

FINANCE EXTERNAL CIRCULAR NOTICE NO 13 OF 2014

Ministry of Finance
P.O. Box 395
Maseru 100

09 December, 2014.

FIN/EXPDT/S.1 (2014/15)

**TO: ALL PRINCIPAL SECRETARIES
ALL HEADS OF DEPARTMENTS
CLERK TO THE SENATE
CLERK TO THE NATIONAL ASSEMBLY
SENIOR PRIVATE SECRETARY TO HIS MAJESTY
AUDITOR GENERAL
OMBUDSMAN
INDEPENDENT ELECTORAL COMMISSION
SECRETARY TO THE PUBLIC SERVICE COMMISSION
DCEO
JUDICIARY SERVICES**

**COPY: GOVERNMENT SECRETARY
ATTORNEY GENERAL
SENIOR PRIVATE SECRETARY TO THE PRIME MINISTER
SECRETARY TO THE TEACHING SERVICE COMMISSION
NATIONAL AIDS COMMISSION
DISTRICT COUNCIL SECRETARIES**

Signed:.....

CALL CIRCULAR 2015/2016 TO 2017/2018 BUDGET ESTIMATES

PART I

1.1 Chief Accounting Officers are requested to submit to the Ministry of Finance estimates of revenue and expenditure for the Financial Year 2015/2016 and projections of revenue and expenditure for 2016/2017 and 2017/2018 in accordance with the ceilings in Appendices 1 and 2. The estimates must be submitted to the office of the Budget Controller by 17th December, 2014. The full calendar is covered in paragraph 1.4.

1.2 Ministries are urged to strictly adhere to the given budget ceilings for both recurrent and capital expenditure estimates. (See Appendices 1 and 2 respectively).

1.3 It is important that the deadlines for submissions and budget discussions are observed to enable delivery of the budget to Cabinet and Parliament on schedule as proposed below.

Proposed 2015/16 Budget Timetable

Submission of Revenue Estimates	17th December, 2014
Submission of Expenditure Estimates	17th December, 2014
Budget Discussion with Line Ministries	7th January, 2015
Presentation of Budget Estimates to Cabinet Budget Committee	28th January, 2015
Presentation of Budget Estimates to Cabinet	10th February, 2015
Presentation of Budget Estimates to Parliament	2015

1.4 Part I above deals with the budget calendar which must be adhered to. Part II deals with the Government goals and objectives for 2015/16 and Medium Term Fiscal Framework, 2012/13 – 2017/18. Part III provides the guidelines for Budget Estimates for 2015/16 – 2017/18. Part IV deals with the need to prepare Procurement and Cash flow Plans which will be used as basis of Release of Funds. Part V covers the IFMIS Budget Module and Budget Entry Process. Part VI deals with the content of Budget Submissions. Part VII deals with the Budget Speech.

PART II

2. THE NATIONAL GROWTH AND DEVELOPMENT POLICY GOALS AND THE MACROECONOMIC FRAMEWORK FOR 2015/16 TO 2017/18

2.1 National Policy goals and key policy targets

It is proposed that in developing the government's budgetary plans for 2015/16 to 2017/18 the focus should be on the following policy targets that will contribute to the realisation of the MDGs and NDSP strategic goals:

- Increasing economic growth towards a sustainable level of between 5 and 7 percent per annum and create 10 000 jobs per year on average;

- Reducing food insecurity by increasing production on average by 16Ha per year by the end of plan period (2017/18);
- Reducing child mortality by 2/3 and maternal mortality by 3/4 by 2017/18
- Reducing incidence of HIV and increase coverage for anti-retroviral treatment (ART). (1/4 by 2016/17, 80 percent coverage)

In order to achieve the above policy targets, interventions will be grouped under three clusters: (i) facilitating job creation, inclusive growth and economic diversification; (ii) reducing economic and social vulnerabilities; and (iii) improving public sector efficiency and service delivery.

- **Facilitating Job Creation, Inclusive Growth and Economic Diversification**

Investment climate reforms are regarded as the foundation for attracting private investment, with an impact of more than 2 per cent on GDP over the 5 years, through efficiency gains. Commercial Agriculture, Transform the textiles sector and diversify products and markets, enhance tourism participation (both internally and externally), technology based industries and creative arts reforms and a well-phased-industrial and marketing infrastructure programme are regarded as major sources of jobs and growth.

- **Reducing Social and Economic Vulnerability**

There is also need to enhance the social protection system such that it promotes prevention, reduction of exposure to vulnerabilities and enhance the management of risks and increases own capacity to reach livelihood security. Increasing crime and poor management of conflicts exacerbate social and economic vulnerability. The key interventions therefore will be to improve Maternal and Child Health and HIV/AIDS Programmes, reducing Socio-Economic Vulnerability by promoting household food security and consolidate social protection programmes. Also reduce Corruption and Crime.

- **Improving Public Sector Efficiency and effectiveness**

Public Sector efficiency and effectiveness still remains a challenge, for the Financial Years 2014/15-2017/18 the government's commitment is to continue to improve critical areas of reforms. To achieve this, Government has to enhance and continue to implement the following expenditure reforms:

- Continue the shift in the composition of resource allocation from recurrent to capital expenditures by keeping the level of recurrent budget constant in real terms or allowing only increases associated with new productive investments;
- Fast track elimination of ghost employees and review of redundant positions by the Ministry of Public Service;
- Government to establish a consolidated asset management function;

- Enhance procurement capacity to increase value for money, reduce fraud, and enhance transparency;
- Undertake business process reviews and re-engineering in key public sector service delivery institutions.

2.2 Review Of Macroeconomic Trends For The Years 2012/13 To 2017/18 And Forecast Of The Indicators Through The Medium-Term

2.2.1 Real Sector Developments

In 2012/13 and 2013/14, Lesotho's real GDP growth reached 5.2 and 3.6 per cent respectively. The main drivers of this growth were agriculture, mining, construction and the services sector. Recent drought which led to a 16.2 per cent decline in domestic crops production in 2012/13 was offset by improvements in livestock and services which registered 1.3 and 1.0 per cent respectively, resulting in a slight improvement in agriculture output. In 2013/14, there was strong recovery in crops production due to favourable weather conditions coupled with government implementation of summer cropping project, This resulted in a 20.4 per cent growth in that sector. As one of the main drivers, the mining sector realized strong growth of 14.5 per cent in 2012/13 resulting from re-opening of Kao and Liqhobong mines and the Letšeng mine doubled its production capacity. However, mining registered a decline of 5.3 per cent in 2013/14 as result of a slowdown in Letseng Diamond Mine production efforts.

Construction activities related to Metolong Dam and Millennium Challenge Compact (MCC), coupled with other Government investment in infrastructure development boosted GDP in 2012/13 and 2013/14 and this led the construction sector to enjoy robust growth of 23.7 and 21.5 per cent respectively in those years. The services sector also registered strong growth due to opening of malls with wholesale and retail, transport and communication registering 9.1 and 5.0 per cent respectively in 2012/13.

Health and social work registered an average growth of 21.8 per cent as a result of opening of the new referral hospital in 2011/12 and construction of new health centres under the MCA. Financial intermediation grew at an average of 7 per cent at the back of the improvements and reforms unfolding the financial sector, such as; eligibility to obtain credit and the availability of financial services extending into the remote areas through the Post Bank.

2.3 Prices

2.3.1 Inflation

Lesotho's price developments are primarily driven by those in South Africa, which accounts for almost 90 per cent of its imports. Imported inflation is estimated to constitute around 60 to 70 per cent of Lesotho inflation, while the residual is domestically generated. In 2013/14, inflation remained at around 6.0 per cent as in a year earlier though hikes in oil prices and imported grain were experienced during the year. Inflation

is projected to remain around 6.0 per cent in the medium term. It is expected to move in line with South African price developments. Supply side shocks, international oil prices and the global food prices still pose a risk of further inflationary pressures, going forward.

2.3.2 Interest Rates

Interest rates on the other hand, remain favourable for private sector borrowing and investment. The Central Bank of Lesotho has been able to keep the interest rates low as inflation remained largely subdued due to relative price stability, especially of oil.

2.3.3 Exchange Rate

The Loti/dollar exchange rate depreciated slightly in 2013/14 but maintain its relatively strong position against the dollar due to the anticipated strong regional export performance as commodity prices continue to recover. The Loti/dollar exchange rate registered 9.8 in 2013/14 and the medium term forecast outline a further depreciation of 10.8 on average.

2.4 External Sector

The Current account deficit narrowed to 3.7 per cent of GDP in 2012/13 from 11 per cent of GDP in 2011/12 due to substantial improvement in current transfers owing to recovery in SACU receipts. However, the income account declined as a result of continued decline in the migrant income affecting the total earnings of mine workers in RSA and the trade balance continued to widen in that year.

2.5 Monetary Sector

The key objective of monetary policy in Lesotho is achievement and maintenance of price stability. Under the fixed exchange rate arrangement between Lesotho and South Africa, this is achieved through targeting an adequate level of net international reserves (NIR). At the end of 2013/14, broad money supply grew at a faster rate of 42 per cent. The increase in money supply was attributable to an increase in domestic credit and net foreign assets.

2.6 Fiscal Framework and Fiscal Strategy (2012/13 – 2017/18)

Table 1 set out the preliminary medium-term fiscal framework (MTFF) for 2015/16-2017/18. Key points to note are that:

- The overall fiscal balance is expected to register an average of about 0.2 per cent of GDP throughout the medium term.
- Over the period non SACU revenues are forecast to increase from M7, 733.5million in 2014/15 to M10, 375.3million in 2017/18.

Recurrent expenditure is projected to increase from M9,990.54 million in 2014/15 to M12,311.61 million in 2017/18.

Table 1: Medium Term Fiscal Framework

	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
	Actual	Actual	Estimate	Forecast	Forecast	Forecast
Revenue	13,144.91	13,274.40	14,767.58	15,731.40	17,004.40	18,079.14
Tax revenue	4,596.30	5,147.65	5,727.84	6,565.94	7,479.35	8,018.43
Social Contributions						
Grants	1,703.46	1,047.37	781.62	781.62	816.36	852.67
Other revenue	878.82	1,024.83	1,224.04	1,386.85	1,444.49	1,504.16
SACU	5,966.33	6,054.55	7,034.08	6,997.00	7,264.21	7,703.88
Total recurrent Budget Outlays	7,986.01	9,528.52	9,990.54	10,745.88	11,515.22	12,311.61
Expense	7,941.49	9,413.49	9,928.27	10,601.04	11,369.95	12,166.34
Compensation of Employees	3,585.57	4,321.23	4,682.65	5,080.69	5,564.18	6,093.16
Use of goods and services	1,846.12	2,437.58	2,561.62	2,715.31	2,878.23	3,050.93
Interest Payments	165.89	192.29	266.10	319.03	343.80	358.92
Subsidies	252.94	232.20	275.58	257.05	267.12	260.51
Grants	763.35	759.25	626.06	662.37	698.80	735.83
Social benefits	608.80	757.12	820.24	869.41	918.04	967.52
Other expense	718.84	713.80	696.03	697.18	699.79	699.46
Capital Budget						
Total Capital Budget By Source	4,137.29	4,393.16	4,006.82	5,001.70	5,521.25	5,748.04
1. Government of Lesotho	1,981.33	2,794.09	2,558.00	3,314.39	3,503.49	3,693.97
2. Donor Loan	648.90	700.80	817.20	1,055.70	1,351.40	1,352.40
2.1. Non-Metolong	321.59	148.48	415.70	1,055.70	1,351.40	1,352.40
2.2. Metolong	327.31	552.32	555.60	-	-	-
3. Donor Grants	1,507.06	898.27	631.62	631.62	666.36	701.67
3.1. MCC	1,122.30	347.50	-	-	-	-
3.2. Non-MCC	384.76	550.77	631.62	631.62	666.36	701.67

Analytical Measures	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
Fiscal Deficit/Surplus (GoL)	875.10	- 759.13	559.68	49.56	45.61	113.29
Core Fiscal Balance	- 2,208.24	- 3,610.97	- 3,101.57	- 3,289.94	- 3,206.49	- 3,254.78
As % of GDP						
Fiscal Deficit/Surplus (GoL)	4.3%	-3.4%	2.3%	0.2%	0.2%	0.4%
Core Fiscal Balance	-10.9%	-16.4%	-12.9%	-12.6%	-11.2%	-10.5%
Tax revenues	22.6%	23.3%	23.8%	25.2%	26.1%	25.9%
SACU	29.4%	27.4%	29.2%	26.8%	25.4%	24.9%
Revenues	64.8%	60.1%	61.3%	60.3%	59.4%	58.4%
Expense	43.5%	47.6%	45.7%	45.5%	44.6%	44.0%
Government total expenditures	60.3%	63.1%	59.0%	60.1%	59.2%	58.1%
Savings	14.4%	9.0%	13.7%	13.1%	13.3%	13.0%
Gross investment	16.7%	15.4%	13.3%	14.6%	14.6%	14.0%
Debt	46.9%	47.6%	48.2%	48.8%	49.5%	48.5%

2.7 Fiscal Policy Stance

Fiscal performance slipped in 2013/14, but official gross international reserves still inched higher to 5.1 months of imports for the following year. The government adopted an expansionary fiscal policy which was largely the result of a recovery in SACU revenues. However, there was a shortfall in domestic tax revenues, while recurrent expenditure rose to 47.6 per cent of GDP, led by increased spending on wages and salaries. The overall fiscal balance recorded a deficit of about 3.4 per cent of GDP. The core SACU fiscal deficit which helps to gauge the underlying fiscal stance, increased to 16.4 per cent of GDP. Although capital spending subsided, mainly reflecting poor project implementation, external borrowing remained elevated in 2013/14, which facilitated the maintenance of reserves.

There is need to foster strong broad-based growth as a prerequisite to reducing poverty levels on a sustained basis in Lesotho. While noting the limited employment opportunities in the mining sector, the government pursued the scope to further develop sectors such as manufacturing, tourism, commercial agriculture, and to support small and medium-size enterprises (SMEs). Attracting private sector investment is critical in all instances and this requires the provision of adequate basic infrastructure (water, roads and electricity), and improvements in the business environment. In this context, the government focuses on improving the business climate by addressing issues such as ease of starting a business, registering property and paying taxes, among other things. Development in tourism also requires adequate marketing of the country's natural attractions and a review of restrictions on land ownership by foreigners. The proposed Land Administration Reforms will address this latter point, and when implemented, will be important in fostering investment in hotel accommodation and boosting development of the tourism sector.

On SMEs, there is a need for basic infrastructure needed for investment climate and the development of commercial agriculture requires increases in financial and human capital, in addition to adequate regional market integration, while taking into account issues of land degradation and the environment.

2.8 Fiscal Strategy and Economic Policies

2.8.1 Fiscal strategy

The fiscal strategy over the next three years will thus aim at maintaining long-term fiscal sustainability and providing a sufficient fiscal and/or foreign reserve buffer against domestic and external shocks and imbalances. Prudent fiscal management will also help to sustain confidence of investors and development cooperating partners and help to secure financing for investment by the private sector and for infrastructure projects.

This objective will be achieved through a reduced dependence on volatile and pro-cyclical SACU receipts by moving to a situation where current expenditures can be covered by tax and non-tax revenues, with SACU

revenues and donor funding being used to finance infrastructure and other capital expenditures and maintain sufficient reserves for financing forward capital spending commitments.

Key measures to achieve this outcome include:

- Maintaining adequate reserves to provide 5 months of import cover as a buffer for ameliorating fiscal shocks and imbalances.
- Reducing the very high and unsustainable level of recurrent spending. This will require tighter control over recurrent expenditure budgets linked to measures to ensure that existing resources are utilised more effectively and efficiently as well as targeting no real increases in recurrent spending over the next three years (excluding maintenance of assets).
- Improving mobilization of domestic non-tax revenues. This will require identification and assessment of new revenue sources and adjustment of selected fees, penalties and charges that have not been increased for several years.
- Mobilising additional resources, especially grants to finance public investments and crowding- in private investment.

2.8.2 Revenue

Total Revenue has been influenced massively by receipts from SACU revenue pool which is recently contributing around 46 per cent of total revenue. However, concerns have been noted about the volatility of SACU receipts which have in the past contributed around 60 per cent of total revenue. The medium term is therefore projected to be sluggish since the contribution is forecasted at 43 per cent of total revenue. This has shifted the authorities' focus to mobilisation of domestic revenue. Tax revenue has gained momentum moving from 35 per cent to around 40 per cent as a share of total revenue from 2012/13 to 2013/14. There is also an improvement in the tax effort (tax as a percentage of GDP) from 22.6 per cent in 2012/13 to 23.3 per cent in 2013/14. However, there was an under performance with regard to revenue collection in 2013/14. The tax effort is projected through the medium term to reach the levels of 25.9 per cent in 2017/18.

With no prospects of grants that can offset MCC and Metolong grants, the authorities have only projected as a share of GDP grants to register an average of 3.0 per cent in the medium term from a historical 8 per cent of GDP. With no policy change, water royalties are anticipated to remain at historical trend of 3.3 per cent of GDP and dividends are expected to carry 1 per cent of GDP as declaration of dividends is influenced by economic performance.

2.8.3 Expenditure

The total recurrent budgeted expenditure has been M7, 986.0 and M9, 528.5 million in 2012/13 and 2013/14 respectively outlining 19.3 per cent growth. This was largely influenced by the new salary structure adopted by the authorities and subsequently an increase of 32.0 per cent in the use of goods and services. With less

than inflationary increase in the compensation of employees of 4 per cent in 2014/15, the medium term of all expenditure items is forecasted to be constant in real terms (adjusted by inflation). However, there were revisions of tax rates in 2014/15 from 22 to 20 per cent in the lower bracket and from 35 to 30 per cent in the upper band. This is expected to impact the economy negatively in 2014/15 in relation to PIT collections, but have spill over effects on other tax components such as VAT as a result of increase in consumption in the medium term.

Total capital budget expenditure on the other hand has seen a decline in the donor grants in 2014/15 due to the facing off of MCC projects. It is estimated to also be characterised by 86 per cent execution rate of the capital budget. However, in the medium term, government is still committed to increasing capital budget to intensify the implementation of the NSDP. The authorities will also address issues relating to the capacity of line ministries to improve execution of the capital budget.

PART III

3. GUIDELINES FOR BUDGET ESTIMATES FOR 2015/16 – 2017/18

The 2015/16-2017/18 budget estimates will be prepared using the chart of accounts as per attached Appendix 4. The 2015/16-2017/18 budget estimates will continue to be entered into the IFMIS Active Planner. The MTEF budget forms and guidelines will continue to be used to facilitate proper costing and budget justification.

3.1 Revenue Estimates

All revenue collecting agencies must ensure that they submit realistic and achievable revenue estimates. Extra efforts to collect and close loopholes in the collection systems and book-in revenues in the IFMIS are required. Ministries should identify specific actions which will be implemented to improve administration of all revenue collecting activities. All relevant policy issues should be covered, including:

- The need to increase rates on fees and charges to keep them in line with inflation; and
- The identification of possible new tax and non-tax revenue items to compensate for decline in revenue from the traditional sources such as SACU.
- Revenue estimates **should include**: Actual Performance for 2013/14; projected outturn for 2014/15 based on Actual Performance in the first six months of 2014/15; and estimates for the financial years 2015/16 and projections for 2016/17 and 2017/18.

3.2 Recurrent Expenditure Estimates

3.2.1 General Issues

Sound Public Expenditure Management has three components:

- Adherence to the resource envelope defined in the fiscal framework;
- Targeting resources at those activities which make the largest contribution to the attainment of national development goals and objectives; and
- Undertaking approved activities with maximum productivity and efficiency.

The Government will continue to implement the Medium-Term Expenditure Framework (MTEF) approach to budgeting. All Ministries now prepare medium-term estimates, and all Ministries prepare Budget Framework Papers.

Ministries have produced Budget Framework Papers (BFPs), matching their ministerial objectives and funding requirements with national development documents such as Vision 2020, Millennium Development Goals (MDGs), NSDP. Discussions on the BFPs are held to highlight government's goals and priorities, and to build consensus on the resource allocation based on these priorities and by looking at allocations made to cost centres, sub-cost centres, programmes and sub-programmes.

The discussions on the BFPs are not necessarily meant to result in increased aggregate ministerial ceiling. The BFPs provide valuable information to assist the Ministries of Finance and of Development Planning and the Cabinet Budget Committee to make more informed decisions about budget priorities. The BFPs also increase the focus on ways of improving **effectiveness** and **efficiency** by identifying issues to be addressed to improve service delivery and areas where **reallocations** and **savings** can be made within the Ministries.

3.2.2 Conditions for Budget Estimates

Ministries are required to observe the following conditions pertaining to the 2015/16-2017/18 budget estimates:

- (i) Ministries should ensure that their budget estimates are linked to the BFPs;
- (ii) Submissions must include all commitments already made by the Government which will have the effect of incurring expenditure over the coming years
- (iii) Submissions should identify measures that will be taken to improve the policy environment and to build up institutional capacity to implement approved activities in a timely manner;
- (iv) In view of the prevailing aggregate resource constraint, ministerial submissions should clearly indicate the priority ranking of allocations by programmes;

- (v) Ministerial submissions should include realistic estimates to meet the recurrent costs arising from projects which are scheduled for completion in 2015/2016-2017/2018 as well as for the maintenance of existing assets.
- (vi) In compliance with Public Financial Management and Accountability (PFMA) Act, virements will only be allowed for 20% of the approved programme of the recurrent budget and 10% of the capital project.
- (vii) New salaries, vacant positions, software licences, consultancies and training will be centralized in the Ministry of Finance under Centralized Item Head 30. However, it is still essential that each ministry budget for these items while preparing ministerial budgets.

The submissions must also demonstrate that they include policy measures and/or resource allocations required to satisfy agreements with Development Partners.

3.2.3 Content of Detailed Submissions

(a) Personal Emoluments (PE)

- (i) Chief Accounting Officers are advised to discuss their staffing situation with Ministry of Public Service before submission of the estimates:
 - Requests for creation of new posts should be cleared with the Ministry of the Public Service and funding with Ministry of Finance.
 - Promotions should be cleared with Human Resource Department (HRD) in the Ministry of the Public Service.
 - Up-grading should be cleared with Remuneration and Benefits Department (RBD) in the Ministry of the Public Service.
 - Ministries should provide information on the current status of filling of vacant positions. Regarding the creation of new positions, strong justification should be provided, including how these positions will enhance performance of the ministries/departments and the impact on the future wage bill.
- (ii) Allowances should be shown by type; numbers of employees affected and clear costing.
- (iii) Estimates of Personal Emoluments must be complemented by nominal roll indicating grades and number of employees in each grade; vacancies; and gross salaries for 2014/15, 2015/16, 2016/17 and 2017/18.
- (iv) Ministries should ensure that the Sub Programme totals for Personal Emoluments estimates match those contained in the payroll system. **If estimates are placed in the wrong Sub Programme, warrants will be distributed to the wrong Sub Programme, and there may be delays in the payment of salaries until the relevant ministry is able to process virements. Ministries are requested to take note of paragraph 15 (1) of the PFMA Act, 2011.**

(viii) In respect of Teaching Service, additional information is required in the following format:

- Number of schools;
- Number of Government-paid teachers per district;
- Salaries and allowances estimates for 2015/16; and
- Projections for 2016/17 and 2017/18

(ix) The Ministry of Public Service should be given a copy of estimates of Personal Emoluments to confirm payroll with establishment.

(b) Other Charges (OC)

Ministries should use official Government prices to estimate fuel and maintenance costs, obtained from Ministry of Finance, Budget Department. A comprehensive list of ministerial/departmental fleet containing vehicle descriptions and date of purchase must be attached to the estimates.

- With regard to vehicles under Full Maintenance Lease, the latest hire rates must be used.
- Appropriate authority must accompany a request for purchase of new vehicles.
- A prioritized list of international trips should be attached to the estimates for International Travel.
- Details of seminars, workshops and short courses proposed for the financial year should be attached.
- Breakdown for Training Costs should be provided according to type of training, individual positions (i.e. not names of holders) affected and the amount estimated.
- Subscriptions to International Organisations are now classified within Operating Costs, using Items 431021 to 431025, and Item 431027. Ministries should also attach a breakdown showing name of the organisation and an amount to be paid. The Item will be centralised under the Head 25 of Subscriptions to International Organisations.
- Line ministries providing subsidies/subventions to other organisations should submit a complete and detailed budget for such institutions, in line with the Government format, including audited accounts and annual reports for 2012/13 and 2013/2014. Parent ministries should discuss the requested subvention with relevant institutions and agree on the level of support proposed.

3.3.4 Special Funds and Trading Accounts

Ministries operating special funds and trading accounts are expected to submit their budgets along with the parent ministries', for approval by the Minister of Finance.

(a) Separate submissions are required for:

- (i) Trading Accounts; and
- (ii) Special Funds

(b) Ministries should further note that:

- (i) No Trading Accounts/Special Funds will be allowed to operate without approved budget estimates;
- (ii) Trading Accounts/Special Funds that do not submit regular and audited financial and non-financial reports will not be considered for approval.

3.4 Projects and Bank Accounts

Ministries must include in their submissions a list of all project bank accounts and their balances at commercial banks and at the Central Bank of Lesotho. Ministries should also note that the balances in the bank accounts (in respect of GOL funds) should be retired at the end of the financial year and should not be part of the budget for the following year.

3.4.1 Capital Estimates

3.4.1.1 General Issues

Criteria for selection of Projects and/or allocation of resources

The most important criteria for selection of projects will be their impact on economic growth, employment creation and reduction of vulnerability. These have been put into three categories in order of priority. These are also target areas where private investment should be mobilised; or where public investment is required to crowd-in private sector.

These target areas are categorised into Public Private Partnerships (PPPs) and Private Investment areas as follows:

Table:2 Strategic Areas

Category	Strategic Area
A	<ul style="list-style-type: none">▪ Agriculture (production and marketing) and climate change resilience▪ Core Investment Climate reform Agenda (Business environment, Crime, Access to land and labour stability)▪ Key infrastructure and basic services (access to water and sanitation, health services, energy, communication services and basic transport infrastructure)▪ Industrial infrastructure and basic infrastructure to production areas (mining, agriculture, tourism and others)▪ Enterprise development support for communities and MSMEs, Technical and Vocational Training (TVET),▪ HIV and AIDS,

	<ul style="list-style-type: none"> ▪ Public Financial management (PFM)
B	<ul style="list-style-type: none"> ▪ Other economic infrastructure (Marketing infrastructure) ▪ Other social Infrastructure (Primary and secondary, Non-TVET higher learning, ▪ Soil and water conservation, range management ▪ Governance
C	Others
PPP	<i>Agro-industry</i> <i>Financial sector development</i> <i>Development of Waste and recycling economy</i> <i>Creative industries</i>
Private Investment Promotion	<i>Textiles Hub</i> <i>Other manufacturing (Water bottling, Pharmaceuticals, Leather, Wood and Furniture,</i> <i>Mining beneficiation</i> <i>Tourism and sports (water sports and other recreation)</i>

It is also very important that there is serious consideration for allocations under the recurrent expenditure for covering operating and maintenance costs of public assets. National assets have often suffered waste due to lack of maintenance and eventually become very expensive to rehabilitate or reconstruct.

The aggregate ceilings for capital expenditure for Financial Year 2015/16 and indicative ceilings for subsequent financial years are set out below:

Table 3: Capital Expenditure, Aggregate Ceilings (M4,844,889,255 million)

Capital Budget	2014/15 Approved Estimates	2015/16 Proposed Ceilings	2016/17 Indicative Ceilings	2017/2018 Indicative Ceilings
Total	5,001,528,788	4,844,889,255	5,349,295,563	5,561,861,045
GOL	2,984,472,500	3,157,569,255	3,331,235,563	3,507,791,045
Loans	1,123,236,915	1,055,700,000	1,351,700,000	1,352,400,000
Grants	893,819,373	631,620,000	666,360,000	701,670,000

All project submissions should indicate how the project reflects national development priorities as contained in the National Strategic Development Plan (NSDP). Also note that no new projects will be funded unless they have been appraised by the Public Sector Investment Committee (PSIC).

In view of prevailing aggregate resource constraints, all new project submissions should be aligned to government priority areas.

Ministries must submit their Capital Estimates for two categories of projects:

CB1 Forms should be used for on-going projects which have been allocated resources in the Capital Budget Estimates for 2014/15 and which will require additional resources in 2015/16 and subsequent financial years; and CB2 forms should be used for new project proposals which have not yet received any resource allocations but which are expected to incur some capital expenditure in Financial Years 2015/16, 2016/17 and 2017/18.

Ministries must ensure that minimum conditions (e.g. site availability, appraisal, feasibility studies, etc.) have been met and provide relevant documentation to confirm the conditions as these are critical for timely implementation of projects. Given the current resource constraint, new projects are most likely to attract funding if they clearly target Plan objectives (NSDP) shown in paragraph 2.1.

3.4.1.2 Priorities in Capital Allocations

The first priority in allocating capital resources will be the requirement to address the objectives under paragraph 2.1 and to meet counterpart obligations under financial agreements with Development Partners and complete on-going GOL funded projects. Ministries are urged to ensure that projects are completed over the planned period in order to give space for new initiatives.

The Capital Budget Estimates must include all projects funded through grants and loans regardless of the funding arrangements (e.g. Project bank accounts and direct payment by Development Partner). **Balances accrued in project bank accounts must be included in the estimates of the respective projects for the coming financial year for appropriation so that such balances do not constitute unauthorized expenditure. In-case of GOL funding, balances are to be retired back to the consolidated fund at the end of the financial year.**

(a) On-going Projects

Ministries **MUST** submit Form CB1 for **ALL** projects funded that are expected to require funds in financial year 2015/16, 2016/17 and 2017/18. This includes all on-going projects that will **NOT** be completed by 31st March, 2015 or will have financial obligations after that date.

Form CB1 also requires submission of an implementation progress report indicating the progress achieved in implementing the project during 2014/15 and any problems or delays experienced during implementation. An updated Implementation Schedule should be provided to indicate the expected attainment of key dates in implementation.

If a project has been **COMPLETED** during 2014/15, this should be reflected in the Progress Report and the Implementation Schedule. The Form should clearly indicate that there will be **NO** resource requirements in 2015/16 or future years.

Ministries must ensure that at the time of making payments, retention fees are transferred into the Treasury Trust Fund until when they will be claimed.

Form CB1 should also show additional resource requirements for the ministerial recurrent budget once the project has been completed.

(b) New Project Proposals

While the Government continues to be committed to social development, in line with its stated objective of **Broad Based Growth**, new projects linked to the creation of conducive and competitive environment for increased investment and employment creation will be accorded high priority.

Ministries must submit Form CB2 in respect of **EVERY** new capital project proposal which is expected to incur capital expenditure in 2015/16, 2016/17 and 2017/18. Screening of new project proposals will be facilitated if all sections of Form CB2 are completed comprehensively. In particular, a clear description

of the physical scope of the project is required, together with a statement of the project objectives demonstrating that the project is consistent with the national and sectoral development goals.

Form CB2 should also show additional resource requirements for the ministerial recurrent budget once the project has been completed and is being utilized. Proposals which have large recurrent implications will be subject to careful scrutiny in view of the limits being imposed on the creation of new posts.

(c) Summary Forms

Ministries should also complete summary Form CB3 (for on-going projects and new projects). The information contained in these summary forms must be extracted accurately from the Project Information Sheets (Forms CB1 and CB2) for each specific project. All these forms can be obtained from the Ministry of Finance (Budget Department).

Guidelines for the release of projects' funds

- Cash plans and Implementation schedule
- Certificates and/or invoices
- Quotations or tender panel approvals

Projects with special features will be afforded appropriate treatment or consideration (e.g. costed breakdown of the activities to be undertaken).

(d) Information Communication Technology

Top priority should be given to internet connectivity within Government (Including districts). Reliability of internet service providers and their ability to render resolutions to problems are critical for operations of the Ministries.

Other issues or areas to be considered include:

- Website update and maintenance;
- Staff training in ICT service/operation; and
- Software license renewal.

Ministries should contact the ICT department of Ministry of Communications, Science and Technology for advice and guidance in respect of infrastructure requirements relating to the development of e-governance and associated cost estimates.

PART IV

4. PROCUREMENT PLANS

Ministries are reminded that annual Procurement plans will be required prior to release of funds. It is recommended that procurement plans be prepared when the budget is being discussed in Parliament so that funds can be released on time at the start of the financial year.

PART V

5. IFMIS ACTIVE PLANNER – BUDGET ENTRY PROCESS

5.1 For 2014/15, All ministries built their revenue and expenditure budget estimates using the Programme Budgeting approach, the MTEF entry forms, and the IFMIS Active Planner and only officers with user rights will be able to use the IFMIS Active Planner. Any officer in a Ministry who does not have the appropriate IFMIS user name and password will not be permitted to use the IFMIS Active Planner. It should also be noted that it will be an offence for any officer to share his/her user name and password with other officers. Ministries should take advance action to ensure that relevant officers have the appropriate user access rights.

PART VI

6. ESTIMATES SUBMISSIONS

6.1 Estimates submissions must cover actual expenditure in Financial Year 2013/14; approved budget for 2014/15; the projected outturn for 2014/15; budget requests for 2015/16; projections for 2016/17 and 2017/18.

6.2 Ministerial Budget Framework Papers should form the basis for preparation of the estimates and projections. Information contained in the BFPs assists Ministry of Finance and the Cabinet Budget Committee to prioritise new spending and to set expenditure ceilings.

6.3 Ministries are required to ensure that financial implications of decisions they make over the medium term are properly analysed, and included in the budget estimates.

6.4 Line Ministries must submit **four signed hard copies** of the documents of the Budget Estimates (REVENUE, RECURRENT AND CAPITAL ESTIMATES).

PART VII

7. BUDGET SPEECH 2015/16

7.1 Contributions to the 2015/16 Budget Speech should be submitted with the Estimates.

7.2 The contribution should include: an assessment of performance in 2014/15; and an outline of the Ministry's planned objectives and activities for 2015/16, 2016/17 and 2017/18. The contributions should be brief and specific, focusing on core goals, objectives and achievements of the Ministry.

PART VIII

Submissions are considered complete when signed by the Minister and composed of the following:

1. Revenue Estimates
2. Recurrent Expenditure Estimates
3. Capital Expenditure Estimates
4. Contribution to the Budget Speech
5. Capital Budget physical progress report for 2014/15 financial year

Appendix 1

Recurrent Budget Ceilings: 2015/16 – 2017/18

RECURRENT BUDGET CEILINGS: 2015/2016 - 2017/2018

Code	Ministry/Office	Proposed Ceiling 2015/16	Indicative Ceiling 2016/17	Indicative Ceiling 2017/18
01	Agriculture & Food Security	167 384 690	190 310 894	200 797 058
	Personal Emoluments	137 218 592	159 227 912	168 781 587
	Operating Costs	30 166 098	31 082 982	32 015 471
02	Health	1 554 097 426	1 643 271 566	1 702 379 055
	Personal Emoluments	276 142 584	326 978 078	346 596 763
	Operating Costs	1 277 954 842	1 316 293 488	1 355 782 292
03	Education & Training	2 113 522 305	2 236 984 576	2 357 306 044
	Personal Emoluments	1 582 915 206	1 773 731 002	1 880 154 863
	Operating Costs	480 607 099	463 253 574	477 151 181
04	Finance	474 759 609	497 031 455	514 844 319
	Personal Emoluments	86 118 077	96 730 677	102 534 518
	Operating Costs	388 641532	400 300 778	412 309 801
05	Trade & Industry, Cooperatives and Marketing	89 042 184	95 700 701	99 986 072
	Personal Emoluments	41 900 740	47 145 013	49 973 714
	Operating Costs	47 141 444	48 555 688	50 012 358
06	Development Planning	839 394 614	779 755 348	804 818 162
	Personal Emoluments	48 904 283	55 671 814	59 012 123
	Operating Costs	790 490 331	724 083 533	745 806 039
07	Justice, Human Rights and Rehabilitation	200914885	199 593 454	210 295 052
	Personal Emoluments	156 985 553	157 126 451	166 554 038
	Operating Costs	43 929 332	42 467 004	43 741 014
08	Home Affairs	88 325 637	103 228 039	108 248 318
	Personal Emoluments	50 351 417	64 114 592	67 961 468
	Operating Costs	37 974 220	39 113 447	40 286 850

09	Prime Minister's Office	107 752 757	108 423 427	113 342 490
	Personal Emoluments	49 001 892	55 545 338	58 878 059
	Operating Costs	58 780 898	52 878 089	54 464 431
10	Communications, Science and Technology	93 768 734	101 498 624	105 985 467
	Personal Emoluments	41 889 322	48 062 829	50 946 599
	Operating Costs	51 879 412	53 435 794	55 038 868
11	Law and Constitutional Affairs	58 824 338	63 107 111	66 248 350
	Personal Emoluments	37 944 465	41 600 842	44 096 893
	Operating Costs	20 879 873	21 506 269	22 151 457
12	Foreign Affairs and International Relations	342 536 119	347 152 537	363 704 910
	Personal Emoluments	204 129 047	204 593 252	216 868 847
	Operating Costs	138 407 072	142 559 285	146 836 063
13	Public Works and Transport	163 316 526	164 697 888	172 890 293
	Personal Emoluments	102 929 848	108 382 267	114 885 203
	Operating Costs	60 386 678	56 315 621	58 005 090
14	Forestry and Land Reclamation	59 947 215	59 452 944	62 545 893
	Personal Emoluments	44 600 045	43 645 359	46 264 081
	Operating Costs	15 347 170	15 807 585	16 281 812
15	Energy, Meteorology and Water Affairs	146 664 251	160 214 987	166 588 835
	Personal Emoluments	41 840 584	52 246 610	55 381 406
	Operating Costs	104 833 667	107 968 377	111 207 428
16	Labour and Employment	52 543 454	53 386 437	55 726 676
	Personal Emoluments	24 616 361	24 621 531	26 098 823
	Operating Costs	27 927 093	28 764 906	29 627 853
17	Tourism, Environment and Culture	87 772 982	88 374 212	91 889 123
	Personal Emoluments	25 628 430	28 789 503	30 516 874

	Operating Costs	62 144 552	59 584 708	61 372 249
18	Auditor General's Office	290 75 053	30 404 701	32 060 192
	Personal Emoluments	23 612 571	24 778 345	26 265 045
	Operating Costs	5 462 482	5 626 356	5 795 147
19	His Majesty's Office	4 530 498	4 929 064	5 198 593
	Personal Emoluments	3 682 093	4 055 207	4 298 520
	Operating Costs	848 405	873 857	900 073
20	Public Service Commission	7 388 531	7 619 832	7 960 077
	Personal Emoluments	3 211 305	3 721 658	3 944 957
	Operating Costs	4 177 226	3 898 175	4 015 120
21	Principal Repayment	450 974 160	464 503 385	478 438 486
	Personal Emoluments	-	-	-
	Operating Costs	450 974 160	464 503 385	478 438 486
22	Interest Charges	253 388 040	260 989 681	268 819 372
	Personal Emoluments	-	-	-
	Operating Costs	253 388 040	260 989 681	268 819 372
23	Pension and Gratuities	1 306 118 999	1 415 775 787	1 483 628 454
	Personal Emoluments	752 918 999	845 979 787	896 738 574
	Operating Costs	553 200 000	569 796 000	586 889 880
24	Statutory Salaries and Allowances	37 473 318	40 413 922	42 280 478
	Personal Emoluments	19 406 026	21 804 611	23 112 888
	Operating Costs	18 067 292	18 609 310	19 167 590
25	Subscriptions to International Organisations	37 379 400	38 500 782	39 655 805
	Operating Costs	37 379 400	38 500 782	39 655 805
26	Refund of Erroneous Receipts	3 000 000	3 000 000	3 000 000
	Operating Costs	3 000 000	3 000 000	3 000 000

30	Centralised Items	-	-	-
	Personal Emoluments	-	-	-
	Operating Costs	-	-	-
31	Contingencies	100 000 000	100 000 000	100 000 000
	Personal Emoluments	-	-	-
	Operating Costs	100 000 000	100 000 000	100 000 000
37	Defence and National Security	558 980 217	605 195 389	635 313 668
	Personal Emoluments	366 151 832	398 747 224	422 672 057
	Operating Costs	192 798 385	206 448 165	212 641 610
38	National Assembly	85 797 606	93 529 606	98 624 865
	Personal Emoluments	66 965 847	76 312 375	80 891 117
	Operating Costs	18 831 759	17 217 231	17 733 748
39	Senate	17238637	19 249 229	20 234 490
	Personal Emoluments	11 504 724	13 592 795	14 408 362
	Operating Costs	5 733 913	5 656 434	5 826 127
40	Ombudsman	6 408 159	5 987 270	6 273 257
	Personal Emoluments	3 503 457	3 545 615	3 758 352
	Operating Costs	2 904 702	2 441 655	2 514 905
41	Independent Electoral Commission	26 747 576	44 446 860	46 212 943
	Personal Emoluments	13 911 551	14 422 557	15 287 911
	Operating Costs	12 836 025	30 024 303	30 925 032
42	Local Government and Chieftainship	438 764 600	463 986 304	488 097 801
	Personal Emoluments	318 127 647	339 730 243	360 114 058
	Operating Costs	120 636 953	124 256 061	127 983 743
43	Gender and Youth, Sports and Recreation	64086738	67 311 919	70 166 268
	Personal Emoluments	25 751 715	27 833 025	29 503 007

	Operating Costs	38 329 023	39 478 894	40 663 261
44	Public Service	38 715 703	39 534 157	41 530 446
	Personal Emoluments	24 889 369	27 008 818	28 629 347
	Operating Costs	13 826 334	12 525 339	12 901 099
45	Judiciary	99 815 546	100 401 552	105 815 475
	Personal Emoluments	80 068 925	80 062 532	84 866 284
	Operating Costs	19 746 621	20 339 020	20 949 190
46	Social Development	198 401 336	206 121 813	213 191 884
	Personal Emoluments	26 969 686	29 547 214	31 320 047
	Operating Costs	171 431 650	176 574 599	181 871 837
47	Directorate on Corruption and Economic Offences	14 485 399	15 168 903	15 925 911
	Personal Emoluments	9 529 867	10 064 705	10 668 588
	Operating Costs	4 955 532	5 104 198	5 257 324
48	Mining	23 703 983	23 370 476	24 438 870
	Personal Emoluments	12 900 277	12 242 659	12 977 219
	Operating Costs	10 803 706	11 127 817	11 461 652
49	Police and Public Safety	400 077 210	530 880 792	560 367 025
	Personal Emoluments	323 487 745	451 993 643	479 113 261
	Operating Costs	76 589 465	78 887 149	81 253 763
TOTAL		10 756 155 553	11 473 505 625	11 984 830 476

Appendix 2
Capital Budget Ceilings: 2015/16 – 2017/18

	Ministry	Proposed Ceilings 2015/16	Indicative Ceiling 2016/17	Indicative Ceiling 2017/18
01	Agriculture and Food Security	180 586 753	189 286 606	220 745 070
02	Health	77 151 291	87 097 483	90 097 483
03	Education and Training	32 700 000	38 000 000	40 000 000
04	Finance	137 600 000	47 955 714	70 000 000
05	Trade and Industry, Cooperative and Marketing	90 344 605	175 342 746	198 494 371
06	Development Planning	47 804 560	137 274 700	24 393 120
07	Justice, Human Rights and Correctional Services	54 000 000	98 000 000	100 000 000
08	Home Affairs	210 000 000	240 000 000	230 000 000
10	Communications, Science and Technology	205 000 000	50 000 000	70 000 000
13	Public Works and Transport	706 455 000	973 712 500	418 500 000
14	Forestry and Land Reclamation	157 000 000	157 000 000	157 000 000
15	Energy, Meteorology and Water Affairs	453 000 000	568 343 918	350 752 000
17	Tourism, Environment and Culture	47 000 000	83 358 579	10 000 000
19	His Majesty Office	72 000 000	5 000 000	0
37	Defence and National Security	61 000 000	80 000 000	70 000 000
42	Local Government and Chieftainship Affairs	389 782 000	470 380 513	507 000 000
43	Gender and Youth, Sports and Recreation	35 412 500	36 502 750	27 996 938
44	Public Service	5 000 000	65 000 000	65 000 000
45	Judiciary	29 000 000	0	0
46	Social Development	10 000 000	1 000 000	0
48	Mining	5 479 760	4 928 440	4 928 440
49	Police and Public Safety	50 000 000	80 000 000	80 000 000
	TOTAL	3 046 316 469	3 215 228 235	2 357 907 422

6.2 Appendix 3

CHART OF ACCOUNTS

1. Overview

We will continue to use the IFMIS chart of accounts as summarised in the table below;

Head	Cost Centre	Sub Cost Centre	Program	Sub Program	Account Type	Fund Source	Donor	Project	Objective	Output	Activity	Sub-Head & Item (Economic)
Xx	Xx	xx	xx	xx	X	X	xxx	xxxx	Xx	xx	xx	xx xxxx

2. Head

The Ministry or Head code has two digits.

3. Cost Centre and Sub-Cost Centre

Cost Centre and Sub-Cost Centre codes are each two digits long. Each Ministry must have at least one Cost Centre, and at least one Sub-Cost Centre. The numbering of Cost Centres must start from 01. The numbering of Sub-Cost Centres must also commence from 01.

4. Programme and Sub Programme

Programmes define the broad functions of the Ministry, e.g. Curative Health. **Sub-Programmes** define the more specific areas of activity or functions within a Programme (sub function) e.g. Out-Patient Services. Programme and Sub- Programme codes are each two digits long.

5. Account Type

There is a 1 digit Account Type field which must be used as per description.

<i>Account Type Code</i>	<i>Account Type Description</i>
1	Recurrent expenditure
2	Development expenditure
3	Recurrent revenue
4	Development revenue
5	Below the Line

6. Fund Source

The chart of accounts requires that a source of finance or Fund Source be defined for every item of expenditure. At this stage, there are six possible Fund Sources:

<i>Fund Source Code</i>	<i>Fund Source Description</i>
1	Government of Lesotho
2	Donor Grant Funding
3	Donor Loan Funding
4	Government of Lesotho Counterpart Contributions
5	Commercial Loan Funding
6	Budget Support

7. Donor and Project Codes

Projects and Donor codes use 4 and 3 digits respectively. These codes are assigned by the Ministry of Finance, Budget Department, and cannot be changed by line Ministries. In the cases of recurrent and revenue, where there is no project or donor, these fields must be coded as Donor 000, and Project 0000.

8. Objectives, Outputs and Activities

The MTEF reforms include the definitions of Objectives, Outputs and Activities. These are uniquely defined by each Ministry. They are each 2 digits and for now are coded 00 as they are not yet well defined.

9. Changes to Revenue and Expenditure Items

When using Item codes, it should be noted that any Item code in the chart of accounts that ends with 00, i.e. two zeros, is either a summary level code or a place holder for future use, and no budget or revenue or expenditure can be recorded against it.

6.3 Appendix 4

LIST OF DESK OFFICERS

MINISTRY	DESK OFFICER	ROOM NO.	EXT. NO.
Tourism, Environment and Culture Auditor General's Office	Mr. L. Sepetla	3041	3445
Law and Constitutional Affairs Public Service Commission Independent Electoral Commission	Mr. L. Talanyane	3060	3425
Foreign Affairs and International Relations National Assembly	Ms. K. Moshoeshoe	3066	3443
Energy, Meteorology and Water Affairs Mining	Mr. T. Mosoloane	3045	3416
Trade and Industry, Cooperatives & Marketing	Ms S. Ts'epe	3046	3465
Labour & Employment Judiciary Services	Mrs. M. Qhobela	3046	3446
Home Affairs Police and Public Safety	Ms. L. Moremoholo	3042	3466
Health Public Service	Ms K. Motjamela	3064	3432
Social Development D.C.E.O.	Ms K. Mokhahla	3046	3446
Finance Development Planning	Ms. M. Lekomola	3067	3442
Agriculture and Food Security Senate	Mr K. Lenyatsa	3060	3425
Education and Training	M. L.Molemohi- Phori	3048	3479
Local Government and Chieftainship Affairs	Mr. N. Ntaote	3041	3445
Gender, and Youth, Sports and Recreation Ombudsman	Ms. M. Thelisi	3046	3446
Forestry and Land Reclamation	Ms. M. Macheli	3047	3427
Public Works and Transport	Ms. M. Moejane	3049	
Justice, Human Rights & Correctional Service	Ms. M. Mokhorro	3047	3428
Defence and National Security His Majesty's Office	Mr. F. Libete	3047	3428
Communications, Science and Technology Prime Minister's Office	Ms M. Malefane	3057	3411