

OPEN BUDGET INDEX SCORE
— OUT OF 100 —

81-100 Extensive

61-80 Substantial

41-60 Some

21-40 Minimal

0-20 Scant or None

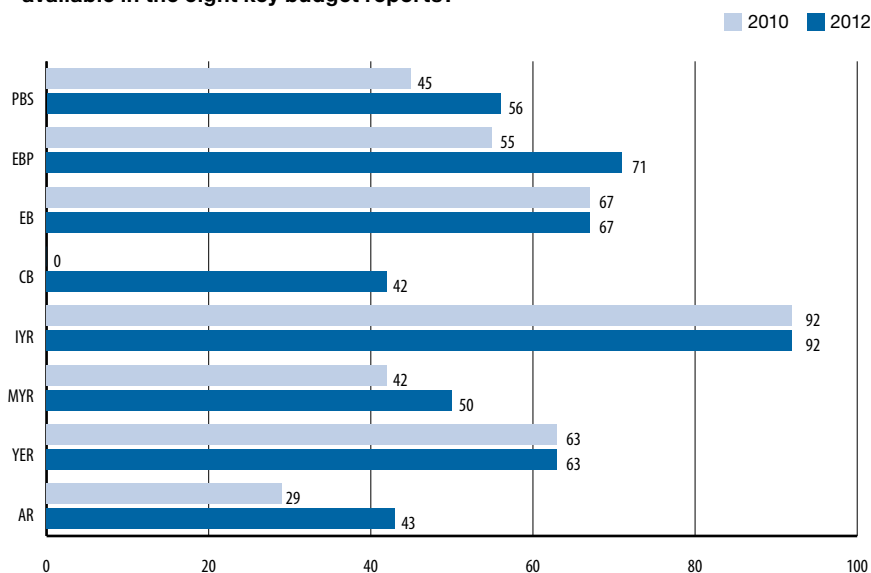
How does Slovakia compare to its neighbors in Central & Eastern Europe?



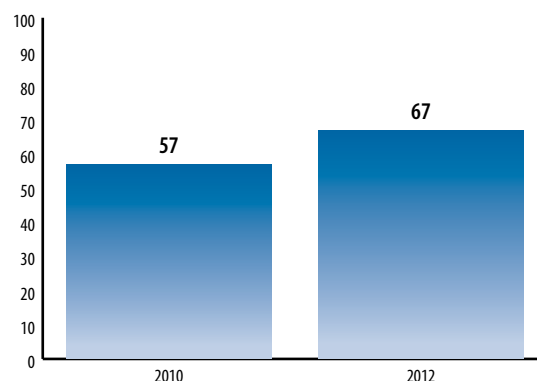
What are each of the eight key budget documents, and does the public have access to them?

Document	Description of Document	Publication Status
PBS	Pre-Budget Statement: 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
EBP	Executive's Budget Proposal: 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
EB	Enacted Budget: The legal instrument authorizing the executive to raise revenues, make expenditures, and incur debt.	Published
CB	Citizens Budget: 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
IYR	In-Year Reports: 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
MYR	Mid-Year Review: 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
YER	Year-End Report: Information comparing the actual budget execution relative to the Enacted Budget.	Published
AR	Audit Report: 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 Slovakia 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.

Slovakia's score is 67 out of 100, which is much higher than the average score of 43 for all the 100 countries surveyed and higher than its neighbors Ukraine, Turkey, Romania, and Bulgaria. Slovakia's score indicates that the government provides the public with significant information on the national government's budget and financial activities during the course of the budget year. This makes it possible for citizens to hold the government accountable for its management of the public's money.

Slovakia's OBI 2012 score of 67 has increased from its score of 57 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

Slovakia's score of 67 out of 100 on the Open Budget Index 2012 is good, but the government of Slovakia has the potential to further expand budget transparency by introducing a number of short-term and medium-term measures.

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

- Increase the comprehensiveness of Pre-Budget Statement by describing the government's policies and priorities that will guide the development of detailed estimates for the upcoming budget (see question 62 of the Open Budget Questionnaire).
- Increase the comprehensiveness of the Executive's Budget Proposal, specifically by focusing on providing information on the following areas:
 - information for at least the budget year that shows how policy proposals, as distinct from existing policies, affect expendi-

tures (see question 16 of the Open Budget Questionnaire);

- data on actual expenditures for the year prior to the budget year (see question 22 of the Open Budget Questionnaire);
 - macroeconomic forecasts and the impact of different macroeconomic assumptions on the budget (see question 15 of the Open Budget Questionnaire);
 - how the proposed budget is linked to government's stated policy goals, present nonfinancial data, nonfinancial data useful for assessing how an expenditure program is performing; well-designed performance indicators that enable assessment of progress toward meeting policy goals; and extensive information on policies intended to alleviate poverty (see questions 48-51, 53, and 55 of the Open Budget Questionnaire); and
 - information on transfers to public corporations, quasi-fiscal activities, financial and nonfinancial assets, tax expenditures, future liabilities, and earmarked revenues (see questions 37-40, 43, and 45-46 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 widely disseminated the document through a combination of at least three different appropriate tools and/or media (see questions 110-112 of the Open Budget Questionnaire).
 - Increase the comprehensiveness of In-Year Report by releasing to the public extensive information related to the composition of government debt (see question 71 of the Open Budget Questionnaire).
 - Increase the comprehensiveness of Mid-Year Review by providing program level details for expenditures and updated expenditure estimates for the current budget year (see questions 74 and 75 of the Open Budget Questionnaire).
 - Increase the comprehensiveness of Year End Report by explaining the differences between the original estimates of nonfinancial data and the actual outcome, audit all data on actual outcomes, differences between the original performance indicators and the actual outcome, and differences between the enacted level of funds intended to benefit directly the country's most impoverished populations and the actual outcome (see questions 78 and 83-85 of the Open Budget Questionnaire).
 - Increase the comprehensiveness of Audit Report by auditing all

expenditures, making public a report on what steps the executive has taken to address audit recommendations or findings that indicate a need for remedial action, and including an executive summary in it (see questions 88- 89, 95, and 108 of the Open Budget Questionnaire).

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 Slovakia undertake the following actions to improve budget oversight:

- The executive should be required by law or regulation to seek input from the legislature when it shifts funds between administrative units and line items that receive explicit funding through the annual budget, and it should be required by law or regulation to submit a supplementary budget to the legislature for approval prior to spending the funds. Also, the executive should consult with members of the legislature as part of its process of determining budget priorities. The legislature should have the internal capacity to conduct budget analyses or have access to independent research capacity for such analyses; the legislature should formally debate the overall budget policy prior to the tabling of the Executive’s Budget Proposal; and it should approve the expenditure of contingency funds or other funds for which no specific purpose has been designated (see questions 59, 97-98, 102-104, and 106 of the Open Budget Questionnaire).

Slovakia is among the leaders in Central & Eastern Europe on budget oversight and engagement

Country	Legislative Strength	SAI Strength	Public Engagement
Bulgaria	Weak	Strong	Weak
Czech Republic	Strong	Strong	Weak
Poland	Moderate	Strong	Moderate
Romania	Moderate	Strong	Weak
Russia	Strong	Strong	Weak
Slovakia	Moderate	Strong	Weak
Turkey	Weak	Moderate	Weak
Ukraine	Strong	Strong	Weak

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 Slovakia are weak.

Slovakia has room to improve public participation

Requirement	Finding
Process Followed Before Consultation	
Formal requirement for public participation (Q114)	Does not exist
Articulation of purposes for public participation (Q115)	Does not exist
Communication by the SAI of audit findings beyond publication of audit reports (Q124)	Exists and is strong
Process of Consultation	
Mechanisms developed by the executive for participation during budget planning (Q116)	Does not exist
Public hearings in the legislature on macroeconomic budget framework (Q119)	Exists but is weak
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)	Exists and is strong
Process Followed After Consultation	
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 but is weak
Feedback by the SAI on use of inputs provided by the public (Q125)	Does not exist

Recommendations

The International Budget Partnership recommends that Slovakia expand public engagement in budgeting after considering the Open Budget Survey indicators on which the country performs poorly (see table below and questions 114-119, 121-122, and 125 of 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 Radovan Kavický, M.E.S.A. 10, Bajkalská 25, 827 18 Bratislava, Slovak Republic, mesa10@mesa10.sk; kavicky@mesa10.sk; radovan.kavicky@gmail.com.

The Slovak government has provided its comments on the draft Open Budget Questionnaire results for the country.