

Provides some information to the public in its budget documents during the year.

OPEN BUDGET INDEX SCORE  
— OUT OF 100 —

81-100 Extensive

61-80 Substantial

41-60 Some

21-40 Minimal

0-20 Scant or None

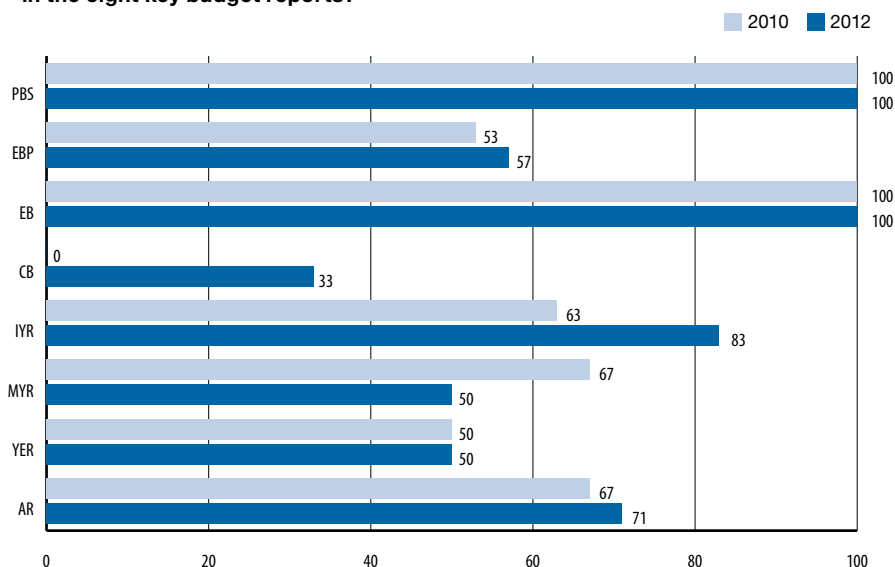
### How does Italy compare to its neighbors in Western Europe & the U.S.?



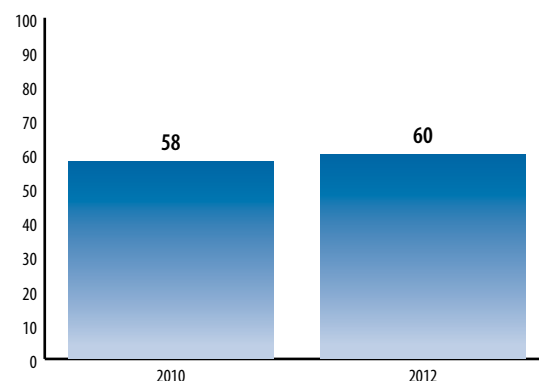
### What are each of the eight key budget documents, and does the public have access to them?

Document	Description of Document	Publication Status
<b>PBS</b>	<b>Pre-Budget Statement:</b> Provides information that links government policies and budgets and typically sets forth the broad parameters that will define the budget proposal that is presented to the legislature.	Published
<b>EBP</b>	<b>Executive's Budget Proposal:</b> Presents the government plans to raise revenues through taxes and other sources and spend these monies to support its priorities, thus transforming policy goals into action.	Published
<b>EB</b>	<b>Enacted Budget:</b> The legal instrument authorizing the executive to raise revenues, make expenditures, and incur debt.	Published
<b>CB</b>	<b>Citizens Budget:</b> A nontechnical presentation to enable broad public understanding of a government's plans for raising revenues and spending public funds in order to achieve policy goals.	Published
<b>IYR</b>	<b>In-Year Reports:</b> Periodic (monthly or quarterly) measures of the trends in actual revenues, expenditures, and debt, which allow for comparisons with the budget figures and adjustments.	Published
<b>MYR</b>	<b>Mid-Year Review:</b> An overview of the budget's effects at the midpoint of a budget year and discusses any changes in economic assumptions that affect approved budget policies.	Published
<b>YER</b>	<b>Year-End Report:</b> Information comparing the actual budget execution relative to the Enacted Budget.	Published
<b>AR</b>	<b>Audit Report:</b> Independent evaluation of the government's accounts by the country's supreme audit institution. It typically assesses whether the executive has raised revenues and spent monies in line with the authorized budget, and whether the government's accounts of its revenues and expenses are accurate and provide a reliable picture of the fiscal situation.	Published

### From Zero to 100: Has Italy increased the amount of information it makes available in the eight key budget reports?



### OBI scores over two Surveys



## Open Budget Index

The **Open Budget Survey** assesses whether the central government in each country surveyed makes eight key budget documents available to the public, as well as whether the data contained in these documents is comprehensive, timely, and useful. The Survey uses internationally accepted criteria to assess each country's budget transparency developed by multilateral organizations, such as the International Monetary Fund (IMF), the Organization for Economic

Co-operation and Development (OECD), and the International Organization of Supreme Audit Institutions (INTOSAI).

The scores on 95 of the 125 Open Budget Survey questions are used to calculate objective scores and rankings of each surveyed country's relative transparency. These composite scores constitute the Open Budget Index (OBI), the world's only independent and comparative measure of budget transparency.

Italy's score is 60 out of 100, which is higher than the average score of 43 for all the 100 countries surveyed but is lower than the scores of all its neighbors in the region: France, Germany, Norway, Portugal, Spain, Sweden, United Kingdom, and the United States. Italy's score indicates that the government provides the public with only some information on the national government's budget and financial activities during the course of the budget year. This makes it challenging for citizens to hold the government accountable for its management of the public's money.

**Italy's OBI 2012 score of 60 has increased from its score of 58 on the OBI 2010.**

The Open Budget Index is composed of subscores for each of the eight key budget documents assessed in the Survey. These subscores represent the average of the scores received on a set of questions in the Survey that measure the public availability of and amount of information in the documents. The subscores are comparable across all of the countries included in the Survey.

### Recommendations

Italy's score on the Open Budget Index has increased by two points since the previous round of the Open Budget Survey, which is an encouraging development and for which the government is congratulated. However, with a score of 60 out of 100 on the Open Budget Index 2012, the government of Italy has the potential to greatly expand budget transparency by introducing a number of short-term and medium-term measures, some of which can be achieved at almost no cost to the government.

The International Budget Partnership recommends that Italy undertake the following steps to improve budget transparency:

- Increase the comprehensiveness of the Executive's Budget Proposal, specifically by focusing on providing information on the following areas:
  - disaggregated expenditure and revenue estimates (including

non-tax revenue) for previous years (see questions 24, 28, and 31 of the Open Budget Questionnaire);

- data on the total government debt and its composition (see questions 11, 13, 33, and 34 of the Open Budget Questionnaire);
- macroeconomic forecasts and assumptions used in developing the budget (see questions 14-15 of the Open Budget Questionnaire);
- non-financial data for programs, improved performance indicators to enable the assessment of progress toward meeting policy goals, and information at least for the budget year on policies that are intended to benefit directly the country's most impoverished populations (see questions 50, 51, 53, and 55 of the Open Budget Questionnaire);
- a timetable for formulating the Executive's Budget Proposal (see question 57 of the Open Budget Questionnaire); and
- extra-budgetary funds, transfers to public corporations, quasi-fiscal activities, contingent and future liabilities, financial and non-financial assets, tax expenditures, earmarked revenues and secret items (see questions 35, 37-40, 42-43, and 46-47 of the Open Budget Questionnaire).

- Increase the comprehensiveness of the In-Year Reports by presenting information related to the composition of government debt for the budget year (see question 71 of the Open Budget Questionnaire).
- Increase the comprehensiveness of the Mid-Year Review by releasing to the public a Mid-Year Review of the budget that discusses the changes in the economic outlook since the budget was enacted along with updated revenue estimates for the current budget year (see questions 73 and 76 of the Open Budget Questionnaire).
- Increase the comprehensiveness of the Year-End Reports by including audited data on the actual outcomes in it; by explaining differences between the original macroeconomic forecast, original estimates of nonfinancial data, original performance indicators, and enacted levels of funds intended to benefit the poor in the country and their actual outcomes (see questions 78 and 82-85 of the Open Budget Questionnaire).
- Increase the quality of the Audit Report by making available to the public a report on what steps the government has taken to address audit recommendations or findings that indicate a need

for remedial action and by providing Audit Reports of the annual accounts to the legislature on the security sector and other secret programs (see questions 95-96 and 108 of the Open Budget Questionnaire).

- Improve the quality of the Citizens Budget by consulting with the public prior to producing it, by producing Citizens Budgets on budget plans and execution, and by using multiple tools and media to disseminate the Citizens Budgets (see questions 110-112 of the Open Budget Questionnaire). Detailed guidance on the contents of the Citizens Budget can be found in this guidebook:

<http://bit.ly/QGzFmJ>.

## Strength of Legislatures and Supreme Audit Institutions in Budget Oversight

The Open Budget Survey examines the extent of effective oversight provided by legislatures and supreme audit institutions (SAIs). These institutions play a critical role — often enshrined in national constitutions — in planning and overseeing the implementation of national budgets.

The Open Budget Survey assesses whether legislatures provide effective budget oversight by measuring performance on 11 indicators, including: consultations with the executive prior to the tabling in the legislature of the draft budget, research capacity, formal debate on overall budget policy, time available to discuss and approve the budget, legal authority to amend the budget proposal, approval of shifts in expenditure budget and excess revenues collected, supplemental budget powers, authority to approve use of contingency funds, and scrutiny of audit reports.

The Open Budget Survey assesses whether supreme audit institutions are empowered to provide effective budget oversight by using the following four indicators: authority to remove the head of the supreme audit institution, legal power to audit public finances, financial resources available, and availability of skilled audit personnel.

## Recommendations

The International Budget Partnership recommends that Italy undertake the following actions to improve budget oversight:

- The executive should consult with members of the legislature as part of its process of determining budget priorities and should be required by law or regulation to seek input from the legislature when it shifts funds between administrative units and line items (see questions 59 and 102-103 of the Open Budget Questionnaire).
- The supreme audit institution should have skilled staff designated to undertake audits of the central government agencies that handle the security sector (see question 94 of the Open Budget Questionnaire).

### Italy is a strong performer in Western Europe & the U.S. on budget oversight but weak on engagement

Country	Legislative Strength	SAI Strength	Public Engagement
France	Strong	Strong	Moderate
Germany	Strong	Strong	Weak
Italy	Strong	Strong	Weak
Norway	Strong	Strong	Moderate
Portugal	Moderate	Strong	Weak
Spain	Moderate	Strong	Weak
Sweden	Strong	Strong	Moderate
United Kingdom	Moderate	Strong	Moderate
United States	Strong	Strong	Moderate

**Strong:** average score above 66 of 100; **Moderate:** average score between 34 and 66; **Weak:** average score below 34

## Opportunities for Public Participation

Research and advocacy experience of civil society over the past 15 years has demonstrated that transparency by itself is insufficient for improving governance. Transparency along with opportunities for public participation in budgeting can maximize the positive outcomes associated with open budgeting. Therefore, the Open Budget Survey assesses opportunities available to the public to participate in national budget decision-making processes. Such opportunities can be provided throughout the budget cycle by the executive, legislature, and supreme audit institution.

Based on these indicators, the Open Budget Survey 2012 finds that opportunities for public participation in the budget process in Italy are limited.

### Italy has much room to improve public participation

Requirement	Finding
<b>Process Followed Before Consultation</b>	
Formal requirement for public participation (Q114)	Exists but is weak
Articulation of purposes for public participation (Q115)	Does not exist
Communication by the SAI of audit findings beyond publication of audit reports (Q124)	Does not exist
<b>Process of Consultation</b>	
Mechanisms developed by the executive for participation during budget planning (Q116)	Exists but is weak
Public hearings in the legislature on macroeconomic budget framework (Q119)	Exists but could be improved
Public hearings in the legislature on individual agency budgets (Q120)	Exists but could be improved
Opportunities in the legislature for testimonials by the public during budget hearings (Q121)	Does not exist
Mechanisms developed by the executive for participation during budget execution (Q117)	Does not exist
Mechanisms developed by the SAI for participation in audit agenda (Q123)	Does not exist
<b>Process Followed After Consultation</b>	
Feedback by the executive on use of inputs provided by the public (Q118)	Does not exist
Release by the legislature of reports on budget hearings (Q122)	Exists and is strong
Feedback by the SAI on use of inputs provided by the public (Q125)	Does not exist

## Recommendations

The International Budget Partnership recommends that Italy expand public engagement in budgeting after considering the Open Budget Survey indicators on which the country performs poorly (see table below and questions 114-118, 121, and 123-125 in the Open Budget Questionnaire).

## Description of Survey, Methodology, Reliability, and Researcher Contact Information

The Open Budget Survey is a fact-based research instrument that uses easily observable phenomena to assess what occurs in practice. The research conclusions are typically supported by citations and comments, including reference to a budget document, a law, or other public document; a public statement by a government official; or comments from a face-to-face interview with a government official or other knowledgeable party. The Survey is compiled from a questionnaire completed for each country by independent budget experts who are not associated with the national government. Each country's questionnaire is then independently reviewed by two anonymous experts who also have no association with government. In addition, the IBP invites national governments to comment on the draft results from the Survey and considers these comments before finalizing the Survey results. The entire research process for 2012 took over 18 months between July 2011 and December 2012 and involved approximately 400 experts.

The Open Budget Survey provides a reliable source of data on national budget transparency practices for governments, development practitioners, the media, and citizens. Current users of the Survey results include the Open Government Partnership, Collaborative Africa Budget Reform Initiative, INTOSAI, the World Bank in its Worldwide Governance Indicators, and a number of bilateral aid agencies and international and regional multilateral bodies. The publication of the Open Budget Survey 2012 has reinforced the Survey's preeminent position as a global data repository on budget transparency, participation, and accountability.

Research to complete this country's Open Budget Survey was undertaken by Chiara Assunta Ricci (Sbilanciamoci!) and Iacopo Vicani (ActionAid). Contacts: Sbilanciamoci: Via Buonarroti 39, 00185, Rome, [ricci@sbilanciamoci.org](mailto:ricci@sbilanciamoci.org); ActionAid: Via Tevere 20, 00198, Rome, [iacopo.vicani@actionaid.org](mailto:iacopo.vicani@actionaid.org).

Despite repeated efforts, the IBP was unable to get comments on the draft Open Budget Questionnaire results from the Italian government.