

Open Budget Survey 2021

Questionnaire

Serbia

May 2022

Country Questionnaire: Serbia

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 2021

Source:

<https://www.mfin.gov.rs/dokumenti/fiskalna-strategija-za-2021-godinu-sa-projekcijama-za-2022-i-2023-godinu/>

<https://www.srbija.gov.rs/prikaz/499453>

Comment:

Fiscal Strategy for 2021 with projections for 2022 and 2023 was published alongside the EBP and considered as a supporting document for it.

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:

d. The PBS is not released to the public, or is released less than one month before the Executive's Budget Proposal is introduced to the legislature

Source:

<https://www.srbija.gov.rs/prikaz/499453>

Comment:

The Fiscal Strategy for 2021 with projections for 2022 and 2023 was published alongside the EBP and considered as a supporting document for it. The Fiscal Strategy was adopted on November 20, 2020.

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 2020 should be entered as 05/09/2020. If the document is not published or not produced, leave this question blank.

Answer:
00/00/0000

Source:
<https://www.srbija.gov.rs/prikaz/499453>
<https://www.mfin.gov.rs/dokumenti/fiskalna-strategija-za-2021-godinu-sa-projekcijama-za-2022-i-2023-godinu/>

Comment:
The Fiscal Strategy was published on the web site of the Government on November 20, 2020; and it was published on the web site of the Ministry of Finance on November 23, 2020.
So, technically, there *is* a date of publication (20/11/2020), but the document is considered "not produced", therefore the response box remains blank.

Peer Reviewer
Opinion:

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:
Fiscal Strategy was published on the web site of the Government on November 20, 2020. Fiscal Strategy was published on the web site of the Ministry of Finances on November 23, 2020. Fiscal Strategy was published on the same day as the 2021 EBP.

Source:
<https://www.srbija.gov.rs/prikaz/499453>
<https://www.mfin.gov.rs/dokumenti/fiskalna-strategija-za-2021-godinu-sa-projekcijama-za-2022-i-2023-godinu/>

Comment:
The Fiscal Strategy for 2021 with projections for 2022 and 2023 was published alongside the EBP and considered as a supporting document for it.

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.mfin.gov.rs/dokumenti/fiskalna-strategija-za-2021-godinu-sa-projekcijama-za-2022-i-2023-godinu/>

Source:

<https://www.srbija.gov.rs/prikaz/499453>

<https://www.mfin.gov.rs/dokumenti/fiskalna-strategija-za-2021-godinu-sa-projekcijama-za-2022-i-2023-godinu/>

Comment:

The Fiscal Strategy for 2021 with projections for 2022 and 2023 was published alongside the EBP and considered as a supporting document for it.

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, Word (.doc/.docx) or HTML 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 publicly available, therefore its machine readability cannot be assessed.

Answer:

c. No

Source:

file:///C:/Users/Zlata/AppData/Local/Temp/FISKALNA-STRATEGIJA-2021-2023.pdf

<https://www.mfin.gov.rs/dokumenti/fiskalna-strategija-za-2021-godinu-sa-projekcijama-za-2022-i-2023-godinu/>

<https://www.srbija.gov.rs/prikaz/499453>

Comment:

The Fiscal Strategy is not in machine-readable format.

We changed the answer in relation to the 2019 survey from d) to c), because the document was published. The Fiscal Strategy was adopted on the same day as the Budget Proposal.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

d. Not produced at all

Source:

<https://www.mfin.gov.rs/dokumenti/fiskalna-strategija-za-2021-godinu-sa-projekcijama-za-2022-i-2023-godinu/>

<https://www.srbija.gov.rs/prikaz/499453>

https://www.paragraf.rs/propisi/zakon_o_budzetskom_sistemu.html

Comment:

The fiscal strategy was adopted on the same day as the Budget Proposal, on November 20, 2020.

Article 31 of the Law on Budget System stipulates that the Government adopts the Fiscal Strategy by June 15. Also, the law prescribes to start preparing the document in February of the current year. Therefore, we considered the Fiscal Strategy as a supporting document, and not as a PBS.

Peer Reviewer

Opinion: Disagree

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

Comments: The document is publicly available, the reviewer gave the links, I don't understand why the answer is d.

Government Reviewer

Opinion: Disagree

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

Researcher Response

The Fiscal Strategy for 2021 with projections for 2022 and 2023 is published on the same date as the 2021 EBP, and functions as a supporting document for it in practice. Given the date of publication, we believe that, according to the standards of this survey, the Fiscal Strategy is a budget supporting document and cannot be considered as an EBS document. We have determined the PBS to be not produced for FY 2021.

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:

Fiscal Strategy for 2021 with projections for 2022 and 2023 was produced and published alongside the EBP and considered as a supporting document for it.

Source:

<https://www.mfin.gov.rs/dokumenti/fiskalna-strategija-za-2021-godinu-sa-projekcijama-za-2022-i-2023-godinu/>

<https://www.srbija.gov.rs/prikaz/499453>

https://www.paragraf.rs/propisi/zakon_o_budzetskom_sistemu.html

Comment:

Article 31 of the Law on Budget System stipulates that the Government adopts the Fiscal Strategy by June 15. Also, the law prescribes to start preparing the document in February of the current year. Therefore, we considered the Fiscal Strategy as a supporting document, and not as a PBS.

Peer Reviewer

Opinion: I choose not to review this question

Government Reviewer

Opinion: Disagree

Suggested Answer: Fiscal Strategy for 2021 with projections for 2022 and 2023 was produced and published on the Ministry of Finance web site

Researcher Response

The Fiscal Strategy for 2021 with projections for 2022 and 2023 is published on the same date as the 2021 EBP, and functions as a supporting document for it in practice. Given the date of publication, we believe that, according to the standards of this survey, the Fiscal Strategy is a budget supporting document and cannot be considered as an EBS document. We have determined the PBS to be not produced for FY 2021.

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 2021 State Budget" or "Guidelines for the Preparation of Annual Plan and Budget for 2020/21."

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

Answer:

n/a

Source:

<https://www.srbija.gov.rs/prikaz/499453>

<https://www.mfin.gov.rs/dokumenti/fiskalna-strategija-za-2021-godinu-sa-projekcijama-za-2022-i-2023-godinu/>

Comment:

Fiscal Strategy for 2021 with projections for 2022 and 2022 was published alongside the EBP and considered as a supporting document for it.

Peer Reviewer

Opinion: Disagree

Suggested Answer: The document is called "Fiscal Strategy for 2021 with projections for 2022 and 2023"

Government Reviewer

Opinion: Disagree

Suggested Answer: Fiscal Strategy for 2021 with projections for 2022 and 2022 was published and produced

<https://www.srbija.gov.rs/prikaz/499453> <https://www.mfin.gov.rs/dokumenti/fiskalna-strategija-za-2021-godinu-sa-projekcijama-za-2022-i-2023-godinu/>

Researcher Response

The Fiscal Strategy for 2021 with projections for 2022 and 2023 is published on the same date as the 2021 EBP, and functions as a supporting document for it in practice. Given the date of publication, we believe that, according to the standards of this survey, the Fiscal Strategy is a budget supporting document and cannot be considered as an EBS document. We have determined the PBS to be not produced for FY 2021.

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: <https://www.internationalbudget.org/publications/citizens-budgets/>.

Answer:

b. No

Source:

n/a

Comment:

n/a

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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 2021

Source:
<https://www.srbija.gov.rs/prikaz/499453>
http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:
The PBS and Fiscal Strategy was adopted and published at the same session of the Government on November 20, 2020. .

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 2020 should be entered as 05/09/2020. If the document is not published or not produced, leave this question blank.

Answer:
21/11/2020

Source:
<https://www.rts.rs/page/stories/sr/story/9/politika/4159067/predlog-budzet-skupstina.html>

Comment:
According to media, the EBP entered the parliamentary procedure on November 21, 2020, a day after it was adopted by the Government.

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:

c. Less than two months in advance of the budget year, but at least in advance of the budget being approved by the legislature

Source:

<https://www.srbija.gov.rs/prikaz/499453>

<https://www.rts.rs/page/stories/sr/story/9/politika/4157720/budzet-vlada-usvanje-predloga.html>

<https://www.rts.rs/page/stories/sr/story/9/politika/4159067/predlog-budzet-skupstina.html>

Comment:

The EBP entered the parliamentary procedure on November 21, 2020, a day after it was adopted by the Government.

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 2020 should be entered as 05/09/2020. 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:

20/11/2020

Source:

<https://www.rts.rs/page/stories/sr/story/9/politika/4159067/predlog-budzet-skupstina.html>

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

<https://www.srbija.gov.rs/prikaz/499453>

Comment:

EBP was published on November 20, 2020 on the web site of the Government of Serbia, together with Fiscal Strategy for 2021, and with projections for 2022 and 2023.

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:

The EBP was published on the website of the Government in the sector of the Government Session on the same day as it was adopted, on November 20, 2020.

Source:

<https://www.srbija.gov.rs/prikaz/499453>

Comment:

EBP entered the parliamentary procedure on November 21, 2020.

The Government of Serbia issued a statement that the Budget Proposal was adopted at the session on November 20, 2020. After that announcement, on the Government's website, in the Document section, on the page of the Government Session, the documents that were adopted that day were published. After adoption at the Government session, the budget proposal was submitted to the parliament.

<https://www.srbija.gov.rs/vest/499204/vlada-usvojila-predlog-zakona-o-budzetu-za-2021-godinu.php>

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.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

<https://www.srbija.gov.rs/prikaz/499453>

Comment:

EBP is available on the Government web site.

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, Word (.doc/.docx) and HTML 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 publicly available, 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.srbija.gov.rs/prikaz/499453>

Comment:

This document is published as doc format, Microsoft Word, and in PDF format from the Parliament's website.

Peer Reviewer

Opinion: Disagree

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

Comments: Major part of the Budget Law (the most important part, which gives detailed appropriations by department, economic, functional and program classification) is available as Excel file in the link provided by the reviewer.

Government Reviewer

Opinion: Disagree

Suggested Answer:

Comments: EBP is published in excel format <https://www.srbija.gov.rs/prikaz/499453>

Researcher Response

We agree with the comment given by Peer review. The answer should be b) b. Yes, some of the numerical data are available in a machine readable format. Response upgraded, from "c" to "b".

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:

<https://www.srbija.gov.rs/prikaz/499453>

Comment:

It was made available to the public only 40 days before the new fiscal year, and 20 days before adoption of EB.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

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

Researcher Response

As per the OBS methodology, the Executive's Budget Proposal is considered publicly available as long as it is published before Parliament approves

it; and this is definitely the case for the Serbian EBP for BY2021, which was published before the beginning of the year and before the budget was passed into law. The response remains unchanged "e."

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 2020-21, 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:

Predlog zakona o budzetu za 2021/ Draft Budget Law for 2021

Source:

<https://www.srbija.gov.rs/prikaz/499453>

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

Draft Budget Law for 2021 is published with Drafts of Financial Plans of Social security organizations for 2021.

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: <https://www.internationalbudget.org/publications/citizens-budgets/>.

Answer:
b. No

Source:
n/a

Comment:
Citizens version was not produced.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Disagree
Suggested Answer: a. Yes
Comments: Citizens version was produced. <https://mfin.gov.rs/dokumenti2/gradjanski-budzet>

Researcher Response
The Citizens Budget has never been produced for Executive's Budget Proposal. In practice, the Government of Serbia publishes only the civil guide for EB, and that late, usually in February, ie at least a month after EB started to be implemented.
https://www.mfin.gov.rs/upload/media/LJW4tX_60f00bcd5f5ef.pdf

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 2021

Source:
<https://www.mfin.gov.rs/propisi/zakon-o-budzetu-republike-srbije-za-2021-godinu-sl-glasnik-rs-br-149-od-11-decembra-2020-god/>
<https://www.paragraf.rs/propisi/zakon-o-budzetu-republike-srbije-za-2021-godinu.html?url=zakon-o-budzetu-republike-srbije-za-2020-godinu.html>

Comment:
National Assembly adopted the budget on December 10, 2020.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

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 2020 should be entered as 05/09/2020. If the document is not published or not produced, leave this question blank.

Answer:
10/12/2020

Source:
http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/2020/1861-20_budzet2020.pdf
<https://www.mfin.gov.rs/aktivnosti/usvojen-budzet-za-2021-godinu/>

Comment:
National Assembly adopted the budget on December 10, 2020,

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

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:
a. Two weeks or less after the budget has been enacted

Source:
<https://www.paragraf.rs/propisi/zakon-o-budzetu-republike-srbije-za-2021-godinu.html?url=zakon-o-budzetu-republike-srbije-za-2020-godinu.html>
<https://www.mfin.gov.rs/propisi/zakon-o-budzetu-republike-srbije-za-2021-godinu-sl-glasnik-rs-br-149-od-11-decembra-2020-god/>
http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/2020/1861-20_budzet2020.pdf

Comment:
The budget was published in the Official Gazette No. 149 of December 11, 2020. The budget was published on the website of the Ministry of Finance on December 16, and on the website of the Assembly on December 20, 2020.

Peer Reviewer
Opinion: Agree

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 2020 should be entered as 05/09/2020. If the document is not published or not produced, leave this question blank.

Answer:
11/12/2020

Source:

<https://www.paragraf.rs/propisi/zakon-o-budzetu-republike-srbije-za-2021-godinu.html?url=zakon-o-budzetu-republike-srbije-za-2020-godinu.html>
<https://www.mfin.gov.rs/propisi/zakon-o-budzetu-republike-srbije-za-2021-godinu-sl-glasnik-rs-br-149-od-11-decembra-2020-god/>
http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/2020/1861-20_budzet2020.pdf
<https://www.mfin.gov.rs/aktivnosti/usvojen-budzet-za-2021-godinu/>

Comment:

The budget was published in the Official Gazette No. 149 of December 11, 2020.
The budget was published on the website of the Ministry of Finance on December 16, and on the website of the Assembly on December 20, 2020.
The Assembly adopted the Enacted Budget on December 10, 2020.

We followed the publication in the Official Gazette (December 11) when it became available to the public. In Serbia, a documents is considered as officially published on the day of its publication in the Official Gazette. The document was later published on the website of the Ministry of Finance on December 16, but the date that is important is the date of publication in the Official Gazette. All information related to the budget is published in the Official Gazette.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

The Assembly adopted the budget on December 10 2020. The budget was published in the Official Gazette No. 149 of December 11, 2020. The date of posting the document was published on the website of the Ministry of Finance on December 16, 2020, while the document published on the website of the Serbian Parliament shows that the Law on Budget was set on December 20, 2020.

Source:

<https://www.paragraf.rs/propisi/zakon-o-budzetu-republike-srbije-za-2021-godinu.html?url=zakon-o-budzetu-republike-srbije-za-2020-godinu.html>
<https://www.mfin.gov.rs/propisi/zakon-o-budzetu-republike-srbije-za-2021-godinu-sl-glasnik-rs-br-149-od-11-decembra-2020-god/>
<http://www.parlament.rs/%D0%B0%D0%BA%D1%82%D0%B8/%D0%B4%D0%BE%D0%BD%D0%B5%D1%82%D0%B8-%D0%B7%D0%B0%D0%BA%D0%BE%D0%BD%D0%B8/%D0%B4%D0%BE%D0%BD%D0%B5%D1%82%D0%B8-%D0%B7%D0%B0%D0%BA%D0%BE%D0%BD%D0%B8.45.html>

Comment:

The Budget Law was published in the Official Gazette the day after it was adopted by the Assembly.

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://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/2020/1861-20_budzet2020.pdf

Source:

<https://www.mfin.gov.rs/propisi/zakon-o-budzetu-republike-srbije-za-2021-godinu-sl-glasnik-rs-br-149-od-11-decembra-2020-god/>
<https://www.paragraf.rs/propisi/zakon-o-budzetu-republike-srbije-za-2021-godinu.html?url=zakon-o-budzetu-republike-srbije-za-2020-godinu.html>
http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/2020/1861-20_budzet2020.pdf

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, Word (.doc/.docx) and HTML 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 publicly available, 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.parlament.rs/upload/archive/files/cir/pdf/zakoni/2020/1861-20_budzet2020.pdf
<https://www.mfin.gov.rs/propisi/zakon-o-budzetu-republike-srbije-za-2021-godinu-sl-glasnik-rs-br-149-od-11-decembra-2020-god/>

Comment:

On the web site of the Assembly it is published in pdf searchable format. On the web site of the Ministry of Finances is published in parts. Certain tables, from Law Articles 1, 4 and 5, are published in .xls.

Peer Reviewer
Opinion: Agree

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

Researcher Response

The answer should remain b. Yes, some of the numerical data are available in a machine readable format On the web site of the Assembly it is published in pdf searchable format. On the web site of the Ministry of Finances is published in parts. Certain tables, from Law Articles 1, 4 and 5, are published in .xls. Other parts are published in .doc format, which is not considered machine readable. <https://mfin.gov.rs/propisi/zakon-o-budzetu-republike-srbije-za-2021-godinu-sluzbeni-glasnik-rs-br-149-od-11-decembra-2020-god>

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:

<https://www.paragraf.rs/propisi/zakon-o-budzetu-republike-srbije-za-2021-godinu.html?url=zakon-o-budzetu-republike-srbije-za-2020-godinu.html>

http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/2020/1861-20_budzet2020.pdf

Comment:

It was made publicly available on the day after of its adoption.

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:

Zakon o budžetu Republike Srbije za 2021. godinu/Law on the Budget of the Republic of Serbia for 2021

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/2020/1861-20_budzet2020.pdf

Comment:

Law on the Budget of the Republic of Serbia for 2021

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: <https://www.internationalbudget.org/publications/citizens-budgets/>.

Answer:

b. No

Source:

<https://www.mfin.gov.rs/dokumenti/gradjanski-vodic-kroz-budzet-republike-srbije/>

Comment:

According to the previous experience, the Citizens Budget will be published later in the year, most likely in February or March 2021. On the website of the Ministry of Finance, the last Citizens Budget refers to the Budget 2020.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer: a. Yes

Comments: <https://mfin.gov.rs/dokumenti2/gradjanski-budzet>

Researcher Response

The Citizens' Budget for 2021 EB was posted on the Ministry of Finance's website after the research cutoff date of December 31, 2020. During the research for this section, on the website of the Ministry of Finance, the last Citizens Budget refers to the Budget 2020. Now (well into BY 2021), we can see that the Citizens Budget for 2021 was posted on February 5, 2021.

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 2020

Source:

<https://www.mfin.gov.rs/dokumenti/gradjanski-vodic-kroz-budzet-republike-srbije/>

Comment:

A Citizens budget does exist for 2020 - "Gradjanski vodič kroz budžet Republike Srbije za 2020".

According to the previous experience Citizens Budget will be published later in the year, most likely in February or March 2021.

June 2021 update:

The Citizens Budget for 2021 was published on Feb,5 2021 on the Minfin site (<https://www.mfin.gov.rs/dokumenti2/gradjanski-budzet>

https://www.mfin.gov.rs/upload/media/sua5lg_603dfe4bda1ea.pdf)

The website of the Ministry of Finance now contains only the Citizens' Budget for 2021. Also, in the archive of documents, it was published only for 2021. Previous civil budgets cannot be found on the website of the Ministry of Finance. At the time of filling out the questionnaire, the civil budget

for 2020 was published on the site.
<https://mfin.gov.rs/sr/dokumenti2-1/gradjanski-budzet-1>
<https://mfin.gov.rs/arhiva/gradjanski-budzet>

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:

e. Not applicable (the document is publicly available)

Source:

<https://www.mfin.gov.rs/dokumenti/gradjanski-vodic-kroz-budzet-republike-srbije/>

Comment:

A Citizens budget does exist for 2020 - "Gradjanski vodič kroz budžet Republike Srbije za 2020". It was published on February 4, 2020 on the web site of the Ministry of finances.

According to the previous experience Citizens Budget will be published later in the year, most likely in February or March.

June 2021 update: The website of the Ministry of Finance now contains only the Citizens' Budget for 2021. Also, in the archive of documents, it was published only for 2021. Previous civil budgets cannot be found on the website of the Ministry of Finance. At the time of filling out the questionnaire, the civil budget for 2020 was published on the site.

<https://mfin.gov.rs/sr/dokumenti2-1/gradjanski-budzet-1>

<https://mfin.gov.rs/arhiva/gradjanski-budzet>

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

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:

Source:

Comment:

Peer Reviewer

Opinion:

Government Reviewer

Opinion:

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 2020 should be entered as 05/09/2020. 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:

4/2/2020

Source:

<https://www.mfin.gov.rs/dokumenti2/gradjanski-budzet>

Direct link: https://www.mfin.gov.rs/upload/media/sua5lg_603dfe4bda1ea.pdf#page=1&zoom=auto,-151,794

Comment:

A Citizens budget does exist for 2020 - "Gradjanski vodič kroz budžet Republike Srbije za 2020". It was published on February 4, 2020 on the web site of the Ministry of finances.

According to the previous experience Citizens Budget will be published later in the year, most likely in February or March 2021.

June 2021 update: The website of the Ministry of Finance now contains only the Citizens' Budget for 2021. Also, in the archive of documents, it was published only for 2021. Previous civil budgets cannot be found on the website of the Ministry of Finance. At the time of filling out the questionnaire, the civil budget for 2020 was published on the site.

<https://mfin.gov.rs/sr/dokumenti2-1/gradjanski-budzet-1>

<https://mfin.gov.rs/arhiva/gradjanski-budzet>

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

A Citizens budget for 2020 was published on February 4, 2020 on the web site of the Ministry of finances. The date of publication is stated there.

Source:
<https://www.mfin.gov.rs/dokumenti/gradjanski-vodic-kroz-budzet-republike-srbije/>

Comment:
The website of the Ministry of Finance now (June 2021) contains only the Citizens' Budget for 2021. Also, in the archive of documents, it was published only for 2021. Previous civil budgets cannot be found on the website of the Ministry of Finance. At the time of filling out the questionnaire, the civil budget for 2020 was published on the site.
<https://mfin.gov.rs/sr/dokumenti2-1/gradjanski-budzet-1>
<https://mfin.gov.rs/arhiva/gradjanski-budzet>

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

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:
<https://www.mfin.gov.rs/wp-content/uploads/2019/09/Vodic-kroz-gradjanski-budzet.pdf>

Source:
<https://www.mfin.gov.rs/wp-content/uploads/2019/09/Vodic-kroz-gradjanski-budzet.pdf>

Comment:
A Citizens budget exist for 2020. According to the previous experience Citizens Budget for 2021 will be published later in the year, most likely in February or March 2021.

June 2021 update: The website of the Ministry of Finance now contains only the Citizens' Budget for 2021. Also, in the archive of documents, it was published only for 2021. Previous civil budgets cannot be found on the website of the Ministry of Finance. At the time of filling out the questionnaire, the civil budget for 2020 was published on the site.
<https://mfin.gov.rs/sr/dokumenti2-1/gradjanski-budzet-1>
<https://mfin.gov.rs/arhiva/gradjanski-budzet>

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

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 2020 People's Guide" or "2021 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:
Građanski vodič kroz budžet Republike Srbije/Citizens guide through the budget of the Republic of Serbia

Source:
<https://www.mfin.gov.rs/wp-content/uploads/2019/09/Vodic-kroz-gradjanski-budzet.pdf>

Comment:
Građanski vodič kroz budžet Republike Srbije/Citizens guide through the budget of the Republic of Serbia

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

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:
It corresponds to Law on Budget of Republic of Serbia for 2020 (that is the Enacted Budget 2020).

Source:
<https://www.mfin.gov.rs/wp-content/uploads/2019/09/Vodic-kroz-gradjanski-budzet.pdf>
<http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2019/BUDZET%202020.pdf>

Comment:
The guide consists of five parts: explanation of the concept of budget, process of budget preparation, - financing from the budget, data on the state of the public debt and a dictionary of lesser known terms.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

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 2020

Source:
<https://www.mfin.gov.rs/vrsta-aktivnosti/bilten-javnih-finansija/>

Comment:
Bulletins of public finance are released on a monthly basis, which present macroeconomic and other data. In previous years, the Ministry of Finance published monthly reviews of macroeconomic and fiscal data, but there were no such documents in 2020. On the website of the Ministry of Finance, we found only a monthly review in January 2021. The reports contain data on revenue and expenditure of the budget, fiscal movements, public debt...during the 2020.
<https://www.mfin.gov.rs/dokumenti/makroekonomski-i-fiskalni-podaci/>

Peer Reviewer
Opinion: Agree

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:

c. At least every quarter, and within three months of the period covered

Source:

<https://www.mfin.gov.rs/vrsta-aktivnosti/bilten-javnih-finansija/>

Comment:

It is published on the website of the Ministry of Finances per every month. But, the IYR is published on the web site of the Ministry of Finances two months later than the month it covers.

Peer Reviewer

Opinion: Agree

Comments: The correct answer should be "At least every month, and within three months of the period covered", but that is not available. So, I guess that C is the most correct.

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 2020 should be entered as 05 September 2020. If the document is not published or not produced, please mark this question "n/a."

Answer:

The IYR is published two months later than the month it covers.

For example, the IYR for November 2020, was published on January 21, 2021.

The IYR for October was published on December 28, 2020, for September on November 27, 2020, for August on October, 12, 2020...

Source:

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-novembar-2020/>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-oktobar-2020/>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-septembar-2020/>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-avgust-2020/>

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

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 date when the document was posted on the website was published on the website of the Ministry of Finance.

Source:

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-novembar-2020/>
<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-oktobar-2020/>
<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-septembar-2020/>
<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-avgust-2020/>

Comment:

The page of the document has the date of posting on the site.
Moreover, we obtain information through regularly accessing and checking the relevant pages in the Ministry's website.

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:

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija/1>

Source:

Public Finance Bulletin, general landing page:
<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija>

Specific links to the monthly reports pages:

January 2020 (#185): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-januar-2020>
February 2020 (#186): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-februar-2020>
March 2020 (#187): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-mart-2020>
April 2020 (#188): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-april-2020>
May 2020 (#189): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-maj-2020>
June 2020 (#190): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-jun-2020>
July 2020 (#191): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-jul-2020>
August 2020 (#192): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-avgust-2020>
September 2020 (#193): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-septembar-2020>
October 2020 (#194): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-oktobar-2020>

Comment:

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija>

This link contains all Public Finance Bulletins by months. Each publication refers to a specific month. For example, on the link <https://mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-jun-2020> there is a newsletter for the month of June. All links work for me.

Peer Reviewer

Opinion: Agree

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, Word (.doc/.docx) and HTML 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 publicly available, therefore their machine readability cannot be assessed.

Answer:

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

Source:

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija/1>

<https://www.mfin.gov.rs/dokumenti/makroekonomski-i-fiskalni-podaci/>

Comment:

Bulletin of public finance is published only in .pdf format.

The publication Macroeconomic and Fiscal Data, published on January 4, 2021, refers to the monthly trends from January 2020 to November 2020. In that document, the tables are given in Excel format. Data on income and expenditures in the budget, public debt, balance of the state and basic indicators of movement are published in excel tables that can be processed in a machine readable format. This publication is however published after the survey cutoff date.

We can however also use the June 4 report. It was published on the website of the Ministry of Finance.

<https://mfin.gov.rs/dokumenti2/makroekonomski-i-fiskalni-podaci>

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

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

Researcher Response

The answer should remain b. Yes, some of the numerical data are available in a machine readable format. We have already given the explanation in the comment.

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:

Public Finance Bulletins

January 2020 (#185): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-januar-2020>

February 2020 (#186): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-februar-2020>

March 2020 (#187): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-mart-2020>

April 2020 (#188): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-april-2020>

May 2020 (#189): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-maj-2020>

June 2020 (#190): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-jun-2020>

July 2020 (#191): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-jul-2020>

August 2020 (#192): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-avgust-2020>

September 2020 (#193): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-septembar-2020>

October 2020(#194): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-oktobar-2020>

Macroeconomic and Fiscal data

<https://www.mfin.gov.rs/dokumenti/makroekonomski-i-fiskalni-podaci/>

Comment:

The publication Macroeconomic and Fiscal Data, published on January 4, 2021, refers to the monthly trends from January 2020 to November 2020.

This document was published after the OBS 2021 cutoff date (December 31, 2020), but since this publication is released every six months, we can use the one published on June 4, 2020:

<https://mfin.gov.rs/dokumenti2/makroekonomski-i-fiskalni-podaci>

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 2020."

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:

Bilten javnih finansija/Public Finance Bulletin
Makroekonomski i fiskalni podaci/Macroeconomic and Fiscal data

Source:

Public Finance Bulletins

January 2020 (#185): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-januar-2020>

February 2020 (#186): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-februar-2020>

March 2020 (#187): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-mart-2020>

April 2020 (#188): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-april-2020>

May 2020 (#189): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-maj-2020>

June 2020 (#190): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-jun-2020>

July 2020 (#191): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-jul-2020>

August 2020 (#192): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-avgust-2020>

September 2020 (#193): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-septembar-2020>

October 2020 (#194): <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-oktobar-2020>

Macroeconomic and Fiscal data

<https://www.mfin.gov.rs/dokumenti/makroekonomski-i-fiskalni-podaci/>

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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: <https://www.internationalbudget.org/publications/citizens-budgets/>.

Answer:

b. No

Source:

n/a

Comment:

Until now, there has been no practice of drafting and publishing citizens version.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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 2020

Source:

n/a

Comment:

MYR was never produced. In previous years, the government used to send a document to parliament called the 6-Month Budget Execution Report. However, neither in content nor in scope, this document can be considered as MYR. For the last 3 years, the Government has not submitted anything to the Parliament. The last report on the execution of the budget was published on July 14, 2017 on the website of the National Assembly. After July 2017, no report was published.

http://www.parlament.rs/upload/archive/files/cir/pdf/izvestaji/2017/400-1991_17%20IZVESTAJ.pdf

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

Committee on Finance, Republic Budget and Control of Spending Public Funds:

[http://www.parlament.rs/%D0%B0%D0%BA%D1%82%D0%B8%D0%B2%D0%BD%D0%BE%D1%81%D1%82%D0%B8/%D0%BD%D0%B0%D1%80%D0%BE%D0%B4%D0%BD%D0%B0-%D1%81%D0%BA%D1%83%D0%BF%D1%88%D1%82%D0%B8%D0%BD%D0%B0/%D1%80%D0%B0%D0%B4%D0%BD%D0%B0-%D1%82%D0%B5%D0%BB%D0%B0/%D0%BE%D0%B4%D0%B1%D0%BE%D1%80%D0%B8,-%D0%BF%D0%BE%D0%B4%D0%BE%D0%B4%D0%B1%D0%BE%D1%80%D0%B8,-%D1%80%D0%B0%D0%B4%D0%BD%D0%B5-%D0%B3%D1%80%D1%83%D0%BF%D0%B5.2335.html?offset=1](http://www.parlament.rs/%D0%B0%D0%BA%D1%82%D0%B8%D0%B2%D0%BD%D0%BE%D1%81%D1%82%D0%B8/%D0%BD%D0%B0%D1%80%D0%BE%D0%B4%D0%BD%D0%B0-%D1%81%D0%BA%D1%83%D0%BF%D1%88%D1%82%D0%B8%D0%BD%D0%B0/%D1%80%D0%B0%D0%B4%D0%BD%D0%B0-%D1%82%D0%B5%D0%BB%D0%B0/%D0%BE%D0%B4%D0%B1%D0%BE%D1%80%D0%B8-%D0%BF%D0%BE%D0%B4%D0%BE%D0%B4%D0%B1%D0%BE%D1%80%D0%B8,-%D1%80%D0%B0%D0%B4%D0%BD%D0%B5-%D0%B3%D1%80%D1%83%D0%BF%D0%B5.2335.html?offset=1)

Comment:

By reviewing the agenda of the sessions of the Parliamentary Committee on Finance and Budget Control, we realized that this working parliamentary body did not consider the MJR in 2020.

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 2020 should be entered as 05/09/2020. If the document is not published or not produced, leave this question blank.

Answer:

Source:
n/a

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

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:
n/a

Comment:
The Report on the execution of the budget for the period from January 1 to June 30, 2020 is not available because it was not published nor was it announced that it was produced.

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:

n/a

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

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, Word (.doc/.docx) and HTML 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 publicly available, therefore its machine readability cannot be assessed.

Answer:

d. Not applicable

Source:

n/a

Comment:

MYR was not published.

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:

n/a

Comment:

The Ministry of Finance does not respond to Transparency Serbia's requests for access to information of public importance, so we do not have an answer as to whether the document was produced.

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:

The Ministry of Finance did not respond to Transparency Serbia's requests for access to information of public importance, so we do not yet have an answer as to whether the document was produced. The MYR has not been published on the website of the Parliament, the Government or the Ministry of Finance.

Source:

n/a

Comment:

The document was not published on the website.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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 2019/20" or "Mid-Year Report on the 2020 National Budget."

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

Answer:

n/a

Source:

n/a

Comment:

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: <https://www.internationalbudget.org/publications/citizens-budgets/>.

Answer:

b. No

Source:

n/a

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 2019

Source:

Budget System Law

https://www.paragraf.rs/propisi/zakon_o_budzetskom_sistemu.html

Comment:

The Law on the Budget System prescribes the deadlines for budget documents and data. The draft law on the final account of the budget of the Republic of Serbia is determined by the Government (Article 77). Article 78 states that by July 15, the Government shall submit to the Assembly a draft law on the final budget account.

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:

c. More than nine months, but within 12 months, after the end of the budget year

Source:

<http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>

<https://www.srbija.gov.rs/prikaz/497548>

Comment:

The Law on the final budget account for 2019 was adopted at the session of the Parliament of Serbia on December 10, 2020. The draft of the law was adopted by Government of Serbia on November 12, 2020.

Also, by using the "javascript" code tool, we could see that the document was last modified online on 12/14/2020 02:08:19; so this fits within the appropriate timeframe to select a "c" response.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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 2020 should be entered as 05/09/2020. If the document is not published or not produced, leave this question blank.

Answer:

14/12/2020

Source:

<http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>

Comment:

The Law on the final budget account for 2019 was adopted at the session of the Parliament of Serbia on December 10, 2020. It was posted on the web site on December 14, 2020 as confirmed by the Javascript coding tool that the document was "last modified" on that date.

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:

The date was published on the web site of the Parliament.

Source:

<http://www.parlament.rs/%D0%B0%D0%BA%D1%82%D0%B8/%D0%B4%D0%BE%D0%BD%D0%B5%D1%82%D0%B8-%D0%B7%D0%B0%D0%BA%D0%BE%D0%BD%D0%B8/%D0%B4%D0%BE%D0%BD%D0%B5%D1%82%D0%B8-%D0%B7%D0%B0%D0%BA%D0%BE%D0%BD%D0%B8.45.html>

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:

<http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>

Source:

<http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>

Comment:

Peer Reviewer

Opinion: Agree

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, Word (.doc/.docx) and HTML 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 publicly available, therefore its machine readability cannot be assessed.

Answer:

c. No

Source:

<http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>
<https://www.mfin.gov.rs/wp-content/uploads/2020/12/1860-20.pdf>

Comment:

YER is published in .pdf format.

Peer Reviewer

Opinion: Disagree

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

Comments: Technically, the answer is true - this Law is available on the Parliament web-site only in pdf format. However, the draft law (that is the same as the one adopted by the Parliament) is available on the Government web-site and the main part of the Law is available in the Excel format. https://www.srbija.gov.rs/extfile/sr/499411/pz_budzet2019_004_cyr3.zip

Government Reviewer
Opinion: Agree

Researcher Response

The answer should remain "c." The YER is published in searchable .pdf format, but that is not considered as a machine-readable format. <https://mfina.gov.rs/aktivnosti/bilten-javnih-finansija>

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:

n/a

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 2020" or "Annual Report 2019 Published by the Ministry of Finance and Planning." If the document is not produced at all, researchers should mark this question "n/a."

Answer:

Zakon o završnom računu budžeta Republike Srbije za 2019. godinu/Law on the final account of the budget of the Republic of Serbia for 2019

Source:

<http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>

Comment:

Zakon o završnom računu budžeta Republike Srbije za 2019. godinu/Law on the final account of the budget of the Republic of Serbia for 2019

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: <https://www.internationalbudget.org/publications/citizens-budgets/>.

Answer:

b. No

Source:

n/a

Comment:

Until now, there has been no practice of writing and publishing a citizens version.

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 2019

Source:

From this link:

<https://www.dri.rs/%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B5/%D0%B8%D0%B7%D0%B2%D0%B5%D1%88%D1%82%D0%B0%D1%98%D0%B8-%D0%BE-%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B8/%D0%B0%D1%80%D1%85%D0%B8%D0%B2%D0%B0-2020.510.html>, it's n.12.

Direct link: <https://www.dri.rs/php/document/download/3206/1>

Comment:

SAI published the Report on the final account of the budget of the Republic of Serbia for 2019 on the December 2, 2020.

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:

From this link:

<https://www.dri.rs/%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B5/%D0%B8%D0%B7%D0%B2%D0%B5%D1%88%D1%82%D0%B0%D1%98%D0%B8-%D0%BE-%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B8/%D0%B0%D1%80%D1%85%D0%B8%D0%B2%D0%B0-2020.510.html>, it's n.12.

Direct link: <https://www.dri.rs/php/document/download/3206/1>

Comment:

SAI published the Report on the final account of the budget of the Republic of Serbia for 2019 on the December 2, 2020.

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 2020 should be entered as 05/09/2020. If the document is not published or not produced, leave this question blank.

Answer:
3/12/2020

Source:

From this link:

<https://www.dri.rs/%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B5/%D0%B8%D0%B7%D0%B2%D0%B5%D1%88%D1%82%D0%B0%D1%98%D0%B8-%D0%BE-%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B8/%D0%B0%D1%80%D1%85%D0%B8%D0%B2%D0%B0-2020.510.html>, it's n.12.

Direct link: <https://www.dri.rs/php/document/download/3206/1>

Comment:

SAI published the Report on the final account of the budget of the Republic of Serbia for 2019 on the December 3, 2020.

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:

The date is published on the document.

Source:

From this link:

<https://www.dri.rs/%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B5/%D0%B8%D0%B7%D0%B2%D0%B5%D1%88%D1%82%D0%B0%D1%98%D0%B8-%D0%BE-%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B8/%D0%B0%D1%80%D1%85%D0%B8%D0%B2%D0%B0-2020.510.html>, it's n.12.

Direct link: <https://www.dri.rs/php/document/download/3206/1>

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:

<https://www.dri.rs>

Source:

From this link:

<https://www.dri.rs/%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B5/%D0%B8%D0%B7%D0%B2%D0%B5%D1%88%D1%82%D0%B0%D1%98%D0%B8-%D0%BE-%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B8/%D0%B0%D1%80%D1%85%D0%B8%D0%B2%D0%B0-2020.510.html>, it's n.12.

Direct link: <https://www.dri.rs/php/document/download/3206/1>

Comment:

The document is in pdf format and does not have a good url because it downloads directly into the computer, when clicking on the file. However, this should work:

<https://www.dri.rs/php/document/download/3206/1>

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, Word (.doc/.docx) and HTML 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 publicly available, therefore its machine readability cannot be assessed.

Answer:

c. No

Source:

From this link:

<https://www.dri.rs/%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B5/%D0%B8%D0%B7%D0%B2%D0%B5%D1%88%D1%82%D0%B0%D1%98%D0%B8-%D0%BE-%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B8/%D0%B0%D1%80%D1%85%D0%B8%D0%B2%D0%B0-2020.510.html>, it's n.12.

Direct link: <https://www.dri.rs/php/document/download/3206/1>

Comment:

The document is 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:

From this link:

<https://www.dri.rs/%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B5/%D0%B8%D0%B7%D0%B2%D0%B5%D1%88%D1%82%D0%B0%D1%98%D0%B8-%D0%BE-%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B8/%D0%B0%D1%80%D1%85%D0%B8%D0%B2%D0%B0-2020.510.html>, it's n.12.

Direct link: <https://www.dri.rs/php/document/download/3206/1>

Comment:

The Report was published 12 months after the end of fiscal year 2019 on the website of SAI.

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:

Izveštaj o reviziji završnog računa budžeta Republike Srbije za 2019. godinu/Report on the audit of the final account of the budget of the Republic of Serbia for 2019

Source:

From this link:

<https://www.dri.rs/%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B5/%D0%B8%D0%B7%D0%B2%D0%B5%D1%88%D1%82%D0%B0%D1%98%D0%B8-%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B8/%D0%B0%D1%80%D1%85%D0%B8%D0%B2%D0%B0-2020.510.html>, it's n.12.

Direct link: <https://www.dri.rs/php/document/download/3206/1>

Comment:

Izveštaj o reviziji završnog računa budžeta Republike Srbije za 2019. godinu/Report on the audit of the final account of the budget of the Republic of Serbia for 2019

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: <https://www.internationalbudget.org/publications/citizens-budgets/>.

Answer:

b. No

Source:

n/a

Comment:

So far, there has been no such practice

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 can be used to access budget information.

Answer:

a. Yes

Source:

Ministry of Finance - relevant laws, bylaws, acts in preparation, public hearings, ... are published on the page Regulations (Propisi):
<https://www.mfin.gov.rs/tip-propisa/zakoni/>

Public finance bulletins published monthly:

<https://www.mfin.gov.rs/vrsta-aktivnosti/bilten-javnih-finansija/>

Journal of Finance of the Ministry of Finance:

<https://www.mfin.gov.rs/vrsta-aktivnosti/casopis-finansije/>

Public policy documents:

<https://www.mfin.gov.rs/tip-dokumenta/dokumenti-javnih-politika/>

Fiscal Council web site:

<http://www.fiskalnissavet.rs/>

SAI web site:

<https://www.dri.rs/%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B5/%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B5-%D1%83-%D1%82%D0%BE%D0%BA%D1%83.11.html>

Publications and research conducted by the National Bank of Serbia:

https://nbs.rs/sr_RS/drugi-nivo-navigacije/publikacije-i-istrazivanja/

Regulations governed by the National Bank of Serbia.

https://nbs.rs/sr_RS/drugi-nivo-navigacije/propisi/

All laws adopted by the Assembly of Serbia, on the web site:

<http://www.parlament.rs/%D0%B0%D0%BA%D1%82%D0%B8/%D0%B4%D0%BE%D0%BD%D0%B5%D1%82%D0%B8-%D0%B7%D0%B0%D0%BA%D0%BE%D0%BD%D0%B8/%D0%B4%D0%BE%D0%BD%D0%B5%D1%82%D0%B8-%D0%B7%D0%B0%D0%BA%D0%BE%D0%BD%D0%B8.45.html>

Parliamentary Budget Office website: <http://pbk.rs/?lang=en>

Comment:

Budget information can be found on the websites of the Ministry of Finance, the Parliament, the State Audit Institution, the National Bank of Serbia, Parliamentary Budget Office and the Fiscal Council.

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, machine readable file (or set of files)? If yes, please provide the necessary links in the comment/citation. For more information on machine readability, see: <http://opendatahandbook.org/glossary/en/terms/machine-readable/>.

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 disaggregated revenue and/or expenditure information for the current fiscal year; (b) consolidated files that contain disaggregated 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.mfin.gov.rs/vrsta-aktivnosti/bilten-javnih-finansija/>

Comment:

The monthly Bulletin of Public Finance is published in.pdf format.

Peer Reviewer

Opinion: Disagree

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

Comments: The Ministry of Finance publishes two files (in Excel format) that are relevant here - monthly budgetary expenditures and revenues that goes several years back, and general government expenditures and revenues. Both of these files give revenues broken down in several major categories and expenditures are classified according to the economic classification.

http://www.mfin.gov.rs/upload/media/RDTP7y_60ec21bcf237a.xlsx http://www.mfin.gov.rs/upload/media/y7bRng_60ec21d098d14.xlsx

Government Reviewer

Opinion: Disagree

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

Comments: <https://mfin.gov.rs/dokumenti2/makroekonomski-i-fiskalni-podaci>

Researcher Response

We agree. The answer should be a. Yes, both revenue and expenditure data can be downloaded as a consolidated file. The response is updated from "d" to "a."

GQ-1c. On these websites/portals, can disaggregated revenue and/or expenditure data in consolidated, machine readable files be downloaded for multiple years in consistent formats? If yes, please provide the necessary links and details in the comment/citation. For more information on machine readability, see: <http://opendatahandbook.org/glossary/en/terms/machine-readable/>.

Answer:

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

Source:

<https://www.mfin.gov.rs/vrsta-aktivnosti/bilten-javnih-finansija/>

Comment:

The monthly Bulletin of Public Finance is published in.pdf format.

Peer Reviewer

Opinion: Disagree

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

Comments: http://www.mfin.gov.rs/upload/media/RDTP7y_60ec21bcf237a.xlsx

http://www.mfin.gov.rs/upload/media/y7bRng_60ec21d098d14.xlsx

Government Reviewer

Opinion: Disagree

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

Comments: <https://mfin.gov.rs/dokumenti2/makroekonomski-i-fiskalni-podaci>

Researcher Response

We agree. The answer should be a. Yes, both revenue and expenditure data can be downloaded as a consolidated file. Response upgraded from "d" to "a."

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:

b. No

Source:

<https://www.mfin.gov.rs/vrsta-aktivnosti/bilten-javnih-finansija/>

Comment:

Some of the presented in graphics. See for example: https://www.mfin.gov.rs/upload/media/BmpdE6_6016a7ceef037.pdf (pages 20, 32, 42, 43...)

Peer Reviewer

Opinion: Disagree

Suggested Answer: a. Yes

Comments: The Ministry of Finance prepares a monthly Power Point presentation titled "Current Macroeconomic Trends" that includes fiscal information. http://www.mfin.gov.rs/upload/media/vLBMf9_60cb44c86c7d1.pdf

Government Reviewer

Opinion: Agree

IBP Comment

The link provided by the peer reviewer is not working. In addition the Government Reviewer is in agreement with response "b" selected by the researcher. The response remains therefore unchanged.

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://kenyalaw.org:8181/exist/kenyalex/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:

The Law on the Budget System:

https://www.paragraf.rs/propisi/zakon_o_budzetskom_sistemu.html

Audit Act:

https://www.paragraf.rs/propisi/zakon_o_reviziji.html

Law on State Administration:

https://www.paragraf.rs/propisi/zakon_o_drzavnoj_upravi.html

Public Debt Act:

https://www.paragraf.rs/propisi/zakon_o_javnom_dugu.html

Comment:

The Law on the Budget System regulates: planning, preparation, delivery and execution of the budget of the Republic of Serbia; planning, preparing, passing and executing budgets of the autonomous provinces and local self-government units (hereinafter: local authorities budgets); preparing and adopting the Republic's financial plans, the Pension and Disability Insurance Fund, the Republican Health Fund Insurance, the Social Security Fund of Military Insurers and the National employment services (hereinafter: organizations for compulsory social security insurance); budget accounting and reporting, financial management, control and audit of users of public funds and budget of the Republic of Serbia, the budget of the local government and the financial plans of organizations for mandatory social insurance; jurisdiction and organization of the Treasury Department as an authority, the Management Board within the Ministry of Finance (hereinafter: the Treasury Department) and vaults of local authorities; other issues of importance for the functioning of the budget system.

This law establishes fiscal principles, rules and procedures on based on which the fiscal framework is being established, in order to ensure long-term sustainability of fiscal policy. This law establishes the Fiscal Council, which independently evaluates the credibility of fiscal policy from the aspect of respecting the established fiscal and thus ensures the public and the responsibility in its management.

Article 27b establishes the principle of transparency regarding the management of fiscal policy.

Certain provisions of this law regulate budgetary relations and rules that apply to extra-budgetary funds, business entities and other legal entities in which the state, at all levels of government, has a decisive influence on governance, and namely: the development of financial plans, the management of monetary funds, borrowing and giving guarantees, accounting, making and submitting reports and execution of budgetary control, and which, given the sources of financing and controls, are included in the general level of the state (hereinafter: the extrabudgetary users).

This law regulates the types and characteristics of public revenues and receipts, and public expenditures and expenditures.

Peer Reviewer

Opinion: Agree

Government Reviewer
Opinion: Agree

GQ-3. Is there at least one additional law 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.paragraf.rs/propisi/zakon_o_slobodnom_pristupu_informacijama_od_javnog_znacaja.html
https://www.poverenik.rs/images/stories/Dokumentacija/16_cdok.pdf
<http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2018/30/1/reg>

Comment:

Law on Free Access to Information of Public Importance. The Law apply for any information held by public authorities. Furthermore, Article 39 and 40 of the Law provide for pro-active transparency measures. As further regulated in the Rulebook on information booklet of state organs (by-law issued by Commissioner), data on budget plan and execution are mandatory part of these booklets. Citizens' participation in the process of adoption of laws and public policies in general (that should include also budget related documents) is regulated through Law on planning system and Law on state administration.

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.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

"Предлог закона о буџету Републике Србије за 2021. годину, са Предлогом одлуке о давању сагласности на Финансијски план Републичког фонда за пензијско и инвалидско осигурање за 2021. годину, Предлогом одлуке о давању сагласности на

Финансијски план Републичког фонда за здравствено осигурање за 2021. годину, Предлогом одлуке о давању сагласности на Финансијски план Фонда за социјално осигурање војних осигураника за 2021. годину и Предлогом одлуке о давању сагласности на Финансијски план Националне службе за запошљавање за 2021. годину (20. новембар 2020.)

Comment:

Draft law on budget of Republic of Serbia for year 2021.

Draft contains proposals of decisions on approval of financial plans for year 2021 of 1) Republic fund for pension and invalid insurance, 2) Republic fund for health insurance; 3) National employment service; 4) Fund for social insurance of military personnel.

EBP (without four mentioned annexes) consists following documents: 1. Draft proposal of the budget (articles with general and public debt data) pages 1-58, 2. Tables with expenditures pages 58-205, 3. Budget execution pages 205-224, 4. Explanatory note to draft budget pages 1-28. 5.

Explanatory note to draft budget - overview of expenditures per sectors and programs pages 1-52, 6. Explanatory note - information about programs pages 1-1109 7. Statement on compliance with EU regulation page 1110.

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.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

See pages 58-205; column 4 lists functional classifications.

Please note also that: from http://www.trezor.gov.rs/sr/news/2011_12_28/

The functional classification provides an answer to the question WHAT is financed, i.e., for what purposes is the budget money planned and spent. Functional classification does not depend on the user who performs a certain function, but is related exclusively to the purpose, i.e., area to be funded.

In our budget system, budget money can be planned and spent for the following functions, i.e., areas:

1. General public services (code 1);
2. Defense (code 2);
3. Public order and security (code 3);
4. Economic affairs (code 4);
5. Environmental protection (code 5);
6. Housing and community affairs (code 6);
7. Health (code 7);
8. Recreation, sports, culture and religion (code 8);
9. Education (code 9);
10. Social protection (code 0).

The functional classification is expressed in the budget as a three-digit number, and the functional classification scheme is prescribed by the Rulebook on the standard classification framework and the Chart of Accounts for the budget system. Within each of the functions, there are categories and groups, which aim to explain the functions in more detail.

Peer Reviewer

Opinion: Agree

Comments: The problem here is that, although each expenditure line is categorized based on the functional classification, neither the Budget Law nor any other supporting document actually provides a summary table. So, we can easily see how some item is classified, but we can not easily see how overall budget is broken down by functional categories.

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/gov/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/gfs/manual/pdf/ch6ann.pdf>.

Answer:

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

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

<https://www.mfin.gov.rs/wp-content/uploads/2019/05/Pravilnik-o-standardnom-klasifikacionom-okviru-i-kontnom-planu-za-bud%20C5%BEetski-sistem-19-21.pdf>

Comment:

The functional classification is compatible with international standards in Article 7 of the Rulebook on the Standard Classification Framework and a Chart of Accounts for the Budget System (Pravilnik o standardnom klasifikacionom okviru i kontnom planu za budzetski sistem). The Rulebook is in accordance with the international GFS methodology (Public Finance Statistics).

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. Please note that a presentation of expenditures by current and capital expenditures without additional disaggregation or detail will not qualify as an economic classification.

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.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

EBP is organized by economic classification (column 6) pages 58-205.

The economic classification is seen in the budget as a three-digit number. For example, one of the economic classifications is 411 - Salaries, allowances and compensations of employees (salaries), then 412 - Social contributions at the expense of the employer, 422 - Expenses for business trips, etc.

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.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

<https://www.mfin.gov.rs/propisi/zakon-o-budzetu-republike-srbije-za-2021-godinu-sl-glasnik-rs-br-149-od-11-decembra-2020-god/>

Comment:

See tables with expenditures, pages 58 - 205. The classification is in most of cases easily compatible with IMF standards, but there are differences, in particular with numeration.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

<https://www.mfin.gov.rs/proposisi/zakon-o-budzetu-republike-srbije-za-2021-godinu-sl-glasnik-rs-br-149-od-11-decembra-2020-god/>

Comment:

Document contains tables with expenditures, explanatory note to draft budget - overview of expenditures per sectors and programs, explanatory note - information about programs.

Division of budget according to programs is visible in document. All budget expenditures are presented within programs. "Programs" are defined very similar to "functions", with more detailed "program activities/projects" column.

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:

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

Source:

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

Fiscal Strategy for 2021, with projections for 2022 and 2023.

EBP does not contain projections of expenditures in following years, estimated for upcoming years. The Fiscal Strategy contains some information of that kind. Namely, there are expenditures sorted on the basis of approximately a dozen categories of economic classification. Instead of nominal values, estimations are presented as a percentage of estimated GDP in the future. Nominal values could be easily calculated on the basis of estimated GDP, as presented in nominal values for 2021 and next two years in table 5 (page 16) of the Fiscal Strategy. The Fiscal strategy would be regularly considered as a PBS. However, having in mind that it was published together with EBP it is considered here as a supporting document to the EBP.

Capital expenditures are given for three years at the beginning of paragraph 5 of the EBP (pages 50-56).

Peer Reviewer

Opinion: Disagree

Suggested Answer:

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

Comments: EBP does not have multi-year expenditure projections by any expenditure classification. It only has multi-year projections for capital investment projects (so, a subset of expenditures by economic classification).

Government Reviewer

Opinion: Agree

Researcher Response

We think that answer should remain c. Yes, multi-year expenditure estimates are presented by only one of the three expenditure classifications. EBP does not contain projections of expenditures in following years, estimated for upcoming years. Fiscal Strategy contain some information. Nominal values could be easily calculated on the basis of estimated GDP, total expenses and total income, as presented in nominal values for 2021 and next two years in tables 9,10,11 and 12. (pages 42-56) of Fiscal Strategy.

IBP Comment

On the basis of the original researcher's comment, and given that the Fiscal Strategy is - in this Survey round - considered a supporting document to the Executive's Budget Proposal (because it was published at the same time as the EBP), the response remains unchanged.

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:

Economic classification

Source:

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

Comment:

Table 11 (page 46) of Fiscal strategy for 2021 with projections for 2022 and 2023 gives only economic classification.

Peer Reviewer

Opinion: Disagree

Suggested Answer: EBP does not have multi-year projections. Fiscal strategy does (as reviewer said), but the question was about EBP.

Government Reviewer

Opinion: Agree

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.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

Multi year estimates for programs are presented in article 5. of EBP on the budget of Republic of Serbia, but only for capital expenditure and capital projects (pages 50-56) .

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.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

Article 1. of the EBP presents tax revenues by categories. Income for the vast majority of taxes is individualized. Total tax revenues are 1,154,600,000,000 dinars. Unidentified income is 13,000,000,000 dinars. That is about 1 percent. See table on page 2, line 1.6.

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:

b. Yes, individual sources of non-tax revenue accounting for at least two-thirds of, but not all, non-tax revenues are presented.

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

Article 1. of the EBP and the explanatory note on pages 1-2 present information about the structure of non-tax revenues. Some of them are identified more precisely ("profit of public agencies", "share in profit of public enterprises", "income from decrease of salaries in public sector", "income from sale of goods and services)", while some seems to be broader ("other non-regular income").

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:

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

Source:

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

Comment:

Fiscal strategy for 2021 with projections for 2022 and 2023.

Table 10 of the Fiscal strategy on page 43 contains value of various tax and non-tax income in next 3 years. Estimations are not in nominal values but % of estimated GDP. Nominal GDP figures for this same period can be found in Table 5 on page 16.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

Comment:

Fiscal strategy for 2021 with projections for 2022 and 2023.

See table 10 of Fiscal strategy on page 43 contains value of various tax and non-tax income in next 3 years. Estimations are not in nominal values but % of estimated GDP. Nominal GDP figures for this same period can be found in Table 5 on page 16. Three major taxes VAT, income tax and corporate income tax are identified individually, while other income is in broader categories.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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. For the purposes of this question, the deficit may be accepted as a proxy for net new borrowing.

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:

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>
http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

The amount of net new borrowing required during the budget year is visible in the article 1 of EBP, table on page 1. Article 3 on page 42 states the general condition of the debt. Also, see EBP pages 5-42. The central government's total debt burden at the end of the budget year is visible on page 79 of Fiscal strategy, Table 26 - "Basic projection of the state debt of the general level of the state until 2023" (Основна пројекција стања јавног дуга општег нивоа државе до 2023. Године).

The interest payments on the outstanding debt for the budget year is visible in the article 1 of EBP, table on page 3, (line 1.3. Repayment of interest and accompanying borrowing costs (Расходи по основу отплате камата))

Table 28 on page 83 of the Fiscal Strategy shows the relationship between interest payments and GDP at the end of 2023.

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.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

See pages 5 and 6 EBP: Necessary funds for financing the budget deficit, procurement of financial assets and repayment of principal on debts to domestic and foreign lenders for direct and indirect obligations of the Republic of Serbia (including operations with debt replacement before maturity) referred to in Article 1 of this Law amount to 657,100,000,000 dinars. These funds will be provided from loans of domestic and international commercial and multilateral financial institutions and foreign governments in the amount of a maximum of 113,000,000,000 dinars, through the issuance of government securities (government bills and bonds on the domestic financial market in domestic and foreign currency) in the amount of maximum 300,000,000,000 dinars, from the income realized from the issue of Eurobonds (government securities issued on the international financial market in domestic and foreign currency) in the amount of maximum 355,000,000,000 dinars and from the income from the sale of domestic financial assets in the amount of 7,900. 000,000 dinars. Receipts listed in paragraph 1 of this Article, represent the maximum funds provided from the specified source, therefore they represent the potential maximum borrowing of the Republic of Serbia, in accordance with the conditions on the financial market and financing needs during the year. In the event that it is not possible to achieve income from borrowing in the planned proportion between loans and issued government securities on the domestic and international financial markets, as well as to provide better financing conditions from other sources, it is possible to change the structure within the given sources of financing, provided that the total amount of planned funds for a given purpose in the amount of 775,900,000,000 dinars is not exceeded.

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:

a. Yes, information beyond the core elements is presented for the composition of the total debt outstanding.

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

Comment:

Information (article 3 EBP pg. 6-42) is presented in two separate tables for domestic and foreign debts. Each loan is presented with interest rate on the debt, maturity profile of the debt, total debt burden and amount of installment. In above mentioned tables some additional information is presented beyond the core elements, such as the currency of the debt, the profile and full title of creditors and brief information for some debts about what the debt is being used to finance.

Peer Reviewer

Opinion: Agree

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 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:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

Comment:

Information (article 3 EBP pg. 6-42) is presented in two separate tables for domestic and foreign debts. Each loan is presented with interest rate on the debt, maturity profile of the debt, total debt burden and amount of installment. In above mentioned tables some additional information is presented beyond the core elements, such as the currency of the debt, the profile and full title of creditors and brief information for some debts about what the debt is being used to finance.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

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:

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

The table (pgs 6-42) in EBP represents estimates on real GDP growth, inflation rate, nominal GDP level, while there is no information about interest rates. Information about interest rates in Serbia is in the Fiscal strategy, see Tables 24 and 25, on page 78.

See also: table 5, page 16, estimation of basic macroeconomic indicators for the Republic of Serbia, pages 17-19 GDP in percentages and average inflation, pages 20-22 employment and unemployment, page 24 inflation projection (so, some beyond-the-core info)

Peer Reviewer
Opinion: Disagree
Suggested Answer:

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

Comments: Fiscal Strategy also includes discussion of issues beyond the core elements, such as employment, current account and composition of GDP growth,.

Government Reviewer
Opinion: Agree

Researcher Response

We agree with Peer review. Answer should be a . Yes, information beyond the core elements is presented for the macroeconomic forecast.

IBP Comment

In light of the additional information provided by the peer reviewer, and confirmed by the researcher, the response is upgraded from "b" to "a", as information on core and beyond-the-core elements is presented.

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

Information beyond the core elements (please specify)

Interest rates

Source:

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

EBP (pages 1-56) represents estimates on real GDP growth, inflation rate, nominal GDP level, while there is no information about interest rates.

Information about interest rates in Serbia is in Fiscal strategy, Table 24 i 25, on the page 78.

Fiscal Strategy does contain many elements beyond the core information. Table 5, page 16, estimation of basic macroeconomic indicators for the Republic of Serbia, pages 17-19 GDP in percentages and average inflation, pages 20-22 employment and unemployment, page 24 inflation projection, page 11 trends in industry and services due the pandemic and their contribution to growth in new conditions.

Peer Reviewer

Opinion: Disagree

Suggested Answer: I would also add interest rates - Fiscal Strategy does contain discussion on Fed, ECB and National Bank of Serbia's monetary policies and interest rate expectations.

Government Reviewer

Opinion: Agree

Researcher Response

We agree with Peer review. We could add interest rates in answer.

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:

c. Yes, information is presented, but it excludes some core elements.

Source:

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

Comment:

The Fiscal Strategy discusses various scenarios and its influence on public debt. See the pages 70-87. There are alternative scenarios for some of core elements.

Peer Reviewer

Opinion: Agree

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:

c. Yes, information that shows how some but not all new policy proposals affect expenditure is presented.

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

Comment:

the Explanatory note of the EBP states: "The Covid-19 pandemic and its effects on world and domestic economic trends have completely marked 2020. Its effects on the international economic environment, as well as on the Serbian economy, are described in detail in the explanation of macroeconomic projections. In 2021, there is great uncertainty regarding the dynamics of economic recovery. The forecasts of global economic growth have been revised upwards compared to the initial ones, but what is worrying is the prolonged duration of the crisis, the effects that are carried over to the next year, as well as uncertainty regarding the application of the most severe epidemiological measures in the coming months. The effects that the Covid-19 pandemic had on economic and fiscal developments in the Republic of Serbia, as well as the measures implemented to overcome the crisis with as few consequences as possible, are presented in detail in the latest Fiscal Strategy for 2021 with projections for 2022 and 2023. Due to the uncertainty in the economic trends during 2020, it was necessary to revise the budget plan twice. A comprehensive package of economic assistance measures to the economy and the population was also adopted. The pandemic had a significant negative impact due to the application of epidemiological protection measures of the population of various degrees of restriction (from the ban on the movement of the population in certain periods, to the ban or limited performance of certain services and other activities). The drastic drop in the number of foreign tourists and the reduced transit traffic had a special effect. The effects of the ongoing pandemic on economic and fiscal outcomes are quite specific compared to those characteristic of classical economic cycles. The revenue projection in 2021 is based on the projection of the most important macroeconomic parameters: GDP and its components, inflation, exchange rate, foreign trade trends, estimates of employment and wages in 2021, estimated effects of changes in tax policy and structural measures and regulation debt on the basis of transferred tax liabilities from 2020. Usually, macroeconomic parameters are used for the projection of revenues in the next year, as well as the expected realization of budget revenues by the end of the current year. Due to the specifics that marked 2020, it is not a reliable basis for projections of budget revenues in the coming period. Namely, the effects of the pandemic on the movement of income were in some months, depending on the strength of epidemiological measures,

very specific. Also, the impact of these measures was not the same on all tax and non-tax forms of income. A certain aberration was noticed in the otherwise stable ratio of import duties (customs duties and import VAT), which is a probable consequence of the change in the structure of imports (lower imports of oil and consumer goods, and higher imports of medical equipment and medicines). The general economic, both international and domestic climate, varied significantly from the beginning of the pandemic to the moment of making macro-fiscal projections for the following period. Finally, the implementation of the package of economic assistance measures has led to changes in the amounts of collection of certain tax forms. In some cases, these effects, such as labor tax deferrals, could be isolated. In the case of direct benefits to the economy and the population, the scope and permanence of the effects of these measures on the movement of employment, wages and consumption cannot be quantified with certainty at this time. For these reasons, as a basis for the projection of revenues in 2021, the realized revenues in 2019 were mainly used and 11 relative ratio of projected and realized macroeconomic parameters in those periods. Finally, due to the great uncertainty regarding the further development of the COVID-19 pandemic, an additional dose of caution was introduced in the projection of certain income forms, so that in case of realization of negative macroeconomic risks, the level of potential error was reduced to a minimum. Fiscal policy measures on the revenue side are also planned for 2021 in order to further reduce the tax burden on wages. It is planned to increase the non-taxable part of gross wages from 16,300 dinars to 18,300 from the beginning of next year. The loss of general government revenue based on overemer in 2021 is estimated at about 8 billion dinars, with the direct loss of the budget of the Republic estimated at 1.3 billion dinars, the loss of local government at 4.1 billion, and the rest relates to fund revenues OOSO. The direct impact on the revenues of the budget of the Republic is not significant, but through the expenditure side, through transfers to other levels of government, it is reflected in the result. This measure reduces, in the next year, the tax burden of the average net salary by 0.5 percentage points".

The Fiscal Strategy addresses pandemic developments, and projections of macroeconomic developments are presented in Table 5 on page 16. On page 34, there is a table with costs related to economic measures during a pandemic. By September 30, 2020, a total of 690.3 billion dinars (12% of GDP) is planned, and 551.4 billion dinars (10% of GDP) have been realized. The tax policy measures in 2021 is presented on pages 43.

Peer Reviewer

Opinion: Agree

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:

c. Yes, information that shows how some but not all new policy proposals affect revenues are presented.

Source:

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

Comment:

On page 34, there is a table with costs related to economic measures during a pandemic. By September 30, 2020, a total of 690.3 billion dinars (12% of GDP) is planned, and 551.4 billion dinars (10% of GDP) have been realized. FS on page 35 stated: "In principle, the impact of the COVID-19 pandemic on the movement of the fiscal result can be divided into several categories: the impact on the decline in revenues through automatic stabilizers caused by the fall in GDP; additional decline in income caused by measures of epidemiological protection of the population. This is reflected in the restriction of movement, the inability to consume certain services, the performance of administrative tasks in a certain period, the decline in transit and tourism revenues; increase in expenditures for additional health and epidemiological protection of the population, including the construction of additional health capacities and procurement of equipment; losses on revenues and increased expenditures for the implementation of the economic package of measures to help the economy and the population. During April, the first rebalance of the budget for 2020 was adopted. This rebalance enabled the operationalization of the Program of Economic Measures, unhindered financing of the fight to preserve the health and life of people and reduction of the negative economic consequences of the pandemic for the economy and citizens. The revenue side of the budget was changed taking into account the new projections of economic trends, as well as the estimated effects of the adopted fiscal measures. Changes in the volume and structure of public spending have been identified, in order to further adapt it to the new economic circumstances, the adopted measures and the needs of unhindered and sufficient financing of the country's health system to the circumstances caused by the pandemic. With this rebalance, the general government budget deficit is planned at the level of 7.2% of GDP." See also Table 6 on page 36.

Peer Reviewer
Opinion: Agree

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:

Comment:

No such data.

Peer Reviewer
Opinion: Disagree
Suggested Answer:

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

Comments: Fiscal Strategy provides estimates for the current year by economic classification (page 34).

https://www.mfin.gov.rs/upload/media/orj73G_60ec2244699c1.pdf

Government Reviewer
Opinion: Agree

Researcher Response

We agree with Peer review and we accept proposed answer c. Yes, expenditure estimates for BY-1 are presented by only one of the three expenditure classifications. Response upgraded from "d" to "c."

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:

d. No, expenditures are not presented by program for BY-1.

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

Comment:

EBP and FS does not present expenditures for individual programs.

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:

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

Revenues, expenditures and the result of the government sector in 2020, in billion dinars, are shown in Table 6 on page 36.

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:

d. No, expenditure estimates for BY-2 and prior years are not presented by any expenditure classification.

Source:

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

Comment:

Table 11 on page 46 of the Fiscal strategy presents basic information about expenditures in BY-2 on the basis of economic classification. Comparisons are made against percentage of GDP, not nominal amounts. Response "d" was chosen as figures are given as a % of GDP, without a way to calculate the absolute values.

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:

None of the above

Source:

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

Comment:

Table 11 on page 46 of Fiscal strategy presents basic information about expenditures in BY-2 and BY-3 on the basis of economic classification. Comparisons are made against percentage of GDP, not nominal amounts and without a way to calculate the absolute values.

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:

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

There is no information about cost of programs in previous years.

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:

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

Comment:

The Fiscal Strategy, Table 7 (page 37), presents the actual outcome of the budget for BY-2 (2019) compared against BY-1 (in both instances the first 9 months of the year). In Tables 9 (page 42) and 11 (page 46) there is information for the whole of BY-2 but in GDP %, not nominal amounts.

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:

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

Comment:

Information on various revenue types in BY-1 is available in the Fiscal Strategy, Tables 9 (page 42) and 19 (page 43). Table 5 (page 16) presents the total GDP amount for BY-1.

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:

c. Yes, individual sources of revenue accounting for less than two-thirds of all revenues for BY-1 are presented.

Source:

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

Comment:

See Table 10 (page 43) in the Fiscal strategy. (Табела 10. Укупни приходи и донације у периоду 2019–2023. године, % БДП). The Fiscal Strategy presents also information on individual sources of income for BY -1. The biggest ones are named, but there is also category "other". Since Excesses (tobacco, gasoline etc.) and Contributions (health and pension) are not fully individualized, individual sources amount to less than half of overall revenues' amount.

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:

https://www.mfin.gov.rs/upload/media/uF6pUt_6016d7e313d28.pdf

<https://mfin.gov.rs/arhiva/arhiva-fiskalna-strategija>

Comment:

See Table 10 (page 43) in Fiscal strategy. (Табела 10. Укупни приходи и донације у периоду 2019–2023. године, % БДП./Total revenues and donations in the period 2019-2023. year,% of GDP). Please see 2020 figures in the "Процена/Evaluation" column.

Absolute GDP figures for 2020 is present in Table 5 on page 16.

Please note that URLs have been changing: the link to the Fiscal strategy for example has changed because the Ministry of Finance has meanwhile adopted a new fiscal strategy for the period 2022. After passing a new document, the Ministry moves documents with an older date to the archive, but it is still on the site. At the time of completing the questionnaire, the Fiscal Strategy for 2021 was on the front page of the site and at that time the link was valid.

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:

b. No, revenue estimates for BY-2 and prior years are not presented by category.

Source:

https://www.mfin.gov.rs/upload/media/uF6pUt_6016d7e313d28.pdf

<https://mfin.gov.rs/arhiva/arhiva-fiskalna-strategija>

Comment:

See Fiscal strategy: Table7 (page 39), Table 9 (page 42) and Table 10 (page 43). Response "b" was chosen as figures are given as a % of GDP, without a way to calculate the absolute values.

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:

d. No, individual sources of revenue are not presented for BY-2 and prior years.

Source:

https://www.mfin.gov.rs/upload/media/uF6pUt_6016d7e313d28.pdf

<https://mfin.gov.rs/arhiva/arhiva-fiskalna-strategija>

Comment:

See Fiscal Strategy: Table7 (page 39) and Table 10 (page 43). Information for biggest revenues is individualized. Since Excesses (tobacco, gasoline etc.) and Contributions (health and pension) are not fully individualized, individual sources amount to less than half of overall revenues' amounts. Response "d" was chosen as figures are given as a % of GDP, without a way to calculate the absolute values

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

d. No actual data for all revenues are presented in the budget or supporting budget documentation.

Source:

https://www.mfin.gov.rs/upload/media/uF6pUt_6016d7e313d28.pdf

<https://mfin.gov.rs/arhiva/arhiva-fiskalna-strategija>

Comment:

See Fiscal Strategy: information is available in Table 7 (page 39) and 9 (page 42). Figures for 2019 and 2020 are given as a % of GDP, without a way to calculate the absolute values.

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. Please note that for the purposes of this question, the deficit may be accepted as a proxy for net new borrowing.

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:

c. Yes, information is presented, but it excludes some core elements.

Source:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf
<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

Comment:

EBP (pages 6-42) states that the total debt of the Republic of Serbia, on September 30, 2020, amounted to RSD 3.128.188.966.715 (26.604.703.054 EUR). Projections of the war of principal are given according to the state of debt on September 30, 2020, and for some obligations they are indicative character. The EBP contains the following data for each individual loan: a) remaining principal, b) the first day of repayment, c) the last day of repayment, d) principal due in current year which also includes currency e) interest rate and f) creditor. See Table 22 and 23 (pages 75 and 76) in Fiscal strategy: Public debt of the general level of the state of the Republic of Serbia in the period 2017-30. September. Fiscal strategy contains the structure of interest rates of the general level debt in the period from 2017 to September 30th 2020, in percents (page 77, chart).

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 total debt outstanding 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:

https://www.mfin.gov.rs/upload/media/uF6pUt_6016d7e313d28.pdf
<https://mfin.gov.rs/arhiva/arhiva-fiskalna-strategija>

Comment:

The Fiscal strategy for 2021 with projections for 2022 and 2023, on pages 74-87, brings more information about public debt, including Tables 22 and 23: Public debt of the general level of the state of the Republic of Serbia in the period 2017-30. September 2020.

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.

Please provide in the comments a list of all known extra-budgetary funds.

Answer:

b. Yes, the core information is presented for all extra-budgetary funds.

Source:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

Draft Law on budget of Republic of Serbia for year 2021, with proposals of decisions on approval of financial plans for year 2021 of 1) Republic fund for pension and invalid insurance, 2) Republic fund for health insurance; 3) Fund for social insurance of military personnel; 4) National employment service. See pages 1111-1283.

The EBP's explanatory note for financial plans of social security organisations, such as one mentioned here (Health fund, but the same is with the others, such as the pension fund) contains following information: 1. Legal ground for adoption of the financial plan. 2. Legal ground for planning of revenues and income (Law on health insurance) that defines purpose of financing the Fund and establishment of the Fund, listing of people insured (e.g. minors, pregnant women, poor people etc.) 3. Legal ground for planning of expenditures and payments (also defined in the Law) 4. Elements for

the planning (established on the basis of Ministry of Finance's Instruction) that are based on macroeconomic assumptions, list of legal duties of the Fund 6. Network of health institutions financed by the Fund 7. Detailed financial plan that includes revenues and expenditures.

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.mfin.gov.rs/upload/media/uF6pUt_6016d7e313d28.pdf
<https://mfin.gov.rs/arhiva/arhiva-fiskalna-strategija>

Comment:

Annex 1 on page 89 in the Fiscal strategy presents the consolidated central government finances for BY-1, BY, BY+1, BY+2, along with other macroeconomic estimations. Annex 2 on page 90 present various income and expenditure for budget year. The budget is presented without a part of own budget revenues of indirect budget users and expenditures financed from them, which are not included in the information system of budget execution. Annex 3 on page 91 and 92 contain Statement on the assessment of the Fiscal Council.

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:

b. Yes, estimates of all intergovernmental transfers are presented, but a narrative discussion is not included.

Source:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

The narrative is a rather short and general (Article 7, pages 57-58). However, there are tables that provide details on transfers to each municipality and to the Autonomous Province of Vojvodina. The table on Autonomous Province of Vojvodina from Explanatory Note provides detailed explanations and the legal basis for transfers. Narrative discussion is missing, but it would be very useful when it comes to the amount of funds to be transferred to cities and municipalities.

Article 40 EBP contains a table with the distribution of transfers to all local governments (pages 212-216). The Explanatory note (page 20) states that transfers to other levels of government are planned in the total amount of 90.36 billion dinars and participate with 5.97% in total expenditures and expenses. These transfers are planned for earmarked and non-earmarked transfers to local self-government units and transfers and the Autonomous Province of Vojvodina.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

Comments: I think that b is the correct answer - there is really no narrative discussion of transfers in any of the documents.

Government Reviewer

Opinion: Agree

Researcher Response

Upon reviewing the document again, we agree with the peer reviewer's assessment that b is the correct answer. Response downgraded from "a" to "b."

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.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

There is no such discussion as a rule, although there are some potentially important information for further research in budget explanatory note about impact of budget policies to some groups of population. There is some information in budget documents that might be considered as an "alternative display".

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:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

There is no such discussion as a rule, although there are some potentially important information for further research in budget explanatory note about impact of budget policies to some groups of population. There is some information in budget documents that might be considered as an "alternative display".

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.

Please provide in the comments a list of all known public corporations.

Answer:

a. Yes, estimates of all transfers to public corporations are presented, along with a narrative discussion.

Source:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

https://www.mfin.gov.rs/upload/media/uF6pUt_6016d7e313d28.pdf

<https://mfin.gov.rs/arhiva/arhiva-fiskalna-strategija>

Comment:

EBP documents include information about recipients of subsidies, its value and purpose. There is no narrative discussion in EBP explanatory note. Furthermore, there is lot of information about governmental guarantees to different banks intended for activities of public enterprises (either new or existing loans). Fiscal strategy brings important discussion about subsidies in previous and future period (page 48-67)

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:

d. No, information related to quasi-fiscal activities is not presented.

Source:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

https://www.mfin.gov.rs/upload/media/uF6pUt_6016d7e313d28.pdf

<https://mfin.gov.rs/arhiva/arhiva-fiskalna-strategija>

Comment:

The information on the exact cost of such activities is not presented in the EBP or in Fiscal Strategy.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

d. No, information related to financial assets is not presented.

Source:

https://www.mfin.gov.rs/upload/media/uF6pUt_6016d7e313d28.pdf

<https://mfin.gov.rs/arhiva/arhiva-fiskalna-strategija>

Comment:

Fiscal strategy (page 23) contains only information about value of some (most important) financial assets of the state, for example foreign currency reserve.

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:

d. No, information related to nonfinancial assets is not presented.

Source:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

https://www.mfin.gov.rs/upload/media/uF6pUt_6016d7e313d28.pdf

<https://mfin.gov.rs/arhiva/arhiva-fiskalna-strategija>

Comment:

It is not common to present information about non-financial assets of the state in budget documents. However, we found some - Table 16 (page 58) of Fiscal Strategy presents, among other things, overall value of assets of public enterprises. This is, however, insufficient for a positive answer.

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. Answer "d" also applies if information is only available for the changes in arrears, and not the stock or balance of arrears.

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:

c. Yes, estimates of some but not all expenditure arrears are presented.

Source:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

https://www.mfin.gov.rs/upload/media/uF6pUt_6016d7e313d28.pdf

<https://mfin.gov.rs/arhiva/arhiva-fiskalna-strategija>

http://www.fiskalnisavet.rs/doc/ocene-i-misljenja/2020/fs_ocena_predloga_budzeta_za_2021_godinu_final.pdf

Comment:

EBP (pages 1-56) presents articles with general and public debt data.

Fiscal strategy (pages 52-67 and 74-87) discussed expenditure arrears, dealing with state owned enterprises and their commitments and debts that have to be paid from the budget.

The Fiscal Council gave an opinion on the budget proposal and warned that the budget was not transparent and that most of the new insufficiently clarified expenditures of almost 25 billion were on subsidies and net budget loans (page 26). "About 2.8 billion has been earmarked to cover losses to banks for loans guaranteed by the state to businessmen, 3 billion for subsidized purchase of electronic fiscal cash registers, 2.5 billion for subsidizing the purchase of environmentally friendly taxis and an additional 1 billion for airports (mostly in Trebinje). We could not fully clarify the remaining amount of increased costs, and it is almost entirely related to the increase of 12 billion dinars on net loans in the name of increasing the share of the Republic of Serbia owned by companies. According to our information, the largest part of this amount goes to the recapitalization of Air Serbia, and we call on the Government to clarify all doubts and publicly come out with a plan to support this company, especially since part of the unexplained expenses in a similar amount is intended for this company in 2020. ", claims the Fiscal Council (page 27).

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:

b. Yes, the core information is presented for all contingent liabilities.

Source:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

Article 3 of EBP (page 6) brings the list of planned guarantees in 2021, along with a brief explanation about the purpose of loan. Within the chapter A of that long Article, one may find information on total new guarantees to be issued during the budget year and specification (purpose, loan giver, amount in RSD and original currency).

On page 31, begins the title II Indirect liabilities. There are information about national and international debt. For every loan there is also information on public enterprise that was its beneficiary. Information exists about date of payment of main debt (first and last), main debt part in budget year and interest rate. Total amount of outstanding guarantees and liabilities is not available on one place, but it could be calculated based on existing information in EBP. There is information about current value of such liabilities, about those expected till the end budget year and about part of existing guarantees that will be paid for during the budget year.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

c. Yes, information is presented, but it excludes some core elements.

Source:
https://www.mfin.gov.rs/upload/media/uF6pUt_6016d7e313d28.pdf
<https://mfin.gov.rs/arhiva/arhiva-fiskalna-strategija>

Comment:
The strategy on pages 74-86 presents a program to decrease the level of public debt. Table 26 on page 79 shows the basic projection of the state debt of the general government level until 2023.

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:
c. Yes, estimates of some but not all sources of donor assistance are presented.

Source:
http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:
The EBP has information about donations (amount, purpose in economic classification and user). There are clear information about donations from IPA projects in EBP's Article 4 (pages 42-50), while the presentation of other donations is less detailed or not identified. EBP envisaged the total of 17.509.692.000 RSD, but the table presented with elaborated donation details from IPA, amounts to 6.919.407.000 RSD.

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:

d. No, information related to tax expenditures is not presented.

Source:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

https://www.mfin.gov.rs//upload/media/uF6pUt_6016d7e313d28.pdf

<https://mfin.gov.rs/arhiva/arhiva-fiskalna-strategija>

Comment:

There is no information about tax expenditures that would be clearly presented as such. Most frequently, tax expenditures are used to stimulate investments, as one of stimulative means. However, there is no distinction between that type of subsidies and other in EBP and Fiscal Strategy. There is no information about other types of tax expenditures and subsidies for investments are not considered within this question.

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:

d. No, estimates of earmarked revenues are not presented.

Source:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

The only earmarked revenue that is clearly identified in EBP are donations and earmarked loans. According to the Budget System Law, it is possible to earmark the revenue but this practice is a rare exception, unlike in previous years (e.g. before 2012), when earmarked revenues were listed separately for each budget beneficiary within column "own income". The current Budget System Law does not deal with presentation of all revenues within one column. The value of donations is presented in a budget, but there is no narrative discussion. Aside from that, among rare earmarked

revenues that exist on central government level, there is income of Serbian Lottery. It is regulated by Article 18 of Law on Game on Chance, envisaging certain percentage to be distributed to the Red Cross organization, sport associations, rare disease fund etc. Funds obtained from lottery is not separately presented in the budget, as a source of income.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

b. Yes, estimates of all earmarked revenues are presented, but a narrative discussion is not included.

Comments: I think that the answer to this question depends on the treatment of three major contributions (pension, health, unemployment). If these are considered as earmarked revenues, then huge majority of earmarked revenues are clearly presented. If these are not considered earmarked revenues (and we focus on very few small such revenues) then the answer provided by reviewer is correct.

Government Reviewer

Opinion: Agree

IBP Comment

The peer reviewer provides an interesting point, but we are not considering those are earmarked revenue. In line with the government reviewer and researcher's assessment, the response remains therefore unchanged, "d".

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:

c. Yes, information that shows how the proposed budget is linked to some but not all of the government's policy goals for the budget year is presented.

Source:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

https://www.mfin.gov.rs/upload/media/uF6pUt_6016d7e313d28.pdf

<https://mfin.gov.rs/arhiva/arhiva-fiskalna-strategija>

<http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2021/684-21-rebalans%202021..pdf>

Comment:

There are dozens of strategies and action plans of the Government and only some of them are mentioned in the EBP and supporting document. The Fiscal Strategy on pages 30-35 states about economic measures to help the economy and citizens due to the crisis caused by the Covid-19 pandemic. The package of measures amounting to about 12.5% of GDP, combined with monetary measures, mitigated the negative effects of the crisis and stabilized macroeconomic developments. EBP contains reference to the numerous strategic acts adopted by the Government, without detailed narrative discussion, but there is no guarantee that all Government priorities are covered in that way. In general, when it comes to the legislation envisaged to be changed in various strategic acts, the budget covers expenditures only when such legislation is already adopted and not if it is still in preparation but envisaged to be effective in 2021. Although it was certain that the pandemic would continue in 2021, the Government did not foresee all the measures in the Budget. Already in April 2021, the Government proposed a budget rebalance so that the third package of assistance to the economy and citizens could be realized, which is estimated at 257 billion dinars. The Law on the Supplementary Budget for 2021 was adopted on April 22, 2021. The public learned about the plans for the supplementary budget only after the government adopted the bill proposal and sent it to the parliament for adoption.

Peer Reviewer
Opinion: Agree

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:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

https://www.mfin.gov.rs/upload/media/uF6pUt_6016d7e313d28.pdf

<https://mfin.gov.rs/arhiva/arhiva-fiskalna-strategija>

https://www.mfin.gov.rs/upload/media/x0jTvR_604789b2d8394.pdf

Comment:

In budget documents there is no practice to discuss the financial effects of other government policy priorities. There are dozens of strategies and action plans of the Government and only some of them are mentioned in EBP and supporting document. On January 28, 2021, the Government of Serbia adopted the Economic Reform Program - ERP for the period 2021-2023. The program contains a medium - term framework of macroeconomic and fiscal policy as well as a detailed overview of structural reforms that should contribute to increasing the competitiveness of the national economy, creating economic growth and development, creating new jobs and conditions for a better life. The additional costs of implementing structural reforms in the period 2021-2023 amount to 2.39 billion euros compared to the base year before the start of each individual reform. By years, the additional costs of implementing structural reforms amount to 583.50 million euros in 2021, a total of 650.49 million euros in 2022 and 1.15 billion euros in 2023. (see pages 80-183). As the macroeconomic and fiscal frameworks in the ERP were released after 31 December 2020 and were not part of the EBP package, they cannot be assessed for this question.

The Fiscal Strategy (page 42) states that in the coming years, fiscal and economic policy will depend on the development of the pandemic and the success of Serbia in the field of combating the crisis caused by Covid-19. According to the Strategy, fiscal policy will be based on reducing public debt and reducing the fall in GDP.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Disagree
Suggested Answer:

c. Yes, information that shows how the proposed budget is linked to some but not all of the government's policy goals for a multi-year period is presented.

Researcher Response

The Government reviewer did not provide an explanation for the proposed change of the answer, i.e. information on link between the EBP or any supporting budget documentation and Government's new proposals and existing policies. So, it is not clear in which way the proposed budget is linked to some of government's policy goals for a multi-year period. We still maintain that answer "d" is the appropriate one.

IBP Comment

We welcome the government reviewer's comment; however, in light of the explanation provided by the researcher and in agreement with the peer reviewer, the response remains unchanged "d."

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:

d. No, nonfinancial data on inputs are not presented.

Source:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

https://www.mfin.gov.rs/upload/media/uF6pUt_6016d7e313d28.pdf

<https://mfin.gov.rs/arhiva/arhiva-fiskalna-strategija>

Comment:

While explanatory note of program budget contains information about specific programs of all budget users, there is no information on non-financial inputs needed to fulfill such programs.

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:

a. Yes, nonfinancial data on results are provided for each program within all administrative units (or functions).

Source:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

See EBP's document, information about programs (pdf pages 352-1109). Since 2015 all budget users (agencies) provide non-financial data such as goals and indicators because all of them prepare program budget. The quality of non-financial estimations is disputable, their legal status as well as usefulness of that system. Namely, being part of explanatory note only (and not legal provisions), eventual failure to achieve goals would not be considered as a violation of the law. Usefulness is significantly lesser in the absence of discussion on program budget implementation.

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:

a. Yes, performance targets are assigned to all nonfinancial data on results.

Source:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

See EBP's document (pdf pages 352-1109). Since 2015 all budget users provide non-financial data such as goals and indicators because all of them prepare program budget. Information is provided in EBP as information about programs. But, being part of explanatory note only (and not legal provisions), eventual failure to achieve goals would not be considered as a violation of the law. Usefulness is significantly lesser in the absence of discussion on program budget implementation.

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:

b. Yes, estimates of all policies that are intended to benefit directly the country's most impoverished populations are presented, but a narrative discussion is not included.

Source:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

https://www.mfin.gov.rs/upload/media/uF6pUt_6016d7e313d28.pdf

<https://mfin.gov.rs/arhiva/arhiva-fiskalna-strategija>

Comment:

See specifically, EBP's document (pdf pages 352-1109) and Fiscal Strategy. For example, in EBP (pdf page 856) one may find figures of citizens receiving financial aid for poor people or other persons' care. In the Fiscal Strategy on page 47, social care and transfers are identified as "biggest expenditure category of the budget" that has to be decreased till 2023 from 14,1 to 13,7 % of GDP. Although there is some narrative discussion, as explained, it treats poverty reduction in a sporadic way and does not provide explanation about plans to achieve stated priorities.

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.mfin.gov.rs/upload/media/hbqyJi_60867730b09fb.pdf

<https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2009/54/1/reg>

Comment:

These deadlines are stated in the Budget System Law, article 31 which is widely available to public. Since the EBP is produced as a result of a budget drafting process, it seems unreasonable to publish plan of budget preparation activities in EBP. Therefore the answer may be A, even if formally the Budget system law is not part of EBP. However, the Government usually does not respect the budget calendar, in particular in regards to the drafting and publishing of the PBS. That happened in 2020 as well, when the Fiscal Strategy and the EBP appeared only in November, instead of on June 15th and October 15th, respectively. The delay was not publicly explained.

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:

d. No, information related to the macroeconomic forecast is not presented.

Source:

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

Comment:

The Fiscal Strategy for 2021 with projections for 2022 and 2023 is published on the same day as the 2021 EBP, and functions as a supporting document for it in practice. Moreover, as the same document cannot be double counted as both a Pre-Budget Statement and an EBP supporting document, we, in this survey consider that PBS was not produced for FY 2021. Document does contain discussion of all the main core elements, but it is not adopted on time, according OBS methodology.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

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

Comments: If the Fiscal Strategy is treated as the PBS (as it was treated so far), then the answer should be a) .

Government Reviewer

Opinion: Disagree

Suggested Answer:

b. Yes, the core information is presented for the macroeconomic forecast.

IBP Comment

The Fiscal Strategy 2021-23 was published late, together with the Executive's Budget Proposal. The Pre-Budget Statement is therefore considered published late. For this reason, compliant with the OBS methodology, all questions related to the Pre-Budget Statement receive a score of zero (in this case corresponding to a "d" response).

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:

d. No, information related to the government's expenditure policies and priorities is not presented.

Source:

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

Comment:

The Fiscal Strategy for 2021 with projections for 2022 and 2023 is published in the same period as the 2021 EBP, and functions as a supporting document for it in practice. Moreover, as the same document cannot be double counted as both a Pre-Budget Statement and an EBP supporting document, we, in this survey consider that PBS was not produced for FY 2021. Document does contain discussion of all the main core elements, but it is not adopted on time, according OBS methodology.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

c. Yes, information is presented, but it excludes some core elements.

Comments: Again, I think that Fiscal Strategy should be considered a PBS and there is some information on expenditure policy in it, especially in the section "Mid term goals of the fiscal policy".

Government Reviewer

Opinion: Disagree

Suggested Answer:

b. Yes, the core information is presented for the government's expenditure policies and priorities.

IBP Comment

The Fiscal Strategy 2021-23 was published late, together with the Executive's Budget Proposal. The Pre-Budget Statement is therefore considered published late. For this reason, compliant with the OBS methodology, all questions related to the Pre-Budget Statement receive a score of zero (in this case corresponding to a "d" response).

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:

d. No, information related to the government's revenue policies and priorities is not presented.

Source:

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

Comment:

The Fiscal Strategy for 2021 with projections for 2022 and 2023 is published in the same period as the 2021 EBP, and functions as a supporting document for it in practice. Moreover, as the same document cannot be double counted as both a Pre-Budget Statement and an EBP supporting document, we, in this survey consider that PBS was not produced for FY 2021. Document does contain discussion of all the main core elements, but it is not adopted on time, according to OBS methodology.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

c. Yes, information is presented, but it excludes some core elements.

Comments: Same as before.

Government Reviewer

Opinion: Disagree

Suggested Answer:

b. Yes, the core information is presented for the government's revenue policies and priorities.

IBP Comment

The Fiscal Strategy 2021-23 was published late, together with the Executive's Budget Proposal. The Pre-Budget Statement is therefore considered published late. For this reason, compliant with the OBS methodology, all questions related to the Pre-Budget Statement receive a score of zero (in this case corresponding to a "d" response).

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. For the purposes of this question, the deficit may be accepted as a proxy for net new borrowing.

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:

d. No, none of the three estimates related to government borrowing and debt are not presented.

Source:

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

Comment:

The Fiscal Strategy for 2021 with projections for 2022 and 2023 is published in the same period as the 2021 EBP, and functions as a supporting document for it in practice. Moreover, as the same document cannot be double counted as both a Pre-Budget Statement and an EBP supporting document, we, in this survey consider that PBS was not produced for FY 2021. Document does contain discussion of all the main core elements, but it is not adopted on time, according to OBS methodology.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

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

Comments: Same as before.

Government Reviewer

Opinion: Agree

IBP Comment

The Fiscal Strategy 2021-23 was published late, together with the Executive's Budget Proposal. The Pre-Budget Statement is therefore considered published late. For this reason, compliant with the OBS methodology, all questions related to the Pre-Budget Statement receive a score of zero (in this case corresponding to a "d" response).

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:

b. No, multi-year expenditure estimates are not presented.

Source:

<https://www.mfin.gov.rs/wp-content/uploads/2020/11/FISKALNA-STRATEGIJA-2021-2023.pdf>

Comment:

The Fiscal Strategy for 2021 with projections for 2022 and 2023 is published in the same period as the 2021 EBP, and functions as a supporting document for it in practice. Moreover, as the same document cannot be double counted as both a Pre-Budget Statement and an EBP supporting

document, we, in this survey consider that PBS was not produced for FY 2021. Document does contain discussion of all the main core elements, but it is not adopted on time, according OBS methodology.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, multi-year expenditure estimates are presented.

Comments: Fiscal Strategy contains all these elements for two years beyond the budget year.

Government Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, multi-year expenditure estimates are presented.

IBP Comment

The Fiscal Strategy 2021-23 was published late, together with the Executive's Budget Proposal. The Pre-Budget Statement is therefore considered published late. For this reason, compliant with the OBS methodology, all questions related to the Pre-Budget Statement receive a score of zero (in this case corresponding to a "b" response).

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:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1861-20_budzet2020.pdf

Comment:

Law on the budget of the Republic of Serbia for 2021 (adopted on December 10,2020).

Expenditures are classified in Article 8, from page 59 on. The title of column number 4. is "function" and there are functional classification codes (e.g. 110, 130)

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:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1861-20_budzet2020.pdf

Comment:

Law on the budget of the Republic of Serbia for 2021 (adopted on December 10,2020).
Expenditures are classified in Article 8, from page 59 on. The title of column number 4. is "function" and there are functional classification codes (e.g. 110, 130)

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:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1861-20_budzet2020.pdf

Comment:

Law on the budget of the Republic of Serbia for 2021. For the purpose of this question, we are considering programs all line items below each main administrative units heading. For example: 1. NATIONAL ASSEMBLY - PROFESSIONAL SERVICES The political system General services Supporting the work of the Republic Electoral Commission Professional and administrative - technical support for the work of MPs Elections for the President of the Republic (page 59...)

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:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1861-20_budzet2020.pdf

Comment:

Law on the budget of the Republic of Serbia for 2021. Article 1. presents all major revenue sources by type and value. See for example pages 1-2.

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:

b. Yes, the Enacted Budget presents individual sources of revenue accounting for at least two-thirds of, but not all, revenue.

Source:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1861-20_budzet2020.pdf

Comment:

Article 1, pages 1 and 2. All major incomes are individualized, but there are still some minor income sources grouped in one category. Article 1. of EB presents tax revenues by categories. Income for vast majority of taxes is individualized, but there are two "other" categories, for taxes and excesses. There is also information about the structure of non-tax revenues. Some of them are identified more precisely ("profit of public agencies", "share in profit of public enterprises", "income from decrease of salaries in public sector", "income from sale of goods and services", while some seems to be broader ("income from transfers"). Finally, there are categories labeled "other non-regular income" with 13,5 billion RSD value and "other regular non-tax income" with 25,9 billion RSD, while the total of non-tax income is more than 164 billion RSD.

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. For the purposes of this question, the deficit may be accepted as a proxy for net new borrowing.

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:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1861-20_budzet2020.pdf

Comment:

Law on the budget of the Republic of Serbia for 2021. Table on pages 6-42 presents direct obligations with the interest rates for each individual debts. Law on the budget of the Republic of Serbia for 2021. Table on pages 6-42 presents direct obligations with the interest rates for each individual debts. Total debt outstanding at the end of the budget year 2020: Sum on page 42 provides for information about total government's debt (domestic and foreign) as it was at the end of third quarter of 2020. There is also information on money to be paid during the BY and interest rate. Based on that it is possible to estimate value of public debt at the end of BY, but there is no such figure explicitly mentioned in the Enacted Budget. One out of three mandatory estimates for answer a) is missing. The existing information in the Enacted budget might be used to estimate the value of public debt at the end of BY, but there is no such estimation explicitly stated in the Enacted budget.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

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

Comments: All three elements can be found in the budget. There is a loan by loan table (Article 3, Table V) that in the end contains the sum of all loans (on page 42).

Government Reviewer

Opinion: Agree

Researcher Response

We opted for answer "b" because the amount of debt from Table 5 (page 42 of the EB) refers to the amount of debt as of September 30, 2020, which is stated on page 11. There is no data on the amount of total debt outstanding at the *end* of the budget year.

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:

c. The Citizens Budget provides information, but it excludes some core elements.

Source:

https://www.mfin.gov.rs/upload/media/sua5lg_603dfe4bda1ea.pdf

Comment:

The Ministry of Finance only publishes the Citizens Budget for the current FY on the site, while archiving the previous ones. The Civic Guide for 2020 was on the front page of the site until the adoption of the Guide for 2021. Its content, however, is the same as the previous one. The practice of the Ministry is to adopt and publish the Civic Guide after the adoption of the budget for the next year, usually in February. At the time of completing the questionnaire, the Ministry had already published a document for 2021. This is why we are using the 2021 content as a reference (the 2020 is just not available any longer, but was so until February 2021, which is when this questionnaire was filled out).

Gradjanski vodič kroz budžet za 2021. Document was published on February 5, 2021, on web site of the Ministry of Finance. Citizens budget contains following chapters: what is budget, the budget preparation process, what is financed from the budget, represents the structure of the public sector, the structure of general government expenditures by levels of government, plan for 2021, the structure of the republic budget, program budget and public debt.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

c. A Citizens Budget is disseminated only by using one means of dissemination.

Source:

https://www.mfin.gov.rs/upload/media/sua5lg_603dfe4bda1ea.pdf

Comment:

Citizens Budget was published only on the web-site of Ministry of Finance on February 5, 2021. In the media was not information about that document.

The answer is the same for 2020. Its content, however, is the same as the previous one. The Ministry does not promote the guide in the media in any other way. After its adoption, the Ministry published it on the website. The Ministry of Finance publishes the current document on the site, while archiving the previous ones. The Civic Guide for 2020 was on the front page of the site until the adoption of the Guide for 2021. The practice of the Ministry is to adopt and publish the Civic Guide after the adoption of the budget for the next year, usually in February. At the time of completing the questionnaire, the Ministry had already published a document for 2021.

Peer Reviewer

Opinion: Agree

Government Reviewer
Opinion: Agree

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:

https://www.mfin.gov.rs/upload/media/sua5lg_603dfe4bda1ea.pdf

Comment:

Citizens Budget was published only on the web-site of Ministry of Finance on February 5, 2021. In the media was not information about that document before adoptions.

The answer is the same for 2020. The Ministry does not promote the guide in the media in any other way. After its adoption, the Ministry published it on the website. The Ministry of Finance publishes the current document on the site, while archiving the previous ones. The Civic Guide for 2020 was on the front page of the site until the adoption of the Guide for 2021. Its content, however, is the same as the previous one. The practice of the Ministry is to adopt and publish the Civic Guide after the adoption of the budget for the next year, usually in February. At the time of completing the questionnaire, the Ministry had already published a document for 2021.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

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:

c. A citizens version of budget documents is published for at least one stage of the budget process.

Source:

https://www.mfin.gov.rs/upload/media/sua5lg_603dfe4bda1ea.pdf

Comment:

It was published on the web-site of Ministry of Finance on February 5, 2021, almost two month after EB was adopted (Dec 10,2020).

The answer is the same for 2020. Its content, however, is the same as the previous one. We are not able to use the 2020 reference because the 2021 Guide replaced the 2020 one, in February 2021, which is when this research was conducted and the questionnaire filled out.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

c. Yes, the In-Year Reports present actual expenditures by only one of the three expenditure classifications.

Source:

<https://mfin.gov.rs/aktivnosti/bilten-javnih-finansija>

Comment:

The Ministry of Finance publishes a monthly Bulletin of Public Finances. See Table 1 in Bulletin for December 2020 on pages 37-39: "Consolidated balance of state in the period 2005 - 2020". Expenditures are classified on the basis of economic classification only.

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:

Economic classification

Source:

<https://mfin.gov.rs/aktivnosti/bilten-javnih-finansija>
https://www.mfin.gov.rs/upload/media/K1WfqN_6042278628737.pdf

Comment:

The Ministry of Finance publishes a monthly Bulletin of Public Finances. See Table 1 in Bulletin for December 2020 on pages 37-39: "Consolidated balance of state in the period 2005 - 2020". Expenditures are classified on the basis of economic classification only.

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 detaille. (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:

d. No, the In-Year Reports do not present actual expenditures by program.

Source:

<https://mfin.gov.rs/aktivnosti/bilten-javnih-finansija>
https://www.mfin.gov.rs/upload/media/K1WfqN_6042278628737.pdf

Comment:

The Ministry of Finance publishes a monthly Bulletin of Public Finances. See Table 1 in Bulletin for December 2020 on pages 37-39: "Consolidated balance of state in the period 2005 - 2020". Expenditures are classified on the basis of economic classification only.

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://mfin.gov.rs/aktivnosti/bilten-javnih-finansija>
https://www.mfin.gov.rs/upload/media/K1WfqN_6042278628737.pdf

Comment:

See Table 1 in Bulletin for December 2020 on pages 37-39: "Consolidated balance of state in the period 2005 - 2020". See columns "Nominal growth index Jan-Dec 2020/ 2019 (Индекс номиналног раста јан-дец 2020/ 2019) and "Real Growth Index Jan-Sep 2020/2019" (Индекс реалног раста јан-сеп 2020 /2019) on pg. 39.

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://mfin.gov.rs/aktivnosti/bilten-javnih-finansija>
https://www.mfin.gov.rs/upload/media/K1WfqN_6042278628737.pdf

Comment:

See Table 4 in Bulletin for December 2020: „Tax income in mlrd din" (page 49) and Table 6. Non-tax incomes in mlrd din" (page 52) . Actual revenue is presented individually for almost all tax and non-tax revenue, with possibility to compare it on monthly and annual level with previous periods (2005-2020).

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:

b. Yes, In-Year Reports present individual sources of actual revenue accounting for at least two-thirds of, but not all, revenue.

Source:

<https://mfin.gov.rs/aktivnosti/bilten-javnih-finansija>
https://www.mfin.gov.rs/upload/media/K1WfqN_6042278628737.pdf

Comment:

See Bulletin for December 2020: Table 1: "Consolidated balance of state in the period 2005 - 2020" (pages 37-39), Table 3: "Revenues and expenditures of the budget of the Republic of Serbia from 2005 to 2020 in mil. Dinars" (pages 46-48), Table 4: "Tax income in mlrd din" (page 49) and Table 6: "Non-tax incomes in mlrd din" (page 52). Actual revenue is presented individually for almost all tax and non-tax revenue, with possibility to compare it on monthly and annual level with previous periods (2005-2020).

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://mfin.gov.rs/aktivnosti/bilten-javnih-finansija>
https://www.mfin.gov.rs/upload/media/K1WfqN_6042278628737.pdf

Comment:

See Bulletin for December 2020: Table 1 on pages 37-39: "Consolidated balance of state in the period 2005 - 2020". Actual revenue is presented individually for almost all tax and non-tax revenue, with possibility to compare it on monthly and annual level with previous periods (2005-2020). There is no comparison with budget plans. Table 2 on pages 40-41: "Consolidated balance sheet of the state by levels of government, in the period January-December 2020. year mil. dinars".

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. For the purposes of this question, the deficit may be accepted as a proxy for net new borrowing.

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:

b. Yes, two of the three estimates related to government borrowing and debt are presented.

Source:

<https://mfin.gov.rs/aktivnosti/bilten-javnih-finansija>
https://www.mfin.gov.rs/upload/media/K1WfqN_6042278628737.pdf

Comment:

See Bulletin for December 2020, pages 78-88. There is a very detailed presentation of public debt and its structure, with information about individual credit contracts. All tables in that part of the Public Finance Bulletin deal with actual debt level on a certain date, i.e. December 31h 2020 in the quoted source. The same table contains also information about paid interest to the outstanding government debt and guarantees provided to the public enterprises. But, there is no estimation of "net new borrowing", i.e. "the additional amount of new borrowing that is required for the budget year to finance expenditures in the budget that exceed available revenues".

Peer Reviewer

Opinion: Disagree

Suggested Answer:

Comments: There is a monthly budgetary report that contains (in addition to expenditures and revenues) also the financing part. So, it can easily be seen how the deficit is financed (how much is new borrowing, how much are other sources, such as maybe privatization).

http://www.mfin.gov.rs/upload/media/FikgVD_60ec21c64d2fc.xlsx

Government Reviewer

Opinion: Agree

Researcher Response

It is true that the monthly budgetary report contains (in addition to expenditures and revenues) also the financing part. However, we believe that this is not enough to change the rating, because there is no estimation of "net new borrowing", i.e. "the additional amount of new borrowing that is required for the budget year to finance expenditures in the budget that exceed available revenues". The answer should remain "b" (two of the estimates are presented).

IBP Comment

In light of the researcher's response to the peer reviewer's comment, and given that the Government Reviewer agrees with the assessment that is in compliance with the Survey methodology, response "b" remains unchanged.

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

- 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:

c. Yes, information is presented, but it excludes some core elements.

Source:

<https://mfin.gov.rs/aktivnosti/bilten-javnih-finansija>
https://www.mfin.gov.rs/upload/media/K1WfqN_6042278628737.pdf

Comment:

See Bulletin for December 2020, pages 78-88. There is a very detailed presentation of the public debt structure, with information about individual credit contracts. All tables in that part of the Public Finance Bulletin deal with actual debt level on a certain date, i.e. December 31st 2020 in the quoted source. The same table contain also information about paid interest to the outstanding government debt and guarantees provided to the public enterprises. As said, information about debt is very detailed. There is even presentation of debt structure according to the original currency, fixed or variable interest rate etc. However, there is no information about interest rates and maturity profile of the debt, neither individually, nor per category.

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 underway, 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:

<http://www.parlament.gov.rs/%D0%B0%D0%BA%D1%82%D0%B8/%D0%B8%D0%B7%D0%B2%D0%B5%D1%88%D1%82%D0%B0%D1%98%D0%B8-1792.html>
<http://www.parlament.gov.rs/%D0%B0%D0%BA%D1%82%D0%B8/%D0%B8%D0%B7%D0%B2%D0%B5%D1%88%D1%82%D0%B0%D1%98%D0%B8-%D1%83-%D1%81%D0%B0%D0%B7%D0%B8%D0%B2%D1%83-%D0%BE%D0%B4-3-%D1%98%D1%83%D0%BD%D0%B0-2016.4240.html>

Comment:

MYR was not published. We do not have information is the document produced for internal use.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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 underway, and provides an explanation of the update. Please note that year-to-date expenditures as assessed in Question 70 do not qualify as updated estimates of expenditure for the purposes of this indicator.

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:

MYR was not published. We do not have information is the document produced for internal use.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

78. Does the Mid-Year Review of the budget present updated 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 for the budget year underway 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. Please note that year-to-date expenditures as assessed in Question 70 do not qualify as updated estimates of expenditure for the purposes of this indicator.

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:

MYR was not published. We do not have information is the document produced for internal use.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

MYR was not published. We do not have information is the document produced for internal use.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

79. Does the Mid-Year Review of the budget present updated 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 for the budget year underway. Please note that year-to-date expenditures as assessed in Question 70 do not qualify as updated estimates of expenditure for the purposes of this indicator.

A note for francophone countries: "Program" level detail is sometimes referred to as le plan comptable or le plan comptable detaille. (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:

MYR was not published. We do not have information is the document produced for internal use.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

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 underway, and provides an explanation of the update. Please note that year-to-date revenues as assessed in Question 73 do not qualify as updated estimates of revenue for the purposes of this indicator.

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:

MYR was not published. We do not have information is the document produced for internal use.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

81. Does the Mid-Year Review of the budget present updated revenue estimates for the budget year underway by category (such as tax and non-tax)?

GUIDELINES:

Question 81 asks whether revenue estimates for the budget year underway in the Mid-Year Review are presented by "category"—that is, whether tax and non-tax sources of revenue are shown separately. Please note that year-to-date revenues as assessed in Question 73 do not qualify as updated estimates of revenue for the purposes of this indicator.

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:

MYR was not published. We do not have information is the document produced for internal use.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

82. Does the Mid-Year Review of the budget present updated individual sources of revenue for the budget year underway?

GUIDELINES:

Question 82 asks whether revenue estimates for individual sources of revenue for the budget year underway are presented in the Mid-Year Review. Please note that year-to-date revenues as assessed in Question 73 do not qualify as updated estimates of revenue for the purposes of this indicator.

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:

MYR was not published. We do not have information is the document produced for internal use.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

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 underway, 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:

MYR was not published. We do not have information is the document produced for internal use.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

b. Yes, estimates of the differences between the enacted levels and the actual outcome for all expenditures are presented, but a narrative discussion is not included.

Source:

<http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1860-20.pdf

Comment:

The Law on the Final Account of the Budget of the Republic of Serbia for 2019 (YER) is made on the basis of data from the annual reports on budget execution of direct users of Serbian budget funds and consolidated annual reports on budget execution of direct users of budget funds that have indirect users of budget funds of the Republic of Serbia. The Law does not contain an explanation. YER was adopted on Dec,10,2020, along with EB for 2021. The draft law on the final account contains an explanation.

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:

<http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>

Comment:

See tables from page 6. The title of column number 4. is "function" and there are functional classification codes (e.g. 110, 130). The title of column number 5. is „program activity“, and the title of column 6. is „economic qualification“

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:

<http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>

Comment:

See tables from page 6. The title of column number 4. is "function" and there are functional classification codes (e.g. 110, 130). The title of column number 5. is „program activity“, and the title of column 6. is „economic qualification“

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:

<http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>

Comment:

See tables from page 7. For the purpose of this question, we are considering programs all line items below each main administrative units heading.

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:

b. Yes, estimates of the differences between the enacted levels and the actual outcome for all revenues are presented, but a narrative discussion is not included.

Source:

<http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>

Comment:

See Article 2, pages 2. All major incomes are individualized, but there are still some minor income sources grouped in one category. Income for vast majority of taxes is individualized, but there are two "other" categories, for taxes and excesses. There is also information about the structure of non-tax revenues. Some of them are identified more precisely ("profit of public agencies", "share in profit of public enterprises", "income from decrease of salaries in public sector", "income from sale of goods and services", while some seems to be broader ("income from transfers"). For example, there are categories labeled "other non-regular income" with 15.200.000.000 planned in EB, but it was spent 26.673.734.196 RSD.

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:

<http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>

Comment:

See Article 2, pages 2. All major incomes are individualized, but there are still some minor income sources grouped in one category. Income for vast majority of taxes is individualized, but there are two "other" categories, for taxes and excesses. There is also information about the structure of non-tax revenues. Some of them are identified more precisely ("profit of public agencies", "share in profit of public enterprises", "income from decrease of salaries in public sector", "income from sale of goods and services", while some seems to be broader ("income from transfers"). For example, there are categories labeled "other non-regular income" with 15.200.000.000 planed in EB, but it was spent 26.673.734.196 RSD.

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:

b. Yes, the Year-End Report presents individual sources of revenue accounting for at least two-thirds of, but not all, revenue.

Source:

<http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>

Comment:

See Article 2, pages 2. All major incomes are individualized, but there are still some minor income sources grouped in one category. Income for vast majority of taxes is individualized, but there are two "other" categories, for taxes and excesses. There is also information about the structure of non-tax revenues. Some of them are identified more precisely ("profit of public agencies", "share in profit of public enterprises", "income from decrease of salaries in public sector", "income from sale of goods and services", while some seems to be broader ("income from transfers"). For example, there are categories labeled "other non-regular income" with 15.200.000.000 planed in EB, but it was spent 26.673.734.196 RSD.

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:

c. Yes, estimates of the differences between some but not all of the original estimates of government borrowing and debt for the fiscal year and the actual outcome for that year are presented.

Source:

<http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1860-20.pdf

Comment:

See table on page 1. The YER lists the differences for all items. See for example, the line "Total expenses and expenditures for the acquisition of non-financial assets". The original borrowing plan was 50 million dinars less. The narrative exists in the Explanatory note of the law proposal (from page 77), but without elaborating the difference. The explanation only recounts how much was planned and how much was realized.

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

Whether the debt is domestic or external

Source:

<http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>

Comment:

See table on pages 1-5.

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:

d. No, estimates of the differences between the original macroeconomic forecast for the fiscal year and the actual outcome for that year is not presented.

Source:

<http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>

Comment:

These data are available in EBP and EB, but are not in YER.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

None of the above

Source:

<http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>

Comment:

These data are available in EBP and EB, but are not in YER.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

d. No, estimates of the differences between the original estimates of nonfinancial data on inputs and the actual outcome are not presented.

Source:

<http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>

Comment:

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:

d. No, estimates of the differences between the original estimates of nonfinancial data on results and the actual outcome are not presented.

Source:

<http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>

Comment:

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:

c. Yes, estimates of the differences between the enacted level for some but not all of the policies that are intended to benefit directly the country's most impoverished populations and the actual outcome are presented.

Source:

<http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>

Comment:

See page 56. line "Social assistance for vulnerable populations, not elsewhere classified" (Социјална помоћ угроженом становништву, неklasifikovana na drugom mestu)

We cannot say with certainty that they are all listed. However, in the budget proposal, the line "Social assistance to the endangered population, not classified elsewhere" is mentioned three times. On page 12, in the section on refugee assistance, on page 61 and on page 72. The explanation of the proposal is in the section on Social Protection, on pages 204 -206. That is the reason why we think that the answer "B" can remain.

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1860-20.pdf

Peer Reviewer

Opinion: Disagree

Suggested Answer:

c. Yes, estimates of the differences between the enacted level for some but not all of the policies that are intended to benefit directly the country's most impoverished populations and the actual outcome are presented.

Comments: I think this would be a more correct answer. There are some policies that support the most vulnerable that have not been mentioned.

Government Reviewer

Opinion: Agree

Researcher Response

We didn't find any other policy aimed to support the most vulnerable citizens, besides the one that is cited in our initial response/comment. We agree with the proposed revised answer "c."

IBP Comment

In light of the conversation between researcher and peer reviewer, the response was changed from "b" to "c."

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:

c. Yes, estimates of the differences between some but not all of the original estimates of extra-budgetary funds and the actual outcome are presented.

Source:

<http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>

Comment:

The table on page 4 shows the planned amounts and how much was spent (see line 1.8.). No details were given regarding the Republic fund for pension and invalid insurance, the Republic fund for health insurance, the Fund for social insurance of military personnel and 4) the National employment service.

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:

b. No, a financial statement is neither part of the Year-End Report nor released as a separate report.

Source:

<http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1860-20.pdf>
http://www.parlament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1860-20.pdf

Comment:

There is no a financial statement, but YER does contain some of the data (for example the total amount of income and expenditure). Also, the draft law contains a Report on budget execution with explanations (pages 78-91)

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 (<https://www.issai.org/pronouncements/issai-400-compliance-audit-principles/>) for more details.
- Performance audits assess whether activities are adhering to the principles of economy, efficiency, and effectiveness. See ISSAI 300 (<https://www.issai.org/pronouncements/issai-300-performance-audit-principles/>) 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.dri.rs/%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B5/%D0%BF%D0%BE%D1%81%D0%BB%D0%B5%D0%B4%D1%9A%D0%B8-%D0%B8%D0%B7%D0%B2%D0%B5%D1%88%D1%82%D0%B0%D1%98.135.html>

<https://www.dri.rs/%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B5/%D0%B8%D0%B7%D0%B2%D0%B5%D1%88%D1%82%D0%B0%D1%98%D0%B8-%D0%BE-%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B8/%D0%B0%D1%80%D1%85%D0%B8%D0%B2%D0%B0-2020.510.html>

Comment:

SAI produces several dozens of audit reports every year. Almost all of them are combined financial and compliance audits ("izveštaj o reviziji finansijskih izveštaja i pravilnosti poslovanja). SAI produced also several performance audit (revizija svrsishodnosti).

e.g.

Report on the audit of the regularity of operations of the Public Company "Electric Power Industry of Serbia", Belgrade in the part relating to compensation under contracts for work outside employment and other contracts with individuals for 2019 and public procurement for 2018 and 2019 (Извештај о ревизији правилности пословања Јавног предузећа „Електропривреда Србије“, Београд у делу који се односи на накнаде по уговорима за рад ван радног односа и осталим уговорима са физичким лицима за 2019. годину и јавне набавке за 2018. и 2019. годину),

Audit Report on Financial Statements of the Public Procurement Administration, Belgrade for 2019 (Извештај о ревизији финансијских извештаја Управе за јавне набавке, Београд за 2019. годину)

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:

c. Expenditures representing less than two-thirds of expenditures within the SAI's mandate have been audited.

Source:
<https://www.dri.rs/php/document/download/3206/1>

Comment:
Report on Audit of Final Account of Budget of Republic of Serbia for year 2019 (Извештај о ревизији Завршног рачуна буџета Републике Србије за 2019. годину).
pg 3 - 9 provides explanation of SAI why the audit opinion is not entirely positive, because according to their statement audited reports do not present complete information about expenditures.

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:

b. 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.

Source:
<https://www.dri.rs/php/document/download/3206/1>
(Audit report on the final budget for 2019)

<https://www.dri.rs/php/document/download/3196/1>
(Audit report on the final account of the Republic Health Insurance Fund for 2019)

<https://www.dri.rs/php/document/download/3180/1>
(Report on the audit of the final account of the Republic Pension and Disability Insurance Fund for 2019)

<https://www.dri.rs/php/document/download/3010/1>
(Report on the audit of the final account of the Social Insurance Fund for Military Insured Persons for 2019)

Comment:
See sector # for audit of organisation for mandatory social insurance. With its audits in 2020, the SAI covered 3 extra-budgetary funds (pension, health, army officers' insurance fund), as well as 41 indirect budget beneficiaries (e.g. hospitals, pharmacies). Employment service fond was not covered.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

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.dri.rs/php/document/download/3206/1>

<https://www.dri.rs/%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B5/%D0%B8%D0%B7%D0%B2%D0%B5%D1%88%D1%82%D0%B0%D1%98%D0%B8-%D0%BE-%D1%80%D0%B5%D0%B2%D0%B8%D0%B7%D0%B8%D1%98%D0%B8/%D0%B0%D1%80%D1%85%D0%B8%D0%B2%D0%B0-2020.510.html>

Comment:

Report on Audit of Final Account of Budget of Republic of Serbia for year 2019 (Извештај о ревизији Завршног рачуна буџета Републике Србије за 2019. годину)

See pages 12-35 "Summary of findings, recommendations and measures taken in the audit process" (Резиме налаза, препорука и мере предузете у поступку ревизије)

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:

d. No, the executive does not report on steps it has taken to address audit findings.

Source:

Comment:

According to legislation, there is a legal duty of audited subjects to submit to the SAI "response report". A "response report" is considered a "public document" (javna isprava), i.e. it has official character and may be requested. However, there is no clear duty neither for audited subjects nor for the SAI to publish these reports. There is no practice to publish such documents either, while there are some rare examples of that kind.

Peer Reviewer

Opinion: Agree

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:

d. No, neither the SAI nor legislature reports on steps the executive has taken to address audit recommendations.

Source:

<https://www.dri.rs/php/document/download/3387/1>

Comment:

The SAI recently introduced the practice of response report auditing. In that way, the SAI audited several response reports in 2020. which is not enough to be assessed as a permanent practice or obligation. For example see: "Report on the audit of the response report of the Public Media Institution of the Radio-Television of Serbia, Belgrade, which refers to the audit report number 400-1994 / 2019-06 / 14 dated 27 February 2020" (Извештај о ревизији одазивног извештаја Јавне медијске установе Радио-телевизије Србије, Београд који се односи на ревизорски извештај број 400- 194/2019-06/14 од 27. фебруара 2020. године).

Peer Reviewer
Opinion: Agree

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/>) 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.paragraf.rs/propisi/zakon_o_budzetskom_sistemu.html

<http://www.fiskalnisavet.rs/english/o-fiskalnom-savetu.php>

<http://www.fiskalnisavet.rs/english/fiskalna-pravila.php>

Comment:

IFI's name in Serbia is Fiscal Council. Fiscal Council is independent body, that is established by the law (Budget system law, articles 92a-92c), as a part of package of agreement with IMF, in 2011. FC is accountable to the Parliament and independent from the Executive. The staffing and resources of FC seems to be adequate, having in mind prompt reactions of FC to all relevant proposals of the executive and quality of analyses.

The overall budget of FC is more than 51 million RSD in 2021 (that is app. 519.000 USD). Information about number of staff on Fiscal Council's web page is not updated and some posts in the past were not populated. We didn't find any discussion or analyses claiming that lack of resources of FC adversely influences its work. Staffing are not filled, but the parliamentary committee regularly gives consent for additional engagement of employees.

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:

b. Yes, the IFI publishes its own macroeconomic or fiscal forecast.

Source:

http://www.fiskalnisavet.rs/doc/analize-stavovi-predlozi/2020/FS_Antikrizne_mere_u_2021-Odgovornim_pristupom_spreciti_prekomerno_zaduzivanje_drzave.pdf

http://www.fiskalnisavet.rs/doc/analize-stavovi-predlozi/2020/FS_Efekat_zdravstvene_krize_na_fiskalna_i_ekonomska_kretanja_u_2020_preporuke_za_2021.pdf

<http://www.fiskalnisavet.rs/doc/analize-stavovi-predlozi/2020/FS%20-%20Saopstenje%2003.2020.pdf>

Comment:

On the "Analyzes, Attitudes and Suggestions" page, the FS publishes recommendations and projections. In early February, the FS published an analysis of anti-crisis measures in 2021, with suggestions on how to avoid excessive government borrowing.

In July 2020, the FS published an analysis of "The Effect of the Health Crisis on Fiscal and Economic Trends in 2020 and Fiscal Policy Recommendations in 2021".

The Fiscal Council published an opinion on the draft budget for 2021, as well as the analysis of the Fiscal Strategy.

The Fiscal Council publishes on its website the estimates and opinions of current events.

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:

b. Yes, the IFI publishes its own costings of major new policy proposals.

Source:

http://www.fiskalnisavet.rs/doc/analize-stavovi-predlozi/2020/FS_Antikrizne_mere_u_2021-Odgovornim_pristupom_spreciti_prekomerno_zaduzivanje_drzave.pdf

http://www.fiskalnisavet.rs/doc/analize-stavovi-predlozi/2020/FS_Efekat_zdravstvene_krize_na_fiskalna_i_ekonomska_kretanja_u_2020_+preporuke_za_2021.pdf

<http://www.fiskalnisavet.rs/doc/analize-stavovi-predlozi/2020/FS%20-%20Saopstenje%2020.03.2020.pdf>

Comment:

The Fiscal Council announces analyses for major policies, such as changes to the method of paying pensions in 2018. While Fiscal Council did not produce separate analyses of some of the key policy proposals at the time of decision, FC provided comments of those policies in its annual analyses of Fiscal and economic trends.

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:

http://www.parlament.rs/19...%D1%81%D0%B5%D0%B4%D0%BD%D0%B8%D1%86%D0%B0_%D0%9E%D0%B4%D0%B1%D0%BE%D1%80%D0%B0_%D0%B7%D0%B0_%D1%84%D0%B8%D0%BD%D0%B0%D0%BD%D1%81%D0%B8%D1%98%D0%B5,39971.43.html

http://www.parlament.rs/%D0%94%D0%B5%D0%B2%D0%B5%D1%82%D0%B0_%D1%81%D0%B5%D0%B4%D0%BD%D0%B8%D1%86%D0%B0_%D0%9E%D0%B4%D0%B1%D0%BE%D1%80%D0%B0_%D0%B7%D0%B0_%D1%84%D0%B8%D0%BD%D0%B0%D0%BD%D1%81%D0%B8%D1%98%D0%B5,39659.43.html

http://www.parlament.gov.rs/Deveta_sednica_Odbora_za_finansije,_republi%C4%8Dki_bud%C5%BEet_i_kontrolu_tro%C5%A1enja_javnih_sredstava.39660.941.html

Comment:

At its session held on December 28, 2020, the Committee on Finance, Republic Budget and Control of Public Expenditure approved the Proposal for Amendments to the Financial Plan of the Fiscal Council for 2020, as well as the Proposal of the Financial Plan of the Fiscal Council for 2021, with the Proposal of the Personnel Plan of the Fiscal Council for 2021, which was submitted by the Fiscal Council, and explained by its member Nikola Altiparmakov. At the session on December 9, the President of the Fiscal Council, Pavle Petrović, gave an assessment of the budget revision for 2020. At the session on December 7, 2020, the President of the Fiscal Council, Pavle Petrović, explained the budget proposal for 2021.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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 debated budget policies prior to the tabling of the Executive's Budget Proposal for the most recent budget year before the research cut-off date. 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:

d. No, neither the full legislature nor any legislative committee debate budget policy prior to the tabling of the Executive's Budget Proposal.

Source:

Comment:

Government did not comply with its duty to submit Fiscal Strategy to the Parliament (deadline was 15. June). The Committee on Finance, the Republican Budget and Public Expenditure Control does not consider the budget policy before adopting EBP. The first touch of the parliament with the budget is the consideration of the EBP. The Government adopts the Budget Proposal and the Fiscal Strategy on the same session, 20. Nov 2020. The Fiscal strategy is published on the government website alongside with Budget proposal.

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 most recent 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:

c. The legislature receives the Executive's Budget Proposal at least one month, but less than two months, before the start of the budget year.

Source:

http://www.parliament.gov.rs/upload/archive/files/cir/pdf/predlozi_zakona/2020/1861-20%20F.pdf

Comment:

The EBP was adopted on Government sitting on November 20th 2020 and received by the Parliament on the same day. That is less than two months before the start of the budget year.

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:

b. The legislature approves the budget less than one month in advance of the start of the budget year, but at least by the start of the budget year.

Source:

http://www.parlament.gov.rs/upload/archive/files/cir/pdf/zakoni/2020/1861-20_budzet2020.pdf

Comment:

The Enacted Budget was adopted on December 10th 2020.

<https://www.slobodnaevropa.org/a/30994475.html>

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:

b. Yes, the legislature has authority in law to amend the Executive's Budget Proposal, with some limitations.

Source:

https://www.paragraf.rs/propisi/zakon_o_budzetskom_sistemu.html

Comment:

The Parliament has the authority to amend any Governmental draft. However, amendments made in the Parliament are limited in the way that each amendment proposing increase or decrease of a certain expenditure or revenue must also contain information on what other expenditures or revenues will be affected by such change in one way or another. The rationale of such a limitation is to keep the budget balanced if amendments are adopted. (Law on Budgetary System, article 44)

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:

c. No, while the legislature has the authority in law to propose amendments to the Executive's Budget Proposal, no amendments were offered.

Source:

http://www.parlament.rs/11...%D1%81%D0%B5%D0%B4%D0%BD%D0%B8%D1%86%D0%B0_%D0%9E%D0%B4%D0%B1%D0%BE%D1%80%D0%B0_%D0%B7%D0%B0_%D1%84%D0%B8%D0%BD%D0%B0%D0%BD%D1%81%D0%B8%D1%98%D0%B5,39709.43.html
<https://insajder.net/sr/sajt/vazno/21659/>

Comment:

The Finance Committee did not propose any amendments to the Budget Law. A total of 4 amendments were proposed. Three were proposed by the Serbian Government and all three were adopted by the Finance Committee, and they thus became an integral part of the proposal. The fourth amendment was proposed by one MP, but was rejected by the Finance Committee. Basically, the government proposed a budget, and then added three more amendments.

Formally, the Legislature used its authority to amend the EBP. Substantially, the Legislature did not use its authority to change any provision in the EBP against the Government's approval.

NOTE FROM IBP: given that the legislature did not in fact propose any amendment to the budget, response "c" applies.

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. 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:

c. Yes, a specialized budget or finance committee examined the Executive's Budget Proposal, but it did not publish a report with findings and recommendations prior to the budget being adopted.

Source:

http://www.parlament.rs/11_%D1%81%D0%B5%D0%B4%D0%BD%D0%B8%D1%86%D0%B0_%D0%9E%D0%B4%D0%B1%D0%BE%D1%80%D0%B0_%D0%B7%D0%B0_%D1%84%D0%B8%D0%BD%D0%B0%D0%BD%D1%81%D0%B8%D1%98%D0%B5,.39709.43.html

Comment:

The report from the session of the Assembly Committee can not be considered appropriate because it only contains data, without explanation of the amendment and the reason for their refusal or accept.

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 note that the examination of sectoral budgets by a specialized budget or finance committee is assessed in Question 112 and should not be considered for this question.

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:

c. Yes, sector committees examined the Executive's Budget Proposal, but they did not publish reports with findings and recommendations prior to the budget being adopted.

Source:

http://www.parlament.rs/%D0%94%D0%B5%D0%B2%D0%B5%D1%82%D0%B0_%D1%81%D0%B5%D0%B4%D0%BD%D0%B8%D1%86%D0%B0_%D0%9E%D0%B4%D0%B1%D0%BE%D1%80%D0%B0_%D0%B7%D0%B0_%D1%84%D0%B8%D0%BD%D0%B0%D0%BD%D1%81%D0%B8%D1%98%D0%B5,.39659.43.html

<http://www.parlament.rs/%D0%BD%D0%B0%D1%80%D0%BE%D0%B4%D0%BD%D0%B0-%D1%81%D0%BA%D1%83%D0%BF%D1%88%D1%82%D0%B8%D0%BD%D0%B0/%D1%81%D0%B0%D1%81%D1%82%D0%B0%D0%B2/%D1%80%D0%B0%D0%B4%D0%BD%D0%B0-%D1%82%D0%B5%D0%BB%D0%B0/%D0%BE%D0%B4%D0%B1%D0%BE%D1%80%D0%B8.13.html>

Comment:

The Committee on Finance, the Republican Budget and the Control of Public Spending spent two sessions dedicated to the budget, 7 December and 9 December 2020. Other committees did not have budget discussion at all.

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:

<http://www.parlament.rs/%D0%BD%D0%B0%D1%80%D0%BE%D0%B4%D0%BD%D0%B0-%D1%81%D0%BA%D1%83%D0%BF%D1%88%D1%82%D0%B8%D0%BD%D0%B0/%D1%81%D0%B0%D1%81%D1%82%D0%B0%D0%B2/%D1%80%D0%B0%D0%B4%D0%BD%D0%B0-%D1%82%D0%B5%D0%BB%D0%B0/%D0%BE%D0%B4%D0%B1%D0%BE%D1%80%D0%B8.13.html>

Comment:

IJR has not been published.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

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:

d. There is no law or regulation requiring the executive to obtain approval from the legislature prior to shifting funds between administrative units, and in practice the executive shifts funds between administrative units before obtaining approval from the legislature.

Source:

https://www.paragraf.rs/propisi/zakon_o_budzetskom_sistemu.html

Comment:

Budget System Law (Article 61) regulates changes in appropriations during the budget year. The regulation provides rules for cases where one budget user splits or stops with its operations. It also deals with changes of the purpose of originally allocated funds within the same budget user (up to 10%, minister's approval). The only possible way for the Executive to shift funds between various administrative units is to take funds from one [admin unit] into the "budget reserve" and to give funds from the "budget reserve" to another administrative unit, so there is no direct shifting in this operation. Furthermore, there are limits - shifting is possible only if "it is not possible to use funds anymore, due to changed circumstances". There is also another limit for shifting of funds into budget reserve - half of maximum level of "budget reserve."

The Executive has and uses legal powers to shift up to 4% of the total budget through the budget reserve (contingency funds) and to reallocate budget funds from one administrative unit to another in that way (Article 69).

The using of contingency funds by the government during the fiscal year has a significant impact on the budget. Since 2015, there is a legal threshold for such "budget reserve" funds, that is 4% of overall budget income. In practice, the level of contingency funds is significantly smaller in the original budget, approved by the Parliament, but the Government increases it by transferring funds from approved budget appropriations that "cannot be used" to the contingency funds. The Government, however, does not provide explanation on the consequences to the original budget programs from which money was taken. Thereafter, money from the contingency fund is transferred to other budget beneficiaries and spent for other purposes, either entirely new or for those where original funds were insufficient. Significant part of these funds is transferred to other users selected in an arbitrary manner and without an explanation.

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.paragraf.rs/propisi/zakon_o_budzetskom_sistemu.html

Comment:

The Budget System Law allows executive to collect budget revenues above the adopted level (Article 49) but spending is not allowed before prior approval of legislature. In practice, it only occurred once in past 11 years and mostly due to changes in budget accounting.

Serbian Legislature is not performing an effective oversight of Expenditure's spending. It also readily follows Government's intentions to re-balance budget during the year. However Government is also using legal mechanisms to spend the portion of budget funds without previous approval of the Parliament. These mechanisms are transfers from and to the contingency funds, i.e. "current budget reserve".

According to the Budget System Law, till 2015, the annual threshold on disposal of the Government was 2% of the overall budget, and thereon is 4%. Usually, at the beginning of the fiscal year, in the approved budget, these funds are significantly smaller. Essentially, Government plans in advance that significant part of the original budget would not be spent for the original purposes. The law envisages "Current budget reserve", as a part of the planned revenues which is not allocated in advance, but is retained in the name of the current budget reserve can be used for "unplanned purposes for which no appropriations have been established or for purposes that during the year show that the appropriations were not sufficient".

Government does not provide explanation on consequences of to the original budget programs from which money was taken. These funds are used for other purposes, either entirely new or for those where original funds were insufficient. Significant part of these funds is transferred to the municipalities selected in an arbitrary manner and without the explanation. Therefore, contingency funds are also mighty tool of political influence in local governments.

In the absence of further explanation and evidence, members of public are unable to check whether municipal transfer really took place "due to the reduced amount of revenues of the local government budget", as Governments decision claim. State Audit Institution is providing an overview of these expenditures. Individual Government decisions on transfers, without explanatory note are published in the Official Gazette, but not on-line and for free. This all reduces the level of transparency of this decision making.

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:

a. The executive is required by law or regulation to obtain approval from the legislature prior to reducing spending below the enacted levels in response to revenue shortfalls or other reasons, and it does so in practice.

Source:

https://www.paragraf.rs/propisi/zakon_o_budzetskom_sistemu.html

Comment:

According to the Budget System Law (articles 62 and 63) the executive has the authority to temporarily suspend budget execution no longer than 45 days due to revenue shortfalls (article 62), but then it has to propose a budget re-balance that the legislature adopts (article 63).

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:

d. No, a committee did not examine the Audit Report on the annual budget.

Source:

http://www.parlament.rs/%D0%94%D1%80%D1%83%D0%B3%D0%B0_%D0%BF%D0%BE%D1%81%D0%B5%D0%B1%D0%BD%D0%B0_%D1%81%D0%B5%D0%B4%D0%BD%D0%B8%D1%86%D0%B0_%D0%9D%D0%B0%D1%80%D0%BE%D0%B4%D0%BD%D0%B5.39944.43.html

http://www.parlament.rs/16_%D1%81%D0%B5%D0%B4%D0%BD%D0%B8%D1%86%D0%B0_%D0%9E%D0%B4%D0%B1%D0%BE%D1%80%D0%B0_%D0%B7%D0%B0_%D1%84%D0%B8%D0%BD%D0%B0%D0%BD%D1%81%D0%B8%D1%98%D0%B5.39915.43.html

Comment:

In the session December 26, Parliament considered the Report of the State Audit Institution for 2019, presented by the President of the State Audit Institution and General State Auditor.

On December 22, 2020, in its closed session, the Committee on Finance, Republic Budget and Control of Expenditure of Public Funds "considered initiatives for amendments to regulations based on the findings and recommendations from the audit report for 2019 of the State Audit Institution".

The Finance Committee did not consider the Audit of the Final Budget accounts. The SAI is obliged to submit a report on its work to the parliament, with conclusions and recommendations. That report was the topic of the session of the Finance Committee on December 29. At its meeting on 22 December, the Committee considered other conclusions adopted by the SAI on the basis of various audit reports and findings. But not the actual audit report.

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.parlament.gov.rs/upload/archive/files/lat/pdf/ostala_akta/2018/RS19-18%20lat.pdf

https://www.dri.rs/upload/documents/Opsti_dokumenti/zakon_o_dri_lat.pdf

Comment:

Parliament elected the new management of the State Audit Institution on April 19, 2018, almost seven months after the expiration of the mandate of the previous management (September 25, 2018). The deputies, by a majority of votes, chose the president, vice-president and members of the Council of the State Audit Institution on the proposal of the Committee on Finance, the Republic budget and control over the spending of public funds of the National Assembly.

According to the Law on the State Audit Institution, the mandate of the members of the Council lasts five years, and this function can be performed at most two times (Article 19 and 20).

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:

https://www.dri.rs/upload/documents/Opsti_dokumenti/zakon_o_dri_lat.pdf

Comment:

The head of SAI may be removed only by the decision of the Parliament. Article 19, para 1: "The chairman, the vice-chairman and members of the Council are elected and dismissed by the Assembly, by a majority vote of members of parliament, at the motion of the competent body of the Assembly. The competent working body shall consider the candidatures, establish whether requirements set by this Law have been met and draw up a list of candidates to be presented to the Assembly. The nominations shall be reasoned, with attached written statement of the candidate that s/he accepts the nomination.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

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:

https://www.paragraf.rs/propisi/zakon_o_budzetskom_sistemu.html

Comment:

According to the Budget System Law (Article 37 and 39), budget of SAI, along with all other institutions is drafted by the Ministry of Finances on the basis of needs expressed by each budget beneficiary in "draft financial plan". The Parliament approves that budget later on. The funds for SAI are generally sufficient but there is a problem of lack of staff and insufficient premises.

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:

https://www.paragraf.rs/propisi/zakon_o_drzavnoj_revizorskoj_instituciji.html

https://www.dri.rs/upload/documents/Opsti_dokumenti/zakon_o_dri_lat.pdf

Comment:

Article 35 of the Law on Supreme Audit Institution stipulates that SAI is free to make its own annual audit plan, although there are 5 mandatory audit subjects. State auditors and other employees are obliged to comply with the Law on State Audit Institution, audit standards INTOSAI (International Organization of Supreme Audit Institutions) and INTOSAI Code of Ethics.

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:

<https://www.dri.rs/%D0%BE-%D0%BD%D0%B0%D0%BC%D0%B0/%D0%BE-%D0%BD%D0%B0%D0%BC%D0%B0.12.html>

<https://www.dri.rs/%D0%B4%D0%BE%D0%BA%D1%83%D0%BC%D0%B5%D0%BD%D1%82%D0%B8/%D0%B3%D0%BE%D0%B4%D0%B8%D1%88%D1%9A%D0%B8-%D0%B8%D0%B7%D0%B2%D0%B5%D1%88%D1%82%D0%B0%D1%98%D0%B8-%D0%BE-%D1%80%D0%B0%D0%B4%D1%83.43.html>

Comment:

Within the SAI there is the Department for Audit Methodology and Quality Control that, among other duties, conducts control of auditing in planning, investigation, drafting, implementation of findings and recommendations phase.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

b. Sometimes (i.e., three times or more, but less than five times).

Source:

http://www.parlament.rs/16_%D1%81%D0%B5%D0%B4%D0%BD%D0%B8%D1%86%D0%B0_%D0%9E%D0%B4%D0%B1%D0%BE%D1%80%D0%B0_%D0%B7%D0%B0_%D1%84%D0%B8%D0%BD%D0%B0%D0%BD%D1%81%D0%B8%D1%98%D0%B5,39915.43.html

http://www.parlament.rs/%D0%9E%D1%81%D0%BC%D0%B0_%D1%81%D0%B5%D0%B4%D0%BD%D0%B8%D1%86a_O%D0%B4%D0%B1%D0%BE%D1%80%D0%B0_%D0%B7%D0%B0_%D1%84%D0%B8%D0%BD%D0%B0%D0%BD%D1%81%D0%B8%D1%98%D0%B5,39640.43.html

http://www.parlament.rs/%D0%A8%D0%B5%D1%81%D1%82%D0%B0_%D1%81%D0%B5%D0%B4%D0%BD%D0%B8%D1%86a_O%D0%B4%D0%B1%D0%BE%D1%80%D0%B0_%D0%B7%D0%B0_%D1%84%D0%B8%D0%BD%D0%B0%D0%BD%D1%81%D0%B8%D1%98%D0%B5,39455.43.html

http://www.parlament.rs/%D0%94%D1%80%D1%83%D0%B3%D0%B0_%D1%81%D0%B5%D0%B4%D0%BD%D0%B8%D1%86%D0%B0_%D0%9E%D0%B4%D0%B1%D0%BE%D1%80%D0%B0_%D0%B7%D0%B0_%D1%84%D0%B8%D0%BD%D0%B0%D0%BD%D1%81%D0%B8%D1%98%D0%B5,39230.43.html

Comment:

On December 22, 2020, at its closed session, the Committee on Finance, Republic Budget and Control of Public Expenditure of Public Funds, in the presence of representatives of the State Audit Institution and representatives of the Ministry of Finance, considered initiatives for amendments based on findings and recommendations. from the audit report for 2019 of the State Audit Institution.

The Committee for Finance, Republic Budget and Control of Spending Public Funds held a session on December 3, at which the Report on the Audit of Consolidated Financial Statements of the Final Account of the Budget of the City of Nis for 2019 was presented.

The session was also attended by the President of the Council of the State Audit Institution (SAI), Dr. Dusko Pejovic, with associates and representatives of the City of Nis.

The Committee for Finance, Republic Budget and Control of Spending Public Funds held a session on November 18, at which the Report on the Audit of Consolidated Financial Statements of the Final Account of the Budget of the City Municipality of Vracar for 2019 was presented. The session was also attended by the President of the Council of the State Audit Institution (SAI), Dr. Dusko Pejovic and his associates.

At its session on October 22, the Committee on Finance, the Republic Budget and the Control of Spending of Public Funds formed a Subcommittee to review the reports on performed audits of the State Audit Institution. SAI representatives did not attend this session.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

d. The requirements for a "c" response or above are not met.

Source:

https://www.paragraf.rs/propisi/zakon_o_budzetskom_sistemu.html

Comment:

Government Rules of Procedure mandate that each new law has to be subjected to public debate. It does not mention the Budget Law explicitly, but it could be interpreted that there is an obligation. In practice, it has never been implemented for the budget though.

The Budget Law System (Article 31) clearly sets out the obligations and budgets calendar dates, but these dates are not respected in practice.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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 at least one vulnerable and underrepresented community and/or civil society organization 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:

https://www.paragraf.rs/propisi/zakon_o_budzetskom_sistemu.html

Comment:

Government Rules of Procedure mandate that each new law has to be subjected to public debate. It does not mention Budget Law explicitly, but it could be interpreted that there is an obligation. In practice, it has never been implemented for the budget though.

But, in the direction of greater participation of citizens and civil society organizations in the decision-making process at the local level, the new Law on Local Self-Government (https://www.paragraf.rs/propisi/zakon_o_lokalnoj_samoupravi.html) (Article 2) introduces the following novelties: the obligation of local self-government units to regulate the statutory procedure of public debate during the preparation of the statute, budget (in the part of investment planning), strategic development plans, determining the rate of original income, spatial and urban plans, as well as other general acts based on the proposal of a qualified number of citizens or requests of one third of councilors.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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.

If written materials about the public engagement, such as an invitation, do not specify the coverage of the public engagement, but the researcher has personally participated in the engagement, s/he may respond to this question based on firsthand experience of the coverage of the public engagement.

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:

d. The requirements for a "c" response or above are not met.

Source:

Comment:

Government Rules of Procedure mandate that each new law has to be subjected to public debate. It does not mention Budget Law explicitly, but it could be interpreted that there is an obligation. In practice, it has never been implemented for the budget though.

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:

Comment:

The executive does not use participation mechanisms.

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 at least one vulnerable and underrepresented community and/or civil society organization 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, the executive does not take concrete steps to receive input from individuals from and/or organizations representing vulnerable and underrepresented parts of the population on the implementation of the annual budget.

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.

If written materials about the public engagement, such as an invitation, do not specify the coverage of the public engagement, but the researcher has personally participated in the engagement, s/he may respond to this question based on firsthand experience of the coverage of the public engagement.

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, the executive does not take concrete steps to receive input from citizens.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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 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:

d. The requirements for a "c" response or above are not met.

Source:

Comment:

No, the executive does not provide comprehensive prior information.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

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:

d. The requirements for a "c" response or above are not met.

Source:

Comment:

No, the executive does not provide the public with feedback (even if someone submits an unsolicited proposal). An even bigger problem is the fact that there are no public engagement mechanisms, as described in previous questions.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

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, the executive has no mechanisms identified.

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:

Comment:

No, the executive does not incorporate participation into its timetable.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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 – 134 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:

d. The requirements for a "c" response or above are not met.

Source:

Comment:
No ministry uses participation mechanisms.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

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 legislative 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)*
- *The legislature has a provision (via standing orders or in law) through which the public can submit their inputs, and members of the public or CSOs actively use it to submit opinions on the budget.*

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 on the budget 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:

http://www.parliament.rs/%D0%94%D0%B5%D0%B2%D0%B5%D1%82%D0%B0_%D1%81%D0%B5%D0%B4%D0%BD%D0%B8%D1%86%D0%B0_%D0%9E%D0%B4%D0%B1%D0%BE%D1%80%D0%B0_%D0%B7%D0%B0_%D1%84%D0%B8%D0%BD%D0%B0%D0%BD%D1%81%D0%B8%D1%98%D0%B5_.39659.43.html
<http://www.parliament.rs/%D0%B0%D0%BA%D1%82%D0%B8%D0%B2%D0%BD%D0%BE%D1%81%D1%82%D0%B8/%D0%BD%D0%B0%D1%80%D0%BE%D0%B4%D0%BD%D0%B0-%D1%81%D0%BA%D1%83%D0%BF%D1%88%D1%82%D0%B8%D0%BD%D0%B0/%D1%80%D0%B0%D0%B4%D0%BD%D0%B0->

%D1%82%D0%B5%D0%BB%D0%B0/%D1%98%D0%B0%D0%B2%D0%BD%D0%B0-
%D1%81%D0%BB%D1%83%D1%88%D0%B0%D1%9A%D0%B0.2891.html

Comment:

Neither public hearings nor 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) are organized. The Finance Committee discusses the Draft Budget including its macroeconomic and fiscal framework. Executive's representatives may be (and regularly are) invited to the sessions. See also a listing of all public hearings conducted by the National Assembly.

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.

If written materials about the public engagement, such as an invitation, do not specify the coverage of the public engagement, but the researcher has personally participated in the engagement, s/he may respond to this question based on firsthand experience of the coverage of the public engagement.

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:

d. The requirements for a "c" response or above are not met.

Source:

<http://www.parlament.rs/%D0%B0%D0%BA%D1%82%D0%B8%D0%B2%D0%BD%D0%BE%D1%81%D1%82%D0%B8/%D0%BD%D0%B0%D1%80%D0%BE%D0%B4%D0%BD%D0%B0-%D1%81%D0%BA%D1%83%D0%BF%D1%88%D1%82%D0%B8%D0%BD%D0%B0/%D1%80%D0%B0%D0%B4%D0%BD%D0%B0-%D1%82%D0%B5%D0%BB%D0%B0/%D1%98%D0%B0%D0%B2%D0%BD%D0%B0-%D1%81%D0%BB%D1%83%D1%88%D0%B0%D1%9A%D0%B0.2891.html>

Comment:

No, public hearings are not held. Public hearings are sometimes practiced by committees before adoption of new legislation. Such initiatives are usually connected with donor support and sharing of experiences from other countries. There are regular parliamentary committee sessions, where members of the public are not invited. PC sessions are broadcast on parliament's internet channel.

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 makes available a video recording of the relevant legislative session or 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:

d. The requirements for a "c" response or above are not met.

Source:

Comment:

No, the legislature does not provide regular feedback (even if there was some input). However, a much greater problem is the fact that submission of inputs is not encouraged anyway.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

<http://www.parlament.rs/%D0%B0%D0%BA%D1%82%D0%B8%D0%B2%D0%BD%D0%BE%D1%81%D1%82%D0%B8/%D0%BD%D0%B0%D1%80%D0%BE%D0%B4%D0%BD%D0%B0-%D1%81%D0%BA%D1%83%D0%BF%D1%88%D1%82%D0%B8%D0%BD%D0%B0/%D1%80%D0%B0%D0%B4%D0%BD%D0%B0-%D1%82%D0%B5%D0%BB%D0%B0/%D1%98%D0%B0%D0%B2%D0%BD%D0%B0-%D1%81%D0%BB%D1%83%D1%88%D0%B0%D1%9A%D0%B0.2891.html>

Comment:

No, the legislature does not hold public hearings nor use other participation mechanisms through which the public can provide input during its public deliberations on the Audit Report.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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).

Please note that formal mechanisms that do not explicitly seek the public's input in the audit program (such as general comment submission boxes on the SAI's website) should not be considered for this question.

Answer:

b. The requirements for an "a" response are not met.

Source:

https://www.dri.rs/upload/documents/Opsti_dokumenti/Poslovnik_DRI.pdf

Comment:

The manner of work is determined by the Rules of Procedure SAI.

No, the SAI does not have formal mechanisms through which the public can suggest issues to be included in the audit program. Members of the public are free to submit their proposals for the audit and other information to SAI, by using published address of the Institution. However, there is no formal duty of SAI to include these suggestions in its audit plan nor to justify why information was used or not in designing of SAI's audit plan.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

No, the SAI does not have formal mechanisms through which the public can suggest issues. Members of the public are free to submit their proposals for the audit and other information to SAI, by using published address of the Institution. However, there is no formal duty of SAI to include these suggestions in its audit plan nor to justify why information was used or not in designing of SAI's audit plan.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

b. The requirements for an "a" response are not met.

Source:

Comment:

No, the SAI does not maintain formal mechanisms through which the public can contribute to audit investigations. Members of the public are free to submit their proposals for the audit and other information to SAI, by using published address of the Institution. However, there is no formal duty of the SAI to include these suggestions in its audit plan nor to justify why information was used or not in the designing of the SAI's audit plan.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree