

STRATEGY 2017-22

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FOREWORD

As members of the Public Expenditure Management Peer Assisted Learning (PEMPAL) Steering Committee, it is with great pleasure that we present the 2017-22 PEMPAL Strategy on behalf of our 23 member countries in the Europe and Central Asia (ECA) region. PEMPAL continues to be a valuable platform through which public finance practitioners can exchange experience and develop solutions for common public financial management (PFM) reform issues.

This strategy affirms the results achieved during the PEMPAL Strategy 2012-17 and also sets the path for the next five years, with a focus on the recommendations made from the last in-depth review of the program, and PFM reform priorities identified by PEMPAL member countries.

Learning from international and regional good practices and sharing and creating information between countries is a key tool that underlies the peer-learning approach used by PEMPAL. Regional collaboration between central government agencies, provides not only a forum to discuss and solve common PFM issues, but the public good aspects of improvements in PFM systems and strengthened regional relationships is of significant value to the ECA region and beyond.

As its Steering Committee, we are very proud of the network and would like to thank the member countries for their active contribution and for the donors who have generously contributed to funding part of this strategy. We also acknowledge the efforts of the member countries to develop initiatives to make the network more financially viable to ensure PEMPAL continues to be a valuable tool to strengthen their country level PFM systems.

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EXECUTIVE SUMMARY

Public Expenditure Management Peer Assisted Learning (PEMPAL) is a unique peer-learning platform that facilitates knowledge exchange among public finance practitioners representing 23 member countries from the Europe and Central Asia (ECA) region and helps the members to develop solutions to common public financial management (PFM) problems. This interaction not only results in strengthened management of public finances across the region but also in increased trust and better regional relationships. PEMPAL has been in operation for over 10 years and can demonstrate tangible results at the individual and country member level as shown in **Tables 1, 2 and Chart 3** and more detailed success stories provided on the program's website at:

www.pempal.org

A mid-term review of the previous five-year strategy critically reviewed achievements and this new strategy addresses several identified challenges.

The PEMPAL Executive agreed that the **GOAL/IMPACT** of the new strategy is that:

- **Governments of PEMPAL member countries from Europe and Central Asia more efficiently and effectively use public resources resulting from applying good and improved PFM practices developed, promoted or shared with PEMPAL contribution.**

The expected **OUTCOME** of the PEMPAL Strategy 2017-22 is:

- **A well functioning professional peer learning platform through which public finance practitioners from the member countries are networked to strengthen their capacities and to enable them to create and share knowledge and benchmarking.**

The new strategic framework has **THREE RESULTS AREAS** to ensure PEMPAL meets its goal and outcome objectives:

- **Result 1: Depth and Relevance**
PFM reform priorities of member countries in the functional areas of budget, treasury and internal audit/internal control, including cross-functional priorities, are addressed by the network platform.
- **Result 2: Quality**
High quality and relevant network services and resources are developed and delivered to support the PFM practices and reform needs of members.
- **Result 3: Impact**
PEMPAL is a viable network which is supported by committed PFM professionals, member countries, and a range of development partners, who see the value and benefit in the network as a tool to improve member country PFM performance.

The progress towards achievement of these results will be measured by 12 performance indicators as included in the results framework at the **Attachment**.

The PEMPAL Strategy 2017-22, estimated to cost 12 million USD over five years, will continue to be supported by a dedicated leadership team consisting of a Steering Committee and member country COP Executive Committees. A dedicated Secretariat will also continue to support the network's logistical and administrative needs, until a replacement mechanism can be found by the end of the strategy. Resource teams (provided by donor and development partners) will also continue to ensure the PFM technical assistance needs required to support the implementation of member driven COP Action Plans are delivered. This strong supporting strategic and operational framework, together with the high level support from Governments across the region, will ensure the impressive results achieved under the last strategy will continue through to the next.

BACKGROUND

WHAT IS PEMPAL?

Public Expenditure Management Peer Assisted Learning network (PEMPAL) facilitates exchange of professional experience and knowledge transfer among public finance management (PFM) practitioners across the Europe and Central Asia (ECA) countries. The network aims to contribute to strengthening PFM practices in the member countries through disseminating information on good PFM practices and their application.

PEMPAL is an important tool to support effective public financial management (PFM). Effective PFM is very important for all governments as it ensures that limited taxpayers money is directed to the highest priority needs of citizens and that public funds are spent in an effective, efficient and equitable way. Participation in PEMPAL has assisted central finance agencies in the region undertake the important functions of budget, treasury and internal audit that are essential to effective PFM systems in government.

Peer-to-peer learning is the main instrument used by PEMPAL, which is a proven powerful approach to increase individual and organizational capacities. Participants work together face-to-face and on-line to share knowledge and develop approaches to solving common PFM problems. This sharing of information and discussion of common problems and solutions is facilitated through relationships between individual members and countries that are built over time through regular interactions facilitated and supported by PEMPAL. In contrast with traditional training approaches, participants formulate themselves their activity plans and play the role of experts within the peer groups so they are not only receivers but also providers of technical assistance.

PEMPAL was launched in 2006 with support from several development partners and continues to benefit from significant support provided in different forms by the World Bank, the Swiss State Secretariat for Economic Affairs, the Ministry of Finance of the Russian Federation, OECD, and the National Academy for Finance and Economics under the Ministry of Finance of the Netherlands.

This will be PEMPAL's second five year Strategy after the successful completion of its first Strategy that covered the period 2012-2017.

Opening of the 2014 whole network plenary meeting in Moscow by the Minister of Finance and the Minister of Open Government of the Russian Federation



Anton Siluanov
Minister of Finance of the Russian Federation
at PEMPAL Cross-COP Meeting, Moscow, 2014

"Openness of government is very important. It is a continuous process where governments can benefit from the new developments in other countries."

WHO ARE PEMPAL?

PEMPAL has membership of Government officials from Ministries of Finance, national Treasuries, or other related central agencies that are responsible for government budget planning, preparation, execution, monitoring and coordination/ harmonization of the internal audit and internal control function.

179 participants attended the whole network plenary meeting in Moscow, Russia in May 2014



PEMPAL members represent 23 ECA countries:

Albania
Armenia
Azerbaijan
Belarus
Bosnia and Herzegovina
Bulgaria
Czech Republic (IACOP only)
Croatia
Georgia
Hungary (IACOP only)
Kazakhstan
Kosovo
Kyrgyz Republic
Macedonia
Moldova
Montenegro
Romania
Russian Federation
Serbia
Tajikistan
Turkey
Ukraine
Uzbekistan

WHAT DOES PEMPAL DO?

PEMPAL is organized around three thematic communities of practice (COPs) focusing on budget, treasury and internal audit issues (Budget COP, Treasury COP, Internal Audit COP). Each has its own membership and activities are driven by member-led action plans that address key PFM priorities of member countries.

PEMPAL provides a range of products and services to address member PFM priorities. These products and services are provided below including examples delivered during the 2012-17 PEMPAL Strategy:

Peer advice from up to 23 central finance agencies in the ECA region including services of peer review on new policies, procedures, and legislative instruments in the areas of budget, treasury and internal audit reforms.

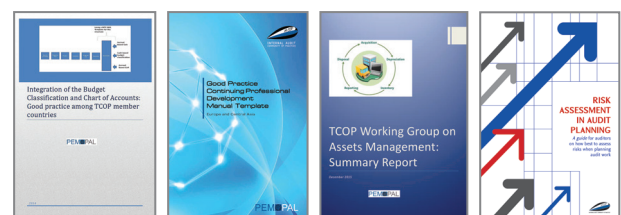
Peer advice provided to countries on how to break challenges in preparing government Citizens Budgets (15 BCOP member countries); on designing new charts of accounts (Tajikistan, Ukraine); and on feasibility of whether audit committees should be established (Georgia).

Identification of good practices from within member countries and other countries around the world.

Good practices identified in budget, treasury and internal audit. For example, most TCOP countries are in the process of developing their treasury information systems and members have benefited from examining approaches to developing such systems used by Kazakhstan, Georgia, Russia, Belarus, South Korea, Austria, Turkey, Azerbaijan and Moldova.

Knowledge products to assist with reform implementation – which are developed by member countries who identify reform challenges and share implementation approaches and solutions to provide a roadmap for reforms based on peer and international advice.

Knowledge products include manuals, guidelines, documenting implementation experience and principles of good practice; and PFM and budget, treasury and internal audit related documents collected in the PEMPAL virtual library and in COP wikis in English, Russian and Bosnian-Croatian-Serbian.



Benchmarking of practices against central finance agencies within and outside of the ECA region through participation in PEMPAL thematic surveys and other more formal instruments.

Thematic surveys helped to assess the status of reforms across member countries for example in public sector accounting and reporting, use of IT in treasury operations and budget planning; cash management; fiscal rules (through OECD formal survey instruments); accessibility of budget documentation (in cooperation with International Budget Partnership (IBP)); budget transparency practices; fiscal consolidation; internal audit and internal control legislative, policy and procedural frameworks; and program and performance budgeting.

Policy dialogues with international and regional organizations such as the World Bank, the International Monetary Fund, the OECD and international and regional experts from Ministries of Finance and National Treasuries.

Contacts have been established with MoFs of Austria, Estonia, France, Netherlands, Ireland, Poland, Sweden, Slovenia, South Korea, South Africa, Estonia, UK HM Treasury; as well as international organizations/associations such as the IFAC, CIPFA, IPSASB, IBP, OECD, PEFA Secretariat and budget and internal audit networks in South Africa. (Refer to Strengthening Partnerships for more information).

Access to international and regional norms, standards, guidelines and tools in the network's official languages of English, Russian and Bosnian-Croatian-Serbian such as those prepared by the World Bank, IMF, OECD, GIFT, IBP and others.

Logistical, technical and administrative support in arranging meetings, identifying available technical resources and experts, and monitoring network performance and trends.

BUILDING ON IMPRESSIVE GROWTH AND RESULTS

The growth of the network over the first Strategy period has been **impressive** as illustrated in **Charts 1 and 2**, which provide information on the number of events and event participants.

CHART 1: NUMBER OF THEMATIC EVENTS (EXCLUDES LEADERSHIP MEETINGS)

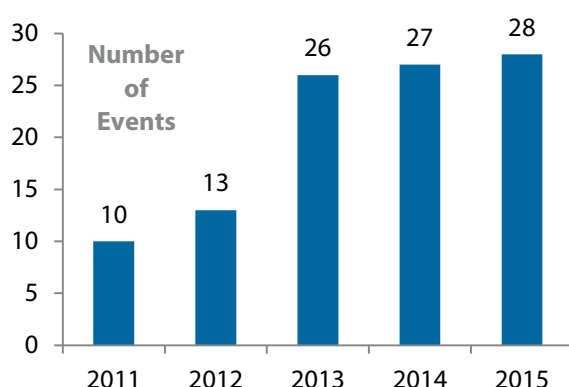
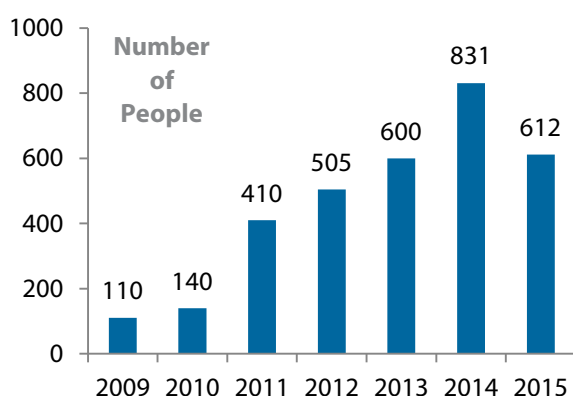


CHART 2: EVENT PARTICIPANTS (FROM MEMBER COUNTRIES)



Results achieved under the first PEMPAL Strategy are also impressive.¹

The mid-term review found that mechanisms developed by PEMPAL to target PFM priorities of member governments are working well. Member countries report that knowledge obtained through PEMPAL is used to design PFM reform strategies and implementation plans, improve legal frameworks, modernize business processes, methodologies and information systems, and develop training capacity and skills. There is also considerable evidence of new and improved knowledge in PFM practices attributable to PEMPAL. Individual members expressed high and rising levels of satisfaction with the opportunities for knowledge sharing and learning as well as the quality of resources and services provided by the network. Institutional commitment to the network is also increasing, as signaled by the seniority and depth of participation as well as growing in-kind and financial contributions to the program by the member countries.

Concrete examples of PEMPAL impact by COP are provided in Tables 1, 2 and Chart 3. More concrete, detailed examples have also been prepared by the member countries, which demonstrate the positive impact that PEMPAL has had on PFM systems across the region. These examples have been collated into a 'Success Story Booklet' available online. PEMPAL Annual Reports and Quarterly Newsletters also provide details on results and can be accessed at the program web site:

www.pempal.org

¹ Source of results and more information can be found at:

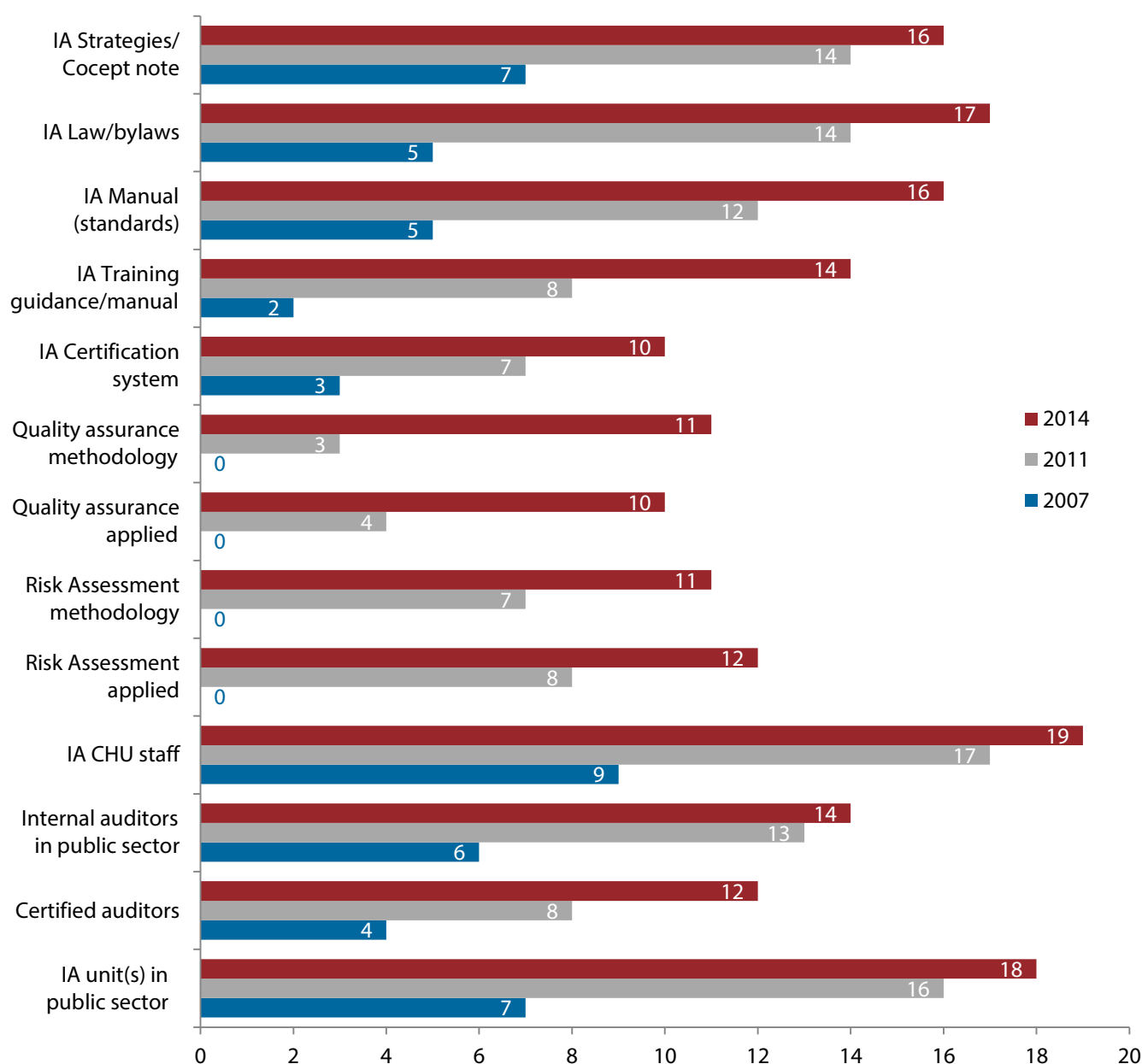
www.pempal.org/events/pempal-executive-meeting-mid-term-review-pempal-strategy-2012-17-consideration-results-and

EXAMPLES OF PEMPAL IMPACT: INTERNAL AUDIT COP

Examples of impact in Internal Audit COP, are provided through periodic survey responses which has indicated IACOP has had a significant impact (above 75%) in nine countries,² high (45-75%) in three countries (Bulgaria, Georgia and Kyrgyz Republic), moderate in five countries (15-45%),³ and low (under 15%) in only one country, Belarus (refer **Chart 3**). The survey results demonstrate

significant progress made by the majority of IACOP countries with major impact of IACOP, through its on-going support for establishing new internal audit functions since 2007, and related policy, legislative and procedural framework establishment and strengthening in member countries.

CHART 3: IACOP IMPACT BY NUMBER OF COUNTRIES ADOPTING REFORMS



² As reported by Armenia, BiH (Federation and State), Kazakhstan, Moldova, Russia, Serbia, Tajikistan, Ukraine and Uzbekistan. Note BiH Federation and BiH State have been counted as one for purposes of reporting country progress, noting they both assessed impact of IACOP reforms as significant.

³ Reported by Albania, Croatia, Hungary, Montenegro, and Romania.

TABLE 1: EXAMPLES OF PEMPAL IMPACT: TREASURY COP

PFM TOPIC ADDRESSED	EXAMPLES OF IMPACT
Public Sector Accounting and Financial Reporting	<p>Development and revision of normative acts e.g. Albania's procedures of closing accounting period; VAT; e-payments and customs automation.</p> <p>Financial reporting consolidation elements implemented by Azerbaijan based on Russia and Kazakhstan experiences shared through TCOP. Moldova designed new budget classification and Chart of Accounts (CoA) in compliance with international standards using knowledge obtained in TCOP.</p> <p>Kazakhstan has amended fiscal legislation and implemented improvements using experience of other countries in several areas, including accounting of external loans (Georgia's experience), reflecting the sum of investments in the separate and consolidated financial statements (Estonia's experience), using electronic invoices (Azerbaijan's experience), accounting of concession in implementing the IPSAS 32 (UK experience).</p> <p>Ukraine used peer assistance in the process of development of the new Chart of Accounts.</p> <p>Russian Federation considered best practices presented in TCOP to assist in fiscal legislation amendment process (Budget Code and instructions on regulating methodology of accounting and reporting in public sector).</p>
Use of Information Technologies	<p>Georgia and Russian Federation case studies were used by Azerbaijan to implement portal solutions in treasury information system.</p> <p>Belarus used peer advice through TCOP when developing the concept for modernization of FMIS.</p> <p>Tajikistan used knowledge gained through TCOP in designing and implementing new FMIS.</p> <p>Albania used TCOP to progress reforms that resulted in normative acts to support payment of taxes through automated treasury IT system, and establishing e-taxation. Albania also introduced treasury system software to record multi-year commitments.</p>
Treasury Controls	<p>Georgia moved to integration of PFM operations in single system, resulting in integration of local levels of budget in the FMIS, with resulting legal acts and regulations coming into force 2015.</p>
Cash management	<p>Moldova used TCOP knowledge to improve cash management approaches and develop proposed new Law on Public Finance and Fiscal Responsibility.</p>

TCOP Workshop in Tbilisi, February 2014



Nodar Khaduri
Georgian Minister of Finance
at PEMPAL Treasury COP meeting, Tbilisi,
2014

"Georgia highly appreciates PEMPAL activities. My country has benefited from participating in this program directly."

TCOP Workshop in Chisinau, June 2016



Nina Lupan
Director of the State Treasury of the
Ministry of Finance of Moldova
at TCOP Workshop in Chisinau, June 2016

"PEMPAL is known to be a unique platform for sharing experiences between PFM professionals, and this opportunity for exchange with peers was assisting Moldova in improving its performance and implementing many of its reforms."

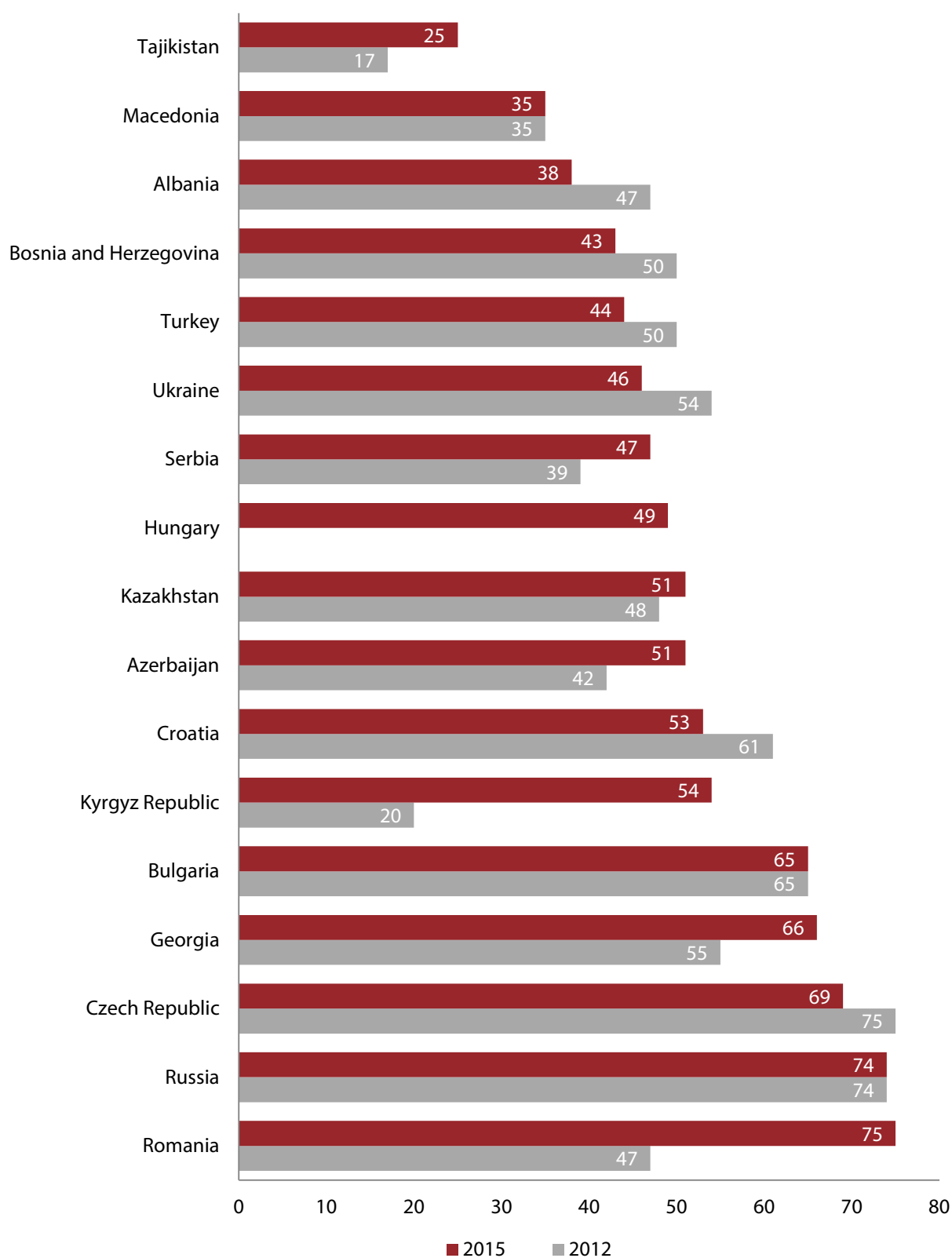
The Head of Treasury of the Russian Federation, Mr. Roman Artyukhin, leading a group discussion session during the TCOP meeting in Moscow in 2012.



Roman Artyukhin
Head of Treasury of the Russian Federation
at PEMPAL TCOP meeting, Moscow, 2014

"As one of the participants to the first TCOP event held in 2006, and several others, I am impressed by PEMPAL's significant progress in creating and offering knowledge products and opportunities for sharing experience among the members. I am glad to remark the increasing role of the TCOP members themselves in preparing the content of the events. The PEMPAL member countries act both as PFM knowledge donors and beneficiaries, which contributes to the efficiency of the network and peer to peer learning."

CHART 4: OPEN BUDGET INDEX 2012 AND 2015 - PEMPAL MEMBERS



Source: Compiled by PEMPAL from Open Budget Surveys prepared by the International Budget Partnership (IBP) and discussed by the BCOP Working Group on Budget Literacy and Transparency.

TABLE 2: EXAMPLES OF PEMPAL IMPACT: BUDGET COP

PFM TOPIC ADDRESSED	EXAMPLES OF IMPACT
Program budgeting	Input to Republic Uzbekistan's Concept of Budget Policy Main Directions and Development. Examples of sector indicators assisted MoFs in providing advice to line ministries. Country case studies assisted to inform approaches.
IT systems in budget planning	Six countries examined Georgia system in depth and used procedures to progress their IT projects.
Wage bill management	Working group examined five countries in-depth. Forecast model developed by resource team available to countries as tool to help determine impact of policy options.
Budget transparency	International guidelines on budget transparency translated into PEMPAL languages - Kyrgyz Republic making eight key budget documents available to public; Russian Federation targeting OBI improvements. Procedures gained from South Africa study visit being used as model for reforms (e.g. induction manuals for senior officials being used by Albania , and Public Finance Management Act being used by Kyrgyz Republic).
Spending reviews	BCOP Executive Committee examined Ireland approach to spending reviews to help formulate approaches in their countries for formal, periodic review processes.
PEFA	PEFA Secretariat explained proposed changes. BCOP countries have better understanding of tool, particularly countries who have not yet used it.
OECD survey	13 participating countries have better understanding of what is good practice in budget procedures and international trends through participation in explanatory workshops, benchmarking against 33 OECD countries, and input to final report.

BCOP Plenary meeting in Bishkek, April 2017



Adylbek A. Kasymaliev
Minister of Finance of the Kyrgyz Republic
at BCOP Plenary meeting in Bishkek, April 2017

"Effective public financial management is essential for sustainable development and effective allocation of resources to public services, which has become even more critical with governments facing many fiscal challenges. In this context, it is very important for countries to learn from each other, and PEMPAL provides that platform whereby PFM reforms can be examined and benchmarked between countries."

PEMPAL STRATEGIC OBJECTIVES FOR 2017-22

PURPOSE AND PROCESS OF STRATEGY DEVELOPMENT

The purpose of development of the second PEMPAL Strategy covering the FY2017-22 period, is to affirm the network's achievements over the last five years and to provide strategic direction for the next five years. The Strategy also provides a structured approach to address identified risks⁴ associated with the longer-term sustainability of the network and provides a way forward to address identified challenges. The mid-term review of the PEMPAL Strategy 2012-17 comprised an in-depth analysis of the progress of achieving the program's results and critical reflection on what had been done and the challenges that needed to be addressed in this next strategy which included:

- Maintaining the high quality of knowledge resources and services achieved during the last strategy, and ensuring such resources are regularly updated and maintained to ensure they remain relevant and current;
- Maintaining and improving further the quality of membership by continued targeting of the managers and specialists from the central government PFM bodies responsible for functional areas of budget, treasury and internal audit;
- Maintaining effective COP leadership teams and strong ownership of the network by the members;
- Establishing a permanent and effective Secretariat mechanism to undertake logistical, administrative and reporting functions required to support the network which was acknowledged as an essential component to the viability of the network; and

- Ensure adequate financing of the strategy to achieve the right balance between member country and donor contributions, while acknowledging the public good nature of the network and the significant in-kind contributions already made by member countries given their ownership and leadership of the network.

The Executive of the network, which comprises the Steering Committee and COP Executive Committees, including representatives from the member Governments, developed this strategy over 2016, drawing on the results of the in-depth evaluation of the previous strategy, implementation experience including lessons learnt, and feedback from the member countries. From this work the goal/impact and outcome of the PEMPAL Strategy 2017-22 and the three key result areas were agreed as outlined in **Figure 1**.

The new strategic framework has three results areas to ensure PEMPAL meets its goal and outcome objectives (refer to the diagram above). The progress towards achieving expected results will be measured by 12 performance indicators as included in the results framework at the **Attachment**, which also includes baseline and intermediate/final target values.

⁴ More details on these risks are included in **Table 6: Identification of Risks and Mitigation Strategies**

⁵ The framework applied over the PEMPAL Strategy 2012-17 has been strengthened by combining the previous strategy's results 3 and 4 given the objectives were closely related; providing a stronger link between the Outcome and Goal/Impact levels; ensuring cross-COP collaborations are emphasized; and reflecting the maturity of the network with the focus having shifted from not only sharing knowledge but also creating it.

FIGURE 1: PEMPAL STRATEGIC FRAMEWORK

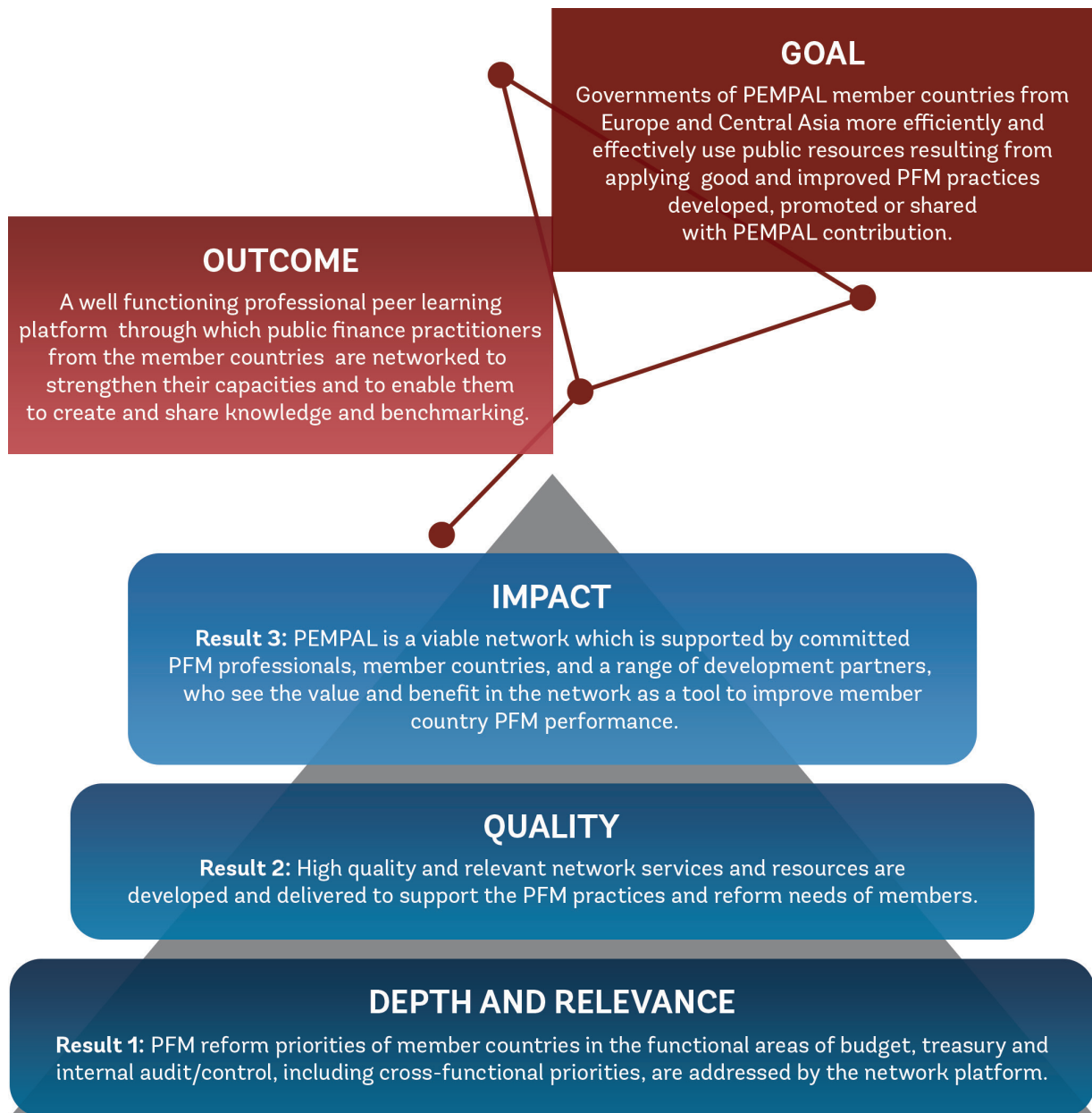
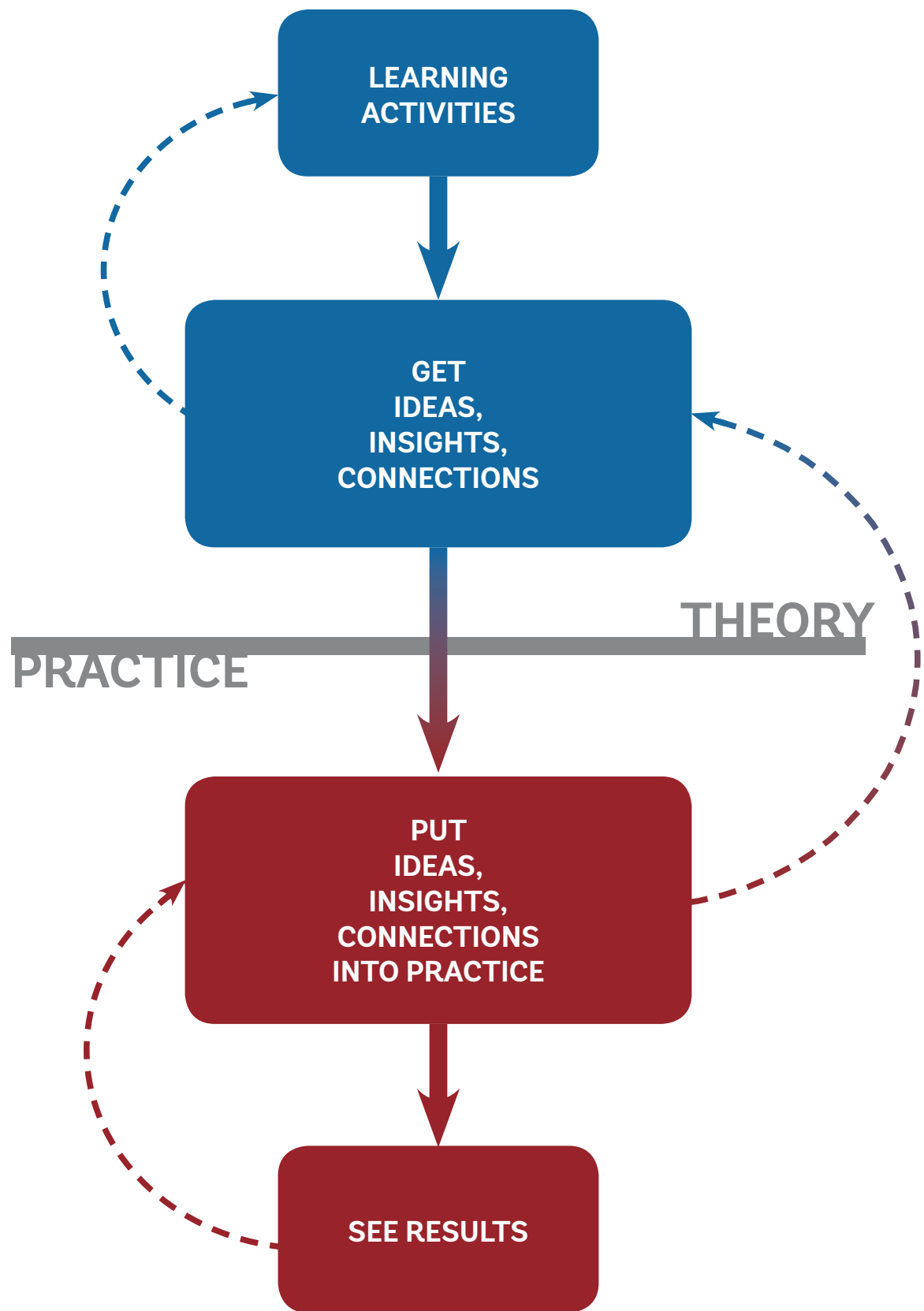


FIGURE 2: CONTINUOUS LEARNING CYCLE INTO PRACTICE AND BACK



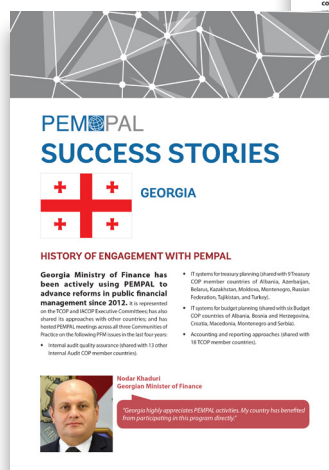
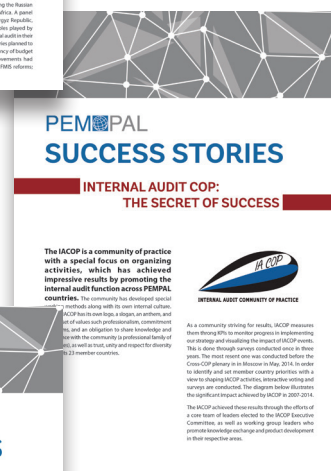
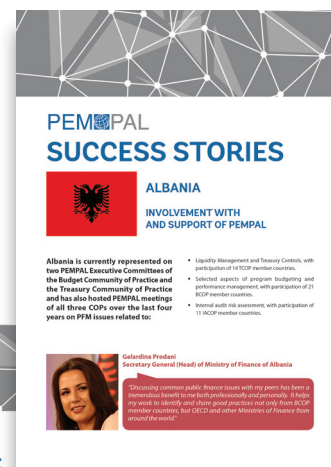
Source: Wenger-Trayner

OPERATIONALIZING THE STRATEGY

ACHIEVING THE STRATEGY'S RESULTS

The key strategies to ensure the results are achieved include:

- **Result 1:** Strengthening cross-COP collaborations, where PFM priorities are common across the three functional areas of budget, treasury and internal audit, and continuing to ensure the PFM priorities of member countries are reflected in the work programs of each COP.
- **Result 2:** Ensuring the Secretariat services continue to support the needs of the network through the temporary World Bank in-house mechanism while in parallel, finding the optimum location of this service in the region. Focus will also continue on ensuring relevant knowledge products are developed and shared, and the collection of information on the use of these resources will be strengthened. Support to member countries and individuals to drive and lead the network will also continue, to facilitate decreasing reliance on technical donor funded resource team support as members increasingly undertake this role, as the network matures.
- **Result 3:** Strengthening the collection and reporting of in-kind and financial contributions by member countries; establishing a task force to focus on identifying new development partners who may be interested in funding the strategy; and targeting efficiency measures such as implementing a 'go green' initiative whereby provision of hard copy materials will be limited along with identifying other potential program savings. The value and benefit of the network will also be more systematically captured through identification of success stories and the capturing of promotional materials and activities from host countries and high-level stakeholders, to attract more development partners.



DELIVERING MEMBER DRIVEN ACTIVITIES THAT ADDRESS PFM PRIORITIES

The strategy will be operationalized through Cross-COP and COP Action Plans, which will include priorities identified by the COPs themselves through their internal processes.

Both face-to-face consultations and member surveys will be used to identify priorities to incorporate into COP action plans, including cross-COP collaborations. Processes to prioritize activities are common across COPs and will continue to consist of a range of approaches as adopted during the last strategy, including selecting the most common requested topics for larger format meetings; working group and study visits for less common topics, with final selection done through a combination of voting by members and selection/approval by the COP Executive Committees.

The list of current priorities that the COPs are addressing at the initiation of this strategy is provided below in Table 3

and are largely based on what the COPs have been focusing their efforts over the last few years. These priorities are expected to be adjusted by the COPs in line with the PFM priorities of the member countries as they change. COPs will also focus more on capturing the positive impacts that addressing these priorities through PEMPAL are having on their PFM systems.

These priorities will continue to be delivered through several different formats to ensure member needs are met

such as annual face-to-face plenary meetings and small thematic workshops, which will be held back-to-back where possible to achieve efficiencies. COPs will also intensify use of video and web conference meetings given they are a cost effective approach to sharing and creating knowledge, while aiming to maintain at least two face-to-face meetings a year to maximize the benefits of the peer learning approach, subject to funding availability. COPs will also continue peer advisory missions and periodic study visits to countries identified as best practice in the PFM reform areas being addressed. Two plenary meetings of the whole network are planned for FY19 and FY22 respectively, in line with the past practice and based on very positive feedback from the last such meeting that focused on the issues of fiscal transparency and accountability and took place in Moscow in 2014. Thematic working groups are planning to put more emphasis on developing knowledge products that identify member country reform challenges including providing a menu of options to address them from peer and international advice.

This listing in Table 3 reflects the priorities as identified by member countries at the time of strategy development and may be subject to change during the strategy as PFM priorities in the region change.

TABLE 3: PEMPAL COP PRIORITIES (AS OF JULY, 2016)

PRIORITIES	COMMENTS
BUDGET COP	
Sharpening tools for effective fiscal management	With initial focus on performance and program budgeting (implemented by the Program and Performance Budgeting Working Group comprising 15 member countries), while identifying member countries challenges and priorities in other PFM thematic areas as they arise.
Strengthening fiscal transparency and accountability	With a focus on budget literacy, transparency and public participation initiatives (implemented by the Budget Literacy and Transparency Working Group comprising 15 member countries).
Expanding internationally available data on PEMPAL countries	Through identification and sharing of budget related good practices and benchmarking within and outside the PEMPAL region.
TREASURY COP	
Public sector Accounting and Reporting	Several thematic Working Groups have been focusing on various aspects since 2013, with future focus to continue on public sector accounting reforms including transition to accrual accounting.
Evolution of the Treasury role and functions	Twelve member countries comprise a Working Group established since 2015 to support member countries discuss and plan for the changing role of Treasuries.
Use of IT in treasury operations	Ten member countries comprise a Working Group established since 2013 to exchange experience and knowledge related to treasury information systems and integrated financial management information systems.
Cash management	Thirteen member countries comprise a Working Group addressing joint issues and challenges since 2014 in the areas of liquidity management and cash management and forecasting approaches.
Treasury control and risk management	Will be a new focus of TCOP with many Treasuries having closer involvement with such issues. Collaborations with IACOP will form part of these activities.
INTERNAL AUDIT COP	
Public Internal Control	With a focus on accountability and transparency aspects of financial management control implementation (implemented by the Internal Control Working Group comprised of 23 member countries).
Audit in Practice	With a focus on practical implementation of the audit cycle, different type and models of audits, including Information Technology solutions (implemented by the Audit in Practice Working Group comprised of 23 member countries).
Central Harmonization Units	With a focus on identifying and addressing challenges at different stages of reform.
Promotion of IACOP	Including the existing knowledge products and experience gained in ongoing and previous working groups such as Training and Certification, Good Practice Continuing Professional Development Manual, Risk Assessment in Audit Planning, Quality Assessment Guide, and Internal Audit Body of Knowledge.

MAINTAINING A WELL-ESTABLISHED GOVERNANCE STRUCTURE AND ACCOUNTABILITY FRAMEWORK

A solid governance structure that has been in place for ten years will be maintained,

as represented in the organizational chart below:⁶ Strategic oversight will continue to be provided by a Steering Committee, who review and approve budgets and monitor progress against an agreed results framework. Activities will continue to be led by COP Executive Committees, which comprise high-level finance officials, who volunteer their time and knowledge to drive the program to ensure it meets member country priorities. The Chairs and Deputy Chairs of these Committees also participate in the Steering Committee which will continue to meet quarterly to ensure the effective implementation of the strategy. Each Committee will continue to have Government representatives from up to 9 member countries. Technical support will continue to be provided by World Bank experts in the form of 'COP Resource Teams'.

Logistical and administrative support will be provided by a dedicated Secretariat.

A temporary Secretariat mechanism was established within the World Bank in response to the unexpected departure of the previous Secretariat towards the end of the last strategy. As part of the new strategy implementation, a new permanent mechanism will be established, while ensuring any transition will not impede the high level of service delivery already achieved. The priorities of the Secretariat over the strategy include implementation of a communication and marketing plan including arranging events aimed at high and political levels; strengthening the collection and reporting of member country financial and in-kind contributions, cross-COP initiatives and attendance and comments

by high level officials at PEMPAL events; and ensuring maintenance of the website and other knowledge resources including strengthening monitoring and reporting of the use of COP knowledge products.

The existing strong accountability framework will remain in place.

This comprises standardized, online post event surveys; quarterly newsletters reporting on key indicators and results; and annual reporting by the Secretariat to the Steering Committee and Ministers of Finance supplemented by periodic in-depth evaluations. The standard fiduciary framework used by the World Bank for the trust funds it manages will continue to be applied to the main source of program funding, PEMPAL Multi-Donor Trust Fund (MDTF).

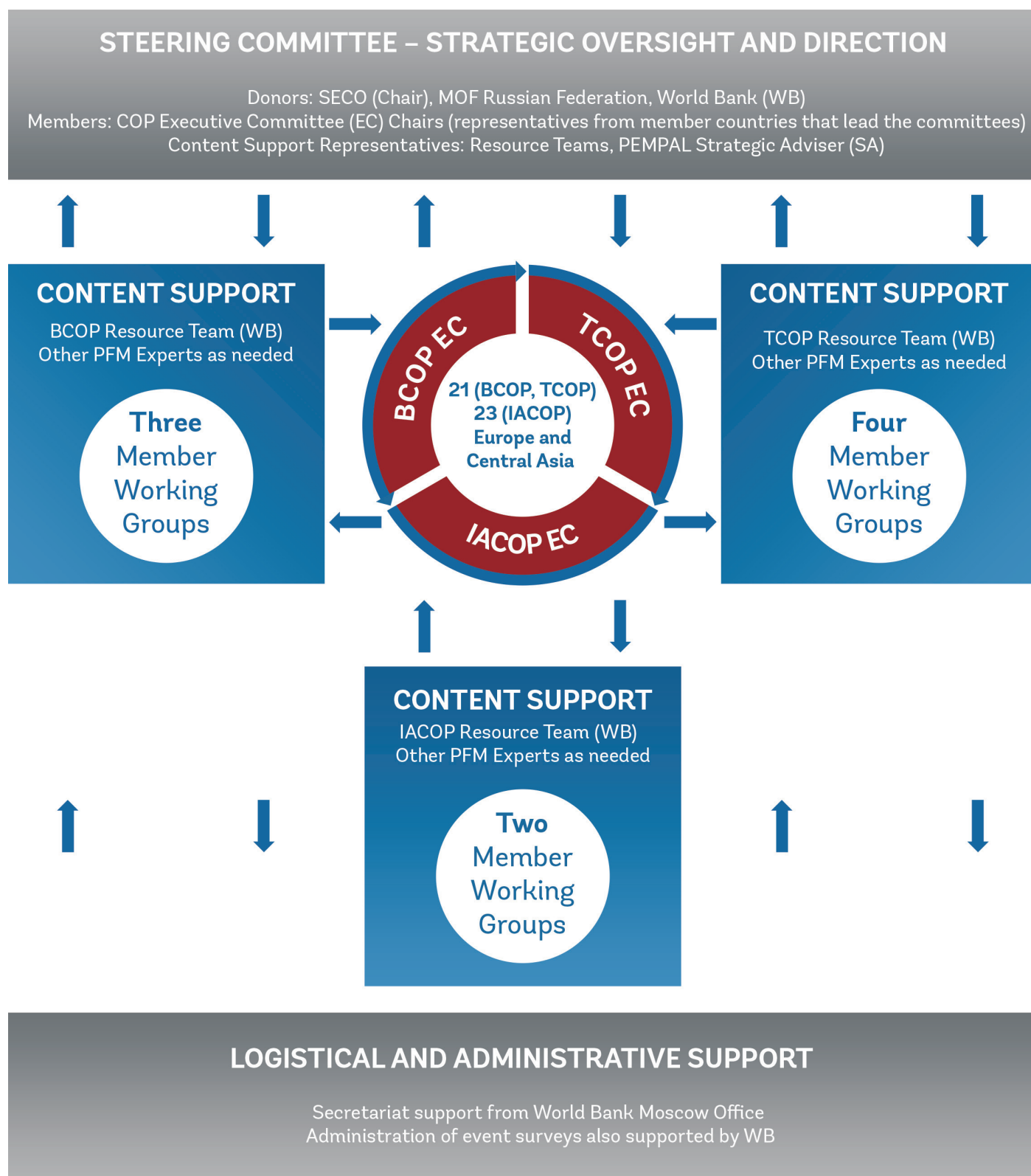
www.pempal.org

The PEMPAL website will continue to be the main source of information on program activities,

including all event materials, knowledge products developed, and minutes of COP Executive and Steering Committee meetings. The website also provides the PEMPAL virtual library to store documents and it provides all materials in the official languages of the network: English, Russian and Bosnian-Croatian-Serbian. Individual COPs also use other mediums to informally store and work on documents. New technologies will be also constantly monitored to facilitate effective communication, and provision of simultaneous translation during events will continue to enable practitioners from a wide regional area to communicate and share their public reform challenges and approaches.

⁶ Each COP has a core membership of between 60-120 members comprising largely practitioners at Department Head level or their deputies from budget, treasury and internal audit areas. The technical Resource Teams comprise 2-3 core members for each COP and other PFM experts as needed. The PEMPAL Secretariat comprises a core team of 3 staff, 1 per COP who also access a team of World Bank translators.

FIGURE 3: PEMPAL INSTITUTIONAL STRUCTURE



BROADENING THE RESOURCE BASE

The strategy could not be effective without the continued financial and in-kind support of development partners and member countries.

The implementation of the strategy is expected to be supported by a combination of contributions by the development partners and the member countries. Financial contributions by the development partners will be provided through a multi-donor trust fund administered by the World Bank. These will be supplemented by in kind contributions from external partners in the form of contributions to the agendas of PEMPAL through providing presentations at events, or resource materials and technical advice to support them. Contributions from the member countries will continue in the form of financial contributions through member countries hosting events in their countries and contributing partly to the costs of such event expenses;

and through funding the costs of additional participation. Strategies will also be implemented to target increases in member contributions as outlined further below. In-kind contributions from member countries will continue in the form of the time invested by members in the network through preparing presentations, knowledge products and providing strategic oversight services as Executive Committee members.

The Executive of the network has estimated the cost of the PEMPAL Strategy 2017-22 at 12 million USD over the five years, or around 2.1 million USD a year, except in years of major cross-COP events where it rises to around 2.8m USD (with such events planned in FY19 and FY22). Estimated expenditures over the five year strategy are provided in the table below:

TABLE 4: ESTIMATED EXPENDITURES OVER THE STRATEGY PERIOD

PEMPAL EXPENDITURES	FY18	FY19	FY20	FY21	FY22	5 YEAR
COP Activities	1,050	1,050	1,050	1,050	1,050	5,250
Cross COP Activities	100	820	100	100	820	1940
Resource Teams and Experts	670	660	630	600	570	3130
Steering Committee	30	30	30	30	30	150
Secretariat	300	300	300	300	300	1500
TOTAL EXPENDITURES	2,150	2,860	2,110	2,080	2,770	11,970

TABLE 5: ESTIMATED REVENUES OVER THE STRATEGY PERIOD

PEMPAL FUNDING REVENUES	FY18	FY19	FY20	FY21	FY22	5 YEAR
Main PEMPAL donors	1,945	2,507	1,706	1,620	2,218	9,996
Other donors	53	133	154	160	160	660
Members	153	220	250	300	392	1,315
TOTAL REVENUES	2,150	2,860	2,110	2,080	2,770	11,970
% of member contributions	7	8	12	14	14	11

The Executive of the network will seek to manage the impact of any potential funding gaps on their activities and have agreed to pursue the following initiatives to manage the risk of insufficient donor funding being found to fully fund the strategy as detailed in **Table 6: Identification of Risks and Mitigation Strategies**:

- Strengthening contributions from member countries who host meetings in the form of increased payments for dinners and cultural events and, from members themselves from covering some of the expenses during major events (with increasing reliance on government per diems to cover costs);
- Implementing program cost savings in the form of:
 - ▶ a 'go green' initiative where limited materials will be printed by the Secretariat for the events;
 - ▶ member government training and accommodation facilities being used where available;
 - ▶ increased use by COPs of videoconference and online facilities to hold virtual meetings; and
 - ▶ conducting a targeted analysis of network expense components, to identify other savings.
- Increasing promotional efforts about the benefits of PEMPAL by COP representatives and the World Bank with a view to sourcing increased financial and in-kind contributions from development partners.

These sustainability initiatives will be monitored over the strategy period to determine their impact on the baseline contribution by member countries (with member country financial and in-kind contributions being estimated at 153,000 USD in FY18 or 7 percent of total network costs rising to 392,000 USD by FY22 or 14 percent of network costs as shown in the table below). The target over the strategy period is for member contributions to reach 11 percent of total network costs over the five years (or 1.3 million USD). The drivers for this growth will be the implementation of members covering some event costs through partial per diem, and partial covering of expenses by member countries when they host events. Support to member countries and individuals to drive and lead the network will also continue, to facilitate decreasing reliance on technical donor funded resource team support as members increasingly undertake this role.

Over the strategy period, research will also be conducted on other networks to ascertain how they have implemented strategies to address financial sustainability issues, including how to charge external parties for some types of knowledge products created by the network where there is a demand, and the legal and administrative framework required to facilitate charging for the provision of training to external organizations on selected topics that could be delivered by some COPs. Feasibility of moving the network to a legal association in the long term will also be explored.

STRENGTHENING PARTNERSHIPS

Effective collaborations and partnerships will also continue to be pursued

and PEMPAL will aim to maintain and develop / strengthen relationships with multiple external partners over the strategy period, including (but not limited to):

- The World Bank;
- Swiss State Secretariat for Economic Affairs (SECO);
- Ministry of Finance of the Russian Federation;
- Ministry of Finance of the Netherlands, including collaboration with its National Academy for Finance and Economics;
- OECD, including collaboration with the OECD Senior Budget Officer networks;
- International Monetary Fund (IMF);

- International Budget Partnership (IBP);
- Global Initiative on Fiscal Transparency (GIFT);
- Ministry of Finance of Austria;
- UK Treasury;
- The Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH;
- International Federation of Accountants (IFAC);
- Chartered Institute of Public Finance and Accountancy (CIPFA);
- International Public Sector Accounting Standards Board (IPSASB);
- Institute of Internal Auditors;
- International Association of Treasury Services (AIST).

IDENTIFICATION OF RISKS AND MITIGATION STRATEGIES

Risks have been identified and will be managed across the strategy period.

The PEMPAL Steering Committee and COP Executive Committees considered the possible risks that could impact on achieving the strategies' goal and outcome

objectives, and they assessed three risks as being the most significant (i.e. rated medium to high in both probability and impact) as included in **Table 6** below. Mitigation strategies were also developed and will be implemented as part of the strategy, unless otherwise indicated.

TABLE 6: IDENTIFICATION OF RISKS AND MITIGATION STRATEGIES

IDENTIFIED RISKS	MITIGATION STRATEGIES
<p>Political and Commitment Risk of losing membership due to budget cuts from external and internal shocks; regional conflict and deteriorating political and diplomatic relations; and growth of competitor networks.</p>	<ul style="list-style-type: none"> • Keep politicians informed and involved through annual Thank You letters, Annual Report and quarterly newsletters and other promotional strategies. • Monitor developments in regional relations and security incidences in case they have negative impacts on travel and participation (including introduction of 'force majeure' clauses in contracts with event suppliers), and Increase use of videoconference and online technologies where needed. • Monitor membership of member countries in other networks and establish collaborations, including continuing to promote the uniqueness of products and services provided by PEMPAL. Continue to implement membership policies to ensure the appropriate people participate in the network to maximize peer-learning benefits. • Support connectivity and ongoing commitment of member country representatives, particularly the COP leadership by ensuring the Executive Committees continue to have high-level leadership skills, and are committed to ensuring PEMPAL meets the PFM needs of their countries and those of their members.

IDENTIFIED RISKS	MITIGATION STRATEGIES
<p>Funding risk of reduction in funding levels from current donors, and conditional funding by new donors to follow specific reform directions.</p>	<p>The Executive of the three COPs have agreed to the following:</p> <ul style="list-style-type: none"> • Strengthen contributions from member countries who host meetings in the form of increased payments for dinners and cultural events and from members themselves for major events by contributing to the cost of some meals with reliance on government per diems to contribute to these costs. • Implement program cost savings in the form of: implementing a ‘go green’ initiative where limited materials will be printed at events; using member government training and accommodation facilities where available; COPs increasing use of videoconference and online facilities to hold virtual meetings (especially if full funding is not secured); and conducting a targeted analysis of network expense components, to identify further savings. • Promote the benefits of PEMPAL by COP representatives and the World Bank (who will form a Working Group/Taskforce) with a view to sourcing increased financial contributions from in-kind and other development partners.
<p>Policy Direction Risk whereby countries and members have significantly different priorities, are at different reform levels; and/ or are led by disparate policy drivers (e.g. EU verses other international and national requirements)</p>	<ul style="list-style-type: none"> • Continue the collection of member country priorities in a systematic way (at least once a year), with the Executive Committees transparently prioritizing them. The most common topic will be met through larger formats (e.g. plenary meetings of all members) whereby other identified topics will be met through other smaller formats (working groups of a sub-set of member countries, study visits, VCs etc). • Verify priorities, every two years at the level of COP Action Plans, with Ministers and/or Heads of Organizations to confirm they largely correlate with member country priorities. • Ensure individual member priorities are aligned with member country priorities by continuing to pursue membership policies to maximize network effectiveness i.e. ensure members come from the right areas of central finance and treasury agencies; possess adequate levels of knowledge and expertise to contribute actively to the network and to country level PFM reforms; and that there is a continuity of attendance to maintain and build the network. • Clearly identify any disparate policy drivers and conflicting objectives/advice by international organizations (to be undertaken as part of the role of the COP Resource Teams), noting no prescriptive recommendations should be advocated, given it depends on country context and such advice can still be provided but any conflicts and differences clearly noted.

ATTACHMENT

PEMPAL STRATEGY RESULTS FRAMEWORK

STRATEGY GOAL/IMPACT

Governments of PEMPAL member countries from Europe and Central Asia more efficiently and effectively use public resources resulting from applying good and improved PFM practices developed, promoted or shared with PEMPAL contribution.

1

INDICATOR OF RESULTS

Evidence of application at the member country level of improved PFM practices using PEMPAL knowledge (as provided in success stories)

BASELINE VALUE⁷

PEMPAL impact on PFM practices evident (MTR data):

- BCOP: 6 countries
- TCOP: 10 countries
- IACOP: 17 countries (comprised 12 significant to high impact and 5 countries moderate impact.)

FINAL/ INTERMEDIATE TARGET VALUES

Evidence of increase in number of countries reporting impact compared to MTR and Success Story Booklet.

MEANS AND FREQUENCY OF VERIFICATION

Individual and country level success stories. (Means and frequency dependent on each COP's strategy for success story collection and reporting). Efforts will be coordinated and reported as part of the established monitoring and reporting framework.

Network wide collection initiative will be implemented as part of MTR to commence December 2019.

⁷ All baseline data is 2015, unless otherwise specified. MTR refers to results from a mid-term review assessment.

OUTCOME

A well functioning professional peer learning platform through which public finance practitioners from the member countries are networked to strengthen their capacities and to enable them to create and share knowledge and benchmarking

2

INDICATOR OF RESULTS

Percentage of high level officials stating that the PFM professionals' capacities were strengthened as a result of PEMPAL activities (supported by specific explanations) in this Strategy period

BASELINE VALUE

2017 survey results.

FINAL/ INTERMEDIATE TARGET VALUES

Intermediate value: 2019 MTR survey results
Final value: 2022 survey results
Improvements evident or positive results maintained.

MEANS AND FREQUENCY OF VERIFICATION

Survey results of high-level officials i.e. Ministers and/or Heads of Organizations will be undertaken three times over Strategy period i.e. in the first part of 2017 at the beginning of the Strategy (when a copy of the Strategy is provided to each member Government for information); during the MTR scheduled for commencement at mid-point December 2019; and again at the end of Strategy 2022.

RESULT 1

PFM reform priorities of member countries in the functional areas of budget, treasury and internal audit/internal control, including cross-functional priorities, are addressed by the network platform.

3

INDICATOR OF RESULTS

Independent verification of PEMPAL addressing member country PFM priorities in the functional areas of budget, treasury and internal audit in this Strategy period

BASELINE VALUE

COP process of identifying, prioritizing and addressing member country priorities.

FINAL/ INTERMEDIATE TARGET VALUES

Confirmation by Steering Committee that key PFM themes are addressed that were identified as priorities for the majority of members.

MEANS AND FREQUENCY OF VERIFICATION

Annual Report Data (including network activity indicators), COP Action Plans and Country Priority Forms.

4

INDICATOR OF RESULTS

Number of PEMPAL cross-COP projects/working groups and/or initiatives in this Strategy period

BASELINE VALUE

Baseline initiatives 2016: one annual cross-COP Executive meeting held, COP Chairs/Deputy Chairs share COP information in 4 Steering Committee meetings each year; and major cross-COP every 2-3 years

FINAL/ INTERMEDIATE TARGET VALUES

Baseline + 2

MEANS AND FREQUENCY OF VERIFICATION

COP Action Plans and Event Reports measured MTR 2019 and end of Strategy 2022

RESULT 2

High quality and relevant network services and resources are developed and delivered to support the PFM practices and reform needs of members.

5

INDICATOR OF RESULTS

Score ranges on the survey of PEMPAL event participants for:

- A.** Overall satisfaction with the event, (on a 1-5 response scale, 5 indicating maximum satisfaction)
- B.** Satisfaction with level of service and quality of support mechanisms such as resource teams, PFM experts, and COP Executive Committee services (with ratings of Not Satisfactory, Satisfactory, High, Very High from periodic surveys and ratings from 1-5 response scale, 5 indicating maximum satisfaction from post-event surveys)
- C.** Satisfaction with Secretariat services (with ratings from 1-5 response scale, 5 indicating maximum satisfaction in two categories of logistics and administration)

BASELINE VALUE

- A.** BCOP: 4.8-5.0
TCOP: 4.1-4.8
IACOP: 4.5-4.9

Quality of Organization

- BCOP: 4.7-5.0
- TCOP: 4.6-5.0
- IACOP: 4.0-4.9

- B.** MTR periodic survey results: High to Very High Satisfaction ratings were given in MTR submissions (for each COP)

Quality of Administration

- BCOP: 4.6-5.0
- TCOP: 4.7-5.0
- IACOP: 3.6-5.0

- C.** 2017 post-event survey results (for each COP)

FINAL/ INTERMEDIATE TARGET VALUES

- A.** Maintain or improve on ratings for event satisfaction (on an individual COP basis)
- B.** Maintain or improve on ratings for support mechanisms (on an individual COP basis)
- C.** Maintain or improve on ratings for the Secretariat (on an individual COP basis.)

MEANS AND FREQUENCY OF VERIFICATION

PEMPAL periodic member feedback surveys conducted FY19 for MTR, and at end of Strategy.

PEMPAL standardized post-event surveys issued after every major meeting as reported over CY in Annual Reports (disaggregated on a COP basis).

6

INDICATOR OF RESULTS

- A.** Use and quality of PEMPAL resources as measured by website, library, knowledge product download data and success story feedback.
- B.** Feedback from periodic surveys with ratings from low, mixed, good to high quality provided across different types of resources provided.
- C.** Feedback from periodic surveys on estimates of use of those resources ranging from never to more than 6 times over MTR period.

BASELINE VALUE

- A.** 2017 website, library, knowledge product download data; MTR and 2016 success stories
- B.** MTR ratings by COP on quality of website; presentations; country exchanges; and tools and other resources developed by COPs.
- C.** MTR ratings by COP of estimates of usage under each of the above categories.

FINAL/ INTERMEDIATE TARGET VALUES

Use of resources shows high or increasing trends maintained and qualitative feedback indicates products are valuable and relevant

MEANS AND FREQUENCY OF VERIFICATION

PEMPAL Annual Report, periodic survey data from MTR and 2022, success stories

RESULT 3

PEMPAL is a viable network which is supported by committed PFM professionals, member countries, and a range of partner partners, who see the value and benefit in the network as a tool to improve member country PFM performance.

7

INDICATOR OF RESULTS

Amount of financial and in-kind donor contribution in this Strategy period

BASELINE VALUE

New Strategy not funded

FINAL/ INTERMEDIATE TARGET VALUES

Full funding secured for 2017-22 Strategy period.

MEANS AND FREQUENCY OF VERIFICATION

Internal PEMPAL records.

8

INDICATOR OF RESULTS

Amount of member countries' in-kind contribution measured in estimated full time equivalent FTE days spent preparing inputs and providing strategic oversight to PEMPAL (compared to use by COPs of MDTF funded resource team support)

BASELINE VALUE

- A.** 270 FTE days; 95,000 USD (MTR data);
- B.** Qualitative evidence of member country input (e.g. hosting meetings, leading Working Groups)

**FINAL/
INTERMEDIATE
TARGET VALUES**

- A.** Evidence of increasing member country input to reach target of 11 percent of total network costs by end of strategy (financial and in-kind contributions).

**MEANS AND
FREQUENCY OF
VERIFICATION**

Internal PEMPAL records and periodic survey data (collected at MTR of Strategy to be implemented from December 2019). 'PEMPAL Champions' to be identified in Annual Reports.

9

INDICATOR OF RESULTS

Amount of member countries' financial contribution (USD) based on self-payers; event contributions; and estimated financial value of provision of services (e.g. use of conference room or training facilities and resources including lunches, teas, coffees, cultural tours etc).

BASELINE VALUE

60,000 USD (MTR data)

**FINAL/
INTERMEDIATE
TARGET VALUES**

Evidence of increase from 2015 MTR data to reach target of 11 percent of total network costs by the end of strategy (financial and in-kind contributions).

**MEANS AND
FREQUENCY OF
VERIFICATION**

Internal PEMPAL records with evidence of process established whereby Secretariat systematically captures and reports on member country financial contributions. Listing of types of contributions to be prepared and financial estimates undertaken as part of event preparation (e.g. cost savings from room provision by member country). To be reported in PEMPAL Annual Reports over the strategy period.

10

INDICATOR OF RESULTS

Number of Ministries/Deputy Ministers and other high-level officials (e.g. Head of MoFs and National Treasuries) attending or opening PEMPAL events

BASELINE VALUE

MTR report on attendance and collection of quotes. Process established to collect and report on high-level attendance and comments.

**FINAL/
INTERMEDIATE
TARGET VALUES**

Increasing trend in numbers evident over the Strategy period.

**MEANS AND
FREQUENCY OF
VERIFICATION**

Internal PEMPAL records, with evidence of process established whereby Secretariat and COP Resource Teams capture high level appearances, and comments.

INDICATOR OF RESULTS

- A.** Percentage of individual members (PFM practitioners) who work in the relevant units/ departments responsible for the PEMPAL-covered areas of budget, treasury, and internal audit
- B.** Number of core members (i.e. who attend two or more events in a FY period) and
- C.** Their frequency of contact.

BASELINE VALUE

- A.** Based on membership analyses conducted in MTR whereby 100% of target membership was found.
- B.** Core members MTR
 - BCOP: 61
 - TCOP: 119
 - IACOP: 65
- C.** MTR survey results: No contact outside of events:
 - TCOP: 32%
 - BCOP: 23%
 - IACOP: 9%

FINAL/ INTERMEDIATE TARGET VALUES

- A.** 100% target membership
- B.** Evidence of increasing contact between countries outside of formal events
- C.** No contact outside formal events result decreases for each COP.

MEANS AND FREQUENCY OF VERIFICATION

Membership Analyses; Periodic survey results: 2015 MTR, 2019 MTR, 2022

INDICATOR OF RESULTS

Improved promotion of value and benefits of PEMPAL (e.g. at high level international, national and regional meetings)

BASELINE VALUE

Communication and marketing plan developed (including induction kit for new members).
Number of member countries promoting PEMPAL through websites and other promotional materials. Baseline: none.

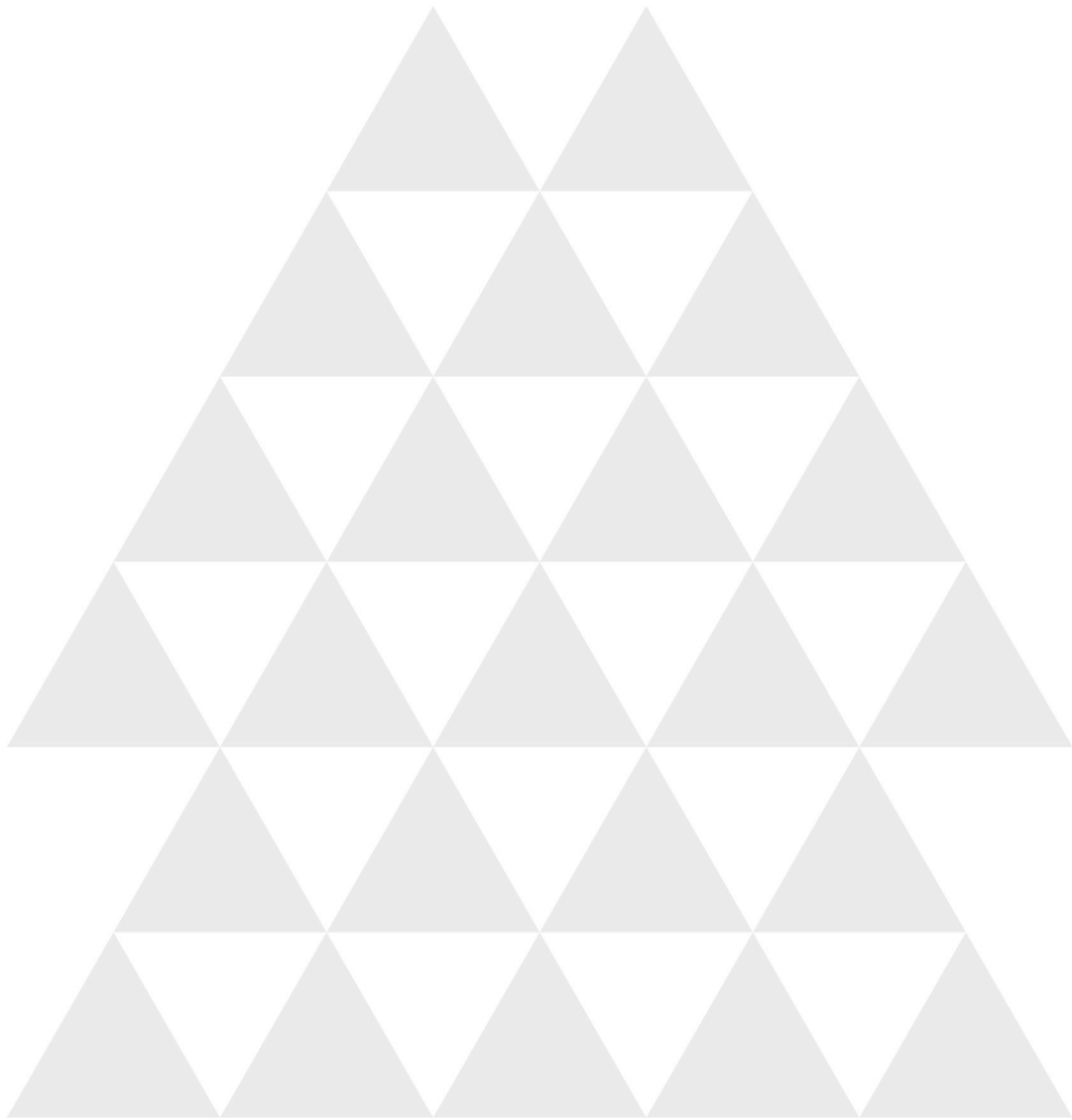
FINAL/ INTERMEDIATE TARGET VALUES

Evidence of full implementation of the plan over the Strategy period including promotion of PEMPAL at two high level events and increase in promotional activities being undertaken by member countries.

MEANS AND FREQUENCY OF VERIFICATION

Plan and promotional outputs; induction kit

Host country media presence, and reports provided on television, MoF journals and on government websites related to PEMPAL events, resources and impact.



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