

DAC 원조효과작업반산하 공공재정관리 협의그룹 회의

(2007.12.19~20)

원조 효과성 제고를 위한 파리선언의 5개 원칙 가운데 2번째 원칙인 원조일치(Alignment)는 공여국의 원조를 수원국의 국가개발전략에 일치시키고, 강화된 수원국의 시스템 및 공공재원관리(PFM)를 활용하거나 혹은 동 역량을 강화시키는 방향으로 지원해야 함을 명시하고 있다. 아래 전문은 선진 공여국의 수원국 내 PFM 활용 사례 및 PFM 사용에 있어서 위험관리 등에 대한 내용을 소개하였다. 이는 향후 DAC 가입 등으로 원조 증액이 예상되고, 원조의 효과성을 증대시키기 위해 노력을 경주하는 우리나라에게 시사하는 바가 크다. [정리 : 정책연구실]

I. 핵심 요지

- 일반적 예산 지원(general budget support) 등 선진 공여국 원조 자금이 수원국내 국가 예산에 직접 편입, 계상되고 이러한 원조형태가 파리선언 등을 통해 권고됨으로써, 수원국 내 공공 재정 관리(PFM; Public Finance Management) 시스템에 대한 논의 및 관심이 제고됨
- 이러한 상황에서 선진 공여국들이 수원국내 공공재정관리 시스템을 사용하는 경우가 증가되고, 선진 공여국들은 투명성을 보장하는 수원

국내 제도 개혁 등 이들 국가들의 PFM 시스템 강화와 시스템 사용에 대한 위험 관리 지표를 개발코자 함. 한편 수원국들은 중장기 원조 예측가능성을 높여 줄 것을 공여국에게 요청함

■ 금번 회의에서는 세계은행의 수원국내(방글라데시 등) 공공재정관리(PFM) 사용 사례 발표, 수원국내 PFM 사용에 있어서 위험 관리 등에 대한 발표(캐나다 CIDA)가 있었음. 아울러 파리선언 모니터링 2008년 서베이 조사관련, 공공재정관리 및 원조의 예측가능성관련 평가 지표 관련 설문 문구를 일부 수정키로 함

II. 상세 내용

1. 파리선언 모니터링 2008년 서베이 조사관련, 공공재정관리 및 원조의 예측가능성관련 평가 지표를 일부 수정함

- 원조의 수원국내 예산 포함관련 평가지표 3(Indicator 3)에 대한 응답 조건으로 수원국 정규 예산 포함, 수원국 예산집행절차에 구속, 수원국 재정체계를 통한 집행, 별도의 은행 계좌 개설 불요 등 4개항 중 3개항에 해당할 경우로 변경
 - 일본은 동 평가에 일반적 재정지원(general budget support)외에 엔차관이 가능한 포함되도록 표현이 다소 포괄적이 되기를 희망함
- 수원국내 공공재정관리 이용관련 평가지표 5a(Indicator 5a)에 대한 응답 조건으로 공여국내 보고 요건을 만족시키기 위한 별도의 회계체계 유지 불요, 수원국내 재정보고장치를 사용하기 위해 준비된 재정 보고서 필요 등 2개항에 모두 동의할 경우로 변경
- 원조의 예측가능성관련 평가지표 7 (Indicator 7)에 대한 응답조건도 변경

2. 수원국 공공재정관리 시스템 사용시 위험관리

- 캐나다 원조개발청(CIDA)는 수원국내 공공재정관리 시스템 사용시 위험관리 도구를 개발, 일반적 예산 지원(general budget support) 및 프로그램 원조(program-based approaches) 등에 적용코자 함
 - 성과(results), 신용 위험(fiduciary risk), 원조액의 미집행 위험(risk of non disbursement) 등 3개 분야에서 위험도를 5개로 구분하여 위험을 평가함

3. PEFA 평가측정 프레임워크

- 2001년 세계은행, EC, 영국국제개발청(DFID), 스위스 경제부, 프랑스 및 노르웨이 외교부, IMF 등이 참여하여 공공지출 및 재정 책임 프로그램(Public Expenditures and Financial Accountability)이 출범함(사무국은 세계은행에 소재)
- PEFA는 수원국의 공공재정관리, 정부조달, 재정책임 체계 등을 평가하는 수원국 및 공여국의 능력을 제고하기 위해 설립되었고, 2005년에 성과 측정 프레임워크(PFM: Performance Measurement Framework)를 개발하여 전파하고 있음
- 금번 회의에선 PEFA 사무국이 현재의 진행사항을 보고함
 - 2007년 8월 현재 매월 3개의 평가가 진행되

- 고, 58개국 66개 평가보고 완료됨. 16개 보고가 진행중이며 아직 발표가 안되고 있으며, 30개 평가가 계획중에 있음
- 2008년도에는 90개국이 평가될 것으로 전망함
 - 지역적으로는 사하라 남부 국가 및 카리브 지역국가에 대한 평가가 가장 높음

- 노르웨이가 자신의 공공재정관리 시스템을 평가하기 위해 PEFA PMF 를 적용하였음을 소개하며, 선진 공여국에도 동 프레임워크가 적용가능하나, 장단점이 있음을 부언함

reliable information on the performance of PFM systems, processes and institutions over time. The information provided by the framework would also contribute to the government reform process by determining the extent to which reforms are yielding improved performance and by increasing the ability to identify and learn from reform success. It would also facilitate harmonization of the dialogue between government and donors around a common framework measuring PFM performance and therefore contribute to reduce transaction costs for partner governments.

The PFM Performance Measurement Framework

I . Introduction and background

The PFM Performance Measurement Framework is an integrated monitoring framework that allows measurement of country PFM performance over time. It has been developed by the PEFA partners, in collaboration with the OECD/DAC Joint Venture on PFM as a tool that would provide

The PFM Performance Measurement Framework is one of the elements of a strengthened approach to supporting PFM reforms¹. It is designed to measure PFM performance of countries across a wide range of development over time. The Performance Measurement Framework includes **a set of high level indicators**, which measures and monitors performance of PFM systems, processes and institutions and **a PFM Performance Report (PFM-PR)** that provides a framework to report on PFM performance

1) The Strengthened Approach has three components (i) a country led PFM reform strategy and action plan, (ii) a coordinated IFI-donor integrated, multi-year program of PFM work that supports and is aligned with the government's PFM reform strategy and, (iii) a shared information pool. The Performance Measurement Framework is a tool for achieving the third objective.

as measured by the indicators.

II. Scope and coverage of the framework

A good PFM system is essential for the implementation of policies and the achievement of developmental objectives by supporting aggregate fiscal discipline, strategic allocation of resources and efficient service delivery. An open and orderly PFM system is one of the enabling elements for those three levels of budgetary outcomes:

- Effective controls of the budget totals and management of fiscal risks contribute to maintain aggregate fiscal discipline.
- Planning and executing the budget in line with government priorities contributes to implementation of government's objectives.
- Managing the use of budgeted resources contributes to efficient service delivery and value for money.

The Performance Measurement Framework identifies **the critical dimensions of performance of an open and orderly PFM**

system as follows²:

- 1. Credibility of the budget** – The budget is realistic and is implemented as intended
- 2. Comprehensiveness and transparency** – The budget and the fiscal risk oversight are comprehensive, and fiscal and budget information is accessible to the public.
- 3. Policy-based budgeting** – The budget is prepared with due regard to government policy.
- 4. Predictability and control in budget execution** – The budget is implemented in an orderly and predictable manner and there are arrangements for the exercise of control and stewardship in the use of public funds.
- 5. Accounting, recording and reporting** – Adequate records and information are produced, maintained and disseminated to meet decision-making control, management and reporting purposes.
- 6. External scrutiny and audit** – Arrangements

2) These core dimensions have been determined on the basis of what is both desirable and feasible to measure and define the nature and quality of the key elements of a PFM system captured by the set of high-level indicators.

for scrutiny of public finances and follow up by executive are operating.

Against the six core dimensions of PFM performance, the set of high-level indicators measures **the operational performance of the key elements of the PFM systems, processes and institutions** of a country central government, legislature and external audit. In addition, the PFM-PR uses the indicator-based analysis to develop an integrated assessment of the PFM system against the six critical dimensions of PFM performance and evaluate the likely impact of PFM weaknesses on the three levels of budgetary outcomes.

The set of high-level indicators captures **the key PFM elements** that are recognized as being critical for all countries to achieve sound public financial management. In some countries, the PFM-PR may also include an assessment of additional, country specific issues in order to provide a comprehensive picture of PFM performance.

It is expected that the repeated application of the indicator tool will provide information on the extent to which **country PFM**

performance is improving or not. In addition, the PFM-PR recognizes the efforts made by government to reform its PFM system by describing recent and on-going reform measures, which may not have yet impacted PFM performance. The report does not, however, include any recommendations for reforms or assumptions as to the potential impact of ongoing reforms on PFM performance.

The focus of the PFM performance indicator set is the public financial management at central government level, including the related institutions of oversight. Central government comprises a central group of ministries and departments (and in some cases deconcentrated units such as provincial administrations), that make up a single institutional unit. In many countries, other units are operating under the authority of the central government with a separate legal entity and substantial autonomy in its operations (in this document referred to as autonomous government agencies) and also constitute a part of central government operations. Such units would be used for the purpose of implementing central government policy and may include non-profit

institutions, which are controlled and mainly financed by central government.

Operations of other levels of general government and of public enterprises are considered in the PFM performance indicator set only to the extent they impact the performance of the national PFM system and its linkages to national fiscal policy, formulated and monitored by central government (refer to PI-8, PI-9 and PI-23).

Other parts of general government include lower levels with separate accountability mechanisms and their own PFM systems (e.g. budgets and accounting systems). Such sub-national governments may include state, provincial, and regional government at a higher level and local government (including e.g. districts and municipalities) at a lower level. In addition to general government, the public sector includes public corporations or enterprises, created for the purpose of providing goods and services for a market, and controlled by and accountable to government units. Public corporations can be non-financial or financial, the latter including monetary corporations such as the

central bank³. Additional information on other levels of government and public enterprises may be included in the section on country specific issues of the PFM-PR.

The focus of the indicator set is on revenues and expenditures undertaken through the central government budget. However, activities of central government implemented outside the budget are covered in part by the indicators PI-7, PI-9, PI-26 and D-2. Typically, this includes expenditure executed by central government units and financed from earmarked revenue sources (whether domestic or external, the latter often being only nominally on-budget), and by autonomous government agencies.

The Performance Measurement Framework does not measure **the factors impacting performance**, such as the legal framework or existing capacities in the government. In particular, the set of high-level indicators focuses on the operational performance of the key elements of the PFM system rather than on the inputs than enable the PFM system to reach a certain level of performance.

3) For further details of definition of the public sector and its sub-divisions, refer to the GFS Manual paragraphs 2.9-2.62 (Government Finance Statistics Manual, IMF 2001)

The Performance Measurement Framework does not involve **fiscal or expenditure policy analysis**, which would determine whether fiscal policy is sustainable, whether expenditures incurred through the budget have their desired effect on reducing poverty or achieving other policy objectives, or whether there is value for money achieved in service delivery. This would require detailed data analysis or utilization of country-specific indicators. The framework rather focuses on assessing the extent to which **the PFM system is an enabling factor** for achieving such outcomes.

III. The set of high level performance indicators

The selected 28 indicators for the country's PFM system are structured into three categories:

A. PFM system out-turns: these capture the immediate results of the PFM system in terms of actual expenditures and revenues by comparing them to the original approved budget, as well as level of and changes in expenditure arrears.

B. Cross-cutting features of the PFM system:

these capture the comprehensiveness and transparency of the PFM system across the whole of the budget cycle.

C. Budget cycle: these capture the performance of the key systems, processes and institutions within the budget cycle of the central government.

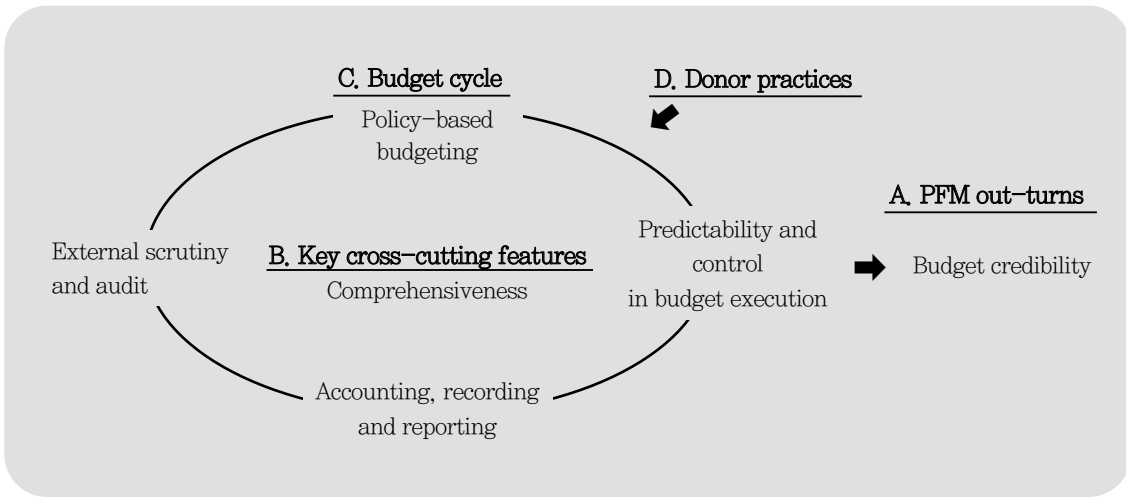
In addition to the indicators of country PFM performance, this framework also includes

D. Donor practices: these capture elements of donor practices which impact the performance of country PFM system.

A complete listing of the individual indicators is found at the beginning of Annex 1.

The following diagram illustrates the structure and coverage of the PFM system measured by the set of high level indicators and the links with the six core dimensions of a PFM system:

Each indicator seeks to measure performance of a key PFM element against a four point ordinal scale from A to D. Guidance has been



developed on what performance would meet each score, for each of the indicators. The highest score is warranted for an individual indicator if the core PFM element meets the relevant objective in a complete, orderly, accurate, timely and coordinated way. The set of high-level indicators is therefore focusing on the basic qualities of a PFM system, based on existing good international practices, rather than setting a standard based on the latest innovation in PFM.

IV. The PFM Performance Report

The objective of the PFM Performance report (PFM-PR) is to provide an assessment of PFM performance based on the indicator-led

analysis in a concise and standardized manner. Information provided by the PFM-PR would feed into the government and donor dialogue.

The PFM-PR is a concise document (30–35 pages), which has the following structure and content:

- **A summary assessment** (to be at the beginning of the report) uses the indicator-led analysis to provide an integrated assessment of the country's PFM system against the six core dimensions of PFM performance and a statement of the likely impact of those weaknesses on the three levels of budgetary outcomes, aggregate fiscal discipline, strategic allocation of resources and efficient service delivery.

- **An introductory section** presents the context and the process of preparing the report and specifies the share of public expenditures captured by the report.

- **A section presents country-related information** which is necessary to understand the indicator-led and overall assessment of PFM performance. It includes a brief review of the country economic situation, a description of the budgetary outcomes as measured by achievement of aggregate fiscal discipline and strategic allocation of funds⁴ and, a statement on the legal and institutional PFM framework.

- **The main body of the report assesses the current performance of PFM systems, processes and institutions based on the indicators**, and describes the recent and on-going reform measures implemented by government.

- **A section on government reform process**

briefly summarizes recent and ongoing reform measures implemented by government and assesses the institutional factors that are likely to impact reform planning and implementation in the future.

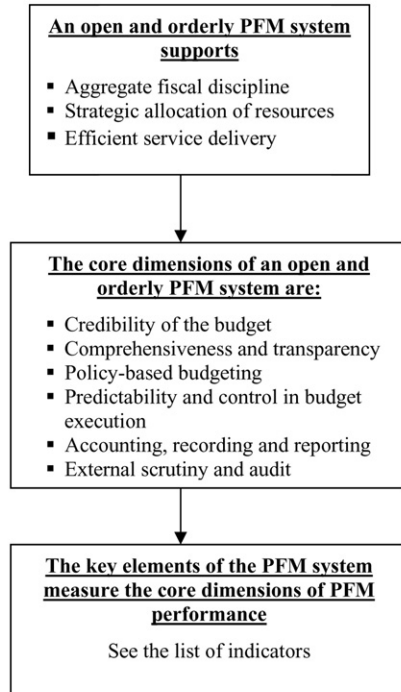
As mentioned above, the report is a statement of current PFM performance and does not include recommendations for reforms or action plans. In case of different views between the donors and the government over the findings of the report, the government's opinion could be reflected in an annex of the report.

V. Overall structure of the Performance Measurement Framework

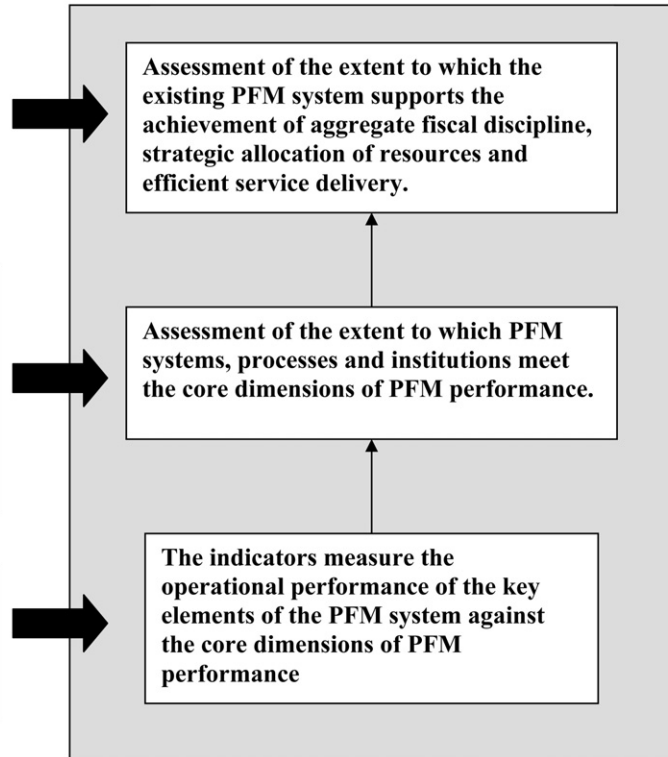
The structure of the Performance Measurement Framework is summarized below:

⁴ As drawn from other analytical work.

Analytical Framework underpinning the Performance Measurement Framework



The assessment provided by the Performance Measurement Framework



[자료: 주오이시디대표부]