

Open Budget Survey 2019

Questionnaire

Portugal

April 2020

Country Questionnaire: Portugal

PBS-1. What is the fiscal year of the PBS evaluated in this Open Budget Survey questionnaire?

Please enter the fiscal year in the following format: "FY YYYY" or "FY YYYY-YY."

Answer:

FY 2018-22

Source:

<https://www.portugal.gov.pt/download-ficheiros/ficheiro.aspx?v=263f7f9f-7971-4726-98e1-880023dfe900>

Comment:

Every year in April, under the European Economic Governance framework, the Portuguese Government is required to publish its PBS, the Stability Programme, for the next four fiscal years.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

PBS-2. When is the PBS made available to the public?

Publicly available budget documents are defined as those documents that are published on the website of the public authority issuing the document within the time frame specified in the OBS methodology and that all citizens are able to obtain free of charge. (See the Open Budget Survey Guidelines on Public Availability of Budget Documents.) This is a change from previous rounds of the Open Budget Survey: now at minimum documents must be made available on the Internet and free of charge to be considered publicly available.

The OBS methodology requires that for a PBS to be considered publicly available, it must be made available to the public one month before the Executive's Budget Proposal is submitted to the legislature for consideration. If the PBS is not released to the public at least one month before the Executive's Budget Proposal is submitted to the legislature for consideration, option "d" applies. Option "d" should also be chosen for documents that are produced for internal purposes only (that is, produced but never released to the public) or are not produced at all. Some governments may publish budget documents further in advance than the latest possible dates outlined above. In these instances, researchers should choose options "a" or "b," depending on the date of publication identified for the PBS.

Answer:

a. At least four months in advance of the budget year, and at least one month before the Executive's Budget Proposal is introduced in the legislature

Source:

<https://www.portugal.gov.pt/pt/gc21/comunicacao/documento?i=programa-de-estabilidade-2018-2022>
and
<https://www.portugal.gov.pt/download-ficheiros/ficheiro.aspx?v=263f7f9f-7971-4726-98e1-880023dfe900>

Comment:

PBS is made available to the public in April. The budget year starts in January and the Executive's Budget Proposal is introduced in the legislature in October.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

PBS-3a. If the PBS is published, what is the date of publication of the PBS?

Note that the date of publication is not necessarily the same date that is printed on the document.

Researchers should respond to this question if the document is published either within the time frame accepted by the OBS methodology or too late.

Please enter the date in the following format: "DD/MM/YYYY." For example, 5 September 2018 should be entered as 05/09/2018. If the document is not published or not produced, leave this question blank.

Answer:
13/4/2018

Source:
<https://www.portugal.gov.pt/pt/gc21/comunicacao/documento?i=programa-de-estabilidade-2018-2022>
and
https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetalheActividadeParlamentar.aspx?BID=108388&ACT_TP=PEC

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

PBS-3b. In the box below, please explain how you determined the date of publication of the PBS.

If the document is not published at all, researchers should mark this question "n/a."

Answer:
The Government website (as well as the Portuguese National Parliament website) states April 13 as the date of publication of the PBS. This was also confirmed using media sources.

Source:
<https://www.portugal.gov.pt/pt/gc21/comunicacao/documento?i=programa-de-estabilidade-2018-2022>
and
https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetalheActividadeParlamentar.aspx?BID=108388&ACT_TP=PEC
and
<https://observador.pt/2018/04/13/programa-de-estabilidade-chega-esta-sexta-ao-parlamento-sob-avisos-do-bloco/>

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

PBS-4. If the PBS is published, what is the URL or weblink of the PBS?

Researchers should respond to this question if the document is published either within the time frame accepted by the OBS methodology or too late. If the document is not published at all, researchers should leave this question blank.

Answer:

<https://www.portugal.gov.pt/download-ficheiros/ficheiro.aspx?v=263f7f9f-7971-4726-98e1-880023dfe900>

Source:

<https://www.portugal.gov.pt/download-ficheiros/ficheiro.aspx?v=263f7f9f-7971-4726-98e1-880023dfe900>

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

PBS-5. If the PBS is published, are the numerical data contained in the PBS available in a machine readable format?

Material (data or content) is machine readable if it is in a format that can be easily processed by a computer, such as .csv, .xls/.xlsx, and .json. Numerical data found in PDFs and Word (.doc/.docx) files do not qualify as machine readable. See more at: <http://opendatahandbook.org/glossary/en/terms/machine-readable/>

Option "d" applies if the PBS is not published or not produced, therefore its machine readability cannot be assessed.

Answer:

c. No

Source:

<https://www.portugal.gov.pt/pt/gc21/comunicacao/documento?i=programa-de-estabilidade-2018-2022>

Comment:

The PBS is only published by the Government in a PDF format, not in machine readable format.

Peer Reviewer

Opinion: Disagree

Suggested Answer: b. Yes, some of the numerical data are available in a machine readable format

Comments: In fact, the document is published by the Government in pdf form, thus not in machine readable format. However, the Portuguese Public Finance Council - a public entity also involved in the budgetary process - published in May 10, 2018 a report with their analysis of the Stability Programme that contains several support tables with all the data in machine readable format. https://www.cfp.pt/uploads/publicacoes_ficheiros/cfp-relatorio-05-2018.pdf https://www.cfp.pt/uploads/publicacoes_ficheiros/cfp-relatorio-05-2018-ds.xlsx

Government Reviewer

Opinion: Agree

Researcher Response

We think that one should not accept the source mentioned by the peer reviewer. Despite being the Portuguese Public Finance Council (which corresponds to the Portuguese Independent Fiscal Institution), it is an independent body, i.e., the data in this format is not truly published by the Executive.

IBP Comment

We agree with the researcher. Documents and information published by a separate entity cannot be considered here.

PBS-6a. If the PBS is not publicly available, is it still produced?

If the PBS is not considered publicly available under the OBS methodology (and thus the answer to Question PBS-2 was "d"), a government may nonetheless produce the document.

Option "a" applies if the document is produced and made available to the public online but not within the time frame specified in the OBS methodology (see Question PBS-2)

Option "b" applies if the document is produced and made available to the public within the time frame specified by the OBS methodology but only in hard copy (and is not available online). Option "b" also applies if the document is made available to the public within the time frame specified by the OBS methodology in soft electronic copy but is not available online.

Option "c" applies if the document is produced for internal purposes only and so is not made available to the public.

Option "d" applies if the document is not produced at all.

Option "e" applies if the document is publicly available.

If a document is not released to the public, researchers may need to write to or visit the relevant government office in order to determine whether answer "c" or "d" applies.

Answer:

e. Not applicable (the document is publicly available)

Source:

<https://www.portugal.gov.pt/download-ficheiros/ficheiro.aspx?v=263f7f9f-7971-4726-98e1-880023dfe900>

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

PBS-6b. If you selected option "c" or "d" in question PBS-6a, please specify how you determined whether the PBS was produced for internal use only, versus not produced at all.

If option "a," "b," or "e" was selected in question PBS-6a, researchers should mark this question "n/a."

Answer:

Source:

Comment:

Peer Reviewer

Opinion:

Government Reviewer

Opinion:

PBS-7. If the PBS is produced, please write the full title of the PBS.

For example, a title for the Pre-Budget Statement could be "Proposed 2019 State Budget" or "Guidelines for the Preparation of Annual Plan and Budget for 2018/19."

If the document is not produced at all, researchers should mark this question "n/a."

Answer:

Programa de Estabilidade 2018-2022

Source:

<https://www.portugal.gov.pt/download-ficheiros/ficheiro.aspx?v=263f7f9f-7971-4726-98e1-880023dfe900>

Comment:

The title of the PBS is Stability Programme, "Programa de Estabilidade" in portuguese. 2018-2022 is the period considered in the current PBS.

Peer Reviewer

Opinion: Agree

Government Reviewer
Opinion: Agree

PBS-8. Is there a "citizens version" of the PBS?

While the Citizens Budget was initially conceived as a simplified version of the Executive's Budget Proposal or the Enacted Budget, good practice is now evolving and suggests that a "citizens" version of key budget documents should be produced during each of the four phases of the budget cycle. This would serve to inform citizens of the state of public financial management throughout the entire budget cycle. While it is recognized that it may be unreasonable to expect that a citizens version is produced for each and every one of those key documents, it seems acceptable to expect that according to good practice, the executive releases a citizens version of key budget documents for each of the four stages of the budget process to allow citizens to be aware of what is happening, in terms of public financial management, throughout the entire budget cycle. For more information on Citizens Budget see: <http://www.internationalbudget.org/opening-budgets/citizens-budgets/>.

Answer:

b. No

Source:

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer: a. Yes

Comments: <https://www.portugal.gov.pt/pt/gc21/comunicacao/documento?i=programa-de-estabilidade-2019-2023>

<https://www.portugal.gov.pt/download-ficheiros/ficheiro.aspx?v=af0e6bd5-3198-4e4f-8b94-a080e230a708> Every year, when the Government presents the Stability Programme for the next four fiscal years the Minister of Finance gives a press conference in order to present to the general public the main aspects of that document. That presentation is made available at the Government website (for reasons that are only related to the management of information that is available at the Government website, only the most recent Programme 2019-2023 is currently available).

Researcher Response

There is not a Citizens Budget for the Stability Program (Pre-budget statement). The fact that the Minister holds a press conference where he presents some of the main topics of the document (making this presentation available later) does not meet the requirements of a Citizens Budget since it does not have all the information necessary to qualify as such. For example: it does not describe the policies to be implement or where the revenues come from; it is not widely widespread; it does not necessarily have a more accessible language and does not explain basic concepts to reach the whole population; has no significant visual elements to ease the reading; it is not disseminated through physical media (brochures, etc.), among others. Link of the presentation: <https://www.portugal.gov.pt/download-ficheiros/ficheiro.aspx?v=af0e6bd5-3198-4e4f-8b94-a080e230a708>

IBP Comment

We agree with the researcher.

EBP-1a. What is the fiscal year of the EBP evaluated in this Open Budget Survey questionnaire?

Please enter the fiscal year in the following format: "FY YYYY" or "FY YYYY-YY."

Answer:

FY 2019

Source:

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20E/Rel-2019.pdf>

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

EBP-1b. When is the EBP submitted to the legislature for consideration?

Please enter the date in the following format: "DD/MM/YYYY." For example, 5 September 2018 should be entered as 05/09/2018. If the document is not published or not produced, leave this question blank.

Answer:
15/10/2018

Source:
<https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetailIniciativa.aspx?BID=43117>

Comment:
Is officially stated at the Portuguese National Parliament website.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

EBP-2. When is the EBP made available to the public?

Publicly available budget documents are defined as those documents that are published on the website of the public authority issuing the document within the time frame specified in the OBS methodology and that all citizens are able to obtain free of charge. (See the Open Budget Survey Guidelines on Public Availability of Budget Documents.) This is a change from previous rounds of the Open Budget Survey: now at minimum documents must be made available on the Internet and free of charge to be considered publicly available.

The OBS methodology requires that for an EBP to be considered publicly available, it must be made available to the public while the legislature is still considering it and before the legislature approves (enacts) it. If the EBP is not released to the public before the legislature approves it, option "d" applies. Option "d" should also be chosen for documents that are produced for internal purposes only (that is, produced but never released to the public) or are not produced at all. Some governments may publish budget documents further in advance than the latest possible dates outlined above. In these instances, researchers should choose options "a" or "b," depending on the date of publication identified for the EBP.

The OBS definition of an Executive's Budget Proposal is a document(s) that (i) the executive submits to the legislature as a formal part of the budget approval process and (ii) the legislature either approves or on which it approves proposed amendments.

The OBS will treat the Executive's Budget Proposal as "Not Produced," in the following cases:

- *The executive does not submit the draft budget to the legislature; or*
- *The legislature receives the draft budget but does not approve it or does not approve recommendations on the draft budget;*
- *The legislature rejects the draft budget submitted by the executive, but the executive implements it without legislative approval; or*
- *There is no legislature, or the legislature has been dissolved.*

Answer:
b. At least two months, but less than three months, in advance of the budget year, and in advance of the budget being approved by the legislature

Source:
<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20E/Rel-2019.pdf>

Comment:
The EBP for FY 2019 was published 2,5 months before the beginning of the FY, as required by the "Lei de Enquadramento Orçamental", Portugal's budget law, which sets the rules for the budget process, types of documents to be published and respective dates/deadlines.

Available at (<http://www.dgo.pt/legislacao/Paginas/default.aspx>)

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

EBP-3a. If the EBP is published, what is the date of publication of the EBP?

Note that the date of publication is not necessarily the same date that is printed on the document.

Researchers should respond to this question if the document is published either within the time frame accepted by the OBS methodology or too late.

Please enter the date in the following format: "DD/MM/YYYY." For example, 5 September 2018 should be entered as 05/09/2018. If the document is not published or not produced, leave this question blank.

In the comment boxes below, researchers should also list any supporting documents to the EBP and their date of publication.

Answer:
15/10/2018

Source:
<https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetailhIniciativa.aspx?BID=43117>
and
https://www.dgo.pt/noticias/Paginas/OE2019_PropostaOE.aspx

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

EBP-3b. In the box below, please explain how you determined the date of publication of the EBP.

If the document is not published at all, researchers should mark this question "n/a."

Answer:
Is the date of publication on the Portuguese Parliament website.
It was also posted on the DGO website a link with that information.
This was also confirmed using media sources.

Source:
<https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetailhIniciativa.aspx?BID=43117>
and
https://www.dgo.pt/noticias/Paginas/OE2019_PropostaOE.aspx
and
<https://observador.pt/2018/10/16/orcamento-do-estado-2019-leia-aqui-na-integra-a-proposta-de-lei-do-governo/>

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer

Opinion: Agree

EBP-4. If the EBP is published, what is the URL or weblink of the EBP?

Researchers should respond to this question if the document is published either within the time frame accepted by the OBS methodology or too late. If the document is not published at all, researchers should leave this question blank.

In the comment boxes below, researchers should also list any supporting documents to the EBP and their URL or weblink.

Answer:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Source:

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

and

[https://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?](https://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Proposta+de+Or%u00e7amento+do+Estado&TipoDocumentos=Lei+%2f+Mapas+Lei+%2f+Relat%u00f3rio)

[Ano=2019&TipoOE=Proposta+de+Or%u00e7amento+do+Estado&TipoDocumentos=Lei+%2f+Mapas+Lei+%2f+Relat%u00f3rio](https://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Proposta+de+Or%u00e7amento+do+Estado&TipoDocumentos=Lei+%2f+Mapas+Lei+%2f+Relat%u00f3rio)

Comment:

The first link refer exclusively to the EBP Report, the most important supporting document. Additional supporting documents may be found at the second link, with detailed budgets by administrative unit and more detailed breakdowns, using different perspectives, for specific spending and revenue items.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

EBP-5. If the EBP is published, are the numerical data contained in the EBP or its supporting documents available in a machine readable format?

Material (data or content) is machine readable if it is in a format that can be easily processed by a computer, such as .csv, .xls/.xlsx, and .json. Numerical data found in PDFs and Word (.doc/.docx) files do not qualify as machine readable. See more at: <http://opendatahandbook.org/glossary/en/terms/machine-readable/>.

Option "d" applies if the EBP is not published or not produced, therefore its machine readability cannot be assessed.

Answer:

c. No

Source:

[http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?](http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Proposta+de+Or%u00e7amento+do+Estado&TipoDocumentos=Lei+%2f+Mapas+Lei+%2f+Relat%u00f3rio)

[Ano=2019&TipoOE=Proposta+de+Or%u00e7amento+do+Estado&TipoDocumentos=Lei+%2f+Mapas+Lei+%2f+Relat%u00f3rio](http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Proposta+de+Or%u00e7amento+do+Estado&TipoDocumentos=Lei+%2f+Mapas+Lei+%2f+Relat%u00f3rio)

and

http://www.dgo.pt/politicaorcamental/Paginas/OEpagina_ficheirosdeDados.aspx?Ano=2019&Tipo+OE=Proposta+OE

Comment:

EBP is published by the Government only in a PDF form, not in machine readable format. Only the legal maps regarding the Enacted Budget are available in XLM format too.

Peer Reviewer

Opinion: Disagree

Suggested Answer: b. Yes, some of the numerical data are available in a machine readable format

Comments: In fact, the document is published by the Government in pdf form, thus not in machine readable format. However, the Portuguese Public Finance Council - a public entity also involved in the budgetary process - published a month later (November 13, 2018, thus still during the period of discussion of the Proposal) a report with their analysis of the Draft State Budget that contains several support tables with the main data in machine readable format. https://www.cfp.pt/uploads/publicacoes_ficheiros/cfp-relatorio-13-2019.pdf https://www.cfp.pt/uploads/publicacoes_ficheiros/cfp-relatorio-13-2018.xlsx

Government Reviewer
Opinion: Agree

Researcher Response

We think that one should not accept the source mentioned by the peer reviewer. Despite being the Portuguese Public Finance Council (which corresponds to the Portuguese Independent Fiscal Institution), it is an independent body, i.e., the data in this format is not truly published by the Executive.

IBP Comment

We agree with the researcher. Documents and information published by a separate entity cannot be considered here.

EBP-6a. If the EBP is not publicly available, is it still produced?

If the EBP is not considered publicly available under the OBS methodology (and thus the answer to Question EBP-2 was "d"), a government may nonetheless produce the document.

Option "a" applies if the document is produced and made available to the public online but not within the time frame specified in the OBS methodology (see Question EBP-2).

Option "b" applies if the document is produced and made available to the public within the time frame specified by the OBS methodology but only in hard copy (and is not available online). Option "b" also applies if the document is made available to the public within the time frame specified by the OBS methodology in soft electronic copy but is not available online.

Option "c" applies if the document is produced for internal purposes only and so is not made available to the public.

Option "d" applies if the document is not produced at all.

Option "e" applies if the document is publicly available.

If a document is not released to the public, researchers may need to write to or visit the relevant government office in order to determine whether answer "c" or "d" applies.

Answer:

e. Not applicable (the document is publicly available)

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20E/Rel-2019.pdf>

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

EBP-6b. If you selected option "c" or "d" in question EBP-6a, please specify how you determined whether the EBP was produced for internal use only, versus not produced at all.

If option "a," "b," or "e" was selected in question EBP-6a, researchers should mark this question "n/a."

Answer:

Source:

Comment:

Peer Reviewer

Opinion:

Government Reviewer

Opinion:

EBP-7. If the EBP is produced, please write the full title of the EBP.

For example, a title for the Executive's Budget Proposal could be "Draft Estimates of Revenue and Expenditure for BY 2018-19, produced by the Ministry of Finance, Planning and Economic Development."

If there are any supporting documents to the EBP, please enter their full titles in the comment box below.

If the document is not produced at all, researchers should mark this question "n/a."

Answer:

Proposta de Lei do Orçamento do Estado para 2019

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20E/Lei-2019.pdf>

and

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20E/Rel-2019.pdf>

and

[http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?](http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Proposta+de+Or%u00e7amento+do+Estado&TipoDocumentos=Mapas+Informativos)

[Ano=2019&TipoOE=Proposta+de+Or%u00e7amento+do+Estado&TipoDocumentos=Mapas+Informativos](http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Proposta+de+Or%u00e7amento+do+Estado&TipoDocumentos=Mapas+Informativos)

and

[http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?](http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Proposta+de+Or%u00e7amento+do+Estado&TipoDocumentos=Desenvolvimentos+Or%u00e7amentais+(SI))

[Ano=2019&TipoOE=Proposta+de+Or%u00e7amento+do+Estado&TipoDocumentos=Desenvolvimentos+Or%u00e7amentais+\(SI\)](http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Proposta+de+Or%u00e7amento+do+Estado&TipoDocumentos=Desenvolvimentos+Or%u00e7amentais+(SI))

and

[http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?](http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Proposta+de+Or%u00e7amento+do+Estado&TipoDocumentos=Desenvolvimentos+Or%u00e7amentais+(SFA))

[Ano=2019&TipoOE=Proposta+de+Or%u00e7amento+do+Estado&TipoDocumentos=Desenvolvimentos+Or%u00e7amentais+\(SFA\)](http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Proposta+de+Or%u00e7amento+do+Estado&TipoDocumentos=Desenvolvimentos+Or%u00e7amentais+(SFA))

Comment:

The EBP Report is entitled "Relatório do Orçamento do Estado para 2019". Other supporting documents include: "Desenvolvimentos Orçamentais" and

"Mapas informativos".

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

EBP-8. Is there a "citizens version" of the EBP?

While the Citizens Budget was initially conceived as a simplified version of the Executive's Budget Proposal or the Enacted Budget, good practice is now evolving and suggests that a "citizens" version of key budget documents should be produced during each of the four phases of the budget cycle. This would serve to inform citizens of the state of public financial management throughout the entire budget cycle. While it is recognized that it may be unreasonable to expect that a citizens version is produced for each and every one of those key documents, it seems acceptable to expect that according to good practice, the executive releases a citizens version of key budget documents for each of the four stages of the budget process to allow citizens to be aware of what is happening, in terms of public financial management, throughout the entire budget cycle. For more information on Citizens Budget see:

<http://www.internationalbudget.org/opening-budgets/citizens-budgets>.

Answer:

b. No

Source:

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Disagree
Suggested Answer: a. Yes

Comments: The citizens version is available at: <https://www.oe2019.gov.pt/> https://www.oe2019.gov.pt/wp-content/uploads/2019/02/oe-explicado-20191-9_v.pdf The 2019 State Budget (as well as the 2018 State Budget) has a specific website that gathers the most relevant information in a simple and accessible language. In this website one can find: - the main goals of the year budget; - all the official documentation of the budget (the report; the presentation made by the Minister of Finance of the proposal; the proposal of Law; and the Law approved by the Parliament); - specific documentation of the budget by areas of intervention; - an explanation of the Budget for all. On that website there is also an explanation of the main policy priorities of the Budget: <https://www.oe2019.gov.pt/prioridades-do-orcamento-do-estado/> As well as an explanation of the main policy measures for each area of intervention. Additionally, when the Budget Proposal is made available to the Parliament the Ministry of Finance gives a press conference where he presents to the main public the main lines of the proposal. The Powerpoint that supports that press conference is made available at the Government website: <https://www.portugal.gov.pt/pt/gc21/comunicacao/documento?i=apresentacao-do-orcamento-do-estado-para-2019>
<https://www.portugal.gov.pt/download-ficheiros/ficheiro.aspx?v=68b429a9-062b-4038-8df0-bf7322562aa1>

Researcher Response

The website that the Government reviewer refers (<https://www.oe2019.gov.pt/orcamento-estado-2019/>), as well as the press conference, does not meet the requirements to be considered a Citizens Budget, since it does not have all the information required to be qualified as such. For example: it does not consistently present the most important policy measures (some show the overall value, others use non-financial variables on inputs); the budget cost of each measure is not clear, nor how it relates to the overall budget policy stance and strategy; it's a website, not a document, so it can't be disseminated through physical media (brochures, etc.); it does not explain basic concepts to reach the whole population, among others. Notwithstanding, there is a document that can and should be considered in the future a Citizens Budget, the "Orçamento do Estado Explicado" ("State Budget Explained") (https://www.oe2019.gov.pt/wp-content/uploads/2019/02/20191-9_v.pdf-o-explained), which can be accessed through that site. However, it was only publicly available at the beginning of February 2019, and, for that reason, it can't be considered for this OBS (confirmed by the IBP reviewer). According to the OBS methodology, you should be able to "assess documents that could be expected to be published before 31 December 2018 (the research cut-off date for the 2019 OBS)". And no version has been made for the 2018 Executive Budget Proposal, which leads us to assume that there is no Citizens Budget for the period under consideration.

IBP Comment

We recognize the government's efforts at making available information in more user-friendly formats for the 2019 Budget. The website indicated by the Government Reviewer is an interesting way to disseminate easy to understand information on the main policy proposals included in the budget proposal. However, a Citizen Budget needs to include more general information as well, and that is only done in the document called "OE Explicado" which was published too late to be considered for this round of the Survey. We look forward to accepting it in the next round, and we encourage the Government to make it available together with the main budget proposal, in October.

EB-1a. What is the fiscal year of the EB evaluated in this Open Budget Survey questionnaire?

Please enter the fiscal year in the following format: "FY YYYY" or "FY YYYY-YY."

Answer:
FY 2019

Source:

http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c324679595842774f6a63334e7a637664326c75644756346447397a58324677636d393259575276637938794d4445344c3078664e7a6664d6a41784f4335775a47593d&fich=L_71_2018.pdf&inline=true

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

Comments: Also available at: <http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2018&TipoOE=Or%u00e7amento+Estado+Aprovado&TipoDocumentos=Lei+%2f+Mapas+Lei+%2f+Relat%u00f3rio>

EB-1b. When was the EB approved (enacted) by the legislature?

Please enter the date in the following format: "DD/MM/YYYY." For example, 5 September 2018 should be entered as 05/09/2018. If the document is not published

or not produced, leave this question blank.

Answer:
29/11/2018

Source:
<https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetailIniciativa.aspx?BID=43117>
and
<https://observador.pt/especiais/orcamento-aprovado-de-olhos-postos-nas-legislativas/>

Comment:
It's the date officially stated at the Portuguese National Parliament website.
This was also confirmed using media sources

Peer Reviewer

Opinion: Agree

Comments: The EB was approved by the Parliament in 29/11/2018 and enacted ("promulgado") by the President of the Republic in 21/12/2018 Source: <https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetailIniciativa.aspx?BID=43117>

Government Reviewer

Opinion: Agree

Comments: Also at: <https://dre.pt/application/file/a/117514660> page 96 (article 351 - Law approved at 29th november 2018)

EB-2. When is the EB made available to the public?

Publicly available budget documents are defined as those documents that are published on the website of the public authority issuing the document within the time frame specified in the OBS methodology and that all citizens are able to obtain free of charge. (See the Open Budget Survey Guidelines on Public Availability of Budget Documents.) This is a change from previous rounds of the Open Budget Survey: now at minimum documents must be made available on the Internet and free of charge to be considered publicly available.

The OBS methodology requires that for an EB to be considered publicly available, it must be made available to the public three months after the budget is approved by the legislature. If the EB is not released to the public at least three months after the budget is approved by the legislature, option "d" applies. Option "d" should also be chosen for documents that are produced for internal purposes only (that is, produced but never released to the public) or are not produced at all. Some governments may publish budget documents further in advance than the latest possible dates outlined above. In these instances, researchers should choose options "a" or "b," depending on the date of publication identified for the EB.

Answer:
b. Between two weeks and six weeks after the budget has been enacted

Source:
<https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetailIniciativa.aspx?BID=43117>

Comment:
The budget was enacted on November 29, and was made available to the public on December 19. After confirmation by the President of the Republic, the final Enacted Budget law was published on December 31.

Peer Reviewer

Opinion: Agree

Comments: The EB was approved by the Parliament in 29/11/2018, made available to the public in 19/11/2018, enacted ("promulgado") by the President of the Republic in 21/12/2018 and published in the official bulletin in 31/12/2018. source: <https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetailIniciativa.aspx?BID=43117>

Government Reviewer

Opinion: Agree

EB-3a. If the EB is published, what is the date of publication of the EB?

Note that the date of publication is not necessarily the same date that is printed on the document.

Researchers should respond to this question if the document is published either within the time frame accepted by the OBS methodology or too late.

Please enter the date in the following format: "DD/MM/YYYY." For example, 5 September 2018 should be entered as 05/09/2018. If the document is not published or not produced, leave this question blank.

Answer:
31/12/2018

Source:
<https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetailIniciativa.aspx?BID=43117>
and
[http://app.parlamento.pt/webutils/docs/doc.pdf?
path=6148523063446f764c324679595842774f6a63334e7a637664326c75644756346447397a58324677636d393259575276637938794d4445344c3078664e7a6664d6a41784f4335775a47593d&fich=L_71_2018.pdf&Inline=true](http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c324679595842774f6a63334e7a637664326c75644756346447397a58324677636d393259575276637938794d4445344c3078664e7a6664d6a41784f4335775a47593d&fich=L_71_2018.pdf&Inline=true)

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree
Comments: Also: <https://dre.pt/application/file/a/117514660>

EB-3b. In the box below, please explain how you determined the date of publication of the EB.

If the document is not published at all, researchers should mark this question "n/a."

Answer:
It's officially stated at the Portuguese National Parliament website. It's the date of publication in "Diário da República" (official journal of record). This was also confirmed using media sources.

Source:
<https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetailIniciativa.aspx?BID=43117>
and
[http://app.parlamento.pt/webutils/docs/doc.pdf?
path=6148523063446f764c324679595842774f6a63334e7a637664326c75644756346447397a58324677636d393259575276637938794d4445344c3078664e7a6664d6a41784f4335775a47593d&fich=L_71_2018.pdf&Inline=true](http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c324679595842774f6a63334e7a637664326c75644756346447397a58324677636d393259575276637938794d4445344c3078664e7a6664d6a41784f4335775a47593d&fich=L_71_2018.pdf&Inline=true)
and
<https://www.jornaldenegocios.pt/economia/financas-publicas/orcamento-do-estado/detalhe/orcamento-do-estado-para-2019-ja-foi-publicado>

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

EB-4. If the EB is published, what is the URL or weblink of the EB?

Researchers should respond to this question if the document is published either within the time frame accepted by the OBS methodology or too late. If the document is not published at all, researchers should leave this question blank.

Answer:
[http://app.parlamento.pt/webutils/docs/doc.pdf?](http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c324679595842774f6a63334e7a637664326c75644756346447397a58324677636d393259575276637938794d4445344c3078664e7a6664d6a41784f4335775a47593d&fich=L_71_2018.pdf&Inline=true)

path=6148523063446f764c324679595842774f6a63334e7a637664326c75644756346447397a58324677636d393259575276637938794d4445344c3078664e7e6664d6a41784f4335775a47593d&fich=L_71_2018.pdf&Inline=true

Source:

[http://app.parlamento.pt/webutils/docs/doc.pdf?](http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c324679595842774f6a63334e7a637664326c75644756346447397a58324677636d393259575276637938794d4445344c3078664e7e6664d6a41784f4335775a47593d&fich=L_71_2018.pdf&Inline=true)

path=6148523063446f764c324679595842774f6a63334e7a637664326c75644756346447397a58324677636d393259575276637938794d4445344c3078664e7e6664d6a41784f4335775a47593d&fich=L_71_2018.pdf&Inline=true

and

http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Documentos%20do%20OE/Lei_71_2018-OE2019_VersaoDR.pdf

and

<https://dre.pt/web/guest/home/-/dre/117537583/details/maximized?serie=l&day=2018-12-31&date=2018-12-01>

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

EB-5. If the EB is published, are the numerical data contained in the EB available in a machine readable format?

Material (data or content) is machine readable if it is in a format that can be easily processed by a computer, such as .csv, .xls/.xlsx, and .json. Numerical data found in PDFs and Word (.doc/.docx) files do not qualify as machine readable. See more at: <http://opendatahandbook.org/glossary/en/terms/machine-readable/>

Option "d" applies if the EB is not published or not produced, therefore its machine readability cannot be assessed.

Answer:

b. Yes, some of the numerical data are available in a machine readable format

Source:

http://www.dgo.pt/politicaorcamental/Paginas/OEpagina_ficheirosdeDados.aspx?Ano=2019&Tipo%20E=OE%20Aprovado

and

http://online.dgo.pt/DadosCidadao/Orcamento_CG.Entrada.aspx

Comment:

The EB is available only in a PDF format. It seems that it's intended to make available all the legal maps in XLM format, but the links are not working properly (see first URL in "source").

Additionally, a small subset of EB data (only expenditures, under different classifications, but not in detail) is downloadable in Excel format on the second URL in "source". However, the data is regarding the EB of FY2018. The data regarding FY2019 (last EB) is not yet available.

Peer Reviewer

Opinion: Disagree

Suggested Answer: a. Yes, all of the numerical data are available in a machine readable format

Comments: source: https://www.dgo.pt/politicaorcamental/Paginas/OEpagina_ficheirosdeDados.aspx

Government Reviewer

Opinion: Disagree

Suggested Answer: b. Yes, some of the numerical data are available in a machine readable format

Comments: The reference of the researcher that "it's intended to make available all the legal maps in XLM format, but the links are not working properly" is not correct in the sense that those links are working properly. Being in a XLM format, one cannot open those documents with a simple double click, as in an Excel document. One has to save those links to its own computer and then, open a new excel document and import the data from an XLM file. So, the answer b seems to be the most appropriate.

Researcher Response

Answer changed to "b. Yes, some of the numerical data is available in a machine readable format" according to the Government reviewer comment. At the time we could not get the links to work, but using the way now described by the Government (although not very user-friendly), it works.

IBP Comment

Answer B is correct as suggested by the government reviewer.

EB-6a. If the EB is not publicly available, is it still produced?

If the EB is not considered publicly available under the OBS methodology (and thus the answer to Question EB-2 was "d"), a government may nonetheless produce the document.

Option "a" applies if the document is produced and made available to the public online but not within the time frame specified in the OBS methodology (see Question EB-2)

Option "b" applies if the document is produced and made available to the public within the time frame specified by the OBS methodology but only in hard copy (and is not available online). Option "b" also applies if the document is made available to the public within the time frame specified by the OBS methodology in soft electronic copy but is not available online.

Option "c" applies if the document is produced for internal purposes only and so is not made available to the public.

Option "d" applies if the document is not produced at all.

Option "e" applies if the document is publicly available.

If a document is not released to the public, researchers may need to write to or visit the relevant government office in order to determine whether answer "c" or "d" applies.

Answer:

e. Not applicable (the document is publicly available)

Source:

http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c324679595842774f6a63334e7a637664326c75644756346447397a58324677636d393259575276637938794d4445344c3078664e7a6664d6a41784f4335775a47593d&fich=L_71_2018.pdf&Inline=true

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

EB-6b. If you selected option "c" or "d" in question EB-6a, please specify how you determined whether the EB was produced for internal use only, versus not produced at all.

If option "a," "b," or "e" was selected in question EB-6a, researchers should mark this question "n/a."

Answer:

Source:

Comment:

Peer Reviewer

Opinion:

Government Reviewer

Opinion:

EB-7. If the EB is produced, please write the full title of the EB.

For example, a title for the Enacted Budget could be "Appropriation Act n. 10 of 2018."

If the document is not produced at all, researchers should mark this question "n/a."

Answer:

Lei n.º 71/2018, de 31 de dezembro, Orçamento do Estado para 2019

Source:

[http://app.parlamento.pt/webutils/docs/doc.pdf?](http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c324679595842774f6a63334e7a637664326c75644756346447397a58324677636d393259575276637938794d4445344c3078664e7a6664d6a41784f4335775a47593d&fich=L_71_2018.pdf&Inline=true)

[path=6148523063446f764c324679595842774f6a63334e7a637664326c75644756346447397a58324677636d393259575276637938794d4445344c3078664e7a6664d6a41784f4335775a47593d&fich=L_71_2018.pdf&Inline=true](http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c324679595842774f6a63334e7a637664326c75644756346447397a58324677636d393259575276637938794d4445344c3078664e7a6664d6a41784f4335775a47593d&fich=L_71_2018.pdf&Inline=true)

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

EB-8. Is there a "citizens version" of the EB?

While the Citizens Budget was initially conceived as a simplified version of the Executive's Budget Proposal or the Enacted Budget, good practice is now evolving and suggests that a "citizens" version of key budget documents should be produced during each of the four phases of the budget cycle. This would serve to inform citizens of the state of public financial management throughout the entire budget cycle. While it is recognized that it may be unreasonable to expect that a citizens version is produced for each and every one of those key documents, it seems acceptable to expect that according to good practice, the executive releases a citizens version of key budget documents for each of the four stages of the budget process to allow citizens to be aware of what is happening, in terms of public financial management, throughout the entire budget cycle. For more information on Citizens Budget see:

<http://www.internationalbudget.org/opening-budgets/citizens-budgets/>.

Answer:

b. No

Source:

https://online.dgo.pt/DadosCidadao/Orcamento_CG.Entrada.aspx

and

[http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?](http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Or%u00e7amento+Estado+Aprovado&TipoDocumentos=Or%u00e7amento+Cidad%u00e3o)

[Ano=2019&TipoOE=Or%u00e7amento+Estado+Aprovado&TipoDocumentos=Or%u00e7amento+Cidad%u00e3o](http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Or%u00e7amento+Estado+Aprovado&TipoDocumentos=Or%u00e7amento+Cidad%u00e3o)

Comment:

The government does make available a sort of web portal for citizens to consult EB data here (last version available regarding FY 2018, on the first URL in "sources"). Notwithstanding, we find it hard to describe these efforts as a citizens version of the EB, given literature, best practices in general and IBP guidelines. Dissemination has also been low, and there was no consultation with citizens or civil society in the preparation of these websites. It does not really make an attempt towards explaining the Budget, it merely presents budget data with a different (possibly more attractive) visual arrangement.

In previous years (2014 and 2015), the citizens version of the EB was made available at the Directorate General of budget's webpage. Notwithstanding, the website now reports the citizens version of the 2019 EB as missing (second URL in "sources").

Peer Reviewer

Opinion: Agree

Comments: The online application presents now the data regarding the EB of FY2019 source:

https://online.dgo.pt/DadosCidadao/Orcamento_CG.Entrada.aspx The site also includes an application consisting of visual scheme describing and explaining the budget process in some detail: <http://www.dgo.pt/politicaorcamental/Paginas/ConhecerProcessoElaboracaoOE/index.html> However, this is still a minimalist attempt, hardly classifiable as a Citizens Budget (CB), given literature and best practices in general and in particular IBP guidelines.

Government Reviewer

Opinion: Disagree

Suggested Answer: a. Yes

Comments: A specific website is created to the State Budget <https://www.oe2019.gov.pt/orcamento-estado-2019/> In that website people can find not only general information about the State Budget but also the explanatory notes about each single area of governance:

<https://www.parlamento.pt/Documents/2018/Novembro/NExplicativaMNE.pdf>

<https://www.parlamento.pt/Documents/2018/Novembro/NEplicitativaMCultura.pdf>

<https://www.parlamento.pt/Documents/2018/Novembro/NEplicitativaSaude.pdf>

<https://www.parlamento.pt/Documents/2018/Novembro/NExplicitativaMagricultura.pdf>

<https://www.parlamento.pt/Documents/2018/Novembro/NexplicativaMCienciaeEnsinoSuperior.pdf> [http://app.parlamento.pt/webutils/docs/doc.pdf?](http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c324679626d56304c334e706447567a4c31684a53556c4d5a576376543055764d6a41784f5449774d5467784d4445314c305276593)

[path=6148523063446f764c324679626d56304c334e706447567a4c31684a53556c4d5a576376543055764d6a41784f5449774d5467784d4445314c305276593](http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c324679626d56304c334e706447567a4c31684a53556c4d5a576376543055764d6a41784f5449774d5467784d4445314c305276593)

6745a57353062334e545a585276636d6c6861584d76546d393059555634634778705932463061585a68583039464d6a41784f56394e615735465a48566a5963e77364e764c6e426b5a673d3d&fich=NotaExplicativa_OE2019_MinEduca%C3%A7%C3%A3o.pdf&Inline=true
<https://www.parlamento.pt/Documents/2018/Novembro/NexplicativaMAI.pdf>
<https://www.parlamento.pt/Documents/2018/Novembro/NexplicativaMAEC.pdf> [https://www.parlamento.pt/Documents/2018/Novembro/NexplicativaMPI.pdf](http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c324679626d56304c334e706447567a4c31684a53556c4d5a576376543055764d6a41784f5449774d5467784d4445314c3052765936745a57353062334e545a585276636d6c6861584d76546d393059555634634778705932463061585a68583039464d6a41784f56394e6157354e5958497563476d&fich=NotaExplicativa_OE2019_MinMar.pdf&Inline=true)
<https://www.parlamento.pt/Documents/2018/Novembro/NexplicativaMTSS.pdf> [http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c324679626d56304c334e706447567a4c31684a53556c4d5a576376543055764d6a41784f5449774d5467784d4445314c3052765936745a57353062334e545a585276636d6c6861584d76546d393059555634634778705932463061585a68583039464d6a41784f56394e615735455a575a6c63324f59574e7062323568624335775a47593d&fich=NotaExplicativa_OE2019_MinDefesaNacional.pdf&Inline=true](http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c324679626d56304c334e706447567a4c31684a53556c4d5a576376543055764d6a41784f5449774d5467784d4445314c3052765936745a57353062334e545a585276636d6c6861584d76546d393059555634634778705932463061585a68583039464d6a41784f56394e61573551636d567a615744716d356a6157466c5457396b5a584a7561587068773666446f3239425a473170626d6c7a64484a6864476c32595335775a47593d&fich=NotaExplicativa_OE2019_MinPresid%C3%aanciaeModerniza%C3%A7%C3%A3oAdministrativa.pdf&Inline=true)
[http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c324679626d56304c334e706447567a4c31684a53556c4d5a576376543055764d6a41784f5449774d5467784d4445314c3052765936745a57353062334e545a585276636d6c6861584d76546d393059555634634778705932463061585a68583039464d6a41784f56394e5157316961575675644755525355794d43306c4d6a42325a6d6c7559577756347526d&fich=NotaExplicativa_OE2019_MAmbienteTE+-+vfinal.pdf&Inline=true](http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c324679626d56304c334e706447567a4c31684a53556c4d5a576376543055764d6a41784f5449774d5467784d4445314c3052765936745a57353062334e545a585276636d6c6861584d76546d393059555634634778705932463061585a68583039464d6a41784f56394e615735464584e306163e595335775a47593d&fich=NotaExplicativa_OE2019_MinJusti%C3%A7a.pdf&Inline=true)
http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c324679626d56304c334e706447567a4c31684a53556c4d5a576376543055764d6a41784f5449774d5467784d4445314c3052765936745a57353062334e545a585276636d6c6861584d76546d393059555634634778705932463061585a68583039464d6a41784f56394e61573547615735686273e59584d756347526d&fich=NotaExplicativa_OE2019_MinFinan%C3%A7as.pdf&Inline=true

Researcher Response

The website referred by the Government reviewer (<https://www.oe2019.gov.pt/orcamento-estado-2019/>) has mostly information about the Executive Budget Proposal, not the Enacted Budget (which is the document here under analyze). All links in the specific documents of each government area are on the Executive Budget Proposal (beside the fact that they do not meet the requirements of a Citizen Budget, since they do not have all the information necessary to qualify as such: not describe where the revenues come from, are not widely widespread, do not necessarily have a more accessible language nor explain basic concepts to reach the whole population, do not have visual elements, information is not disclosed through physical media (brochures, etc.), among others. Information on the Enacted Budget can only be found in the links already mentioned in the "sources" box (http://online.dgo.pt/DadosCidadao/Orcamento_CG.Entrada.aspx), which also cannot be considered as a Citizens Budget (as already mentioned and agreed by the peer review). This link now contains the information for FY2019, but as of 31 December 2018 (the research cut-off date for the 2019 OBS), it didn't.

IBP Comment

Despite recognizing the government's efforts in making budget information more accessible, we agree with the researcher that these efforts are not sufficient to consider a citizens version of the Enacted Budget publicly available.

CB-1. What is the fiscal year of the CB evaluated in this Open Budget Survey questionnaire?

Please enter the fiscal year in the following format: "FY YYYY" or "FY YYYY-YY."

If more than one Citizens Budget is produced, for each CB please indicate the document the CB simplifies/refers to, and the fiscal year.

Answer:

FY 2019

Source:

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

CB-2a. For the fiscal year indicated in CB-1, what is the public availability status of the CB?

If more than one Citizens Budget is produced, please complete this question for one of them, specifying in the comment box below which document (Executive's Budget Proposal or Enacted Budget) you are referring to, and – in the same comment box – which other Citizens Budget is produced and its public availability status.

Remember that publicly available budget documents are defined as those documents that are published on the website of the public authority issuing the document within the time frame specified by the OBS methodology and that all citizens are able to obtain free of charge. This is a change from previous rounds of the Open Budget Survey: now at minimum documents must be made available on the Internet and free of charge to be considered publicly available.

Option "a" applies if the document is produced and made available to the public online but not within the time frame specified in the OBS methodology
Option "b" applies if the document is produced and made available to the public within the time frame specified by the OBS methodology but only in hard copy (and is not available online). Option "b" also applies if the document is made available to the public within the time frame specified by the OBS methodology in soft electronic copy but is not available online.

Option "c" applies if the document is produced for internal purposes only and so is not made available to the public.

Option "d" applies if the document is not produced at all.

Option "e" applies if the document is publicly available.

Answer:

a. Produced but made available online to the public too late (published after the acceptable time frame)

Source:

[http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?](http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx)

[Ano=2019&TipoOE=Or%u00e7amento+Estado+Aprovado&TipoDocumentos=Or%u00e7amento+Cidad%u00e3o](http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Or%u00e7amento+Estado+Aprovado&TipoDocumentos=Or%u00e7amento+Cidad%u00e3o)

and

http://online.dgo.pt/DadosCidadao/Orcamento_CG.Entrada.aspx

and

<https://www.oe2019.gov.pt/>

and

<http://www.dgo.pt/politicaorcamental/Paginas/ConhecerProcessoElaboracaoOE/index.html>

Comment:

We recognize the existence of different important initiatives by the authorities to bring accessible budget information to citizens. However, considering that, on the one hand, information is scattered, without cross-links, and, on the other hand, significant faults persist; these are not sufficient to be eligible as a Citizens Budget. Furthermore, the Directorate-General for Budget's website shows that the Citizens' Budget for 2019 is not available to the public.

Additionally, while these online tools are important, some kind of offline tool to disseminate information to citizens would be essential, considering the significant portions of the Portuguese population without access to the Internet.

The online initiatives are:

1. An online data portal for citizens that it is not fully updated (latest data is for the 2018 EB) and with no narrative explanation of the numbers.
2. A website that presents a selection of the most important policy measures in different areas with simple language, however not presented in a consistent way (some show the overall value, some use non-financial variables on inputs) and, most importantly, the budget cost of each measure is not clear, nor how it relates to the overall budget policy stance and strategy.
3. A website with some animations, infographics and a glossary, prepared with the goal of explaining the budget process, from preparation to execution, to citizens.

P.S: it is to our best knowledge, that there will be a Citizens' Budget for FY2019. But, despite being almost completed, we cannot confirm when this will be published.

For 2018 no Citizen Budget was published.

Peer Reviewer

Opinion: Agree

Comments: The online application presents now the data regarding the EB of FY2019 source:

https://online.dgo.pt/DadosCidadao/Orcamento_CG.Entrada.aspx The site also includes an application consisting of visual scheme describing and explaining the budget process in some detail: <http://www.dgo.pt/politicaorcamental/Paginas/ConhecerProcessoElaboracaoOE/index.html> However, this is still a minimalist attempt, hardly classifiable as a Citizens Budget (CB), given literature and best practices in general and in particular IBP guidelines.

Government Reviewer

Opinion: Disagree

Suggested Answer: e. Not applicable (the document is publicly available)

Comments: <https://www.oe2019.gov.pt/orcamento-estado-2019/> The 2019 State Budget (as well as the 2018 State Budget) has a specific website that gathers the most relevant information in a simple and accessible language. In this website one can find: - the main goals of the year budget; - all the official documentation of the budget (the report; the presentation made by the Minister of Finance of the proposal; the proposal of Law; and the Law approved by the Parliament); - specific documentation of the budget by areas of intervention; - an explanation of the Budget for all. On that website there is also an explanation of the main policy priorities of the Budget: <https://www.oe2019.gov.pt/prioridades-do-orcamento-do-estado/> As well as an explanation of the main policy measures for each area of intervention

Researcher Response

The website that the Government reviewer refers (<https://www.oe2019.gov.pt/orcamento-estado-2019/>) does not meet the requirements to be considered a Citizens Budget, since it does not have all the information required to be qualified as such. For example: it does not consistently present the most important policy measures (some show the overall value, others use non-financial variables on inputs); the budget cost of each measure is not clear, nor how it relates to the overall budget policy stance and strategy; it's a website, not a document, so it can't be disseminated through physical media (brochures, etc.); it does not explain basic concepts to reach the whole population, among others. Notwithstanding, there is a document that can

and should be considered in the future a Citizens Budget, the "Orçamento do Estado Explicado" ("State Budget Explained") (https://www.oe2019.gov.pt/wp-content/uploads/2019/02/20191-9_v.pdf-o-explained), which can be accessed through that site. However, it was only publicly available at the beginning of February 2019, and, for that reason, it can't be considered for this OBS (confirmed by the IBP reviewer). According to the OBS methodology, you should be able to "assess documents that could be expected to be published before 31 December 2018 (the research cut-off date for the 2019 OBS)". And no version has been made for the 2018 Executive Budget Proposal, which leads us to assume that there is no Citizens Budget for the period under consideration.

IBP Comment

Based on the researcher response to the government reviewer's comments, the answer has been changed to A, as the document called "OE Explicado" was published too late to be considered here. In general, we recognize the government's efforts at making available information in more user-friendly formats for the 2019 Budget. The website indicated by the Government Reviewer is an interesting way to disseminate easy to understand information on the main policy proposals included in the budget proposal. However, a Citizen Budget needs to include more general information as well, and that is only done in the document called "OE Explicado" which was published too late to be considered for this round of the Survey. We look forward to accepting it in the next round, and we encourage the Government to make it available together with the main budget proposal, in October.

CB-2b. If you selected option "c" or "d" in question CB-2a, please specify how you determined whether the CB was produced for internal use only, versus not produced at all.

If option "a," "b," or "e" was selected in question CB-2a, researchers should mark this question "n/a."

Answer:

There is a document that can and should be considered in the future a Citizens Budget, the "Orçamento do Estado Explicado" ("State Budget Explained") (https://www.oe2019.gov.pt/wp-content/uploads/2019/02/20191-9_v.pdf-o-explained). However, it was only publicly available at the beginning of February 2019, and, for that reason, it can't be considered for this OBS (confirmed by the IBP reviewer). According to the OBS methodology, you should be able to "assess documents that could be expected to be published before 31 December 2018 (the research cut-off date for the 2019 OBS)". And no version has been made for the 2018 Executive Budget Proposal, which leads us to assume that there is no Citizens Budget for the period under consideration.

Source:

Comment:

Peer Reviewer

Opinion: Disagree

Suggested Answer: The 2019 CB has not been published so far. The government has made available an online application for citizens to consult and download EB data, as well as an application consisting of visual scheme describing and explaining the budget process in some detail. Hence, it is not intended "for internal use". However, this is still a minimalist attempt, hardly classifiable as a Citizens Budget (CB), given literature and best practices in general and in particular IBP guidelines. Hence, a proper CB is "not produced at all".

Comments: As far as I know, the 2019 CB has not been published so far. The link to the 2019 CB is still empty. source:

[www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?](http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Or%u00e7amento+Estado+Aprovado&TipoDocumentos=Or%u00e7amento+Cidad%u00e3o)

[Ano=2019&TipoOE=Or%u00e7amento+Estado+Aprovado&TipoDocumentos=Or%u00e7amento+Cidad%u00e3o](http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Or%u00e7amento+Estado+Aprovado&TipoDocumentos=Or%u00e7amento+Cidad%u00e3o)

Government Reviewer

Opinion: Disagree

Suggested Answer: See previous answer

IBP Comment

We recognize the government's efforts at making available information in more user-friendly formats for the 2019 Budget. The website indicated by the Government Reviewer is an interesting way to disseminate easy to understand information on the main policy proposals included in the budget proposal. However, a Citizen Budget needs to include more general information as well, and that is only done in the document called "OE Explicado" which was published too late to be considered for this round of the Survey. We look forward to accepting it in the next round, and we encourage the Government to make it available together with the main budget proposal, in October.

CB-3a. If the CB is published, what is the date of publication of the CB?

Note that the date of publication is not necessarily the same date that is printed on the document.

Researchers should respond to this question if the document is published either within the time frame accepted by the OBS methodology or too late.

Please enter the date in the following format: "DD/MM/YYYY." For example, 5 September 2018 should be entered as 05/09/2018. If the document is not published or not produced, leave this question blank.

If more than one Citizens Budget is published, please complete this question for one of them, specifying in the comment box below which document you are

referring to, and – in the same comment box – which other Citizens Budget is produced and its dates of publication.

Answer:
01/02/2019

Source:

Comment:
n/a

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Disagree
Suggested Answer: <https://www.oe2019.gov.pt/> Available since 17/10/2018 The website is available in the week after the presentation of the proposal and it is updated in all phases of the process until the law that approves the State Budget is officially published.

Researcher Response

The website that the Government reviewer refers (<https://www.oe2019.gov.pt/orcamento-estado-2019/>) does not meet the requirements to be considered a Citizens Budget, since it does not have all the information required to be qualified as such. For example: it does not consistently present the most important policy measures (some show the overall value, others use non-financial variables on inputs); the budget cost of each measure is not clear, nor how it relates to the overall budget policy stance and strategy; it's a website, not a document, so it can't be disseminated through physical media (brochures, etc.); it does not explain basic concepts to reach the whole population, among others. Notwithstanding, there is a document that can and should be considered in the future a Citizens Budget, the "Orçamento do Estado Explicado" ("State Budget Explained") (https://www.oe2019.gov.pt/wp-content/uploads/2019/02/20191-9_v.pdf-o-explained), which can be accessed through that site. However, it was only publicly available at the beginning of February 2019, and, for that reason, it can't be considered for this OBS (confirmed by the IBP reviewer). According to the OBS methodology, you should be able to "assess documents that could be expected to be published before 31 December 2018 (the research cut-off date for the 2019 OBS)". And no version has been made for the 2018 Executive Budget Proposal, which leads us to assume that there is no Citizens Budget for the period under consideration.

IBP Comment

We recognize the government's efforts at making available information in more user-friendly formats for the 2019 Budget. The website indicated by the Government Reviewer is an interesting way to disseminate easy to understand information on the main policy proposals included in the budget proposal. However, a Citizen Budget needs to include more general information as well, and that is only done in the document called "OE Explicado" which was published too late to be considered for this round of the Survey. We look forward to accepting it in the next round, and we encourage the Government to make it available together with the main budget proposal, in October. As specified in the previous questions, the relevant document was only published in early February 2019.

CB-3b. In the box below, please explain how you determined the date of publication of the CB.

If the document is not published at all, researchers should mark this question "n/a."

Answer:
n/a

Source:

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Disagree
Suggested Answer:
Comments: By the media: <https://www.dn.pt/poder/interior/oe2019-governo-lanca-site-sobre-orcamento-com-antonio-costa-em-video-10014659.html>
<https://www.publico.pt/2018/10/17/politica/noticia/governo-lanca-site-sobre-orcamento-com-antonio-costa-em-video-1847865>
<https://jornaleconomico.sapo.pt/noticias/governo-lanca-site-sobre-o-orcamento-367385> <https://eco.sapo.pt/2018/10/17/governo-lanca-site-costa-faz-video-a-explicar-o-oe-que-melhora-a-vida-dos-portugueses/>

IBP Comment

The date of publication for the "OE Explicado" document, and not for the general website, is evident from the link itself, and was verified by the

researcher.

CB-4. If the CB is published, what is the URL or weblink of the CB?

Researchers should respond to this question if the document is published either within the time frame accepted by the OBS methodology or too late. If the document is not published at all, researchers should leave this question blank.

If more than one Citizens Budget is published, please complete this question for one of them, specifying in the comment box below which document you are referring to, and – in the same comment box – which other Citizens Budget is produced and its URL or weblink.

Answer:

Source:

Comment:

n/a

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer: <https://www.oe2019.gov.pt/>

Researcher Response

The website that the Government reviewer refers (<https://www.oe2019.gov.pt/orcamento-estado-2019/>) does not meet the requirements to be considered a Citizens Budget, since it does not have all the information required to be qualified as such. For example: it does not consistently present the most important policy measures (some show the overall value, others use non-financial variables on inputs); the budget cost of each measure is not clear, nor how it relates to the overall budget policy stance and strategy; it's a website, not a document, so it can't be disseminated through physical media (brochures, etc.); it does not explain basic concepts to reach the whole population, among others. Notwithstanding, there is a document that can and should be considered in the future a Citizens Budget, the "Orçamento do Estado Explicado" ("State Budget Explained") (https://www.oe2019.gov.pt/wp-content/uploads/2019/02/20191-9_v.pdf-o-explained), which can be accessed through that site. However, it was only publicly available at the beginning of February 2019, and, for that reason, it can't be considered for this OBS (confirmed by the IBP reviewer). According to the OBS methodology, you should be able to "assess documents that could be expected to be published before 31 December 2018 (the research cut-off date for the 2019 OBS)". And no version has been made for the 2018 Executive Budget Proposal, which leads us to assume that there is no Citizens Budget for the period under consideration.

IBP Comment

We recognize the government's efforts at making available information in more user-friendly formats for the 2019 Budget. The website indicated by the Government Reviewer is an interesting way to disseminate easy to understand information on the main policy proposals included in the budget proposal. However, a Citizen Budget needs to include more general information as well, and that is only done in the document called "OE Explicado" which was published too late to be considered for this round of the Survey. We look forward to accepting it in the next round, and we encourage the Government to make it available together with the main budget proposal, in October.

CB-5. If the CB is produced, please write the full title of the CB.

For example, a title for the Citizens Budget could be "Budget 2018 People's Guide" or "2019 Proposed Budget in Brief: A People's Budget Publication."

If the document is not produced at all, researchers should mark this question "n/a."

If more than one Citizens Budget is produced, for the other CB, indicate the document the CB refers to and, next to it, its full title.

Answer:

Source:

Comment:

n/a

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Disagree

Suggested Answer: <https://www.oe2019.gov.pt> https://www.oe2019.gov.pt/wp-content/uploads/2019/02/oe-explicado-20191-9_v.pdf Orçamento do Estado 2019 O Orçamento do Estado Explicado (The State Budget Explained)

Researcher Response

There is, in fact, a document that can and should be considered in the future a Citizens Budget, the "Orçamento do Estado Explicado" ("State Budget Explained") (https://www.oe2019.gov.pt/wp-content/uploads/2019/02/20191-9_v.pdf-o-explained). However, it was only publicly available at the beginning of February 2019, and, for that reason, it can't be considered for this OBS (confirmed by the IBP reviewer). According to the OBS methodology, you should be able to "assess documents that could be expected to be published before 31 December 2018 (the research cut-off date for the 2019 OBS)". And no version has been made for the 2018 Executive Budget Proposal, which leads us to assume that there is no Citizens Budget for the period under consideration.

IBP Comment

We recognize the government's efforts at making available information in more user-friendly formats for the 2019 Budget. The website indicated by the Government Reviewer is an interesting way to disseminate easy to understand information on the main policy proposals included in the budget proposal. However, a Citizen Budget needs to include more general information as well, and that is only done in the document called "OE Explicado" which was published too late to be considered for this round of the Survey. We look forward to accepting it in the next round, and we encourage the Government to make it available together with the main budget proposal, in October.

CB-6. If the CB is produced, please indicate which budget document it corresponds to.

If more than one Citizens Budget is produced, please complete this question for one of them, specifying in the comment box below which document you are referring to, and – in the same comment box – which other Citizens Budget is produced and which budget document it simplifies.

Answer:

n/a

Source:

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Disagree

Suggested Answer: <https://www.oe2019.gov.pt> <https://www.oe2018.gov.pt> Has information since the proposal is presented until the document is approved https://www.oe2019.gov.pt/wp-content/uploads/2019/02/oe-explicado-20191-9_v.pdf O Orçamento do Estado Explicado (The State Budget Explained) It is based upon the Executive Budget Proposal. It contains information about: - Economic forecast; - An explanation of where the government's money comes from - An explanation of how the money is being spent - Significant policy initiatives - Public Debt - An explanation of the Budget cycle - A list of the main documents where one can find further information

Comments:

Researcher Response

The website that the Government reviewer refers (<https://www.oe2019.gov.pt/orcamento-estado-2019/>) does not meet the requirements to be considered a Citizens Budget, since it does not have all the information required to be qualified as such. For example: it does not consistently present the most important policy measures (some show the overall value, others use non-financial variables on inputs); the budget cost of each measure is not clear, nor how it relates to the overall budget policy stance and strategy; it's a website, not a document, so it can't be disseminated through physical media (brochures, etc.); it does not explain basic concepts to reach the whole population, among others. Notwithstanding, there is a document that can and should be considered in the future a Citizens Budget for the 2019 Executive Budget Proposal, the "Orçamento do Estado Explicado" ("State Budget Explained") (https://www.oe2019.gov.pt/wp-content/uploads/2019/02/20191-9_v.pdf-o-explained), which can be accessed through that site. However, it was only publicly available at the beginning of February 2019, and, for that reason, it can't be considered for this OBS (confirmed by the IBP reviewer). According to the OBS methodology, you should be able to "assess documents that could be expected to be published before 31 December 2018 (the research cut-off date for the 2019 OBS)". And no version has been made for the 2018 Executive Budget Proposal, which leads us to assume that there is no Citizens Budget for the period under consideration.

IBP Comment

We recognize the government's efforts at making available information in more user-friendly formats for the 2019 Budget. The website indicated by the Government Reviewer is an interesting way to disseminate easy to understand information on the main policy proposals included in the budget proposal. However, a Citizen Budget needs to include more general information as well, and that is only done in the document called "OE Explicado" which was published too late to be considered for this round of the Survey. We look forward to accepting it in the next round, and we encourage the Government to make it available together with the main budget proposal, in October.

IYRs-1. What is the fiscal year of the IYRs evaluated in this Open Budget Survey questionnaire?

Please enter the fiscal year in the following format: "FY YYYY" or "FY YYYY-YY."

Answer:

FY 2018

Source:

<http://www.dgo.pt/execucaoorcamental/Paginas/Sintese-da-Execucao-Orcamental-Mensal.aspx?Ano=2018&Mes=Dezembro>

Comment:

Peer Reviewer

Opinion: Agree

Comments: There are by now monthly updates for FY2019, the latest one referring to June 2019

<http://www.dgo.pt/execucaoorcamental/Paginas/Sintese-da-Execucao-Orcamental-Mensal.aspx?Ano=2019&Mes=Julho> There is as well a quarterly report of the draft quarterly government accounts. source: <http://www.dgo.pt/politicaorcamental/Paginas/ListagemDREContaEstado.aspx?Ano=2019>

Government Reviewer

Opinion: Agree

IYRs-2. When are the IYRs made available to the public?

Publicly available budget documents are defined as those documents that are published on the website of the public authority issuing the document within the time frame specified in the OBS methodology and that all citizens are able to obtain free of charge. (See the Open Budget Survey Guidelines on Public Availability of Budget Documents.) This is a change from previous rounds of the Open Budget Survey: now at minimum documents must be made available on the Internet and free of charge to be considered publicly available.

The OBS methodology requires that for IYRs to be considered publicly available, IYRs must be made available to the public no later than three months after the reporting period ends. If at least seven of the last 12 monthly IYRs, or at least three of the last four quarterly IYRs are not released to the public at least three months after the reporting period ends, option "d" applies. Option "d" should also be chosen for documents that are produced for internal purposes only (that is, produced but never released to the public) or are not produced at all. Some governments may publish budget documents further in advance than the latest possible dates outlined above. In these instances, researchers should choose options "a" or "b," depending on the date of publication identified for the IYRs.

Answer:

a. At least every month, and within one month of the period covered

Source:

<http://www.dgo.pt/execucaoorcamental/Paginas/Sintese-da-Execucao-Orcamental-Mensal.aspx?Ano=2018&Mes=Dezembro>

and

http://www.dgo.pt/execucaoorcamental/Documents/SEO_SinteseExecucaoOrcamentalMensal/CalendarioSinteseExecucaoOrcamentalMensal-2019_vPT.pdf

Comment:

The budget administration releases monthly execution reports during the month after the reference month (usually in the last week).

Peer Reviewer

Opinion: Agree

Comments: There is as well a quarterly report of the draft quarterly government accounts, published one month after the end of each quarter. source:

<http://www.dgo.pt/politicaorcamental/Paginas/ListagemDREContaEstado.aspx?Ano=2019>

Government Reviewer

Opinion: Agree

IYRs-3a. If the IYRs are published, what are the dates of publication of the IYRs?

Specifically: if quarterly In-Year Reports are published, indicate the dates of publication of at least three of the last four IYRs that were publicly available. If monthly IYRs are published, indicate the dates of publication of at least seven of the last 12 IYRs that were publicly available.

Note that the date of publication is not necessarily the same date that is printed on the document.

Researchers should respond to this question if the document is published either within the time frame accepted by the OBS methodology or too late.

Please enter the date in the following format: "DD Month YYYY." For example, 5 September 2018 should be entered as 05 September 2018. If the document is not published or not produced, please mark this question "n/a."

Answer:

28 December 2018
29 November 2018
25 October 2018
25 September 2018
27 August 2018
26 July 2018
26 June 2018

Source:

http://www.dgo.pt/execucaoorcamental/SintesdaExecucaoOrcamentalMensal/2018/dezembro/1218-SinteseExecucaoOrcamental_novembro2018.pdf
and
http://www.dgo.pt/execucaoorcamental/SintesdaExecucaoOrcamentalMensal/2018/novembro/1118-SinteseExecucaoOrcamental_outubro2018.pdf
and
http://www.dgo.pt/execucaoorcamental/SintesdaExecucaoOrcamentalMensal/2018/outubro/1018-SinteseExecucaoOrcamental_setembro2018.pdf
and
http://www.dgo.pt/execucaoorcamental/SintesdaExecucaoOrcamentalMensal/2018/setembro/0918-SinteseExecucaoOrcamental_agosto2018.pdf
and
http://www.dgo.pt/execucaoorcamental/SintesdaExecucaoOrcamentalMensal/2018/agosto/0818-SinteseExecucaoOrcamental_julho2018.pdf
and
http://www.dgo.pt/execucaoorcamental/SintesdaExecucaoOrcamentalMensal/2018/julho/0718-SinteseExecucaoOrcamental_junho2018.pdf
and
http://www.dgo.pt/execucaoorcamental/SintesdaExecucaoOrcamentalMensal/2018/junho/0618-SinteseExecucaoOrcamental_maio2018.pdf

Comment:

This was also confirmed using media sources.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

Comments: The publication calendar for the Budget Execution Summary is available at:

http://www.dgo.pt/execucaoorcamental/Documents/SEO_SinteseExecucaoOrcamentalMensal/CalendarioSinteseExecucaoOrcamentalMensal-2019_vPT.pdf

IYRs-3b. In the box below, please explain how you determined the date of publication of the IYRs.

If the document is not published at all, researchers should mark this question "n/a."

Answer:

The budget administration releases a calendar with the publication date for every month at the beginning of the year. The researchers follow this data closely in another project and can confirm that in the considered publication dates missed just two times. In addition, media sources provide additional confirmation (a press release is distributed when the data is released, which usually has broad media coverage).

Source:

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

IYRs-4. If the IYRs are published, what is the URL or weblink of the IYRs?

Researchers should respond to this question if the document is published either within the time frame accepted by the OBS methodology or too late.

Researchers should provide the weblink to the most recent In-Year Report in the space below, and – in the comment box underneath – the weblinks to older IYRs.

If the document is not published at all, researchers should leave this question blank.

Answer:

<http://www.dgo.pt/execucaoorcamental/Paginas/Sintese-da-Execucao-Orcamental-Mensal.aspx?Ano=2018&Mes=Dezembro>

Source:

http://www.dgo.pt/execucaoorcamental/SintesdaExecucaoOrcamentalMensal/2018/junho/0618-SinteseExecucaoOrcamental_maio2018.pdf
and

http://www.dgo.pt/execucaoorcamental/SintesdaExecucaoOrcamentalMensal/2018/julho/0718-SinteseExecucaoOrcamental_junho2018.pdf
and

http://www.dgo.pt/execucaoorcamental/SintesdaExecucaoOrcamentalMensal/2018/agosto/0818-SinteseExecucaoOrcamental_julho2018.pdf
and

http://www.dgo.pt/execucaoorcamental/SintesdaExecucaoOrcamentalMensal/2018/setembro/0918-SinteseExecucaoOrcamental_agosto2018.pdf
and

http://www.dgo.pt/execucaoorcamental/SintesdaExecucaoOrcamentalMensal/2018/outubro/1018-SinteseExecucaoOrcamental_setembro2018.pdf
and

http://www.dgo.pt/execucaoorcamental/SintesdaExecucaoOrcamentalMensal/2018/novembro/1118-SinteseExecucaoOrcamental_outubro2018.pdf
and

http://www.dgo.pt/execucaoorcamental/SintesdaExecucaoOrcamentalMensal/2018/dezembro/1218-SinteseExecucaoOrcamental_novembro2018.pdf

Comment:

There are two versions of the IYRs, "Análise" e "Síntese". Both include all the tables, but the latter features a slightly more complete narrative discussion. Note that, additionally, the government debt management agency publishes timely additional monthly reports with details on debt at: <https://www.igcp.pt/pt/menu-lateral/publicacoes/boletim-mensal/2018/>

Peer Reviewer
Opinion: Agree

Comments: In addition, there is the quarterly report of the draft quarterly government accounts. source:
<http://www.dgo.pt/politicaorcamental/Paginas/ListagemDREContaEstado.aspx?Ano=2019>

Government Reviewer
Opinion: Agree

IYRs-5. If the IYRs are published, are the numerical data contained in the IYRs available in a machine readable format?

Material (data or content) is machine readable if it is in a format that can be easily processed by a computer, such as .csv, .xls/.xlsx, and .json. Numerical data found in PDFs and Word (.doc/.docx) files do not qualify as machine readable. See more at: <http://opendatahandbook.org/glossary/en/terms/machine-readable/>

Option "d" applies if the IYRs are not published or not produced, therefore their machine readability cannot be assessed.

Answer:

a. Yes, all of the numerical data are available in a machine readable format

Source:

<http://www.dgo.pt/execucaoorcamental/Paginas/Sintese-da-Execucao-Orcamental-Mensal.aspx?Ano=2018&Mes=Dezembro>

Comment:

Excel files are provided for all the data.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

IYRs-6a. If the IYRs are not publicly available, are they still produced?

If the IYRs are not considered publicly available under the OBS methodology (and thus the answer to Question IYRs-2 was "d"), a government may nonetheless produce the document.

Option "a" applies if the document is produced and made available to the public online but not within the time frame specified in the OBS methodology (see Question IYRs-2).

Option "b" applies if the document is produced and made available to the public within the time frame specified by the OBS methodology but only in hard copy (and is not available online). Option "b" also applies if the document is made available to the public within the time frame specified by the OBS methodology in soft electronic copy but is not available online.

Option "c" applies if the document is produced for internal purposes only and so is not made available to the public.

Option "d" applies if the document is not produced at all.

Option "e" applies if the document is publicly available.

If a document is not released to the public, researchers may need to write to or visit the relevant government office in order to determine whether answer "c" or "d" applies.

Answer:

e. Not applicable (the document is publicly available)

Source:

<http://www.dgo.pt/execucaoorcamental/Paginas/Sintese-da-Execucao-Orcamental-Mensal.aspx?Ano=2018&Mes=Dezembro>

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

IYRs-6b. If you selected option "c" or "d" in question IYRs-6a, please specify how you determined whether the IYRs were produced for internal use only, versus not produced at all.

If option "a," "b," or "e" was selected in question IYRs-6a, researchers should mark this question "n/a."

Answer:

Source:

Comment:

Peer Reviewer
Opinion:

Government Reviewer
Opinion:

IYRs-7. If the IYRs are produced, please write the full title of the IYRs.

For example, a title for the In-Year Report could be "Budget Monitoring Report, Quarter 1" or "Budget Execution Report January-March 2018."

If In-Year Reports are not produced at all, researchers should mark this question "n/a."

Researchers should provide the full title of the most recent In-Year Report in the space below, and – in the comment box underneath – the full titles of older IYRs.

Answer:

Síntese Execução Orçamental - novembro 2018
Síntese Execução Orçamental - outubro 2018
Síntese Execução Orçamental - setembro 2018
Síntese Execução Orçamental - agosto 2018
Síntese Execução Orçamental - julho 2018
Síntese Execução Orçamental - junho 2018
Síntese Execução Orçamental - maio 2018

Source:

http://www.dgo.pt/execucaoorcamental/SintesedaExecucaoOrcamentalMensal/2018/dezembro/1218-SinteseExecucaoOrcamental_novembro2018.pdf
and
http://www.dgo.pt/execucaoorcamental/SintesedaExecucaoOrcamentalMensal/2018/novembro/1118-SinteseExecucaoOrcamental_outubro2018.pdf
and
http://www.dgo.pt/execucaoorcamental/SintesedaExecucaoOrcamentalMensal/2018/outubro/1018-SinteseExecucaoOrcamental_setembro2018.pdf
and
http://www.dgo.pt/execucaoorcamental/SintesedaExecucaoOrcamentalMensal/2018/setembro/0918-SinteseExecucaoOrcamental_agosto2018.pdf
and
http://www.dgo.pt/execucaoorcamental/SintesedaExecucaoOrcamentalMensal/2018/agosto/0818-SinteseExecucaoOrcamental_julho2018.pdf
and
http://www.dgo.pt/execucaoorcamental/SintesedaExecucaoOrcamentalMensal/2018/julho/0718-SinteseExecucaoOrcamental_junho2018.pdf
and
http://www.dgo.pt/execucaoorcamental/SintesedaExecucaoOrcamentalMensal/2018/junho/0618-SinteseExecucaoOrcamental_maio2018.pdf

Comment:

Peer Reviewer

Opinion: Agree

Comments: In addition, there is the quarterly report of the draft quarterly government: CONTAS PROVISÓRIAS DO ESTADO - 2.º Trimestre (Publicação integral) source: <http://www.dgo.pt/politicaorcamental/Paginas/ListagemDREContaEstado.aspx?Ano=2019>

Government Reviewer

Opinion: Agree

Comments: Síntese da Execução Orçamental Mensal

IYRs-8. Is there a "citizens version" of the IYRs?

While the Citizens Budget was initially conceived as a simplified version of the Executive's Budget Proposal or the Enacted Budget, good practice is now evolving and suggests that a "citizens" version of key budget documents should be produced during each of the four phases of the budget cycle. This would serve to inform citizens of the state of public financial management throughout the entire budget cycle. While it is recognized that it may be unreasonable to expect that a citizens version is produced for each and every one of those key documents, it seems acceptable to expect that according to good practice, the executive releases a citizens version of key budget documents for each of the four stages of the budget process to allow citizens to be aware of what is happening, in terms of public financial management, throughout the entire budget cycle. For more information on Citizens Budget see:

<http://www.internationalbudget.org/opening-budgets/citizens-budgets/>.

Answer:

b. No

Source:

<http://online.dgo.pt/DadosCidadao/Execucao.aspx>

Comment:

A citizens version, albeit with several important limitations, of monthly budget execution data is made available in a website format. Notwithstanding, we find it hard to describe these efforts as a citizens' version, given literature, best practices in general, and IBP guidelines. Dissemination has been low and there was no consultation with citizens or civil society in the preparation of this website. But most importantly, it does not really make an attempt towards explaining this data. It merely presents budget execution data with a different (possibly more attractive) visual arrangement.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

Comments: The citizens version of the monthly budget execution aims to make available to the general public the knowledge about the evolution of the main aggregates of public expenditure and revenue and the evolution of the expenditure by main areas (by economic classification and by State function).

MYR-1. What is the fiscal year of the MYR evaluated in this Open Budget Survey questionnaire?

Please enter the fiscal year in the following format: "FY YYYY" or "FY YYYY-YY."

Answer:

FY 2018

Source:

Comment:

MYRs are not produced and it's not required by the Portuguese budgetary framework law.

Peer Reviewer

Opinion: Disagree

Suggested Answer: n/a

Comments: No MYR is produced - the MYR is not required by the Portuguese budgetary framework law. I have doubts about its prioritization in the context of the already heavy schedule and scrutiny of the European semester / economic governance of the euro area. I find it much more imperative to invest in improvements (quality, transparency and public scrutiny) of the existing documents and the CB.

Government Reviewer

Opinion: Agree

IBP Comment

The peer reviewer's comments are noted, although they do not affect the application of the OBS methodology.

MYR-2. When is the MYR made available to the public?

Publicly available budget documents are defined as those documents that are published on the website of the public authority issuing the document within the time frame specified in the OBS methodology and that all citizens are able to obtain free of charge. (See the Open Budget Survey Guidelines on Public Availability of Budget Documents.) This is a change from previous rounds of the Open Budget Survey: now at minimum documents must be made available on the Internet and free of charge to be considered publicly available.

The OBS methodology requires that for an MYR to be considered publicly available, it must be made available to the public no later than three months after the reporting period ends (i.e., three months after the midpoint of the fiscal year). If the MYR is not released to the public at least three months after the reporting period ends, option "d" applies. Option "d" should also be chosen for documents that are produced for internal purposes only (that is, produced but never released to the public) or are not produced at all. Some governments may publish budget documents further in advance than the latest possible dates outlined above. In these instances, researchers should choose options "a" or "b," depending on the date of publication identified for the MYR.

Answer:

d. The MYR is not released to the public, or is released more than three months after the midpoint

Source:

Comment:
MYRs are not produced and it's not required by the Portuguese budgetary framework law.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

MYR-3a. If the MYR is published, what is the date of publication of the MYR?

Note that the date of publication is not necessarily the same date that is printed on the document.

Researchers should respond to this question if the document is published either within the time frame accepted by the OBS methodology or too late.

Please enter the date in the following format: "DD/MM/YYYY." For example, 5 September 2018 should be entered as 05/09/2018. If the document is not published or not produced, leave this question blank.

Answer:
Source:
Comment:
MYRs are not produced and it's not required by the Portuguese budgetary framework law.

Peer Reviewer
Opinion:

Government Reviewer
Opinion:

MYR-3b. In the box below, please explain how you determined the date of publication of the MYR.

If the document is not published at all, researchers should mark this question "n/a."

Answer:
n/a
Source:
Comment:
MYRs are not produced and it's not required by the Portuguese budgetary framework law.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

MYR-4. If the MYR is published, what is the URL or weblink of the MYR?

Researchers should respond to this question if the document is published either within the time frame accepted by the OBS methodology or too late. If the document is not published at all, researchers should leave this question blank.

Answer:

Source:

Comment:

MYRs are not produced and it's not required by the Portuguese budgetary framework law.

Peer Reviewer

Opinion:

Government Reviewer

Opinion:

MYR-5. If the MYR is published, are the numerical data contained in the MYR available in a machine readable format?

Material (data or content) is machine readable if it is in a format that can be easily processed by a computer, such as .csv, .xls/.xlsx, and .json. Numerical data found in PDFs and Word (.doc/.docx) files do not qualify as machine readable. See more at: <http://opendatahandbook.org/glossary/en/terms/machine-readable/>.

Option "d" applies if the MYR is not published or not produced, therefore its machine readability cannot be assessed.

Answer:

d. Not applicable

Source:

Comment:

MYRs are not produced and it's not required by the Portuguese budgetary framework law.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

MYR-6a. If the MYR is not publicly available, is it still produced?

If the MYR is not considered publicly available under the OBS methodology (and thus the answer to Question MYR-2 was "d"), a government may nonetheless produce the document.

Option "a" applies if the document is produced and made available to the public online but not within the time frame specified in the OBS methodology (see Question MYR-2).

Option "b" applies if the document is produced and made available to the public within the time frame specified by the OBS methodology but only in hard copy (and is not available online). Option "b" also applies if the document is made available to the public within the time frame specified by the OBS methodology in soft electronic copy but is not available online.

Option "c" applies if the document is produced for internal purposes only and so is not made available to the public.

Option "d" applies if the document is not produced at all.

Option "e" applies if the document is publicly available.

If a document is not released to the public, researchers may need to write to or visit the relevant government office in order to determine whether answer "c" or "d" applies.

Answer:
d. Not produced at all

Source:

Comment:
MYRs are not produced and it's not required by the Portuguese budgetary framework law.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

MYR-6b. If you selected option "c" or "d" in question MYR-6a, please specify how you determined whether the MYR was produced for internal use only, versus not produced at all.

If option "a," "b," or "e" was selected in question MYR-6a, researchers should mark this question "n/a."

Answer:
From discussions with government sources, our impression is that even if they regularly update their estimates of expenditure, revenue, and debt, there is internally no comprehensive, systematic review at the mid-year point (apart from the IYR).

Source:

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: I choose not to review this question

MYR-7. If the MYR is produced, please write the full title of the MYR.

For example, a title for the Mid-Year Review could be "Semi-annual Budget Performance Report, FY 2017/18" or "Mid-Year Report on the 2018 National Budget."

If the document is not produced at all, researchers should mark this question "n/a."

Answer:
n/a

Source:

Comment:
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Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

MYR-8. Is there a "citizens version" of the MYR?

While the Citizens Budget was initially conceived as a simplified version of the Executive's Budget Proposal or the Enacted Budget, good practice is now evolving and suggests that a "citizens" version of key budget documents should be produced during each of the four phases of the budget cycle. This would serve to inform citizens of the state of public financial management throughout the entire budget cycle. While it is recognized that it may be unreasonable to expect that a citizens version is produced for each and every one of those key documents, it seems acceptable to expect that according to good practice, the executive releases a citizens version of key budget documents for each of the four stages of the budget process to allow citizens to be aware of what is happening, in terms of public financial management, throughout the entire budget cycle. For more information on Citizens Budget see: <http://www.internationalbudget.org/opening-budgets/citizens-budgets/>.

Answer:

b. No

Source:

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

YER-1. What is the fiscal year of the YER evaluated in this Open Budget Survey questionnaire?

Please enter the fiscal year in the following format: "FY YYYY" or "FY YYYY-YY."

Answer:

FY 2017

Source:

https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol1tomo01.pdf

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

YER-2. When is the YER made available to the public?

Publicly available budget documents are defined as those documents that are published on the website of the public authority issuing the document within the time frame specified in the OBS methodology and that all citizens are able to obtain free of charge. (See the Open Budget Survey Guidelines on Public Availability of Budget Documents.) This is a change from previous rounds of the Open Budget Survey: now at minimum documents must be made available on the Internet and free of charge to be considered publicly available.

The OBS methodology requires that for an YER to be considered publicly available, it must be made available to the public no later than one year after the fiscal year to which it corresponds. If the YER is not released to the public within one year after the end of the fiscal year to which it corresponds, option "d" applies. Option "d" should also be chosen for documents that are produced for internal purposes only (that is, produced but never released to the public) or are not produced at all. Some governments may publish budget documents further in advance than the latest possible dates outlined above. In these instances, researchers should choose options "a" or "b," depending on the date of publication identified for the YER.

Answer:

b. Nine months or less, but more than six months, after the end of the budget year

Source:

https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetalheActividadeParlamentar.aspx?BID=109334&ACT_TP=CGE

Comment:

The budget framework law establishes a legal deadline for submission to the Parliament (and publication) of the YER: June 30th of the year after the fiscal year. Since it was a Saturday, the YER was made available on the following Monday. The deadline of six months was not fulfilled only for two days.

Peer Reviewer

Opinion: Disagree

Suggested Answer: a. Six months or less after the end of the budget year

Comments: The six months deadline was fulfilled, according to the Portuguese law.

Government Reviewer

Opinion: Agree

IBP Comment

Related to the peer reviewer's comment, unfortunately we cannot make any exceptions for comparability purposes. If the YER was published on 2 July, then answer B has to be considered correct.

YER-3a. If the YER is published, what is the date of publication of the YER?

Note that the date of publication is not necessarily the same date that is printed on the document.

Researchers should respond to this question if the document is published either within the time frame accepted by the OBS methodology or too late.

Please enter the date in the following format: "DD/MM/YYYY." For example, 5 September 2018 should be entered as 05/09/2018. If the document is not published or not produced, leave this question blank.

Answer:

2/7/2018

Source:

https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetalheActividadeParlamentar.aspx?BID=109334&ACT_TP=CGE

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

YER-3b. In the box below, please explain how you determined the date of publication of the YER.

If the document is not published at all, researchers should mark this question "n/a."

Answer:

It is officially stated at the Portuguese National Parliament website, which displays a record of when this document was "checked in" Parliament and made publicly available. This was also confirmed using media sources.

Source:

https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetalheActividadeParlamentar.aspx?BID=109334&ACT_TP=CGE

and
<https://observador.pt/2018/07/02/pedidos-de-restituicao-do-iva-dos-partidos-politicos-dispararam-em-2017/>

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

YER-4. If the YER is published, what is the URL or weblink of the YER?

Researchers should respond to this question if the document is published either within the time frame accepted by the OBS methodology or too late. If the document is not published at all, researchers should leave this question blank.

Answer:
https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol1tomo01.pdf

Source:
https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol1tomo01.pdf
and
<http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c324679626d56304c334e706447567a4c31684a53556c4d5a5763765130394e4c7a564454305a4e5153394562324e31625756756447397a52573530615752685a47567a525868305a584a7559584d764e32557a5a4745774d5749745a5441304e533030597a4e6a4c546b344d324d744d6a41314d449334e446730593259304c6e426b5a673d3d&fich=7e3da01b-e045-4c3c-983c-205067484cf4.pdf&inline=true>

Comment:

Peer Reviewer
Opinion: Agree
Comments: source: <https://www.dgo.pt/politicaorcamental/Paginas/Conta-Geral-do-Estado.aspx?Ano=2017>

Government Reviewer
Opinion: Agree

YER-5. If the YER is published, are the numerical data contained in the YER available in a machine readable format?

Material (data or content) is machine readable if it is in a format that can be easily processed by a computer, such as .csv, .xls/.xlsx, and .json. Numerical data found in PDFs and Word (.doc/.docx) files do not qualify as machine readable. See more at: <http://opendatahandbook.org/glossary/en/terms/machine-readable/>

Option "d" applies if the YER is not published or not produced, therefore its machine readability cannot be assessed.

Answer:
b. Yes, some of the numerical data are available in a machine readable format

Source:
<https://www.dgo.pt/politicaorcamental/Paginas/Conta-Geral-do-Estado.aspx?Ano=2017>

Comment:
The Year-End Report is composed of two "volumes". The first one contains and explains general data, for the whole central government sector. The second one contains additional information (details on guarantees, on earmarked revenues, etc.) and lists details of all individual administrative units' specific budgets and any changes these may have suffered vis-à-vis the enacted budget.

Excel format data is made available only for the first volume, the second one is only available in a PDF format.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

YER-6a. If the YER is not publicly available, is it still produced?

If the YER is not considered publicly available under the OBS methodology (and thus the answer to Question YER-2 was "d"), a government may nonetheless produce the document.

Option "a" applies if the document is produced and made available to the public online but not within the time frame specified in the OBS methodology (see Question YER-2)

Option "b" applies if the document is produced and made available to the public within the time frame specified by the OBS methodology but only in hard copy (and is not available online). Option "b" also applies if the document is made available to the public within the time frame specified by the OBS methodology in soft electronic copy but is not available online.

Option "c" applies if the document is produced for internal purposes only and so is not made available to the public.

Option "d" applies if the document is not produced at all.

Option "e" applies if the document is publicly available.

If a document is not released to the public, researchers may need to write to or visit the relevant government office in order to determine whether answer "c" or "d" applies.

Answer:

e. Not applicable (the document is publicly available)

Source:

https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol1tomo01.pdf

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

YER-6b. If you selected option "c" or "d" in question YER-6a, please specify how you determined whether the YER was produced for internal use only, versus not produced at all.

If option "a," "b," or "e" was selected in question YER-6a, researchers should mark this question "n/a."

Answer:

Source:

Comment:

Peer Reviewer
Opinion:

Government Reviewer
Opinion:

YER-7. If the YER is produced, please write the full title of the YER.

For example, a title for the Year-End Report could be "Consolidated Financial Statement for the Year Ended 31 March 2018" or "Annual Report 2017 Published by the Ministry of Finance and Planning." If the document is not produced at all, researchers should mark this question "n/a."

Answer:

Conta Geral do Estado 2017

Source:

https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol1tomo01.pdf

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

YER-8. Is there a "citizens version" of the YER?

While the Citizens Budget was initially conceived as a simplified version of the Executive's Budget Proposal or the Enacted Budget, good practice is now evolving and suggests that a "citizens" version of key budget documents should be produced during each of the four phases of the budget cycle. This would serve to inform citizens of the state of public financial management throughout the entire budget cycle. While it is recognized that it may be unreasonable to expect that a citizens version is produced for each and every one of those key documents, it seems acceptable to expect that according to good practice, the executive releases a citizens version of key budget documents for each of the four stages of the budget process to allow citizens to be aware of what is happening, in terms of public financial management, throughout the entire budget cycle. For more information on Citizens Budget see: <http://www.internationalbudget.org/opening-budgets/citizens-budgets/>.

Answer:

b. No

Source:

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

AR-1. What is the fiscal year of the AR evaluated in this Open Budget Survey questionnaire?

Please enter the fiscal year in the following format: "FY YYYY" or "FY YYYY-YY."

Answer:

FY 2017

Source:

<http://www.tcontas.pt/pt/actos/parecer-cge/2017/pcge2017.pdf>

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

AR-2. When is the AR made available to the public?

Publicly available budget documents are defined as those documents that are published on the website of the public authority issuing the document within the time frame specified in the OBS methodology and that all citizens are able to obtain free of charge. (See the Open Budget Survey Guidelines on Public Availability of Budget Documents.) This is a change from previous rounds of the Open Budget Survey: now at minimum documents must be made available on the Internet and free of charge to be considered publicly available.

The OBS methodology requires that for an AR to be considered publicly available, it must be made available to the public no later than 18 months after the end of the fiscal year to which it corresponds. If the AR is not released to the public at least 18 months after the end of the fiscal year to which it corresponds, option "d" applies. Option "d" should also be chosen for documents that are produced for internal purposes only (that is, produced but never released to the public) or are not produced at all. Some governments may publish budget documents further in advance than the latest possible dates outlined above. In these instances, researchers should choose options "a" or "b," depending on the date of publication identified for the AR.

Answer:

b. 12 months or less, but more than six months, after the end of the budget year

Source:

<http://www.tcontas.pt/pt/actos/parecer-cge/2017/parecer-cge-2017.shtm>

Comment:

The budget framework law establishes a legal deadline for the Parliament to approve the Year End Report, December 31st the year after the FY, and it mandates that the AR should be concluded and presented beforehand.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

AR-3a. If the AR is published, what is the date of publication of the AR?

Note that the date of publication is not necessarily the same date that is printed on the document. Researchers should respond to this question if the document is published either within the time frame accepted by the OBS methodology or too late.

Please enter the date in the following format: "DD/MM/YYYY." For example, 5 September 2018 should be entered as 05/09/2018. If the document is not published or not produced, leave this question blank.

Answer:

19/12/2018

Source:

<http://www.tcontas.pt/pt/actos/parecer-cge/2017/parecer-cge-2017.shtm>

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

AR-3b. In the box below, please explain how you determined the date of publication of the AR.

If the document is not published at all, researchers should mark this question "n/a."

Answer:

It is officially stated at the SAI website.
This was also confirmed using media sources.

Source:

<http://www.tcontas.pt/pt/actos/parecer-cge/2017/parecer-cge-2017.shtm>
and
<https://www.jornaldenegocios.pt/economia/financas-publicas/detalhe/tribunal-de-contas-aprova-conta-geral-do-estado-de-2017-com-as-reservas-do-costume>

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

AR-4. If the AR is published, what is the URL or weblink of the AR?

Researchers should respond to this question if the document is published either within the time frame accepted by the OBS methodology or too late. If the document is not published at all, researchers should leave this question blank.

Answer:

<http://www.tcontas.pt/pt/actos/parecer-cge/2017/pcge2017.pdf>

Source:

<http://www.tcontas.pt/pt/actos/parecer-cge/2017/pcge2017.pdf>

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

AR-5. If the AR is published, are the numerical data contained in the AR available in a machine readable format?

Material (data or content) is machine readable if it is in a format that can be easily processed by a computer, such as .csv, .xls/.xlsx, and .json. Numerical data found in PDFs and Word (.doc/.docx) files do not qualify as machine readable. See more at: <http://opendatahandbook.org/glossary/en/terms/machine-readable/>

Option "d" applies if the AR is not published or not produced, therefore its machine readability cannot be assessed.

Answer:

c. No

Source:
<http://www.tcontas.pt/pt/actos/parecer-cge/2017/parecer-cge-2017.shtm>

Comment:
The AR is only made available in PDF format.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

AR-6a. If the AR is not publicly available, is it still produced?

If the AR is not considered publicly available under the OBS methodology (and thus the answer to Question AR-2 was "d"), a government may nonetheless produce the document.

Option "a" applies if the document is produced and made available to the public online but not within the time frame specified in the OBS methodology (see Question AR-2).

Option "b" applies if the document is produced and made available to the public within the time frame specified by the OBS methodology but only in hard copy (and is not available online). Option "b" also applies if the document is made available to the public within the time frame specified by the OBS methodology in soft electronic copy but is not available online.

Option "c" applies if the document is produced for internal purposes only and so is not made available to the public.

Option "d" applies if the document is not produced at all.

Option "e" applies if the document is publicly available.

If a document is not released to the public, researchers may need to write to or visit the relevant government office in order to determine whether answer "c" or "d" applies.

Answer:
e. Not applicable (the document is publicly available)

Source:
<http://www.tcontas.pt/pt/actos/parecer-cge/2017/pcge2017.pdf>

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

AR-6b. If you selected option "c" or "d" in question AR-6a, please specify how you determined whether the AR was produced for internal use only, versus not produced at all.

If option "a","b," or "e" was selected in question AR-6a, researchers should mark this question "n/a."

Answer:

Source:

Comment:

Peer Reviewer
Opinion:

Government Reviewer
Opinion:

AR-7. If the AR is produced, please write the full title of the AR.

For example, a title for the Audit Report could be "Annual General Reports of the Controller and Auditor General." If the document is not produced at all, researchers should mark this question "n/a."

Answer:

Parecer sobre a Conta Geral do Estado 2017

Source:

<http://www.tcontas.pt/pt/actos/parecer-cge/2017/pcge2017.pdf>

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

AR-8. Is there a "citizens version" of the AR?

While the Citizens Budget was initially conceived as a simplified version of the Executive's Budget Proposal or the Enacted Budget, good practice is now evolving and suggests that a "citizens" version of key budget documents should be produced during each of the four phases of the budget cycle. This would serve to inform citizens of the state of public financial management throughout the entire budget cycle. While it is recognized that it may be unreasonable to expect that a citizens version is produced for each and every one of those key documents, it seems acceptable to expect that according to good practice, the executive releases a citizens version of key budget documents for each of the four stages of the budget process to allow citizens to be aware of what is happening, in terms of public financial management, throughout the entire budget cycle. For more information on Citizens Budget see: <http://www.internationalbudget.org/opening-budgets/citizens-budgets/>.

Answer:

b. No

Source:

<http://www.tcontas.pt/pt/actos/parecer-cge/2017/parecer-cge-2017.shtm>

and

<http://www.tcontas.pt/pt/actos/parecer-cge/2017/O%20ParecerCGE2017emduaspaginas.pdf>

Comment:

Notwithstanding, it is worth mentioning the two pages executive summary that the SAI discloses at its website, but which still cannot be truly considered a citizens version from our perspective.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

GQ-1a. Are there one or more websites or web portals for disseminating government fiscal information? If yes, please provide the necessary links in the comment/citation.

GQ-1a asks the researcher to list any government websites or portals where fiscal information can be found. For example, in New Zealand the Treasury website (<http://www.treasury.govt.nz/>) hosts important budget-related information, including the Pre-Budget Statement, the Executive's Budget Proposal, the Citizens Budget, In-Year Reports, the Mid-Year Review, and the Year-End Report. In addition, New Zealand's Parliamentary Counsel Office (<http://www.legislation.govt.nz/>) posts the Enacted Budget while the Controller and Auditor-General website (<http://www.oag.govt.nz/>) publishes the annual Audit Report. The New Zealand researcher would provide the links to each of these sites. Other countries have developed portals that include fiscal information, though not in the "documents" format. For example, these portals have been created by Mexico (<https://www.transparenciapresupuestaria.gob.mx/>) and Brazil (<http://www.portaltransparencia.gov.br/>). Some countries have both a website and a portal. The Brazilian government, for example, apart from the Transparency Portal, has a dedicated website for the federal budget, where all key documents and other information can be found (www.orcamentofederal.gov.br). Researchers should include details about all of the relevant websites and/or portals that they can be used to access budget information.

Answer:

a. Yes

Source:

<https://www.dgo.pt/Paginas/default.aspx>
<https://www.parlamento.pt/>
<https://www.tcontas.pt/pt/actos/parecer.shtm>
<https://www.cfp.pt/>
<http://www.gpeari.gov.pt/>

Comment:

Directorate-General for the Budget website
Parliament website
SAI website
Portuguese Public Finance Council website
GPEARI website (Office of Planning, Strategy, Evaluation and International Relations)

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

GQ-1b. On these websites/portals, can revenue and/or expenditure data for the current fiscal year be downloaded as a consolidated file (or set of files)? If yes, please provide the necessary links in the comment/citation.

GQ-1b, GQ-1c, and GQ-1d ask about whether governments publish specific types of content on their websites/portals: (a) consolidated files that contain revenue and/or expenditure information for the current fiscal year; (b) consolidated files that contain revenue and/or expenditure information for multiple years in consistent formats; and (c) infographics/visualizations or other similar tools used to simplify data access and analysis. Researchers should provide the links to relevant webpages and some explanations of what they contain.

Answer:

a. Yes, both revenue and expenditure data can be downloaded as a consolidated file

Source:

https://www.dgo.pt/EstatisticasFinancasPublicas/Paginas/SupervisaoOrcamentalAmbitoUE_PT.aspx
and
<https://www.dgo.pt/execucaoorcamental/Paginas/Sintese-da-Execucao-Orcamental-Mensal.aspx?Ano=2018&Mes=Dezembro>

Comment:

In this website, monthly and quarterly data series (based on detailed public accounting information as released in the IYRs) are published for the fiscal year, with revenue and expenditure main aggregates for all of the general government subsectors (i.e. not only central government but also social security, and regional and local government). In addition, IYRs are regularly accompanied by highly detailed data packages, with many details (not only the main aggregates, but also including items such a breakdown of the different kinds of taxes; arrears; health service budget execution, among others) for the current fiscal year.

Peer Reviewer

Opinion: Agree

Government Reviewer
Opinion: Agree

GQ-1c. On these websites/portals, can consolidated revenue and/or expenditure data be downloaded for multiple years in consistent formats? If yes, please provide the necessary links and details in the comment/citation.

Answer:

a. Yes, both revenue and expenditure data can be downloaded for multiple years in consistent formats

Source:

https://www.dgo.pt/EstatisticasFinancasPublicas/Paginas/SupervisaoOrcamentalAmbitoUE_PT.aspx

and

<https://www.dgo.pt/execucaoorcamental/Paginas/Sintese-da-Execucao-Orcamental-Mensal.aspx?Ano=2018&Mes=Dezembro>

Comment:

The data explained previously (GQ-1b) is available as historical information for previous years in the same sources.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

GQ-1d. On these websites/portals, are infographics/visualizations or other similar tools used to simplify data access and analysis? If yes, please provide the necessary links and details in the comment/citation.

Answer:

a. Yes

Source:

http://online.dgo.pt/DadosCidadao/Orcamento_CG.Entrada.aspx

and

<http://online.dgo.pt/DadosCidadao/Execucao.aspx>

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

GQ-2. Are there laws in place guiding public financial management and/or auditing? If yes, please provide the necessary details and links in the comment/citation, and specify whether and where the law(s) contains specific provisions for budget transparency and/or participation.

GQ-2 asks about the existence of any national laws governing public financial management and auditing. These may include a public finance act, a section of the constitution, or an organic budget law. In some countries, fiscal responsibility legislation may also be relevant. For example, the Kenya researcher may include the link to its Public Finance Management Act, 2012 (<http://www.kenyalaw.org/lex/actview.xql?actid=No.%2018%20of%202012>), and the Macedonian researcher may include a link to its State Audit Law (<https://www.finance.gov.mk/files/u11/Audit%20law.pdf>). Researchers should provide links to websites where such

laws are published, if possible, or an electronic copy of the law itself. They should also indicate if and where (e.g. which article) these laws include specific provisions for budget transparency and citizen participation in budget processes.

Answer:

a. Yes

Source:

https://www.dgo.pt/legislacao/Documents/Lei_151-2015_LEO.pdf

and

https://www.dgo.pt/legislacao/Documents/Lei_22-2015_alteraLCPA.pdf

and

https://www.dgo.pt/legislacao/Documents/Lei-8-90_BasesContabPublica.pdf

and

<http://www.tcontas.pt/pt/apresenta/legislacao/LOPTC.pdf>

Comment:

"Lei de Enquadramento Orçamental" is the main legislation tool for all aspects regarding budget governance. It is a special law, requiring a qualified majority for any changes.

Additional laws which could be considered for these purposes: i) "Lei dos Compromissos e dos Pagamentos em Atraso" on non-financial debt incurred by public entities and arrears; ii) Law on public accounting standards; and iii) Law determining the attributions and functioning of the SAI.

Peer Reviewer

Opinion: Agree

Comments: The legislation establishing the competences and statutes of the Portuguese Public Finance Council is also relevant:

<https://www.cfp.pt/en/cfp/governance/legislation>

Government Reviewer

Opinion: Agree

GQ-3. Are there additional laws regulating: (1) access to information; (2) government transparency; or (3) citizens participation? If yes, please provide the necessary details and links in the comment/citation, and specify whether and where these laws contain specific provisions for budget transparency and/or participation.

The third and last question asks researchers to list any additional laws regulating access to information, transparency, or citizens' participation that are relevant for the promotion of budget transparency and citizen participation in budget processes. These might include legislation related to access to information, to planning processes, or to public administration more generally. India's Right to Information Act of 2005 (<https://www.ncess.gov.in/facilities/central-public-information-officer/rti-act-details.html>) is an example of this type of law. More information on access to information legislation (constitutional provisions, laws, and regulations), including examples of model laws, can be found here: <http://www.right2info.org/laws/constitutional-provisions-laws-and-regulations#section-1>.

Answer:

a. Yes

Source:

https://www.dgo.pt/legislacao/Documents/Lei_151-2015_LEO.pdf

and

<http://www.cada.pt/uploads/d9810189-595b-df00.pdf>

Comment:

The Budget Framework Law has specific provisions for access to information and transparency (see pages 5, 8-19), but not for citizens participation. Also, in 2007 a law determining free access when viable to any administrative documents was enacted, in accordance with the open government principle. This law was appropriately accompanied by the creation of an entity ("Comissão de acesso aos documentos administrativos") responsible for the oversight of public entities' abiding this law.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

1. Does the Executive's Budget Proposal or any supporting budget documentation present expenditures for the budget year that are classified by administrative unit (that is, by ministry, department, or agency)?

GUIDELINES:

Question 1 addresses the presentation of expenditure by administrative unit. This information indicates which government entity (ministry, department, or agency, or MDAs) will be responsible for spending the funds and, ultimately, held accountable for their use.

To answer "a," the Executive's Budget Proposal or its supporting documentation must present expenditures for all administrative units, accounting for all expenditures, in the budget year. To answer "b," the administrative units shown individually, in the Executive's Budget Proposal or its supporting documentation, must account for at least two-thirds of all expenditures in the budget year. In other words, the sum of the expenditures assigned to the individual MDAs (education, health, infrastructure, interior, defense, etc.) must account for at least two-thirds of the total expenditure budgeted for that particular year. A "c" answer applies if the Executive's Budget Proposal or its supporting documentation presents administrative units that account for less than two-thirds of expenditures. Answer "d" applies if expenditures are not presented by administrative unit.

Answer:

a. Yes, administrative units accounting for all expenditures are presented.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map02-2019.pdf>

and

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map07-2019.pdf>

Comment:

Expenditures presented by administrative unit can be found in "Mapas orçamentais" which support the EBP, namely Map II (for Central Administration Services) and Map VII (for special agencies: "Serviços e Fundos Autónomos").

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

2. Does the Executive's Budget Proposal or any supporting budget documentation present expenditures for the budget year by functional classification?

GUIDELINES:

Question 2 addresses the presentation of expenditure by functional classification. This classification indicates the programmatic purpose, sector, or objective for which the funds will be used, such as health, education, or defense. Administrative units are not necessarily aligned with functional classifications. For instance, in one country all functions connected with water supply (which fall into the "Housing" function) may be undertaken by a single government agency, while in another country they may be distributed across the Ministries of Environment, Housing, and Industrial Development. In the latter case, three ministries have programs addressing water supply, so three ministries contribute to one function. Similarly, some administrative units may conduct activities that cut across more than one function. For instance, in the example above, some programs of the Ministry of Environment would also be classified in the "environmental protection" function.

To answer "a," the Executive's Budget Proposal or its supporting documentation must present expenditures for the budget year organized by functional classification.

Answer:

a. Yes, expenditures are presented by functional classification.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map03-2019.pdf>

and

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map08-2019.pdf>

Comment:

Expenditures presented according to a functional classification can be found in "Mapas orçamentais", which support the EBP, namely Map III (for Central Administration services) and Map VIII (for special agencies: "Serviços e Fundos Autónomos").

Peer Reviewer
Opinion:

Government Reviewer
Opinion: Agree

3. If the Executive's Budget Proposal or any supporting budget documentation presents expenditures for the budget year by functional classification, is the functional classification compatible with international standards?

GUIDELINES:

Question 3 asks whether a country's functional classification meets international standards. To answer "a," a country's functional classification must be aligned with the OECD and the UN's Classification of the Functions of Government (COFOG), or provide a cross-walk between the national functional presentation and COFOG.

The OECD Best Practices for Budget Transparency can be viewed at <http://www.oecd.org/qov/budgeting/Best%20Practices%20Budget%20Transparency%20-%20complete%20with%20cover%20page.pdf>

COFOG can be viewed at https://unstats.un.org/unsd/publication/SeriesM/SeriesM_84E.pdf or at <http://www.imf.org/external/pubs/ft/qfs/manual/pdf/ch6ann.pdf>.

Answer:

b. No, the functional classification is not compatible with international standards, or expenditures are not presented by functional classification.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map03-2019.pdf>

and

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map08-2019.pdf>

Comment:

Public accounting in Portugal applies an older version of COFOG, so it can be observed that the information provided in the EBP is not in line with OECD or UN's COFOG classification.

Functional classification data using the recommended COFOG classification is computed by Statistics Portugal in national accounts, but this is only available with a 1-2 year lag.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

4. Does the Executive's Budget Proposal or any supporting budget documentation present expenditures for the budget year by economic classification?

GUIDELINES:

Question 4 asks whether the Executive's Budget Proposal or its supporting documentation presents expenditures for the budget year organized by economic classification. Economic classification provides information on the nature of the expenditure, such as whether funds are being used to pay for wages and salaries, capital projects, or social assistance benefits.

To answer "a," the Executive's Budget Proposal or its supporting documentation must present expenditures for the budget year organized by economic classification.

Answer:

a. Yes, expenditures are presented by economic classification.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map04-2019.pdf>

and

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map09-2019.pdf>

Comment:

Expenditures presented by economic classification can be found in "Mapas orçamentais", which support the EBP, namely Map IV (for Central Administration services) and Map IX (for special agencies: "Serviços e Fundos Autónomos").

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

5. If the Executive's Budget Proposal or any supporting budget documentation presents expenditures for the budget year by economic classification, is the economic classification compatible with international standards?

GUIDELINES:

Question 5 asks whether a country's economic classification meets international standards. To answer "a," a country's economic classification must be consistent with the International Monetary Fund's (IMF) 2001 Government Finance Statistics (GFS). The GFS economic classification is presented here: <http://www.imf.org/external/pubs/ft/gfs/manual/pdf/app4.pdf>. To learn more about Government Finance Statistics also refer to the entire IMF 2001 GFS manual (<http://www.imf.org/external/pubs/ft/gfs/manual/pdf/all.pdf>).

Answer:

a. Yes, the economic classification is compatible with international standards.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map04-2019.pdf>

and

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map09-2019.pdf>

Comment:

In the IMF GFS economic classification, codes beginning with 1 refer to revenue, codes beginning with 2 refer to expense, and codes beginning with 3 refer to transactions in non-financial assets, financial assets, and liabilities.

This is not the case in Portuguese national accounting system: revenue and expenditure classification is separate, without overall codes to combine both sides. There are differences in some items' classification, and the high level codes are different.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer: c. Not applicable/other (please comment).

Comments: Although our economic classification is not yet directly adapted to an international standard, it is not the result of an abstract creation. In 2002 the current classification (Decree-Law 26/2002 of 14 of February) had as its main concerns the participation of Portugal in the Economic and Monetary Union and the need to report information in a manner compatible with those in force in the European Union. So the answer we propose is: c) – Not applicable/other". As referred in the preamble of the above mentioned Decree-Law (DL26 / 2002), the economic classification in use: It sought to address "mismatches of the current classifiers towards the need to move accounts from the perspective of Public Accounting to National Accounting within the framework of the new requirements resulting from the application of the European System of Accounts 1995. The standardization of the economic classifier of public revenue and expenditure for all sub-sectors of the general government sector is also a major element in the development of systems that integrate information for the entire public administration, in a logic of giving greater opportunity, compatibility and reliability to the information collected (...) "and" (...) Portugal's participation in the economic and monetary union constitutes, in this context, one of the most important budgetary policy challenges, not only in terms of the importance of the compatibility of the information provided by the Portuguese Government with the Community authorities vis-à-vis the other Member States, but above all because of the strong constraints imposed by the commitments on budgetary consolidation through the Stability and Growth Program agreed between the Portuguese Government and the European Commission (...)" .

IBP Comment

In the IMF Fiscal Transparency Evaluation published in 2014 (<https://www.imf.org/external/pubs/ft/scr/2014/cr14306.pdf>), page 33, the IMF comments on economic classification saying that "Revenue and expenditure in accounts according to GFSM 2001/ESA 95 at high level with some exceptions. Statistical reports follow ESA 95 classification." In other words, while the researcher's response is at least partially accurate, we decided to change the answer to A.

6. Does the Executive's Budget Proposal or any supporting budget documentation present expenditures for individual programs for the budget year?

GUIDELINES:

Question 6 asks whether expenditures are presented by program. There is no standard definition for the term "program," and the meaning can vary from country to country. However, for the purposes of answering the questionnaire, researchers should treat the term "program" as meaning any level of detail below an administrative unit – that is, any programmatic grouping that is below the ministry, department, or agency level. For example, the Ministry of Health's budget could be broken down into several subgroups, such as "primary health care," "hospitals," or "administration." These subgroups should be considered programs even if they could be, but are not, broken down into smaller, more detailed units.

A note for francophone countries: "Program" level detail is sometimes referred to as le plan comptable or le plan comptable detaillé. (These data are typically coded in the financial management database, following the chart of budgetary accounts, so that they can be organized by administrative and functional classification.)

To answer "a," the Executive's Budget Proposal or its supporting documentation must present expenditures for all individual programs, accounting for all expenditures, in the budget year. To answer "b," the programs shown individually in the Executive's Budget Proposal or its supporting documentation must account for at least two-thirds of all expenditures in the budget year. A "c" answer applies if the Executive's Budget Proposal or its supporting documentation presents programs that account for less than two-thirds of expenditures. Answer "d" applies if expenditures are not presented by program.

Budget decisions for the upcoming year can also affect the parameters of future budgets. It is therefore useful to estimate revenues and expenditures for multi-year periods, understanding that these estimates might be revised as circumstances change. Sometimes referred to as a Medium Term Expenditure Framework (MTEF), a three-year period – that is, the budget year plus two more years – is generally considered an appropriate horizon for budgeting and planning.

Answer:

a. Yes, programs accounting for all expenditures are presented.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map15-2019.pdf>

and

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map16-2019.pdf>

Comment:

Expenditure budgeting according to programs is fully disclosed in "Mapas orçamentais", which support the EBP, namely in Map XV and Map XVI (that provides a breakdown of this information by regions).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

7. Does the Executive's Budget Proposal or any supporting budget documentation present expenditure estimates for a multi-year period (at least two-years beyond the budget year) by any of the three expenditure classifications (by administrative, economic, or functional classification)?

GUIDELINES:

Question 7 asks if multi-year expenditure estimates are presented by any one of the three expenditure classifications – by administrative, economic, and functional classifications – which were addressed in Questions 1-5 above. Each of the classifications answers a different question: administrative unit indicates who spends the money; functional classification shows for what purpose is the money spent; and economic classification displays what the money is spent on.

To answer "a," the Executive's Budget Proposal or its supporting documentation must present expenditure estimates by all three of the expenditure classifications for at least two years beyond the budget year. To answer "b," multi-year expenditure estimates must be presented by two of these three classifications. A "c" answer applies if multi-year expenditure estimates are presented by one of the three classifications. Answer "d" applies if multi-year expenditure estimates are not presented by any of the three classifications.

Answer:

d. No, multi-year expenditure estimates are not presented by any expenditure classification.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

and

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map17-2019.pdf>

Comment:

Multi-year expenditure estimates are not presented, except for two specific cases. First, the case of social security contributions, for which broad estimates are presented in the Report that supports the EBP (appendix A6). Second, expenditures on "programmes" financed by general revenue by function (and here just for the year after the FY under analysis), under the Multi-annual Budgetary Programming Framework (page 86).

Map XVII only presents multi-year contractual responsibilities, not multi-year expenditure estimates.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

c. Yes, multi-year expenditure estimates are presented by only one of the three expenditure classifications.

Comments: Multi-year expenditure estimates (economic classification only) are presented in the Stability Programme, published earlier in the year (April), in the context of the European Semester process. Under EU rules, the EBP must be consistent with the Stability Programme, which is the multi-year budgetary framework. Therefore the Stability Programme can be considered "supporting budget documentation". Source:

<https://www.portugal.gov.pt/download-ficheiros/ficheiro.aspx?v=263f7f9f-7971-4726-98e1-880023dfe900> (Quadro II.2.2, p. 13; Quadro 1, Anexo 1, p.45; Tabela 2.a, Anexo 1, p.50) An additional correction: the researcher refers in the comment to "social security contributions", most probably meaning, instead, "social security benefits".

Government Reviewer

Opinion: Agree

Researcher Response

The Stability Program should not be considered as a supporting document to the Executive Budget Proposal: it is not delivered/submitted at the same period; although the EBP should be consistent with the Stability Program, in a legislative elections year (as in 2019) if there is change in the Government in force no one guarantees that it will be; it is not assumed as such on the DGO website for all types of documents related to the EBP (<http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Proposta+de+Or%u+State+TypeDocuments=Law+%2f+Maps+Law+%2f+Report%>).

IBP Comment

We agree with the researcher. Answer D is correct. The Stability Programme cannot be considered as a supporting document for the EBP.

7b. Based on the response to Question 7, check the box(es) to identify which expenditure classifications have estimates for a multi-year period in the Executive's Budget Proposal?

Answer:

None of the above

Source:

Comment:

Peer Reviewer

Opinion: Disagree

Suggested Answer: Economic classification

Comments: Please see comment and source to Question 7.

Government Reviewer

Opinion: Agree

Researcher Response

See Question 7 comment.

IBP Comment
We agree with the researcher.

8. Does the Executive's Budget Proposal or any supporting budget documentation present expenditure estimates for a multi-year period (at least two-years beyond the budget year) by program?

GUIDELINES:

Question 8 asks if multi-year expenditure estimates are presented by program. There is no standard definition for the term "program," and the meaning can vary from country to country. However, for the purposes of answering the questionnaire, researchers should understand the term "program" to mean any level of detail below an administrative unit, such as a ministry or department. For example, the Ministry of Health's budget could be broken down into several subgroups, such as "primary health care," "hospitals," or "administration." These subgroups should be considered programs even if they could be, but are not, broken down into smaller, more detailed units.

A note for francophone countries: "Program" level detail is sometimes referred to as le plan comptable or le plan comptable detaillé. (These data are typically coded in the financial management database, following the chart of budgetary accounts, so that they can be organized by administrative and functional classification.)

To answer "a," the Executive's Budget Proposal or its supporting documentation must present expenditures for all individual programs, accounting for all expenditures, for at least two years beyond the budget year. To answer "b," the programs shown individually in the Executive's Budget Proposal or its supporting documentation must account for at least two-thirds of all expenditures over the multi-year period. A "c" answer applies if the Executive's Budget Proposal or its supporting documentation presents multi-year estimates for programs that account for less than two-thirds of expenditures. Answer "d" applies if multi-year estimates are not presented by program.

Revenues generally are separated into two major categories: "tax" and "non-tax" revenues. Taxes are compulsory transfers that result from government exercising its sovereign power. The largest sources of tax revenue in some countries are taxes on personal and business income and taxes on goods and services, such as sales or value-added taxes. The category of non-tax revenues is more diverse, ranging from grants from international institutions and foreign governments to funds raised through the sale of government-provided goods and services. Note that some forms of revenue, such as contributions to social security funds, can be considered either a tax or non-tax revenue depending on the nature of the approach to these contributions. Particularly because different revenues have different characteristics, including who bears the burden of paying the tax and how collections are affected by economic conditions, it is helpful when estimates for revenues are disaggregated and displayed based on their sources.

For more information, please refer to the 2001 GFS manual, in particular Appendix 4 (<http://www.imf.org/external/pubs/ft/gfs/manual/pdf/app4.pdf>).

Answer:

c. Yes, multi-year estimates for programs accounting for less than two-thirds of expenditures are presented.

Source:

http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20Informativos/2019_Programas_Prop.pdf

Comment:

Multi-year estimates are provided only for "projects", which are a specific subset of programs, accounting for less than two-thirds of expenditures, in a report supporting the EBPP.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

9. Does the Executive's Budget Proposal or any supporting budget documentation present the individual sources of tax revenue (such as income tax or VAT) for the budget year?

GUIDELINES:

Question 9 assesses the degree to which the individual sources of "tax" revenue are disaggregated in the budget. The largest sources of tax revenue in some countries are taxes on personal and business income and taxes on goods and services, such as sales or value-added taxes.

To answer "a," the Executive's Budget Proposal or its supporting documentation must present all individual sources of tax revenue for the budget year, and "other" or "miscellaneous" revenue must account for three percent or less of all tax revenue. To answer "b," the Executive's Budget Proposal or its supporting documentation must present individual sources of tax revenue that when combined account for at least two-thirds of all tax revenue, but not all revenue. A "c" answer applies if the Executive's Budget Proposal or its supporting documentation presents individual sources of tax revenue that account for less than two-thirds of tax revenues. Answer "d" applies if individual sources of tax revenue are not presented.

Answer:

a. Yes, individual sources of tax revenue accounting for all tax revenue are presented.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map01-2019.pdf>

and

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map06-2019.pdf>

Comment:

Data discriminating tax revenues can be found in "Mapas orçamentais" which support the EBP, namely Map I (for taxes collected by Central Administration services), and Map VI (for those collected by special agencies: "Serviços e Fundos Autónomos").

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

10. Does the Executive's Budget Proposal or any supporting budget documentation present the individual sources of non-tax revenue (such as grants, property income, and sales of government-produced goods and services) for the budget year?

GUIDELINES:

Question 10 assesses the degree to which the individual sources of "non-tax" revenue are disaggregated in the budget. The category of non-tax revenues is diverse, and can include revenue ranging from grants from international institutions and foreign governments to funds raised through the sale of government-provided goods and services.

To answer "a," the Executive's Budget Proposal or its supporting documentation must present all individual sources of non-tax revenue for the budget year, and "other" or "miscellaneous" revenue must account for three percent or less of all non-tax revenue. To answer "b," the Executive's Budget Proposal or its supporting documentation must present individual sources of non-tax revenue that when combined account for at least two-thirds of all non-tax revenue, but not all revenue. A "c" answer applies if the Executive's Budget Proposal or its supporting documentation presents individual sources of non-tax revenue that account for less than two-thirds of non-tax revenues. Answer "d" applies if individual sources of non-tax revenue are not presented.

Answer:

a. Yes, individual sources of non-tax revenue accounting for all non-tax revenue are presented.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map01-2019.pdf>

and

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map06-2019.pdf>

and

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map10-2019.pdf>

Comment:

Data discriminating non-tax revenue can be found in "Mapas orçamentais" which support the EBP, namely Map I (for non-tax revenue collected by Central Administration services), Map VI (for those collected by special agencies: "Serviços e Fundos Autónomos"), and Map X (for Social Security).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

11. Does the Executive's Budget Proposal or any supporting budget documentation present revenue estimates by category (such as tax and non-tax) for a multi-year period (at least two-years beyond the budget year)?

GUIDELINES:

Question 11 evaluates whether revenue estimates are presented for a multi-year period (at least two years beyond the budget year) by "category;" that is, whether tax and non-tax sources of revenue are shown separately.

To answer "a," the Executive's Budget Proposal or its supporting documentation must present multi-year estimates of revenues classified by category for at least two years following the budget year in question.

Answer:

b. No, multi-year estimates of revenue are not presented by category.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

Multi-year estimates of revenue are not presented, except for the case of social security contributions, for which broad estimates are presented in the Report that supports the EBP (appendix A6).

Peer Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, multi-year estimates of revenue are presented by category.

Comments: Multi-year revenue estimates (by category) are presented in the Stability Programme, published earlier in the year (April), in the context of the European Semester process. Under EU rules, the EBP must be consistent with the Stability Programme, which is the multi-year budgetary framework.

Therefore the Stability Programme can be considered "supporting budget documentation". Source: <https://www.portugal.gov.pt/download-ficheiros/ficheiro.aspx?v=263f7f9f-7971-4726-98e1-880023dfe900> (Quadro II.2.2, p. 13; Quadro 1, Anexo 1, p.45; Tabela 2.a, Anexo 1, p.50)

Government Reviewer

Opinion: Agree

Researcher Response

The Stability Program should not be considered as a supporting document to the Executive Budget Proposal: it is not delivered/submitted at the same period; although the EBP should be consistent with the Stability Program, in a legislative elections year (as in 2019) if there is change in the Government in force no one guarantees that it will be; it is not assumed as such on the DGO website for all types of documents related to the EBP

(<http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Proposta+de+Or%u+State+TypeDocuments=Law+%2f+Maps+Law+%2f+Report%>).

IBP Comment

We agree with the researcher. Answer D is correct. The Stability Programme cannot be considered as a supporting document for the EBP.

12. Does the Executive's Budget Proposal or any supporting budget documentation present estimates for individual sources of revenue presented for a multi-year period (at least two-years beyond the budget year)?

GUIDELINES:

Question 12 evaluates whether revenue estimates for individual sources of revenue are presented for a multi-year period (at least two years beyond the budget year). The question applies to both tax and non-tax revenue.

To answer "a," the Executive's Budget Proposal or its supporting documentation must present multi-year estimates of all sources of revenue individually, accounting for all revenue, and "other" or "miscellaneous" revenue must account for three percent or less of all revenue. To answer "b," the Executive's Budget Proposal or its supporting documentation must present multi-year estimates of individual sources of revenue that when combined account for at least two-thirds of all revenue, but not all revenue. A "c" answer applies if the Executive's Budget Proposal or its supporting documentation presents multi-year estimates of individual revenue sources that account for less than two-thirds of revenue. Answer "d" applies if individual sources of revenue are not presented for a multi-year period.

Answer:

c. Yes, multi-year estimates for individual sources of revenue accounting for less than two-thirds of revenue are presented.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

Multi-year estimates for individual sources of revenue are only presented for the case of social security contributions, for which broad estimates are presented in the Report that supports the EBP (appendix A6).

Peer Reviewer

Opinion: Disagree

Suggested Answer:

b. Yes, multi-year estimates for individual sources of revenue accounting for at least two-thirds of, but not all, revenue are presented.

Comments: Multi-year estimates for individual sources of revenue accounting for all revenue are presented in the Stability Programme, published earlier in the year (April), in the context of the European Semester process. Under EU rules, the EBP must be consistent with the Stability Programme, which is the multi-year budgetary framework. Therefore the Stability Programme can be considered "supporting budget documentation". However, as Quadro II.2.2, p.13 presents a value of around 5% (above 3%) of total revenue as "Other current revenue", following the guidelines points to answer b) instead of a). Source: <https://www.portugal.gov.pt/download-ficheiros/ficheiro.aspx?v=263f7f9f-7971-4726-98e1-880023dfe900> (Quadro II.2.2, p. 13; Quadro 1, Anexo 1, p.45; Tabela 2.a, Anexo 1, p.50)

Government Reviewer

Opinion: Agree

Researcher Response

The Stability Program should not be considered as a supporting document to the Executive Budget Proposal: it is not delivered/submitted at the same period; although the EBP should be consistent with the Stability Program, in a legislative elections year (as in 2019) if there is change in the Government in force no one guarantees that it will be; it is not assumed as such on the DGO website for all types of documents related to the EBP (<http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Proposta+de+Or%u+State+TypeDocuments=Law+%2f+Maps+Law+%2f+Report%>).

IBP Comment

We agree with the researcher. Answer D is correct. The Stability Programme cannot be considered as a supporting document for the EBP.

13. Does the Executive's Budget Proposal or any supporting budget documentation present three estimates related to government borrowing and debt: the amount of net new borrowing required during the budget year; the total debt outstanding at the end of the budget year; and interest payments on the debt for the budget year?

GUIDELINES:

Question 13 asks about three key estimates related to borrowing and debt that the budget should include:

- *the amount of net new borrowing required during the budget year;*
- *the central government's total debt burden at the end of the budget year; and*
- *the interest payments on the outstanding debt for the budget year.*

Debt is the accumulated amount of money that the government borrows. The government can borrow from its citizens and banks and businesses within the country (domestic debt) or from creditors outside the country (external debt). External debt is typically owed to private commercial banks, other governments, or international financial institutions such as the World Bank and the IMF.

Net new borrowing is the additional amount of new borrowing that is required for the budget year to finance expenditures in the budget that exceed available revenues. Net new borrowing adds to the accumulated debt. It is distinct from gross borrowing, which also includes borrowing needed to repay existing debt that matured during the budget year; debt that is replaced (or rolled over) does not add to the total of accumulated debt.

Interest payments on the debt (or debt service costs) are typically made at regular intervals, and these payments must be made on a timely basis in order to avoid defaulting on the debt obligation. Interest payments are separate from the repayment of principal, which occurs only when the loan has matured and must be paid back in full.

To answer "a," the Executive's Budget Proposal or its supporting documentation must present all three estimates of borrowing and debt. For a "b" answer, the Executive's Budget Proposal or its supporting documentation must present two of those three estimates. For a "c" answer, the Executive's Budget Proposal or its supporting documentation must present one of the three estimates. Answer "d" applies no information on borrowing and debt is presented for the budget year.

Answer:

a. Yes, all three estimates related to government borrowing and debt are presented.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

The three estimates are presented (as a percentage of GDP) in the Report (page 76). Pages 245-247 enhance this information with details about debt instruments, net borrowing and gross borrowing for FY-2, FY-1 and FY.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

13b. Based on the response to Question 13, check the box(es) below to identify which estimates of government borrowing and debt are presented in the Executive's Budget Proposal:

Answer:

The amount of net new borrowing required during the budget year
The central government's total debt burden at the end of the budget year
The interest payments on outstanding debt for the budget year

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20E/Rel-2019.pdf>

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

14. "Does the Executive's Budget Proposal or any supporting budget documentation present information related to the composition of the total debt outstanding at the end of the budget year?"

(The core information must include interest rates on the debt instruments; maturity profile of the debt; and whether it is domestic or external debt.)"

GUIDELINES:

Question 14 focuses on the composition of government debt at the end of the budget year, asking whether "core" information related to its composition is presented. These core components include:

- *interest rates on the debt;*
- *maturity profile of the debt; and*
- *whether the debt is domestic or external.*

The interest rates affect the amount of interest that must be paid to creditors. The maturity profile indicates the final payment date of the loan, at which point the principal (and all remaining interest) is due to be paid; government borrowing typically includes a mix of short-term and long-term debt. As discussed in Question 13, domestic debt is held by a country's citizens, banks, and businesses, while external debt is held by foreigners. These factors related to the composition of the debt give an indication of the potential vulnerability of the country's debt position, and ultimately whether the cost of servicing the accumulated debt is affordable.

Beyond these core elements, a government may also provide additional information related to the composition of its debt, including for instance: whether interest rates are fixed or variable; whether debt is callable; the currency of the debt; a profile of the creditors (bilateral institutions, multilateral institutions, commercial banks, Central Bank, etc.); an analysis of the risk associated with the debt; and where appropriate, what the debt is being used to finance.

To answer "a," the Executive's Budget Proposal or supporting documentation must present all of the core information related to the composition of government debt at the end of the budget year as well as some additional information beyond the core elements. To answer "b," the Executive's Budget Proposal or supporting documentation must present all of the core components noted above. Answer "b" is also accepted if one of the core elements is not presented but additional information beyond the core elements is presented. A "c" answer applies if some information related to the composition of government debt is presented, but some of the core pieces of information are not included. Answer "d" applies if no information is presented on the composition of the debt outstanding at the end of the budget year.

Answer:

b. Yes, the core information is presented for the composition of the total debt outstanding.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20E/Rel-2019.pdf>

and

https://www.igcp.pt/fotos/editor2/2018/Boletim_Mensal/10_BM_out.pdf

Comment:

The composition of debt is roughly presented in the EBP Report (page 249).

Although the fact that, in practice, none of the "core" information is presented, it should be noted that this information is made available in a timely fashion regularly by the government agency responsible for debt management (<http://www.igcp.pt>). Namely, at around the same time the EBP is released, IGCP published another edition of their monthly bulletin which includes the core information mentioned here, and some additional information.

One can argue that these core elements are not, in fact, incorporated in the EBP documentation, but published by IGCP. [A recommendation to the government should be issued, indicating that, if including all the information made available by IGCP in the EBP report is not feasible, an explicit reference (including a 'clickable' URL) should be included in the budget.] However, IGCP is an official agency, its website is open and freely accessible to the public. We consider then that for these reasons, and considering the breadth and depth of the information provided, to answer c) here would be excessively taxing. For the sake of consistency we are maintaining b) option here (similar to the previous OBS survey), even though we recognize that in the budget documents themselves there should be an explicit reference to this website and/or how the reader may access it (apart from the reference to IGCP as a data source).

Peer Reviewer

Opinion: Agree

Comments: Information regarding most core elements and several additional elements for FY2019 is provided on pages 206-208, 212 and 245-248 of the EBP, namely regarding maturities, euro vs non euro denominated debt, official vs private holders of public debt, implicit interest rate (p.212) and management of the debt regarding budgetary risks. The argument by the researcher that the information is provided by the debt agency seems to me flawed. Although the information provided by the debt agency is very complete, it is mostly retrospective, it does not refer (at the time of the EBP) to the FY under consideration (2019, in this case) as required in this question.

Government Reviewer

Opinion: Agree

14b. Based on the response to Question 14, check the box(es) to identify which elements of the composition of the total debt outstanding are presented in the Executive's Budget Proposal:

Answer:

Interest rates on the debt

Maturity profile of the debt

Whether the debt is domestic or external

Information beyond the core elements (please specify)

Source:

Comment:

Peer Reviewer

Opinion: Disagree

Suggested Answer: Interest rates on the debt Maturity profile of the debt Information beyond the core elements (please specify): euro vs non euro denominated debt, official vs private holders of public debt, and management of the debt regarding budgetary risks.

Comments: Regarding FY2019, this information is provided on pages 206-208, 212 and 245-248 of the EBP. Source: <http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20E/Rel-2019.pdf>

Government Reviewer

Opinion: Agree

Researcher Response

Included "Information beyond the core elements (please specify)" answer, according to the peer review, since there is some information regarding "euro vs non euro denominated debt, official vs private holders of public debt, and management of the debt regarding budgetary risks".

IBP Comment

Changes approved.

15. "Does the Executive's Budget Proposal or any supporting budget documentation present information on the macroeconomic forecast upon which the budget projections are based?"

(The core information must include a discussion of the economic outlook with estimates of nominal GDP level, inflation rate, real GDP growth, and interest rates.)"

GUIDELINES:

Question 15 focuses on the macroeconomic forecast that underlies the budget's revenue and expenditure estimates, asking whether "core" information related to the economic assumptions is presented. These core components include a discussion of the economic outlook as well as estimates of the following:

- nominal GDP level;
- inflation rate;
- real GDP growth; and
- interest rates.

While the core macroeconomic information should be a standard feature of the Executive's Budget Proposal, the importance of some types of macroeconomic assumptions may vary from country to country. For example, the budget estimates of some countries are particularly affected by changes in the price of oil and other commodities.

Beyond these core elements, some governments also provide additional information related to the economic outlook, including for instance: short and long-term interest rates; rate of employment and unemployment; GDP deflator; price of oil and other commodities; current account; exchange rate; and composition of GDP growth.

To answer "a," the Executive's Budget Proposal or supporting documentation must present all of the core information related to the macroeconomic forecast as well as some additional information beyond the core elements. To answer "b," the Executive's Budget Proposal or supporting documentation must present all of the core components noted above. Answer "b" is also accepted if one of the core elements is not presented but additional information beyond the core elements is presented. A "c" answer applies if some information related to the macroeconomic forecast is presented, but some of the core pieces of information are not included. Answer "d" applies if no information on the macroeconomic forecast is presented.

Answer:

a. Yes, information beyond the core elements is presented for the macroeconomic forecast.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

The macroeconomic scenario, as well as the main assumptions underlying it, is extensively discussed in the Budget Report that supports the EBP, throughout section II.3.

The core elements are presented in page 63 (nominal and real growth, inflation) and page 60 (market interest rate). Additional information is also presented, such as oil price forecasts, export market growth, etc. A valuable narrative discussion is also provided.

The macroeconomic scenario and assumptions presented by the Government are also scrutinized and discussed by the Portuguese Public Finance Council in appendix A8,

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

15b. Based on the response to Question 15, check the box(es) to identify which elements of the macroeconomic forecast are included in the Executive's Budget Proposal:

Answer:

Nominal GDP level
Inflation rate

Real GDP growth
Interest rates
Information beyond the core elements (please specify)

Source:
<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20E/Rel-2019.pdf>

Comment:
Oil price, EUR/USD exchange rate, export market growth, unemployment, etc.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

16. "Does the Executive's Budget Proposal or any supporting budget documentation show the impact of different macroeconomic assumptions (i.e., sensitivity analysis) on the budget?"

(The core information must include estimates of the impact on expenditures, revenue, and debt of different assumptions for the inflation rate, real GDP growth, and interest rates.)"

GUIDELINES:

Question 16 focuses on the issue of whether the Executive's Budget Proposal shows how different macroeconomic assumptions affect the budget estimates (known as a "sensitivity analysis"). It asks whether "core" information related to a sensitivity analysis is presented, estimating the impact on expenditures, revenue, and debt of different assumptions for:

- *inflation rate;*
- *real GDP growth; and*
- *interest rates.*

A sensitivity analysis shows the effect on the budget of possible changes in some macroeconomic assumptions, and is important for understanding the impact of the economy on the budget; for instance, what would happen to revenue collections if GDP growth were slower than what is assumed in the budget proposal? Or what would happen to expenditure if inflation were higher than estimated? Or how will revenue be affected by a decrease in the price of oil?

As noted for Question 15, changes in certain macroeconomic assumptions, such as the price of oil and other commodities, can have a significant impact on the budget estimates. As a result, some sensitivity analyses may also examine the impact on the budget estimates of changes in assumptions such as the price of oil that are beyond the core elements of the inflation rate, real GDP growth, and interest rates.

To answer "a," the Executive's Budget Proposal or supporting documentation must present all of the core information related to a "sensitivity analysis" as well as some additional information beyond the core elements. To answer "b," the Executive's Budget Proposal or supporting documentation must present all of the core components noted above. Answer "b" is also accepted if one of the core elements is not presented but additional information beyond the core elements is presented. A "c" answer applies if some information related to a "sensitivity analysis" is presented, but some of the core pieces of information are not included. Answer "d" applies if no information on "sensitivity analysis" is presented.

Answer:
b. Yes, the core information is presented to show the impact of different macroeconomic assumptions on the budget.

Source:
<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20E/Rel-2019.pdf>

Comment:
In section II.3.3 of the Budget Report, an extensive analysis of the macroeconomic assumptions is performed, including both a general narrative discussion and then specific comment on sensitivity analyses of the risks pertaining to external variable changes.

Despite the fact that a sensitivity analysis was performed for the impact of shocks in only three variables (oil prices, external demand and interest rates), and that the analysis considers only the impact on the budget balance (without splitting the impact on revenue and expenditure) and on public debt, other elements - which might be as important for Portugal - are covered. Section V.4.2 presents sensitivity analysis for the impact of interest rates and nominal GDP growth on debt.

In light of these events, and although no sensitivity analyses are presented for neither inflation nor real GDP growth (only nominal GDP and on debt), we agree that this is not very important in the current environment of very low inflation in Eurozone countries (including Portugal), and so we agree on continuing to answer b).

Peer Reviewer

Opinion: Agree

Comments: Pages 206-208 and 212-213 of the EBP present further sensitivity analysis of interest expenditures and public debt to shocks in the interest rate, nominal GDP growth and other risks. This is particularly relevant in view of the very high level of interest payments and public debt in Portugal.

Government Reviewer

Opinion: Agree

17. Does the Executive's Budget Proposal or any supporting budget documentation present information for at least the budget year that shows how new policy proposals, as distinct from existing policies, affect expenditures?

GUIDELINES:

Questions 17 and 18 ask about new policy proposals in the budget. In any given year, most of the expenditures and revenues in the budget reflect the continuation of existing policies. However, much of the attention during the budget debate is focused on new proposals – whether they call for eliminating an existing program, introducing a new one, or changing an existing program at the margins. Typically, these new proposals are accompanied by an increase, a decrease, or a shift in expenditures or revenues. Because these changes may have different impacts on people's lives, the budget proposal should present sufficient detail about new policies and their budgetary impact.

Question 17 asks about new expenditure policies, and Question 18 asks about new revenue policies. To answer "a," the Executive's Budget Proposal or supporting documentation must present both estimates of how all new policy proposals affect expenditures (for Question 17) or revenues (for Question 18) and a narrative discussion of the impact of these new policies. To answer "b" for either question, the Executive's Budget Proposal or supporting documentation must present estimates that show the impact of all new policy proposals, but no narrative discussion is included. A "c" response applies if the presentation includes only a narrative discussion, or if it includes estimates that show the impact of only some, but not all, policy proposals (regardless of whether it also includes a narrative discussion). Answer "d" applies if no information is presented on the impact of new policy proposals.

Answer:

a. Yes, estimates that show how all new policy proposals affect expenditures are presented, along with a narrative discussion.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

In the Budget Report the impact of new policies are disclosed in section III.2. A narrative discussion is, in fact, included for each broad line of policies in sections I.1, I.2 and I.3 (although we find lacking the explanation of the impact of new policy measures on the overall economy, and we are quite critical of the explanation of the rationale for each policy and justification for the concrete measures).

Peer Reviewer

Opinion: Agree

Comments: In addition to the EBP proper, the opinions and discussions by the Portuguese Public Finance Council regarding the likelihood of the estimated impact of new measures in comparison with policy invariant scenarios - which are publicly available shortly after the delivery of the EBP and, thus, in time to contribute to its parliamentary and public discussion - are very useful. Source: https://www.cfp.pt/uploads/publicacoes_ficheiros/en-cfp-rel-13-oe2019.pdf

Government Reviewer

Opinion: Agree

18. Does the Executive's Budget Proposal or any supporting budget documentation present information for at least the budget year that shows how new policy proposals, as distinct from existing policies, affect revenues?

GUIDELINES:

Questions 17 and 18 ask about new policy proposals in the budget. In any given year, most of the expenditures and revenues in the budget reflect the continuation of existing policies. However, much of the attention during the budget debate is focused on new proposals – whether they call for eliminating an existing program, introducing a new one, or changing an existing program at the margins. Typically, these new proposals are accompanied by an increase, a decrease, or a shift in expenditures or revenues. Because these changes may have different impacts on people's lives, the budget proposal should present sufficient detail about new policies and their budgetary impact.

Question 17 asks about new expenditure policies, and Question 18 asks about new revenue policies. To answer "a," the Executive's Budget Proposal or supporting documentation must present both estimates of how all new policy proposals affect expenditures (for Question 17) or revenues (for Question 18) and a narrative discussion of the impact of these new policies. To answer "b" for either question, the Executive's Budget Proposal or supporting documentation must present estimates that show the impact of all new policy proposals, but no narrative discussion is included. A "c" response applies if the presentation includes only a

narrative discussion, or if it includes estimates that show the impact of only some, but not all, policy proposals (regardless of whether it also includes a narrative discussion). Answer "d" applies if no information is presented on the impact of new policy proposals.

Prior-year information constitutes an important benchmark for assessing the proposals for the upcoming budget year. Estimates of prior years should be presented in the same formats (in terms of classification) as the budget year to ensure that year-to-year comparisons are meaningful. For example, if the budget proposes shifting responsibility for a particular program from one administrative unit to another – such as shifting responsibility for the training of nurses from the health department to the education department – the prior-year figures must be adjusted before year-to-year comparisons of administrative budgets can be made.

Typically, when the budget proposal is submitted, the year prior to the budget year (BY-1), also known as the current year, has not ended, so the executive will provide estimates of the anticipated outcome for BY-1. The soundness of these estimates is directly related to the degree to which they have been updated to reflect actual expenditures to date, legislative changes that have occurred, and anticipated changes in macroeconomic, caseload, and other relevant factors for the remainder of the year.

The first year that can reflect actual outcomes, therefore, is generally two years before the budget year (BY-2). Thus the OECD recommends that data covering at least two years before the budget year (along with two years of projections beyond the budget year) are provided in order to assess fully the trends in the budget.

Answer:

a. Yes, estimates that show how all new policy proposals affect revenues are presented, along with a narrative discussion.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

In the Budget Report the impact of new policies are disclosed in section III.2. A narrative discussion is, in fact, included for each broad line of policies in sections I.1, I.2 and I.3 (although we find lacking the explanation of the impact of new policy measures on the overall economy, and we are quite critical of the explanation of the rationale for each policy and justification for the concrete measures).

Peer Reviewer

Opinion: Agree

Comments: In addition to the EBP proper, the opinions and discussions by the Portuguese Public Finance Council regarding the likelihood of the estimated impact of new measures in comparison with policy invariant scenarios - which are publicly available shortly after the delivery of the EBP and, thus, in time to contribute to its parliamentary and public discussion - are very useful. Source: https://www.cfp.pt/uploads/publicacoes_ficheiros/en-cfp-rel-13-oe2019.pdf

Government Reviewer

Opinion: Agree

19. Does the Executive's Budget Proposal or any supporting budget documentation present expenditures for the year preceding the budget year (BY-1) by any of the three expenditure classifications (by administrative, economic, or functional classification)?

GUIDELINES:

Question 19 asks if expenditure estimates for the year prior to the budget year (BY-1) are presented by one of the three expenditure classifications – by administrative, economic, and functional classifications. Each of the classifications answers a different question: administrative unit indicates who spends the money; functional classification shows for what purpose is the money spent; and economic classification displays what the money is spent on. (See Questions 1-5 above.)

To answer "a," the Executive's Budget Proposal or its supporting documentation must present expenditure estimates for BY-1 by all three of the expenditure classifications. To answer "b," expenditure estimates for BY-1 must be presented by two of these three classifications. A "c" answer applies if expenditure estimates for BY-1 are presented by one of the three classifications. Answer "d" applies if expenditure estimates for BY-1 are not presented by any of the three classifications.

Answer:

c. Yes, expenditure estimates for BY-1 are presented by only one of the three expenditure classifications.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

In the Budget Report, expenditure estimates are presented by economic classification (for example table VI.1.1, page 215) and by program (throughout section IV), but not by neither functional nor administrative classification.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

20. Does the Executive's Budget Proposal or any supporting budget documentation present expenditures for individual programs for the year preceding the budget year (BY-1)?

GUIDELINES:

Question 20 asks if expenditure estimates for the year before the budget year (BY-1) are presented by program. There is no standard definition for the term "program," and the meaning can vary from country to country. However, for the purposes of answering the questionnaire, researchers should understand the term "program" to mean any level of detail below an administrative unit, such as a ministry or department. For example, the Ministry of Health's budget could be broken down into several subgroups, such as "primary health care," "hospitals," or "administration." These subgroups should be considered programs even if they could be, but are not, broken down into smaller, more detailed units.

A note for francophone countries: "Program" level detail is sometimes referred to as le plan comptable or le plan comptable detaillé. (These data are typically coded in the financial management database, following the chart of budgetary accounts, so that they can be organized by administrative and functional classification.)

To answer "a," the Executive's Budget Proposal or its supporting documentation must present expenditures for all individual programs, accounting for all expenditures, for BY-1. To answer "b," the programs shown individually in the Executive's Budget Proposal or its supporting documentation must account for at least two-thirds of all expenditures for BY-1. A "c" answer applies if the Executive's Budget Proposal or its supporting documentation presents programs that account for only less than two-thirds of expenditures. Answer "d" applies if expenditures are not presented by program.

Answer:

a. Yes, programs accounting for all expenditures are presented for BY-1.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

In the Budget Report, expenditure estimates for individual programs for the year preceding the budget year (BY-1) are presented throughout section IV.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

21. In the Executive's Budget Proposal or any supporting budget documentation, have expenditure estimates of the year prior to the budget year (BY-1) been updated from the original enacted levels to reflect actual expenditures?

GUIDELINES:

Question 21 asks whether the expenditure estimates for the year before the budget year (BY-1) have been updated from the original enacted levels. Updates can reflect actual experience to date; revised estimates due to shifting of funds by the executive, as permitted under the law; enactment of supplemental budgets; and revised assumptions regarding macroeconomic conditions, caseload, and other relevant factors for the remainder of the year.

Answer "a" applies if the estimates have been updated; answer "b" applies if the original estimates are still being used.

Answer:

a. Yes, expenditure estimates for BY-1 have been updated from the original enacted levels.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

The expenditure estimates are updated taking into consideration the budgetary outturns information available at the time the EBP is drafted (up to September). In this sense, the values presented for 2018 refer to execution estimates.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

22. Does the Executive's Budget Proposal or any supporting budget documentation present estimates of expenditure for more than one year prior to the budget year (that is, BY-2 and prior years) by any of the three expenditure classifications (by administrative, economic, or functional classification)?

GUIDELINES:

Question 22 asks if expenditure estimates for more than one year prior to the budget year (BY-2 and prior years) are presented by any of the three expenditure classifications – by administrative, economic, and functional classifications. Each of the classifications answers a different question: administrative unit indicates who spends the money; functional classification shows for what purpose is the money spent; and economic classification displays what the money is spent on. (See Questions 1-5 above.)

To answer "a," the Executive's Budget Proposal or its supporting documentation must present expenditure estimates for BY-2 and prior years by all three of the expenditure classifications. To answer "b," expenditure estimates for BY-2 and prior years must be presented by two of these three classifications. A "c" answer applies if expenditure estimates for BY-2 and prior years are presented by one of the three classifications. Answer "d" applies if expenditure estimates for BY-2 and prior years are not presented by any of the three classifications

Answer:

c. Yes, expenditure estimates for BY-2 and prior years are presented by only one of the three expenditure classifications.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20E/Rel-2019.pdf>

Comment:

In the Budget Report, expenditure estimates for 2017 (BY-2) are presented by economic classification (for example table VI.1.1, page 215), but not by neither functional nor administrative classification.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

22b. Based on the response to Question 22, check the box(es) to identify which expenditure classifications have estimates for more than one year prior to the budget year in the Executive Budget Proposal:

Answer:

Economic classification

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20E/Rel-2019.pdf>

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

23. Does the Executive's Budget Proposal or any supporting budget documentation present expenditures for individual programs for more than one year preceding the budget year (that is, BY-2 and prior years)?

GUIDELINES:

Question 23 asks if expenditure estimates for more than one year before the budget year (BY-2 and prior years) are presented by program. There is no standard definition for the term "program," and the meaning can vary from country to country. However, for the purposes of answering the questionnaire, researchers should understand the term "program" to mean any level of detail below an administrative unit, such as a ministry or department. For example, the Ministry of Health's budget could be broken down into several subgroups, such as "primary health care," "hospitals," or "administration." These subgroups should be considered programs even if they could be, but are not, broken down into smaller, more detailed units.

A note for francophone countries: "Program" level detail is sometimes referred to as *le plan comptable* or *le plan comptable detaillé*. (These data are typically coded in the financial management database, following the chart of budgetary accounts, so that they can be organized by administrative and functional classification.)

To answer "a," the Executive's Budget Proposal or its supporting documentation must present expenditures for all individual programs, accounting for all expenditures, for BY-2 and prior years. To answer "b," the programs shown individually in the Executive's Budget Proposal or its supporting documentation must account for at least two-thirds of all expenditures for BY-2 and prior years. A "c" answer applies if the Executive's Budget Proposal or its supporting documentation presents programs that account for only less than two-thirds of expenditures. Answer "d" applies if expenditures are not presented by program.

Answer:

d. No, expenditures are not presented by program for BY-2 and prior years.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

In the Budget Report, expenditure for individual programs are presented throughout section IV, but only for 2018 (BY-1).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

24. In the Executive's Budget Proposal or any supporting budget documentation, what is the most recent year presented for which all expenditures reflect actual outcomes?

GUIDELINES:

Question 24 asks for which year the actual outcomes for expenditures are shown. In most cases, the most recent year for which budget data on actual outcomes are available will be BY-2, as BY-1 is generally not yet finished when the budget proposal is drafted. So a government that has updated all its expenditure data for BY-2 to reflect what actually occurred, as opposed to estimating the outcome for that year, shows good public financial management practice.

For an "a" answer, a country must meet the good practice of having the figures for BY-2 reflect actual outcomes.

Answer:

a. Two years prior to the budget year (BY-2).

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

See, for example, table VI.1.1 (page 215). Values for 2017 (BY-2) are actual outcomes ("CGE" means Conta Geral do Estado i.e. year-end report).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

25. Does the Executive's Budget Proposal or any supporting budget documentation present revenue by category (such as tax and non-tax) for the year preceding the budget year (BY-1)?

GUIDELINES:

Questions 25 through 30 cover the same topics about prior-year information as the previous six questions, only they ask about information provided for revenues rather than expenditures.

Answer:

a. Yes, revenue estimates for BY-1 are presented by category.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

See, for example, table VI.1.1 (page 215).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

26. Does the Executive's Budget Proposal or any supporting budget documentation present individual sources of revenue for the year preceding the budget year (BY-1)?

GUIDELINES:

Questions 25 through 30 cover the same topics about prior-year information as the previous six questions, only they ask about information provided for revenues rather than expenditures.

Answer:

a. Yes, individual sources of revenue accounting for all revenue are presented for BY-1.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

Table VI.1.3 (page 217) refers to revenue categories for central administration services. Here, taxes are only divided into "direct" and "indirect", however, table VI.1.4 (page 218) individually identifies revenues for each tax collected by these services.

Table VI.1.11 (page 229) has the information for the local administration, table VI.1.13 (page 230) for the regional administration, and table VI.1.16 (page 234) reports revenues and expenditures for social security and, more precisely, it details its different sources of revenue (contributions and transfers by source).

This is an improvement compared to 2017, when individual sources of revenue were shown only for revenues collected by the State (i.e. excluding extra-budgetary units, the "Serviços e Fundos Autónomos"), which is only a part of the central government sector - although accounting for nearly all of total tax revenues. In 2019 the EBP contains consolidated information on individual sources of revenue for both the State and extra-budgetary units.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

27. In the Executive's Budget Proposal or any supporting budget documentation, have the original estimates of revenue for the year prior to the budget year (BY-1) been updated to reflect actual revenue collections?

GUIDELINES:

Questions 25 through 30 cover the same topics about prior-year information as the previous six questions, only they ask about information provided for revenues rather than expenditures.

Answer:

a. Yes, revenue estimates for BY-1 have been updated from the original enacted levels.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

The revenue estimates are updated taking into consideration the budgetary outturns information available at the time the EBP is drafted (up to September). In this sense, the values presented for 2018 refer to execution estimates.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

28. Does the Executive's Budget Proposal or any supporting budget documentation present revenue estimates by category (such as tax and non-tax) for more than one year prior to the budget year (that is, BY-2 and prior years)?

GUIDELINES:

Questions 25 through 30 cover the same topics about prior-year information as the previous six questions, only they ask about information provided for revenues rather than expenditures.

Answer:

a. Yes, revenue estimates for BY-2 and prior years are presented by category.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

In the Budget Report, revenue estimates for 2017 (BY-2) are presented by category (for example table VI.1.1, page 215).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

29. Does the Executive's Budget Proposal or any supporting budget documentation present individual sources of revenue for more than one year prior to the budget year (that is, BY-2 and prior years)?

GUIDELINES:

Questions 25 through 30 cover the same topics about prior-year information as the previous six questions, only they ask about information provided for revenues rather than expenditures.

Answer:

c. Yes, individual sources of revenue accounting for less than two-thirds of all revenues are presented for BY-2 and prior years.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

Table VI.1.3 (page 217) has information for 2017 (BY-2), but here the information refers only to revenue categories for central administration services, taxes are only divided into "direct" and "indirect".

Data on individual sources of revenue for 2017 (BY-2) is only presented for Regional and Local governments (tables VI.1.11 (page 229) and VI.1.13 (page 230)), representing less than two-thirds of all revenues.

In 2017, the answer to this question was incorrectly given as B.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, individual sources of revenue accounting for all revenue are presented for BY-2 and prior years.

Comments: Table VI.1.1 (p. 215) presents sources of revenue for all revenue for FY2017, ie, BY-2.

Government Reviewer

Opinion: Agree

Researcher Response

If by "individual sources of revenue" it is required information separated only by "direct taxes" and "indirect taxes", then the answer should be indeed changed to a), because, as previously stated in the comments and by the peer review, tables on pages 215 and 217 of the EBP have this information. However, if the goal here (which we think it is) is to have information separated by the different types and sources of taxes, for example PIT, CIT, VAT, etc., then this information only exists at the Regional and Local Administration level, which represents less than 2/3 of revenues. In this case, the answer should not be changed.

IBP Comment

We confirm the researcher's assessment. Individual sources of revenue are more detailed than the categories included in the table indicated by the peer reviewer. They should provide a breakdown of various "direct taxes" and "indirect taxes", for example.

30. In the Executive's Budget Proposal or any supporting budget documentation, what is the most recent year presented for which all revenues reflect actual outcomes?

GUIDELINES:

Questions 25 through 30 cover the same topics about prior-year information as the previous six questions, only they ask about information provided for revenues rather than expenditures.

Answer:

a. Two years prior to the budget year (BY-2).

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Orçamento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

See, for example, table VI.1.1 (page 215). Values for 2017 (BY-2) are actual outcomes ("CGE" means Conta Geral do Estado i.e. year-end report).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

31. "Does the Executive's Budget Proposal or any supporting budget documentation present information on government borrowing and debt, including its composition, for the year preceding the budget year (BY-1)?

(The core information must include the total debt outstanding at the end of BY-1; the amount of net new borrowing required during BY-1; interest payments on the debt; interest rates on the debt instruments; maturity profile of the debt; and whether it is domestic or external debt.)"

GUIDELINES:

Question 31 focuses on prior-year debt information, rather than on prior-year expenditures or revenues, asking whether "core" information is provided on government borrowing and debt, including its composition, for the year preceding the budget year (BY-1).

The "core" information includes:

- total debt outstanding at the end of BY-1;
- amount of net new borrowing required during BY-1;
- interest payments on the debt;
- interest rates on the debt instruments;
- maturity profile of the debt; and
- whether it is domestic or external debt.

This core information for BY-1 is consistent with the budget year information for borrowing and debt, which is examined in Questions 13 and 14.

In addition, some governments provide information beyond the core elements, such as gross new borrowing required during BY-1; currency of the debt; whether the debt carries a fixed or variable interest rate; whether it is callable; a profile of the creditors (bilateral institutions, multilateral institutions, commercial banks, Central Bank, etc.); where appropriate, what the debt is being used to finance.

To answer "a," the Executive's Budget Proposal or supporting documentation must present all of the core information related to government borrowing and debt, including its composition, for BY-1 as well as some additional information beyond the core elements. To answer "b," the Executive's Budget Proposal or supporting documentation must present all of the core components noted above. Answer "b" is also accepted if one of the core elements is not presented but additional information beyond the core elements is presented. A "c" answer applies if some information related to government borrowing and debt, including its composition, but some of the core pieces of information are not included. Answer "d" applies if no information is presented on government borrowing and debt for BY-1.

Answer:

b. Yes, the core information is presented for government debt.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

and

https://www.igcp.pt/fotos/editor2/2018/Boletim_Mensal/10_BM_out.pdf

Comment:

See further details on question 14. The information provided in the same places as for that question includes information for 2017 (BY-1).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

32. In the Executive's Budget Proposal or any supporting budget documentation, what is the most recent year presented for which the debt figures reflect actual outcomes?

GUIDELINES:

Question 32 asks for which year the actual outcome for debt is shown. In most cases, the most recent year for which budget data on actual outcomes are available will be BY-2, as BY-1 is generally not yet finished when the budget proposal is drafted. So a government that has updated its debt data for BY-2 to reflect what actually occurred, as opposed to estimating the outcome for that year, shows good public financial management practice.

For an "a" answer, a country must meet the good practice of having the figures for BY-2 reflect actual outcomes.

It is essential that all government activities that may have an impact on the budget – in the current budget year or in future budget years – be fully disclosed to the legislature and the public in budget documents. In some countries, for instance, entities outside central government (such as public corporations) undertake fiscal activities that could affect current and future budgets. Similarly, activities that can have a significant impact on the budget, such as payment arrears and contingent liabilities, sometimes are not properly captured by the regular presentations of expenditure, revenue, and debt.

Answer:

a. Two years prior to the budget year (BY-2).

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

and

https://www.igcp.pt/fotos/editor2/2018/Boletim_Mensal/10_BM_out.pdf

Comment:

See further details on question 14. Values for 2017 (BY-2) are actual outcomes.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

33. "Does the Executive's Budget Proposal or any supporting budget documentation present information on extra-budgetary funds for at least the budget year?

(The core information must include a statement of purpose or policy rationale for the extra-budgetary fund; and complete income, expenditure, and financing data on a gross basis.)"

GUIDELINES:

Question 33 focuses on extra-budgetary funds, asking whether "core" information related to these funds, which exist outside the budget, are presented. These core components include:

- *a statement of purpose or policy rationale for the extra-budgetary fund (i.e., why was a particular fund set up? what is it used for?); and*
- *estimates of its income, expenditure, and financing. (These estimates should be presented on a gross basis so that it is possible to tell how much money flows through each extra-budgetary fund.)*

In most countries, governments engage in certain budgetary activities that are not included in the central government's budget. Known as extra-budgetary funds, they can range in size and scope. For example, countries frequently set up pension and social security programs as extra-budgetary funds, where the revenues collected and the benefits paid are recorded in a separate fund outside the budget. Another example of an extra-budgetary fund can be found in countries dependent on hydrocarbon/mineral resources, where revenues from producing and selling those resources are channeled through systems outside the annual budget.

In some cases, the separation engendered by an extra-budgetary fund serves a legitimate political purpose, and the finances and activities of these funds are well documented. In other cases, however, this structure is used for obfuscation, and little or nothing is known about a fund's finances and activities.

The availability of information related to extra-budgetary funds is essential for a comprehensive understanding of the government's true fiscal position. In addition to the core information, other information about extra-budgetary funds is also desirable. Such information includes a discussion of the risks associated with the extra-budgetary fund; expenditures classified by economic, functional, or administrative unit; and the rules and procedures that govern the operations and management of the extra-budgetary fund.

For more information about extra-budgetary funds, see the Guide to Transparency in Public Finances: Looking Beyond the Core Budget (<http://internationalbudget.org/wp-content/uploads/Looking-Beyond-the-Budget.pdf>) and Principle 2.1.1 of the IMF's Fiscal Transparency Handbook (2018) (<https://www.elibrary.imf.org/view/IMF069/24788-9781484331859/24788-9781484331859/24788-9781484331859.xml>).

To answer "a," the Executive's Budget Proposal or supporting documentation must present all of the core information related to extra-budgetary funds as well as some additional information beyond the core elements. A "b" answer applies if the Executive's Budget Proposal or supporting documentation presents all of the core information. Answer "b" is also accepted if one of the core elements is not presented but additional information beyond the core elements is presented. A "c" answer applies if some information related to extra-budgetary funds is presented, but some of the core pieces of information are not included. Answer "d" applies if no information is presented on extra-budgetary funds.

Answer:

a. Yes, information beyond the core elements is presented for all extra-budgetary funds.

Source:

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20E/Rel-2019.pdf>

and

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map05-2019.pdf>

and

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map06-2019.pdf>

and

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map07-2019.pdf>

and

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map08-2019.pdf>

and

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map09-2019.pdf>

and

[http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?](http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Proposta+de+Or%u00e7amento+do+Estado&TipoDocumentos=Desenvolvimentos+Or%u00e7amentais+(SFA))

[Ano=2019&TipoOE=Proposta+de+Or%u00e7amento+do+Estado&TipoDocumentos=Desenvolvimentos+Or%u00e7amentais+\(SFA\)](http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Proposta+de+Or%u00e7amento+do+Estado&TipoDocumentos=Desenvolvimentos+Or%u00e7amentais+(SFA))

Comment:

Extra-budgetary funds are widely used in Portugal and they are all within the central government sector (in the public agencies with management and budget autonomy, non-market public enterprises, and public foundations).

Revenues and expenditures for these agencies are discriminated in Maps V to IX, by economic, functional and administrative classification. In addition, in the "Desenvolvimentos Orçamentais" supporting documents, full budgets submitted by each of these entities are disclosed.

Individual statements of purpose are not included for every single entity. However the discussion in the EBP report widely discusses their activities, in most cases as part of regular government policy discussion (these agencies are for the most part mere extensions of the administration), in other cases with specific discussions such as for public enterprises. From our perspective it would hardly make sense (for the budget documentation) to individually explain why each of the public universities is necessary. For these reasons, and given the sheer amount of these entities, we consider this to merit answer a).

The Social Security sector also meets the extra-budgetary fund definition and in this case the discussion in the EBP report (appendix A6) is even wider, with a full narrative report, sustainability long-term projections, balance sheet and income statement produced apart from the budget.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

34. Does the Executive's Budget Proposal or any supporting budget documentation present central government finances (both budgetary and extra-budgetary) on a consolidated basis for at least the budget year?

GUIDELINES:

Question 34 asks whether the Executive's Budget Proposal or supporting documents present the finances of the central government on a consolidated basis, showing both its budgetary and extra-budgetary activities. Virtually all of the questions in the OBS questionnaire focus on budgetary central government – the activities of the ministries, departments, or agencies of central government. In addition, Question 33 asks about extra-budgetary funds, such as social security funds that are not included in the budget.

Coverage is an important aspect of fiscal reporting. Budget documents should cover the full scope of government's financial activity. In many countries, extra-budgetary activities are substantial, and can represent a sizable share of the central government's activities. To get a full picture of the central government's finances, therefore, it is necessary to examine both activities that are included in the budget and those that are extra-budgetary. This question asks whether such a consolidated presentation of central government finances is provided.

The central government is only one component of the overall public sector. The public sector also includes other levels of government, such as state and local government, and public corporations. (See Box 2.1 under Principle 1.1.1 of the IMF's Fiscal Transparency Handbook (2018): <https://www.elibrary.imf.org/view/IMF069/24788-9781484331859/24788-9781484331859/24788-9781484331859.xml> For the purpose of answering this question, please consider only the central government level.

In order to answer "a," the Executive's Budget Proposal or supporting documentation must present central government finances (both budgetary and extra-budgetary) on a consolidated basis for at least the budget year.

Answer:

a. Yes, central government finances are presented on a consolidated basis.

Source:

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

All tables and indicators in the EBP report which refer to the central government sector include all "Serviços e Fundos Autónomos" i.e. extra-budgetary units (e.g. table VI.1.7, page 224).

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

35. Does the Executive's Budget Proposal or any supporting budget documentation present estimates of intergovernmental transfers for at least the budget year?

GUIDELINES:

Question 35 asks about intergovernmental transfers. In many cases, the central government supports the provision of a good or service by a lower level of government through an intergovernmental transfer of funds. This is necessary because, independent from the level of administrative decentralization that exists in a given country, the capacity for revenue collection of a local government is unlikely to be sufficient to pay for all its expenses. However, because the activity is not being undertaken by an administrative unit of the central government, it is unlikely to receive the same level of review in the budget. Thus it is important to include in the budget proposal a statement that explicitly indicates the amount and purposes of these transfers.

To answer "a," the Executive's Budget Proposal or supporting documentation must present for at least the budget year both estimates covering all intergovernmental transfers and a narrative discussing these transfers. If a narrative discussion is not included, but estimates for all intergovernmental transfers are presented, then a "b" answer is appropriate. A "c" response applies if the presentation includes estimates covering only some, but not all, intergovernmental transfers (regardless of whether it also includes a narrative discussion). Answer "d" applies if no estimates of intergovernmental transfers are presented.

Answer:

a. Yes, estimates of all intergovernmental transfers are presented, along with a narrative discussion.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map18-2019.pdf>

and

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map19-2019.pdf>

and

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map20-2019.pdf>

Comment:

Intergovernmental transfers are defined by law. Transfer amounts for the budget year can be found in the Maps supporting the EBP: Map XVIII for regional government transfers, Map XIX (for municipalities), and Map XX (for civil parishes).

There is some narrative discussion in the Budget Report in Section VI.1.2 (page 231).

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

36. Does the Executive's Budget Proposal or any supporting budget documentation present alternative displays of expenditures (such as by gender, by age, by income, or by region) to illustrate the financial impact of policies on different groups of citizens, for at least the budget year?

GUIDELINES:

Question 36 asks about "alternative displays" of expenditures that highlight the financial impact of policies on different groups of citizens. As discussed above, expenditures are typically presented by at least one of three classifications – administrative, functional, and economic classifications (see Questions 1-5) – and by individual program (Question 6). In addition, governments can provide alternative displays to emphasize different aspects of expenditure policies and to show who benefits from these expenditures.

For the purpose of answering this question, the alternative presentation must differ from the presentations (such as administrative, functional, or economic classifications or presentation by program) used to answer other questions. The alternative display can cover all expenditures or only a portion of expenditures. For instance, it can show how all expenditures are distributed according to geographic region or it can show how selected expenditures (such as the health budget or the agriculture budget) are distributed to different regions. But such a geographic display must be something different than the presentation of intergovernmental transfers used to answer question 35. One exception is when a country includes a special presentation of all policies intended to benefit the

most impoverished populations (and is used to answer Question 52) then that can be considered an alternative display for purposes of answering this question as well. Finally, brief fact sheets showing how proposals in the budget benefit particular groups would be insufficient; only more detailed presentations would be considered.

The IBP Budget Brief, "How Transparent are Governments When it Comes to Their Budget's Impact on Poverty and Inequality?" (<https://www.internationalbudget.org/wp-content/uploads/government-transparency-of-budgets-impact-on-poverty-inequality-ibp-2019.pdf>) includes a discussion of the importance of alternative displays of budget information and provides a number of examples. For instance,

- Bangladesh in its 2017-18 Budget included a detailed supplementary Gender Budgeting Report, which presents the spending dedicated to advancing women across various departments. (<https://mof.portal.gov.bd/site/page/3bb14732-b5b1-44df-9921-efedf1496295>).
- The UK's 2017 budget included a supplementary analysis that provided a distributional analysis of the budget by households in different income groups (see https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/661465/distributional_analysis_autumn_budget_2017.pdf)
- South Africa's 2017 Budget Review goes beyond the standard presentation of intergovernmental transfers, discussing the redistribution that results from national revenue flowing to the provinces and municipalities and presenting the allocations on a per capita basis (see chapter 6, <http://www.treasury.gov.za/documents/national%20budget/2017/review/FullBR.pdf>).

To answer "a," the Executive's Budget Proposal or supporting documentation must include at least three different presentations that illustrate the financial impact of policies on different groups of citizens for at least the budget year. To answer "b," the Executive's Budget Proposal or supporting documentation must include at least two different alternative displays of expenditures. A "c" applies if only one type of alternative display of expenditure is presented. Answer "d" applies if no alternative display of expenditure is presented.

Answer:

d. No, alternative displays of expenditures are not presented to illustrate the financial impact of policies on different groups of citizens.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Mapas%20da%20Lei/map16-2019.pdf>

Comment:

There is no proper analysis of the distributional impact of policies included in the budget.

Map XVI displays expenditures associated with "programs" (not quite policies) by region, but it only covers a small percentage of expenditure, as most spending is classified as "non-regionalized".

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

36b. Based on the response to Question 36, select the box(es) below to identify which types of alternative displays are included in the Executive's Budget Proposal:

Answer:

None of the above

Source:

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

37. Does the Executive's Budget Proposal or any supporting budget documentation present estimates of transfers to public corporations for at least the budget year?

GUIDELINES:

Question 37 asks about transfers to public corporations. It is often the case that governments have a stake in enterprises that manage resources that are particularly relevant for the public good (such as electricity, water, and oil). While these public corporations can operate independently, in some cases the government will provide direct support by making transfers to these corporations, including to subsidize capital investment and operating expenses.

To answer "a," the Executive's Budget Proposal or supporting documentation must present for at least the budget year both estimates covering all transfers to public corporations and a narrative discussing the purposes of these transfers. If a narrative discussion is not included, but estimates for all transfers to public corporations are presented, then a "b" answer is appropriate. A "c" response applies if the presentation includes estimates covering only some, but not all, transfers to public corporations (regardless of whether it also includes a narrative discussion). Answer "c" also applies if estimates of transfers to public corporations are presented as a single line item. Answer "d" applies if no estimates of transfers to public corporations are presented.

Answer:

a. Yes, estimates of all transfers to public corporations are presented, along with a narrative discussion.

Source:

[http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?](http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Proposta+de+Or%u00e7amento+do+Estado&TipoDocumentos=Desenvolvimentos+Or%u00e7amentais+(SI))

[Ano=2019&TipoOE=Proposta+de+Or%u00e7amento+do+Estado&TipoDocumentos=Desenvolvimentos+Or%u00e7amentais+\(SI\)](http://www.dgo.pt/politicaorcamental/Paginas/OEpagina.aspx?Ano=2019&TipoOE=Proposta+de+Or%u00e7amento+do+Estado&TipoDocumentos=Desenvolvimentos+Or%u00e7amentais+(SI))

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

These transfers are presented in detail in the "Desenvolvimentos Orçamentais" (Budgetary Developments) that support the EBP.

A very brief narrative discussion (even poorer than the one present on the last OBS edition) is presented on pages 35 to 38 the Budget Report.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

38. Does the Executive's Budget Proposal or any supporting budget documentation present information on quasi-fiscal activities for at least the budget year?

(The core information must include a statement of purpose or policy rationale for the quasi-fiscal activity and the intended beneficiaries.)

GUIDELINES:

Question 38 focuses on quasi-fiscal activities, asking whether "core" information related to such activities is presented. These core components include:

- A statement of purpose or policy rationale for the quasi-fiscal activity (i.e., what is the reason for engaging in this activity?);
- The identification of intended beneficiaries of the quasi-fiscal activity.

The term "quasi-fiscal activities" refers to a broad range of activities that are fiscal in character and could be carried out through the regular budget process but are not. For example, a quasi-fiscal activity could take place if, instead of providing a direct subsidy through the budget for a particular activity, a public financial institution provides an indirect subsidy by offering loans at below-market rates for that activity. Similarly, it is a quasi-fiscal activity when an enterprise provides goods or services at prices below commercial rates to certain individuals or groups to support the government's policy goals.

The above examples are policy choices that may be approved by the government and legislature. However, quasi-fiscal activities can also involve activities that violate or circumvent a country's budget process laws or are not subject to the regular legislative approval process for expenditures. For example, the executive may issue an informal order to a government entity, such as a public commercial enterprise, to provide the executive with goods and services that normally would have to be purchased with funding authorized by the legislature. All quasi-fiscal activities should be disclosed to the public and subject to public scrutiny.

Beyond the core information, some governments may also provide other information about quasi-fiscal activities, including for example: the anticipated duration of the quasi-fiscal activity; a quantification of the activity and the assumptions that support these estimates; and a discussion of the fiscal significance and potential risks associated with the activity, including the impact on the entity carrying out the activity. Principle 3.3.2 of the IMF's Fiscal Transparency Handbook (2018) (<https://www.elibrary.imf.org/view/IMF069/24788-9781484331859/24788-9781484331859/24788-9781484331859.xml>) provides examples of quasi-fiscal activities that can be consulted as needed. And more details on quasi-fiscal activities can be found in the Guide to Transparency in Public Finances: Looking Beyond the Core Budget (<http://internationalbudget.org/wp-content/uploads/Looking-Beyond-the-Budget.pdf>).

To answer "a," the Executive's Budget Proposal or supporting documentation must present all of the core information related to all quasi-fiscal activities for at least the budget year as well as some additional information beyond the core elements. To answer "b," the Executive's Budget Proposal or supporting documentation must present all of the core components noted above. Answer "b" is also accepted if one of the core elements is not presented but additional information beyond the core elements is presented. A "c" answer applies if some information related to quasi-fiscal activities is presented, but some of the core pieces of information are not included. Answer "d" applies if no information is presented on quasi-fiscal activities.

If quasi-fiscal activities do not represent a significant problem in your country, please mark "e." However, please exercise caution in answering this question.

Answer:

c. Yes, information is presented, but it excludes some core elements or some quasi-fiscal activities.

Source:

<http://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Desenvolvimentos%20Or%C3%A7amentais/Mapa%20E-12%20Ministerio%2001.pdf>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20E/Rel-2019.pdf>

Comment:

Information on quasi-fiscal activities in the Portuguese context (for e.g. social transport passes and other non-market pricing performed by non-reclassified public enterprises in the transport sector; credit policy of Caixa Geral de Depósitos, the main state-owned bank, and Novo Banco) is, unfortunately, incipient: generic discussions are included in the EBP Report, but actual figures for those payments can only be found in the additional information documents ("Desenvolvimentos Orçamentais"), with no explanation. This is a step back, as a summary table with some explanations on this matter used to be included before.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: I choose not to review this question

39. Does the Executive's Budget Proposal or any supporting budget documentation present information on financial assets held by the government for at least the budget year?

(The core information must include a listing of the assets, and an estimate of their value.)

GUIDELINES:

Question 39 focuses on financial assets held by the government, asking whether "core" information related to these assets is presented. These core components include:

- A listing of the financial assets; and
- An estimate of their value.

Governments own financial assets such as cash, bonds, or equities. Unlike private sector businesses, however, few governments maintain balance sheets that show the value of their assets and liabilities.

Beyond the core information, some governments may also provide other information about financial assets, including for example: a discussion of their purpose; historical information on defaults; differences between reported values and market values; and a summary of financial assets as part of the government's balance sheet.

To answer "a," the Executive's Budget Proposal or supporting documentation must present for at least the budget year all of the core information related to all financial assets held by the government as well as some additional information beyond the core elements. To answer "b," the Executive's Budget Proposal or supporting documentation must present all of the core components noted above. Answer "b" is also accepted if one of the core elements is not presented but additional information beyond the core elements is presented. A "c" answer applies if some information related to financial assets is presented, but some of the core pieces of information are not included. Answer "d" applies if no information is presented on financial assets held by the government.

Answer:

c. Yes, information is presented, but it excludes some core elements or some financial assets.

Source:

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20E/Rel-2019.pdf>

Comment:

Full information is provided for the financial assets held by the Social Security system (Budget Report, Appendix A5).

As for those held by the remainder of the central government universe, only a listing of these assets is provided, along with gross figures for expenditures (page 106) associated with each asset category, but not their book value nor market value. Also, treasury balances, i.e. cash and equivalents held by the State, are also provided in the Report.

For example Map I contains information regarding the forecast for revenues generated by the financial assets, but does not contain information on the assets or on their current value.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

40. Does the Executive's Budget Proposal or any supporting budget documentation present information on nonfinancial assets held by the government for at least the budget year?

(The core information must include a listing of the assets by category.)

GUIDELINES:

Question 40 focuses on nonfinancial assets held by the government, asking whether "core" information related to these assets is presented. The core information is a listing of nonfinancial assets, grouped by the type (or category) of asset.

Nonfinancial assets are things of value that the government owns or controls (excluding financial assets) such as land, buildings, and machinery. The valuation of public nonfinancial assets can be problematic, particularly in cases where the asset is not typically available on the open market (such as a government monument). In these cases, it is considered acceptable to provide summary information in budget documents from a country's register of assets. But, in some cases, governments are able to value their nonfinancial assets; some present a summary of nonfinancial assets as part of their balance sheets. For an example of how nonfinancial assets are presented in one of the many supporting documents to the New Zealand Executive's Budget Proposal, see the Forecast Financial Statement 2011, Notes to the Financial Statements (Continued), Note 14, accessible here: <https://treasury.govt.nz/sites/default/files/2011-05/befu11-pt6of8.pdf>.

To answer "a," the Executive's Budget Proposal or supporting documentation must present for at least the budget year a listing by category of all nonfinancial assets held by the government as well as some additional information beyond the core elements. To answer "b," the Executive's Budget Proposal or supporting documentation must present all of the core components noted above. Answer "b" is also accepted if one of the core elements is not presented but additional information beyond the core elements is presented. A "c" answer applies if some information related to nonfinancial assets is presented, but some nonfinancial assets are not included. Answer "d" applies if no information is presented on nonfinancial assets held by the government.

Answer:

c. Yes, information is presented, but it excludes some nonfinancial assets.

Source:

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Orcamento/Documentos%20do%20E/Rel-2019.pdf>

Comment:

Full information is provided for the nonfinancial assets held by the Social Security system (Budget Report, Appendix A5).

As for those held by the remainder of the central government universe, there is no information available.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

41. Does the Executive's Budget Proposal or any supporting budget documentation present estimates of expenditure arrears for at least the budget year?

GUIDELINES:

Question 41 asks about estimates of expenditure arrears, which arise when government has entered into a commitment to spend funds but has not made the payment when it is due. (For more information see sections 3.49-3.50 of the IMF's GFS Manual 2001, <http://www.imf.org/external/pubs/ft/gfs/manual/pdf/all.pdf> (page 29)). Though equivalent to borrowing, this liability is often not recorded in the budget, making it difficult to assess fully a government's financial position. Moreover, the obligation to repay this debt affects the government's ability to pay for other activities.

To answer "a," the Executive's Budget Proposal or supporting documentation must present for at least the budget year both estimates covering all expenditure arrears and a narrative discussing the arrears. If a narrative discussion is not included, but estimates for all expenditure arrears are presented, then a "b" answer is appropriate. A "c" response applies if the presentation includes estimates covering only some, but not all, expenditure arrears (regardless of whether it also includes a narrative discussion). Answer "d" applies if no estimates of expenditure arrears are presented.

If expenditure arrears do not represent a significant problem in your country, please mark "e." However, please exercise caution in answering this question. Public expenditure management laws and regulations often will allow for reasonable delays, perhaps 30 or 60 days, in the routine payment of invoices due. Expenditure arrears impacting a small percentage of expenditure that are due to contractual disputes should not be considered a significant problem for the purpose of answering this question.

Answer:

d. No, estimates of expenditure arrears are not presented.

Source:

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20E/Rel-2019.pdf>

Comment:

There is some mentions, in narrative discussions in the EBP report, regarding measures that will be taken to increase control/reduce arrears, but otherwise there is no dedicated section, real explanation of said measures, or value estimates for arrears in the budget year.

IYRs provide quite substantial up to date information on arrears, but this does not include estimates for the following FY.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

42. Does the Executive's Budget Proposal or any supporting budget documentation present information on contingent liabilities, such as government loan guarantees or insurance programs, for at least the budget year?

(The core information must include a statement of purpose or policy rationale for each contingent liability; the new guarantees or insurance commitments proposed for the budget year; and the total amount of outstanding guarantees or insurance commitments (the gross exposure) at the end of the budget year.)

GUIDELINES:

Question 42 focuses on contingent liabilities, asking whether "core" information related to these liabilities is presented. These core components include:

- a statement of purpose or policy rationale for each contingent liability;
- the new contingent liabilities for the budget year, such as new guarantees or insurance commitments proposed for the budget year; and
- the total amount of outstanding guarantees or insurance commitments at the end of the budget year. This reflects the gross exposure of the government in the case that all guarantees or commitments come due (even though that may be unlikely to occur).

Contingent liabilities are recognized under a cash accounting method only when the contingent event occurs and the payment is made. An example of such liabilities is the case of loans guaranteed by the central government, which can include loans to state-owned banks and other state-owned commercial enterprises, subnational governments, or private enterprises. Under such guarantees, government will only make a payment if the borrower defaults. Thus a key issue for making quantitative estimates of these liabilities is assessing the likelihood of the contingency occurring.

In the budget, according to the OECD, "[w]here feasible, the total amount of contingent liabilities should be disclosed and classified by major category reflecting their nature; historical information on defaults for each category should be disclosed where available. In cases where contingent liabilities cannot be quantified, they should be listed and described."

Beyond the core information, some governments may also provide other information about contingent liabilities, including for example: historical default rates for each program, and likely default rates in the future; the maximum guarantee that is authorized by law; any special financing associated with the guarantee (e.g., whether fees are charged, whether a reserve fund exists for the purpose of paying off guarantees, etc.); the duration of each guarantee; and an estimate of the fiscal significance and potential risks associated with the guarantees.

For more details on contingent liabilities, see *Guide to Transparency in Public Finances: Looking Beyond the Core Budget* (<http://internationalbudget.org/wp-content/uploads/Looking-Beyond-the-Budget.pdf>) and page 59 (Box 11) and Principle 3.2.3 of the IMF's *Fiscal Transparency Handbook* (2018) (<https://www.elibrary.imf.org/view/IMF069/24788-9781484331859/24788-9781484331859/24788-9781484331859.xml>).

To answer "a," the Executive's Budget Proposal or supporting documentation must present for at least the budget year all of the core information related to contingent liabilities as well as some additional information beyond the core elements. To answer "b," the Executive's Budget Proposal or supporting documentation must present all of the core components noted above. Answer "b" is also accepted if one of the core elements is not presented but additional information beyond the core elements is presented. A "c" answer applies if some information related to contingent liabilities is presented, but some of the core pieces of information are not included. Answer "d" applies if no information is presented on contingent liabilities.

Answer:

c. Yes, information is presented, but it excludes some core elements or some contingent liabilities.

Source:

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

In section V.2.1, not only are the core elements pertaining to state guarantees provided present, but also there is a narrative discussion, in which the historical defaults for some of the programs are discussed. Also the amounts recorded as expenses in the budget year, relative to guarantees given to public enterprises who have previously defaulted, as well as the identification of such enterprises is presented.

Information regarding state guarantees in the EBP report is divided in two main categories, financial and non-financial sector companies. The first part provides figures for the stock of state guarantees pertaining to debt issued by the financial sector. An explanation for these is provided, namely: there is 2.8 bi EUR provided to banks ("BPI, CGD, NOVO BANCO and BCP") in the frame of European Investment Bank financing schemes.

Then, the stock of over 15 bi EUR of guarantees given to state agencies, public enterprises and regional and local government is broken down, with values for individual entities responsible for 90% of this stock. The remaining is in a "Others" group, which is composed of 28 different entities. Some narrative discussion, with passing references to default probabilities, is provided (although in some matter incomplete and superficial).

Peer Reviewer

Opinion: Disagree

Suggested Answer:

c. Yes, information is presented, but it excludes some core elements or some contingent liabilities.

Comments: Following the guidelines. Some core information is lacking in what concerns prospective levels of contingent liabilities for the BY (2019), even though factual information (by 30 June 2018) is indeed complete, as the researcher describes.

Government Reviewer

Opinion: Agree

Researcher Response

We find it too penalizing to change the answer from a) to c). There is some factual information (as at 30 June 2018) and information regarding 2019 (budget year) throughout the text of section V.2.1 (although it does not, in fact, include all contingent liability amounts for 2019). In addition, the table presented in that section states that it is the position as at 30 June 2018, not explicitly stating that it is not the amounts expected to be in force in 2019.

IBP Comment

Based on the peer reviewer comments, the answer has been changed to C, given that detail about contingent liabilities for 2019 is much more limited and provided in more aggregate form.

43. Does the Executive's Budget Proposal or any supporting budget documentation present projections that assess the government's future liabilities and the sustainability of its finances over the longer term?

(The core information must cover a period of at least 10 years and include the macroeconomic and demographic assumptions used and a discussion of the fiscal implications and risks highlighted by the projections.)

GUIDELINES:

Question 43 focuses on government's future liabilities and the sustainability of its finances over the longer-term, asking whether "core" information related to these issues is presented. These core components must include:

- *Projections that cover a period of at least 10 years.*
- *The macroeconomic and demographic assumptions used in making the projections.*
- *A discussion of the fiscal implications and risks highlighted by the projections. Good public financial management calls for budgets to include fiscal sustainability analyses.*

The IMF's Fiscal Transparency Handbook (2018) (<https://www.elibrary.imf.org/view/IMF069/24788-9781484331859/24788-9781484331859/24788-9781484331859.xml>) recommends that governments regularly publish the projected evolution of the public finances over the longer term (see Principle 3.1.3.). Future liabilities are a particularly important element when assessing the sustainability of public finances over the long term. Future liabilities are the result of government commitments that, unlike contingent liabilities, are virtually certain to occur at some future point and result in an expenditure. A typical example consists of government obligations to pay pension benefits or cover health care costs of future retirees. Under a cash accounting system, only current payments associated with such obligations are recognized in the budget. To capture the future impact on the budget of these liabilities, a separate statement is required.

Beyond the core information, some governments may also provide other information about the sustainability of their finances, including for example: projections that cover 20 or 30 years; multiple scenarios with different sets of assumptions; assumptions about other factors (such as the depletion of natural resources) that go beyond just the core macroeconomic and demographic data; and a detailed presentation of particular programs that have long time horizons, such as civil service pensions.

For more details on future liabilities, see *Guide to Transparency in Public Finances: Looking Beyond the Core Budget* (<http://internationalbudget.org/wp-content/uploads/Looking-Beyond-the-Budget.pdf>).

To answer "a," the Executive's Budget Proposal or supporting documentation must present all of the core information related to future liabilities and the sustainability of government finances over the longer term as well as some additional information beyond the core elements. To answer "b," the Executive's Budget Proposal or supporting documentation must present all of the core components noted above. Answer "b" is also accepted if one of the core elements is not presented but additional information beyond the core elements is presented. A "c" answer applies if some information related to future liabilities is presented, but some of the core pieces of information are not included. Answer "d" applies if no information is presented on future liabilities and the sustainability of government's finances

Answer:

a. Yes, information beyond the core elements is presented to assess the government's future liabilities and the sustainability of its finances over the longer term.

Source:

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

The main future liabilities are the public private partnerships (see section VI.3) and pensions (Appendix A6, section called "Report on the Financial Sustainability of the Social Security system"), which are thoroughly discussed in the Budget Report.

Additional sustainability analysis is presented in section V.4 of the EBP Report.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

44. Does the Executive's Budget Proposal or any supporting budget documentation present estimates of the sources of donor assistance, both financial and in-kind, for at least the budget year?

GUIDELINES:

Question 44 asks about estimates of donor assistance, both financial and in-kind assistance. Such assistance is considered non-tax revenue, and the sources of this assistance should be explicitly identified. In terms of in-kind assistance, the concern is primarily with the provision of goods (particularly those for which there is a market that would allow goods received as in-kind aid to be sold, thereby converting them into cash) rather than with in-kind aid like advisors from a donor country providing technical assistance.

To answer "a," the Executive's Budget Proposal or supporting documentation must present for at least the budget year both estimates covering all donor assistance and a narrative discussing the assistance. If a narrative discussion is not included, but estimates for all donor assistance are presented, then a "b" answer is appropriate. A "c" response applies if the presentation includes estimates covering only some, but not all, donor assistance (regardless of whether it also includes a narrative discussion). Answer "c" also applies if the sources of donor assistance are not presented, but the total amount of donor assistance is presented as a single line item. Answer "d" applies if no estimates of donor assistance are presented. Select answer "e" if your country does not receive donor assistance.

Answer:

e. Not applicable/other (please comment).

Source:

Comment:

There is no donor assistance, EU funds received are considered intergovernmental transfers.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

45. Does the Executive's Budget Proposal or any supporting budget documentation present information on tax expenditures for at least the budget year?

(The core information must include a statement of purpose or policy rationale for each tax expenditure, the intended beneficiaries, and an estimate of the revenue foregone.)

GUIDELINES:

Question 45 focuses on tax expenditures, asking whether "core" information related to these tax preferences is presented. These core components must include for both new and existing tax expenditures:

- a statement of purpose or policy rationale;
- a listing of the intended beneficiaries; and
- an estimate of the revenue foregone.

Tax expenditures arise as a result of exceptions or other preferences in the tax code provided for specified entities, individuals, or activities. Tax expenditures often have the same impact on public policy and budgets as providing direct subsidies, benefits, or goods and services. For example, encouraging a company to engage in more research through a special tax break can have the same effect as subsidizing it directly through the expenditure side of the budget, as it still constitutes a cost in terms of foregone revenues. However, expenditure items that require annual authorization are likely to receive more scrutiny than tax breaks that are a permanent feature of the tax code.

*Beyond the core information, some governments may also provide other information about tax expenditures, including for example: the intended beneficiaries by sector and income class (distributional impact); a statement of the estimating assumptions, including the definition of the benchmark against which the foregone revenue is measured; and a discussion of tax expenditures as part of a general discussion of expenditures for those program areas that receive both types of government support (in order to better inform policy choices). For more details on tax expenditures, see *Guide to Transparency in Public Finances: Looking Beyond the Core Budget* (<http://internationalbudget.org/wp-content/uploads/Looking-Beyond-the-Budget.pdf>) and Principle 1.1.4 of the IMF's *Fiscal Transparency Handbook* (2018) (<https://www.elibrary.imf.org/view/IMF069/24788-9781484331859/24788-9781484331859/24788-9781484331859.xml>).*

To answer "a," the Executive's Budget Proposal or supporting documentation must present, for at least the budget year, all of the core information related to tax expenditures as well as some additional information beyond the core elements. To answer "b," the Executive's Budget Proposal or supporting documentation must present all of the core components noted above. Answer "b" is also accepted if one of the core elements is not presented but additional information beyond the core elements is presented. A "c" answer applies if some information related to tax expenditures is presented, but some of the core pieces of information are not included. Answer "d" applies if no information is presented on tax expenditures.

Answer:

a. Yes, information beyond the core elements is presented for all tax expenditures.

Source:

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

Section VI.1.1.1.2 (page 219 of the Report) provides a very complete analysis of tax expenditures, including not only estimates for the budget year, but values for up to BY-3 (2016), and detailed narrative discussion.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

46. Does the Executive's Budget Proposal or any supporting budget documentation present estimates of earmarked revenues for at least the budget year?

GUIDELINES:

Question 46 asks about estimates of earmarked revenues, which are revenues that may only be used for a specific purpose (for example, revenues from a tax on fuel that can only be used for building roads). This information is important in determining which revenues are available to fund the government's general expenses, and which revenues are reserved for particular purposes.

To answer "a," the Executive's Budget Proposal or supporting documentation must present for at least the budget year both estimates covering all earmarked revenues and a narrative discussing the earmarks. If a narrative discussion is not included, but estimates for all earmarked revenues are presented, then a "b" answer is appropriate. A "c" response applies if the presentation includes estimates covering only some, but not all, earmarked revenues (regardless of whether it also includes a narrative discussion). Answer "d" applies if no estimates of earmarked revenues are presented. An "e" response applies if revenue is not earmarked or the practice is disallowed by law or regulation.

Answer:

b. Yes, estimates of all earmarked revenues are presented, but a narrative discussion is not included.

Source:

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

The breakdown by program presented in Section IV of the Report provides the gross amounts of all earmarked revenues (even though it does not detail, for example, from which specific taxes, tariffs, sales or other own revenues of agencies, those earmarked revenues come from).

In most of the cases, a narrative discussion is missing.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

47. Does the Executive's Budget Proposal or any supporting budget documentation present information on how the proposed budget (both new proposals and existing policies) is linked to government's policy goals for the budget year?

GUIDELINES:

Questions 47 and 48 ask about information that shows how the budget (both new proposals and existing policies) is linked to the government's policy goals. The budget is the executive's main policy document, the culmination of the executive's planning and budgeting processes. Therefore, it should include a clear description of the link between policy goals and the budget – that is, an explicit explanation of how the government's policy goals are reflected in its budget choices. For an example of a discussion of a government's policy goals in the budget, see pages 13-18 of New Zealand's 2011 Statement of Intent (<http://www.treasury.govt.nz/publications/abouttreasury/soi/2011-16>), one of the many documents supporting its budget.

In some countries the government prepares strategic/development plans. These plans include all the policies the government is planning to implement for the budget year and very often cover a multi-year perspective. In some cases, these plans do not match the budget documentation, and it is possible that they are completely disconnected from the Executive's Budget Proposal. So the question is examining whether government policy plans are "translated" into revenue and expenditure figures in the actual budget documents.

Question 47 asks about the information covering the budget year, and Question 48 asks about the period at least two years beyond the budget year. To answer "a," the Executive's Budget Proposal or supporting documentation must present both estimates of how the budget is linked to government's policy goals for the budget year (for Question 47) or for a multi-year period beyond the budget year (for Question 48) and a narrative discussion of how these policy goals are reflected in the budget. To answer "b" for either question, the Executive's Budget Proposal or supporting documentation must present estimates that show how the budget is linked to government's policy goals, but no narrative discussion is included. A "c" response applies if the presentation includes only a narrative discussion, or if it includes estimates that show how the budget is linked to some, but not all, of the government's policy goals (regardless of whether it also includes a narrative discussion). Answer "d" applies if no information is presented on how the budget is linked to government's policy goals.

Answer:

a. Yes, estimates that show how the proposed budget is linked to all the government's policy goals for the budget year are presented, along with a narrative discussion.

Source:

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

Sections I, III.2, III.3 and III.5 of the Budget Report provides an extensive and detailed analysis of the motivations behind the main policy goals, relating them to a historical overview of the Portuguese economy and public finances. Table III.2.1. (page 72) presents a summary with the budgetary impact of the main discretionary measures.

Peer Reviewer

Opinion: Agree

Comments: In my view it is unrealistic to ask/expect for complete information of this kind about all existing policies. The yearly EBP is not supposed to be an encompassing statement/discussion about the functions of the public sector nor necessarily a zero-based exercise. In any case, in addition to the sections referred to by the reviewer, I would add section IV that discriminates – and sometimes justifies - the policy prioritized by each budget programme.

Government Reviewer

Opinion: Agree

48. Does the Executive's Budget Proposal or any supporting budget documentation present information on how the proposed budget (both new proposals and

existing policies) is linked to government's policy goals for a multi-year period (for at least two years beyond the budget year)?

GUIDELINES:

Questions 47 and 48 ask about information that shows how the budget (both new proposals and existing policies) is linked to the government's policy goals. The budget is the executive's main policy document, the culmination of the executive's planning and budgeting processes. Therefore, it should include a clear description of the link between policy goals and the budget – that is, an explicit explanation of how the government's policy goals are reflected in its budget choices. For an example of a discussion of a government's policy goals in the budget, see pages 13-18 of New Zealand's 2011 Statement of Intent (<http://www.treasury.govt.nz/publications/abouttreasury/soi/2011-16>), one of the many documents supporting its budget.

In some countries the government prepares strategic/development plans. These plans include all the policies the government is planning to implement for the budget year and very often cover a multi-year perspective. In some cases, these plans do not match the budget documentation, and it is possible that they are completely disconnected from the Executive's Budget Proposal. So the question is examining whether government policy plans are "translated" into revenue and expenditure figures in the actual budget documents.

Question 47 asks about the information covering the budget year, and Question 48 asks about the period at least two years beyond the budget year. To answer "a," the Executive's Budget Proposal or supporting documentation must present both estimates of how the budget is linked to government's policy goals for the budget year (for Question 47) or for a multi-year period beyond the budget year (for Question 48) and a narrative discussion of how these policy goals are reflected in the budget. To answer "b" for either question, the Executive's Budget Proposal or supporting documentation must present estimates that show how the budget is linked to government's policy goals, but no narrative discussion is included. A "c" response applies if the presentation includes only a narrative discussion, or if it includes estimates that show how the budget is linked to some, but not all, of the government's policy goals (regardless of whether it also includes a narrative discussion). Answer "d" applies if no information is presented on how the budget is linked to government's policy goals.

Answer:

d. No, information on the link between the budget and the government's stated policy goals for a multi-year period is not presented.

Source:

Comment:

There is no specific mention (or estimate) of how policy goals should continue to be pursued, in terms of fiscal measures, in the future beyond the budget year.

The multi-year definition of the Government's policy goals is done, however, to some extent, in the PBS.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, estimates that show how the proposed budget is linked to all the government's policy goals for a multi-year period are presented, along with a narrative discussion.

Comments: The appropriate multi-year budgetary framework in Portugal is the Stability Programme, which can be considered "supporting budget documentation". The EBP and the Stability Programme are two coherent pieces of the budgetary process – this is scrutinized by the European Commission under the European Semester process. The Stability Programme 2018-2022 contains the information required in this question. Source: <https://www.portugal.gov.pt/download-ficheiros/ficheiro.aspx?v=263f7f9f-7971-4726-98e1-880023dfe900>

Government Reviewer

Opinion: Agree

Researcher Response

The Stability Program should not be considered as a supporting document to the Executive Budget Proposal: it is not delivered/submitted at the same period; although the EBP should be consistent with the Stability Program, in a legislative elections year (as in 2019) if there is change in the Government in force no one guarantees that it will be; it is not assumed as such on the DGO website for all types of documents related to the EBP (<http://www.dgo.pt/politicaorcament/Paginas/OPagina.aspx?Ano=2019&TipoOE=Proposta+de+Or%u+State+TypeDocuments=Law+%2f+Maps+Law+%2f+Report%>).

IBP Comment

We agree with the researcher. The Stability Programme cannot be accepted as a supporting document for the EBP.

49. Does the Executive's Budget Proposal or any supporting budget documentation present nonfinancial data on inputs to be acquired for at least the budget year?

GUIDELINES:

Question 49 asks about the availability of nonfinancial data on inputs for the budget year. (Nonfinancial data on outputs and outcomes are addressed in Question 50.)

The budget should disclose not only the amount of money that is being allocated on a program but also any information needed to analyze that expenditure. Nonfinancial data and performance targets associated with budget proposals are used to assess the success of a given policy. For example, even when allocated funds are spent according to plan, there remains the question of whether the policy delivered the results that it aimed to achieve.

Nonfinancial data can include information on:

Inputs - These are the resources assigned to achieve results. For example, in regards to education, nonfinancial data on inputs could include the number of books to be provided to each school or the materials to be used to build or refurbish a school.

Outputs - These are products and services delivered as a result of inputs. For example, the number of pupils taught every year; the number of children that received vaccines; or the number of beneficiaries of a social security program.

Outcomes - These are the intended impact or policy goals achieved. For example, an increase in literacy rates among children under 10, or a reduction in rates of maternal mortality.

In addition, governments that set performance targets must use nonfinancial data for outputs and outcomes to determine if these targets have been met.

To answer "a," the Executive's Budget Proposal or supporting documentation must present, for at least the budget year, nonfinancial data on inputs for each individual program within all administrative units (ministries, departments, and agencies). It is also acceptable if nonfinancial data on inputs for each individual program is organized by functions. To answer "b," the Executive's Budget Proposal or supporting documentation must present nonfinancial data on inputs for all administrative units or all functions, but not for each individual program (or even for any programs) within those administrative units or functions. A "c" response applies if nonfinancial data on inputs are presented only for some programs and/or some administrative units or some functions. Answer "d" applies if no nonfinancial data on inputs is presented.

Answer:

c. Yes, nonfinancial data on inputs are presented for some programs and/or some administrative units (or functions).

Source:

<https://www.oe2019.gov.pt/prioridades-do-orcamento-do-estado/uma-sociedade-mais-justa/>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

The website launched in tandem with the EBP proposal features some information on nonfinancial data on inputs in some measures. For example, it is mentioned that free textbooks will be distributed to 1.2 million students, and 5 new hospitals will be built. This information is, however, in no way systematic.

Additionally, along section IV of the Budget Report, some disperse information can be found.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

50. Does the Executive's Budget Proposal or any supporting budget documentation present nonfinancial data on results (in terms of outputs or outcomes) for at least the budget year?

GUIDELINES:

Question 50 asks about the availability of nonfinancial data on results for the budget year. Nonfinancial data on results can include data on both outputs and outcomes, but not on inputs (which are addressed in Question 49).

To answer "a," the Executive's Budget Proposal or supporting documentation must present, for at least the budget year, nonfinancial data on results for each individual program within all administrative units (ministries, departments, and agencies). It is also acceptable if nonfinancial data on results for each individual program is organized by functional classification. To answer "b," the Executive's Budget Proposal or supporting documentation must present nonfinancial data on results for all administrative units or all functional classifications, but not for each individual program (or even for any programs) within those administrative units or functions. A "c" response applies if nonfinancial data on results are presented only for some programs and/or some administrative units or some functions. Answer "d" applies if no nonfinancial data on results is presented.

Answer:

c. Yes, nonfinancial data on results are presented for some programs and/or some administrative units (or functions).

Source:

<https://www.oe2019.gov.pt/prioridades-do-orcamento-do-estado/uma-sociedade-mais-justa/>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

The website launched in tandem with the EBP proposal features some information on nonfinancial data on results for some measures. For example, with the construction of the 5 new hospitals (referred to in the previous question) and the hiring of new professionals, the aim is to strengthen the hospital network and increase responsiveness. This information is, however, in no way systematic.

Additionally, along section IV of the Budget Report, some disperse information can be found.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

51. Are performance targets assigned to nonfinancial data on results in the Executive's Budget Proposal or any supporting budget documentation?

GUIDELINES:

Question 51 asks about performance targets assigned to nonfinancial data on results for the budget year. The question applies to those nonfinancial results shown in the budget, and that were identified for purposes of Question 50.

To answer "a," the Executive's Budget Proposal or supporting documentation must assign performance targets to all nonfinancial data on results shown in the budget for at least the budget year. To answer "b," the Executive's Budget Proposal or supporting documentation must assign performance targets to a majority (but not all) of the nonfinancial data on results shown in the budget. A "c" response applies performance targets are assigned only to less than half of the nonfinancial data on results. Answer "d" applies if no performance targets are assigned to nonfinancial data on results shown in the budget, or the budget does not present nonfinancial results.

Answer:

d. No, performance targets are not assigned to nonfinancial data on results, or the budget does not present nonfinancial data on results.

Source:

Comment:

No performance targets are assigned to nonfinancial data on results (the budget framework law does not include any obligation regarding performance budgeting).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

52. Does the Executive's Budget Proposal or any supporting budget documentation present estimates of policies (both new proposals and existing policies) that are intended to benefit directly the country's most impoverished populations in at least the budget year?

GUIDELINES:

Question 52 asks whether the budget highlight policies, both new and existing, that benefit the poorest segments of society. This question is intended to assess only those programs that directly address the immediate needs of the poor, such as through cash assistance programs or the provision of housing, rather than indirectly, such as through a stronger national defense. This information is of particular interest to those seeking to bolster government's commitment to anti-poverty efforts. For purposes of answering this question, a departmental budget (such for the Department of Social Welfare) would not be considered acceptable. In general, this question is asking whether the EBP includes a special presentation that pulls together estimates of all the relevant policies in one place. However, if the country uses "program budgeting," where programs are presented as expenditure categories with specific and identified objectives, and it identifies anti-poverty programs within each administrative unit, then that is also acceptable for this question.

The IBP Budget Brief, "How Transparent are Governments When it Comes to Their Budget's Impact on Poverty and Inequality?"

(<https://www.internationalbudget.org/wp-content/uploads/government-transparency-of-budgets-impact-on-poverty-inequality-ibp-2019.pdf>) includes a discussion of countries that have provided information on how its policies affect the poor.

For instance, Pakistan provides a detailed breakdown of pro-poor expenditure as part of its 2017-18 budget proposal. In one document, the government sets out policy priorities, expected outputs, and estimates of past and future spending for several programs aimed at poverty alleviation. Another supporting document provides a comprehensive overview of ongoing policies, including a chapter on social safety nets, covering both financial and performance information of poverty alleviation schemes over a period of eight years. (http://www.finance.gov.pk/budget/mtbf_2018_21.pdf and http://www.finance.gov.pk/survey_1718.html).

To answer "a," the Executive's Budget Proposal or supporting documentation must for at least the budget year both present estimates covering all policies that are intended to benefit the most impoverished populations and include a narrative discussion that specifically addresses these policies. (For countries using program budgeting that breaks out individual anti-poverty programs, there should be a separate narrative associated with each such program.) Answer "b" if a narrative discussion is not included, but estimates for all policies that are intended to benefit the most impoverished populations are presented. Answer "c" if the presentation includes estimates covering only some, but not all, policies that are intended to benefit the most impoverished populations (regardless of whether it also includes a narrative discussion). Answer "d" if no estimates of policies that are intended to benefit the most impoverished populations are presented.

Answer:

c. Yes, estimates of some but not all policies that are intended to benefit directly the country's most impoverished populations are presented.

Source:

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20OE/Rel-2019.pdf>

Comment:

A narrative description of the main policies is made in section I.1. of the Budget Report. The ones aiming to benefit directly the country's most impoverished populations referes to the measures to strengthen social cohesion.

The estimates of some of the main policies can be found on the same section and in table III.2.1 (page 72).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

53. Does the executive release to the public its timetable for formulating the Executive's Budget Proposal (that is, a document setting deadlines for submissions from other government entities, such as line ministries or subnational government, to the Ministry of Finance or whatever central government agency is in charge of coordinating the budget's formulation)?

GUIDELINES:

Question 53 asks about the budget timetable. An internal timetable is particularly important for the executive's management of the budget preparation process, in order to ensure that the executive accounts for the views of the different departments and agencies in the proposed budget. The timetable would, for instance, set deadlines for submissions from other government entities, such as line ministries or subnational government, to the Ministry of Finance or whatever central government agency is in charge of coordinating the budget's formulation. So that civil society is aware of the various steps in the budget formulation process, and when opportunities may exist to engage the executive, it is essential that this timetable be made available to the public.

To answer "a," the executive must prepare a detailed budget timetable and release it to the public. A "b" answer applies if the timetable is made public, but some details are not included. A "c" response applies if the timetable is made public, but many important details are excluded, reducing its value for those outside government. Answer "d" applies if no timetable is made available to the public. As long as a timetable for formulating the Executive's Budget Proposal is released, answer "a," "b," or "c" may be selected, even if the Executive's Budget Proposal is not made publicly available.

Answer:

a. Yes, a detailed timetable is released to the public.

Source:

<https://www.dgo.pt/instrucoes/Instrucoes/2018/ca1390.pdf>

Comment:

The information can be found in Anexo XIV of DGO Circular No. 1390, an internal document which is released to the public by the budget office, and that contains a detailed calendar.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

54. Does the Pre-Budget Statement present information on the macroeconomic forecast upon which the budget projections are based?

(The core information must include a discussion of the economic outlook with estimates of nominal GDP level, inflation rate, real GDP growth, and interest rates.)

GUIDELINES:

Question 54 focuses on the macroeconomic forecast that underlies the Pre-Budget Statement, asking whether "core" information related to the economic assumptions is presented. These core components include a discussion of the economic outlook as well as estimates of the following:

- nominal GDP level;
- inflation rate;
- real GDP growth; and
- interest rates.

Beyond these core elements, some governments also provide additional information related to the economic outlook, including for instance: short- and long-term interest rates; the rate of employment and unemployment; GDP deflator; price of oil and other commodities; current account; exchange rate; and composition of GDP growth.

To answer "a," the Pre-Budget Statement must present all of the core information related to the macroeconomic forecast as well as some additional information beyond the core elements. To answer "b," the Pre-Budget Statement must present all of the core components noted above. Answer "b" is also accepted if one of the core elements is not presented but additional information beyond the core elements is presented. A "c" answer applies if some information related to the macroeconomic forecast is presented, but some of the core pieces of information are not included. Answer "d" applies if no information on the macroeconomic forecast is presented.

Answer:

a. Yes, information beyond the core elements is presented for the macroeconomic forecast.

Source:

<https://www.portugal.gov.pt/download-ficheiros/ficheiro.aspx?v=263f7f9f-7971-4726-98e1-880023dfe900>

Comment:

Information on the macroeconomic forecast with all the elements mentioned is discussed in Section I of the PBS.

Peer Reviewer

Opinion: Agree

Comments: The Stability Programme (PBS) also includes (mandatorily) an Annex 4 with the review and opinion about the macroeconomic forecast by the Public Finances Council. Source: <https://www.portugal.gov.pt/download-ficheiros/ficheiro.aspx?v=263f7f9f-7971-4726-98e1-880023dfe900>

Government Reviewer

Opinion: Agree

55. Does the Pre-Budget Statement present information on the government's expenditure policies and priorities that will guide the development of detailed estimates for the upcoming budget?

(The core information must include a discussion of expenditure policies and priorities and an estimate of total expenditures.)

GUIDELINES:

Question 55 focuses on the government's expenditure policies and priorities in the Pre-Budget Statement, asking whether "core" information related to these policies is presented. These core components include:

- a discussion of expenditure policies and priorities; and
- an estimate of total expenditures.

Although a Pre-Budget Statement is unlikely to include detailed programmatic proposals (such detailed information is typically only presented in the budget itself), it should include a discussion of broad policy priorities and a projection of at least total expenditures associated with these policies for the budget year. The Pre-Budget Statement can include some detail, for instance, estimates provided by any of the three expenditure classifications – by administrative, economic, and functional classifications.

To answer "a," the Pre-Budget Statement must present for the upcoming budget year all of the core information related to the government's expenditure policies and priorities as well as some additional information beyond the core elements. To answer "b," the Pre-Budget Statement must present all of the core components noted above for the upcoming budget year. Answer "b" is also accepted if one of the core elements is not presented but additional information beyond the core elements is presented. A "c" answer applies if some information related to the government's expenditure policies and priorities is presented, but some of the core pieces of information are not included. Answer "d" applies if no information on the government's expenditure policies and priorities is presented.

Answer:

a. Yes, information beyond the core elements is presented for the government's expenditure policies and priorities.

Source:

<https://www.portugal.gov.pt/download-ficheiros/ficheiro.aspx?v=263f7f9f-7971-4726-98e1-880023dfe900>

Comment:

Information on the government's expenditure policies and priorities can be found on section II.2.

In table II.2.2 (page 11), table II.2.4 (page 15) and table II.2.7 (page 17), a detailed breakdown of expenditure projections is presented by economic classification (up to 2022 - BY+3), by policy, and by program (up to 2019 - BY), respectively.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

56. Does the Pre-Budget Statement present information on the government's revenue policies and priorities that will guide the development of detailed estimates for the upcoming budget?

(The core information must include a discussion of revenue policies and priorities and an estimate of total revenues.)

GUIDELINES:

Question 56 focuses on the government's revenue policies and priorities in the Pre-Budget Statement, asking whether "core" information related to these policies is presented. These core components include:

- a discussion of revenue policies and priorities; and
- an estimate of total revenue.

Although a Pre-Budget Statement is unlikely to include detailed revenue proposals, it should include a discussion of broad policy priorities and a projection of at least the total revenue associated with these policies for the budget year. The Pre-Budget Statement can also include more detail, for instance, with estimates provided by revenue category – tax and non-tax – or some of the major individual sources of revenue, such as the Value Added Tax or the income tax.

To answer "a," the Pre-Budget Statement must present for the upcoming budget year all of the core information related to the government's revenue policies and priorities as well as some additional information beyond the core elements. To answer "b," the Pre-Budget Statement must present all of the core components noted above for the upcoming budget year. Answer "b" is also accepted if one of the core elements is not presented but additional information beyond the core elements is presented. A "c" answer applies if some information related to the government's revenue policies and priorities is presented, but some of the core pieces of information are not included. Answer "d" applies if no information on the government's revenue policies and priorities is presented.

Answer:

a. Yes, information beyond the core elements is presented for the government's revenue policies and priorities.

Source:

<https://www.portugal.gov.pt/download-ficheiros/ficheiro.aspx?v=263f7f9f-7971-4726-98e1-880023dfe900>

Comment:

Information on the government's revenue policies and priorities can be found on section II.2.

In table II.2.2 (page 11) and table II.2.4 (page 15), a detailed breakdown of revenue projections is presented by economic classification (up to 2022 - BY+3) and by policy, respectively.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

57. Does Pre-Budget Statement present three estimates related to government borrowing and debt: the amount of net new borrowing required during the budget year; the total debt outstanding at the end of the budget year; and interest payments on the debt for the budget year?

GUIDELINES:

Question 57 asks whether the Pre-Budget Statement includes three key estimates related to borrowing and debt:

- the amount of net new borrowing needed in the upcoming budget year;
- the central government's total debt burden at the end of the upcoming budget year; and
- the interest payments on the outstanding debt for the upcoming budget year.

Debt is the accumulated amount of money that the government borrows. The government can borrow from its citizens, banks, and businesses within the country (domestic debt) or from creditors outside the country (external debt). External debt is typically owed to private commercial banks, other governments, or international financial institutions such as the World Bank and the International Monetary Fund.

Net new borrowing is the additional amount of new borrowing that is required for the budget year to finance expenditures in the budget that exceed available revenues. Net new borrowing adds to the accumulated debt. It is distinct from gross borrowing, which also includes borrowing needed to repay existing debt that matured during the budget year; debt that is replaced (or rolled over) does not add to the total of accumulated debt.

Interest payments on the debt (or debt service costs) are typically made at regular intervals, and these payments must be made on a timely basis in order to avoid defaulting on the debt obligation. Interest payments are separate from the repayment of principal, which occurs only when the loan has matured and must be paid back in full.

To answer "a," the Pre-Budget Statement must present all three estimates of borrowing and debt for at least the upcoming budget year. For a "b" answer, the Pre-Budget Statement must present two of those three estimates. For a "c" answer, the PBS must present one of the three estimates. Answer "d" applies if no information on borrowing and debt is presented in the PBS.

Answer:

a. Yes, all three estimates related to government borrowing and debt are presented.

Source:

<https://www.portugal.gov.pt/download-ficheiros/ficheiro.aspx?v=263f7f9f-7971-4726-98e1-880023dfe900>

Comment:

Information can be found in section II.2, specifically table II.2.2 (page 11) and table II.2.6 (page 16).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

58. Does the Pre-Budget Statement present estimates of total expenditures for a multi-year period (at least two-years beyond the budget year)?

GUIDELINES:

Question 58 asks about multi-year expenditure estimates in the Pre-Budget Statement.

To answer "a," expenditure estimates for at least two years beyond the upcoming budget year must be presented. The estimates must be for at least total expenditures, but could include more detail than just the aggregate total.

Answer:

a. Yes, multi-year expenditure estimates are presented.

Source:

<https://www.portugal.gov.pt/download-ficheiros/ficheiro.aspx?v=263f7f9f-7971-4726-98e1-880023dfe900>

Comment:

Information can be found in table II.2.2 (page 11). It presents multi-year estimates for total expenditures and broad economic classification categories for the whole general government sector.

These multi-year estimates for expenditures are only presented as a percentage of GDP. However, as estimates for GDP growth and GDP deflator are also presented, the nominal levels can be readily obtainable.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

59. Does the Enacted Budget present expenditure estimates by any of the three expenditure classifications (by administrative, economic, or functional classification)?

GUIDELINES:

Question 59 asks if expenditure estimates in the Enacted Budget are presented by any one of the three expenditure classifications – by administrative, economic, and functional classifications – which were addressed in Questions 1-5 above. Each of the classifications answers a different question: administrative unit indicates who spends the money; functional classification shows for what purpose is the money spent; and economic classification displays what the money is spent on. Unlike classification by administrative unit, which tends to be unique to each country, functional and economic classifications for government budgeting have been developed and standardized by international institutions. Cross-country comparisons are facilitated by adherence to these international classification standards.

To answer “a,” the Enacted Budget must present expenditure estimates by all three of the expenditure classifications. To answer “b,” expenditure estimates must be presented by two of the three classifications. A “c” answer applies if expenditure estimates are presented by one of the three classifications. Answer “d” applies if expenditure estimates are not presented by any of the three classifications.

Answer:

a. Yes, the Enacted Budget presents expenditure estimates by all three expenditure classifications (by administrative, economic, and functional classification).

Source:

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map02-2019.pdf>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map07-2019.pdf>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map03-2019.pdf>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map08-2019.pdf>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map11-2019.pdf>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map04-2019.pdf>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map09-2019.pdf>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map12-2019.pdf>

Comment:

Administrative classification can be found on Map II and VII, functional classification on Map III, Map VIII and Map XI, and economic classification on Map IV, Map IX and Map XII.

Peer Reviewer
Opinion: Agree

Government Reviewer

Opinion: Agree

59b. Based on the response to Question 59, check the box(es) to identify which expenditure classifications are included in the Enacted Budget:

Answer:

Administrative classification

Economic classification

Functional classification

Source:

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map02-2019.pdf>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map07-2019.pdf>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map03-2019.pdf>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map08-2019.pdf>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map11-2019.pdf>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map04-2019.pdf>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map09-2019.pdf>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map12-2019.pdf>

Comment:

Administrative classification can be found on Map II and VII, functional classification on Map III, Map VIII and Map XI, and economic classification on Map IV, Map IX and Map XII.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

60. Does the Enacted Budget present expenditure estimates for individual programs?

GUIDELINES:

Question 60 asks if expenditure estimates in the Enacted Budget are presented by program. There is no standard definition for the term "program," and the meaning can vary from country to country. However, for the purposes of answering the questionnaire, researchers should understand the term "program" to mean any level of detail below an administrative unit, such as a ministry or department.

A note for francophone countries: "Program" level detail is sometimes referred to as le plan comptable or le plan comptable detaillé. (These data are typically coded in the financial management database, following the chart of budgetary accounts, so that they can be organized by administrative and functional classification.)

To answer "a," the Enacted Budget must present all programs, which account for all expenditures, in the budget year. To answer "b," the Enacted Budget must present expenditures for individual programs that when combined account for at least two-thirds of expenditures, but not all expenditures. A "c" answer applies if the Enacted Budget presents programs that account for less than two-thirds of expenditures. Answer "d" applies if expenditures are not presented by program in the Enacted Budget.

Answer:

a. Yes, the Enacted Budget presents estimates for programs accounting for all expenditures.

Source:

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map15-2019.pdf>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map16-2019.pdf>

Comment:

Information can be found on Map XV and Map XVI.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

61. Does the Enacted Budget present revenue estimates by category (such as tax and non-tax)?

GUIDELINES:

Question 61 asks whether revenue estimates in the Enacted Budget are presented by "category"— that is, whether tax and non-tax sources of revenue are shown separately.

To answer "a," the Enacted Budget must present revenue estimates classified by category.

Answer:

a. Yes, the Enacted Budget presents revenue estimates by category.

Source:

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map01-2019.pdf>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map06-2019.pdf>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map10-2019.pdf>

Comment:

The economic classification of revenues includes all revenues (including estimates by category such as tax and non-tax). All revenues within the budget perimeter are presented on Maps I, VI and X.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

62. Does the Enacted Budget present individual sources of revenue?

GUIDELINES:

Question 62 asks whether revenue estimates for individual sources of revenue are presented in the Enacted Budget. The question applies to both tax and non-tax revenue.

To answer "a," the Enacted Budget must present all individual sources of revenue, and "other" or "miscellaneous" revenue must account for three percent or less of all revenue. To answer "b," the Enacted Budget must present individual sources of revenue that when combined account for at least two-thirds of all revenue, but not all revenue. A "c" answer applies if the Enacted Budget presents individual sources of revenue that account for less than two-thirds of revenues. Answer "d" applies if individual sources of revenue are not presented.

Answer:

a. Yes, the Enacted Budget presents individual sources of revenue accounting for all revenue.

Source:

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map01-2019.pdf>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map06-2019.pdf>

and

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Mapas%20da%20Lei/map10-2019.pdf>

Comment:

The economic classification of revenues includes all revenues (including estimates by individual sources of revenue). All revenues within the budget perimeter are presented on Maps I, VI and X.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

63. Does the Enacted Budget present three estimates related to government borrowing and debt: the amount of net new borrowing required during the budget year; the total debt outstanding at the end of the budget year; and interest payments on the debt for the budget year?

GUIDELINES:

Question 63 asks about three key estimates related to borrowing and debt:

- the amount of net new borrowing required during the budget year;
- the total debt outstanding at the end of the budget year;
- the interest payments on the outstanding debt for the budget year.

Debt is the accumulated amount of money that the government borrows. The government can borrow from its citizens, banks, and businesses within the country (domestic debt) or from creditors outside the country (external debt). External debt is typically owed to private commercial banks, other governments, or international financial institutions such as the World Bank and the International Monetary Fund.

Net new borrowing is the additional amount of new borrowing that is required for the budget year to finance expenditures in the budget that exceed available revenues. Net new borrowing adds to the accumulated debt. It is distinct from gross borrowing, which also includes borrowing needed to repay existing debt that matured during the budget year; debt that is replaced (or rolled over) does not add to the total of accumulated debt.

Interest payments on the debt (or debt service costs) are typically made at regular intervals, and these payments must be made on a timely basis in order to avoid defaulting on the debt obligation. Interest payments are separate from the repayment of principal, which occurs only when the loan has matured and must be paid back in full.

To answer "a," the Enacted Budget must present all three estimates of borrowing and debt. For a "b" answer, the Enacted Budget must present two of those three estimates. For a "c" answer, the Enacted Budget must present one of the three estimates. Answer "d" applies if no information on borrowing and debt is presented in the Enacted Budget.

Answer:

b. Yes, two of the three estimates related to government borrowing and debt are presented.

Source:
https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Or%C3%A7amento%20Estado%20Aprovado/Documentos%20do%20OE/Lei_71_2018-OE2019_VersaoDR.pdf

Comment:
See page 36 of the Enated Budget for the amount of new borrowing and page 112 for the interest payments.

The Enacted Budget is a legal text whereby the Parliament authorizes the Government to spend and issue new debt up to certain levels. Hence, only flows, not stocks, are considered.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

64. What information is provided in the Citizens Budget?

(The core information must include expenditure and revenue totals, the main policy initiatives in the budget, the macroeconomic forecast upon which the budget is based, and contact information for follow-up by citizens.)

GUIDELINES:

Question 64 focuses on the content of the Citizens Budget, asking whether "core" information is presented. These core components include:

- *expenditure and revenue totals;*
- *the main policy initiatives in the budget;*
- *the macroeconomic forecast upon which the budget is based; and*
- *contact information for follow-up by citizens.*

To answer "a," the Citizens Budget or supporting documentation must present all of the above core information as well as some additional information beyond the core elements. To answer "b," the Citizens Budget must present all of the core components noted above. Answer "b" is also accepted if one of the core elements is not presented but additional information beyond the core elements is presented. A "c" answer applies if the Citizens Budget includes some of the core components above, but other core pieces of information are not included. Answer "d" applies if a Citizens Budget is not published.

Answer:
d. The Citizens Budget is not published.

Source:

Comment:
The Citizens Budget regarding the EBP 2019 was only made publicly available in February 2019 (after the cut-off date considered for this survey). Regarding the EBP 2018, no Citizens Budget was produced.

See question CB-2a for further details.

Peer Reviewer
Opinion: Agree

Comments: As noted above in section 1 of this Survey, the government has made available online what seems to be an attempt at a CB version of the EB. Source: https://online.dgo.pt/DadosCidadao/Orcamento_CG.Entrada.aspx We are of the opinion that this is still a minimalist attempt, hardly classifiable as a CB (thus the score d). However, it should be noted that a substantial part of the information required in this question is indeed provided there, although in a form that may not meet the CB requirements given literature and best practices in general and in particular IBP guidelines. This issue – if whether or not this is a CB - should be further assessed by IBP, by looking in more detail into the link above, keeping a broader perspective of international comparison (not just best practices).

Government Reviewer
Opinion: Disagree

Suggested Answer:
c. The Citizens Budget provides information, but it excludes some core elements.

Comments: <https://www.oe2018.gov.pt> <https://www.oe2019.gov.pt> https://www.oe2019.gov.pt/wp-content/uploads/2019/02/oe-explicado-20191-9_v.pdf In the 2019 State Budget website (as well as the 2018 State Budget) one can find: - the main goals of the year budget; - all the official documentation of the budget (the report; the presentation made by the Minister of Finance of the proposal; the proposal of Law; and the Law approved

by the Parliament); - specific documentation of the budget by areas of intervention - an explanation of the main policies for each area of intervention In the 2019 State Budget website it is also available: - an "explanation of the Budget for all" where information about expenditure and revenue is disaggregated. Although the PDF (https://www.oe2019.gov.pt/wp-content/uploads/2019/02/oe-explicado-20191-9_v.pdf) might only be published in February 2019, the information on the initial page of the website (<https://www.oe2019.gov.pt/>) and the information about the main policy initiatives (<https://www.oe2019.gov.pt/prioridades-do-orcamento-do-estado/>) and the main policies by policy area (<https://www.oe2019.gov.pt/areas-governativas/>) were already available by 17/10/2018.

Researcher Response

The website that the Government reviewer refers (<https://www.oe2019.gov.pt/orcamento-estado-2019/>) does not meet the requirements to be considered a Citizens Budget, since it does not have all the information required to be qualified as such. For example: it does not consistently present the most important policy measures (some show the overall value, others use non-financial variables on inputs); the budget cost of each measure is not clear, nor how it relates to the overall budget policy stance and strategy; it's a website, not a document, so it can't be disseminated through physical media (brochures, etc.); it does not explain basic concepts to reach the whole population, among others. Notwithstanding, there is a document that can and should be considered in the future a Citizens Budget, the "Orçamento do Estado Explicado" ("State Budget Explained") (https://www.oe2019.gov.pt/wp-content/uploads/2019/02/20191-9_v.pdf-o-explained), which can be accessed through that site. However, it was only publicly available at the beginning of February 2019, and, for that reason, it can't be considered for this OBS (confirmed by the IBP reviewer). According to the OBS methodology, you should be able to "assess documents that could be expected to be published before 31 December 2018 (the research cut-off date for the 2019 OBS)". And no version has been made for the 2018 Executive Budget Proposal, which leads us to assume that there is no Citizens Budget for the period under consideration.

IBP Comment

We recognize the government's efforts at making available information in more user-friendly formats for the 2019 Budget. The website indicated by the Government Reviewer is an interesting way to disseminate easy to understand information on the main policy proposals included in the budget proposal. However, a Citizen Budget needs to include more general information as well, and that is only done in the document called "OE Explicado" which was published too late to be considered for this round of the Survey. We look forward to accepting it in the next round, and we encourage the Government to make it available together with the main budget proposal, in October.

65. How is the Citizens Budget disseminated to the public?

GUIDELINES:

Question 65 asks how the Citizens Budget is disseminated to the public. Citizens Budgets should be made available to a variety of audiences. Therefore paper versions and an Internet posting of a document might not be sufficient.

To answer "a," the executive must use three or more different types of creative media tools to reach the largest possible share of the population, including those who otherwise would not normally have access to budget documents or information. Dissemination would also be pursued at the very local level, so that the coverage is targeted both by geographic area and population group (e.g., women, elderly, low income, urban, rural, etc.). Option "b" applies if significant dissemination efforts are made through a combination of two means of communications, for instance, both posting the Citizens Budget on the executive's official website and distributing printed copies of it. Option "c" applies if the Citizens Budget is disseminated through only posting on the executive's official website. Option "d" applies when the executive does not publish a Citizens Budget.

Answer:

d. A Citizens Budget is not published.

Source:

Comment:

The Citizens Budget regarding the EBP 2019 was only made publicly available in February 2019 (after the cut-off date considered for this survey). Regarding the EBP 2018, no Citizens Budget was produced.

See question CB-2a for further details.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer:

b. A Citizens Budget is published by using at least two, but less than three, means of dissemination, but no other dissemination efforts are undertaken by the executive.

Comments: By Internet and media <https://eco.sapo.pt/2018/10/17/governo-lanca-site-costa-faz-video-a-explicar-o-oe-que-melhora-a-vida-dos-portugueses/>

Researcher Response

The website that the Government reviewer refers (<https://www.oe2019.gov.pt/orcamento-estado-2019/>) does not meet the requirements to be considered a Citizens Budget, since it does not have all the information required to be qualified as such. For example: it does not consistently present the most important policy measures (some show the overall value, others use non-financial variables on inputs); the budget cost of each measure is not clear, nor how it relates to the overall budget policy stance and strategy; it's a website, not a document, so it can't be disseminated through physical

media (brochures, etc.); it does not explain basic concepts to reach the whole population, among others. Notwithstanding, there is a document that can and should be considered in the future a Citizens Budget, the "Orçamento do Estado Explicado" ("State Budget Explained") (https://www.oe2019.gov.pt/wp-content/uploads/2019/02/20191-9_v.pdf-o-explained), which can be accessed through that site. However, it was only publicly available at the beginning of February 2019, and, for that reason, it can't be considered for this OBS (confirmed by the IBP reviewer). According to the OBS methodology, you should be able to "assess documents that could be expected to be published before 31 December 2018 (the research cut-off date for the 2019 OBS)". And no version has been made for the 2018 Executive Budget Proposal, which leads us to assume that there is no Citizens Budget for the period under consideration.

IBP Comment

We recognize the government's efforts at making available information in more user-friendly formats for the 2019 Budget. The website indicated by the Government Reviewer is an interesting way to disseminate easy to understand information on the main policy proposals included in the budget proposal. However, a Citizen Budget needs to include more general information as well, and that is only done in the document called "OE Explicado" which was published too late to be considered for this round of the Survey. We look forward to accepting it in the next round, and we encourage the Government to make it available together with the main budget proposal, in October.

66. Has the executive established mechanisms to identify the public's requirements for budget information prior to publishing the Citizens Budget?

GUIDELINES:

Question 66 asks whether the executive has established mechanisms to identify the public's requirements for budget information before publishing a Citizens Budget. What the public wants to know about the budget might differ from the information the executive includes in technical documents that comprise the Executive's Budget Proposal or the Enacted Budget; similarly, different perspectives might exist on how the budget should be presented, and this may vary depending on the context. For this reason the executive should consult with the public on the content and presentation of the Citizens Budget.

To answer "a," the executive must have established mechanisms to consult with the public, and these mechanisms for consultation are both accessible and widely used by the public. Such mechanisms can include focus groups, social networks, surveys, hotlines, and meetings/events in universities or other locations where people gather to discuss public issues. In countries where Citizens Budgets are consistently produced and released, it may be sufficient for the government to provide the public with contact information and feedback opportunities, and subsequently use the feedback to improve its management of public resources.

Option "b" applies if the executive has established mechanisms for consultation that are accessible to the public, but that the public nonetheless does not use frequently. That is, the public does not typically engage with the executive on the content of the Citizens Budget, even though the executive has created opportunities for such consultation. Option "c" applies if the executive has established mechanism for consultation with the public, but they are poorly designed and thus not accessible to the public. Option "d" applies if the executive has not created any mechanisms to seek feedback from the public on the content of the Citizens Budget.

Answer:

d. No, the executive has not established any mechanisms to identify the public's requirements for budget information in the Citizen's Budget.

Source:

Comment:

The Citizens Budget regarding the EBP 2019 was only made publicly available in February 2019 (after the cut-off date considered for this survey). Regarding the EBP 2018, no Citizens Budget was produced.

See question CB-2a for further details.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer:

b. Yes, the executive has established mechanisms to identify the public's requirements for budget information in the Citizen's Budget; while these mechanisms are accessible they are not widely used by the public.

Comments: <https://www.oe2018.gov.pt/> <https://www.oe2019.gov.pt/> Since 2017 the Government has implemented a website created specifically to explain the main aspects of the proposal of the State Budget for the next year. In both years there is a youtube message from the Prime Minister explaining the main aspects of the proposal. In the second year of implementation, a brochure explaining the Budget was introduced, being closer to the core elements of the Citizen's Budget https://www.oe2019.gov.pt/wp-content/uploads/2019/02/oe-explicado-20191-9_v.pdf

Researcher Response

The website that the Government reviewer refers (<https://www.oe2019.gov.pt/orcamento-estado-2019/>) does not meet the requirements to be considered a Citizens Budget, since it does not have all the information required to be qualified as such. For example: it does not consistently present the most important policy measures (some show the overall value, others use non-financial variables on inputs); the budget cost of each measure is not clear, nor how it relates to the overall budget policy stance and strategy; it's a website, not a document, so it can't be disseminated through physical media (brochures, etc.); it does not explain basic concepts to reach the whole population, among others. Notwithstanding, there is a document that can and should be considered in the future a Citizens Budget, the "Orçamento do Estado Explicado" ("State Budget Explained") (https://www.oe2019.gov.pt/wp-content/uploads/2019/02/20191-9_v.pdf-o-explained), which can be accessed through that site. However, it was

only publicly available at the beginning of February 2019, and, for that reason, it can't be consider for this OBS (confirmed by the IBP reviewer). According to the OBS methodology, you should be able to "assess documents that could be expected to be published before 31 December 2018 (the research cut-off date for the 2019 OBS)". And no version has been made for the 2018 Executive Budget Proposal, which leads us to assume that there is no Citizens Budget for the period under consideration.

IBP Comment

We agree with the researcher's assessment. In any case, evidence for this question would consist of consultations held by the Government to gauge the public's views on the content of the website, for example. No such evidence is provided by the government reviewer.

67. Are "citizens" versions of budget documents published throughout the budget process?

GUIDELINES:

Question 67 asks if "citizens" versions of budget documents are published throughout the budget process. While the Citizens Budget was initially conceived as a simplified version of the Executive's Budget Proposal or the Enacted Budget, good practice is now evolving and suggests that a "citizens" version of key budget documents should be produced during each of the four phases of the budget cycle. This would serve to inform citizens of the state of public financial management throughout the entire budget cycle.

To answer "a," a citizens version of at least one budget document is published for each of the four stages of the budget process (budget formulation, enactment, execution, and audit) – for a total of at least four citizens budget documents throughout the process. Option "b" applies if a citizens version of a budget document is published for at least two of the four stages of the budget process. Option "c" applies if a citizens version of a budget document is published for at least one of the four stages of the budget process. Select option "d" if no "citizens" version of budget documents is published.

Answer:

d. No citizens version of budget documents is published.

Source:

Comment:

See question CB-2a for further details.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer:

b. A citizens version of budget documents is published for at least two of the four stages of the budget process.

Comments: Budget formulation: <https://www.oe2019.gov.pt/orcamento-estado-2019/> https://www.oe2019.gov.pt/wp-content/uploads/2019/02/oe-explicado-20191-9_v.pdf Budget execution: <http://online.dgo.pt/DadosCidadao/Execucao.aspx>

Researcher Response

The website that the Government reviewer refers regarding the formulation phase (<https://www.oe2019.gov.pt/orcamento-estado-2019/>) does not meet the requirements to be considered a Citizens Budget, since it does not have all the information required to be qualified as such. For example: it does not consistently present the most important policy measures (some show the overall value, others use non-financial variables on inputs); the budget cost of each measure is not clear, nor how it relates to the overall budget policy stance and strategy; it's a website, not a document, so it can't be disseminated through physical media (brochures, etc.); it does not explain basic concepts to reach the whole population, among others.

Notwithstanding, there is a document that can and should be considered in the future a Citizens Budget, the "Orçamento do Estado Explicado" ("State Budget Explained") (https://www.oe2019.gov.pt/wp-content/uploads/2019/02/20191-9_v.pdf-o-explained), which can be accessed through that site. However, it was only publicly available at the beginning of February 2019, and, for that reason, it can't be consider for this OBS (confirmed by the IBP reviewer). According to the OBS methodology, you should be able to "assess documents that could be expected to be published before 31 December 2018 (the research cut-off date for the 2019 OBS)". And no version has been made for the 2018 Executive Budget Proposal, which leads us to assume that there is no Citizens Budget for the period under consideration. The website that the Government reviewer refers regarding the execution phase is an online data portal for citizens with no narrative explanation of the numbers to the general public.

IBP Comment

We recognize the government's efforts at making available information in more user-friendly formats for the 2019 Budget. The website indicated by the Government Reviewer is an interesting way to disseminate easy to understand information on the main policy proposals included in the budget proposal. However, a Citizen Budget needs to include more general information as well, and that is only done in the document called "OE Explicado" which was published too late to be considered for this round of the Survey. We look forward to accepting it in the next round, and we encourage the Government to make it available together with the main budget proposal, in October. Similarly, we agree with the researcher assessment of the website with budget execution information.

68. Do the In-Year Reports present actual expenditures by any of the three expenditure classifications (by administrative, economic, or functional classification)?

GUIDELINES:

Question 68 asks if expenditure estimates in In-Year Reports are presented by any one of the three expenditure classifications – by administrative, economic, and functional classifications – which were addressed in Questions 1-5 above.

Each of the classifications answers a different question: administrative unit indicates who spends the money; functional classification shows for what purpose is the money spent; and economic classification displays what the money is spent on. Unlike classification by administrative unit, which tends to be unique to each country, functional and economic classifications for government budgeting have been developed and standardized by international institutions. Cross-country comparisons are facilitated by adherence to these international classification standards.

To answer "a," In-Year Reports must present actual expenditures by all three of the expenditure classifications. To answer "b," actual expenditures must be presented by two of these three classifications. A "c" answer applies if actual expenditures are presented by one of the three classifications. Answer "d" applies if actual expenditures are not presented by any of the three classifications in In-Year Reports.

Answer:

a. Yes, the In-Year Reports present actual expenditures by all three expenditure classifications (by administrative, economic, and functional classification).

Source:

<https://www.dgo.pt/execucaoorcamental/Paginas/Sintese-da-Execucao-Orcamental-Mensal.aspx?Ano=2018&Mes=Dezembro>

Comment:

Expenditures by economic classification are disclosed and extensively broken down in the spreadsheet termed "Statistical Annex" for any given month (sheet 4th by order).

The other two classifications are presented in the Excel file named, for example, "Síntese da Execução Orçamental de novembro de 2018 - Informação Estatística complementar (english version)", namely administrative in the 6th and 8th sheets and functional in the 5th and 7th sheets.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

68b. Based on the response to Question 68, check the box(es) to identify which expenditure classifications are included in the In-Year Reports:

Answer:

Administrative classification

Economic classification

Functional classification

Source:

<https://www.dgo.pt/execucaoorcamental/Paginas/Sintese-da-Execucao-Orcamental-Mensal.aspx?Ano=2018&Mes=Dezembro>

Comment:

Expenditures by economic classification are disclosed and extensively broken down in the spreadsheet termed "Statistical Annex" for any given month (sheet 4th by order).

The other two classifications are presented in the Excel file named, for example, "Síntese da Execução Orçamental de novembro de 2018 - Informação Estatística complementar (english version)", namely administrative in the 6th and 8th sheets and functional in the 5th and 7th sheets.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

69. Do the In-Year Reports present actual expenditures for individual programs?

GUIDELINES:

Question 69 asks if expenditure estimates in In-Year Reports are presented by program. There is no standard definition for the term "program," and the meaning can vary from country to country. However, for the purposes of answering the questionnaire, researchers should understand the term "program" to mean any level of detail below an administrative unit, such as a ministry or department.

A note for francophone countries: "Program" level detail is sometimes referred to as le plan comptable or le plan comptable detaillé. (These data are typically coded in the financial management database, following the chart of budgetary accounts, so that they can be organized by administrative and functional classification.)

To answer "a," In-Year Reports must present actual expenditures for all individual programs, accounting for all expenditures. To answer "b," In-Year Reports must present actual expenditures for individual programs that when combined account for at least two-thirds of expenditures, but not all expenditures. A "c" answer applies if In-Year Reports present actual expenditures for programs that account for less than two-thirds of expenditures. Answer "d" applies if actual expenditures are not presented by program in In-Year Reports.

Answer:

c. Yes, the In-Year Reports present actual expenditures for programs accounting for less than two-thirds of expenditures.

Source:

https://www.dgo.pt/execucaoorcamental/SintesdaExecucaoOrcamentalMensal/2018/dezembro/1218-SinteseExecucaoOrcamental_novembro2018.pdf

Comment:

The IYRs present actual expenditures for programs in some cases, for example in table 10 (page 19).

But transfers are not presented by program and not all programs are presented.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

70. Do the In-Year Reports compare actual year-to-date expenditures with either the original estimate for that period (based on the enacted budget) or the same period in the previous year?

GUIDELINES:

Question 70 asks whether In-Year Reports compare actual expenditures to-date with either the enacted levels or actual expenditures for the same period in the previous year.

The OECD recommends that the reports contain the total year-to-date expenditures in a format that allows for a comparison with the budget's forecast expenditures (based on enacted levels) for the same period.

To answer "a," comparisons must be made for expenditures presented in the In-Year Reports

Answer:

a. Yes, comparisons are made for expenditures presented in the In-Year Reports.

Source:

https://www.dgo.pt/execucaoorcamental/SintesdaExecucaoOrcamentalMensal/2018/dezembro/1218-SinteseExecucaoOrcamental_novembro2018.pdf - for example

and

<https://www.dgo.pt/execucaoorcamental/Paginas/Sintese-da-Execucao-Orcamental-Mensal.aspx?Ano=2018&Mes=Dezembro>

Comment:

In all sheets, a comparison is presented with both the same period of the previous year and with the enacted levels. An "execution degree" figure is also presented, which is just the division of year-to-date expenditure by full year enacted level.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

71. Do In-Year Reports present actual revenue by category (such as tax and non-tax)?

GUIDELINES:

Questions 71 asks whether In-Year Reports present actual revenues by "category"— that is, whether tax and non-tax sources of revenue are shown separately.

To answer "a," In-Year Reports must present revenue estimates classified by category.

Answer:

a. Yes, In-Year Reports present actual revenue by category.

Source:

https://www.dgo.pt/execucaoorcamental/SintesdaExecucaoOrcamentalMensal/2018/dezembro/1218-SinteseExecucaoOrcamental_novembro2018.pdf - for example

and

<https://www.dgo.pt/execucaoorcamental/Paginas/Sintese-da-Execucao-Orcamental-Mensal.aspx?Ano=2018&Mes=Dezembro>

Comment:

See, for example, table 14 (page 23) of the first source.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

72. Do In-Year Reports present the individual sources of revenue for actual revenues collected?

GUIDELINES:

Question 72 asks whether In-Year Reports present actual collections of individual sources of revenue (such as income taxes, VAT, etc.). The question applies to both tax and non-tax revenue.

To answer "a," In-Year Reports must present actual collections for all individual sources of revenue, and "other" or "miscellaneous" revenue must account for three percent or less of all revenue. To answer "b," In-Year Reports must present actual collections for individual sources of revenue that when combined account for at least two-thirds of all revenue collected, but not all revenue. A "c" answer applies if In-Year Reports present individual sources of actual revenue that account for less than two-thirds of all revenue collected. Answer "d" applies if individual sources of actual revenue are not presented.

Answer:

a. Yes, In-Year Reports present individual sources of actual revenue accounting for all revenue.

Source:

https://www.dgo.pt/execucaoorcamental/SintesdaExecucaoOrcamentalMensal/2018/dezembro/1218-SinteseExecucaoOrcamental_novembro2018.pdf - for example

and

<https://www.dgo.pt/execucaoorcamental/Paginas/Sintese-da-Execucao-Orcamental-Mensal.aspx?Ano=2018&Mes=Dezembro>

Comment:

Individual sources of all revenue, including special agencies and social security funds, are broken down in the IYR. See, for example, table 16 (page 24) of the first source.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

73. Do the In-Year Reports compare actual year-to-date revenues with either the original estimate for that period (based on the enacted budget) or the same period in the previous year?

GUIDELINES:

Question 73 asks whether In-Year Reports compare actual revenues to-date with either the enacted levels or actual revenues for the same period in the previous year.

The OECD recommends that the reports contain the total year-to-date revenues in a format that allows for a comparison with the budget's forecast revenues (based on enacted levels) for the same period.

To answer "a," comparisons must be made for revenues presented in the In-Year Reports.

Answer:

a. Yes, comparisons are made for revenues presented in the In-Year Reports.

Source:

https://www.dgo.pt/execucaoorcamental/SinteseDaExecucaoOrcamentalMensal/2018/dezembro/1218-SinteseExecucaoOrcamental_novembro2018.pdf - for example

and

<https://www.dgo.pt/execucaoorcamental/Paginas/Sintese-da-Execucao-Orcamental-Mensal.aspx?Ano=2018&Mes=Dezembro>

Comment:

In all sheets, a comparison is presented with both the same period of the previous year and with the enacted levels. An "execution degree" figure is also presented, which is just the division of year-to-date revenue by full year enacted level.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

74. Do In-Year Reports present three estimates related to actual government borrowing and debt: the amount of net new borrowing; the total debt outstanding; and interest payments?

GUIDELINES:

Question 74 asks about three key estimates related to borrowing and debt:

- the amount of net new borrowing so far during the year;*
- the central government's total debt burden at that point in the year; and*
- the interest payments to-date on the outstanding debt.*

Debt is the accumulated amount of money that the government borrows. The government can borrow from its citizens and banks and businesses within the country (domestic debt) or from creditors outside the country (external debt). External debt is typically owed to private commercial banks, other governments, or international financial institutions such as the World Bank and the International Monetary Fund.

Net new borrowing is the additional amount of new borrowing that is required for the budget year to finance expenditures in the budget that exceed available revenues. Net new borrowing adds to the accumulated debt. It is distinct from gross borrowing, which also includes borrowing needed to repay existing debt that matured during the budget year; debt that is replaced (or rolled over) does not add to the total of accumulated debt.

Interest payments on the debt (or debt service costs) are typically made at regular intervals, and these payments must be made on a timely basis in order to avoid defaulting on the debt obligation. Interest payments are separate from the repayment of principal, which occurs only when the loan has matured and must be paid back in full.

To answer "a," In-Year Reports must present all three estimates of borrowing and debt. For a "b" answer, In-Year Reports must present two of those three estimates. For a "c" answer, IYRs must present one of the three estimates. Answer "d" applies if no information on borrowing and debt is presented in In-Year Reports.

Answer:

a. Yes, all three estimates related to government borrowing and debt are presented.

Source:

<https://www.dgo.pt/execucaoorcamental/Paginas/Sintese-da-Execucao-Orcamental-Mensal.aspx?Ano=2018&Mes=Dezembro>

and

https://www.igcp.pt/fotos/editor2/2018/Boletim_Mensal/10_BM_out.pdf

Comment:

In the main "Statistical Annex" spreadsheet, borrowing/deficit information can be found on the 3rd sheet, and interest payments information on the 4th sheet.

Additionally, as already stated in question 14, in the debt reports mentioned in the sources, debt burden information updated on a monthly basis can be found. This is not part of the IYR, but given that this information is published on an official website in a timely fashion and is easily accessible, we answered a (despite the fact that this information is not being explicitly linked to the IYRs).

Peer Reviewer

Opinion: Agree

Comments: Quarterly series of the amount of general government (and detailed by level of government as well) outstanding public debt are reported monthly by the Bank of Portugal Statistical Bulletin. Source: <https://www.bportugal.pt/en/publicacao/statistical-bulletin> Although it does not bring about significant deviations / distortions, it should be noted that the debt figures reported monthly by IGCP (the public debt agency) do not exactly refer to general government, because they do not take into account the consolidation of some debt within the public sector.

Government Reviewer

Opinion: Agree

75. Do In-Year Reports present information related to the composition of the total actual debt outstanding?

(The core information must include interest rates on the debt instruments; maturity profile of the debt; and whether it is domestic or external debt.)

GUIDELINES:

Question 75 focuses on the composition of government debt, asking whether "core" information related to its composition is presented. These core components include:

- *interest rates on the debt;*
- *maturity profile of the debt; and*
- *whether the debt is domestic or external.*

The interest rates affect the amount of interest that must be paid to creditors. The maturity profile indicates the final payment date of the loan, at which point the principal (and all remaining interest) is due to be paid; government borrowing typically includes a mix of short-term and long-term debt. As discussed in Question 74, domestic debt is held by a country's citizens and banks and businesses, while external debt is held by foreigners. These factors related to the composition of the debt give an indication of the potential vulnerability of the country's debt position, and ultimately whether the cost of servicing the accumulated debt is affordable.

Beyond these core elements, a government may also provide additional information related to the composition of its debt, including for instance: whether interest rates are fixed or variable; whether debt is callable; the currency of the debt; a profile of the creditors (bilateral institutions, multilateral institutions, commercial banks, Central Bank, etc.); an analysis of the risk associated with the debt; and where appropriate, what the debt is being used to finance.

To answer "a," In-Year Reports must present all of the core information related to the composition of government debt to-date as well as some additional information beyond the core elements. To answer "b," In-Year Reports must present all of the core components noted above. Answer "b" is also accepted if one of the core elements is not presented but additional information beyond the core elements is presented. A "c" answer applies if some information related to the composition of government debt is presented, but some of the core pieces of information are not included. Answer "d" applies if no information is presented on the composition of the debt outstanding in In-Year Reports.

Answer:

a. Yes, information beyond the core elements is presented for the composition of the total actual debt outstanding.

Source:

<https://www.dgo.pt/execucaoorcamental/Paginas/Sintese-da-Execucao-Orcamental-Mensal.aspx?Ano=2018&Mes=Dezembro>

and

https://www.igcp.pt/fotos/editor2/2018/Boletim_Mensal/10_BM_out.pdf

Comment:

The composition of debt is roughly presented in the IYRs.

Although the fact that, in practice, none of the "core" information is presented, it should be noted that this information is made available in a timely fashion regularly by the government agency responsible for debt management (<http://www.igcp.pt>), as already stated in question 14 (see for further details).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

76. Does the Mid-Year Review of the budget include an updated macroeconomic forecast for the budget year underway?

GUIDELINES:

Question 76 asks whether the Mid-Year Review includes an updated macroeconomic forecast for the budget year, and provides an explanation of the update.

Refer to Question 15 for the components of the macroeconomic forecast presented in the Executive's Budget Proposal.

To answer "a," the Mid-Year Review must include an updated macroeconomic forecast and explain all of the differences between the initial forecast presented in the Executive's Budget Proposal and the updated forecast. The explanation must include at least estimates of all differences; a narrative discussion is desirable but not required if estimates of all the differences are provided. To answer "b," the macroeconomic forecast must be updated, but only some of the differences between the initial and updated forecasts are explained. The explanation would be more limited, such as only a narrative discussion of the differences or estimates covering only some of the differences. A "c" response applies if the Mid-Year Review includes an updated macroeconomic forecast, but does not provide an explanation for the revisions. A "d" response applies if the macroeconomic forecast has not been updated.

Answer:

d. No, the estimates for macroeconomic forecast have not been updated.

Source:

Comment:

No Mid-Year Review is published.

Peer Reviewer

Opinion: Disagree

Suggested Answer: e. Not applicable/other (please comment).

Comments: N.A. - no Mid-year Review is published. It should be noted that the government updates the macroeconomic forecast in April of the budget year underway in the context of the Stability Programme; and in October, in the context of the next Budget Proposal.

Government Reviewer

Opinion: Disagree

Suggested Answer: e. Not applicable/other (please comment).

Comments: MYRs are not produced and are not required by the Portuguese budgetary framework law.

IBP Comment

The fact that a Mid-Year Review is not required by the legal framework does not affect the application of the OBS methodology, nor the recommendation by international standards that governments should produce and publish such a document.

77. Does the Mid-Year Review of the budget include updated expenditure estimates for the budget year underway?

GUIDELINES:

Question 77 asks whether the Mid-Year Review includes updated estimates of expenditure for the budget year, and provides an explanation of the update.

To answer "a," the Mid-Year Review must include updated expenditure estimates and explain all of the differences between the initial levels presented in the Executive's Budget Proposal (or the Enacted Budget) and the updated estimates. The explanation must include at least estimates of all differences; a narrative discussion is desirable but not required if estimates of all the differences are provided. The expenditure estimates must be updated, but only some of the differences between the initial and updated estimates are explained. The explanation would be more limited, such as only a narrative discussion of the differences or estimates covering only some of the differences. A "c" response applies if the Mid-Year Review includes updated expenditure estimates, but does not provide an explanation for the revisions. A "d" response applies if the expenditure estimates have not been updated.

Answer:

d. No, expenditure estimates have not been updated.

Source:

Comment:

No Mid-Year Review is published.

Peer Reviewer

Opinion: Disagree

Suggested Answer: e. Not applicable/other (please comment).

Comments: N.A. - no Mid-year Review is published. It should be noted that the government updates expenditure estimates in April of the budget year underway in the context of the Stability Programme; and in October, in the context of the next Budget Proposal.

Government Reviewer

Opinion: Disagree

Suggested Answer: e. Not applicable/other (please comment).

Comments: MYRs are not produced and are not required by the Portuguese budgetary framework law.

IBP Comment

The fact that a Mid-Year Review is not required by the legal framework does not affect the application of the OBS methodology, nor the recommendation by international standards that governments should produce and publish such a document.

78. Does the Mid-Year Review of the budget present expenditure estimates for the budget year underway by any of the three expenditure classifications (by administrative, economic, or functional classification)?

GUIDELINES:

Question 78 asks if expenditure estimates in the Mid-Year Review are presented by any one of the three expenditure classifications – by administrative, economic, and functional classifications – which were addressed in Questions 1-5 above. Each of the classifications answers a different question: administrative unit indicates who spends the money; functional classification shows for what purpose is the money spent; and economic classification displays what the money is spent on. Unlike classification by administrative unit, which tends to be unique to each country, functional and economic classifications for government budgeting have been developed and standardized by international institutions. Cross-country comparisons are facilitated by adherence to these international classification standards.

To answer "a," the Mid-Year Review must present expenditure estimates by all three of the expenditure classifications. To answer "b," expenditure estimates must be presented by two of these three classifications. A "c" answer applies if expenditure estimates are presented by one of the three classifications. Answer "d" applies if expenditure estimates are not presented by any of the three classifications in the Mid-Year Review.

Answer:

d. No, the Mid-Year Review does not present expenditure estimates by any expenditure classification.

Source:

Comment:

No Mid-Year Review is published.

Peer Reviewer

Opinion: Disagree

Suggested Answer: e. Not applicable/other (please comment).

Comments: N.A. - no Mid-year Review is published. It should be noted that the government updates expenditure estimates (economic classification only) in April of the budget year underway in the context of the Stability Programme; and in October, in the context of the next Budget Proposal.

Government Reviewer

Opinion: Disagree

Suggested Answer: e. Not applicable/other (please comment).

Comments: MYRs are not produced and are not required by the Portuguese budgetary framework law.

IBP Comment

The fact that a Mid-Year Review is not required by the legal framework does not affect the application of the OBS methodology, nor the recommendation by international standards that governments should produce and publish such a document.

78b. Based on the response to Question 78, check the box(es) to identify which expenditure classifications are included in the Mid-Year Review:

Answer:

None of the above

Source:

Comment:

No Mid-Year Review is published.

Peer Reviewer

Opinion: Agree

Comments: Even though no Mid-year Review is published, it should be noted that the government updates expenditure estimates (economic classification only) in April of the budget year underway in the context of the Stability Programme; and in October, in the context of the next Budget Proposal.

Government Reviewer

Opinion: Disagree

Suggested Answer: Not applicable. MYRs are not produced and are not required by the Portuguese budgetary framework law.

IBP Comment

The fact that a Mid-Year Review is not required by the legal framework does not affect the application of the OBS methodology, nor the recommendation by international standards that governments should produce and publish such a document.

79. Does the Mid-Year Review of the budget present expenditure estimates for the budget year underway for individual programs?

GUIDELINES:

Question 79 asks if expenditure estimates in the Mid-Year Review are presented by program. There is no standard definition for the term "program," and the meaning can vary from country to country. However, for the purposes of answering the questionnaire, researchers should understand the term "program" to mean any level of detail below an administrative unit, such as a ministry or department.

A note for francophone countries: "Program" level detail is sometimes referred to as le plan comptable or le plan comptable detaillé. (These data are typically coded in the financial management database, following the chart of budgetary accounts, so that they can be organized by administrative and functional classification.)

To answer "a," the Mid-Year Review must present expenditures for all individual programs, accounting for all expenditures. To answer "b," the Mid-Year Review must present expenditures for individual programs that when combined account for at least two-thirds of expenditures, but not all expenditures. A "c" answer applies if the Mid-Year Review presents programs that account for less than two-thirds of expenditures. Answer "d" applies if expenditures are not presented by program in the Mid-Year Review.

Answer:

d. No, the Mid-Year Review does not present expenditure estimates by program.

Source:

Comment:

No Mid-Year Review is published.

Peer Reviewer

Opinion: Disagree

Suggested Answer: e. Not applicable/other (please comment).

Comments: N.A. - no Mid-year Review is published.

Government Reviewer

Opinion: Disagree

Suggested Answer: e. Not applicable/other (please comment).

Comments: MYRs are not produced and are not required by the Portuguese budgetary framework law.

IBP Comment

The fact that a Mid-Year Review is not required by the legal framework does not affect the application of the OBS methodology, nor the recommendation by international standards that governments should produce and publish such a document.

80. Does the Mid-Year Review of the budget include updated revenue estimates for the budget year underway?

GUIDELINES:

Question 80 asks whether the Mid-Year Review includes updated estimates of revenue for the budget year, and provides an explanation of the update.

To answer "a," the Mid-Year Review must include updated revenue estimates and explain all of the differences between the initial levels presented in the Executive's Budget Proposal (or the Enacted Budget) and the updated estimates. The explanation must include at least estimates of all differences; a narrative discussion is desirable but not required if estimates of all the differences are provided. To answer "b," the revenue estimates must be updated, but only some of the differences between the initial and updated estimates are explained. The explanation would be more limited, such as only a narrative discussion of the differences or estimates covering only some of the differences. A "c" response applies if the Mid-Year Review includes updated revenue estimates, but no explanation for the revisions is provided. A "d" response applies if the revenue estimates have not been updated.

Answer:

d. No, revenue estimates have not been updated.

Source:

Comment:

No Mid-Year Review is published.

Peer Reviewer

Opinion: Disagree

Suggested Answer: e. Not applicable/other (please comment).

Comments: N.A. - no Mid-year Review is published. It should be noted that the government updates revenue estimates in April of the budget year underway in the context of the Stability Programme; and in October, in the context of the next Budget Proposal.

Government Reviewer

Opinion: Disagree

Suggested Answer: e. Not applicable/other (please comment).

Comments: MYRs are not produced and are not required by the Portuguese budgetary framework law.

IBP Comment

The fact that a Mid-Year Review is not required by the legal framework does not affect the application of the OBS methodology, nor the recommendation by international standards that governments should produce and publish such a document.

81. Does the Mid-Year Review of the budget present revenue estimates for the budget year underway by category (such as tax and non-tax)?

GUIDELINES:

Question 81 asks whether revenue estimates in the Mid-Year Review are presented by "category"— that is, whether tax and non-tax sources of revenue are shown separately.

To answer "a," the Mid-Year Review must present revenue estimates classified by category.

Answer:

b. No, the Mid-Year Review does not present revenue estimates by category.

Source:

Comment:

No Mid-Year Review is published.

Peer Reviewer

Opinion: Disagree

Suggested Answer: c. Not applicable/other (please comment).

Comments: N.A. - no Mid-year Review is published. It should be noted that the government updates revenue estimates by category in April of the budget year underway in the context of the Stability Programme; and in October, in the context of the next Budget Proposal.

Government Reviewer

Opinion: Disagree

Suggested Answer: c. Not applicable/other (please comment).

Comments: MYRs are not produced and are not required by the Portuguese budgetary framework law.

IBP Comment

The fact that a Mid-Year Review is not required by the legal framework does not affect the application of the OBS methodology, nor the recommendation by international standards that governments should produce and publish such a document.

82. Does the Mid-Year Review of the budget present individual sources of revenue for the budget year underway?

GUIDELINES:

Question 82 asks whether revenue estimates for individual sources of revenue are presented in the Mid-Year Review. The question applies to both tax and non-tax revenue.

To answer "a," the Mid-Year Review must present all sources of revenue individually, accounting for all revenues, and "other" or "miscellaneous" revenue must account for three percent or less of all revenue. To answer "b," the Mid-Year Review must present individual sources of revenue that when combined account for at least two-thirds of all revenue, but not all revenue. A "c" answer applies if the Mid-Year Review presents estimates of individual revenue sources that account for less than two-thirds of revenue. Answer "d" applies if individual sources of revenue are not presented in the Mid-Year Review.

Answer:

d. No, the Mid-Year Review does not present individual sources of revenue.

Source:

Comment:

No Mid-Year Review is published.

Peer Reviewer

Opinion: Disagree

Suggested Answer: e. Not applicable/other (please comment).

Comments: N.A. - no Mid-year Review is published. It should be noted that the government updates estimates of sources of revenue in April of the budget year underway in the context of the Stability Programme; and in October, in the context of the next Budget Proposal.

Government Reviewer

Opinion: Disagree

Suggested Answer: e. Not applicable/other (please comment).

Comments: MYRs are not produced and are not required by the Portuguese budgetary framework law.

IBP Comment

The fact that a Mid-Year Review is not required by the legal framework does not affect the application of the OBS methodology, nor the recommendation by international standards that governments should produce and publish such a document.

83. Does the Mid-Year Review of the budget include updated estimates of government borrowing and debt, including its composition, for the budget year

underway?

GUIDELINES:

Question 83 asks whether the Mid-Year Review includes updated estimates of borrowing and debt, including its composition, for the budget year, and provides an explanation of the update.

Refer to Question 13 for details on estimates in the Executive's Budget Proposal of borrowing and debt. Key estimates related to borrowing and debt include:

- The amount of net new borrowing required during the budget year;
- The central government's total debt burden at the end of the budget year; and
- The interest payments on the outstanding debt for the budget year.

Refer to Question 14 for details on estimates in the Executive's Budget Proposal related to the composition of the debt. Core information related to the composition of government debt include:

- interest rates on the debt;
- maturity profile of the debt; and
- whether the debt is domestic or external.

To answer "a," the Mid-Year Review must include an updated estimates of borrowing and debt, including its composition, and explain all of the differences between the initial estimates presented in the Executive's Budget Proposal (or Enacted Budget) and the updated estimates. The explanation must include at least estimates of all differences; a narrative discussion is desirable but not required if estimates of all the differences are provided. To answer "b," the estimates of borrowing and debt must be updated, but only some of the differences between the initial and updated estimates are explained. The explanation would be more limited, such as only a narrative discussion of the differences or estimates covering only some of the differences. A "c" response applies if the Mid-Year Review includes updated estimates, but no explanation for the revisions is provided. A "d" response applies if the estimates of borrowing and debt have not been updated.

Answer:

d. No, estimates of government borrowing and debt have not been updated.

Source:

Comment:

No Mid-Year Review is published.

Peer Reviewer

Opinion: Disagree

Suggested Answer: e. Not applicable/other (please comment).

Comments: N.A. - no Mid-year Review is published. It should be noted that the government updates estimates of government borrowing and debt in April of the budget year underway in the context of the Stability Programme; and in October, in the context of the next Budget Proposal.

Government Reviewer

Opinion: Disagree

Suggested Answer: e. Not applicable/other (please comment).

Comments: MYRs are not produced and are not required by the Portuguese budgetary framework law.

IBP Comment

The fact that a Mid-Year Review is not required by the legal framework does not affect the application of the OBS methodology, nor the recommendation by international standards that governments should produce and publish such a document.

84. Does the Year-End Report present the differences between the enacted levels (including in-year changes approved by the legislature) and the actual outcome for expenditures?

GUIDELINES:

Question 84 asks whether the Year-End Report includes estimates of the differences between the enacted levels and actual expenditures for the year, and whether these estimates are accompanied by a narrative discussion.

To answer "a," the Year-End Report must present estimates of the differences between the enacted levels and the actual outcome for all expenditures, along with a narrative discussion. Answer "b" if estimates of the differences for all expenditures are presented, but a narrative discussion is not included. Answer "c" if estimates of the differences are presented for some, but not all expenditures, regardless of whether a narrative discussion is included. Answer "d" if no estimates of the differences are presented in the Year-End Report

Answer:

a. Yes, estimates of the differences between the enacted levels and the actual outcome for all expenditures are presented, along with a narrative discussion.

Source:

https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol1tomo01.pdf

Comment:

The report presents the differences for all expenditures, discussing them extensively throughout.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

85. Does the Year-End Report present expenditure estimates by any of the three expenditure classifications (by administrative, economic, or functional classification)?

GUIDELINES:

Question 85 asks if expenditure estimates in the Year-End Report are presented by any one of the three expenditure classifications – by administrative, economic, and functional classifications – which were addressed in Questions 1-5 above. Each of the classifications answers a different question: administrative unit indicates who spends the money; functional classification shows for what purpose is the money spent; and economic classification displays what the money is spent on. Unlike classification by administrative unit, which tends to be unique to each country, functional and economic classifications for government budgeting have been developed and standardized by international institutions. Cross-country comparisons are facilitated by adherence to these international classification standards.

To answer "a," the Year-End Report must present expenditure estimates by all three of the expenditure classifications. Answer "b" if expenditure estimates are presented by two of these three classifications. Answer "c" if expenditure estimates are presented by one of the three classifications. Answer "d" if expenditure estimates are not presented by any of the three classifications in the Year-End Report.

Answer:

a. Yes, the Year-End Report presents expenditure estimates by all three expenditure classifications (by administrative, economic, and functional classification).

Source:

https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol1tomo01.pdf

and

https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol1tomo03.pdf

Comment:

Section V (appendix) of the main year-end report presents the tables with the execution values for expenditures based on the three classifications.

More information can be found on the part of the report regarding the Maps (second link in the sources).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

85b. Based on the response to Question 85, check the box(es) to identify which expenditure classifications are included in the Year-End Report:

Answer:

Administrative classification

Economic classification

Functional classification

Source:

https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol1tomo01.pdf

and

https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol1tomo03.pdf

Comment:

Section V (appendix) of the main year-end report presents the tables with the execution values for expenditures based on the three classifications.

More information can be found on the part of the report regarding the Maps (second link in the sources).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

86. Does the Year-End Report present expenditure estimates for individual programs?

GUIDELINES:

Question 86 asks if expenditure estimates in the Year-End Report are presented by program. There is no standard definition for the term "program," and the meaning can vary from country to country. However, for the purposes of answering the questionnaire, researchers should understand the term "program" to mean any level of detail below an administrative unit, such as a ministry or department.

A note for francophone countries: "Program" level detail is sometimes referred to as le plan comptable or le plan comptable detaillé. (These data are typically coded in the financial management database, following the chart of budgetary accounts, so that they can be organized by administrative and functional classification.)

To answer "a," the Year-End Report must present expenditure estimates for all individual programs, accounting for all expenditures. Answer "b" if the Year-End Report presents expenditures for individual programs that when combined account for at least two-thirds of expenditures, but not all expenditures. Answer "c" if the Year-End Report presents programs that account for only less than two-thirds of expenditures. Answer "d" if expenditures are not presented by program in the Year-End Report.

Answer:

a. Yes, the Year-End Report presents estimates for programs accounting for all expenditures.

Source:

https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol1tomo03.pdf

Comment:

See pages 71-80 of the above part of the report, corresponding to the Maps XV and XVI.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

87. Does the Year-End Report present the differences between the enacted levels (including in-year changes approved by the legislature) and the actual outcome for revenues?

GUIDELINES:

Question 87 asks whether the Year-End Report includes estimates of the differences between the enacted levels and actual revenues for the year, and whether these estimates are accompanied by a narrative discussion.

To answer "a," the Year-End Report must present estimates of the differences between the enacted levels and the actual outcome for all revenues, along with a narrative discussion. Answer "b" if estimates of the differences for all revenues are presented, but a narrative discussion is not included. Answer "c" if estimates

of the differences are presented for some, but not all revenues, regardless of whether a narrative discussion is included. Answer "d" if no estimates of the differences are presented in the Year-End Report.

Answer:

a. Yes, estimates of the differences between the enacted levels and the actual outcome for all revenues are presented, along with a narrative discussion.

Source:

https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol1tomo01.pdf

and

https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol1tomo03.pdf

Comment:

The report presents the differences for all revenues, discussing them extensively throughout, mostly in section III.2.1.1.

More information can be found on the part of the report regarding the Maps (second link in the sources), specially Maps I and VI.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

88. Does the Year-End Report present revenue estimates by category (such as tax and non-tax)?

GUIDELINES:

Question 88 asks whether revenue estimates in the Year-End Report are presented by "category"— that is, whether tax and non-tax sources of revenue are shown separately.

To answer "a," the Year-End Report must present revenue estimates classified by category.

Answer:

a. Yes, the Year-End Report presents revenue estimates by category.

Source:

https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol1tomo03.pdf

Comment:

See Maps I and VI for that information.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

89. Does the Year-End Report present individual sources of revenue?

GUIDELINES:

Question 89 asks whether revenue estimates for individual sources of revenue are presented in the Year-End Report. The question applies to both tax and non-tax revenue.

To answer "a," the Year-End Report must present all sources of revenue individually, accounting for all revenue, and "other" or "miscellaneous" revenue must account for three percent or less of all revenue. Answer "b" if the Year-End Report presents individual sources of revenue that when combined account for at least two-thirds of all revenue, but not all revenue. Answer "c" if the Year-End Report presents estimates of individual revenue sources that account for less than two-

thirds of revenue. Answer "d" if individual sources of revenue are not presented in the Year-End Report.

Answer:

a. Yes, the Year-End Report presents individual sources of revenue accounting for all revenue.

Source:

https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol1tomo03.pdf

Comment:

See Maps I and VI for that information.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

90. Does the Year-End Report present the differences between the original estimates of government borrowing and debt, including its composition, for the fiscal year and the actual outcome for that year?

GUIDELINES:

Question 90 asks whether the Year-End Report includes estimates of the differences between the original estimates and the actual outcome for the fiscal year for borrowing and debt, including its composition, and whether these estimates are accompanied by a narrative discussion.

Refer to Question 13 for details on estimates in the Executive's Budget Proposal of borrowing and debt. Key estimates related to borrowing and debt include:

- *the amount of net new borrowing required during the budget year;*
- *the central government's total debt burden at the end of the budget year; and*
- *the interest payments on the outstanding debt for the budget year.*

Refer to Question 14 for details on estimates in the Executive's Budget Proposal related to the composition of the debt. Core information related to the composition of government debt include:

- *interest rates on the debt;*
- *maturity profile of the debt; and*
- *whether the debt is domestic or external.*

To answer "a," the Year-End Report must include estimates of the differences between all of the original estimates of borrowing and debt, including its composition, for the fiscal year and the actual outcome for that year, including a narrative discussion. Answer "b" if the Year-End Report presents estimates of the differences between all of the original estimates of borrowing and debt for the fiscal year and the actual outcome for that year, but does not include a narrative discussion. Answer "c" if estimates of the differences between some but not all of the original estimates of borrowing and debt for the fiscal year and the actual outcome for that year are presented, regardless of whether a narrative discussion is included. A "d" response applies if estimates of the differences are not presented.

Answer:

a. Yes, estimates of the differences between all of the original estimates of government borrowing and debt for the fiscal year and the actual outcome for that year are presented, along with a narrative discussion.

Source:

https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol1tomo01.pdf

Comment:

All the information can be found throughout section III.4.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

90b. Based on the response to Question 90, check the box(es) to identify which estimates of government borrowing and debt, including its composition, have the differences between the original forecast and the actual outcome for the year presented in the Year-End Report:

Answer:

The amount of net new borrowing required during the budget year
The central government's total debt burden at the end of the budget year
The interest payments on outstanding debt for the budget year
Interest rates on the debt
Maturity profile of the debt
Whether the debt is domestic or external

Source:

https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol1tomo01.pdf

Comment:

All the information can be found throughout section III.4.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

91. Does the Year-End Report present the differences between the original macroeconomic forecast for the fiscal year and the actual outcome for that year?

GUIDELINES:

Question 91 asks whether the Year-End Report includes estimates of the differences between the original macroeconomic forecast for the fiscal year and the actual outcome for that year, and whether these estimates are accompanied by a narrative discussion.

Refer to Question 15 for the components of the macroeconomic forecast in the Executive's Budget Proposal. Core components include estimates of the nominal GDP level, inflation rate, real GDP growth, and interest rates, although the importance of other macroeconomic assumptions, such as the price of oil, can vary from country to country.

To answer "a," the Year-End Report must include estimates of the differences between all of the original macroeconomic assumptions for the fiscal year and the actual outcome for that year, including a narrative discussion. Answer "b" if the Year-End Report presents estimates of the differences between all of the original macroeconomic assumptions for the fiscal year and the actual outcome for that year, but does not include a narrative discussion. Answer "c" if estimates of the differences between some but not all of the original macroeconomic assumptions for the fiscal year and the actual outcome for that year are presented, regardless of whether a narrative discussion is included. A "d" response applies if estimates of the differences are not presented.

Answer:

c. Yes, estimates of the differences between some but not all of the original macroeconomic assumptions for the fiscal year and the actual outcome for that year are presented.

Source:

https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol1tomo01.pdf

Comment:

There is an extensive discussion of macroeconomic performance (section I), but no discussion nor figures are presented regarding the differences between the original macro forecast and the actual outcomes for the year.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer:

c. Yes, estimates of the differences between some but not all of the original macroeconomic assumptions for the fiscal year and the actual outcome for that year are presented.

Comments: On section I, Tables 2, 3 and 6 (pages 5, 6 and 9, respectively) show both the figures for the original macroeconomic forecast and the outcomes for that year for the main variables of the macroeconomic scenario.

Researcher Response

Answer changed to c) according to government review. Indeed, in section I (table 2 mainly) there are some of the differences between the original macroeconomic forecasts and the outcomes for the fiscal year (although there is only information on the real GDP growth, regarding the core information required).

IBP Comment

Answer C confirmed.

91b. Based on the response to Question 91, check the box(es) to identify which elements of the macroeconomic forecast have the differences between the original forecast and the outcome for the year presented in the Year-End Report:

Answer:

Real GDP growth

Information beyond the core elements

Source:

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer: Real GDP growth Information beyond the core elements, namely: - Consumption expenditure of general government - Consumption expenditure of households - Gross fixed capital formation - Domestic demand - Exports - Imports - Contribution of domestic demand to GDP growth - Contribution of net external demand to GDP growth - Total employment - Unemployment rate - Net lending / Net borrowing of the economy - Capital account balance - Current account balance - Goods and services account balance

Researcher Response

Answer changed to "real GDP growth" and "information beyond the core elements", given the government review and the answer presented at Question 91.

IBP Comment

We agree with the changes made by the researcher.

92. Does the Year-End Report present the differences between the original estimates of nonfinancial data on inputs and the actual outcome?

GUIDELINES:

Question 92 asks whether the Year-End Report includes estimates of the differences between the original estimates of nonfinancial data on inputs and the actual outcome for the year, and whether these estimates are accompanied by a narrative discussion.

Refer to Question 49 for the nonfinancial data on inputs included in the Executive's Budget Proposal.

To answer "a," the Year-End Report must include estimates of the differences between all of the original estimates of nonfinancial data on inputs and the actual outcome, including a narrative discussion. Answer "b" if the Year-End Report presents estimates of the differences between all of the original estimates of nonfinancial data on inputs and the actual outcome, but does not include a narrative discussion. Answer "c" if estimates of the differences between some but not all of the original estimates of nonfinancial data on inputs and the actual outcome are presented, regardless of whether a narrative discussion is included. A "d" response applies if estimates of the differences are not presented.

Answer:

c. Yes, estimate of the differences between some but not all of the original estimates of nonfinancial data on inputs and the actual outcome are presented.

Source:

https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol1tomo01.pdf

Comment:

The scope of the information nonfinancial data on inputs reported is very limited. Notwithstanding, there is some information on inputs presented in some of the program-specific information (see, for example, table 143, page 233).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

93. Does the Year-End Report present the differences between the original estimates of nonfinancial data on results and the actual outcome?

GUIDELINES:

Question 93 asks whether the Year-End Report includes estimates of the differences between the original estimates of nonfinancial data on results and the actual outcome for the year, and whether these estimates are accompanied by a narrative discussion. Nonfinancial data on results can include data on both outputs and outcomes, but not on inputs (which are addressed in Question 92).

Refer to Question 50 for the nonfinancial data on results included in the Executive's Budget Proposal.

To answer "a," the Year-End Report must include estimates of the differences between all of the original estimates of nonfinancial data on results and the actual outcome, including a narrative discussion. Answer "b" if the Year-End Report presents estimates of the differences between all of the original estimates of nonfinancial data on results and the actual outcome, but does not include a narrative discussion. Answer "c" if estimates of the differences between some but not all of the original estimates of nonfinancial data on results and the actual outcome are presented, regardless of whether a narrative discussion is included. A "d" response applies if estimates of the differences are not presented.

Answer:

c. Yes, estimate of the differences between some but not all of the original estimates of nonfinancial data on results and the actual outcome are presented.

Source:

https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol1tomo01.pdf

Comment:

The scope of the information nonfinancial data on results reported is very limited. Notwithstanding, there is some information on results presented in some of the program-specific information (see, for example, table 143, page 233).

It is not possible to ascertain whether these are all the original estimates, since they are not presented in the EBP or EB. In any case, this information does not cover all programs. A narrative discussion is however usually included in these references.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

94. Does the Year-End Report present the differences between the enacted level of funds for policies (both new proposals and existing policies) that are intended to benefit directly the country's most impoverished populations and the actual outcome?

GUIDELINES:

Question 94 asks whether the Year-End Report includes estimates of the differences between the enacted level of funds for policies that are intended to benefit directly the country's most impoverished populations and the actual outcome for the year, and whether these estimates are accompanied by a narrative discussion.

Refer to Question 52 for assistance to the most impoverished populations in the Executive's Budget Proposal.

To answer "a," the Year-End Report must present estimates of the differences between the enacted level for all policies that are intended to benefit the country's most impoverished populations and the actual outcome, including a narrative discussion. Answer "b" if the Year-End Report presents estimates of the differences between the enacted level for all policies that are intended to benefit the country's most impoverished populations and the actual outcome, but does not include a narrative discussion. Answer "c" if estimates of the differences between the enacted level for some but not all of the policies that are intended to benefit the

country's most impoverished populations and the actual outcome are presented, regardless of whether a narrative discussion is included. A "d" response applies if estimates of the differences are not presented.

Answer:

d. No, estimates of the differences between the enacted level for policies that are intended to benefit directly the country's most impoverished populations and the actual outcome are not presented.

Source:

<https://www.dgo.pt/politicaorcamental/OrcamentodeEstado/2019/Proposta%20do%20Or%C3%A7amento/Documentos%20do%20E/Rel-2019.pdf>

Comment:

See further details on question 52.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

95. Does the Year-End Report present the differences between the original estimates of extra-budgetary funds and the actual outcome?

GUIDELINES:

Question 95 asks whether the Year-End Report presents estimates of the differences between the original estimates of extra-budgetary funds and the actual outcome for the year, and whether these estimates are accompanied by a narrative discussion.

Refer to Question 33 for estimates of extra-budgetary funds in the Executive's Budget Proposal.

To answer "a," the Year-End Report must include estimates of the differences between all of the original estimates of extra-budgetary funds and the actual outcome, including a narrative discussion. Answer "b" if the Year-End Report presents estimates of the differences between all of the original estimates of extra-budgetary funds and the actual outcome, but does not include a narrative discussion. Answer "c" if estimates of the differences between some but not all of the original estimates of extra-budgetary funds and the actual outcome are presented, regardless of whether a narrative discussion is included. A "d" response applies if estimates of the differences are not presented.

Answer:

b. Yes, estimates of the differences between all of the original estimates of extra-budgetary funds and the actual outcome are presented, but a narrative discussion is not included.

Source:

https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol2tomo08.pdf

and

https://www.dgo.pt/politicaorcamental/ContaGeraldoEstado/2017/CGE_2017_vol2tomo09.pdf

Comment:

Information can be found in Volume II, Number VIII and IX of the YER. Here, it is presented side by side budget estimates (after any fund shifting operations) and actual outcomes for the complete budgets of all extra-budgetary entities. No narrative discussion is presented. The actual differences are not computed, but given the level of detail we scored this b).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

96. Is a financial statement included as part of the Year-End Report or released as a separate report?

GUIDELINES:

Question 96 asks whether a financial statement is included as part of the Year-End Report, or whether it is released as a separate report. The financial statement can include some or all of the following elements: a cash flow statement, an operating statement, a balance sheet, and notes on accounting. For purposes of responding to this question, the financial statement in question does not need to be audited. For an example of a financial statement, see the document "Financial Statements of the Government of New Zealand 2013" (<https://treasury.govt.nz/sites/default/files/2013-10/fsgnz-year-jun13.pdf>)

To answer "a," a financial statement must either be included in the Year-End Report or must be released as a separate report. Answer "a" applies if a financial statement is released as a separate report, even if the Year-End Report is not publicly available. Answer "b" applies if no financial statement is released either as part of the Year-End Report or as a separate report.

Answer:

a. Yes, a financial statement is part of the Year-End Report or is released as a separate report.

Source:

https://www.dgo.pt/politicoarcamental/ContaGeraldoEstado/2017/CGE_2017_vol1tomo03.pdf

Comment:

The YER includes various elements of a financial statement.

See, for example, consolidated accounts (Map XXIII, page 94); cash flow statements (Map XXVII, page 119); consolidated balance sheet for social security system (Map XXXII, page 124).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

97. What type of audits (compliance, financial, or performance) has the Supreme Audit Institution (SAI) conducted and made available to the public?

GUIDELINES:

Question 97 asks about the types of audits conducted by the Supreme Audit Institution (SAI). There are three basic types of audits:

- Financial audits are intended to determine if an entity's financial information is accurate (free from errors or fraud) and presented in accordance with the applicable financial reporting and regulatory framework. See ISSAI 200 (<http://www.issai.org/issai-framework/3-fundamental-auditing-principles.htm>) for more detail.
- Compliance audits look at the extent to which the relevant regulations and procedures have been followed. See ISSAI 400 (<http://www.issai.org/issai-framework/3-fundamental-auditing-principles.htm>) for more details.
- Performance audits assess whether activities are adhering to the principles of economy, efficiency, and effectiveness. See ISSAI 300 (<http://www.issai.org/issai-framework/3-fundamental-auditing-principles.htm>) for more details. ≈

Financial and compliance audits are more common than performance audits, which usually occur only once a performance framework has been agreed upon. In some countries, the SAI's mandate limits the type of audit it can conduct.

To answer "a," the SAI must have conducted all three types of audit – financial, compliance, and performance – and made all of them available to the public. A "b" response applies if the SAI has conducted two of the three audit types, and a "c" applies if it has conducted only one type of audit. Answers "b" and "c" may be selected even if the Audit Report is not publicly available, as long as the SAI has conducted compliance or performance audits and made them available to the public. A "d" response applies if the SAI has not conducted any of the three types of audits, or has not made them available to the public.

Answer:

a. The SAI has conducted all three types of audits (compliance, financial, or performance) and made them available to the public.

Source:

https://www.tcontas.pt/pt/actos/rel_auditoria/2018/audit2018.shtm

and

<https://www.tcontas.pt/pt/actos/parecer-cge/2017/pcge2017.pdf>

and

https://www.tcontas.pt/pt/actos/rel_auditoria/2018/2s/rel021-2018-2s.pdf

and

https://www.tcontas.pt/pt/actos/rel_auditoria/2018/2s/rel017-2018-2s.pdf

Comment:

Examples of all the audits concluded in 2018 can be found at the first link provided in the sources.

See further links for specific examples of a compliance, financial and performance audit, respectively. Compliance audit activities are performed, for example, in the context of the Budget Audit Report, in which compliance by the government of budget reporting and classification rules is assessed.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

98. What percentage of expenditures within the mandate of the Supreme Audit Institution (SAI) has been audited?

GUIDELINES:

Question 98 focuses on the coverage of audits by the Supreme Audit Institution (SAI), asking what percentage of expenditures within the SAI's mandate has been audited.

The SAI's mandate is typically defined in statute. Only expenditures related to budgetary central government (ministries, departments, and agencies) that are within the SAI's mandate should be considered for this question. (Question 99 addresses audits of extra-budgetary funds.) Further, the question does not apply to "secret programs" (for example, security-related expenditures that are confidential). Further, if the mandate gives the SAI the authority to outsource some audits, then those audits count for purposes of this question.

Only the Audit Report identified in Section 1 should be used to answer this question. Financial audits and compliance audits, or a hybrid of the two, can be taken into account to answer this question. Performance audits should not be considered for this question.

To answer "a," all expenditures within the SAI's mandate must be audited. A "b" response applies if at least two-thirds, but not all, expenditures within the SAI's mandate have been audited. A "c" response is appropriate when less than two-thirds of expenditures within the SAI's mandate have been audited. A "d" response applies when no expenditures have been audited.

Answer:

a. All expenditures within the SAI's mandate have been audited.

Source:

<https://www.tcontas.pt/pt/actos/parecer-cge/2017/pcge2017.pdf>

Comment:

As stated on page 6, the Audit Report analyses all budget accounts, including the whole of the central government and social security sectors.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

99. What percentage of extra-budgetary funds within the mandate of the Supreme Audit Institution (SAI) has been audited?

GUIDELINES:

Question 99 focuses on audits of extra-budgetary funds, asking what percentage of extra-budgetary funds within the mandate of the Supreme Audit Institution (SAI) has been audited. These funds, although technically outside the budget, are governmental in nature and thus should be subject to the same audit requirement as other government programs.

The SAI's mandate is typically defined in statute. Only expenditures related to extra-budgetary funds within the SAI's mandate should be considered for this question. (Question 98 addresses audits of budgetary central government.) Further, if the mandate gives the SAI the authority to outsource some audits, then those audits count for purposes of this question.

To answer "a," all extra-budgetary funds within the SAI's mandate must be audited. A "b" response applies if extra-budgetary funds accounting for at least two-thirds of, but not all, expenditures associated with extra-budgetary funds within the SAI's mandate have been audited. A "c" response applies if extra-budgetary funds accounting for less than two-thirds of expenditures associated with extra-budgetary funds within the SAI's mandate have been audited. A "d" response

applies if extra-budgetary funds have not been audited.

Answer:

a. All extra-budgetary funds within the SAI's mandate have been audited.

Source:

<https://www.tcontas.pt/pt/actos/parecer-cge/2017/pcge2017.pdf>

Comment:

As stated on page 6, the Audit Report analyses all budget accounts, including the whole of the central government and social security sectors, i.e. including generally all extra budgetary units.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: I choose not to review this question

100. Does the annual Audit Report(s) prepared by the Supreme Audit Institution (SAI) include an executive summary?

GUIDELINES:

Question 100 asks whether the annual Audit Report includes an executive summary. Only the Audit Report identified in Section 1 should be used to answer this question. The Audit Report can be a fairly technical document, and an executive summary of the report's findings can help make it more accessible to the media and the public.

To answer "a," the Audit Report must include at least one executive summary summarizing the report's content. Answer "b" applies if the Audit Report does not include an executive summary, or the Audit Report is not made publicly available.

Answer:

a. Yes, the annual Audit Report(s) includes one or more executive summaries summarizing the report's content.

Source:

<https://www.tcontas.pt/pt/actos/parecer-cge/2017/pcge2017.pdf>

Comment:

Yes, in Portuguese and English (pages I to VIII of the Audit Report).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

101. Does the executive make available to the public a report on what steps it has taken to address audit recommendations or findings that indicate a need for remedial action?

GUIDELINES:

Question 101 asks whether the executive reports to the public on the steps it has taken to address audit recommendations made by the Supreme Audit Institution (SAI). The ultimate purpose of audits is to verify that the budget was executed in a manner consistent with existing law, and to hold the government accountable for this execution and its future improvement. The extent to which audits achieve the latter depends on whether there is adequate and timely follow-up on the recommendations provided in the SAI's audit reports.

To answer "a," the executive must report publicly on the steps it has taken to address all audit findings. A "b" response applies if the executive reports publicly on the steps it has taken to address most, but not all, audit findings. A "c" response applies if the executive reports publicly on the steps it has taken to address only some audit findings. As long as the executive reports publicly on the steps it has taken to address audit finding, answer "a," "b," or "c" may be selected, even if the Audit Report is not made publicly available. A "d" response applies if the executive does not report at all on its steps to address audit findings.

Answer:

c. Yes, the executive reports publicly on some audit findings.

Source:

<https://www.tcontas.pt/pt/actos/parecer-cge/2017/pcge2017.pdf>

Comment:

The executive does not make available to the public any kind of systematic review of the SAI's recommendations and of any concrete steps or plans to address them.

However, in the section of the Audit Report relative to audit recommendations by the SAI (section III of the Audit Report), there are several quotations and other information provided directly by the executive in response to these recommendations, on actions taken and plans to address them. Since this is publicly available (even if it is intended as a response to the SAI rather than a public statement) we consider this sufficient to merit a c) answer.

Peer Reviewer

Opinion: Agree

Comments: There is a parliamentary session where all the institutions involved – including the Minister of Finance are inquired about the “Conta Geral do Estado” (year-end-report) and about the actions to be taken in view of the points raised and recommendations in the Auditing Report. Source: https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetalleActividadeParlamentar.aspx?BID=109334&ACT_TP=CGE

Government Reviewer

Opinion: Agree

102. Does either the Supreme Audit Institution (SAI) or legislature release to the public a report that tracks actions taken by the executive to address audit recommendations?

GUIDELINES:

Question 102 asks whether the Supreme Audit Institution (SAI) or the legislature track actions by the executive to address audit recommendations. After audit results and recommendations are discussed and validated by the legislature, the executive is normally asked to take certain actions to address the audit findings. For accountability purposes, the public needs to be informed about the status of those actions, and steps the executive has taken to address audit recommendations. In addition to the executive reporting on its actions (see Question 101), the SAI and legislature – as the key oversight institutions – have a responsibility to keep the public informed by tracking the executive's progress in addressing audit recommendations.

To answer “a,” the SAI or legislature must report publicly on what steps the executive has taken to address all audit findings. A “b” response applies if the SAI or legislature reports publicly on what steps the executive has taken to address most, but not all, audit findings. A “c” response applies if the SAI or legislature reports publicly on what steps the executive has taken to address only some audit findings. As long as the SAI or legislature reports publicly on the steps the executive has taken, answer “a,” “b,” or “c” may be selected, even if the Audit Report is not made publicly available. A “d” response applies if neither the SAI nor the legislature reports on the executive's steps to address audit findings.

Answer:

b. Yes, the SAI or legislature reports publicly on most audit recommendations.

Source:

<https://www.tcontas.pt/pt/actos/parecer-cge/2017/pcge2017.pdf>

Comment:

The Audit Report includes a section (section III) describing all the audit recommendations by the SAI and steps and actions taken to address them (or not). Additionally, there is a “status report” of sorts, which includes all the SAI recommendations from the previous editions, and what steps were taken to address those issues by the executive. These, however, include only recommendations made in the scope of the Audit Report, and not in specific institutional audits.

Peer Reviewer

Opinion: Agree

Comments: The SAI is also heard in the parliamentary session where all the institutions involved are inquired about the “Conta Geral do Estado” (year-end-report) and about the actions to be taken in view of the points raised and recommendations in the Auditing Report. Source: https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetalleActividadeParlamentar.aspx?BID=109334&ACT_TP=CGE

Government Reviewer

Opinion: Agree

103. Is there an Independent Fiscal Institution (IFI) that conducts budget analyses for the budget formulation and/or approval process?

GUIDELINES:

Question 103 examines whether an Independent Fiscal Institution (IFI) exists that contributes budget analyses to the budget formulation and/or approval process. According to the Principles for Independent Fiscal Institutions, adopted by the OECD Council in 2014, "independent fiscal institutions are publicly funded, independent bodies under the statutory authority of the executive or the legislature which provide non-partisan oversight and analysis of, and in some cases advice on, fiscal policy and performance", and with "a forward-looking ex ante diagnostic task". In practice, they come in two main forms:

- Parliamentary budget offices (also known as PBOs) such as the Congressional Budget Office in the United States (<https://www.cbo.gov/>), the Parliamentary Budget Office in South Africa (<https://www.parliament.gov.za/parliamentary-budget-office>), and the Center for Public Finance Studies in Mexico (Centro de Estudios de las Finanzas Públicas, <http://www.cefp.gob.mx/>); or
- Fiscal councils such as the Office for Budget Responsibility in the United Kingdom (<https://obr.uk/>), the Fiscal Policy Council in Sweden (Finanspolitiska Rådet, <http://www.finanspolitiskaradet.com/>), and the High Council for Public Finances in France (Haut Conseil des finances publiques, <https://www.hcfp.fr/>).

For more information, see von Trapp et al. 'Principles for Independent Fiscal Institutions and Case Studies', *OECD Journal on Budgeting* 15:2 (special issue, 2016), <https://doi.org/10.1787/budget-15-5jm2795tv625>.

To answer "a," there must be an IFI, and its independence must be set in law. In addition, it must have sufficient staffing and resources, including funding, to carry out its tasks. Answer "b" applies if an IFI exists, but either its independence is not set in law or its staffing and resources are insufficient to carry out its tasks. Answer "c" applies if an IFI exists, but its independence is not set in law and it lacks sufficient staffing and resources. Answer "d" applies if no IFI exists.

If the answer is "a," "b," or "c," please specify in the comments the name and type of IFI that exists (e.g., parliamentary budget office or fiscal council). If the answer is "a" or "b," identify the law that guarantees its independence, and provide evidence in support of the assessment of the adequacy of its staffing and resources. This can include the IFI's total budget allocation over recent years, any press reports that discuss perceived funding shortfalls, assessments by international organizations, and/or information from interviews with staff of the IFI.

Answer:

a. Yes, there is an IFI, its independence is set in law, and it has sufficient staffing and resources, including funding, to carry out its tasks.

Source:

<https://www.cfp.pt/en/cfp>

<https://www.cfp.pt/en/cfp/about-cfp/mission-and-tasks>

<https://www.cfp.pt/en/cfp/technical-staff>

https://www.cfp.pt/uploads/canais_ficheiros/statutes-2014%5b1%5d.pdf

https://www.parlamento.pt/OrcamentoEstado/Paginas/UTAO_UnidadeTecnicaApoioOrcamental.aspx

Comment:

The portuguese IFI that contributes with budget analyses is a fiscal council named "Conselho de Finanças Públicas" (CFP), created in 2012 according to art. 3^a of Law n.º22/2011. According to its statutes, the CFP has necessary technical services to carry out its assignments, and it is fully independent from both the Government and legislature. The Government can remove members of the CFP board, but only under joint proposal by the Head of the SAI and the Governor of the central bank.

UTAO (Unidade Técnica de Apoio Orçamental), the parliamentary budget office, also falls under the definition of IFI, created in 2006.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

104. Does the Independent Fiscal Institution (IFI) publish macroeconomic and/or fiscal forecasts?

GUIDELINES:

Question 104 assesses whether an Independent Fiscal Institution (IFI) has a role in producing the macroeconomic forecast (e.g., GDP growth, inflation, interest rates, etc.) and/or the fiscal forecast (revenues, expenditure, deficits, and debt), and if so, what kind of role it has. Macroeconomic and/or fiscal forecasting is a typical core function across IFIs, but their role in forecasting takes several forms (von Trapp et al. 2016, p. 17 and Table 2). Some IFIs produce just a macroeconomic forecast, while others produce a complete fiscal forecast (which also typically requires an underlying macroeconomic forecast). In some cases, the fiscal forecast reflects continuation of current budget policies; such forecasts can be used by the legislature, the media, or the public to assess the projections in the executive's budget reflecting the government's policy proposals.

Some IFIs produce the official macroeconomic and fiscal forecasts used in the executive's budget. In other cases, IFIs do not prepare their own independent forecasts, but rather produce an assessment of the official estimates, or provide an opinion on, or endorsement of, the government's forecasts. Some others have no role at all in forecasting.

To answer "a", there must be an IFI that publishes both its own macroeconomic AND fiscal forecasts. Answer "b" applies if an IFI publishes its own macroeconomic OR fiscal forecast (but not both). Answer "c" applies if the IFI does not publish a macroeconomic or fiscal forecast, but rather publishes an assessment of the official forecasts produced by the executive and used in the budget. Choose option "d" if there is no IFI; or if there is an IFI that neither publishes its own macroeconomic and/or fiscal forecasts, nor a commentary on the official forecasts for the budget.

Macroeconomic forecasts may include indicators relating to economic output and economic growth, inflation, and the labor market, amongst others. Fiscal forecasts may include estimates of revenues, expenditures, the budget balance, and debt. If the answer is "a" or "b," please specify which indicators and estimates are included in the forecasts and whether the forecast is used by government as the official forecast. If the answer is "c," please describe the nature and depth of the assessment (e.g., the length of the commentary, or whether it covers both economic and fiscal issues).

Answer:

a. Yes, the IFI publishes its own macroeconomic and fiscal forecasts.

Source:

https://www.cfp.pt/uploads/publicacoes_ficheiros/parecer-cfp-previsoes-macroeconomicas-2019.pdf

https://www.cfp.pt/uploads/publicacoes_ficheiros/cfp-parecer-1-2018.pdf

https://www.cfp.pt/uploads/publicacoes_ficheiros/cfp-relatorio-02-2018.pdf

Comment:

CFP publishes its own macroeconomic and fiscal forecasts and makes an assessment of the official macroeconomic forecast produced by the executive, in its evaluations of the main budgetary documents (PBS and EBP).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

105. Does the Independent Fiscal Institution (IFI) publish its own costings of new policy proposals, to assess their impact on the budget?

GUIDELINES:

Question 105 assesses whether an Independent Fiscal Institution (IFI) has a costing function that involves assessing the budgetary implications of new policy proposals for both revenues and expenditures, and if so, what kind of role it has. Many IFIs have a costing role, but with substantial diversity in the nature and extent of this work (von Trapp et al 2016, pp. 17-18 and Table 2). Some assess virtually all new policy proposals, while others cost only a selection of new policy proposals. Others only publish opinions on, or scrutinize the costings of, budget measures produced by the executive.

To answer "a," the IFI must publish its own costings of all (or virtually all) new policy proposals. Answer "b" applies if the IFI publishes its own costings, but only for major new policy proposals – for instance, only those proposals that cost or save above a certain amount. Answer "c" applies if the IFI publishes its own costings, but only on a limited number of proposals. This could occur, for instance, if the IFI lacked the capacity to assess proposals dealing with certain sectors. Instead of producing a cost estimate, it can also publish an assessment of the estimates produced by the executive. Answer "d" applies if there is no IFI; or if the IFI does not publish its own costings of new policy proposals or provide an assessment of the official costings of new policy proposals.

Answer:

c. Yes, the IFI publishes its own costings of a limited number of new policy proposals.

Source:

https://www.cfp.pt/uploads/publicacoes_ficheiros/parecer-cfp-previsoes-macroeconomicas-2019.pdf

https://www.cfp.pt/uploads/publicacoes_ficheiros/cfp-relatorio-13-2019.pdf

Comment:

CFP only publishes opinion and scrutinize the costings of the budget measures produced by the executive. It publishes its own assessments of the amount of the temporary versus permanent policy measures and of the fiscal policy stance.

Peer Reviewer

Opinion: Agree

Government Reviewer
Opinion: Agree

106. In the past 12 months, how frequently did the head or a senior staff member of the Independent Fiscal Institution (IFI) take part and testify in hearings of a committee of the legislature?

GUIDELINES:

Question 106 concerns the interaction between two important oversight actors and assesses how frequently the Independent Fiscal Institution (IFI) made high-level inputs to the work of legislative committees. Almost all IFIs interact with the legislature in some form (von Trapp et al 2016, p. 18), but the intensity of the interaction varies. This question assesses this aspect by asking, with reference to the past 12 months, how frequently the head or a senior staff member of the IFI took part and testified in hearings of a committee of the legislature. The intent is to assess the extent to which the IFI staff member in question was not only present at a meeting of a legislative committee, but was an active participant (as opposed to a passive observer, serving only as a resource when called upon). As evidence to support your answer, you can refer to official records of legislative committees, websites and annual reports of the IFI, press releases and media coverage, for example. Choose answer "a" if this occurred five times or more; "b" for three times or more, but less than five times; and "c" for once or twice. Answer "d" should be selected if the head or a senior staff member of the IFI never took part and testified in hearings of a committee of the legislature, or if there is no IFI.

Answer:

b. Sometimes (i.e., three times or more, but less than five times).

Source:

<https://www.cfp.pt/pt/noticias/intervencoes-publicas/audicao-parlamentar-do-cfp-sobre-avaliacao-de-endividamento-publico-e-externo-de-portugal>

<https://www.cfp.pt/pt/noticias/intervencoes-publicas/audicao-parlamentar-do-cfp-a-proposito-do-programa-de-estabilidade-2018-2022>

<https://www.cfp.pt/pt/noticias/intervencoes-publicas/audicao-parlamentar-do-cfp-a-proposito-da-revisao-da-lei-de-enquadramento-orcamental>

<https://www.cfp.pt/pt/noticias/intervencoes-publicas/audicao-parlamentar-sobre-a-proposta-de-orcamento-do-estado-para-2019>

Comment:

The head member of CFP (and sometime with other senior staff members) took part and testified in four hearings in the last 12 months.

The parliamentary budget office is, naturally, in frequent contact with fiscal committee members, but not in public hearings.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: I choose not to review this question

107. Does the full legislature and/or a legislative committee debate budget policy prior to the tabling of the Executive's Budget Proposal?

GUIDELINES:

Question 107 asks whether the legislature debates budget policies prior to the tabling of the Executive's Budget Proposal. In general, prior to discussing the Executive's Budget Proposal for the coming year, the legislature should have an opportunity to review the government's broad budget priorities and fiscal parameters. Often times this information is laid out in a Pre-Budget Statement, which the executive presents to the legislature for debate. (See Questions 54-58.)

A number of countries conduct a pre-budget debate in the legislature around six months before the start of the budget year. In some cases, they adopt laws that guide the upcoming budget, for example the Budget Guidelines Law in Brazil and the Spring Fiscal Policy Bill in Sweden. A pre-budget debate can serve two main purposes: 1) to allow the executive to inform the legislature of its fiscal policy intentions by presenting updated reports on its annual and medium-term budget strategy and policy priorities; and 2) to establish "hard" multi-year fiscal targets or spending ceilings, which the government must adhere to when preparing its detailed spending estimates for the upcoming budget year.

To answer "a," the full legislature must debate budget policy prior to the tabling of the Executive's Budget Proposal and approve recommendations for the upcoming budget.

Answer "b" applies if a legislative committee (but not the full legislature) debates budget policy prior to the tabling of the Executive's Budget Proposal, and approves recommendations for the budget. Option "b" also applies if, in addition to the action by the committee, the full legislature also debates budget policy in advance of the budget, but does not approve recommendations.

Answer "c" applies if the full legislature and/or a legislative committee debates budget policy prior to the tabling of the Executive's Budget Proposal, but does not

approve recommendations for the budget. Answer “d” applies if neither the full legislature nor any legislative committee debate budget policy prior to the tabling of the Executive’s Budget Proposal.

In your comment, please indicate the dates of the budget debate, and if both the full legislature and a legislative committee held a debate. Note that a debate does not need to be open to the public, but a public record of the meeting or a public notice that the meeting occurred is required. In addition, please indicate whether the budget debate was focused on a Pre-Budget Statement published by the Executive. If the Executive did not publish a Pre-Budget Statement, then please indicate what served as the focus of the legislature’s debate (for instance, a report released by an IFI or some other institution).

Answer:

c. Yes, the full legislature and/or a legislative committee debates budget policy prior to the tabling of the Executive’s Budget Proposal, but it does not approve recommendations for the upcoming budget.

Source:

<http://debates.parlamento.pt/catalogo/r3/dar/01/13/03/076/2018-04-24/1?pgs=2-36&org=PLC&plcdf=true>

Comment:

The PBS is discussed by the full legislature in the Parliament well in advance of the Proposal being tabled (around six months earlier), and budget policy for the upcoming is then formally discussed. However there are no recommendations issued by the Assembly as a whole, and laws are not adopted to guide the upcoming budget.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

108. How far in advance of the start of the budget year does the legislature receive the Executive’s Budget Proposal?

GUIDELINES:

Question 108 examines how far in advance of the start of the budget year the legislature receives the Executive’s Budget Proposal. International good practice recommends that the Executive’s Budget Proposal should be submitted to the legislature far enough in advance to allow the legislature time to review it properly, or at least three months prior to the start of the fiscal year. (See, for instance, Principle 2.2.2 of the IMF’s Fiscal Transparency Handbook (2018) (<https://www.elibrary.imf.org/view/IMF069/24788-9781484331859/24788-9781484331859/24788-9781484331859.xml>).

For the purposes of responding to this question, if – and only if – the most recent budget submission occurred later than usual as a result of a particular event, such as an election, please use a more normal year as the basis for the response. If, however, delays have been observed for more than one budget year, and the legislature has not received the Executive’s Budget Proposal in a timely manner on more than one occasion in the last three years, then “d” will be the appropriate answer.

To answer “a,” the legislature must receive the Executive’s Budget Proposal at least three months in advance of the start of the budget year. Answer “b” applies if the legislature receives the Executive’s Budget Proposal at least two months, but less than three months, before the start of the budget year. Answer “c” applies if the legislature receives the Executive’s Budget Proposal at least one month, but less than two months, before the start of the budget year. Answer “d” applies if the legislature does not receive the Executive’s Budget Proposal at least one month prior to the start of the budget year, or does not receive it at all.

Answer:

b. The legislature receives the Executive’s Budget Proposal at least two months, but less than three months, before the start of the budget year.

Source:

http://www.dgo.pt/legislacao/Documents/Lei_151-2015_LEO.pdf

http://www.dgo.pt/legislacao/Documents/Lei_37-2018.pdf

Comment:

The deadline currently in force to present the EBP to the legislature is October 15th, and in practice it has always been delivered precisely around that exact date, meaning a headway of about 2.5 months before the budget year in question.

However, the new budget framework law determines that the budget proposal must be delivered to the Parliament by October 1st, but only starting with the EBP for 2021 (given the second reassessment of the effects of the new law).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

109. When does the legislature approve the Executive's Budget Proposal?

GUIDELINES:

Question 109 examines when the legislature approves the Executive's Budget Proposal. International good practice recommends that the Executive's Budget Proposal should be approved by the legislature before the start of the fiscal year the budget proposal refers to. This gives the executive time to implement the budget in its entirety, particularly new programs and policies.

In some countries, the expenditure and revenue estimates of the Executive's Budget Proposal are approved separately; for purposes of this question, at least the expenditure estimates must be approved. Further, approval of the budget implies approval of the full-year budget, not just a short-term continuation of spending and revenue authority.

To answer "a," the legislature must approve the Executive's Budget Proposal at least one month before the start of the budget year. Answer "b" applies if the legislature approves the Executive's Budget Proposal less than one month in advance of the start of the budget year, but at least by the start of the budget year. Answer "c" applies if the legislature approves the Executive's Budget Proposal less than one month after the start of the budget year. Answer "d" applies if the legislature approves the Executive's Budget Proposal more than one month after the start of the budget year, or does not approve the budget.

Answer:

a. The legislature approves the budget at least one month in advance of the start of the budget year.

Source:

http://www.dgo.pt/legislacao/Documents/Lei_151-2015_LEO.pdf

<https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetailIniciativa.aspx?BID=43117>

<https://observador.pt/especiais/orcamento-aprovado-de-olhos-postos-nas-legislativas/>

Comment:

By law, the budget proposal must be approved by the Parliament after at most 45 days from its submission by the executive (that occurs in October 15th at most), leaving always at least a month before the start of the budget year.

In 2018, the legislature approved the 2019 budget on November 29th.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

110. Does the legislature have the authority in law to amend the Executive's Budget Proposal?

GUIDELINES:

Question 110 examines the legislature's power to amend—as opposed to simply accept or reject—the budget proposal presented by the executive. This question is about legal authority rather than actions the legislature takes in practice. The legislature's powers to amend the budget can vary substantially across countries.

The "a" response is appropriate only if there are no restrictions on the right of the legislature to modify the Executive's Budget Proposal, including its right to change the size of the proposed deficit or surplus. The "b" response would be appropriate if, for instance, the legislature is restricted from changing the deficit or surplus, but it still has the power to increase or decrease funding and revenue levels. The more limited "c" response would apply if, for instance, the legislature can only re-allocate spending within the totals set in the Executive's Budget Proposal or can only decrease funding levels or increase revenues. Finally, response "d" would apply if the legislature may not make any changes (or only small technical changes), or if amendments must first be approved by the executive. In these cases, the legislature is essentially only able to approve or reject the budget as a whole. If the answer is "b" or "c", please indicate the nature of the amendment powers available to the Parliament and how they are limited.

Answer:

a. Yes, the legislature has unlimited authority in law to amend the Executive's Budget Proposal.

Source:

http://www.dgo.pt/legislacao/Documents/Lei_151-2015_LEO.pdf

Comment:

See articles 59 and 60 of the budget framework law.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

111. During the most recent budget approval process, did the legislature use its authority in law to amend the Executive's Budget Proposal?

GUIDELINES:

Question 111 assesses whether any formal authority of the legislature to amend the Executive's Budget Proposal is used in practice. The responses to this question should be determined based on action by the legislature related to the Enacted Budget used in the OBS. Choose answer "a" if the legislature used its authority in law to amend the Executive's Budget Proposal during the most recent budget approval process, and amendments were adopted (all, or at least some of them). Answer "a" also applies if the legislature used its authority in law to amend the Executive's Budget Proposal, but the amendments were rejected by executive veto. Answer "b" applies if the legislature used its authority in law to propose amendments to the Executive's Budget Proposal, but none of these amendments were adopted. Answer "c" applies if the legislature has the authority in law to amend the budget, but no amendments were proposed during its consideration. Answer "d" applies when the legislature does not have any authority to amend the budget (that is, Question 110 is answered "d").

If the answer is "a" or "b", please specify in the comments the number of amendments introduced by the legislature (and in the case of an "a" response, the number adopted, or if applicable, information about an executive veto) and describe their nature. For example, did the amendments result in an increase or decrease of the deficit? What were the most significant amendments to revenues and to expenditures in terms of the sums involved? How did amendments affect the composition of expenditures? If the answer is "a," please specify which amendments were adopted, and provide evidence for it.

Answer:

a. Yes, the legislature used its authority in law to amend the Executive's Budget Proposal, and (at least some of) its amendments were adopted.

Source:

<https://www.dinheirovivo.pt/economia/votacao-na-especialidade-do-oe-para-2019-arranca-esta-segunda-feira/>

<https://www.publico.pt/2018/11/30/politica/noticia/pcp-partido-conseguiu-aprovar-alteracoes-oe2019-1853092#gs.lxecELy2>

<http://www.parlamento.pt/OrcamentoEstado/Paginas/PesquisaPropAlteracao156XIII.aspx>

Comment:

Budget options are discussed both in plenary sessions and in the budgetary affairs committee after the EBP is presented in Parliament, leading (almost everytime) to the inclusion of amendments, that are individually analyzed and voted on. This can be illustrated by the fact that the EBP and the final budget present always (at least) minor changes.

This year almost one thousand proposals of change were presented, and more than one hundred were approved.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

112. During the last budget approval process, did a specialized budget or finance committee in the legislature examine the Executive's Budget Proposal?

GUIDELINES:

Question 112 assesses the role of a specialized budget or finance committee during the budget approval stage. Effective committee involvement is an essential condition for legislative influence in the budget process. Specialized committees provide opportunities for individual legislators to gain relevant expertise, and to examine budgets and policy in depth. Yet, the involvement of committees differs across legislatures. Some legislatures have separate committees to examine spending and tax proposals, while others have a single finance committee. Not all legislatures have a specialized budget or finance committee to examine the budget. In addition, there can be differences in the time available for the committee's analysis of the budget.

A report with the committee's findings and recommendations is intended to inform the debate in the full legislature, therefore it must be published before the legislature has adopted the budget.

Response "a" requires that, in the last budget approval process, a specialized budget or finance committee had one month or more to examine the Executive's Budget Proposal, and it published a report with findings and recommendations prior to the budget being adopted. Response "b" applies where such a committee examined the draft budget and published a report, but within a shorter timeframe of less than one month. Response "c" applies if a committee examined the budget (without regard to the time period), but did not publish a report prior to the adoption of the budget. Response "d" applies where a specialized budget or finance committee did not examine the Executive's Budget Proposal.

Please specify in your comment the name of the committee and the number of days it had available to examine the budget and to publish a report. For bicameral legislatures where one house or chamber has greater constitutional authority in budgetary matters, the question applies to the house or chamber (usually the upper or second one) that is decisive. For bicameral legislatures with co-equal houses or chambers, the question should be answered with reference to the one that achieves the higher score for this question. In the case of bicameral legislatures, please note the relevant arrangements in each house or chamber. If applicable, provide a copy of the report. Please note also if a report is published, but only after the budget has been adopted.

Answer:

a. Yes, a specialized budget or finance committee had at least one month to examine the Executive's Budget Proposal, and it published a report with findings and recommendations prior to the budget being adopted.

Source:

[http://app.parlamento.pt/webutils/docs/doc.pdf?](http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c324679626d56304c334e706447567a4c31684a53556c4d5a576376543055764d6a41784f5449774d5467784d4445314c314268636c66a5a584a6c6379383158304e50526b31424c6e426b5a673d3d&fich=5_COFMA.pdf&inline=true)

[path=6148523063446f764c324679626d56304c334e706447567a4c31684a53556c4d5a576376543055764d6a41784f5449774d5467784d4445314c314268636c66a5a584a6c6379383158304e50526b31424c6e426b5a673d3d&fich=5_COFMA.pdf&inline=true](http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c324679626d56304c334e706447567a4c31684a53556c4d5a576376543055764d6a41784f5449774d5467784d4445314c314268636c66a5a584a6c6379383158304e50526b31424c6e426b5a673d3d&fich=5_COFMA.pdf&inline=true)

<http://www.parlamento.pt/sites/COM/XIIILeg/5COFMA/Paginas/OE2019.aspx>

http://www.parlamento.pt/Documents/2018/outubro/CALENDARIO_OE2019.pdf

Comment:

The "Comissão de Orçamento, Finanças e Modernização Administrativa" is the legal specialized budget and finance committee responsible for a first examine to the EBP. It has about 1,5 month to analyze it, and it does publish a report with findings and recommendations prior to the budget being adopted.

Additionally, the minutes of the meetings are publicly available.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

113. During the last approval process, did legislative committees, responsible for particular sectors (e.g., health, education, defense, etc.), examine spending in the Executive's Budget Proposal related to the sector for which they are responsible?

GUIDELINES:

Question 113 assesses the role of committees of the legislature that are responsible for particular sectors (e.g., health, education, defense, etc.) during the budget approval stage. The role of sectoral committees differs across legislatures. Some legislatures do not involve them in the budget approval process, while others do. In addition, the time available for committee analysis differs.

A report with the committee's findings and recommendations is intended to inform the debate in the full legislature, so therefore must be published before the legislature has adopted the budget. Response "a" requires that sector committees had one month or more to examine the Executive's Budget Proposal, and published a report with findings and recommendations prior the budget being adopted. Response "b" applies where such committees examined the draft budget and published a report, but within a shorter timeframe of less than one month. Response "c" applies if sectoral committees examined the budget (without regard to the time period), but did not publish a report prior to the adoption of the budget. Response "d" applies where sectoral committees did not examine the Executive's Budget Proposal.

Please provide in the comments a brief overview of the committee structure and specify the number of days that sectoral committees had available to examine the budget and to publish their reports. For bicameral legislatures where one house or chamber has greater constitutional authority in budgetary matters, the question applies to the house or chamber (usually the upper or second one) that is decisive. For bicameral legislatures with co-equal houses or chambers, the question should be answered with reference to the one that achieves the higher score for this question. In the case of bicameral legislatures, please note the relevant arrangements in each house or chamber. If applicable, provide a sample copy of at least one of the reports. Please note if a report is published, but only after the budget has been adopted.

For purposes of responding to this question, use those sectoral committees that are best performing – that is, the ones that examine the budget the longest and that publish reports.

Answer:

a. Yes, sector committees had at least one month to examine the Executive's Budget Proposal, and they published reports with findings and recommendations prior to the budget being adopted.

Source:

<https://www.parlamento.pt/sites/COM/XIIILeg/5COFMA/Paginas/OE2019.aspx>

http://www.parlamento.pt/Documents/2018/outubro/CALENDARIO_OE2019.pdf

Comment:

All the specialized committees have about 1.5 month to analyze the EBP, and most of them do publish reports with findings and recommendations prior to the budget being adopted.

Additionally, the minutes of the meetings are publicly available.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

114. In the past 12 months, did a committee of the legislature examine in-year implementation of the Enacted Budget during the relevant budget execution period?

GUIDELINES:

Question 114 is about legislative oversight of budget execution. It assesses whether and how often a committee examined the implementation of the budget during the budget execution period (i.e., financial year) for which it was approved, and whether this resulted in an official report with findings and recommendations. This question does not apply to the ex post review of implementation following the end of the budget year as part of the audit stage, which is assessed separately. Nor does it apply to the legislature's review of the budget that it may undertake as part of the process of considering a supplemental budget during the year. In-year monitoring by the legislature will be affected by the frequency that the executive publishes In-Year Reports.

To answer "a," a committee must have examined in-year implementation of the Enacted Budget at least three times during the course of the relevant budget year and published reports with findings and recommendations. Answer "b" applies where this occurred only once or twice during the year.

Exception: If a legislature is in session only twice during the year, and it examines the implementation of the budget during both sessions, then it would be eligible for an "a" response.

Choose "c" if a committee examined in-year implementation (without regard to frequency), but did not publish any report with findings and recommendations. Answer "d" applies where no committee examined in-year implementation.

If the answer is "a" or "b," please specify the name of the committee and when it reviewed budget implementation, and provide a copy of its report(s). If the answer is "c," please specify the name of the committee and when it reviewed budget implementation.

For purposes of responding to this question, if more than one committee holds in-year reviews of the budget, use the committee that is best performing – that is, the one that examines in-year implementation the most times and that publishes a report.

Answer:

d. No, a committee did not examine in-year implementation.

Source:

<https://www.parlamento.pt/sites/COM/XIIILeg/5COFMA/Paginas/utao.aspx?t=5258686c5933584470384f6a6279425063734f6e5957316c626e52686243426c625342446232353059574a7062476c6b5957526c49464444756d4a7361574e6&Path=6148523063446f764c324679626d56304c334e706447567a4c31684a53556c4d5a5763765130394e4c7a564454305a4e51533942636e463161585a765112397461584e7a5957387656565242547939466547566a64634f6e77364e76494539797736646862575675644746734947567449454e76626e5268596d6c736152685a475567554d4f36596d78705932453d>

<https://www.parlamento.pt/sites/COM/XIIILeg/5COFMA/Paginas/default.aspx>

<https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetalleAudicao.aspx?BID=102115>

Comment:

UTAO (the parliamentary budget office) makes public several reports (at least monthly) during the relevant budget execution period regarding the implementation of the Enacted Budget, and these are distributed to committee members. But UTAO documents cannot be considered as committee reports, they are only support documents for committees discussions.

However, the same does not apply to a committee, who occasionally may call the government for hearings regarding budget implementation, but neither are reports with findings and recommendations prepared, nor do these hearings take place on a regular basis. Indeed, the last time that the specialized budget and finance committee ("Comissão de Orçamento, Finanças e Modernização

Administrativa") of the parliament called the government off a hearing regarding budget implementation was on May 11, 2016.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: I choose not to review this question

115. Does the executive seek approval from the legislature prior to shifting funds between administrative units that receive explicit funding in the Enacted Budget, and is it legally required to do so?

GUIDELINES:

Question 115 examines whether the executive seeks approval from the legislature prior to shifting funds between administrative units, and whether it is legally required to do so.

In some countries, the executive has the power in law to adjust funding levels for specific appropriations during the execution of the budget. This question examines rules around shifting funds between administrative units (ministries, departments, or agencies) or whatever funding unit (or "vote") is specified in the Enacted Budget.

The conditions under which the executive may exercise its discretion to shift funds should be clearly defined in publicly available regulations or law. In addition, the amount of funds that the executive is allowed to transfer between administrative units should not be so excessive as to undermine the accountability of the executive to the legislature.

To answer "a," the executive is required by law or regulation to obtain prior legislative approval before shifting funds between administrative units, and it does so in practice. Answer "b" applies if the executive obtains legislative approval before shifting funds between administrative units, but is not legally required to do so. Answer "c" applies if the executive is legally required to receive legislative approval before shifting funds, but does not do so in practice. Answer "d" applies if legislative approval is not legally required for the executive to shift funds between administrative units and the executive does not obtain legislative approval in practice. Answer "d" also applies if the executive is authorized to shift an amount considered so excessive as to undermine accountability (roughly equal to 3 percent of total budgeted expenditures). A "d" response applies if the legislature only approves the shifting of funds after it has already occurred.

In the comments, please indicate any law or regulation that provides the executive with standing authority to shift funds between administrative units and, if so, describe that authority. Similarly, legislative approval for shifting funds between administrative units typically occurs with the adoption of legislation such as a supplemental budget. But if other formal procedures for gaining approval from the legislature exist, then please provide information about that approval process.

Answer:

a. The executive is required by law or regulation to obtain approval from the legislature prior to shifting funds between administrative units, and it does so in practice.

Source:

https://www.dgo.pt/legislacao/Documents/Lei_151-2015_LE0.pdf

<https://www.dgo.pt/execucaoorcamental/Paginas/Alteracoes-Orcamentais.aspx?Ano=2018&Per%u00edodo=4.%u00ba+Trimestre&AO=Dota%u00e7%u00e3o+Provisional+e+Alter%u00e7%u00f5es+%u00e0+Lei+do+OE>

Comment:

The way this question is formulated does not fully cover the case of Portugal where some "shifting" needs parliament approval and other doesn't. We choose a) because the most relevant situations, in terms of shifting funds between sectors and/or changing overall debt authorizations and targets does require parliament approval, and it does so in practice.

The Budget Framework law establishes the general framework for shifting funds. The vast majority of shifting ("alterações orçamentais") has to be approved by parliament (see Art. 59). Government only has the competence to shift funds in relation with programs under some specific circumstances defined by law (see Art. 60), most notably in the use of "own funds" by independent agencies, whether they result of profits from previous years or from earmarked/own revenues.

In practice, the vast majority of budget revisions are of very small value, and do not really shift funds between programs, but only between different units within programs. These revisions are reported online (as determined by the Budget Framework Law, article 61).

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

116. Does the executive seek approval from the legislature prior to spending excess revenue (that is, amounts higher than originally anticipated) that may become available during the budget execution period, and is it legally required to do so?

GUIDELINES:

Question 116 examines whether the executive receives approval from the legislature prior to spending excess revenue, and whether it is legally required to do so. Good practice requires the legislature to approve changes in revenue or expenditure relative to the Enacted Budget. For example, if additional revenue is collected unexpectedly during the year, which often happens in oil/mineral-dependent countries, and it was not accounted for in the Enacted Budget, there should be a procedure in place to ensure that the legislature approves any proposed use of these "new" funds. If such requirements are not in place, the executive might deliberately underestimate revenue in the budget proposal it submits to the legislature, in order to have additional resources to spend at the executive's discretion, with no legislative control.

To answer "a," the executive is required by law or regulation to obtain prior legislative approval before spending any funds resulting from higher-than-expected revenues, and it does so in practice. Answer "b" applies if the executive obtains legislative approval before spending excess revenue, but is not legally required to do so. Answer "c" applies if the executive is legally required to receive legislative approval before spending excess revenue, but does not do so in practice. Answer "d" applies if prior legislative approval is not legally required for the executive to spend excess revenue and the executive does not obtain legislative approval in practice. A "d" response applies if the legislature only approves the additional spending after it has already occurred.

Typically, legislative approval of additional spending beyond what was reflected in the Enacted Budget would occur with the adoption of a supplemental budget. But other formal procedures for getting approval from the legislature in advance of it adopting the supplemental budget may exist. If that is the case, then please provide information about that approval process.

Answer:

a The executive is required by law or regulation to obtain approval from the legislature prior to spending excess revenues, and it does so in practice.

Source:

https://www.dgo.pt/legislacao/Documents/Lei_151-2015_LEO.pdf

Comment:

The budget framework law (articles 59 and 60) clearly states that any change that leads to an increase in overall spending must be approved by the Parliament, as would be the case with spending excess revenues, except in some specific situations, such as, namely, if the revenues in excess come from an earmarked revenue source (and are spent on the item to which they are earmarked) or if they are own revenues of autonomous special agencies, spent by the same agency within the scope of its management freedom.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

117. Does the executive seek approval from the legislature prior to reducing spending below the levels in the Enacted Budget in response to revenue shortfalls (that is, revenues lower than originally anticipated) or other reasons during the budget execution period, and is it legally required to do so?

GUIDELINES:

Question 117 examines whether the executive receives approval from the legislature prior to cutting spending below the levels in the Enacted Budget in response to revenue shortfalls or for any other reason, and whether it is legally required to do so. Good practice requires the legislature to approve changes in revenue or expenditure relative to the Enacted Budget. For example, if less revenue is collected unexpectedly during the year, the legislature should approve or reject any proposed reductions in expenditures that are implemented as a result. If such requirements are not in place, the executive might substantially change the composition of the budget at the executive's discretion, with no legislative control.

Typically, legislative approval of proposals to reduce spending below the levels reflected in the Enacted Budget would occur as part of the supplemental budget. But other formal procedures for getting approval from the legislature in advance of it adopting the supplemental budget may exist. If that is the case, then please provide information about that approval process.

To answer "a," the executive is required by law or regulation to obtain prior legislative approval before implementing spending cuts in response to revenue shortfalls or for other reasons, and it does so in practice. Answer "b" applies if the executive received legislative approval before implementing such cuts, but is not legally required to do so. Answer "c" applies if the executive is legally required to obtain legislative approval before implementing such cuts, but does not do so in practice. Answer "d" applies if legislative approval is not legally required for the executive to implement such cuts and the executive does not obtain such approval in practice. A "d" response applies if the legislature only approves the spending cuts after they have already occurred.

Answer:

d. There is no law or regulation requiring the executive to obtain approval from the legislature prior to reducing spending below enacted levels, and in practice the executive implements these spending cuts before seeking prior approval from the legislature.

Source:
https://www.dgo.pt/legislacao/Documents/Lei_151-2015_LEO.pdf

Comment:
The budget framework law clearly states that only a change that leads to an "increase" in overall spending must be approved by the Parliament (except in some specific situations), not the reduction of spending below the levels in the Enacted Budget (Article 59).

The law actually states that, in case of a "significant deviation", the government must prepare a plan that gives priority to "expenditure reduction measures", which must be presented to the Parliament in the 30 days after said "deviation" was recognized, but it does not require the Parliament's approval of this plan (Articles 22 and 23).

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

118. Did a committee of the legislature examine the Audit Report on the annual budget produced by the Supreme Audit Institution (SAI)?

GUIDELINES:

Question 118 is about ex post oversight following the implementation of the budget. It probes whether a committee examined the Audit Report on the annual budget produced by the Supreme Audit Institution (SAI), and whether this resulted in an official report with findings and recommendations. A key issue is how soon after the SAI releases the report does it legislature review it. This question does not apply to the legislative scrutiny of in-year implementation of the Enacted Budget during the relevant budget execution period, which is assessed separately. Also, the question is asking specifically about the SAI's annual report on the execution of the budget, not about other audit reports that the SAI may produce. (This is the Audit Report used for responding to Question 98.)

To answer "a," a legislative committee must have examined the annual Audit Report within three months of it being released by the SAI, and then published a report (or reports) with findings and recommendations. (Note that the three-month period should only take into account time when the legislature is in session.)

Answer "b" applies when the committee examines it within six months of it being released (but more than three months), and then published a report with its findings and recommendations. Choose "c" if a committee examined the annual Audit Report more than six months after it became available or it did not publish any report with findings and recommendations. Answer "d" applies where no committee examined the annual Audit Report.

If the answer is "a" or "b," please specify the name of the committee and when it reviewed the Audit Report, and provide a copy of its report(s). If the answer is "c," please specify the name of the committee and when it reviewed budget implementation. Answers "a," "b," or "c" may be selected if the Audit Report is produced by the SAI but not made publicly available.

Answer:

c. Yes, a committee examined the Audit Report on the annual budget, but it did so after the report had been available for more than six months or it did not publish any report with findings and recommendations.

Source:
<https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetalleAudicao.aspx?BID=111131>

<http://www.canal.parlamento.pt/?cid=3529&title=audicao-do-tribunal-de-contas>

[http://app.parlamento.pt/webutils/docs/doc.pdf?](http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c324679626d56304c334e706447567a4c31684a53556c4d5a5763765130394e4c7a564454305a4e5153394562324e31625756756447397a51574e3061585a705a47466b5a554e7662576c7a633246764c7a49345a4445334f4441774c5745315a6d4d744e4445304f533169597a49344c5451784d47!9345a5445334e44517a596935775a47593d&fich=28d17800-a5fc-4149-bc28-410f8e17443b.pdf&inline=true)

[path=6148523063446f764c324679626d56304c334e706447567a4c31684a53556c4d5a5763765130394e4c7a564454305a4e5153394562324e31625756756447397a51574e3061585a705a47466b5a554e7662576c7a633246764c7a49345a4445334f4441774c5745315a6d4d744e4445304f533169597a49344c5451784d47!9345a5445334e44517a596935775a47593d&fich=28d17800-a5fc-4149-bc28-410f8e17443b.pdf&inline=true](http://app.parlamento.pt/webutils/docs/doc.pdf?path=6148523063446f764c324679626d56304c334e706447567a4c31684a53556c4d5a5763765130394e4c7a564454305a4e5153394562324e31625756756447397a51574e3061585a705a47466b5a554e7662576c7a633246764c7a49345a4445334f4441774c5745315a6d4d744e4445304f533169597a49344c5451784d47!9345a5445334e44517a596935775a47593d&fich=28d17800-a5fc-4149-bc28-410f8e17443b.pdf&inline=true)

Comment:

The budget and finance committee held a public hearing to review and scrutinize the main Audit Report on the Budget Account ("Parecer sobre a Conta Geral do Estado"), within one month of its availability, but did not publish any report with the findings and recommendations, only the video recording of proceedings.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

119. Was the process of appointing (or re-appointing) the current head of the SAI carried out in a way that ensures his or her independence?

GUIDELINES:

Question 119 concerns the appointment process of the current head of the Supreme Audit Institution (SAI). Appointment procedures vary greatly across countries, as well as across different types of SAIs. Moreover, conventions and informal practices can greatly affect the de facto independence of the head of the SAI. While these factors make it difficult to devise a single metric against which all SAIs can be assessed with regard to this particular aspect, this question focuses on whether the legislature or judiciary must appoint or approve the appointment of the head of the SAI as a way to ensure the SAI's independence from the executive. However, if the appointment is carried out in another way that nonetheless ensures the independence of the SAI head, then that approach could be also considered.

To answer "a," the legislature or judiciary must appoint (or re-appoint) the head of the SAI, or approve the recommendation of the executive, as a way that ensure his or her independence from the executive. (As noted above, alternative approaches may also be acceptable.) Choose "b" if the appointment process does not ensure the independence of the head of the SAI, e.g. the executive may appoint the head of the SAI without the final consent of the legislature or judiciary.

Irrespective of which answer you selected, provide a description of how the head of the SAI is appointed.

Answer:

a. Yes, the head of the SAI may only be appointed by the legislature or judiciary, or the legislature or judiciary must give final consent before the appointment takes effect.

Source:

<http://www.en.parlamento.pt/Legislation/CRP/Constitution7th.pdf>

<http://www.tcontas.pt/pt/apresenta/legislacao/LOPTC.pdf> (article 16)

Comment:

The terms of the post of head of the SAI ("Presidente do Tribunal de Contas") are defined in the Constitution of the Portuguese Republic (article 133). The head of the SAI can only be removed (as well as designated, under proposal by the government) by the President of the Republic who, in the Portuguese system, is an entity clearly separate from the executive, with separate democratic legitimacy, although is not quite the same as neither the "legislature", nor the "judiciary", and rather a sort of "4th power".

The current head of the SAI was designated in May 2016 (mandate is for four years), after being appointed by the President, after a proposal by the government. Vitor Caldeira, the appointed head of the SAI, is most certainly qualified for the position and seems to be wholly independent from the government or its political support (note that he was formerly head of the European Court of Auditors).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

120. Must a branch of government other than the executive (such as the legislature or the judiciary) give final consent before the head of the Supreme Audit Institution (SAI) can be removed from office?

GUIDELINES:

Question 120 covers the manner in which the head or senior members of the SAI may be removed from office. This question draws on best practices identified in the Lima Declaration of Guidelines on Auditing Precepts (<http://internationalbudget.org/wp-content/uploads/LimaDeclaration.pdf>), including measures intended to guarantee the office's independence from the executive.

To answer "a," the head of the SAI may only be removed by the legislature or judiciary, or the legislature or judiciary must give final consent before the head of the SAI is removed. For example, the legislature or judiciary may give final consent following a certain external process, such as a criminal proceeding. So while the executive may initiate a criminal proceeding, the final consent of a member of the judiciary – or a judge – is necessary to render a verdict of wrongdoing that may lead to the removal from office of the head of the SAI. Answer "b" applies if the executive may remove the head of the SAI without the final consent of the judiciary or legislature.

Answer:

a. Yes, the head of the SAI may only be removed by the legislature or judiciary, or the legislature or judiciary must give final consent before he or she is removed.

Source:

<http://www.en.parlamento.pt/Legislation/CRP/Constitution7th.pdf>

Comment:

The terms of the post of head of the SAI ("Presidente do Tribunal de Contas") are defined in the Constitution of the Portuguese Republic (article 133). The head of the SAI can only be removed (as well as designated, under proposal by the government) by the President of the Republic who, in the Portuguese system, is an entity clearly separate from the executive, with separate democratic legitimacy, although is not quite the same as neither the "legislature", nor the "judiciary", and rather a sort of "4th power".

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: I choose not to review this question

121. Who determines the budget of the Supreme Audit Institution (SAI)?

GUIDELINES:

Question 121 asks who determines the budget of the Supreme Audit Institution (SAI). To ensure objective audits of government budgets, another important component of the SAI's independence from the executive is the extent to which the SAI's budget is determined by a body other than the executive, and whether the SAI has adequate resources to fulfill its mandate.

Answer "a" applies if the funding level is broadly consistent with the resources the SAI needs to fulfill its mandate, AND either the SAI determines its own budget and then submits it to the executive (which accepts it with little or no change) or directly to the legislature, or the budget of the SAI is determined directly by the legislature or judiciary (or some independent body). Answer "b" applies if the SAI's budget is determined by the executive (absent a recommendation from the SAI), and the funding level is broadly consistent with the resources the SAI needs to fulfill its mandate. Answer "c" applies if the legislature or judiciary (or some independent body) determines the SAI's budget, but the funding level is not consistent with the resources the SAI needs to fulfill its mandate. Answer "d" applies if the executive determines the SAI's budget, and the funding level is not consistent with the resources the SAI needs to fulfill its mandate. Please provide evidence in support of the assessment that the funding level is or is not broadly consistent with the resources the SAI needs to fulfill its mandate.

Answer:

a. The SAI determines its own budget (i.e., submits it to the executive, which accepts it with little or no change, or directly to the legislature), or the budget of the SAI is determined by the legislature or judiciary (or some independent body), and the funding level is broadly consistent with the resources the SAI needs to fulfill its mandate.

Source:

<http://www.tcontas.pt/pt/apresenta/legislacao/LOPTC.pdf>

https://www.tcontas.pt/pt/actos/re_l_anual/2017/ra2017.pdf

Comment:

The SAI's budget is prepared internally and sent to the government in preparation of the following year's Budget Proposal (article 31 of SAI organization and process law), who allocates a commensurate amount to the SAI as part of the general expenditures for the year.

From SAI Activity and Accounts Report 2017 we saw that in 2017 there were 71 audit reports covering 1.459 entities (versus only 295 entities in 2015). This is a considerable increase, which led us to change our answer from c) in OBS 2017 to answer a) now in OBS 2019, since there is no evidence that the funding level is not broadly consistent with the resources the SAI needs to fulfill its mandate.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

122. Does the Supreme Audit Institution (SAI) have the discretion in law to undertake those audits it may wish to?

GUIDELINES:

Question 122 explores the scope of the investigative powers of the Supreme Audit Institution (SAI) as prescribed in law.

Question 97 asks which of the three types of audits – financial, compliance, and performance – the SAI conducts. This question asks if the SAI is constrained by

law (rather than by a lack of capacity or an inadequate budget) from undertaking any form of audit or investigating irregularities in any program or activity.

There are numerous examples of limitations. For instance, some SAIs are not permitted by their legal mandate to audit joint ventures or other public-private arrangements. Others are only allowed to undertake financial audits, precluded from conducting performance or value-for-money audits. The SAIs in some countries do not have the legal mandate to review arrangements involving oil or stabilization funds, or other types of special or extra-budgetary funds. The SAI may also not have the ability to audit commercial projects involving the public and private sector.

To answer "a," the SAI must have full discretion in law to decide which audits to undertake. Answer "b" applies if some limitations exist, but the SAI enjoys significant discretion to undertake those audits it wishes to. Answer "c" applies if the SAI has some discretion, but significant legal limitations exist. Answer "d" applies if the SAI has no power at all to choose which audits to undertake

Consulting the Lima Declaration of Guidelines on Auditing Precepts (<http://internationalbudget.org/wp-content/uploads/LimaDeclaration.pdf>) may be useful in answering this question as its provisions serve to define the appropriate scope of a SAI's legal mandate and jurisdiction.

Answer:

a. The SAI has full discretion to decide which audits it wishes to undertake.

Source:

<http://www.tcontas.pt/pt/apresenta/legislacao/LOPTC.pdf>

Comment:

Article 2 from SAI organization and process law determines the scope of the SAI's control powers. It seems sufficiently general to merit option a), covering basically all state or state-owned entities, including at the regional and local levels. Number 3 of this article states that "any entities that receive, under any pretext, any pecuniary or other public resources" can also be controlled by the SAI.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

123. Are the audit processes of the Supreme Audit Institution (SAI) reviewed by an independent agency?

GUIDELINES:

Question 123 assesses whether and to what extent the audit processes of the Supreme Audit Institution (SAI) are subject to review by an independent agency. The latter could be a peer SAI, an international organization, an academic institution with relevant expertise, or an independent domestic agency with quality assurance functions in the area of financial reporting.

To answer "a," an independent agency must conduct and publish a review of the audit processes of the SAI on an annual basis. Answer "b" applies if a review was carried out within the past five years, and published, but it is not conducted annually, but. Choose answer "c" if the SAI has an internal unit that reviews the audit processes of the SAI on a regular basis, but an independent agency does not conduct such a review. Answer "d" applies if the audit processes of the SAI are reviewed neither by an independent agency nor by a unit within the SAI.

If the answer is either "a" or "b," please specify the name of the independent agency and when last it conducted such a review, and provide a copy of the published report. If the answer is "c," please specify the name of the unit within the SAI that is tasked with conducting such reviews.

Answer:

c. No, but a unit within the SAI conducts a review of the audit processes of the SAI on a regular basis.

Source:

<http://www.tcontas.pt/pt/apresenta/grande.htm>

https://www.tcontas.pt/pt/publicacoes/manuais/mar/mar_20161107.pdf

Comment:

The SAI has an "internal audit" unit ("Gabinete de Auditoria Interna") as shown in the Court's organizational chart.

While evidence of this unit's activities is hard to find, a publicly available procedure manual does briefly describe its "quality control" initiatives (page 91 - although the last available document is for 2016).

Peer Reviewer

Opinion: Agree

Government Reviewer
Opinion: I choose not to review this question

124. In the past 12 months, how frequently did the head or a senior staff member of the Supreme Audit Institution (SAI) take part and testify in hearings of a committee of the legislature?

GUIDELINES:

Question 124 concerns the interaction between two important oversight actors and assesses how frequently the Supreme Audit Institution (SAI) made high-level inputs to the work of legislative committees. Many SAIs interact with the legislature in some form, but the nature and intensity of the interaction varies. This question probes this aspect by asking, with reference to the past 12 months, how frequently the head or a senior staff member of the SAI took part and testified in hearings of a committee of the legislature. The intent is to assess the extent to which the SAI representative in question was not only present at a meeting of a legislative committee, but was an active participant (as opposed to a passive observer, serving only as a resource when called upon). You can refer to official records of legislative committees, websites and annual reports of the SAI, press releases and media coverage, for example. Choose answer "a" if this occurred five times or more; "b" for three times or more, but less than five times; "c" for once or twice, and "d" for never.

Answer:

c. Rarely (i.e., once or twice).

Source:

<https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetalheAudicao.aspx?BID=111131>

<http://www.canal.parlamento.pt/?cid=2573&title=audicao-do-tribunal-de-contas>

Comment:

Only twice in January 2018 and 2019 to discuss the Audit Report.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: I choose not to review this question

125. Does the executive use participation mechanisms through which the public can provide input during the formulation of the annual budget (prior to the budget being tabled in parliament)?

GUIDELINES:

This question reflects the GIFT principles on "Inclusiveness" and "Timeliness" and assesses the extent to which the participation mechanism(s) used by the executive are truly interactive and involve a two-way conversation between citizens and the executive.

The drafting of this question and its answers are partially drawn from the IAP2 Spectrum of Public Participation, in particular with regards to the concepts of "involvement" (option "a" in the responses) and "consultation" (option "b"). See:

https://cdn.ymaws.com/www.iap2.org/resource/resmgr/foundations_course/IAP2_P2_Spectrum_FINAL.pdf.

Please consider only participation mechanisms that the Ministry of Finance, lead budget agency, or central coordinating agency designated by the government to implement participation mechanisms ("the executive") is currently using to allow the public to participate in the formulation of the annual budget, including annual pre-budget discussions. Participation mechanisms used only by line ministries should not be used to answer this question. If there is more than one mechanism used by the executive, please select the deepest or most interactive mechanism that reflects the government's efforts to incorporate citizens' input into the formulation of the annual budget. The participation mechanisms can involve a range of different issues, such as spending and tax policy, funding and revenue levels, and macro-fiscal planning.

To answer "a," the executive must use open participation mechanisms that involve the public in the formulation of the annual budget. This means that a public process is in place whereby CSOs and/or individual members of the public and government officials interact, and have the opportunity to express their opinions to each other in what can be considered a public dialogue between them (i.e., in-person and online discussion forums). Additionally, the mechanism should be open to any CSO and/or individual members of the public who wish to participate. By selecting this answer, the researcher must present evidence to support the presence of a public dialogue among citizens and government officials. Examples include public meetings and online deliberative exchanges.

Answer "b" applies if an open consultation mechanism is in place whereby members of the public (i.e., individuals and/or CSOs as well as academics, independent experts, policy think tanks, and business organizations) can provide their input in the formulation of the annual budget. This answer applies if the government is using a mechanism that is structured and well established, and not ad-hoc. The researcher must present evidence to support the presence of consultative processes through which the executive seeks out inputs from citizens. Examples include surveys, focus groups, report cards, published policy consultation exercises, and online platforms that government officials actively manage to solicit inputs.

Answer "c" applies if the executive has established a mechanism or mechanisms to allow citizens to participate in the budget formulation phase, but:

1) The mechanisms are not structured and happen only on ad-hoc basis, or not regularly.

and/or

2) The executive consults with and/or interacts with, citizens, but there is discretion in who is allowed to participate, and the executive determines fully or partially such selection process by inviting specific groups (for example by making an open call but just to experts from a particular sector, or naming specific organizations). While it is not possible for all citizens and/or CSOs to participate in this or other phases of the budget process, options "a" and "b" apply if the government does not exercise any discretion in determining who is allowed to participate. While there is likely going to be self-selection, it is important that the selection is not made by the executive.

In cases where there is discretion in who is allowed to participate, to select answer choice "c", there should be some sort of public record (held in public, minutes of meetings released to public) so that the all CSOs and individual members of the public can have knowledge of the meeting, who participated, and what was discussed.

Examples of mechanisms that might qualify as a "c" response include hotlines, Facebook announcements, and one-off meetings with NGOs in which there is a public record.

The researcher must present evidence to support selection of a "c" response.

Answer "d" applies if the requirements for a "c" response or above are not met or if the executive does not use public participation mechanisms during the budget formulation stage.

Answer:

b. Yes, the executive uses open participation mechanisms through which members of the public provide their inputs on the budget.

Source:

<http://www.ces.pt/storage/app/uploads/public/5bf/3fa/431/5bf3fa4314430945610861.pdf>

<https://opp.gov.pt/>

Comment:

Conselho Económico and Social (CES) is an important, constitutional institution, composed of "social partners" (trade unions, industrial associations, etc.), local and regional government representatives, and civil society representatives. Notably CES incorporates the social dialogue committee, where "social partners" are represented in discussions with the government. The CES approves a "parecer" (a written formal evaluation) of the EBP, but this is only completed after the EBP is presented in Parliament. In this sense, the "opportunities" of participation given to CES does not set up to provide a forum for the public to provide inputs on budget formulation.

Notwithstanding, and notoriously, since 2017 there is a small national participatory budget (~€5m), replicating successful experiences at the local level. People submit investment proposals and choose, through voting, which projects should be implemented in different areas of governance. The views sought are ad hoc (only regarding public investment projects, a small portion of the total budget), which justifies answering option "c".

Peer Reviewer

Opinion: Agree

Comments: The Portugal Participatory Budget (PPB) – OPP, "Orçamento Participatório Portugal" -, now with two editions (2017 for BY2018 and 2018 for BY2019), is indeed very small and very limited in scope, but it has already received reasonable attention by the press, and I think it clearly deserves recognition. It is open to everyone, and conducted by an agency at level of the Prime Minister Office – AMA, "Agência para a Modernização Administrativa". In addition to the online communication, AMA conducts several public meetings (starting in January) all over the country, to explain the process and to incentivize the presentation of proposals by citizens. There is an electronic platform for submission of proposals (each up to an amount of 300 thousand euros), until April, then there is a phase in which the agency helps technically in further improving and upgrading the proposals to proper projects. The process culminates in September with the online voting of the projects (also open to everyone). The projects with more votes (and also with some criteria of regional distribution) are included in the EBP, up to an amount of 5 million euros). The AMA site <https://opp.gov.pt/> presents all relevant information about the PPB, including the rules, the account of actual public meetings (37 held in 2018), the description and votes scored by each project (in 2018, a total of ~120000 votes, 691 projects, from which 22 were chosen). There is also a summary in English.

Government Reviewer

Opinion: Disagree

Suggested Answer:

b. Yes, the executive uses open participation mechanisms through which members of the public provide their inputs on the budget.

Comments: <https://opp.gov.pt/> / <https://opjovem.gov.pt/> OPP - Orçamento Participativo de Portugal (the Portugal Participatory Budget) OPJ - Orçamento Participativo Jovem de Portugal (the Portugal Participatory Budget for the Youth) The Portugal Participatory Budget, that was implemented in 2017, is a democratic, direct and universal process that allows civil society to decide on public investments in different governmental areas. Through this mechanism, all citizens have the opportunity to propose projects and ideas, in a complete collaborative and participative way. The Participatory Budget has two main phases: the phase for presenting proposals and the phase for voting the projects. In the first phase proposals may be presented online at the Participatory Budget portal or in person at Participative Meetings, which are held in several places throughout the national territory. In the voting phase each citizen has the right to two votes – one for regional projects and another for national projects – and may choose to vote through the portal or by SMS. The results have a binding nature. As far as it is a well structured mechanism, it is universal and it has a binding nature, option b seems to be the most appropriate.

Researcher Response

The Government review does not support changing the answer from c) to b). The Portugal Participatory Budget ("Orçamento Participativo Portugal") is, in fact, open to all and a well-structured mechanism. However, it is still limited in scope, not fulfilling the criterion non-ad hoc participation (because it

only concerns small public investment projects).

IBP Comment

The researcher is correct to observe that the OPP only covers a small percentage of the overall budget, mostly aimed at addressing local needs. However, it does represent the kind of budget participation that is meaningful and directly influences budget decisions. For purposes of international comparison, therefore, the government reviewer proposal is accepted, and answer B is confirmed.

126. With regard to the mechanism identified in question 125, does the executive take concrete steps to include vulnerable and under-represented parts of the population in the formulation of the annual budget?

GUIDELINES:

This question reflects the GIFT principle of "Inclusiveness", and examines the executive's effort to actively reach out to citizens who are from socially vulnerable groups and/or underrepresented in national processes. The emphasis here is on the executive's efforts to seek out the views of members of the public from socially vulnerable groups and/or who are underrepresented in the process.

To answer "a," the executive must actively seek out individuals from vulnerable and underrepresented communities and/or civil society organizations representing vulnerable and underrepresented individuals and communities. The researcher must provide evidence to show the government's efforts and actions. The researcher must speak with the relevant government official(s), and subsequently double check with an alternative source, such as representatives of vulnerable/underrepresented groups.

Answer "b" applies if the executive does not take concrete steps to incorporate vulnerable/underrepresented individuals, or organizations representing them, into participation mechanisms or if the executive does not use public participation mechanisms during the budget formulation stage.

Answer:

b. The requirements for an "a" response are not met.

Source:

Comment:

The executive does not use relevant and significant public participation mechanisms during the budget formulation stage, as stated in the previous question,

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer: c. Not applicable/other (please comment).

Comments: The national Participatory Budget has a non-discriminatory nature as far as it is open to all citizens. Nonetheless, the way through which the voting phase was structured (each citizen has the right to two votes – one for regional projects and another for national projects) tries to tackle the problems of underrepresented territories, allowing a complete coverage of the country, as well as a broader engagement of small local communities.

Researcher Response

As stated in the Government's comment, the Portugal Participatory Budget is non-discriminatory, universal. However, it does not present concrete measures to include vulnerable and under-represented parts of the population. We do not think that the government's justification for changing the answer is sufficient.

IBP Comment

We agree with the researcher's response. The question asks about proactive measures taken by the executive to include vulnerable and marginalized groups.

127. During the budget formulation stage, which of the following key topics does the executive's engagement with citizens cover?

For the purpose of this question, key topics are considered to be:

1. Macroeconomic issues
2. Revenue forecasts, policies, and administration
3. Social spending policies
4. Deficit and debt levels
5. Public investment projects
6. Public services

GUIDELINES:

This question reflects the GIFT principles of "Transparency" and "Timeliness". Please consider all of the mechanisms currently used by the executive to promote public participation during the formulation of the annual budget.

Please note that while the public engagement can/may cover other topics -- and for this reason the other questions assessing the executive's engagement with the public during budget formulation can be answered on the basis of engagement on topics other than the six listed above -- for the purpose of answering this question, "key topics" are considered to be only the ones listed above. If the executive's engagement with the public covers topics other than the six listed above, please specify these topics in the comments.

Note also that this question assesses only the coverage of public engagement (i.e., "what issues is the public invited to engage on?") and issues related to the depth of engagement or selectivity of engaged are not dealt with by this question.

Answer "d" applies if requirements for a "c" response or above are not met or if the executive does not use public participation mechanisms during the budget formulation stage.

Answer:

c. The executive's engagement with citizens covers at least one (but less than three) of the above-mentioned topics.

Source:

<https://opp.gov.pt/>

Comment:

Since 2017 there is a small national participatory budget (~€5m), replicating successful experiences at the local level. People submit investment proposals and choose, through voting, which projects should be implemented in different areas of governance. The views sought are ad hoc, only regarding public investment projects (key topic number 5), which justifies answering option "c".

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

128. Does the executive use participation mechanisms through which the public can provide input in monitoring the implementation of the annual budget?

GUIDELINES:

This question reflects the GIFT principles on "Inclusiveness" and "Timeliness" and assesses the extent to which the participation mechanism(s) used by the executive are truly interactive and involve a two-way conversation between citizens and the executive.

The drafting of this question and its answers are partially drawn from the IAP2 Spectrum of Public Participation, in particular with regards to the concepts of "involvement" (option "a" in the responses) and "consultation" (option "b"). See: https://cdn.ymaws.com/www.iap2.org/resource/resmgr/foundations_course/IAP2_P2_Spectrum_FINAL.pdf.

Please consider only participation mechanisms that the Ministry of Finance, lead budget agency, or central coordinating agency designated by the government to implement participation mechanisms ("the executive") is currently using to allow the public to participate in monitoring the implementation of the annual budget. If the executive has designated a central coordinating agency to implement participation mechanisms throughout the national budget process, researchers may consider these mechanisms. Participation mechanisms used only by line ministries should not be used to answer this question. If there is more than one mechanism used by the executive, please select the deepest or most interactive mechanism that reflects the government's efforts to incorporate citizens' input into the implementation of the annual budget. The participation mechanisms can involve a range of different issues, such as revenue administration, public service delivery, public investment project implementation, including procurement, and the administration of social transfer schemes.

To answer "a," the executive must use open participation mechanisms that involve the public in the implementation of the annual budget. This means that a public process is in place whereby CSOs and/or individual members of the public and government officials interact, and have the opportunity to express their opinions to each other in what can be considered a public dialogue between them (i.e., in-person and online discussion forums). Additionally, the mechanism should be open to any CSO and/or individual members of the public who wish to participate. By selecting this answer, the researcher must present evidence to support the presence of a public dialogue among citizens and government official. Examples include public meetings, online, deliberative exchanges, procurement complaint mechanisms, and social monitoring and dialogue.

Answer "b" applies if an open consultation mechanism is in place whereby members of the public (i.e., individuals and/or CSOs as well as academics, independent experts, policy think tanks, and business organizations) can provide their input on the implementation of the annual budget. This answer applies if the government is using a mechanism that is structured and well established, and not ad-hoc. The researcher must present evidence to support the presence of consultative processes through which the executive seeks out inputs from citizens. Examples include public hearings, surveys, focus groups, report cards, and online platforms that government officials actively manage to solicit inputs.

Answer "c" applies if the executive has established a mechanism or mechanisms to allow citizens to provide input on budget implementation, but:

1) *The mechanisms are not structured, happen only on ad-hoc basis, or not regularly.*

and/or

2) The executive consults with and/or interacts with, citizens, but there is discretion in who is allowed to participate, and the executive determines fully or partially such selection process by inviting specific groups (for example by making an open call but just to experts from a particular sector, or naming specific organizations). While it is not possible for all citizens and/or CSOs to participate in this or other phases of the budget process, options "a" and "b" apply if the government does not exercise any discretion in determining who is allowed to participate. While there is likely going to be self-selection, it is important that the selection is not made by the executive.

In cases where there is discretion in who is allowed to participate, to select answer choice "c", the researcher must have evidence that the government is holding participation mechanisms that have some sort of public record (held in public, minutes of meetings released to public) so that all CSOs and members of the public can have knowledge of the meeting, who participated, and what was discussed.

Examples include hotlines, Facebook announcements, one-off meetings with NGOs in which there is a public record.

The researcher must present evidence to support selection of a "c" response.

Answer "d" applies if the requirements for a "c" response or above are not met or if the executive does not use public participation mechanisms during the budget implementation stage.

Answer:

d. The requirements for a "c" response or above are not met.

Source:

<https://opp.gov.pt/>

Comment:

No evidence of engagement with the public during the budget implementation/execution stage could be found.

In the national participatory budget, people present investment proposals (~5m€) and choose, through voting, which projects should be implemented in different areas of governance. Notwithstanding, through this program people cannot provide input in monitoring the implementation of the annual budget.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

129. With regard to the mechanism identified in question 128, does the executive take concrete steps to receive input from vulnerable and underrepresented parts of the population on the implementation of the annual budget?

GUIDELINES:

This question reflects the GIFT principle of "Inclusiveness", and examines the executive's effort to actively reach out to citizens who are from socially vulnerable groups and/or underrepresented in national processes. The emphasis here is on national government's efforts to obtain input from members of the public who are from socially vulnerable groups and/or underrepresented in national processes during the implementation of the annual budget.

To answer "a," the executive must actively seek out individuals from vulnerable and underrepresented community and/or civil society organizations representing vulnerable and underrepresented individuals and communities. The researcher must provide evidence to show the government's efforts and actions. The researcher must speak with the relevant government official(s), and subsequently double check with an alternative source, such as representatives from vulnerable/underrepresented groups.

Answer "b" applies if the national executive does not take concrete steps to incorporate vulnerable/underrepresented individuals, or organizations representing them, into participation mechanisms or if the executive does not use public participation mechanisms during the budget implementation stage.

Answer:

b. The requirements for an "a" response are not met.

Source:

Comment:

No evidence of engagement with the public during the budget implementation/execution stage could be found.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

130. During the implementation of the annual budget, which of the following topics does the executive's engagement with citizens cover?

For the purpose of this question, key topics are considered to be:

1. Changes in macroeconomic circumstances
2. Delivery of public services
3. Collection of revenue
4. Implementation of social spending
5. Changes in deficit and debt levels
6. Implementation of public investment projects

GUIDELINES:

This question reflects the GIFT principles of "Transparency" and "Timeliness". Please consider all of the mechanisms currently used by the executive to promote public participation during the implementation of the annual budget.

Please note that while the public engagement can/may cover other topics -- and for this reason the other questions assessing the executive's engagement with the public during budget implementation can be answered on the basis of engagement on topics other than the six listed above -- for the purpose of answering this question, "key topics" are considered to be ONLY the ones listed above. If the executive's engagement with the public covers topics other than the six listed above, please specify these topics in the comments.

Note also that this question assesses only the coverage of public engagement (i.e., "what issues is the public invited to engage on?") and issues related to the depth of engagement or selectivity of engaged are not dealt with by this question.

Answer "d" applies if requirements for a "c" response or above are not met or if the executive does not use public participation mechanisms during the budget implementation stage.

Answer:

d. The requirements for a "c" response or above are not met.

Source:

Comment:

No evidence of engagement with the public during the budget implementation/execution stage could be found.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: I choose not to review this question

131. When the executive engages with the public, does it provide comprehensive prior information on the process of the engagement, so that the public can participate in an informed manner?

Comprehensive information must include at least three of the following elements:

1. Purpose
2. Scope
3. Constraints
4. Intended outcomes
5. Process and timeline

GUIDELINES:

This question relates to the GIFT principle of "Openness," and addresses whether the executive provides relevant information on the process of the engagement before public participation takes place, in order to help citizens engage effectively. The question addresses whether the "rules of the public engagement" are clearly spelled out, in advance and in detail, so that those members of the public who want to engage know how to do so, in terms of when they can do so, what they are expected to provide input on, by when, to whom, etc. This question does not cover the substance of the engagement, which is covered by questions 127 and 130.

Non-comprehensive information means that the government provides information that includes at least one but less than three of the elements listed above.

Purpose refers to a brief explanation of why the public engagement is being undertaken, including the executive's objectives for its engagement with the public.

Scope refers to what is within the subject matter of the engagement as well as what is outside the subject matter of the engagement. For example, the scope may include how a current policy is administered but exclude the specifics of the policies themselves.

Constraints refers to whether there are there any explicit limitations on the engagement. An example of a constraint could be that any policy changes must not cost (or forgo revenue) more than a specific amount or have no net fiscal cost.

Intended outcomes refers to what the executive hopes to achieve as a result of the engagement. Examples of intended outcomes could be revising a policy to better reflect citizen or service-user views or to improve the way in which a particular program is administered.

Process refers to the methods by which the public engagement will take place and the discrete steps in the process. For example, the process may simply be a one-off Internet-based consultation, with a summary published of public inputs and the official response. The process may involve simultaneous or overlapping steps, and may be conducted in one round or in two or more rounds of engagement.

Timeline refers to the specific dates on which the discrete steps in the process will take place, or during which they will be completed, and clear start and end dates for the overall engagement.

Answer "d" applies if the executive does not use public participation mechanisms during the budget implementation or formulation stage.

Answer:

c. Information is provided in a timely manner in both or one of the two phases, but it is not comprehensive.

Source:

Comment:

No evidence of engagement with the public during the budget implementation/execution stage could be found.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

b. Comprehensive information is provided in a timely manner prior to citizens engagement only prior to one of the two phases (formulation OR implementation).

Comments: As described in my comment to question 125, comprehensive information about the engagement process during the formulation phase is thoroughly provided, even though the citizen engagement process is very limited in scope. Source: <https://opp.gov.pt/>

Government Reviewer

Opinion: I choose not to review this question

Researcher Response

The Portuguese Participatory Budget process is well structured and comprehensive information is provided in a timely manner prior to citizens engagement, so that the public can participate in the formulation (but not implementation) phase. However, given that this is still a very limited project in scope and amount, and according to the OBS methodology, the most appropriate answer is c) (confirmed with the IBP researcher).

IBP Comment

Answer C is confirmed for the reasons cited by the researcher.

132. With regard to the mechanism identified in question 125, does the executive provide the public with feedback on how citizens' inputs have been used in the formulation of the annual budget?

GUIDELINES:

This question reflects the GIFT principles of "Transparency" and "Sustainability", and examines the extent to which the executive provides information to citizens on which public inputs were received, which ones are used in the formulation of the annual budget, and how/why.

By "written record", we mean a document that is produced and released by the lead budget agency (Ministry of Finance, Treasury) that has set up and holds the participation activity.

Answer "a" applies when the executive provides a written document with:

- *The inputs (e.g., a written transcript) received from the public and*
- *A detailed report on how the inputs were used or not used (such report should include information on which inputs were used or not used, why, and how)*

Answer "b" applies when the executive provides a written document that includes:

- The inputs (e.g., a written transcript) received from the public and
- A not-so-detailed report, such as a document with a few paragraphs, on how public inputs were used or not used. This document only gives a general idea on how those inputs were used or not used.

Answer "c" applies when the executive provides a written document that includes:

- The inputs (e.g., a written transcript) received from the public or
- A report (being it detailed or not-so-detailed) on how public inputs have been used or not used.

Answer "d" applies if the requirements for a "c" response or above are not met or if the executive does not use public participation mechanisms during the budget formulation stage.

Answer:

c. Yes, the executive provides a written record which includes either the list of the inputs received or a report or summary on how they were used.

Source:

Comment:

The executive does not use relevant and significant public participation mechanisms during the budget formulation stage.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

b. Yes, the executive provides a written record which includes both the list of inputs received and a summary of the how the inputs were used in the formulation of the annual budget.

Comments: Comment: As described in my comment to question 125, comprehensive information about the engagement process during the formulation phase is thoroughly provided, even though the citizen engagement process is very limited in scope. Source: <https://opp.gov.pt/>

Government Reviewer

Opinion: Disagree

Suggested Answer:

b. Yes, the executive provides a written record which includes both the list of inputs received and a summary of the how the inputs were used in the formulation of the annual budget.

Comments: The executive provides, in a few paragraphs, information about: - The number of participative meetings that were held and the total number of participants; - The total number of projects that were submitted - The total number of votes - The winning projects (for each one, detail for the number of votes received, the amount of investment and a brief description of the project)

Researcher Response

The Portuguese Participatory Budget process is well structured and comprehensive information is provided in a timely manner prior to citizens engagement, so that the public can participate in the formulation (but not implementation) phase. Additionally, as mentioned in the Government review, the executive provides a written record which includes both the list of inputs received and a summary of how the inputs were used in the formulation of the annual budget. However, given that this is still a very limited project in scope and amount, and according to the OBS methodology, the most appropriate answer is c) (confirmed with the IBP researcher).

IBP Comment

Answer C is confirmed for the reasons cited by the researcher.

133. With regard to the mechanism identified in question 128, does the executive provide the public with information on how citizens' inputs have been used to assist in monitoring the implementation of the annual budget?

GUIDELINES:

This question reflects the GIFT principles of "Transparency" and "Sustainability", and examines the extent to which the executive provides information to citizens on which public inputs were received during the implementation of the annual budget, which ones are take into account to improve budget monitoring, and how/why.

By "written record", we mean a document that is produced and released by the lead budget agency (Ministry of Finance, Treasury) that has set up and holds the participation activity.

Answer "a" applies when the executive provides a written document with:

- The inputs (e.g., a written transcript) received from the public and

- A detailed report on how the inputs were used or not used (such report should include information on which inputs were used or not used, why, and how)

Answer "b" applies when the executive provides a written document that includes:

- The inputs received (e.g., a written transcript) from the public and

- A not-so-detailed report, such as a document with a few paragraphs, on how public inputs were used or not used. This document only gives a general idea on how those inputs were or were not taken into account by the executive during budget monitoring.

Answer "c" applies when the executive provides a written document that includes:

- The inputs (e.g., a written transcript) received from the public or

- A report (being it detailed or not-so-detailed) on how public inputs have been used or not used.

Answer "d" applies if the requirements for a "c" response or above are not met or if the executive does not use public participation mechanisms during the budget implementation stage.

Answer:

d. The requirements for a "c" response or above are not met.

Source:

Comment:

No evidence of engagement with the public during the budget implementation/execution stage could be found.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

134. Are participation mechanisms incorporated into the timetable for formulating the Executive's Budget Proposal?

GUIDELINES:

This question reflects the GIFT principles on "Sustainability," "Timeliness" and "Complementarity" and addresses whether the executive is able to link participation mechanisms to the administrative processes that are used to create the annual budget.

Please note that "timetable" refers to a document setting deadlines for submissions from other government entities, such as line ministries or subnational government, to the Ministry of Finance or whatever central government agency is in charge of coordinating the budget's formulation. This document is sometimes referred to as the budget calendar and is the same document referenced in Question 53.

Answer "a" applies if the national executive establishes a clear set of guidelines that enable citizens and civil servants to understand when participation mechanisms should be used to enable citizen inputs to be incorporated into the annual budget. For answer choice "a", the timetable must be available to the public prior to the budget preparation process beginning.

Answer "b" applies if the executive does not establish a clear set of guidelines that enable citizens and civil servants to understand when participation mechanisms should be used to enable citizen inputs to be incorporated into the annual budget or if the executive does not use public participation mechanisms during the budget formulation or implementation stage.

Answer:

b. The requirements for an "a" response are not met.

Source:

<https://www.dgo.pt/instrucoes/Instrucoes/2018/ca1390.pdf>

Comment:

No evidence of engagement with the public during the budget formulation and implementation/execution stages could be found.

Note that the essentials of instructions sent to public services for preparing their submissions in the budget formulation stage (published by the Budget Office ("Direção-Geral do Orçamento", in the case of the 2019 EBP, CIRCULAR SÉRIE A N.º 1390), do not mention anything about public participation mechanisms.

Peer Reviewer

Opinion: Agree

Comments: The timetable of the Portugal Participatory Budget is coherent with the timetable for the formulation of the EBP, but its divulgation to the public (through the AMA site <https://opp.gov.pt/>) is not integrated within the publicized instructions by the Ministry of Finance.

Government Reviewer

Opinion: I choose not to review this question

135. Do one or more line ministries use participation mechanisms through which the public can provide input during the formulation or implementation of the annual budget?

GUIDELINES

While questions 125 – 135 focus only on participation mechanisms that the Ministry of Finance, lead budget agency, or central coordinating agency currently use to allow the public to participate in the national budget process, this question asks about participation mechanisms used by line ministries to allow the public to participate in national budget processes. Thus, participation mechanisms used by the Ministry of Finance, lead budget agency, or central coordinating agency should not be used to answer this question. If there is more than one mechanism used by a line ministry or if multiple line ministries use participation mechanisms, please select the deepest or most interactive mechanism that reflects the government's efforts to incorporate citizens' input into the formulation and/or implementation of the annual budget.

This question reflects the GIFT principles on "Inclusiveness" and "Timeliness" and assesses the extent to which the participation mechanism(s) used by the executive are truly interactive and involve a two-way conversation between citizens and the executive.

The drafting of this question and its answers are partially drawn from the IAP2 Spectrum of Public Participation, in particular with regards to the concepts of "involvement" (option "a" in the responses) and "consultation" (option "b"). See: https://cdn.ymaws.com/www.iap2.org/resource/resmgr/foundations_course/IAP2_P2_Spectrum_FINAL.pdf

To answer "a," a line ministry must use open participation mechanisms that involve the public in the formulation or implementation of the annual budget. This means that a public process is in place whereby CSOs and/or individual members of the public and government officials interact, and have the opportunity to express their opinions to each other in what can be considered a public dialogue between them (i.e., in-person and online discussion forums). Additionally, the mechanism should be open to any CSO and/or individual members of the public who wish to participate. By selecting this answer, the researcher must present evidence to support the presence of a public dialogue among citizens and government official. Examples include public meetings and online deliberative exchanges.

Answer "b" applies if an open consultation mechanism is in place whereby members of the public (i.e., individuals and/or CSOs as well as academics, independent experts, policy think tanks, and business organizations) can provide their input in the formulation or implementation of the annual budget. This answer applies if the government is using a mechanism that is structured and well established, and not ad-hoc. The researcher must present evidence to support the presence of consultative processes through which a line ministry seeks out inputs from citizens. Examples include surveys, focus groups, report cards, published policy consultation exercises, and online platforms that government officials actively manage to solicit inputs.

Answer "c" applies if a line ministry has established a mechanism or mechanisms to allow citizens to participate in the budget formulation phase, but:

1) The mechanisms are not structured and happen only on ad-hoc basis, or not regularly.

and/or

2) A line ministry consults with and/or interacts with, citizens, but there is discretion in who is allowed to participate, and the line ministry determines fully or partially such selection process by inviting specific groups (for example by making an open call but just to experts from a particular sector, or naming specific organizations). While it is not possible for all citizens and/or CSOs to participate in this or other phases of the budget process, options "a" and "b" apply if the government does not exercise any discretion in determining who is allowed to participate. While there is likely going to be self-selection, it is important that the selection is not made by the executive.

In cases where there is discretion in who is allowed to participate, to select answer choice "c", there should be some sort of public record (held in public, minutes of meetings released to public) so that the all CSOs and individual members of the public can have knowledge of the meeting, who participated, and what was discussed.

The researcher must present evidence to support selection of a "c" response.

Examples of mechanisms that might qualify as a "c" response include hotlines, Facebook announcements, and one-off meetings with NGOs in which there is a public record.

Answer:

c. Yes, at least one line ministry uses participation mechanisms during the budget formulation or implementation phase, but either these mechanisms capture only some ad-hoc views, or the executive invites specific individuals or groups for budget discussions (participation is not, in practice, open to everyone).

Source:

Comment:

No evidence of engagement with the public by any line ministries during the budget formulation and implementation/execution stages could be found.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

c. Yes, at least one line ministry uses participation mechanisms during the budget formulation or implementation phase, but either these mechanisms capture only some ad-hoc views, or the executive invites specific individuals or groups for budget discussions (participation is not, in practice, open to everyone).

Comments: The Ministry of Education launched a Participative Budget for secondary level students' proposals to be integrated in the Ministry's budget proposal (upon a voting process, similar to the Portugal Participatory Budget, but limited to the relevant students). It is very limited in scope, but participation is quite visible in schools all over the country. It is also an appropriate complement to financial literacy efforts in high schools. The project is briefly referred to in the EBP (p. 139, section IV) and the process details are thoroughly presented on the site <https://opescolas.pt/>.

Government Reviewer

Opinion: I choose not to review this question

Researcher Response

Answer changed to c), given the peer review comment (although the scope is quite limited).

IBP Comment

Answer C is confirmed.

136. Does the legislature or the relevant legislative committee(s) hold public hearings and/or use other participation mechanisms through which the public can provide input during its public deliberations on the formulation of the annual budget (pre-budget and/or approval stages)?

GUIDELINES:

This question reflects the GIFT principle on "Sustainability," "Transparency," and "Complementarity" and assesses the extent to which the participation mechanism(s) used by the legislature are interactive and involve a two-way conversation between citizens and the legislature, rather than being limited to allowing the public to attend or hear public budget deliberations.

Please consider participation mechanisms that the legislature (both in its whole institution or its relevant budget/public accounts/finance committees) has put in place and is using to allow the public to participate in their deliberations on the annual budget. This includes deliberations during the pre-budget phase (i.e., when the executive is still in the process of formulating the draft budget) and the budget discussions after the budget has been tabled to parliament and before it is approved. In the comment box, please specify during which stage of the budget cycle the legislature has put in place a public participation mechanism.

Mechanisms through which members of the public reach out to individual Members of Parliament as opposed to the legislature (both in its whole institution or its relevant budget/public accounts/finance committees) or unofficial hearings organized by a subset of committee members should not be considered in answering this question.

If there is more than one mechanism, please select a mechanism that best shows/reflects the legislature's efforts to incorporate citizens into the formulation of the annual budget. The participation mechanisms can involve a range of different issues, such as revenues, policy selection, and macro-fiscal planning (please note that the issue of coverage is covered in a subsequent question).

To answer "a," the legislature must hold public hearings where citizens are allowed to testify. This answer applies only if the legislature does not exercise discretion in determining which citizens and/or CSOs can testify (for example, participation takes place on a first-come-first-served basis).

Answer "b" should be selected if the following applies:

- *The legislature holds public hearings on the budget;*
- *Testimony is not allowed from members of the public or CSOs; but*
- *There are other means used by the legislature to receive and collect views from citizens and CSOs on the budget, and the legislature does not exercise discretion in determining which citizens and/or CSOs can provide input. The researcher must provide evidence to support the presence of those alternative processes through which the legislature seeks inputs from citizens. For example, there should be a public record indicating that views from citizens and the public were sought.*

Answer "c" should be selected if the following applies:

- *The legislature holds public hearings on the budget;*
- *Testimony is not allowed from members of the public or CSOs;*
- *No other means are used by the legislature to receive and collect views/input from citizens and CSOs on the budget, but*
- *The legislature invites a few individuals/groups to provide input (through public hearings or elsewhere)*

Answer "d" applies if the requirements for a "c" response or above are not met or if the legislature does not use public participation mechanisms during its deliberations on the annual budget

Answer:

c. Yes, public hearings are held. No testimony from the public is provided during the public hearings, and there are no other mechanisms through which public contributions are received, but the legislature invites specific individuals or groups to testify or provide input (participation is not, in practice,

open to everyone).

Source:

<https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetailheAudicao.aspx?BID=110711>

<http://www.ces.pt/storage/app/uploads/public/5bf/3fa/431/5bf3fa4314430945610861.pdf>

Comment:

There is a public hearing by the budget legislative committee ("COFMA") of the President of the aforementioned CES, where he presents this institution's report on the Budget. This report is approved by the CES in a plenary session, with the contribution and vote of a few civil society organizations (the report includes also vote declarations by some nonprofit associations, such as DECO - consumer association).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

137. During the legislative deliberations on the annual budget (pre-budget or approval stages), which of the following key topics does the legislature's (or relevant legislative budget committee) engagement with citizens cover?

For the purpose of this question, key topics are considered to be:

1. Macroeconomic issues
2. Revenue forecasts, policies, and administration
3. Social spending policies
4. Deficit and debt levels
5. Public investment projects
6. Public services

GUIDELINES:

This question reflects the GIFT principles of "Transparency" and "Timeliness". Please consider the range of mechanisms currently used by the legislature to promote public participation during legislative deliberations on the annual budget.

Please note that while the public engagement can/may cover other topics, for the purpose of answering this question, "key topics" are considered to be only the ones listed above. If the legislature's engagement with the public covers topics other than the six listed above, please specify these topics in the comments.

Note also that this question assesses only the coverage of public engagement (i.e., "what issues is the public invited to engage on?") and issues related to the depth of engagement or selectivity of engaged are not dealt with by this question.

Answer "d" applies if the requirements for a "c" response or above are not met or if the legislature does not use public participation mechanisms during its deliberations on the annual budget.

Answer:

a. The legislature seeks input on all six topics.

Source:

<https://www.parlamento.pt/ActividadeParlamentar/Paginas/DetailheAudicao.aspx?BID=110711>

<http://www.ces.pt/storage/app/uploads/public/5bf/3fa/431/5bf3fa4314430945610861.pdf>

Comment:

The document presented by the CES for the 2019 Budget included information on all of these topics.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

138. Does the legislature provide feedback to the public on how citizens' inputs have been used during legislative deliberations on the annual budget?

GUIDELINES:

This question reflects the GIFT principles of "Transparency" and "Sustainability", and examines the extent to which the legislature provides information to citizens on which public inputs were received and how inputs were used during legislative deliberations (please note that these deliberations can refer to the pre-budget and approval phases). By "written record" in this question, we mean a document that is produced and released by the legislature.

Answer "a" applies when the legislature provides a written document with:

- The inputs received from the public (e.g., a written transcript) and
- A detailed report on how the inputs were used or not used (such report should include information on which inputs were used or not used, why, and how).

Answer "b" applies when the legislature provides a written document that includes:

- The inputs received from the public (e.g., a written transcript) and
- A not-so-detailed report on how public inputs were used or not used. This document only gives a general idea on how those inputs were used or not used in legislative deliberations on the annual budget (please note that these deliberations refer to the pre-budget and approval phases).

Answer "c" applies when the legislature provides a written document that includes:

- The inputs received from the public (e.g., a written transcript) or
- A report (being it detailed or not-so-detailed) on how public inputs have been used or not used.

Answer "d" applies if the requirements for a "c" response or above are not met or if the legislature does not use public participation mechanisms during its deliberations on the annual budget.

Answer:

c. Yes, the legislature provides a written record which includes either the list of the inputs received or a report or summary on how they were used.

Source:

<http://www.canal.parlamento.pt/?cid=3373&title=audicao-do-conselho-economico-e-social-oe2019>

Comment:

A video record of the hearing is publicly available on the Parliament website, but no report is issued by the committee, not even with mere comments about the report presented by the CES.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

d. The requirements for a "c" response or above are not met.

Comments: Following the guidelines: the legislature does not provide a written record with the list of the inputs received or a report or summary on how they were used.

Government Reviewer

Opinion: Agree

Researcher Response

According to the OBS methodology, a publicly available video record is sufficient for answer c).

IBP Comment

Answer C accepted also based on cross-country consistency purposes.

139. Does the legislature hold public hearings and/or use other participation mechanisms through which the public can provide input during its public deliberations on the Audit Report?

GUIDELINES:

This question reflects the GIFT principle on "Sustainability," "Transparency," and "Complementarity" and assesses the extent to which the participation mechanism(s) used by the legislature are interactive and involve a two-way conversation between citizens and the legislature, rather than being limited to allowing the public to attend or hear public budget deliberations.

A key constitutional role of the legislature in almost all countries is to oversee the government's management of public resources. While the Supreme Audit Institution is responsible for checking the government's accounts and publishing the outcome of their audits, for accountability purposes it is essential that the

legislature reviews and scrutinizes those reports, and checks on whether the executive is taking the appropriate corrective actions based on the Supreme Audit Institution's recommendations.

Holding public hearings to review audit findings allows the public to learn more about how the government has managed its resources for the budget years that have ended, and demand accountability in case of mismanagement and irregularities. Reviewing and discussing those reports in public is therefore a key responsibility of a legislature.

Please note that by "Audit Report" we refer to the same audit report assessed in the transparency section of this Survey, i.e., one of the eight key budget documents that all governments (in this case, the Supreme Audit Institution) must produce, according to best practice.

Please consider participation mechanisms that the legislature (both in its whole institution or its relevant budget/public accounts/finance committees) have put in place and using to allow the public to participate in their deliberations on the Audit Report.

Mechanisms through which members of the public reach out to individual members of parliament as opposed to the legislature (both in its whole institution or its relevant budget/public accounts/finance committees) or unofficial hearings organized by a subset of committee members should not be considered in answering this question.

To answer "a," the national legislature must hold public hearings where citizens are allowed to testify. This answer applies only if the legislature does not exercise discretion in determining which citizens and/or CSOs can testify (for example, participation takes place on a first-come-first-served basis).

Answer "b" should be selected if the following applies:

- The legislature holds public hearings on the budget;
- No testimony is allowed from the public; BUT
- There are other means used by the legislature to receive and collect views from citizens and CSOs on the budget, and the legislature does not exercise discretion in determining which citizens and/or CSOs can provide input. The researcher must provide evidence to support the presence of those alternative processes through which the legislature seeks inputs from citizens. For example, there should be a public record indicating that views from citizens and the public were sought.

Answer "c" should be selected if the following applies:

- The legislature holds public hearings on the budget;
- No testimony is allowed from the public;
- No other means are used by the legislature to receive and collect views/input from citizens and CSOs on the budget, BUT
- The legislature invites a few individuals/groups to provide input (through public hearings or elsewhere)

Answer "d" applies if the requirements for a "c" response or above are not met or if the legislature does not use public participation mechanisms during its deliberations on the Audit Report.

Answer:

d. The requirements for a "c" response or above are not met.

Source:

Comment:

No opportunities are provided for the public to provide input to deliberations on the Audit Report.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: I choose not to review this question

140. Does the Supreme Audit Institution (SAI) maintain formal mechanisms through which the public can suggest issues/topics to include in the SAI's audit program (for example, by bringing ideas on agencies, programs, or projects that could be audited)?

GUIDELINES:

This question assesses whether the Supreme Audit Institution (SAI) has established mechanisms through which the public can provide suggestions on issues/topics to be included in its audit program. When deciding its audit agenda, the SAI may undertake audits for a sample of agencies, projects, and programs in the country; and such a selection could be based on complaints and suggestions made by members of the public. To receive such suggestions, the SAI may create formal mechanisms, like setting up a website, hotline, or office (or assigning staff to liaise with the public).

Answer:

b. The requirements for an "a" response are not met.

Source:
<https://www.tcontas.pt/pt/apresenta/legislacao/LOPTC.pdf>

<http://www.tcontas.pt/pt/contactos.shtm>

Comment:

There are no formal mechanisms where public can assist in formulating SAI's audit program. It is an exclusively internal decision, as stated notably in Article 89 of the SAI Law.

Also there is no specific mechanism for any citizen to call the attention of the SAI to a particular issue, other than the SAI contact page, with emails and telephone numbers, which are publicly available online.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: I choose not to review this question

141. Does the Supreme Audit Institution (SAI) provide the public with feedback on how citizens' inputs have been used to determine its audit program?

GUIDELINES:

This question reflects the GIFT principles of "Transparency" and "Sustainability", and examines the extent to which the Supreme Audit Institution provides information to citizens on which public inputs were received, which ones are used to determine the Supreme Audit Institution's audit program. By "written record" in this question, we mean a document that is produced and released by the Supreme Audit Institution.

Answer "a" applies when the Supreme Audit Institution provides a written document with:

- *The inputs received from the public and*
- *A detailed report on how the inputs were used or not used (such report should include information on which inputs were used or not used, why, and how).*

Answer "b" applies when the SAI provides a written document that includes:

- *The inputs received from the public and*
- *A not-so-detailed report on how public inputs were used or not used. This document only gives a general idea on how those inputs were used or not used to determine the SAI's annual audit program.*

Answer "c" applies when the SAI provides a written document that includes:

- *The received from the public or*
- *A report (being it detailed or not-so-detailed) on how public inputs have been used or not used.*

Answer "d" applies if requirements for a "c" response or above are not met or if maintain formal mechanisms through which the public can suggests issues/topics to include in the SAI's audit program.

Answer:

d. The requirements for a "c" response or above are not met.

Source:

Comment:

The SAI does not maintain formal mechanisms through which the public can suggest issues/topics to include in the SAI's audit program, as stated in the previous question.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: I choose not to review this question

142. Does the Supreme Audit Institution (SAI) maintain formal mechanisms through which the public can contribute to audit investigations (as respondents, witnesses, etc.)?

GUIDELINES:

This question mirrors question 140, but instead of covering public assistance in formulating the SAI's audit program, it focuses on whether the Supreme Audit Institution has established mechanisms through which the public can participate in audit investigations. In addition to seeking public input to determine its audit agenda, the SAI may wish to provide formal opportunities for the public and civil society organizations to participate in the actual audit investigations, as witnesses or respondents.

Answer:

a. Yes, SAI maintains formal mechanisms through which the public can contribute to audit investigations.

Source:

<https://www.tcontas.pt/pt/apresenta/legislacao/LOPTC.pdf>

Comment:

Yes, according to SAI law, Article 11 (number 2) and Article 36 (number 2).

SAI cooperates, regarding information, training activities and others, with interested civil society organizations. It also audits the budget execution, and pursuant to that, it can request necessary information from any public or private entities.

Peer Reviewer

Opinion: Agree

Comments: The interaction happens only upon specific request from the SAI, not the other way around.

Government Reviewer

Opinion: I choose not to review this question