

CROATIAN EXPERIANCES ON THE DEVELOPMENT OF FMIS PLATFORMS AND THEIR IMPACT ON THE PFM PRACTICES

April, 2013.



CONTENTS

- Preparation, acquisition and implementation stages
- Architectures of the FMIS
- Second faze of the FMIS development integration of FMIS of the State Treasury and budget users
- Budget preparation process supported by the FMIS
- Budget execution process supported by the FMIS
- Benefits and recommendations



ACQUISITION ISSUES

- 1996 Government Decision on Procedures for Organizing and Carrying out the Project of State Treasury System
- Beginning 1997 International tender launched and a contract with IBM (SAP application) signed
- Dec 1997 Contract signed with IBM for SAP application
 - ➤ I. stage Development of conceptual design, definition of requirements and analyses of drawbacks
 - ➤ II. stage Implementation and modification of SAP/R3



OFF-THE-SHELF SYSTEM

- Off-the-shelf system chosen
- Reasons:
 - > Lower risk
 - Rapidly implemented
 - No significant customization was needed to meet government requirements - all the major reforms were in front of us
 - Modules of same vendor are integrated



IMPLEMENTATION STAGE

- 1998-2001
 - Resistance of some departments within MoF fear of losing control
 - Financial management users must drive the process
 - ➤ till 2001/2002 the process was driven by the consultant
 - Firm MoF enables easier implementation on line ministries' levels
 - > No significant requirements on our side



IMPLEMENTATION STAGE

> 2001/2002

- The reform of accounting system; series of other reforms have also been initiated; new Budget Act; the new dynamics of budgetary processes are introduced, the budgetary classification (including also the program classification); introduction of the system of internal financial control
- New methodology; changes in business processes; problems with customization
- Users started to drive the process first problems with consultants

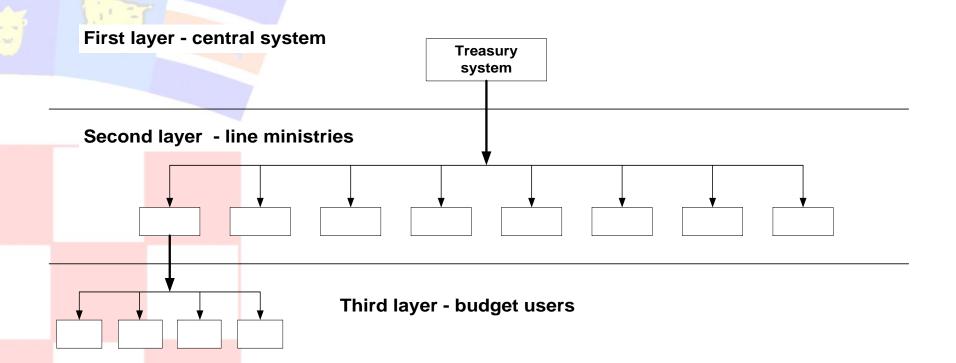


ARCHITECTURE OF THE FMIS

- Organizational view
- > Technical view
- Application view



ORGANISATIONAL STRUCTURE



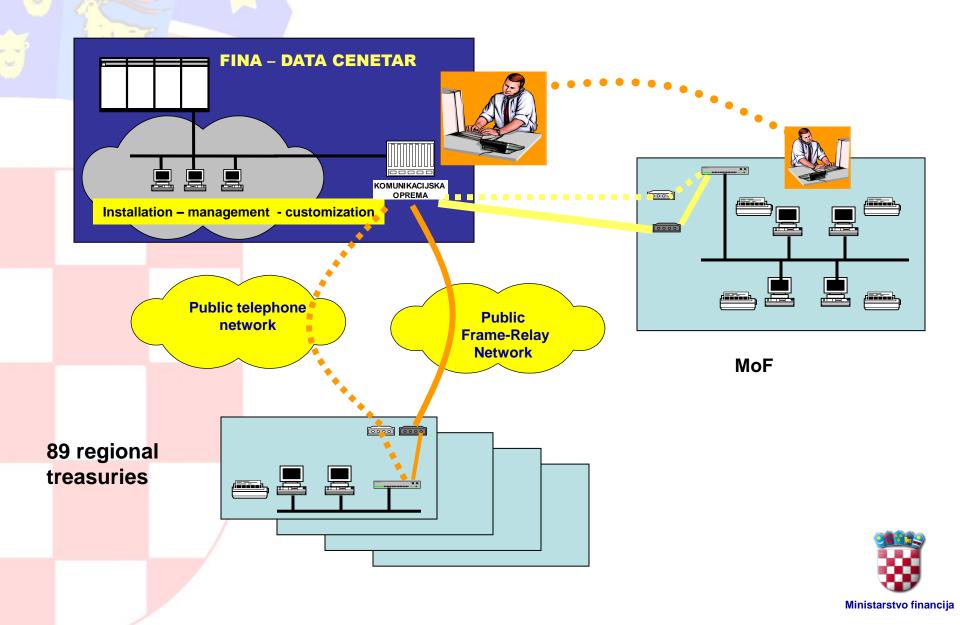


TECHNOLOGICAL ARCHITECTURE

- The main application software and associated databases reside at the MoF State Treasury
- Budget users developed their own, stand alone IT systems for the purpose of accounting and financial management



TECHNICAL INFRASTRUCTURE

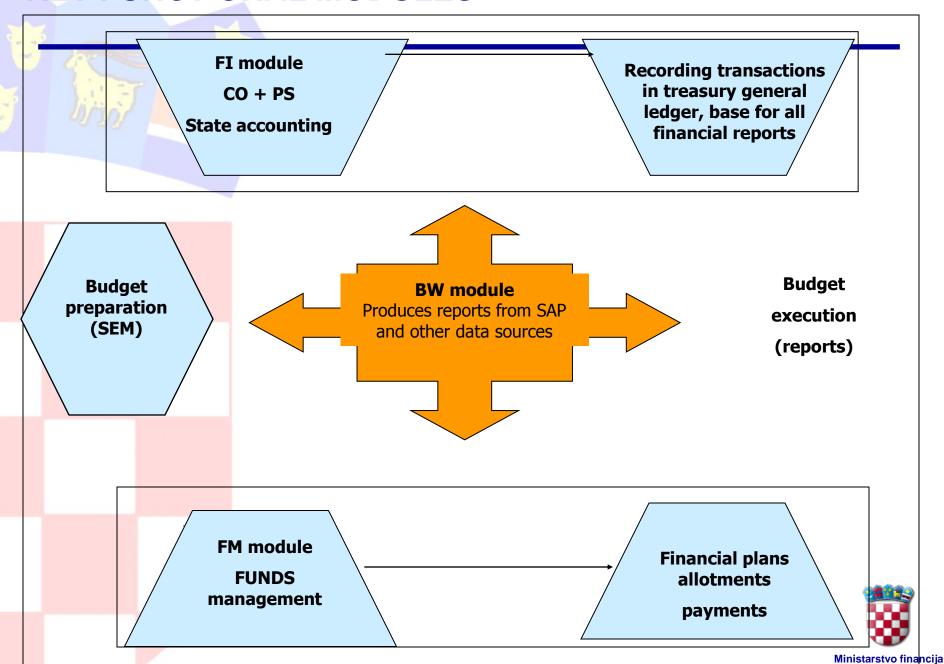


APPLICATION FRAMEWORK

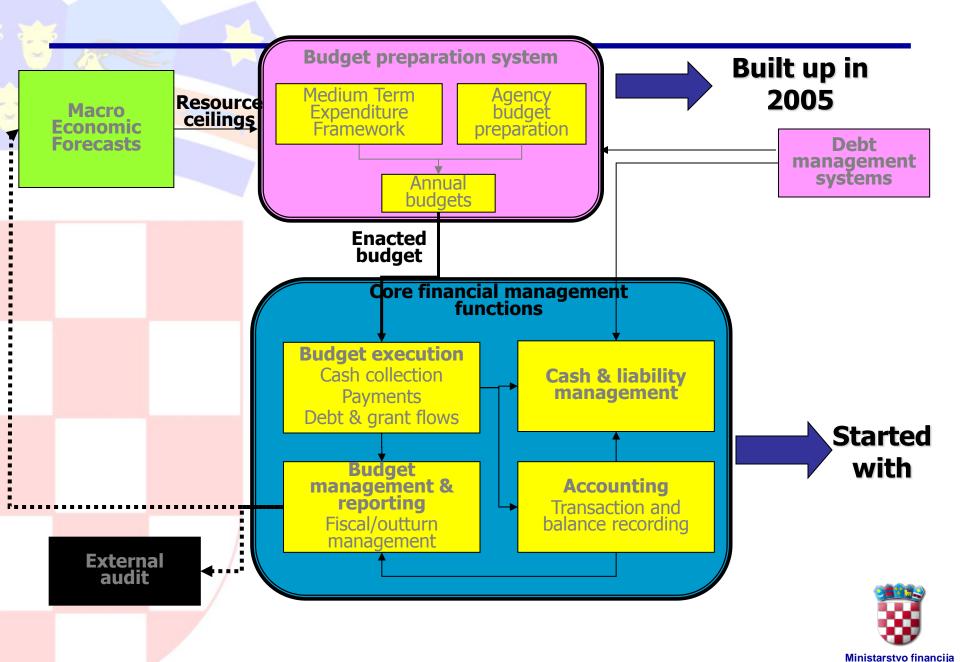
- > SAP R/3 transactional system
 - budget execution, cash planning, accounting
- > SAP BW/SEM BI Platform
 - multidimensional reporting, budget preparation process



KEY FUNCTIONAL MODULES



BUDGETARY PROCESSES SUPORTED BY THE FMIS



II. FAZE OF THE FMIS DEVELOPMENT

- Strategy of the Development and Modernization of the State Treasury 2007-2011
- ➤ New Budget Act 2008



STRATEGY OF THE DEVELOPMENT AND MODERNIZATION OF THE STATE TREASURY 2007-2011

- Lays down goals for the modernisation of the State Treasury system and measures for their achievement
- The improvement is planned to be carried out on several levels
- On the state level to ensure an overall fiscal discipline which is the basis of macroeconomic stability
 - requires the preparation of a multiannual budget framework to achieve the sustainability of existing programs and the public debt policy
- On the inter-sectoral level (ministry level) ensuring an efficient intersectoral allocation of resources
 - an allocation of resources that is in line with the national strategic priorities
 - top-down budgeting and the development of the multiannual framework basic institutional solutions and tools used to reinforce the strategic allocation of resources
- On the program/managing level coordinate budgetary authorizations and operative effectiveness
 - it is necessary to strike the right balance between flexibility during the execution phase of the budget and budgetary restraint



NEW BUDGET ACT

- Creating of strategic plans and Government Program Strategy for the three-years period
- Multi-year budget framework t+2
- Higher flexibility in budget execution

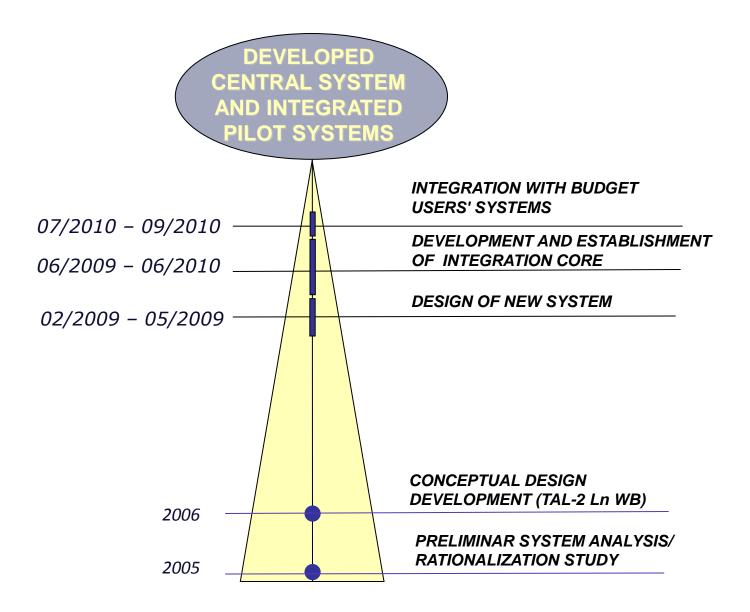


INTEGRATION OF THE FMIS OF THE STATE TREASURY AND BUDGET USERS

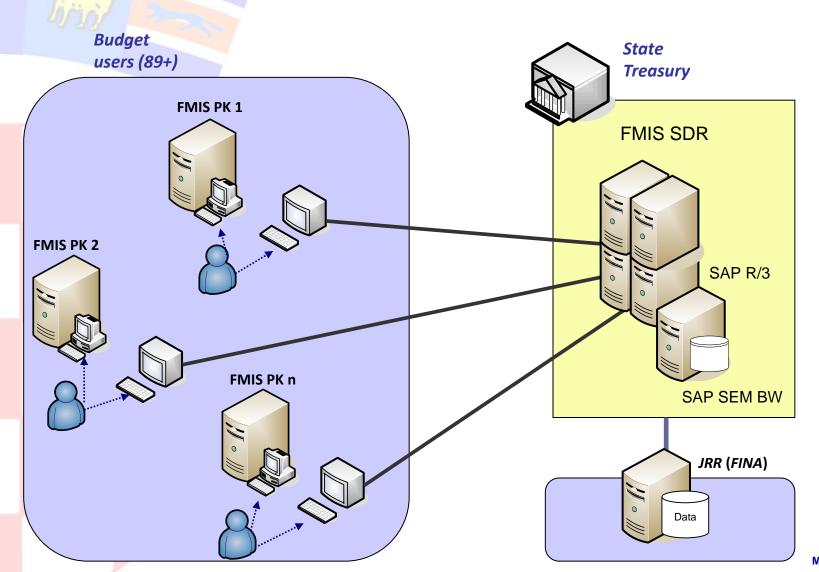
- Why to integrate?
 - Lack of decision-making information
 - There is no complete data about budget users commitments in the State Treasury system
 - Double entry of the same data
 - Accounting data is entered into the FMIS and the SAP so that invoice can be paid by the State Treasury via the Single Treasury Account
 - It is required for consistent functioning of Single Treasury Account concept
 - Enforcing business rules and discipline



CHRONOLOGY FOR THE DEVELOPMENT OF CENTRAL SYSTEM

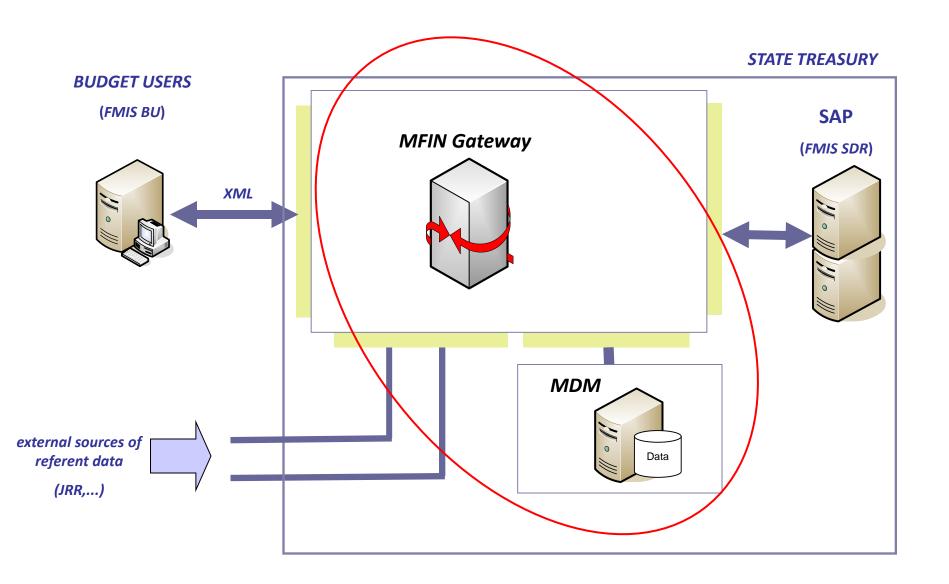


INITIAL STATE AT THE BEGINNING OF THE FMIS INTEGRATION PROJECT

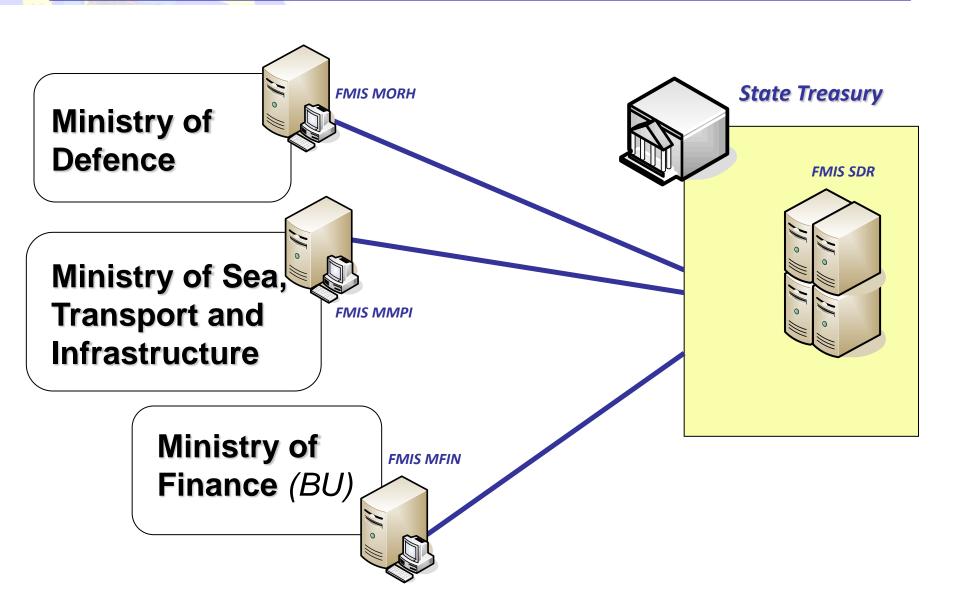




CONCEPT OF THE FMIS INTEGRATION



INTEGRATED BUDGET USERS FMIS (PILOT MINISTRIES)



INTEGRATED FMIS

Projekti Ministarstva financija i buduće stanje sustava Državna riznica Proračunski korisnici Projekt referentnog modela Sustav za razmjenu Postojeća podataka infrastruktura ISJF #1 ISJF (SAP-R3) Gateway Ministarstva Proračunski korisnik s (dostupan na Internetu/ Elektronički putem sigurnih protokøla) usklađenim ISJF #1 dokumenti Prijedlog financijskog plana Projekt Proračunskih klasifikacija ISJF #2 Proračunske Sustav za Proračunski korisnik s Rezervacija klasifikacije Proračunske usklađenim ISJF #2 klasifikacije ISJF #n SAP SEM-BW Poslovno skladište Elektronički račun Matični Proračunski korisnik s Sustav za upravljanje podaci usklađenim ISJF #n matičnim podacima (šifre dobavljača i sl.)

RESULTS

- Developed and implemented the electronic document exchange gateway between budget users and the State Treasury FMIS
- Established the central repository of master data (suppliers, banks...), available to all budget users
- Avoiding double manual entry of identical data in multiple FMIS
- Electronic transfer of documents and immediate data validation, reducing the risk of inaccurate data
- Support for the improvement of existing budget execution processes, allowing complete insight into commitments and payment terms
- Improved cash-flow planning and forecasting



FUTURE STEPS

- Integration of all budget users FMIS
- Shifting focus from the development to the management of complex IFMIS
- Implementation of applications for:
 - >Incident management
 - >Change management



BUDGET PREPARATION PROCESS SUPPORTED BY THE FMIS

- Top-down budgeting
- Medium term budget framework
- Program budgeting and introduction of performance information (indicators)
- Budget classification
- Fiscal impact assessment of proposed acts, decrees and other regulations



APPLICATION FRAMEWORK

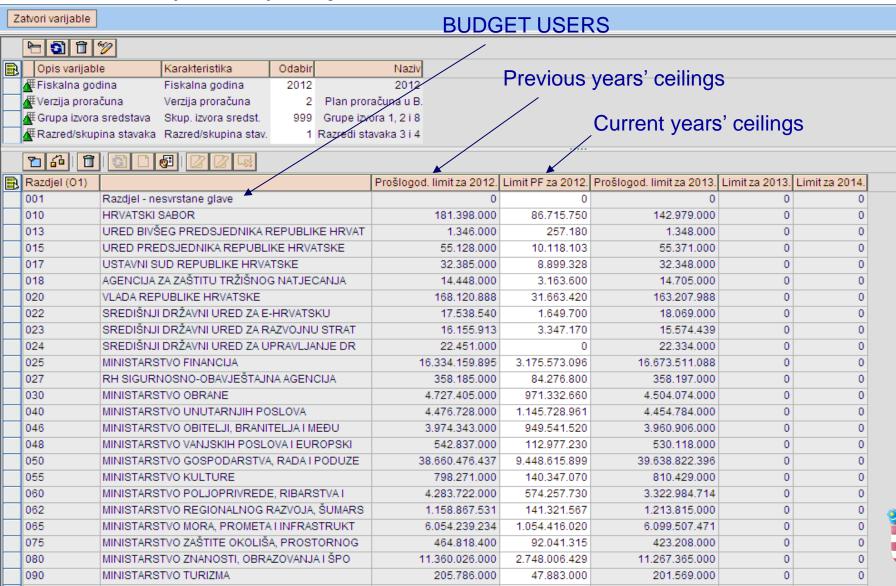
- > SAP BW/SEM BI Platform
- Supporting Custom Web Applications
 - Budget classification
 - Budget justification
 - Fiscal impact assessment



BUDGET CEILINGS FOR LINE MINISTRIES



Izvrši 1. Unos limita proračuna po razdjelima



BUDGET CLASSIFICATION



REPUBLIKA HRVATSKA MINISTARSTVO FINANCIJA DRŽAVNA RIZNICA Katančićeva 5 Zagreb



organizational classification

program classification

sources of financing used in the budget

economic classifications

			Execution 01.2010 12.2010. 1	Index 4/2 5	Budget proposal 2011.	Index 2/1 3	Budget proposal 2012.	Index 4/2 5
	Ukupni rezultat		2.567.144.959,17	98,59	2.751.710.543	105,68	2.651.625.500	96,36
	110	MINISTRY OF JUSTICE	2.567.144.959,17	98,59	2.751.710.543	105,68	2.651.625.500	96,36
7	11005	Ministry of justice	348.931.172,82	92,55	471.333.867	125,01	423.440.313	89,84
	2801	COORDINATION AND ADMINISTRATION OF JUSTICE	162.275.980,10	100,17	166.717.070	102,91	145.421.630	87,23
	A576237	MONITORING AND ANALYSIS OF THE PRACTICE OF THE EUROPEAN UNION	29.015,70	59,83	90.000	185,57	100.000	111,11
	1	General revenue and receipts	29.015,70	59,83	90.000	185,57	100.000	111,11
	11	General revenue and receipts	29.015,70	59,83	90.000	185,57	100.000	111,11
	3213	Professional development of employee			40.000	4.000,00	30.000	75,00
	3237	Intellectual and personal services	29.015,70	61,09	50.000	105,26	70.000	140,00
	A576238	ALIGNMENT OF RH LEGISLATION WITH EU LAW	410.562,00	90,25	571.000	125,52	571.000	100,00
	1	General revenue and receipts	410.562,00	90,25	571.000	125,52	571.000	100,00
	11	General revenue and receipts	410.562,00	90,25	571.000	125,52	571.000	100,00
	3211	Business travel	4.323,60	17,36	50.000	200,80	50.000	100,00
	3213	Professional development of employee	11.760,00	39,20	50.000	166,67	50.000	100,00
	3237	Intellectual and personal services	394.478,40	98,62	471.000	117,75	471.000	100,00
	A576239	INTERNATIONAL COOPERATION OF THE MINISTRY OF JUSTICE	400.173,23	83,85	612.130	128,27	812.130	132,67

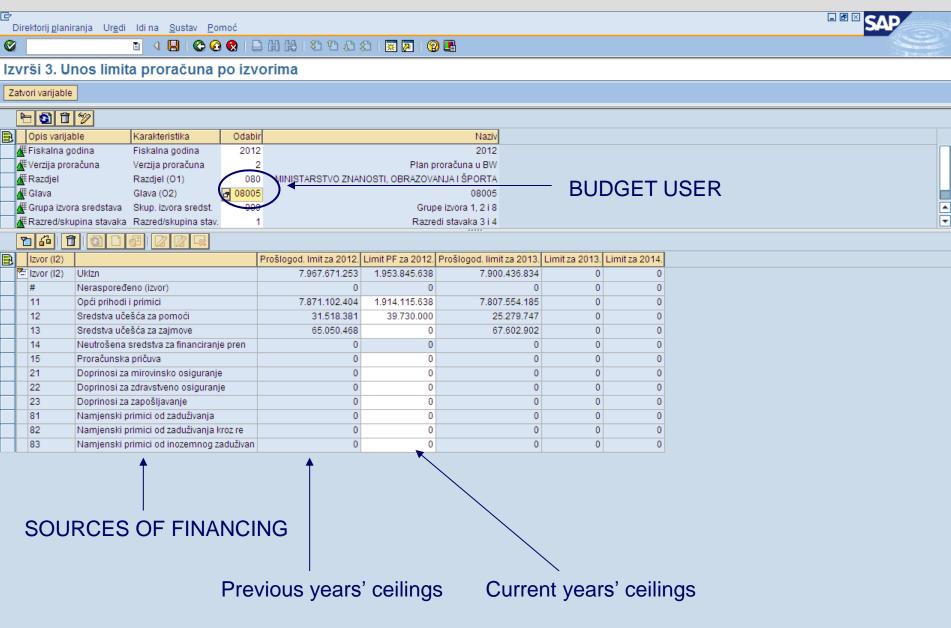
SOURCES OF FINANCING

- Classification of all revenues and receipts by the sources of financing and monitoring spending of funds by a particular type and purpose
 - 1. General revenue and receipts
 - 2. Contributions
 - 3. Own revenues
 - 4. Earmarked revenues
 - 5. Aids
 - 6. Donations
 - 7. Revenue from nonfinancial assets
 - 8. Earmarked receipts from borrowing

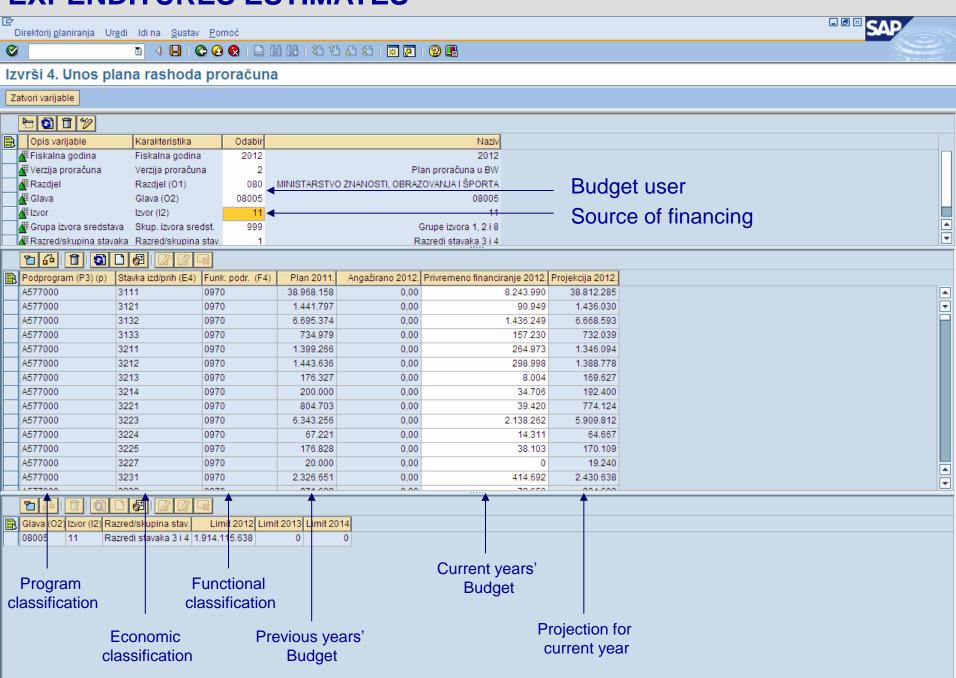




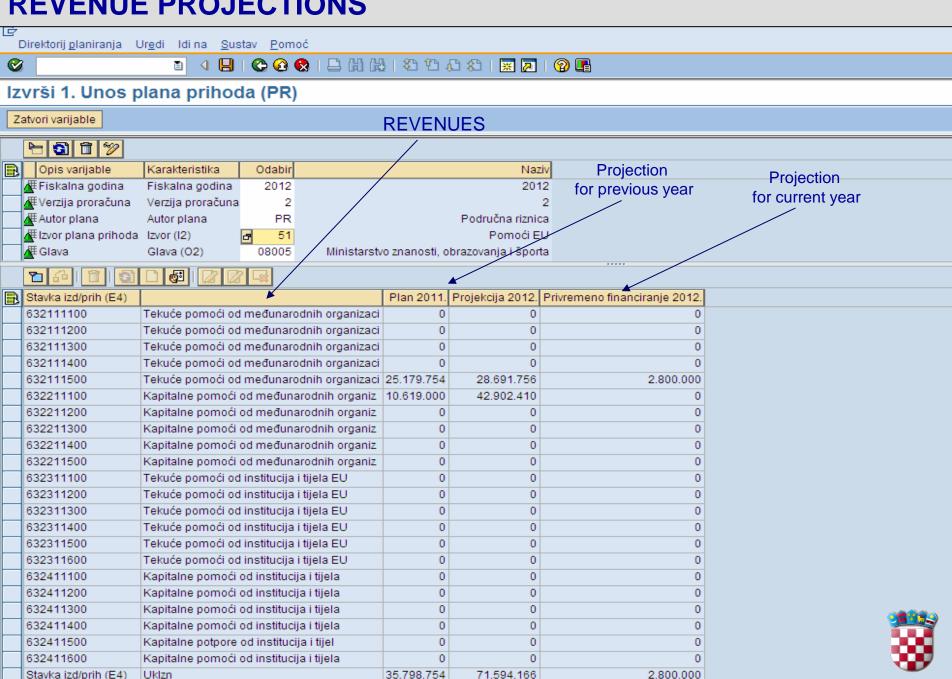
BUDGET CEILINGS FOR SOURCE OF FINANCING



EXPENDITURES ESTIMATES



REVENUE PROJECTIONS



WEB APPLICATION FOR BUDGET CLASSIFICATION

- Software package for managing the budget classifications
- On-line application for changing the budget classifications
- User authentication via tokens
- Access to the application via the internet browser (eg. Internet Explorer)
- Automatic data export to the SAP system via web service



INTRODUCTION OF PERFORMANCE INFORMATION

- Budget justification new methodology from 2010
- Emphasis on program goals and key performance indicators
- Linking program goals with the specific goals of the Strategy of Government programs

Justification content

summary of the scope of work, feasibility of financial plan proposal and specificity

program description, objectives and performance indicators

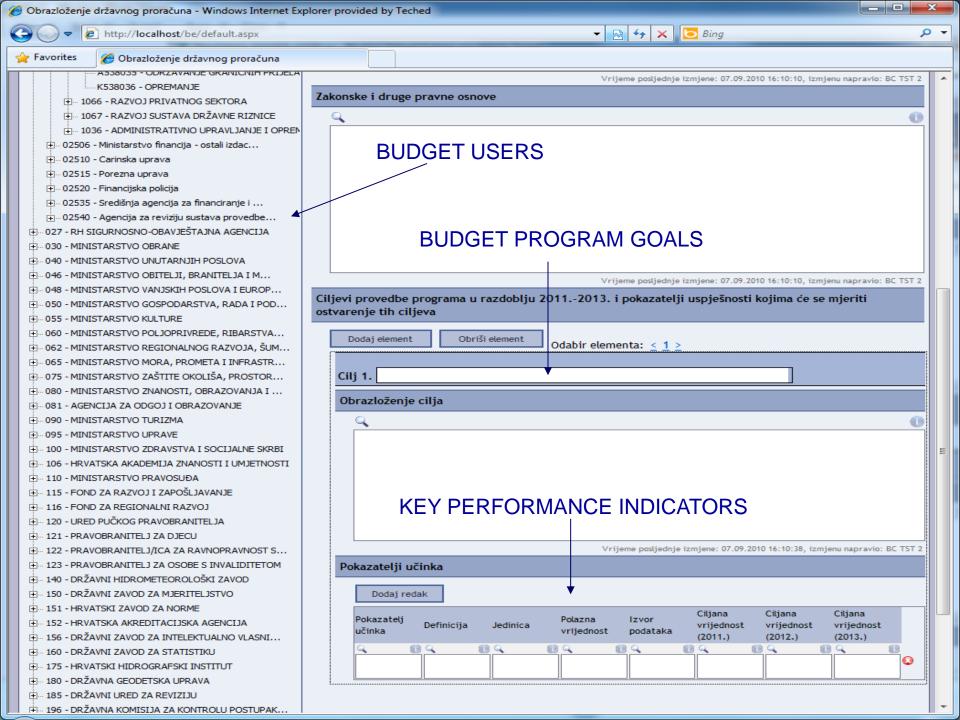
estimates and the origin of funds required for significant activities and projects



WEB APPLICATION FOR BUDGET JUSTIFICATIONS

- Web application that allows preview, data entry and administration of the budget justifications
- Budget users use the application during budget planning and reporting on budget execution
- ➤ On-line application
- User authentication via tokens
- Access to the application via the internet browser (eg. Internet Explorer)

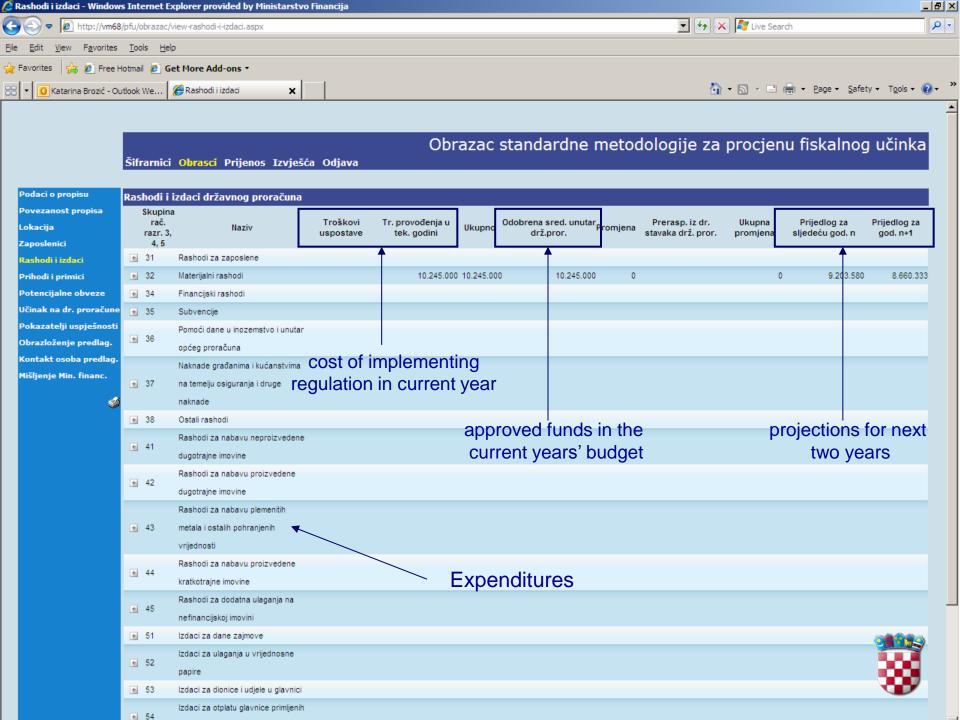




WEB APPLICATION FOR FISCAL IMPACT ASSESSMENT

- Fiscal impact assessment important in budget preparation process
- Ensuring better control of future liabilities and fiscal risks management
- Web application enable budget users to enter data about fiscal impact assessment of proposed legal regulation on state budget (creating form)
- Application enable more effective cooperation between budget users and the MoF (approving form)
- Application is linked with the SAP system





BUDGET EXECUTION-LEGAL FRAMEWORK

- Budget Act
- Budget Execution Act (adopted each year with the State Budget)
- Book of Rules on the Method and Terms of State Budget Execution Process
- Book of Rules on the Budget Classifications

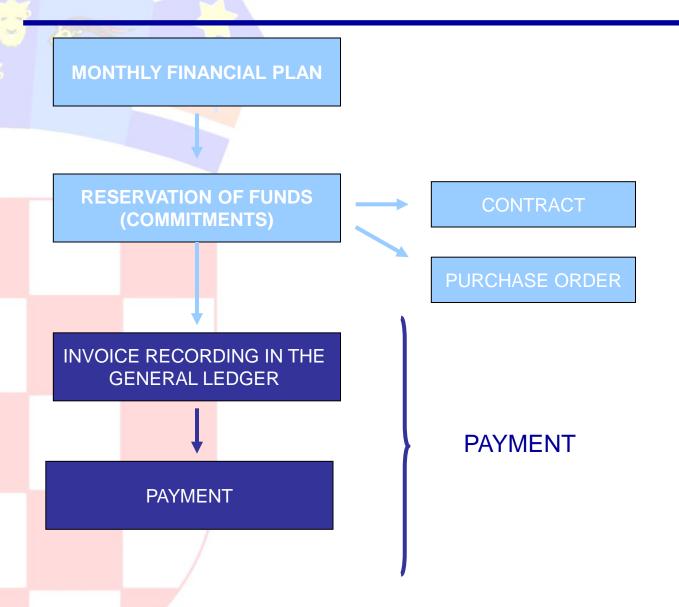


BUDGET EXECUTION PROCESS SUPPORTED BY THE FMIS

- Control and monitoring of commitments
- Flexibility in budget execution
- Carry over of unspent budget funds for projects to the next budgetary year



BUDGET EXECUTION PROCEDURE





RESERVATION OF BUDGET FUNDS

- The key role of reservation (commitments) system is to ensure:
 - that budget users enter only those procurement procedures for which there is coverage in the annual plan (current budget), or
 - the approval of the Government to create a multi-year budget commitments (projected for the next two years)



WAY OF RECORDING COMMITMENTS IN THE FMIS OF THE STATE TREASURY

- Direct entry in the FMIS of the State Treasury
 - Budget Users whose FMIS are not interfaced to the FMIS of the State Treasury announce their commitments by the system of reservations directly into the FMIS of the State Treasury
 - > The same applies to invoices
- Entry in the budget users FMIS through Gateway
 - Budget Users whose FMIS are interfaced to the FMIS of the State Treasury recording reservations documents (commitments) in theirs information system automatically displayed the same documents in the State Treasury System
 - > The same applies to invoices



RECORDING OF INVOICES IN THE GENERAL LEDGER

- Recording of INVOICES in the budget users` General Ledger (budget users FMIS) based on the accrual principle
- Recording of INVOICES in the State Budget's General Ledger based on the accrual principle
- Each invoice spends budget based on a maturity (budgeting is on the cash principle)
- The invoices that incur in the current year, but have maturity date in the following year, charge General Ledger of current year and spend the budget of the following years

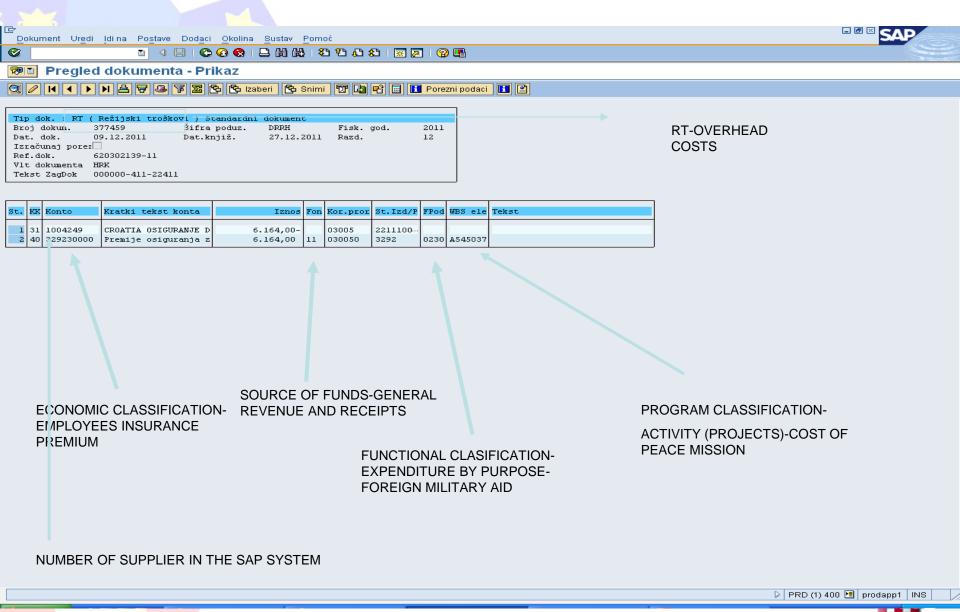


PAYMENT REQUEST

- Payment request and Invoice are one document that changes status through special field
 - > code status: Z for payment request, F for invoice



INVOICE / PAYMENT REQUEST



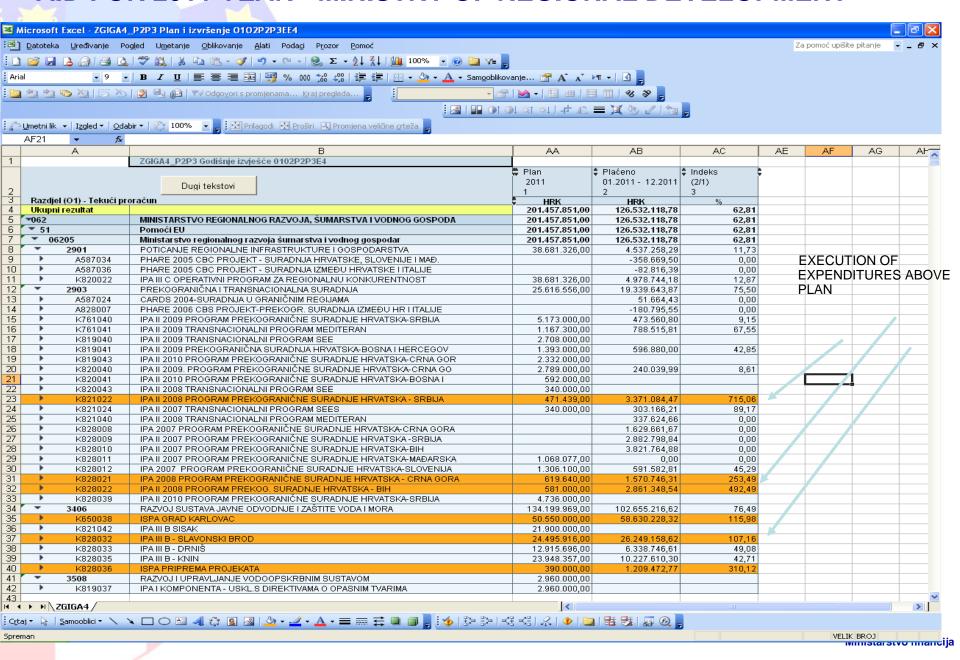
FLEXIBILITY IN PROGRAMS EXECUTION IN RELATION TO SOURCES OF FINANCING

- Sources of financing that allow maximum flexibility in the execution:
- Earmarked revenues
- > Aids
- Donations
- Earmarked receipts from borrowing

- Expenditure and expenses execution in amount of realized revenue and receipts
- Expenditure and expenses execution in amount of realized revenues and receipts although are not planned in the state budget
- Transfer of realized and unused revenues and receipts for spending in the next budget year



REPORT OF EXPENDITURES FROM THE SOURCE OF FINANCING EU AID FOR 2011 YEAR - MINISTRY OF REGIONAL DEVELOPMENT



CARRY OVER OF UNUSED BUDGET FUNDS

		Preneseno iz prethodne god.	Uplaćeno 2011.	Utrošeno 2011.	Za prijenos u slijedeću godinu
Ukupni rezultat		612.303.703,71	3.594.611.986,36	3.594.352.575,16	612.563.114,91
41	Prihodi od igara na sreću	138.663.934,93	317.120.129,41	340.527.618,01	115.256.446,33
42	Prihodi od spomeničke rente	2.200.854,91	69.958.795,87	69.523.825,86	2.635.824,92
43	Ostali prihodi za posebne namjene	379.329.102,91	2.175.998.572,94	2.189.792.340,49	365.535.335,36
51	Pomoći EU	2.470.256,47	746.418.018,21	719.501.017,3/	29.387.257,34
52	Ostale pomoći	13.421.173,87	133.213.835,43	91.719.555,62	54.915.453,68
61	Donacije	2.958.661,11	14.730.200,03	10.372.224, 15	7.316.636,69
81	Namjenski primici od zaduživanja	73.259.719,51	137.172.434,47	172.915.993 39	37.516.160,59

type of source of financing

unused funds - carry over from 2010 to 2011

unused funds - carry over from 2011 to 2012



MAIN RECOMENDATIONS IN IMPLEMENTATION STAGE

- Step-by-step implementation approach
- Structured project management approach helps
- Develop realistic implementation plan and report regularly and transparently on implementation progress to all relevant stakeholders
- The implementation team should include individuals from functional areas and should not rely on IT staff alone
- Training and education should be a continuous process
- Senior management should be trained for using reporting system and report interpretation



MISTAKES MADE

- Control should rest firmly with the MoF; not with the outside consultants
- Ensure effective project managing and coordination
- FMIS project can be very complex and long-running
- As a long-running project, there is danger of becoming a 'never finished project', with additional requests and upgrades required before finishing a previous phase.
- Technology life cycle (2-4years) should be taken into account (new versions, releases etc.)
- Project should be decomposed into manageable phases with clear and manageable goals with measurable results
- Lack of technical documentation means that the original software provider may be required to support the system for a long time
- An integrated not comprehensive system

BENEFITS

- Enhanced ability to manage cash, debt and liabilities
- Reduced financial transaction cost
- Use of budget as a management instrument
- Improvement of the use of public resources
- Access to timely and accurate budget information
- Management decisions made more efficiently
- Comparison of costs between units/activities and performance targets leading to greater efficiency

