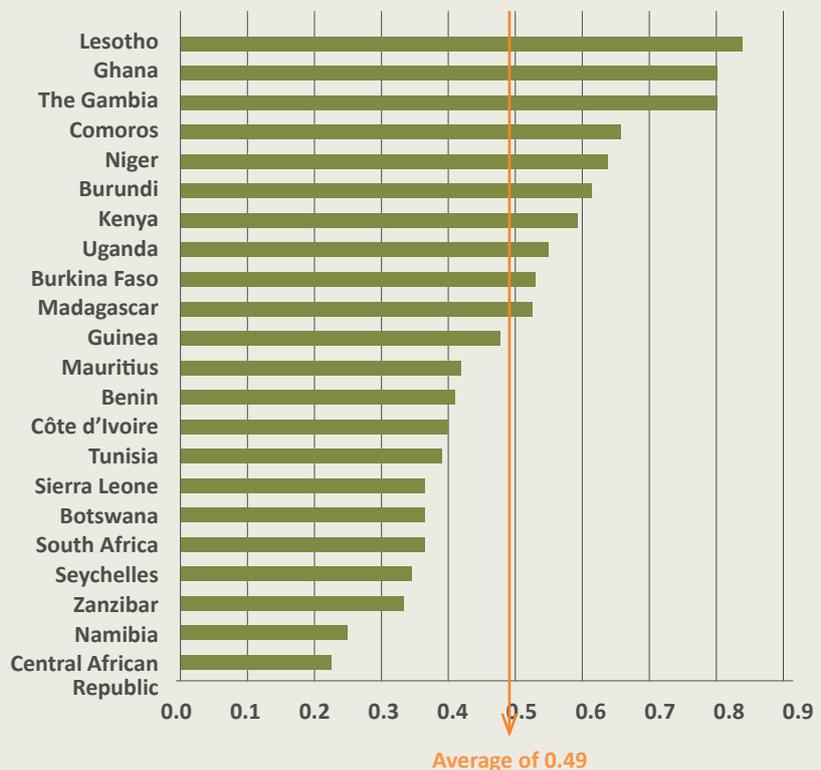


Table 6 in Annex 1 provides the number of milestones per country by legal instrument.

However, a formalised process does not necessarily mean that the quality of a country's budget and financial management has improved. Only 15 of the 22 countries presented on the

graph<sup>15</sup> have CPIA scores for equity in their use of public resources.<sup>16</sup> When the CPIA scores of those 15 countries are compared with their process formalisation scores, the correlation is not significant.

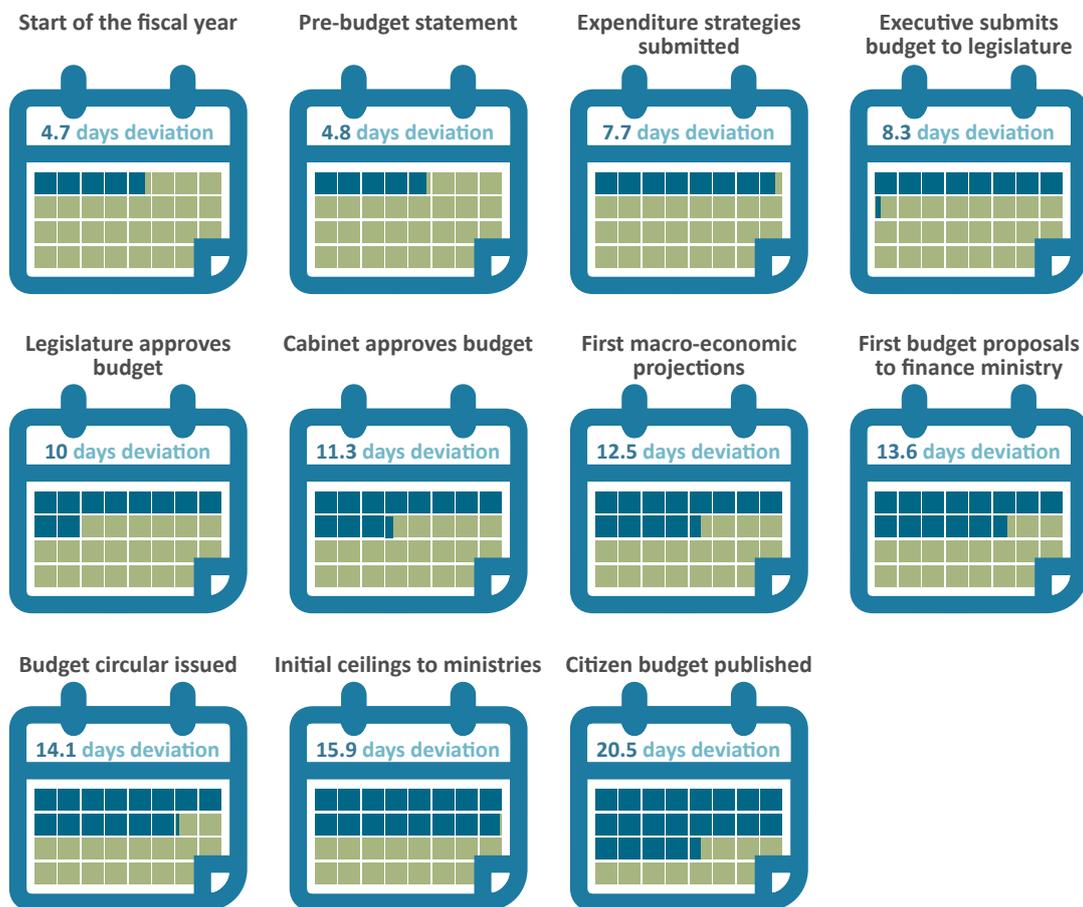
The survey also probed the predictability of countries'

budget processes from one year to the next, based on each country's deviation from set dates in the budget process. Countries deviated the least (less than 10 days on average) when the activity was in the

public eye, meaning that any inconsistency would be easily noticed. Similarly, internal dates that would not attract attention if there was a deviation were the most unpredictable, such as the dates when budget

ceilings and circulars were issued. One exception is the date on which the citizens' budget is published, which is reported to vary the most, despite being a "public" date.

**FIGURE 5** Average predictability of the budget calendar



<sup>14</sup> When countries reported that the milestone was set in their Constitution, a score of 4 was awarded; 3 when it was set in organic budget law; 2 when in secondary legislation; and 1 if set out in official internal rules. If the step selected was "not stipulated", a score of 0 was awarded. The total score for each country was then divided by the number of active milestones multiplied by four, to calculate the degree to which countries formalised their active milestones. Degree to which countries formalised their active milestones =  $\frac{\text{Total score for each country}}{\text{No. of active milestones} * 4}$

<sup>15</sup> Central African Republic, Sierra Leone, Côte d'Ivoire, Benin, Guinea, Madagascar, Burkina Faso, Uganda, Kenya, Burundi, Niger, Comoros, The Gambia, Ghana, Lesotho.

<sup>16</sup> The World Bank's CPIA assesses the extent to which public expenditure and revenue collection affects the poor and is aligned with national poverty-reduction priorities.

**Most countries reported that their budget processes are predictable between years.**

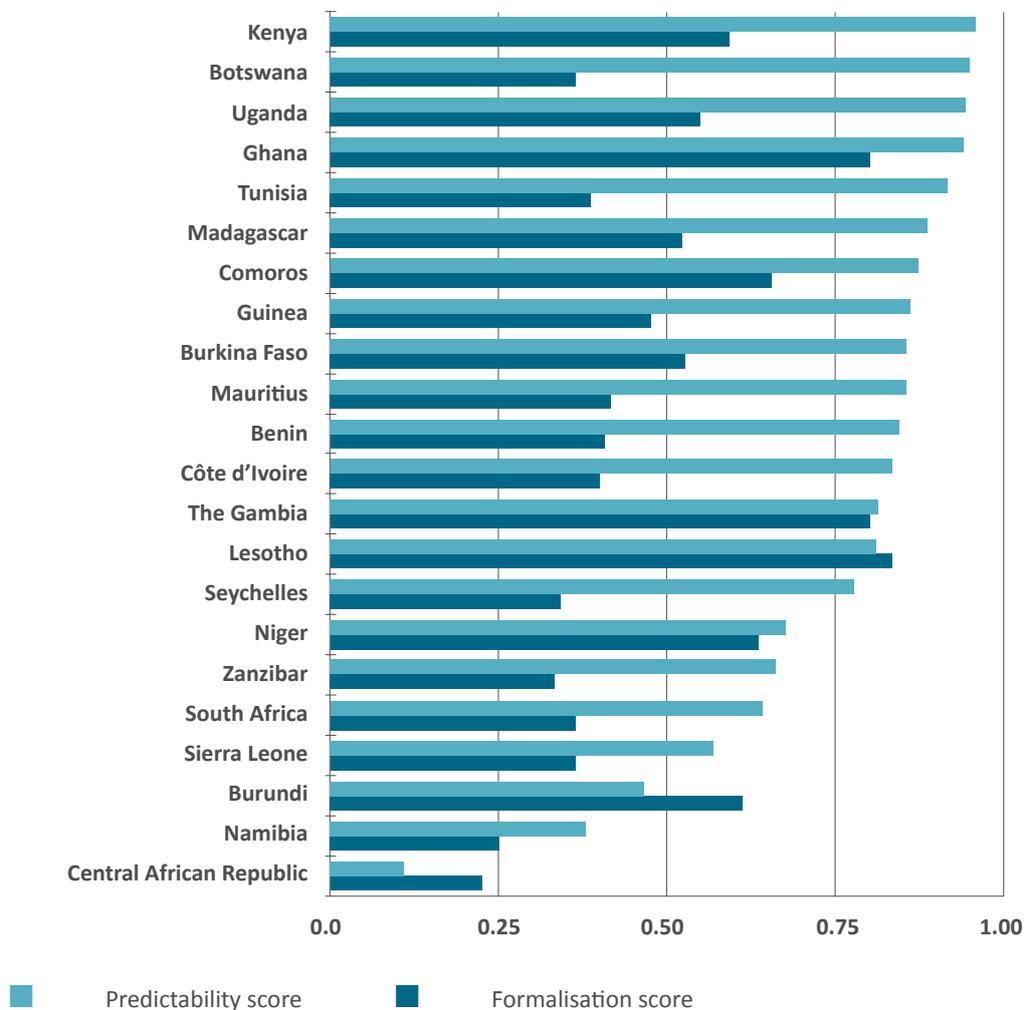
Figure 5 presents an estimate of predictability<sup>17</sup> across the 11 steps stipulated by country. For comparative purposes, the figure also reflects each country's formalisation score.<sup>18</sup>

**Budget processes are predictable despite low formalisation.**

In almost all countries, budget processes are more predictable than the degree of formalisation would suggest. The exceptions are Burundi, Central African Republic and Lesotho (although the difference for Lesotho is

marginal). In fact, many countries with relatively low formalisation have reported highly predictable processes (Botswana, Tunisia, Mauritius, Benin, Seychelles and Côte d'Ivoire). However, the two countries with the lowest formalisation also have the lowest predictability scores.

**FIGURE 6** Predictability versus formalisation of the budget preparations process by country



<sup>17</sup> An index was computed to test the consistency of processes, using the mid-point of the deviation category selected by the country for each step, thus awarding a selection of zero days a score of 1, and 46+ days a score of zero. The score attributed to the other options depends on the position of the mid-point value between 0 and 46 days, with no deviation earning 1.

<sup>18</sup> It is worth noting that the zero score category for the two indicators is not strictly comparable. While no stipulation in law translates to an absolute zero point that means the same for all countries, a country could experience deviation of 50 days and would be rated the same as a country with 100 days' deviation. This affects the comparison of Niger, The Gambia, Namibia, Burundi and Central African Republic. For each country, a more accurate measure of deviation beyond 46 days might have moved them further down the graph and changed the relative size of the two bars.

# ANNEX 1: REPORTED DATA

**TABLE 5** Reported dates for key milestones relative to the start of the budget year (2015 survey)

Months before start of fiscal year*	Start of fiscal year	Macro-economic projections start	Budget circular distributed to line ministries	First ceilings issued	Line ministries submit medium-term expenditure strategies	Line ministries' first budget proposals	Budget submitted to legislature	Legislature vote on budget
Benin	0.00	-9.00	-5.26	-5.26	-4.52	-4.52	-2.77	-0.19
Botswana	0.00	-10.00	-6.70	-7.87	-9.17	-7.61	-1.93	-1.14
Burkina Faso	0.00	-11.48	-9.00	-9.00	-10.33	-8.00	-5.17	-1.50
Burundi	0.00	-12.00	-8.00	-8.00	-7.00	-7.00	-4.00	-3.00
Central African Republic	0.00	-11.00	-9.00	-9.00	-3.00	-8.42	-5.00	-3.48
Comoros	0.00	-7.00	-6.00	-6.00	0.00	-4.00	-3.00	0.50
Côte d'Ivoire	0.00	-9.00	-6.50	-6.70	-5.20	-5.00	-2.00	-0.26
Ghana	0.00	-9.52	-6.10	-5.90	-5.10	-5.10	-1.37	-0.39
Guinea	0.00	-9.00	-6.63	-7.00	-6.00	-6.00	-2.81	-0.26
Kenya	0.00	-10.00	-10.00	-9.00	-7.00	-3.52	-2.00	0.00
Lesotho	0.00	-10.00	-9.00	-9.00	-8.00	-6.00	-1.46	0.00
Madagascar	0.00	-11.77	-7.77	-7.77	-5.68	-5.68	-2.48	-2.23
Mauritius	0.00	-6.50	-4.52	-4.52	-3.53	-3.53	-1.70	-0.68
Namibia	0.00	-6.50	-6.30	-4.00	-6.00	-6.00	-1.32	1.00
Niger	0.00	-9.87	-9.07	-10.19	-9.94	-6.00	-3.84	-2.20
Seychelles	0.00	-10.00	-9.55	-5.32	0.00	-4.00	-1.00	-0.37
Sierra Leone	0.00	-9.00	-5.26	-5.00	-4.00	-4.00	-2.00	0.00
South Africa	0.00	-12.45	-9.37	-9.37	-7.00	-8.00	-1.11	4.00
The Gambia	0.00	-7.77	-5.45	-5.65	-8.00	-3.63	-1.00	-0.68
Tunisia	0.00	-9.00	-8.47	0.00	-7.00	-7.00	-2.50	-0.52
Uganda	0.00	-10.77	-10.23	-10.23	-7.50	-7.50	-3.00	-2.00
Zanzibar	0.00	-6.00	-3.23	0.50	-3.35	-4.14	-1.52	-0.50
Average	0.00	-9.30	-7.34	-6.56	-5.79	-5.67	-2.41	-0.63

\*Fractions of months were calculated by dividing the difference between the reported day of the fiscal year start and the day reported for the milestone as a fraction of the number of days in the month of the milestone. Thus, if the fiscal year was reported to start on 1 January and the budget proposal was submitted on 15 December, the number of months before the start of the fiscal year was  $-1 + (15/31) = -0.52$ .

**TABLE 6** Number of budget process milestones reported against each predictability category

	No (variation)	Yes, by up to 7 days	Yes, by 8-14 days	Yes, by 15-30 days	Yes, by 31-45 days	Yes, by 46+ days	Not used	Not answered
Benin	1	4	6	0	0	0	0	0
Botswana	8	1	2	0	0	0	0	0
Burkina Faso	0	7	1	1	0	0	2	0
Burundi	1	0	1	5	2	1	0	1
Central African Republic	1	0	0	0	0	8	1	1
Comoros	2	0	2	0	0	0	3	4
Côte d'Ivoire	1	3	6	0	0	0	1	0
Ghana	2	8	0	0	0	0	1	0
Guinea	1	4	4	0	0	0	0	2
Kenya	7	3	1	0	0	0	0	0
Lesotho	2	3	2	2	0	0	2	0
Madagascar	1	7	3	0	0	0	0	0
Mali	0	0	0	0	0	0	0	0
Mauritius	3	1	5	0	0	0	2	0
Namibia	1	0	1	4	0	3	1	0
Niger	1	2	4	3	0	1	0	0
Seychelles	1	1	4	1	0	0	3	1
Sierra Leone	1	0	2	7	1	0	0	0
South Africa	2	3	1	2	3	0	0	0
The Gambia	3	5	0	1	0	1	1	0
Tunisia	7	0	1	1	0	0	2	0
Uganda	7	1	2	0	0	0	1	0
Zanzibar	1	1	2	2	1	0	2	2

# ANNEX 2: COUNTRY-BY- COUNTRY CHANGES 2008 TO 2015

TABLE 7

Duration	Full executive budget process	Allocative process	MDA budget submission preparation	Finance ministry allocative processes	Ceilings	Notes
<b>KENYA</b> (change in time used)	-1 month	No change	About -15 days	About +15 days	Yes for both surveys, but provided three months earlier in 2015	Constitutional changes mean that the legislature has to approve the budget prior to the start of the fiscal year, instead of several months after. To accommodate this, the circular is now sent out a month earlier, and ceilings issued two months earlier, to allow for budget submissions to come in almost two months earlier. The legislature receives the budget a month earlier, implying that a lengthier allocation process is now in place, but a much shorter legislative process with full allocation information. However, the Constitution also requires much earlier information on both the fiscal framework and the division of revenue between levels and arms of government.
2015 survey reported months	8.00	8.00	6.48	1.52		
2008 survey reported months	9.00	8.00	7.00	1.00		
<b>UGANDA</b> (change in time used)	About -7 days	+5 months and about 7 days	+5 months and about 22 days	About -15 days	Introduced by 2015	Uganda has lengthened its allocative budget process significantly. In 2008 the country reported that the budget circular/memorandum came after the end of budget negotiations, suggesting a different use of the circular. Note also that ceilings were introduced. However, the earlier issuing of the circular appears to give MDAs much more time in the 2015 reported process than in 2008. In both reported processes finance ministry processes are still allocated more time.
2015 survey reported months	7.77	7.23	2.73	4.50		
2008 survey reported months	8.00	2.00	-3.00	5.00		
<b>SOUTH AFRICA</b> (change in time used)	+2 months and about 10 days	About +8 days	About -19 days	About +27 days	Introduced by 2015	South Africa has lengthened the overall executive budget process, starting more than two months earlier in 2015 than in 2008. However, the length of the allocative budget process has changed only marginally: finance ministry processes were reported to be almost a month longer in 2015 and MDA processes almost a month shorter. By 2015 South Africa had introduced the use of ceilings.
2015 survey reported months	11.34	8.26	1.37	6.89		
2008 survey reported months	9.00	8.00	2.00	6.00		

Duration	Full executive budget process	Allocative process	MDA budget sub-mission preparation	Finance ministry allocative processes	Ceilings	Notes
<b>BURKINA FASO</b> (change in time used)	+1 month and about 10 days	-1 month and about 5 days	-1 month and about 0 days	About -5 days	Yes for both surveys, but one month earlier in 2015	Burkina Faso has reduced the allocative process time without shortening the executive budget process overall. It appears line ministries bore the brunt of the change, having had a month less in 2015 to prepare budget submissions compared to 2008.
2015 survey reported months	6.32	3.83	1.00	2.83		
2008 survey reported months	5.00	5.00	2.00	3.00		
<b>LESOTHO</b> (change in time used)	About -14 days	+2 months and about 16 days	No change	+2 months and about 16 days	Used at time of both surveys, but two months earlier in 2015	Lesotho has lengthened the allocative budget process, but the additional time appears to be absorbed by finance ministry processes. Line ministries still have about three months to prepare their budget submissions.
2015 survey reported months	8.54	7.54	3.00	4.54		
2008 survey reported months	9.00	5.00	3.00	2.00		
<b>TUNISIA</b> (change in time used)	-2 months and about 14 days	-3 months and about 1 day	-3 months and about 16 days	About 15 days	Not used at time of either survey	In 2015 Tunisia reported a shorter process compared to 2008. In 2008 MDAs had five months to complete budget submissions, compared to the approximately one and a half months reported in 2015. This shortening accounts for the additional half a month used by the finance ministry in the allocative process, and the shortening of the process overall.
2015 survey reported months	6.5	5.97	1.47	4.50		
2008 survey reported months	9.00	9.00	5.00	4.00		
<b>MADAGASCAR</b> (change in time used)	6 months and about 9 days	3 months and about 9 days	1 month and about 3 days	2 months and about 6 days	Used at time of both surveys, but almost four months earlier in 2015	Madagascar has lengthened its executive budget process overall the most, by more than six months. It also starts the engagement between the finance ministry and MDAs earlier, increasing the time allowed for this allocative process by over three months. The greater share of this increase was for finance ministry processes, which in 2015 took just over two months longer than what was reported in 2008.
2015 survey reported months	9.29	5.29	2.10	3.19		
2008 survey reported months	3.00	2.00	1.00	1.00		
<b>GHANA</b> (change in time used)	1 month and about 4 days	About -8 days	-3 months and about 0 days	2 months and about 22 days	Used at time of both surveys, but provided just over a month later in 2015	Ghana increased its process overall by just over a month. Not much extra time is provided for the allocative process from budget circular to legislature budget proposals. However, a significant shift occurred in how the time for the allocative process is used, with MDAs having three months less to prepare budget submissions after the budget circular, and the finance ministry almost three months more, with almost four months altogether.
2015 survey reported months	8.15	4.73	1.00	3.73		
2008 survey reported months	7.00	5.00	4.00	1.00		

Duration	Full executive budget process	Allocative process	MDA budget submission preparation	Finance ministry allocative processes	Ceilings	Notes
<b>BOTSWANA</b> (change in time used)	2 months and about 2 days	-1 month and about 7 days	-2 months and about 27 days	1 month and about 21 days	Used at time of both surveys, at about the same point relative to executive budget proposal	The overall process in Botswana has lengthened by just over two months. Similar to Uganda, the role of the budget circular in the process appears to have changed, but in the opposite direction. In 2008 it was reported to precede budget submissions, now it is reported to come almost a month after.
2015 survey reported months	8.07	4.77	-0.91	5.68		
2008 survey reported months	6.00	6.00	2.00	4.00		
<b>GUINEA</b> (change in time used)	About 6 days	About -5 days	-1 month and about 11 days	1 month and about 6 days	Used at time of both surveys, at the same point relative to executive budget proposal	While the overall length of the executive budget and allocative processes did not change significantly, there was a shift in how the allocative process time was used. The ministry of finance's process lengthened while the MDA process shortened.
2015 survey reported months	6.19	3.83	0.63	3.19		
2008 survey reported months	6.00	4.00	2.00	2.00		
<b>BENIN</b> (change in time used)	About 7 days	About -15 days	About -8 days	About -8 days	Used at time of both surveys, at about the same point relative to executive budget proposal	Between 2008 and 2015 the changes to the Benin process were marginal.
2015 survey reported months	6.23	2.48	0.74	1.74		
2008 survey reported months	6.00	3.00	1.00	2.00		
<b>SIERRA LEONE</b> (change in time used)	0 days	-1 month and about 22 days	About -22 days	-1 month	Used at time of both surveys, but issued one month later in 2015	In Sierra Leone the length of the overall process did not change between the two surveys. The allocative phase, however, was one month and about 22 days shorter, with the MDA and finance ministry processes being almost equally impacted.
2015 survey reported months	7.00	3.26	1.26	2.00		
2008 survey reported months	7.00	5.00	2.00	3.00		
<b>MAURITIUS</b> (change in time used)	-1 month and about 6 days	-1 month and about 6 days	-2 months and about 1 day	About 25 days	Used at time of both surveys, at about the same point relative to executive budget proposal	In 2015 Mauritius reported a process that was just over a month shorter, at about five months' duration, compared to 2008. The time allowed for MDAs to provide budget submissions, however, was shortened more significantly. Whereas they had three months in 2008, in 2015 they were reported to have had less than one month. The finance ministry processes, on the other hand, were lengthened by a month.
2015 survey reported months	4.80	2.82	0.98	1.83		
2008 survey reported months	6.00	4.00	3.00	1.00		

