MINISTRY OF FINANCE AND ECONOMIC DEVELOPMENT

Circular No. 3 of 2019

My Ref: BUDGT/CALL/CIRCL

To: Supervising Officers-in-Charge of Ministries/Departments

2019-20 Budget Circular

You are kindly requested to submit your budget proposals, both expenditure and revenue, for financial years 2019-20, 2020-21 and 2021-22 at latest by 15th April 2019.

- 2. The last four budgets have enabled Mauritius to make significant strides towards realising its vision of a Modern and Inclusive High-Income Country. In the process, the economy has become more resilient to external shocks, and absolute poverty and income inequality have been reduced. The unemployment rate is the lowest in the past ten years and inflation is low and under control. The country's foreign currency reserves are at the highest level ever. At the same time, significant resources have been devoted to modernise our public infrastructure, in particular the implementation of the Metro Express project that will stand as a landmark in the history of our country.
- 3. We must keep this momentum to further meet the aspirations of the population, continue to improve public service delivery and tackle new challenges while ensuring sound fiscal management by reducing the budget deficit and public sector debt.
- 4. Accordingly, the budget proposals must be aligned with the Ten Development Priorities already highlighted in the Press Communique on Pre-Budget Consultations issued by this Ministry on 13th March 2019.
- 5. In formulating the 2019-20 Budget, we will have to adhere to the following four fundamental principles:
 - (i) use our limited resources judiciously by right prioritising of investment projects;
 - (ii) eliminate wastage and unproductive expenditure in the public sector;
 - (iii) ensure buoyancy in revenue collection; and
 - (iv) adhere to the golden rule in public finance, that is, borrowing only to finance quality investment.
- 6. This year, it is expected that your submissions will reflect a widespread integration of AI and other modern technologies with the aim of achieving a significant improvement in public service delivery.

- 7. In addition, greater importance should be given to training and capacity building in various Ministries and Departments to improve overall productivity in the public sector.
- 8. Indicative aggregate expenditure ceilings, both for recurrent and capital expenditure, for your respective Ministry and Department will be communicated to you in due course. You are requested to formulate your proposals within those expenditure ceilings.
- 9. The operational guidelines for the preparation and submission of your proposals are set out at Annex I.
- 10. The schedule of the Policy Dialogue and Budget Estimates Committee meetings will be communicated to you in due course. To prepare for these meetings, relevant MOFED staff will have technical working sessions with your Ministry.
- 11. Kindly relay the contents of this Circular to all public sector bodies falling under your responsibility.

D. D. Manraj, GOSK Financial Secretary 16 March 2019

CC to:

- (i) Secretary to Cabinet and Head of the Civil Service
- (ii) Director of Audit
- (iii) Accountant-General
- (iv) Officer-in-Charge, Finance Section of Ministries and Departments

Encl.:

Annex I: Operational Guidelines for Preparation and Submission of Budget Proposals

Appendix I: Template for Three-Year Strategic Plan

Appendix II: Format for Expenditure Proposals

Appendix III: Format for New Scheme/Measure

Appendix IV: Format for Human Resource Proposals

Appendix V: Financial Information on Public Sector Bodies

Appendix VI: Format for Revenue Estimates

Appendix VII: MOFED Sector Ministry Support Teams (SMSTs)

Operational Guidelines for Preparation and Submission of Budget Proposals

A. Updated Three-Year Strategic Plan

- 1. Ministries and Departments should update their Three-Year Strategic Plan taking into account progress made so far as well as new initiatives/strategies for the next three years. This is necessary to facilitate discussions on policy issues and strategies. Ministries should, in particular, update the following as per **Appendix I**:
 - (i) Mission Statement;
 - (ii) Current Situation, Main Achievements and Challenges;
 - (iii) Medium and Long Term Goals;
 - (iv) Strategic Directions and Enablers;
 - (v) Key Actions and Targets; and
 - (vi) Key Capital Projects.
- 2. The Three-Year Strategic Plan with medium term objectives will be tabled in the National Assembly together with the Estimates documents. The Plan is an important tool aimed at providing Members of Parliament and the public in general information on strategic directions and key performance indicators in different sectors.
- 3. As such, Ministries should ensure that the key performance indicators included in the Plan are Specific, Measurable, Achievable, Relevant and Time bound (SMART). Where applicable, Ministries should include targets for monitoring progress towards the achievement of the Sustainable Development Goals (SDGs). Targets should also cover new initiatives such as the adoption of the new e-procurement system and gender responsive budgeting.

B. Expenditure Proposals

- 4. Ministries/Departments should submit their expenditure proposals through the e-budget system as per the format set at **Appendix II**. Details of submission requirements are set out at paragraphs 40 to 43.
- 5. Your proposals should include realistic revised estimates for the current financial year based on the actual amount already spent as at date and your expected spending as at end of June 2019.
- 6. Regarding proposals for FY 2019-20 and the subsequent two years, Ministries/Departments should include expenditure commitments already taken in the current financial year as well as new measures and initiatives being proposed for the forthcoming budget in line with government priorities and their updated Strategic Plan. In addition, they should take into consideration the following:
 - (i) pace of implementation of projects and schemes;
 - (ii) changes in cost of providing certain services;
 - (iii) changes in the number of beneficiaries under existing schemes;
 - (iv) revised estimates for current financial year; and

(v) planned figures for FY 2019-20 and FY 2020-21 published in the 2018-19 Estimates documents.

C. Indicative Expenditure Ceilings

- 7. Indicative aggregate expenditure ceilings, both for recurrent and capital expenditure, will be communicated individually to each Ministry and Department in due course.
- 8. Ministries and Departments are requested to formulate their proposals within those expenditure ceilings. Ministries and Departments have the flexibility to allocate resources to the different programmes, Sub-Heads and items of expenditure as per their priorities. They may also reallocate resources from the recurrent expenditure ceilings to the capital budget but not vice-versa.
- 9. The allocation of financial resources will be done when all the proposals from Ministries and departments are received by this Ministry. Where necessary, adjustments especially in respect of new projects and schemes that could not be accommodated within the ceilings would be considered depending on priorities of government, the state of preparedness and the overall fiscal constraints.

D. Recurrent Expenditure

10. As far as possible, Ministries and Departments should contain their recurrent expenditure and abide by the ceiling. They should ensure judicious use of budgetary resources by leveraging on ICT, reducing wastage, controlling overtime, improving fleet and procurement management, optimising energy consumption, prioritising human resource requirements and exploring other possibilities for efficiency gains.

New Scheme/Measure

11. Ministries/Departments should provide a brief, as per **Appendix III**, on all new schemes and measures being proposed for the forthcoming budget, together with their financial implications. While designing new schemes, Ministries should ensure that they are in line with government priorities and avoid overlapping across Government.

Human Resource Budgeting

- 12. Ministries should make full provision in respect of staff already in post. They should also provide for the annual salary increments payable with effect from January of each year as well as for the salary compensation already awarded by Government.
- 13. As regards unfilled funded positions, priorities should be given for filling of these positions except in cases they are no longer required. Moreover, provisions for filling of such positions should take into account the stage reached in the recruitment process and should be based on a realistic timeframe for completion of the exercise.
- 14. Any request for filling of unfunded vacancies and creation of additional posts or new posts should be justified in terms of organisational requirements, improvement in service delivery and/or provision of new services in view of the updated Strategic Plan. Similarly, filling of consequential vacancies at entry grade arising as a result of promotional

exercises should be justified. The financial implications of such requests should be included in the expenditure proposals.

- 15. Accordingly, Ministries/Departments are requested to submit key information relating to:
 - (i) the expected timing for filling of approved funded positions, unfunded promotional posts and unfunded entry grade posts;
 - (ii) the annual financial implications for the above three categories separately as per **Appendix IV**; and
 - (iii) the number of personnel, both permanent and contractual, serving their Ministry/Department as at end March 2019.
- 16. They should also update the proposed funded positions for FY 2019-20 and their financial implications in the simplified HR excel template designed in the e-budget system.

Maintenance of Assets

17. Ministries are advised to make necessary provision for maintenance of assets falling under their responsibility so as to optimise the useful life of those assets and avoid disruption in service delivery.

Statutory Bodies

- 18. Ministries should, in the first instance, scrutinise the revenue and expenditure plans of statutory bodies seeking funding from Government so as to ensure greater efficiency and lower dependency on budgetary resources.
- 19. They should, thereafter, include the reviewed funding requirements of those statutory bodies in their budget proposals.
- 20. A copy of the budget proposal of the statutory bodies as well as updated information on their financial standing as per **Appendix V** should be submitted to this Ministry.

Mission Expenses and Passage Benefits

21. Your proposals should exclude provisions in respect of mission expenses and passage benefits. As per current practice, such provisions will be made under Vote 26-1: Centrally Managed Expenses of Government.

Memorandum on Expenditure Items

- 22. Ministries/Departments should submit a memorandum on expenditure items requiring significant increase in budgetary resources. The memorandum should include information such as purpose of the spending, expected benefits, target groups, basis of calculation and justification for the significant increase.
- 23. The memorandum should also include information on all new items of expenditure to be created in the forthcoming budget. This information would facilitate discussions at the Estimates Committee meetings and would be helpful in the preparation of briefs for the Committee of Supply.

E. Capital Expenditure

- 24. Ministries should prioritise their capital projects and submit their requests based on a realistic implementation plan and disbursement schedule, irrespective of the source of financing.
- 25. For on-going projects, they should take into account the current implementation status, payments up to June 2019, carry-over of capital expenditure and expected progress in next year. This is necessary to avoid over provisioning and ensure efficient use of budgetary resources.
- 26. As regards new capital projects, Ministries should submit their proposals as per the Project Request Form enclosed in the new Capital Project Process Manual issued in February 2019 (Financial Instructions No. 1 of 2019). For new projects, Ministries are requested to explore alternative mode of financing such as Public Private Partnership and Build Operate Transfer.
- 27. Ministries should rank their new projects in order of priority. This list as well as other relevant information in respect of new projects should be submitted through email to the relevant Sector Ministry Support Teams (SMSTs) of this Ministry.
- 28. Where projects are at an early stage of preparation, provision, if required, should only be made for studies and consultancies. These provisions will be made under vote Centrally Managed Initiatives of Government.
- 29. Concerning projects being financed under Special Fund, Ministries should submit an updated expenditure plan in respect of those projects. They should also include a projection of expected contributions from donor agencies to finance those projects. This information should be submitted through email to the relevant Sector Ministry Support Teams (SMSTs) of this Ministry.
- 30. All information in respect of capital projects should be uploaded in the e-PSIP.
- 31. It is to be noted that for all new projects with an estimated value above Rs 25 million, a copy of the Project Request Form should also be submitted to the Public Investment Management Unit (PIMU) of this Ministry for consideration and eventual inclusion in the Public Sector Investment Programme. Moreover, any request for a change in project value should follow the provision in the Capital Project Process Manual.

Carry-Over of Capital Expenditure

- 32. Ministries/Departments should submit their requests for carry-over of the FY 2018-19 capital expenditure, if any, together with their expenditure proposals. Those requests should be realistic and in line with Financial Instructions No.1 of 2016.
- 33. Ministries should also take such requests into account while preparing their funding requirements for next year's budget so as to avoid over provisioning.

F. Revenue Estimates

- 34. Wherever applicable, Ministries/Departments should submit estimates of revenue in respect of taxes, duties, fees, charges, sales and other revenues falling under their purview, as per **Appendix VI**, through the e-budget system.
- 35. In your submissions, you should indicate clearly:-
 - the basis of your computation and assumptions, highlighting any change in respective legislation that has impacted on the amount of revenue collected during the current financial year and/or would affect revenue in the following financial years;
 - (ii) the amount of revenue in arrears in respect of each revenue item; and
 - (iii) the amount of revenue to be collected through administrative efforts, such as better enforcement, audit, investigations and debt recovery.
- 36. As regards fees and charges (Revenue Item Code 142), the guiding policy is to ensure that the rupee value of the fees/charges is not eroded by inflation and is adjusted so as to reflect cost of delivery of goods and services. However, due care has to be given on possible adverse impact on the ease of doing business. Any proposal for adjustment of fees in the next financial year should be incorporated in the revenue estimates.
- 37. All external grants accruing to the Consolidated Fund should be recorded under Revenue Category 13 (Grant) with the corresponding provision on the expenditure side in line with the principles of good public financial management. Details of such grants should be recorded in the e-budget system with appropriate explanations.
- 38. Ministries are requested to closely monitor statutory bodies and SOEs under their purview to ensure that they settle their debt obligations to Government, if any, to avoid accumulation of arrears.
- 39. Parent Ministries of statutory bodies and SOEs which have accumulated arrears should come up with appropriate policy measures to redress the financial situation of these entities.

G. Submission of Proposals

- 40. Ministries/Departments should submit both their expenditure proposals and revenue estimates at latest by 15th April 2019 through the e-budget system.
- 41. Excel templates in the e-budget system have been updated to facilitate the inputting of financial data on both revenue and expenditure. Data entry regarding capital projects should be made in both the e-budget and e-PSIP systems.
- 42. The e-budget system will enable Ministries/Departments to generate a report of their submissions as per format at **Appendix II** and **Appendix VI**.

- 43. Ministries/Departments should submit a soft copy of the following supplementary information to the relevant officer responsible for the SMST specified at **Appendix VII**:
 - (i) Updated Three-Year Strategic Plan (Appendix I);
 - (ii) New Scheme/Measure (Appendix III);
 - (iii) Human Resource Proposal (Appendix IV);
 - (iv) Financial Information on Public Sector Bodies (Appendix V);
 - (v) Memorandum on Expenditure Items (as per paragraphs 22 and 23);
 - (vi) Project Request Form (as per paragraph 26);
 - (vii) Updated expenditure plans and grant projection in respect of projects implemented under Special Fund (as per paragraph 29); and
 - (viii) Proposals for Carry-over of Capital Expenditure (as per paragraph 32).

H. Estimates Committee Meetings

- 44. Following receipt of your proposals, the relevant SMST and other officers of this Ministry will hold technical working sessions with Ministries/Departments to prepare for the Budget Estimates Committee meetings.
- 45. You will be informed of the date, time and venue for the Estimates Committee meetings in due course.

Template for Three-Year Strategic Plan

1.	Mission Statement	

- 2. Current Situation (including main achievements in 2018/19 and major challenges)
- 3. Medium and Long Term Goals
- 4. Strategic Directions and Enablers

5. Key Actions and Targets

Key actions, key performance indicators and targets should be submitted in a table as per the following format:

		Target	Actual *	Target	Target	Target
Key Action	Key Performance Indicator	2018/19	2018/19	2010/20	2020/21	2021/22
		(Published)		2019/20	2020/21	2021/22
1. XXXXX						
2. XXXXX						
3. Etc.						

^{*} Actual as at end March 2019

6. Key Capital Projects

Rs N

						K2 IVI
Description	Project	2018/19	2018/19	2019/20	2020/21	2021/22
Description	Value	Estimates	Revised	2010/20	LOZOIZI	LUL IIIL
1. XXXXX						
2. XXXXX						
3. Etc.						

Format for Expenditure Proposals

VOTE XX: XXXX

SUMMARY OF EXPENDITURE

Rs 000

Details	2018/19 Estimates	2018/19 Revised Estimates	2019/20 Estimates	2020/21 Planned	2021/22 Planned
VOTE XX-1 TOTAL EXPENDITURE					
of which					
Recurrent					
Capital					¥
Sub-Head XX-X1: XX1 Recurrent Expenditure Capital Expenditure Sub-Head XX-X2: XX2 Recurrent Expenditure					
Capital Expenditure					
TOTAL					

Sub-Head XX-X1: XX1

Rs 000

Item No.	Details			2018/19 Estimates	2018/19 Revised Estimates	2019/20 Estimates	2020/21 Planned	2021/22 Planned
Recurre	ent Expenditure							
20 20100 (1)	Allowance to Minister Annual Allowance Minister	In Post Mar 2019	Funded 2019/20					
	Total							
21	Compensation of Employees							
21110 .001	Personal Emoluments Basic Salary	In Post Mar 2019						
(1) (2)	Permanent Secretary Deputy Permanent Secretary							
(3)	Assistant Permanent Secretary							
	Total							

VOTE XX: XXXX

Rs 000

	(6)	***************************************	1				KS 000
Item No.	Details		2018/19 Estimates	2018/19 Revised Estimates	2019/20 Estimates	2020/21 Planned	2021/22 Planned
.002	Salary Compensation						
.003	Extra Remuneration						
.004	Allowances						
21111	Other Staff Costs						
.001	Wages					300	
.002	Travelling and Transport						
21210	Social Contributions						
.001	Contribution to the National Savi	ings Fund					
22	Goods and Services						
22010	Cost of Utilities						
.001	Electricity and Gas charges						
.002	5. 504						
	Fuel and Oil						
.001	and the state of t						
	Rent						
.001					1		
.002	· ·					-	
22040	Office Equipment and Furniture						
.001							
.002	Office Furniture						
	Subsidies						
xxxxx							
.xxx							
26	Current Grants						
xxxxx							
26313	Extra Budgetary Units						
Capital	Expenditure						
		Project Value					
000	Com mile	Rs 000					
26	Grants						
26323	Extra-Budgetary Units						
XXX							
28	Other Expense						
28221	Transfers to Non-Profit						
	institutions						
.xxx							
31	Acquisition Of Non-Financial						
21110	Assets						
31112	Non-Residential Buildings						
.xxx							
32	Acquisition Of Financial						
	Assets						
xxxxx							
.xxx							
	TOTAL	Andrews Committee of the Committee of th					
	1/12			****		and the same of th	THE RESIDENCE WHEN PERSONS

VOTE XX: XXXX

Sub-Head XX-X2: XX2

Rs 000

21 C	Compensation of Employees Personal Emoluments Basic Salary Permanent Secretary Deputy Permanent Secretary Assistant Permanent Secretary	In Post Mar 2019					
21110 Po .001 (1) (2)	Personal Emoluments Basic Salary Permanent Secretary Deputy Permanent Secretary Assistant Permanent Secretary	1			 		
.001	Basic Salary Permanent Secretary Deputy Permanent Secretary Assistant Permanent Secretary	1					
(1) (2)	Permanent Secretary Deputy Permanent Secretary Assistant Permanent Secretary	1					
(2)	Deputy Permanent Secretary Assistant Permanent Secretary			I			
1 1	Assistant Permanent Secretary	1 1 1 1 1 1 1 1 1 1					
(3)	Secretary	1 1					
	-	! İ					
	ē						
1 1	w						
000	Total	<u> </u>					
1 1	Salary Compensation Extra Remuneration						
1	Social Contributions						
	Contribution to the National						
	Savings Fund						
22 G	Goods and Services						
22010 Co	cost of Utilities						
.001	Electricity and Gas Charges						
.002	Telephone						
22900 Ot	ther Goods and Services						
.001	Uniforms						
26 G	Frants						
26210 Co	Contribution to International Org	anisatior	าร				
.xxx .		100					
Capital Ex	xpenditure						
1 1	cquisition of Non -		t Value		 		
	inancial Assets	Rs	000 				
1 1	ransport Equipment	i ! !					
.801	Acquisition of Vehicles	<u> </u>					
	TOTAL						3

Format for New Scheme/Measure

Scheme /Measure:	**	
Objective/Purpose:		
 Expected Economic and Social Benefits: 		
Eligibility Criteria/Targeted Beneficiaries:		
 Financial Implications and Financing Options: 		
Implementing Agency:		
• Implementation Timeframe:		
Monitorable Milestones:		
 Proposal for Legislative Amendments (if any): 		

Format for Human Resource Proposals

(Annual Costing)

	State: Entry (E)	No. of	Funded/	In Post March 2019**		No. of Officers		Unfilled F	Unfilled Funded Positions (March 2019)	ns	New Re	New Requests		Total Proposed
Position Titles	or Promotio nal (P) Grade			Number (A)	Costing (Rs)	retiring (up to June 2020)	Promotional Grade Number Costing (B) (Rs)		Entry Grade Number Costing (C) (Rs)	Vacancy ing Status***	 Promotional Grade Number Costing (D) (Rs)	Entry Number (E)	Entry Grade the Costing	Funded Positions (A+B+C+D+E)
VOTE XX														
Sub-Head XX -101														
A. Staff on Establishment														
								7						٠
Total (on Establishment)														
B. Others*				***************************************										
Total (Others)														
									-					
Sub-Head _I XX-102														
A. Staff on Establishment														
Total (on Establishment)														
B. Others*									THE REPORT OF LIVE AND ADDRESS.					
Total (Others)														
Note:														

All costing should be on an annual basis (13 months). However, for Promotional grades (both unfilled funded and new requests) only annual topping should be included.

*Others include staff employed on contractual basis, STM, YEP, Advisers, etc.

No. of Officers In Post as at March 2019 (headcount) should also include Officers on leave without pay and under interdiction. *Vacancy status - state only the date when vacancy reported/expected to be reported or advertised or interview carried out.

Financial Information on Public Sector Bodies

Public Body:

A: Income & Expenditure Information

Rs Million

Details	Jun 18/19 Estimates	2018/19 Revised Estimates	2019/20 Estimates	2020/21 Planned	2021/22 Planned
TOTAL INCOME Grant from Government Own-Source Revenue ⇒ Revenue 1 ⇒ Revenue 2 ⇒				-	
TOTAL EXPENDITURE Recurrent Expenditure Capital Expenditure Surplus/Deficit					

B: Other Financial Information

Details	Balance as at 30 Jun 2018	Estimated Balance as at 30 Jun 2019	Estimated Balance as at 30 Jun 2020
Debtors			
Cash & Bank Balance			
Investment			
⇒ Fixed deposit			
⇒ Treasury Bills			
⇒ Others			
Creditors			
Bank Overdraft			
Reserve			
Loans			
Contingent Liabilities			
⇒ Pension			
⇒ Financial Litigation			

Format for Revenue Estimates

MINISTRY/DEPARTMENT

Recurrent Revenue Estimates

_			
Rs 000	Main assumptions (Note 2)		
	ped	2021/22	-
	Planned	2020/21	
	Estimates	2019/20 2020/21 2021/22	
	O/w arrears as_at Feb 2019		
	8/19	Revised Estimates	
	2018/1	Estimates	
	Description		
	Item No./	Sub-item (Note 1)	

	-	-	
nisations)		Main assumptions (Note 2)	
nal Orga	ped	2021/22	
nternation	Planned	2020/21 2021/22	
ntries and In	Estimates	2019/20	
oreign Coul	2018/19	Revised Estimates	
Capital Revenue Estimates (Grants from Foreign Countries and International Organisations)	201	Estimates	9
	Description		
Capital Re	Item No./	Sub-item (Note 1)	

Estimates of revenue for FY 2019/20 and subsequent two years should be worked out for revenue item (including sub-items) based on existing policies. Note (1):

Officer-in-Charge of Finance Section: Signature:

Tel. No.:

The assumptions used in arriving at your estimates should be clearly stated and submitted in separate attachments, together with your workings. Note (2):

Supervising Officer of Ministry/Department

Date:

Signature:

MINISTRY OF FINANCE AND ECONOMIC DEVELOPMENT

SECTOR MINISTRY SUPPORT TEAMS (SMSTs)

Contact Details	Team member	Tel No. 260 1300 Ext No.	Email Address
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· ·			γ
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