

OPEN BUDGET INDEX SCORE
— OUT OF 100 —

81-100 Extensive

61-80 Substantial

41-60 Some

21-40 Minimal

0-20 Scant or None

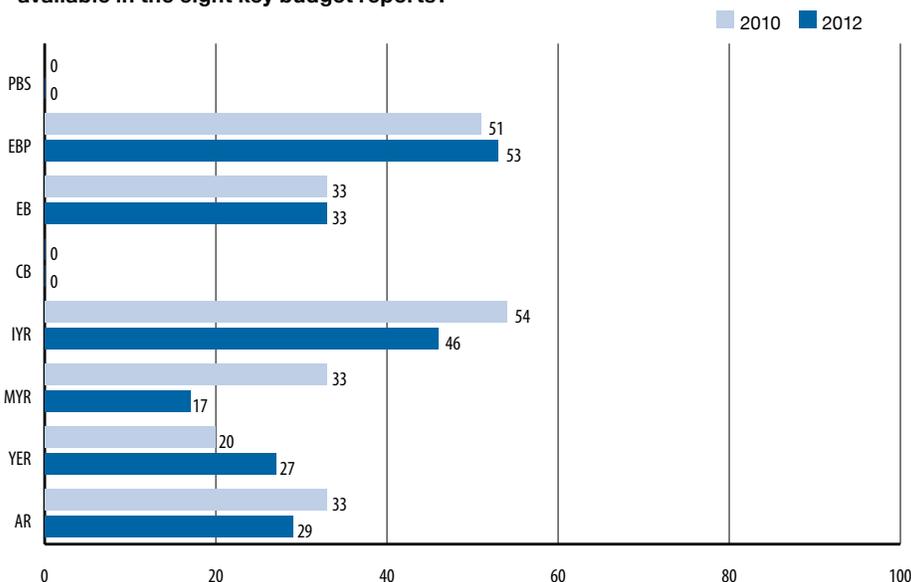
How does Azerbaijan compare to its neighbors in Central Asia?



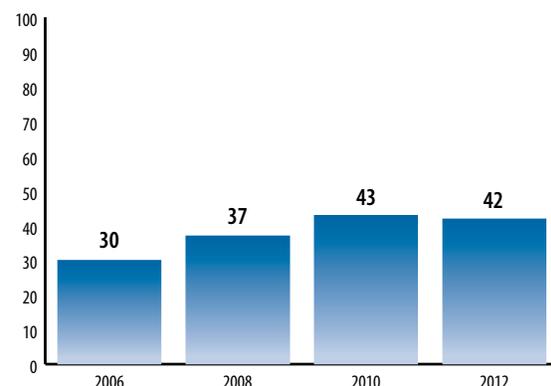
What are each of the eight key budget documents, and does the public have access to them?

Document	Description of Document	Publication Status
PBS	Pre-Budget Statement: Provides information that links government policies and budgets and typically sets forth the broad parameters that will define the budget proposal that is presented to the legislature.	Not Produced
EBP	Executive's Budget Proposal: Presents the government plans to raise revenues through taxes and other sources and spend these monies to support its priorities, thus transforming policy goals into action.	Published
EB	Enacted Budget: The legal instrument authorizing the executive to raise revenues, make expenditures, and incur debt.	Published
CB	Citizens Budget: A nontechnical presentation to enable broad public understanding of a government's plans for raising revenues and spending public funds in order to achieve policy goals.	Not Produced
IYR	In-Year Reports: Periodic (monthly or quarterly) measures of the trends in actual revenues, expenditures, and debt, which allow for comparisons with the budget figures and adjustments.	Published
MYR	Mid-Year Review: An overview of the budget's effects at the midpoint of a budget year and discusses any changes in economic assumptions that affect approved budget policies.	Published
YER	Year-End Report: Information comparing the actual budget execution relative to the Enacted Budget.	Published
AR	Audit Report: Independent evaluation of the government's accounts by the country's supreme audit institution. It typically assesses whether the executive has raised revenues and spent monies in line with the authorized budget, and whether the government's accounts of its revenues and expenses are accurate and provide a reliable picture of the fiscal situation.	Published

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



OBI scores over four Surveys



Open Budget Index

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

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

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

Azerbaijan's score is 42 out of 100, which is slightly below the average score of 43 for all the 100 countries surveyed. Additionally, it is below the score of some other countries in the region, including Georgia, Kazakhstan, and Russia. Azerbaijan's score indicates that the government provides the public with only some information on the national government's budget and financial activities during the course of the budget year. This makes it challenging for citizens to hold the government accountable for its management of the public's money.

Azerbaijan's OBI 2012 score of 42 is essentially unchanged from its score of 43 on the OBI 2010.

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

Recommendations

Azerbaijan's score on the Open Budget Index has improved only marginally since 2008 and in the 2012 Survey has become almost stagnant. With a score of 42 out of 100 on the Open Budget Index 2012, the government of Azerbaijan has the potential to greatly expand budget transparency by introducing a number of short-term and medium-term measures, some of which can be achieved at almost no cost to the government.

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

- Produce and publish a Pre-Budget Statement and a Citizens Budget (detailed guidance on the content of these two documents can be found in these guidebooks: <http://bit.ly/QGzHv8> and <http://bit.ly/QGzFmJ>). As per the Open Budget Survey 2012, 47 countries publish a Pre-Budget Statement, including its neighbors Georgia,

Kazakhstan, Mongolia, Russia, and Ukraine; 27 countries publish a Citizens Budget, including its neighbor Kazakhstan. Links to the budget documents published by these countries can be accessed from the IBP's website <http://bit.ly/P8NPOV>.

- Increase the comprehensiveness of the Executive's Budget Proposal, specifically by focusing on providing information on the following areas:
 - include program level expenditures for the current and previous year; actual expenditures two years prior and more detailed future expenditures (see questions 4, 6, 21, and 24 of the Open Budget Questionnaire);
 - different macroeconomic assumptions used in developing the budget (see question 15 of the Open Budget Questionnaire);
 - data on government debt for years preceding the budget year (see question 34 of the Open Budget Questionnaire);
 - intergovernmental transfers, transfers to public corporations, quasi-fiscal activities, financial and nonfinancial assets, expenditure arrears, contingent liabilities, future liabilities, and donor assistance, as well as tax expenditures, earmarked revenues, and the level of expenditures for secret program items (see questions 36-47 of the Open Budget Questionnaire); and
 - linking the budget to the government's stated policy goals and to nonfinancial and performance data for expenditure programs (see questions 16-17, 44-47, and 49-55 of the Open Budget Questionnaire).
- Improve the comprehensiveness of the Enacted Budget by providing program-level details in it (see question 101 of the Open Budget Questionnaire).
- Improve the comprehensiveness of the In-Year Reports by presenting all government expenditures organized by administrative unit, economic classification, and/or function; comparing 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; and providing information on actual borrowing and the composition of debt (see questions 64, 66, and 70-71 of the Open Budget Questionnaire).
- Improve the comprehensiveness of the Mid-Year Review by presenting and discussing the changes in economic outlook since the budget was enacted, by using updated expenditure estimates for the budget year underway, by providing detailed information on

actual budget expenditures, and by presenting updated revenue estimates for the budget year (see questions 73-76 of the Open Budget Questionnaire).

- Improve the comprehensiveness of the Year-End Report by presenting audited actual expenditures and by providing extensive explanations for the differences between estimates/forecasts and actual outcomes of government revenues, macroeconomic variables, nonfinancial data, performance indicators, funds intended for programs targeting the poor, and extra-budgetary funds (see questions 78-79 and 81-86 of the Open Budget Questionnaire).
- Increase the comprehensiveness of the Audit Report by publishing it within 12 months after the end of the budget year; publishing a report with an assessment of the execution of extra-budgetary funds; and publishing reports listing actions taken by the executive to address audit recommendations. Moreover, the supreme audit institution should provide the legislature with audit reports on the security sector (military, police, intelligence services) and other secret programs (see questions 88, 91, 95-96, and 108 of the Open Budget Questionnaire).

Strength of Legislatures and Supreme Audit Institutions in Budget Oversight

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

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

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

Recommendations

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

- The legislature should have a specialized budget research office to assist it with budget analysis and have a formal pre-budget policy debate prior to the tabling of the Executive’s Budget Proposal; the legislature should have the authority in law to amend the Executive’s Budget Proposal and should scrutinize all audit reports the executive should be required to seek approval from the legislature prior to shifting funds between administrative units and prior to using contingency funds (see questions 97-98, 100-102, and 106-107 of the Open Budget Questionnaire).
- The supreme audit institution should be strengthened by the following actions: the SAI should have full discretion to decide which audits it will undertake; the budget for the SAI should be determined by the legislature or judiciary, and the funding level should be broadly consistent with the resources the SAI needs to fulfill its mandate; and the SAI should have skilled staff designated to undertake audits of the central government agencies that handle the security sector (see questions 92-94 of the Open Budget Questionnaire).

Azerbaijan is the weakest performer in its region in terms of budget oversight and engagement

Country	Legislative Strength	SAI Strength	Public Engagement
Azerbaijan	Moderate	Weak	Weak
Georgia	Strong	Strong	Moderate
Kazakhstan	Strong	Weak	Weak
Kyrgyz Republic	Moderate	Moderate	Weak
Russia	Strong	Strong	Weak
Ukraine	Strong	Strong	Weak
Mongolia	Strong	Strong	Weak
Tajikistan	Moderate	Strong	Weak

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

Opportunities for Public Participation

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

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

Recommendations

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

Azerbaijan has much room to improve public participation

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

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

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

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

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