

BURKINA FASO
Unity-Progress-Justice

***Implementation of programme-based
budgeting: Burkino Faso case study***

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COMMUNICATION PLAN

Introduction

- 1. Added value of programme-based budgeting**
- 2. Setting up programme-based budgeting**
- 3. Success factors**
- 4. Main challenges**

Conclusion

Introduction

1998: Beginning of PBB development in Burkina Faso.

2009: The adoption of the WAEMU Directives establishing the Harmonized Public Financial Management Framework (HPFMF) with the 1st of January, 2017 as a target date for the changeover, was a decisive turning point.

1. PBB: what added value?

1. Programme-based budgeting: What added value for Burkina Faso?

Programme-based budgeting is a programming, budgeting and programme assessment tool of an organisation that

- focuses on the relation between allocated credits and expected results;
- disseminates a results-based culture within the Administration by transforming the resource budget into a performance-based budget.

1. PBB: what added value?

1. Programme-based budgeting: What added value for Burkina Faso?

The adoption of PBB resolves a number of problems encountered in the traditional budget model:

- Presenting a programme budget improves the connection between the State budget and public policies
- Programme-based budgeting includes a performance framework (objective, indicator and target)

1. PBB: what added value?

- 1. Programme-based budgeting: What added value for Burkina Faso?**
- Programme-based budgeting improves the accountability of actors in public administration (each actor is held accountable for specific results)
 - Programme-based budgeting simplifies management procedures (greater flexibility, easing of ex-ante controls)

1. PBB: what added value?

1. Programme-based budgeting: What added value for Burkina Faso?

- Programme-based budgeting improves the quality of the Parliaments control by taking into account results during discussions (the APPs (Annual Performance Projects) are discussed during the enactment of the initial Finance Act and the APRs (Annual Performance Reports)) when the Budget Review Act is voted on).
- Programme-based budgeting facilitates the understanding of government actions (is the political discourse aligned with the budget?)

1. PBB: what added value?

- 1. Programme-based budgeting: What added value for Burkina Faso?**
- In conclusion, the closer alignment with public policies, greater flexibility in budget execution, improved responsibility of the actors, and a culture of accountability, provided by programme-based budgeting all help to improve the quality of public expenditure, which in turn leads to better development results for the population.

2. Setting up the PBB system

2. Procedures for setting up programme-based budgeting

In Burkina Faso, PBB was implemented in two main phases: 1997-2009 and 2009-2017

➤ 1997-2009 Period

- **1997**: Budget circular
- **1998**: beginning of PPB development with pilot ministries using a harmonized framework
- **2000**: Application of the new system to the overall budget process

2. Setting up the PBB system

2. Procedures for setting up programme-based budgeting

➤ 1997-2009 period

For many reasons, this period did not lead to the effective implementation of PBB:

- Inappropriate legal framework
- Inappropriate steering (Directorate-General for Budget (DGB) then the Reform Committee for Budget Programming (*Comité de réforme de la programmation budgétaire- CRPB*)
- lack of piloting tools (implementation strategy, training/communication plans)
- Absence of methodological guides
- Insufficient political will.

2. Setting up the PBB system

2. Procedures for setting up programme-based budgeting

- 2009-2017 period

*Decisive turning point: The new
WAEMU Harmonized Public
Financial Management Framework.
A new approach was established:*

- Creation of a national steering committee, a dedicated technical Secretariat and ministerial relay units
- Preparation of a guidance document on PBB
- Development of an implementation strategy with a road map

2. Setting up the PBB system

2. Procedures for setting up programme-based budgeting

- **2009-2017 period**
 - Capacity building and implementation plan with the support of the ENAREF
 - Communication strategy and widespread communication throughout all countries (sessions, media, etc.)
 - Definition of prerequisites after reviewing the directives and taking into account preliminary measures in the road map
 - Development of ministerial budget programmes and their APPs

2. Setting up the PBB system

2. Procedures for setting up program based budgeting

- **2009-2017 period**
 - Development of a methodological for PBB
 - Experimentation (outside of IS) in developing PBB in collaboration w ministries in 2010, 17 in 2011 and 2012, on the basis of a progressive improved harmonised framework
 - Adaptation of the Finance Act draft tools [guide to developing the Pluri Financial and Economic Programming Paper (Document de Programmation Budgétaire et Économique. Pluriannuel – DPBEP), Finance Act format, etc]

2. Setting up the PBB system

2. Procedures for setting up programme-based budgeting

- **2009-2017 Period**
 - Adaptation of budget execution tools (budget implementation guide; IS; framework and forms, etc.)
 - Thematic studies of the reforms (Principle of numerous authorising officers; Changing roles of the actors; Implications of the reform on the DGB; Alignment of the Public Finance and the Public Service reforms)

2. Setting up the PBB system

2. Procedures for setting up programme-based budgeting

- **2009-2017 period**
 - Experimenting with the decentralisation of order payment (spending controls) and setting up the first verification unit (VU) in 2011.

NB: The sectoral ministries were already the administrators of their credits and had their own resident financial auditors.

2. Setting up the PBB system

2. Procedures for setting up programme-based budgeting

- **2009-2017 period**
 - Adaptation of Government financial operations control by applying modulated control measures commensurate with the quality of internal controls
 - Easing of the procedures set out in the legislation on public procurement

These various initiatives facilitated the effective implementation of PBB in Burkina Faso as from January 2017.

3. Success factors

- ### **3. Success factors**
- ❑ In regard to steering the reform**
 - Political will
 - Dedicated institutional framework
 - Availability of an PBB implementation strategy
 - ❑ In regard to the procedure**
 - Adaptation of the community model to the Burkina Faso context (programmes for constitutional institutions and allocations for specific ministries)
 - Progressive procedure (incremental implementation of innovations by means of a changeover plan)

3. Success factors

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□On the technical level

- Adaptation of the existing information system
- Experimenting with the development since 2010
- Periodic reviews of budget programmes
- Experimenting with the decentralisation of payment order (spending controls)
- Existence of a FC (financial control) network

4. Main challenges

4. Main challenges

- ❑ **Piloting of programmes by programme managers:** 85% of programme managers are appointed, but are not yet operational.
- ❑ **Appropriation of the decentralisation of payment order (spending controls):** Importance of establishing Managers of the Ministerial Financial Function (*Responsable de la fonction financière ministérielle ou RFFIM*)
- ❑ **Information technology:** A permanent adaptation of IS according to needs. An integrated information system will be set up at the end of the process.
- ❑ **Capacity building of role players:** In spite of the continuous implementation of the capacity building plan for the role players, there are still many needs

4. Main challenges

4. Main challenges

- ❑ The quality of the APPs: Indicators need to be improved; baseline; targets
- ❑ Improve the calculation of budget programme costs;
- ❑ Production of the first annual performance reports (APRs)

Conclusion



CONCLUSION

The reform undertaken by Burkina Faso has made remarkable progress. The Finance Act for the 2017 financial year has been drafted, passed and executed in programme mode. The 2018 financial year Finance Act was drafted on the basis of lessons learned from the first year's experience. Continuing the reform process by consolidating the achievements and the progressive implementation of the remaining provisions is therefore still a priority for PBB.

**THANK YOU FOR YOUR KIND
ATTENTION**

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- 1) In your opinion, what are the expected results of PBB implementation in your country? And how would you measure them?
 - 2) What are the main challenges for the implementation of Programme-based budgeting in your country?
 - 3) What measures have been taken to adapt the PBB reform to your country context?