

Overview



Transparency:

50 /100

(Open Budget Index score)



Public
Participation:

7 /100



Budget Oversight:

30 /100

About the survey

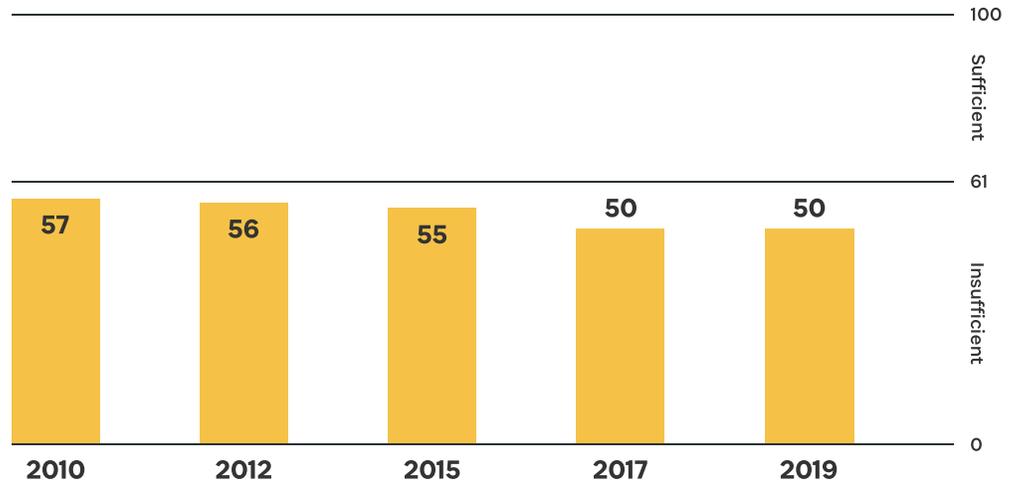
Government budget decisions – what taxes to levy, what services to provide, and how much debt to take on – affect how equal a society is and the well-being of its people, including whether the most disadvantaged will have real opportunities for a better life. It is critical that governments inform and engage the public on these vital decisions that impact their lives.

The **Open Budget Survey (OBS)** is the world's only independent, comparative and fact-based research instrument that uses internationally accepted criteria to assess public access to central government budget information; formal opportunities for the public to participate in the national budget process; and the role of budget oversight institutions such as the legislature and auditor in the budget process.

The survey helps local civil society assess and confer with their government on the reporting and use of public funds. This 7th edition of the OBS covers 117 countries.

Visit www.internationalbudget.org/open-budget-survey for more information, including the full OBS methodology, the 2019 Global Report, findings for all surveyed countries, and the Data Explorer.

How has the transparency score for Papua New Guinea changed over time?



Public availability of budget documents in Papua New Guinea

- Available to the Public
- Published Late, or Not Published Online, or Produced for Internal Use Only
- ⊘ Not Produced

Document	2010	2012	2015	2017	2019
Pre-Budget Statement	●	●	●	●	●
Executive's Budget Proposal	●	●	●	●	●
Enacted Budget	●	●	●	●	●
Citizens Budget	⊘	⊘	⊘	⊘	⊘
In-Year Reports	⊘	⊘	⊘	⊘	⊘
Mid-Year Review	●	●	●	●	●
Year-End Report	●	●	●	●	●
Audit Report	⊘	●	⊘	⊘	⊘

How comprehensive is the content of the key budget documents that Papua New Guinea makes available to the public?

- 61-100 / 100
- 41-60 / 100
- 1-40 / 100

Key budget document	Document purpose and contents	Fiscal year assessed	Document content score
Pre-Budget Statement	Discloses the broad parameters of fiscal policies in advance of the Executive's Budget Proposal; outlines the government's economic forecast, anticipated revenue, expenditures, and debt.	2019	95
Executive's Budget Proposal	Submitted by the executive to the legislature for approval; details the sources of revenue, the allocations to ministries, proposed policy changes, and other information important for understanding the country's fiscal situation.	2019	64
Enacted Budget	The budget that has been approved by the legislature.	2018	Published Late
Citizens Budget	A simpler and less technical version of the government's Executive's Budget Proposal or the Enacted Budget, designed to convey key information to the public.	2019	Not Produced
In-Year Reports	Include information on actual revenues collected, actual expenditures made, and debt incurred at different intervals; issued quarterly or monthly.	2018	Not Produced
Mid-Year Review	A comprehensive update on the implementation of the budget as of the middle of the fiscal year; includes a review of economic assumptions and an updated forecast of budget outcomes.	2018	85
Year-End Report	Describes the situation of the government's accounts at the end of the fiscal year and, ideally, an evaluation of the progress made toward achieving the budget's policy goals.	2017	50
Audit Report	Issued by the supreme audit institution, this document examines the soundness and completeness of the government's year-end accounts.	2016	Not Produced

Papua New Guinea's transparency score of **50** in the OBS 2019 is largely the same as its score in 2017.

What changed in OBS 2019?

Papua New Guinea has increased the availability of budget information by:

- Publishing the Pre-Budget Statement online in a timely manner.

However, Papua New Guinea has decreased the availability of budget information by:

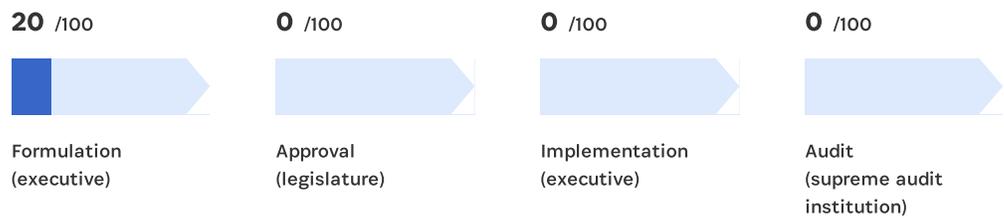
- Failing to publish the Enacted Budget online in a timely manner.

Recommendations

Papua New Guinea should prioritize the following actions to improve budget transparency:

- Publish the Enacted Budget online within three months of enactment.
- Produce and publish a Citizens Budget, In-Year Reports, and the Audit Report of the government's financial statements online in a timely manner.
- Include in the Executive's Budget Proposal an explanation of how the government's proposed policies, both new and existing, are related to the budget allocations and details of domestic and international borrowing, including interest rates and maturity profile.
- Include in the Year-End Report performance and macroeconomic information.

Extent of opportunities for public participation in the budget process



few: 0 - 40; limited: 41 - 60; adequate: 61 - 100

Recommendations

Papua New Guinea's Department of Treasury has established public consultations during budget formulation but, to further strengthen public participation in the budget process, should also prioritize the following actions:

- Pilot mechanisms to monitor budget implementation.
- Expand mechanisms during budget formulation that engage any civil society organization or member of the public who wishes to participate.
- Actively engage with vulnerable and underrepresented communities, directly or through civil society organizations representing them.

Papua New Guinea's National Parliament should prioritize the following actions:

- Hold public hearings on the budget proposal and allow members of the public or civil society organizations to attend and testify during these hearings.
- Ensure that the Public Accounts Committee holds public hearings on the Audit Report and allow members of the public or civil society organizations to attend and testify.

Papua New Guinea's Auditor General's Office should prioritize the following actions to improve public participation in the budget process:

- Establish formal mechanisms for the public to assist in developing its audit program and to contribute to relevant audit investigations.



Budget Oversight

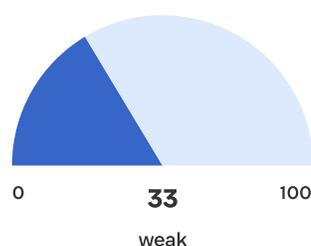
The OBS also examines the role that legislatures and supreme audit institutions (SAIs) play in the budget process and the extent to which they provide oversight; each country is scored on a scale from 0 to 100 based on 18 equally weighted indicators. In addition, the survey collects supplementary information on independent fiscal institutions (see Box).

The legislature and supreme audit institution in Papua New Guinea, together, provide weak oversight during the budget process, with a composite oversight score of **30** (out of 100). Taken individually, the extent of each institution's oversight is shown below:

Legislative oversight



Audit oversight



weak: 0 - 40; limited: 41 - 60; adequate: 61 - 100

Recommendations

Papua New Guinea's National Parliament provides weak oversight during the planning stage of the budget cycle and weak oversight during the implementation stage. To improve oversight, the following actions should be prioritized:

- The legislature should debate budget policy before the Executive's Budget Proposal is tabled and approve recommendations for the upcoming budget.
- The Executive's Budget Proposal should be submitted to legislators at least two months before the start of the budget year.
- Legislative committees should examine the Executive's Budget Proposal and publish reports with their analysis online.

- A legislative committee should examine in-year budget implementation and publish reports with their findings online.
- In practice, ensure the legislature is consulted before the executive shifts funds specified in the Enacted Budget between administrative units or reduces spending due to revenue shortfalls during the budget year.
- A legislative committee should examine the Audit Report and publish a report with their findings online.

To strengthen independence and improve audit oversight by Papua New Guinea's Auditor General's Office, the following actions are recommended:

- Parliament and the Government should improve the appointment process for the Auditor General's Office, through an amendment to the Constitution for the Auditor General to be appointed through an independent process, such as the Governor General acting on the advice of a Constitutional appointment committee composed from the judiciary, legislature, and other independent Constitutional Office holders.
- The Auditor General's Office should be provided adequate funding to perform its duties, as determined by an independent body such as Parliament or a Parliamentary Committee.
- Ensure audit processes are reviewed by an independent agency.

The emerging practice of establishing independent fiscal institutions

Papua New Guinea does not have an independent fiscal institution (IFI). IFIs are increasingly recognized as valuable independent and nonpartisan information providers to the Executive and/or Parliament during the budget process.

**These indicators are *not* scored in the Open Budget Survey.*

Methodology

- Only documents published and events, activities, or developments that took place through 31 December 2018 were assessed in the OBS 2019.
- The survey is based on a questionnaire completed in each country by an independent budget expert:
Paul Barker
Institute of National Affairs
P. O. Box 1530 Port Moresby, NCD, Papua New Guinea
paul.Barker@cimcpng.org
- To further strengthen the research, each country's draft questionnaire is also reviewed by an anonymous independent expert, and in Papua New Guinea by a representative of the Department of Treasury.