

Open Budget Survey 2023

Questionnaire

Serbia

May 2024

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 2023

Source:

https://www.mfin.gov.rs/upload/media/WGJlJf_629dced183ede.pdf

https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

<https://www.srbija.gov.rs/vest/632683/usvojena-fiskalna-strategija-za-2023-godinu-sa-projekcijama-za-2024-i-2025-godinu.php>

Comment:

The Government of Serbia adopted its Fiscal Strategy for 2023 with projections for 2024 and 2025 at the session on June 2, 2022.

The Government of Serbia adopted the revised Fiscal Strategy at the session on November 17, 2022.

For the purpose of the Survey, the first version of the Fiscal Strategy is considered as a Pre-Budget Statement.

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:

a. At least four months in advance of the budget year, and at least one month before the Executive's Budget Proposal is introduced in the legislature

Source:

First version (June 2022): https://www.mfin.gov.rs/upload/media/WGJlJf_629dced183ede.pdf

Second version (November 2022): https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

Media news, announcing the adoption of the fiscal strategy in June: <https://www.srbija.gov.rs/vest/632683/usvojena-fiskalna-strategija-za-2023-godinu-sa-projekcijama-za-2024-i-2025-godinu.php>

Comment:

The Government of Serbia adopted its Fiscal Strategy for 2023 with projections for 2024 and 2025 at the session on June 2, 2022.

The Government of Serbia adopted the revised Fiscal Strategy at the session on November 17, 2022.

The first (June) version is used as Pre-Budget Statement for BY 2023.

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 2022 should be entered as 05/09/2022. If the document is not published or not produced, leave this question blank.

Answer:

06/06/2022

Source:

First (June) version: https://www.mfin.gov.rs/upload/media/WGJlJf_629dced183ede.pdf

Revised (November) version: https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

Media news: <https://www.srbija.gov.rs/vest/632683/usvojena-fiskalna-strategija-za-2023-godinu-sa-projekcijama-za-2024-i-2025-godinu.php>

Comment:

The Fiscal Strategy was published on the website of the Ministry of Finance on June 3, 2022. This first (June) version is used as Pre-Budget Statement for BY 2023.

The Revised Fiscal Strategy was published on the website of the Ministry of Finance on November 21, 2022. The Government of Serbia adopted the *Revised* Fiscal Strategy at the session of November 17, 2022.

Peer Reviewer

Opinion: Agree

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:

The date of publication of the document is indicated on the website of the Ministry of Finance. It is further confirmed by the information that is provided when entering the "javacode" script in the URL line, as well as by the Wayback Machine internet archive that shows a snapshot of the page and the document being available on June 6, 2022 -

http://web.archive.org/web/20220606180855/https://www.mfin.gov.rs/upload/media/WGJlJf_629dced183ede.pdf.

Source:

First (June) version: https://www.mfin.gov.rs/upload/media/WGJlJf_629dced183ede.pdf

Revised (November) version: https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

Media news: <https://www.srbija.gov.rs/vest/632683/usvojena-fiskalna-strategija-za-2023-godinu-sa-projekcijama-za-2024-i-2025-godinu.php>

Comment:

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/upload/media/WGJlJf_629dced183ede.pdf

Source:

Fiscal Strategy landing page: <https://www.mfin.gov.rs/dokument2/fiskalna-strategija>

First (June) version: https://www.mfin.gov.rs/upload/media/WGJlJf_629dced183ede.pdf

Revised (November) version: https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

Comment:

The link provided in the response box refers to the *June* version of the Fiscal Strategy, which corresponds to the Pre-Budget Statement for BY 2023. The source box includes also the link to the revised version published in November, and the Fiscal Strategy landing page on the Ministry of Finance's website.

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:

Fist (June) version of the Fiscal Strategy: https://www.mfin.gov.rs/upload/media/WGJlJf_629dced183ede.pdf

Revised (November) version of the Fiscal Strategy: https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

Comment:

The Fiscal Strategy is in .pdf format (both the first and second versions).

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:

e. Not applicable (the document is publicly available)

Source:

First (June) version: https://www.mfin.gov.rs/upload/media/WGJIJf_629dced183ede.pdf

Revised (November) version: https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

Comment:

The Fiscal strategy was adopted on June 2, 2022 and published a few days after (by June 6). Article 31 of the Law on Budget System stipulates that the Government adopts the Fiscal Strategy by June 15, each year.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

n/a

Source:

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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 2023 State Budget" or "Guidelines for the Preparation of Annual Plan and Budget for 2022/23."

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

Answer:

Fiscal Strategy for 2023 with projections for 2024 and 2025.

Source:

https://www.mfin.gov.rs//upload/media/WGJJf_629dced183ede.pdf

https://www.mfin.gov.rs//upload/media/LuBZjH_637b5600c71db.pdf

Comment:

Fiscal Strategy for 2023 with projections for 2024 and 2025.

Revised Fiscal Strategy for 2023 with projections for 2024 and 2025.

Original title in Serbian: ФИСКАЛНУ СТРАТЕГИЈУ ЗА 2023. ГОДИНУ СА ПРОЈЕКЦИЈАМА ЗА 2024. И 2025. ГОДИНУ

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

Comment:

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 2023

Source:

Full document: http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

Annexes: <https://www.srbija.gov.rs/extfile/sr/664108/pz-budzet-republike-srbije-2023-007-cyr.zip>

Comment:

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 2022 should be entered as 05/09/2022. If the document is not published or not produced, leave this question blank.

Answer:

18/11/2022

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

<https://www.srbija.gov.rs/vest/663730/usvojen-predlog-zakona-o-budzetu-za-2023-godinu.php>

<https://www.euronews.rs/biznis/biznis-vesti/69118/mali-budzet-za-2023-godinu-danas-na-vladi-5-decembra-u-skupstini/vest>

Comment:

EBP entered the parliamentary procedure on November 18, 2022, a day after it was adopted by the Government. It was published on the same day.

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:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

<https://www.srbija.gov.rs/extfile/sr/664108/pz-budzet-republike-srbije-2023-007-cyr.zip>

Comment:

The EBP entered the parliamentary procedure on November 18, 2022, a day after it was adopted by the Government, and parliament published it on the same day.

Peer Reviewer

Opinion: Agree

Comments: Maybe just a small clarification. When a law is adopted by the Government in Serbia, it is sent to Parliament to be approved. Both government and parliament publish the draft law on their web sites. Sometimes it happens on the same day, sometimes there is a short delay, but in principle they are published the day after the government adopts it.

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 2022 should be entered as 05/09/2022. 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:

18/11/2022

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf
<https://www.srbija.gov.rs/extfile/sr/664108/pz-budzet-republike-srbije-2023-007-cyr.zip>

Comment:

EBP entered the parliamentary procedure on November 18, 2022, a day after it was adopted by the Government, and parliament published it on the same day.

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:

By looking at the website of the parliament. The document shows that PBS was received in parliament on November 18. The javascript code that can be used to check the date of posting (javascript:alert(document.lastModified)), also shows November 18, 2022, thus confirming the response.

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf
<https://www.srbija.gov.rs/extfile/sr/664108/pz-budzet-republike-srbije-2023-007-cyr.zip>

Comment:

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/13_saziv/Budzet%202023..pdf

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf
<https://www.srbija.gov.rs/extfile/sr/664108/pz-budzet-republike-srbije-2023-007-cyr.zip>
<https://www.srbija.gov.rs/vest/663730/usvojen-predlog-zakona-o-budzetu-za-2023-godinu.php>

Comment:

Along with the Budget, the Government submitted to Parliament the Proposal for a Decision on the Approval of the Financial Plan of the Republic Fund for Pension and Disability Insurance for 2023, the Proposal for the Decision on Approval of the Financial Plan of the Republic Fund for Health Insurance for 2023, the Proposal for the Decision on Approval of the Financial Plan of the Fund for Social Insurance of Military Insurers for 2023 and Proposal for a Decision on Approval of the Financial Plan of the National Employment Service for 2023.

Together with the budget proposal, the Government proposed a whole set of fiscal laws, among which are: Proposal for the Law on Amendments and Amendments to the Law on the Budget System, Proposal for the Law on Amendments and Amendments to the Customs Law, Proposal for the Law on Amendments and Amendments to the Law on Tax Procedure and Tax Administration, Proposal for a Law on Amendments to the Law on Republic Administrative Fees, Proposal for a Law on Amendments to the Law on Personal Income Tax, Proposal for a Law on Amendments to the Law on Value Added Tax, Proposal for a Law on Amendments to the Law on Deadlines for Payment of Financial Obligations in commercial transactions, the Bill on Amendments to the Law on Fiscalization, the Bill on Amendments to the Law on Property Taxes.

Peer Reviewer

Opinion: Agree

Comments: As researcher said, the Budget is supported by financial plans for all social security funds (health, pension, unemployment). These funds together with the budget are central government level.

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:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf
<https://www.srbija.gov.rs/extfile/sr/664108/pz-budzet-republike-srbije-2023-007-cyr.zip>

Comment:

EPB was published in .pdf, .doc and .docx format. Some numerical data in EB is published in .xls/.xlsx

Peer Reviewer

Opinion: Agree

Comments: As previously mentioned, both Parliament and Government publish draft laws. On Parliament's site, all laws are available only in pdf format. Government publishes textual files in doc format, but large tables from the budget (including the main part) are available in xls format.

Government Reviewer

Opinion: Agree

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:

n/a

Comment:

The Executive's Budget Proposal was available to the public about 40 days before the new fiscal year, and about 20 days before the budget was approved/enacted.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

n/a

Source:

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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 2022-23, 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:

Proposal of the law on the budget of the Republic of Serbia for the year 2023

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf
<https://www.srbija.gov.rs/extfile/sr/664108/pz-budzet-republike-srbije-2023-007-cyr.zip>

Comment:

Along with the budget proposal, the Government submitted to the Parliament the following documents:

- Proposal for a Decision on the Approval of the Financial Plan of the Republic Fund for Pension&Disability Insurance for 2023
- Proposal for the Decision on Approval of the Financial Plan of the Republic Fund for Health Insurance for 2023,
- Proposal for the Decision on Approval of the Financial Plan of the Fund for Social Insurance of Military Insurers for 2023
- Proposal for a Decision on Approval of the Financial Plan of the National Employment Service for 2023.

Together with the budget proposal, the Government also proposed a whole set of fiscal laws, among which are: Proposal for the Law on Amendments and Amendments to the Law on the Budget System, Proposal for the Law on Amendments and Amendments to the Customs Law, Proposal for the Law on Amendments and Amendments to the Law on Tax Procedure and Tax Administration, Proposal for a Law on Amendments to the Law on Republic Administrative Fees, Proposal for a Law on Amendments to the Law on Personal Income Tax, Proposal for a Law on Amendments to the Law on Value Added Tax, Proposal for a Law on Amendments to the Law on Deadlines for Payment of Financial Obligations in commercial transactions, the Bill on Amendments to the Law on Fiscalization, the Bill on Amendments to the Law on Property Taxes.

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:

Comment:

A citizens version of the EBP was not produced.

Peer Reviewer

Opinion: Agree

Comments: Technically - it was not produced. But, since enacted budget is practically exactly the same as the EBP, maybe it can be considered that it was produced?

Government Reviewer

Opinion: Agree

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 2023

Source:

MoF landing page for EB package: "Law on the budget of the Republic of Serbia for 2023": <https://www.mfin.gov.rs/sr/propisi-1/zakon-o-budzetu-republike-srbije-za-2023-godinu-1>

Full PDF file of the Enacted Budget: http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2503-22.pdf

Comment:

The Parliament of Serbia adopted the EB on December 9, 2022.

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 2022 should be entered as 05/09/2022. If the document is not published or not produced, leave this question blank.

Answer:

9/12/2022

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2503-22.pdf

Comment:

The Parliament of Serbia adopted the 2023 EB on December 9, 2022.

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:

http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2503-22.pdf
<https://www.mfin.gov.rs/sr/propisi-1/zakon-o-budzetu-republike-srbije-za-2023-godinu-1>

Comment:

The budget was published in the Official Gazette No. 138 of December 12, 2022. The budget was published on the website of the Ministry of Finance on December 14, 2022 and on the website of the parliament on December 9, 2022.

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 2022 should be entered as 05/09/2022. If the document is not published or not produced, leave this question blank.

Answer:

9/12/2022

Source:

<https://www.mfin.gov.rs/sr/propisi-1/zakon-o-budzetu-republike-srbije-za-2023-godinu-1>
http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2503-22.pdf

Comment:

The budget was published in the Official Gazette No. 138 of December 12, 2022. The budget was published on the website of the Ministry of Finance

on December 14, 2022 and on the website of the parliament on December 9, 2022.

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 budget was published in the Official Gazette No. 138 of December 12, 2022. The budget was published on the website of the Ministry of Finance on December 14, 2022 and on the website of the parliament on December 9, 2022. The EB was adopted by Parliament on December 9, 2022.

Source:

Ministry of Finance website: <https://www.mfin.gov.rs/sr/propisi-1/zakon-o-budzetu-republike-srbije-za-2023-godinu-1>

Parliament website: http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2503-22.pdf

Official Gazette website: <https://www.paragraf.rs/propisi/zakon-o-budzetu-republike-srbije.html>

Comment:

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:

<https://www.mfin.gov.rs/sr/propisi-1/zakon-o-budzetu-republike-srbije-za-2023-godinu-1>

Source:

Ministry of Finance website: <https://www.mfin.gov.rs/sr/propisi-1/zakon-o-budzetu-republike-srbije-za-2023-godinu-1>

Parliament website: http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2503-22.pdf

Official Gazette website: <https://www.paragraf.rs/propisi/zakon-o-budzetu-republike-srbije.html>

Comment:

Peer Reviewer

Opinion: Agree

Comments: Researcher gave three links as the source. I believe that the one on the Parliament web site

http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2503-22.pdf should be the answer to this question, not the one on the Ministry of Finance site. They should be the same, but as the Parliament adopted the Law, their version is the relevant one.

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:

<https://www.mfin.gov.rs/sr/propisi-1/zakon-o-budzetu-republike-srbije-za-2023-godinu-1>

http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2503-22.pdf

Comment:

On the website of the Ministry of Finances, the EB is published in parts. Most tables are published in .xls.

On the website of the Assembly it is published in pdf searchable format.

Peer Reviewer

Opinion: Agree

Comments: The institution that adopted the Law (The National Parliament) does NOT publish the document in a machine readable format. However, the Ministry of Finance publishes the tables from the Budget Law in the xls format.

Government Reviewer

Opinion: Agree

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.mfin.gov.rs/sr/propisi-1/zakon-o-budzetu-republike-srbije-za-2023-godinu-1>
http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2503-22.pdf

Comment:

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:

n/a

Source:

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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 2023."

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

Answer:

Law on the Budget of the Republic of Serbia for 2023

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2503-22.pdf

Comment:

Law on the Budget of the Republic of Serbia for 2023 (Zakon o budžetu Republike Srbije za 2023. godinu)

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:

a. Yes

Source:

https://www.mfin.gov.rs//upload/media/XhuXUy_61ced86c7e83c.pdf

Comment:

During the research for this section (February 9, 2023), on the website of the Ministry of Finance, the last Citizens Budget refers to the Budget 2022.

Peer Reviewer

Opinion: Disagree

Suggested Answer: a. Yes

Comments: Citizens Budget for 2023 has been posted on the Ministry of Finance site on February 23rd 2023.

https://www.mfin.gov.rs//upload/media/6S4wos_63f73955599ca.pdf This is after the Researcher checked, but it is still within 3 months after the Parliament adopted the budget (which is acceptable time frame in accordance with OBS Guidelines).

Government Reviewer

Opinion: Disagree

Suggested Answer: a. Yes

Comments: The citizen budget was published 23.02.2023. on the Ministry of Finance web site <https://mfin.gov.rs/dokumenti2/gradjanski-budzet>

IBP Comment

The peer and government reviewers are correct. The citizens budget related to the Enacted Budget for 2023 was published on 23.02.2023. Thus, the answer was modified from "b" to "a".

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 2022

Source:

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

Comment:

A Citizens Budget does exist for 2022. According to the previous experience Citizens Budget for 2023 will be published later in the year. Note from IBP: indeed, the 2023 CB was published in March 2023, and unfortunately replaced the 2022 documents. It is nonetheless possible to see that the 2022 CB was available on January 20, 2022, as shown by the "Wayback Machine" Internet Archive (<http://web.archive.org/web/20220120165927/https://www.mfin.gov.rs/sr/dokumenti2-1/gradjanski-budzet-1>).

Peer Reviewer

Opinion: Agree

Comments: As mentioned, CB for FY 2023 is available.

Government Reviewer

Opinion: Disagree

Suggested Answer: FY 2023 The citizen budget was published 23.02.2023. on the Ministry of Finance web site <https://mfin.gov.rs/dokumenti2/gradjanski-budzet>

IBP Comment

The cut-off date of the Open Budget Survey 2023 was 31 December 2022. Thus, for this assessment, it will be considered the Citizens Budget related to the Fiscal Year 2022. Although, it is important to mention (as indicated by the government and peer reviewers) that the Citizens Budget for 2023 was published on 23.02.2023.

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/sr/dokumenti2-1/gradjanski-budzet-1>

<http://web.archive.org/web/20220120165927/https://www.mfin.gov.rs/sr/dokumenti2-1/gradjanski-budzet-1>

Comment:

The Citizens' Budget for FY 2023 (Enacted Budget) had not been published at the time of filling out this part of the questionnaire (February 9, 2023). However, the Citizens' Guide to the 2022 Budget had been published on the website of the Ministry of Finance and on time, within three months from the approval of the 2022 budget.

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:

The Citizens' Guide to the 2022 Budget was published on the website of the Ministry of Finance in January 2022. The Citizens' Budget for FY 2023 had not been published at the time of filling out this part of the questionnaire (February 9, 2023) but - according to the practice of previous years, the CB is usually published after the execution of the EB starts, usually later in February or March. And indeed, the 2023 CB was available in March 2023, during the first IBP review of the responses.

Source:

2023 CB:

https://www.mfin.gov.rs/upload/media/XhuXUy_61ced86c7e83c.pdf

2022 CB: http://web.archive.org/web/20220121103606/https://www.mfin.gov.rs/upload/media/XhuXUy_61ced86c7e83c.pdf

Comment:

A Citizens Budget does exist for 2022. According to the previous experience Citizens Budget for 2023 will be published later in the year. (comment made on February 9, 2023)

Note from IBP: indeed, the 2023 CB was published in March 2023, and unfortunately replaced the 2022 documents. It is nonetheless possible to see that the 2022 CB was available on January 20, 2022, as shown by the "Wayback Machine" Internet Archive (<http://web.archive.org/web/20220120165927/https://www.mfin.gov.rs/sr/dokumenti2-1/gradjanski-budzet-1>).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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 2022 should be entered as 05/09/2022. 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:

20/01/2022

Source:

Archived page from the "Wayback Machine": <http://web.archive.org/web/20220120165927/https://www.mfin.gov.rs/sr/dokumenti2-1/gradjanski-budzet-1>

https://www.mfin.gov.rs/upload/media/f85nRD_63f739d2409a2.pdf

Comment:

The Citizens' Budget for FY 2023 had not been published at the time of filling out this part of the questionnaire (February 9, 2023), but was posted in March 2023. See: https://www.mfin.gov.rs/upload/media/f85nRD_63f739d2409a2.pdf.

The Citizens' Guide to the 2022 Budget had been published on the website of the Ministry of Finance in January 2022, but the link of the MoF is now showing the most recent Citizens Budget, hence the use of the "Wayback machine" internet archive:
http://web.archive.org/web/20220901000000*/https://www.mfin.gov.rs/sr/dokumenti2-1/gradjanski-budzet-1

Peer Reviewer

Opinion: Agree

Comments: The CB for FY 2023 was made available on MOF web site on February 23rd <https://www.mfin.gov.rs/sr/dokumenti2-1/gradjanski-vodic-kroz-budzet-republike-srbije-za-2022-godinu-1>

Government Reviewer

Opinion: Disagree

Suggested Answer: 23.02.2023.

IBP Comment

The cut-off date of the Open Budget Survey 2023 was 31 December 2022. Thus, for this assessment, it will be considered the Citizens Budget related to the Fiscal Year 2022. Although, it is important to mention (as indicated by the government reviewer) that the Citizens Budget for 2023 was published on 23.02.2023.

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:

Using the "Wayback Machine" internet archive:

<http://web.archive.org/web/20220120165927/https://www.mfin.gov.rs/sr/dokumenti2-1/gradjanski-budzet-1>

Source:

https://www.mfin.gov.rs/upload/media/f85nRD_63f739d2409a2.pdf

Comment:

Civil Budget for FY 2023 was also published on the website of the Ministry of Finance, on February 23, 2023.

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:

<http://web.archive.org/web/20220120165927/https://www.mfin.gov.rs/sr/dokumenti2-1/gradjanski-budzet-1>

http://web.archive.org/web/20220121103606/https://www.mfin.gov.rs/upload/media/XhuXUy_61ced86c7e83c.pdf

Source:

Wayback machine internet archive

-- Landing page from the MoF website: <http://web.archive.org/web/20220120165927/https://www.mfin.gov.rs/sr/dokumenti2-1/gradjanski-budzet-1>

-- PDF of the document: http://web.archive.org/web/20220121103606/https://www.mfin.gov.rs/upload/media/XhuXUy_61ced86c7e83c.pdf

MoF website now showing the 2023 Citizens Budget: <https://www.mfin.gov.rs/sr/dokumenti2-1/gradjanski-budzet-1>

Comment:**Peer Reviewer**

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer: The citizen budget was published 23.02.2023. on the Ministry of Finance web site <https://mfin.gov.rs/dokumenti2/gradjanski-budzet>

IBP Comment

The cut-off date of the Open Budget Survey 2023 was 31 December 2022. Thus, for this assessment, it will be considered the Citizens Budget related to the Fiscal Year 2022. Although, it is important to mention (as indicated by the government reviewer) that the Citizens Budget for 2023 was published on 23.02.2023.

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 2022 People's Guide" or "2023 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:

A Citizens' guide to the budget of the Republic of Serbia for 2022

Source:

<http://web.archive.org/web/20220120165927/https://www.mfin.gov.rs/sr/dokumenti2-1/gradjanski-budzet-1>

Comment:

Original title in Serbian: Грађански водич кроз буџет Републике Србије за 2022. годину

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer: A Citizens' guide to the budget of the Republic of Serbia for 2023

IBP Comment

The cut-off date of the Open Budget Survey 2023 was 31 December 2022. Thus, for this assessment, it will be considered the Citizens Budget related to the Fiscal Year 2022. Although, it is important to mention (as indicated by the government reviewer) that the Citizens Budget for 2023 was published on 23.02.2023.

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:

Enacted Budget

Source:

2022 CB archived web page: <http://web.archive.org/web/20220120165927/https://www.mfin.gov.rs/sr/dokumenti2-1/gradjanski-budzet-1>

Comment:

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 2022

Source:

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

Comment:

Bulletins of public finance are released on a monthly basis and contain data on revenue and expenditure of the budget, fiscal movements, public debt...during the 2022. The reports are published on the website of the Ministry of Finance, and in hard copy (500 copies).

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/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.

For example, the October 2022 report bears a date of publication of December 30, 2022 (<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-oktobar-2022>), but it was not posted until January, as both shown by the Wayback Machine archive - that shows what the page looked like on December 31, 2022 (<http://web.archive.org/web/20221231235207/https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija>); and by the Javascript code that shows January 4, 2023, as date of posting.

Peer Reviewer

Opinion: Agree

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 2022 should be entered as 05 September 2022. If the document is not published or not produced, please mark this question "n/a."

Answer:

September 2022 report: published on December 13, 2022

August 2022 report: published on November 16, 2022

July 2022 report: published on October 18, 2022

June 2022 report: published on September 27, 2022

May 2022 report: published on August 18, 2022

April 2022 report: published on July 25, 2022

March 2022 report: published on June 3, 2022

February 2022 report: published on May 16, 2022

January 2022 report: published on March 29, 2022

December 2021 report: published on March 9, 2022

November 2021 report: published on January 28, 2022

Source:

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-septembar-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-avgust-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-jul-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-jun-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-maj-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-april-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-mart-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-februar-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-januar-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-decembar-2021>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-novembar-2021>

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-three months later than the month it covers.

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 publication date is posted on the website of the Ministry of Finance, on the page of each monthly Bulletin, and can be checked by using the Javascript code: `javascript:alert(document.lastModified)`

Source:

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-septembar-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-avgust-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-jul-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-jun-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-maj-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-april-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-mart-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-februar-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-januar-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-decembar-2021>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-novembar-2021>

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/2>

Source:

Public Finance Bulletin, general landing page: <https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija/2>

Comment:

Monthly bulletins individual pages:

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-septembar-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-avgust-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-jul-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-jun-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-maj-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-april-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-mart-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-februar-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-januar-2022>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-decembar-2021>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-novembar-2021>

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:

c. No

Source:

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

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

Comment:

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

The publication Macroeconomic and Fiscal Data includes tables in .xls format. It contains data on income and expenditures in the budget, public debt, balance of the state and basic indicators. However, it was published on February 6, 2023, that is after the Survey cutoff date of December 31, 2022.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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

Comment:

See also Macroeconomic and Fiscal data: <https://www.mfin.gov.rs/dokumenti2/makroekonomski-i-fiskalni-podaci>, but this was published in April 2023, that is after the Survey cutoff date of December 31, 2022.

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 2022."

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

Source:

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-septembar-2022>
<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-avgust-2022>
<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-jul-2022>
<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-jun-2022>
<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-maj-2022>
<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-april-2022>
<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-mart-2022>
<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-februar-2022>
<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-januar-2022>
<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-decembar-2021>
<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-novembar-2021>

Comment:

See also: Makroekonomski i fiskalni podaci/Macroeconomic and Fiscal data, but this was published after the Survey cutoff date of December 31, 2022.

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

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:

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 2022

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 6 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.parliament.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:

<http://www.parliament.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%B8.126.13.html>

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 MYR in 2022.

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 2022 should be entered as 05/09/2022. 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:

Comment:

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:

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:

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. The MYR was last published in 2017.

Source:

n/a

Comment:

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 2021/22" or "Mid-Year Report on the 2022 National Budget."

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

Answer:

n/a

Source:

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:

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 2021

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2509-22.pdf
https://www.srbija.gov.rs/extfile/sr/663994/pz-zavrsni-racun2021-007_cyr.zip

Comment:

Law on the final account of the budget of the Republic of Srbija for 2021.

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/13_saziv/2509-22.pdf
https://www.srbija.gov.rs/extfile/sr/663994/pz-zavrsni-racun2021-007_cyr.zip

Comment:

https://www.srbija.gov.rs/extfile/sr/664099/pz-zavrsni-racun2021-007_cyr.zip

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 2022 should be entered as 05/09/2022. If the document is not published or not produced, leave this question blank.

Answer:

9/12/2022

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2509-22.pdf

https://www.srbija.gov.rs/extfile/sr/663994/pz-zavrsni-racun2021-007_cyr.zip

Comment:

The Law on the final budget account for 2021 was adopted and published by Parliament of Serbia on December 9, 2022.

The proposal of the law was adopted by Government of Serbia on November 17, 2022.

The proposal was published by parliament on November 18, 2022.

The law was published in the "Official Gazette" No. 138/2022 on December 12, 2022. The version from the Official Gazette was posted on the Parliament's website on December 13 (it can be confirmed using the command: javascript:alert(document.lastModified))

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, of the Government, Ministry of Finance and in "Official Gazzete".

Source:

Parliament: http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2509-22.pdf

Government: https://www.srbija.gov.rs/extfile/sr/663994/pz-zavrsni-racun2021-007_cyr.zip

MoF: https://www.mfin.gov.rs/upload/media/DcoHHI_6399d3191e302.docx

Official Gazette: <https://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2021/110/1/reg>

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/13_saziv/2509-22.pdf

Source:

Main document: http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2509-22.pdf

Annexes: https://www.srbija.gov.rs/extfile/sr/663994/pz-zavrsni-racun2021-007_cyr.zip

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:

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/13_saziv/2509-22.pdf

https://www.srbija.gov.rs/extfile/sr/663994/pz-zavrsni-racun2021-007_cyr.zip

Comment:

The law is available on the Parliament website only in *pdf format, but the draft law (that is the same as the one adopted by Parliament) is available on the Government website, and the main part of the Law is available in the Excel format.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

n/a

Source:

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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 2022" or "Annual Report 2021 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 2023/Law on the final account of the budget of the Republic of Serbia for 2023

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2509-22.pdf

Comment:

Zakon o završnom računu budžeta Republike Srbije za 2023/Law on the final account of the budget of the Republic of Serbia for 2023

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:

Comment:

Citizens version of the YER was never prepared or published in Serbia.

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 2021

Source:

https://dri.rs/storage/upload/documents/revision/2022/2022-1-izvestaja%20ZR%202021_.pdf

<https://dri.rs/izvestaji?page=21>

Comment:

SAI published the Report on the final account of the budget of the Republic of Serbia for 2021 on the September 16, 2022.

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:

https://dri.rs/storage/upload/documents/revision/2022/2022-1-lzvestaja%20ZR%202021_.pdf

Comment:

SAI published the Report on the final account of the budget of the Republic of Serbia for 2021 on the September 16, 2022.

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 2022 should be entered as 05/09/2022. If the document is not published or not produced, leave this question blank.

Answer:

16/9/2022

Source:

https://dri.rs/storage/upload/documents/revision/2022/2022-1-lzvestaja%20ZR%202021_.pdf

Comment:

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:

https://dri.rs/storage/upload/documents/revision/2022/2022-1-lzvestaja%20ZR%202021_.pdf

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://dri.rs/storage/upload/documents/revision/2022/2022-1-lzvestaja%20ZR%202021_.pdf

Source:

https://dri.rs/storage/upload/documents/revision/2022/2022-1-lzvestaja%20ZR%202021_.pdf

Comment:

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:

https://dri.rs/storage/upload/documents/revision/2022/2022-1-lzvestaja%20ZR%202021_.pdf

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:

https://dri.rs/storage/upload/documents/revision/2022/2022-1-lzvestaja%20ZR%202021_.pdf

Comment:

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:

n/a

Source:

https://dri.rs/storage/upload/documents/revision/2022/2022-1-lzvestaja%20ZR%202021_.pdf

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

Report on the audit of the final account of the budget of the Republic of Serbia for 2021/Извештај о ревизији завршног рачуна буџета Републике Србије за 2021

Source:

https://dri.rs/storage/upload/documents/revision/2022/2022-1-lzvestaja%20ZR%202021_.pdf

Comment:

Report on the audit of the final account of the budget of the Republic of Serbia for 2021/Извештај о ревизији завршног рачуна буџета Републике Србије за 2021/Извештај о ревизији завршног рачуна буџета Републике Србије за 2021

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:

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 (<https://www.gov.br/economia/pt-br/assuntos/planejamento-e-orcamento/orcamento>). 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/propisi>

Administration of the Treasury of the Ministry of Finance:
<https://www.trezor.gov.rs/src/>

Public debt administration:
<http://javnidug.gov.rs/rsc>

Public finance bulletins published monthly:
<https://www.mfin.gov.rs/aktivnosti/publikacije>

Fiscal Council web site:
<http://www.fiskalnisavet.rs/>

SAI web site:
<https://www.dri.rs>

Publications and research conducted by the National Bank of Serbia:
<https://nbs.rs>

Regulations governed by the National Bank of Serbia.
https://nbs.rs/sr_RS/drugi-nivo-navigacije/statistika/
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>

Comment:

Budget information can be found on the websites of the Ministry of Finance, Administration of the Treasury of the Ministry of Finance, Public debt administration, 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/dokumenti2/makroekonomski-i-fiskalni-podaci>

[https://view.officeapps.live.com/op/view.aspx?](https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.mfin.gov.rs%2F%2Fupload%2Fmedia%2FmQ3mqG_63e0c34e342b0.xlsx&wdOrigin=BROWSELINK)

[src=https%3A%2F%2Fwww.mfin.gov.rs%2F%2Fupload%2Fmedia%2F1szWMQ_63e0c35302c9f.xlsx&wdOrigin=BROWSELINK](https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.mfin.gov.rs%2F%2Fupload%2Fmedia%2F1szWMQ_63e0c35302c9f.xlsx&wdOrigin=BROWSELINK)

The link contains data on income and expenditure of the budget of the Republic of Serbia from 2028 to 2022.

[https://view.officeapps.live.com/op/view.aspx?](https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.mfin.gov.rs%2F%2Fupload%2Fmedia%2F1szWMQ_63e0c35302c9f.xlsx&wdOrigin=BROWSELINK)

[src=https%3A%2F%2Fwww.mfin.gov.rs%2F%2Fupload%2Fmedia%2FA2ci2P_63e0c35b0d393.xlsx&wdOrigin=BROWSELINK](https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.mfin.gov.rs%2F%2Fupload%2Fmedia%2FA2ci2P_63e0c35b0d393.xlsx&wdOrigin=BROWSELINK)

The link contains a consolidated balance sheet from 2010 to 2022.

[https://view.officeapps.live.com/op/view.aspx?](https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.mfin.gov.rs%2F%2Fupload%2Fmedia%2FA2ci2P_63e0c35b0d393.xlsx&wdOrigin=BROWSELINK)

[src=https%3A%2F%2Fwww.mfin.gov.rs%2F%2Fupload%2Fmedia%2FA2ci2P_63e0c35b0d393.xlsx&wdOrigin=BROWSELINK](https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.mfin.gov.rs%2F%2Fupload%2Fmedia%2FA2ci2P_63e0c35b0d393.xlsx&wdOrigin=BROWSELINK)

The link contains data on Serbia's public debt.

Comment:

The Ministry of Finance publishes files (in Excel format) - monthly budgetary expenditures and revenues that goes several years back, and general government expenditures and revenues.

Peer Reviewer

Opinion: Agree

Comments: The only question here is - how disaggregated the data should be? The Ministry of Finance publishes the data on revenues and expenditures that is a) only available in economic classification and b) it is bitly aggregated, available only at the highest level (for revenues

categories such as VAT, Excises, Income Tax, CIT...., for expenditures "Goods and services", "wages", etc).

Government Reviewer

Opinion: Agree

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/dokumenti2/makroekonomski-i-fiskalni-podaci>

[https://view.officeapps.live.com/op/view.aspx?](https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.mfin.gov.rs%2F%2Fupload%2Fmedia%2FmQ3mqG_63e0c34e342b0.xlsx&wdOrigin=BROWSELINK)

[src=https%3A%2F%2Fwww.mfin.gov.rs%2F%2Fupload%2Fmedia%2F1szWMQ_63e0c35302c9f.xlsx&wdOrigin=BROWSELINK](https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.mfin.gov.rs%2F%2Fupload%2Fmedia%2F1szWMQ_63e0c35302c9f.xlsx&wdOrigin=BROWSELINK)

[https://view.officeapps.live.com/op/view.aspx?](https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.mfin.gov.rs%2F%2Fupload%2Fmedia%2FA2ci2P_63e0c35b0d393.xlsx&wdOrigin=BROWSELINK)

[src=https%3A%2F%2Fwww.mfin.gov.rs%2F%2Fupload%2Fmedia%2FA2ci2P_63e0c35b0d393.xlsx&wdOrigin=BROWSELINK](https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.mfin.gov.rs%2F%2Fupload%2Fmedia%2FA2ci2P_63e0c35b0d393.xlsx&wdOrigin=BROWSELINK)

[https://view.officeapps.live.com/op/view.aspx?](https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.mfin.gov.rs%2F%2Fupload%2Fmedia%2FA2ci2P_63e0c35b0d393.xlsx&wdOrigin=BROWSELINK)

[src=https%3A%2F%2Fwww.mfin.gov.rs%2F%2Fupload%2Fmedia%2FA2ci2P_63e0c35b0d393.xlsx&wdOrigin=BROWSELINK](https://view.officeapps.live.com/op/view.aspx?src=https%3A%2F%2Fwww.mfin.gov.rs%2F%2Fupload%2Fmedia%2FA2ci2P_63e0c35b0d393.xlsx&wdOrigin=BROWSELINK)

Comment:

The Ministry of Finance publishes files (in Excel format) - monthly budgetary expenditures and revenues that goes several years back, and general government expenditures and revenues.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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.

GQ-1d asks the researcher to list any government websites or portals where infographics/visualizations or other similar tools used to simplify data access and analysis are present. For example, in South Africa the Vulekamali portal (<https://vulekamali.gov.za>) is a project by the National Treasury which contains visualizations of the Consolidated Budget Summary, by departments budget, by division of revenue and by infrastructure budget distribution. (See for example <https://vulekamali.gov.za/2022-23/national/departments/basic-education/>). Other countries that have developed portals that include fiscal visualization and graphics include: Brazil's Transparency Portal (<https://portaldatransparencia.gov.br/>), which presents line graphs, bar graphs, pie charts, and visual maps of electronic invoices, public expenditure, public revenue, annual budget, transferred resources, resources transferred by location of beneficiary, among other information. (<https://portaldatransparencia.gov.br/orcamento> and <https://portaldatransparencia.gov.br/transferencias>). Additionally, United States Department of the Treasury, Fiscal Data portal (<https://fiscaldata.treasury.gov/>) is a one-stop shop for federal financial data that uses charts, exhibits, and figures.

Answer:

a. Yes

Source:

https://www.mfin.gov.rs//upload/media/rWMZsw_634e9f001901f.pdf

<https://www.mfin.gov.rs/dokumenti2/tekuca-makroekonomska-kretanja-prezentacija>

Comment:

The Ministry of Finance prepares a monthly Power Point presentation titled "Current Macroeconomic Trends" that includes fiscal information.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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://finance.gov.mk/wp-content/uploads/2009/05/Audit-law.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 also 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.

Other 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. For more information on access to information legislation (constitutional provisions, laws, and regulations), including examples of model laws, see: <https://www.rti-rating.org/country-data/> and <https://www.constituteproject.org/>.

Answer:

a. Yes

Source:

Law on Free Access to Information of Public Importance:

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

Law on planning system:

<https://www.paragraf.rs/propisi/zakon-o-planskom-sistemu-republike-srbije.html>

Law on state administration:

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

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.

Local self-government units, municipalities and cities, are obliged by law to hold a public debate on the budget proposal (Law on Local Self-Government, Article 11 - https://www.paragraf.rs/propisi/zakon_o_lokalnoj_samoupravi.html)

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:

<https://www.srbija.gov.rs/extfile/sr/664108/pz-budzet-republike-srbije-2023-007-cyr.zip>

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

Comment:

Draft law on budget of Republic of Serbia for year 2023.

Draft contains proposals of decisions on approval of financial plans for year 2023 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 in zipped files: 1. Draft proposal of the budget (articles with general and public debt data) "General part"; 2. Excel tables with expenditures; 3. Budget execution pages; 4. Explanatory note to draft budget pages; 5. Explanatory note to draft budget - overview of expenditures per sectors and programs pages; 6. Explanatory note - information about programs pages; 7.

Statement on compliance with EU.

On the website of the parliament, all parts of the budget are published in one document.

(Предлог закона о буџету Републике Србије за 2023. годину, са Предлогом одлуке о давању сагласности на Финансијски план Републичког фонда за пензијско и инвалидско осигурање за 2023. годину, Предлогом одлуке о давању сагласности на Финансијски план Републичког фонда за здравствено осигурање за 2023. годину, Предлогом одлуке о давању сагласности на Финансијски план Фонда за социјално осигурање војних осигураника за 2023. годину и Предлогом одлуке о давању сагласности на Финансијски план Националне службе за запошљавање за 2023. годину)

The expenditures by administrative classification can be found in pages 56-62 of the pdf (capital expenditures) and also in pages 64-227 of the pdf (total expenses).

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:

<https://www.srbija.gov.rs/extfile/sr/664108/pz-budzet-republike-srbije-2023-007-cyr.zip>

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

Comment:

See pages 64-227; column 4 lists functional classifications or see excel table in zipped files.

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.

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).

There is also a classification by sectors on page 277 of the pdf.

Peer Reviewer

Opinion: Agree

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/qfs/manual/pdf/ch6ann.pdf>.

Answer:

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

Source:

https://www.mfin.gov.rs/upload/media/eTgoKk_6433c1d2cf9b9.docx
http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf
<https://www.srbija.gov.rs/extfile/sr/664108/pz-budzet-republike-srbije-2023-007-cyr.zip>

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 budžetski 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/13_saziv/Budzet%202023..pdf
<https://www.srbija.gov.rs/extfile/sr/664108/pz-budzet-republike-srbije-2023-007-cyr.zip>

Comment:

EBP is organized by economic classification (column 6) pages 64-227 (or excel table in zipped files). 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, 424 - Specialized services...

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/13_saziv/Budzet%202023..pdf

<https://www.srbija.gov.rs/extfile/sr/664108/pz-budzet-republike-srbije-2023-007-cyr.zip>

Comment:

See tables with expenditures, pages 64-227. 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/13_saziv/Budzet%202023..pdf

<https://www.srbija.gov.rs/extfile/sr/664108/pz-budzet-republike-srbije-2023-007-cyr.zip>

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:

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

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

<https://www.srbija.gov.rs/extfile/sr/664108/pz-budzet-republike-srbije-2023-007-cyr.zip>

https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

Comment:

There are estimates for a multi-year period (2024 and 2025) on capital expenditures (article 5 - pages 56 - 62). Also some programs (page 320 to 1152 of the pdf) bring expenditures estimates for 2024 and 2025 (by administrative/program classification).

The Fiscal Strategy contains some information of that kind - Table 10. Total expenditures in the period 2021–2025. year, % of GDP (page 41). Namely, there are expenditures sorted on the basis of approximately a dozen categories of economic classification. However, instead of nominal values, estimations are presented as a percentage of estimated GDP in the future.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

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

Comments: I think that "No" is a more appropriate answer. No document shows whole budget in nominal numbers for a multi year period. Yes, capital expenditures are shown for three years, but that is a small part of the budget. Also, Fiscal Strategy does have three year estimates on the highest level of economic classification but not in nominal numbers.

Government Reviewer

Opinion: Agree

Researcher Response

The nominal amount can be calculated on the basis of GDP data, and that is why we gave a positive rating. In truth, what is shown for capital investments is a relatively small part of the total budget, around 15%. Therefore, the answer may be "No" as suggested by the Peer Review.

IBP Comment

Following the peer reviewer's comment and the reassessment of the researcher, the original answer was changed from "a" to "d".

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:

None of the above

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

<https://www.srbija.gov.rs/extfile/sr/664108/pz-budzet-republike-srbije-2023-007-cyr.zip>

Comment:

Peer Reviewer

Opinion: Disagree

Suggested Answer: As mentioned in the previous answer, I do not think that this data is available. Yes, capital investments for three years are available by administrative classification, but not the whole budget.

Government Reviewer

Opinion: Agree

Researcher Response

Table 10 shows data for about 15% of total budget costs - (economic category) and by individual users (administrative classification). That's why we gave a positive answer to question 7.

IBP Comment

Following the peer reviewer's comment on question 7 and the reassessment of the researcher, the original answer was changed from "administrative classification" to "none of the above".

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 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 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/13_saziv/Budzet%202023..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 56-62).

Although, there is also information on pages 320 to 1152 of the pdf, they don't comprise all programs.

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/13_saziv/Budzet%202023..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 1.592.800.000.000 dinars. Unidentified income (Other tax revenues) is 13,500,000,000 dinars. That is about 1 percent. See table on pages 2-3, line 1.1.-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/13_saziv/Budzet%202023..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 sale of goods and services"), "income from property", "monetary penalties", 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/upload/media/LuBZjH_637b5600c71db.pdf

Comment:

Fiscal strategy for 2023 with projections for 2024 and 2025.

Table 9 of the Fiscal strategy on page 38 (Total income and donations in the period 2021–2025. year, % of GDP) contains value of various tax and non-tax income in next 3 years. Estimations are not in nominal values but % of estimated GDP.

Peer Reviewer

Opinion: Agree

Comments: I am not sure how to answer this question, as the Fiscal Strategy does not provide nominal numbers for future years, just % of GDP., but I think that "Yes" is appropriate. Also, the table in Fiscal Strategy is more aggregated than the one provided in the Budget (non tax revenues are show as a single category).

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/upload/media/LuBZjH_637b5600c71db.pdf

Comment:

Table 9 of the Fiscal strategy on page 38 (Total income and donations in the period 2021–2025. year, % of GDP) contains value of various tax and non-tax income in next 3 years. Estimations are not in nominal values but % of estimated GDP. 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 entire 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 entire 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 if no information on borrowing and debt is presented for the entire budget year.

Answer:

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

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf
https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

Comment:

The amount of net new borrowing required during the budget year is visible in the article 1 of EBP, table on pages 1-5. Articles 2 and 3 states the general condition of the debt. Also, see EBP pages 7-50. The central government's total debt burden at the end of the budget year is visible on page 79 of Fiscal strategy, Table 25 - "Basic projection of the state debt of the general level of the state until 2025" (Основна projekcija stanja javnog duga opsteh nivoa drzave do 2025. Godine).

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. Interest repayment and accompanying borrowing costs (Отплата камата и пратећи трошкови задуживања)). Also see table on pages 3-5.

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/13_saziv/Budzet%202023..pdf

Comment:

See pages 5 and 6 EBP: The funds required for financing the budget deficit, acquisition of financial assets and repayment of principal on the basis of debts to domestic and foreign lenders for direct and indirect obligations of the Republic of Serbia (including operations with debt replacement

before maturity) from Article 1 of this law amount to a total of 919,100,000,000 dinars . The aforementioned funds will be secured from loans from domestic and international commercial and multilateral financial institutions and foreign governments, as well as from funds from the general allocation of special drawing rights approved by the Republic of Serbia by decision of the Board of Governors of the International Monetary Fund on the general allocation of special drawing rights, in the amount of a maximum of 650,000,000,000 dinars, through the issuance of government securities (government notes and bonds on the domestic financial market in domestic and foreign currency) in the amount of a maximum of 230,000,000,000 dinars , and as necessary, depending on the conditions on the financial market, and from the income generated from the issue of Eurobonds (government securities issued on the international financial market in domestic and foreign currency) in the amount of a maximum of 360,000,000,000 dinars as well as income from the sale of domestic financial assets in the amount of a maximum of 6,700,000,000 dinars. The incomes specified in paragraph 1 of this article represent the maximum funds that are 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 the needs for financing during the year. In the event that it is not possible to realize income based on borrowing in the planned proportion between loans and issued government securities on the domestic and international financial markets, as well as that it is possible to secure better financing conditions from other sources, it is possible to change the structure within the given sources of financing, with the condition that the total amount of planned funds for the given purpose is not exceeded in the amount of 1,246 .700,000,000 dinars.

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/13_saziv/Budzet%202023..pdf
https://www.mfin.gov.rs//upload/media/LuBZjH_637b5600c71db.pdf

Comment:

Information (article 3 EBP pg. 6-50) 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 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/13_saziv/Budzet%202023..pdf
https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

Comment:

Information (article 3 EBP pg. 6-50) 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:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf
https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

Comment:

The table (pgs 6-50) 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 23 and 24, on page 79. See on pages 16-19 GDP in percentages and average inflation, pages 19-20 employment and unemployment, on pages 21-23 inflation projection (so, some beyond-the-core info)
 See also Annex 1 - Projection of basic macroeconomic indicators on page 90 and Annex 2 - Fiscal framework of the general government in 2023 on page 91.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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
 Interest rates
 Information beyond the core elements (please specify)

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf
https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

Comment:

EBP (pages 1-63) 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 23 i 24, on the page 79. See on pages 16-19 GDP in percentages and average inflation, pages 19-20 employment and unemployment, on pages 21-23 inflation projection, trends in industry and services due the pandemic and their contribution to growth in new conditions. (so, some beyond-the-core info).

See also Annex 1 - Projection of basic macroeconomic indicators on page 90 and Annex 2 - Fiscal framework of the general government in 2023 on page 91.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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.

For an example of how a sensitivity analysis may be presented in the Executive's Budget Proposal, see the following:

- *The United States in its 2021 Budget Analytical Perspectives includes a section titled Sensitivity of the Budget to Economic Assumptions along with a table that shows the impact of each economic scenario on revenues, spending, and the deficit. (see pages 16 – 17, <https://www.govinfo.gov/content/pkg/BUDGET-2021-PER/pdf/BUDGET-2021-PER.pdf>).*
- *The Philippines in its 2021 Budget of Expenditures and Sources of Financing (BESF) presents the impact of different macroeconomic assumptions on expenditures, revenue, and debt (see page 131, Table A.6 titled "Budget Sensitivity to Macroeconomic Parameters, 2021," <https://www.dbm.gov.ph/wp-content/uploads/BESF/BESF2021/A6.pdf>); pages 12-13, Technical Notes on the 2021 Proposed National Budget <https://www.dbm.gov.ph/images/pdf/Technical-Notes-on-the-2021-Proposed-National-Budget.pdf>).*

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:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf
https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.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. The Fiscal Strategy (pages 48-65) analyzes fiscal risks and on pages 72-88, it deals with the strategy of public debt management.

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 of the impact of the new policies, 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/13_saziv/Budzet%202023..pdf
https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

Comment:

The Explanatory note of the EBP states: Macroeconomic developments at the beginning of 2022 were generally at the projected level, but the outlook worsened as a result of the new global shock caused by the conflict in Ukraine and the additional escalation in recent months. Although solid economic growth was achieved in the first two quarters of 2022, in this period there were no significant negative effects of geopolitical events on the dynamics of domestic economic activity. However, the additional escalation of the conflict and the tightening of international economic and political relations, accompanied by record energy prices and consequently reduced global trade and foreign demand, began to reflect on domestic economic activity over time. Viewed from the production side, economic growth in the first half of 2022 was led by the service sector. The increase in economic activity was recorded in all service activities, and the most significant contribution came from trade, transport, tourism and ICT services, which determine about half of the total GDP growth in this period. Despite the significantly lower volume of electricity production, the total industrial production recorded a positive contribution, recording an increase of 3.3% mg., as a result of good developments in the processing sector and mining due to the effect of investments from the previous period. A slight negative contribution to economic growth came from the construction industry, partly due to the high base from the same period of the previous year, but also due to a strong increase in the prices of construction materials. Unfavorable agro-meteorological conditions were reflected in the below-average agricultural season, so in the first two quarters a drop of 5.3% was recorded in this sector.

The Fiscal Strategy states: Geopolitical tensions and the outbreak of the crisis in Ukraine increased uncertainty, which resulted in an additional increase in energy prices, world prices of primary agricultural products and metals, which approached historically high levels. Macroeconomic projections have been revised in the conditions of uncertainty, but a recession is not expected. Disruptions in the energy sector along with the growing costs of the economy and maintaining the standards of the population require a new set of measures. Expenditures for energy (procurement of energy sources, subsidizing the price of gas, etc.) take a good part of the fiscal space, income of the population (wages in the public sector and pensions) are harmonized in order to preserve the standard of living. The Republic of Serbia submitted a request for a new Arrangement from precautions with the IMF that will support efforts to preserve macroeconomic and fiscal stability. The directions of the fiscal policy are defined towards the reduction of deficit and debt in the medium term. (pages 1-2)

The government continuously adopts measures aimed at mitigating the consequences of the extremely unfavorable impact of the international environment on the economy and population and preserving energy stability. This orientation will remain the focus of the creator economic policy in the coming period as well, and keeping the public debt below 60% will continue to be the basic anchor for conducting fiscal policy. Planned significant investments in energy infrastructure will greatly contribute to stability, and the necessity of finding new sources of growth is recognized, so innovation, research and development and creative industries are in constant focus when defining future policies. (page 8). On page 45, new fiscal rules are listed: the debt of the state sector, including obligations based on restitution, will not exceed 60% of GDP; the target medium-term deficit is 0.5% of GDP; participation of state sector salaries in GDP up to 10%; indexation of pensions depending on their share in GDP. See Table 4. Projection of basic macroeconomic indicators of the Republic of Serbia on page 16, Table 8. Fiscal aggregates in the period 2021 on page 37, Table 9. Total income and donations in the period 2021-2025, % of GDP, Table 25. Basic projection of the state of public debt at the general level of the state until 2025, page 79, Table 26. Proportion of public debt to GDP at the end of 2025, page 83

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 of the impact of the new policies, 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/upload/media/LuBZjH_637b5600c71db.pdf

Comment:

The fiscal strategy on page 28 states that changes in the international environment affect economic activity and public finances in Serbia. The

budget revenues in 2022 are higher than expected, and the surplus revenues were used for the procurement of energy products and curbing price growth with a minimal impact on the standard of living, as well as on measures to reduce the excise duty on petroleum products. Compared to the originally planned, the estimated income in 2022 has increased by 236.4 billion dinars, while expenditures are higher by 307.4 billion dinars, with significant changes in the structure. Incomes and expenditures will gradually decrease in terms of participation in GDP, with the fact that, as long as the uncertainty related to the pandemic, the prices of energy, raw materials and food and the conflict in Ukraine lasts, fiscal interventions are possible in order to amortize the negative effects. Planned deficits enable a further reduction in the share of public debt in GDP. See Table 5. Revenues, expenditures and results of the government sector in 2022 in billion dinars, on page 30 and Table 6. Revenues, expenditures and results of the government sector, January–September 2022, in billion dinars on page 34.

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:

https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

Comment:

Expenditure estimates for BY-1 (2022) are presented by only economic classification in Table 5 on page 30 (Fiscal strategy).

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

Comment:

EBP and FS does not present expenditures for individual programs for the Budget Year (BY-1).

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/upload/media/LuBZjH_637b5600c71db.pdf

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

Comment:

Revenues, expenditures and the result of the government sector in 2022, in billion dinars, are shown in Table 5 on page 30.

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//upload/media/LuBZjH_637b5600c71db.pdf

Comment:

Table 10 on page 41 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//upload/media/LuBZjH_637b5600c71db.pdf

Comment:

Table 10 on page 41 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

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/upload/media/LuBZjH_637b5600c71db.pdf

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..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//upload/media/LuBZjH_637b5600c71db.pdf

Comment:

The Fiscal Strategy, Table 6 (page 34), presents the actual outcome of the budget for BY-2 (2021) compared against BY-1 (in both instances the first 9 months of the year). In Tables 8 (page 37), Tables 10 (page 41) 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//upload/media/LuBZjH_637b5600c71db.pdf

Comment:

Information on various revenue types in BY-1 is available in the Fiscal Strategy, Table 9 (page 38). Table 5 (page 30) also 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//upload/media/LuBZjH_637b5600c71db.pdf

Comment:

See Table 9 (page 38) in the Fiscal strategy (table 9. Total income and donations in the period 2021–2025. year, % of GDP). 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/LuBZjH_637b5600c71db.pdf

Comment:

See Table 9 (page 38) in Fiscal strategy (Table 9. Total income and donations in the period 2021–2025. year, % of GDP). Please see 2021 figures in the "Процена/Evaluation" column.

Absolute GDP figures for 2021 is present in Table 3 on page 15.

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/LuBZjH_637b5600c71db.pdf

Comment:

See table 6 (page 34) which shows revenues, expenditures and results of the government sector, January-September 2021. Response "b" was

chosen as figures are given as a % of GDP, without a way to calculate the absolute values.
See also table 8 (page 37) and table 9 (page 38).

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/LuBZjH_637b5600c71db.pdf

Comment:

See Fiscal Strategy: Table 6 (page 34) and Table 9 (page 38). 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/LuBZjH_637b5600c71db.pdf

Comment:

See Fiscal Strategy: information is available in Table 6 (page 34) and 8 (page 38). Figures for 2021 and 2022 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:

https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

Comment:

EBP (pages 12-50) states that the total debt of the Republic of Serbia, on August 31, 2022, amounted to RSD 3.784.526.272.615 (32.244.793.522 EUR). Repayment projections are given according to the state of debt on August 31, 2022, and for some obligations they are indicative character. The EBP contains the following data for each individual loan: a) the first day of repayment, b) the last day of repayment, c) principal due in current year which also includes currency d) interest rate and e) creditor.

See Table 21 and 22 (page 76) in Fiscal strategy: Public debt of the general level of the state of the Republic of Serbia in the period 2019-30. September. Fiscal strategy contains the structure of interest rates of the general level debt in the period from 2019 to September 30th 2022, 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/LuBZjH_637b5600c71db.pdf

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

Comment:

The Fiscal strategy (pages 67-88) present more information about public debt, including several different tables, charts and infographics. See Tables 21 and 22: Public debt of the general level of the state of the Republic of Serbia in the period 2019 until 30 September 2022.

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.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf
<https://www.srbija.gov.rs/extfile/sr/664108/pz-budzet-republike-srbije-2023-007-cyr.zip>

Comment:

Draft Law on budget of Republic of Serbia for year 2023, with proposals of decisions on approval of financial plans for year 2023 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. These decisions are part of the EBP on the Parliament's website, and are in a zipped file on the Government's website.

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, including both revenues and expenditures, 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/LuBZjH_637b5600c71db.pdf

Comment:

Annex 1 on page 90 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 91 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.

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.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf
<https://www.srbija.gov.rs/extfile/sr/664108/pz-budzet-republike-srbije-2023-007-cyr.zip>

Comment:

The narrative is a rather short and general (Article 7, pages 63-64). 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 39 EBP contains a table with the distribution of transfers to all local governments (pages 239-243). The Explanatory note (page 20) states that transfers to other levels of government are planned in the total amount of 134,20 billion dinars and participate with 6,37% 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: Agree

Government Reviewer

Opinion: Agree

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 budget 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.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..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". That, however, is not enough, so the answer remains d).

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:

Comment:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

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.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

https://www.mfin.gov.rs//upload/media/LuBZjH_637b5600c71db.pdf

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 (pages 48-65). See Tables 12 - 17 (pages 50-54).

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.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

https://www.mfin.gov.rs//upload/media/LuBZjH_637b5600c71db.pdf

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:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

Comment:

Fiscal strategy (page 22) 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.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf
https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

Comment:

It is not common to present information about non-financial assets of the state in budget documents. However, we found some - Table 15 (page 53) 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.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

https://www.fiskalniasavet.rs/doc/ocene-i-misljenja/2022/FS-Ocena_budzeta_2023_v1.pdf

Comment:

EBP (pages 1-50) presents articles with general and public debt data.

Fiscal strategy (pages 58-65 and 69-88) discussed expenditure arrears, dealing with state owned enterprises and their commitments and debts that have to be paid from the budget.

In analyzing the 2023 budget, the Fiscal Council looked at the losses of public companies. The biggest problem of Serbia's public finances is undoubtedly the huge cost for EPS and Srbijagas (public companies dealing with energy), which, however, is not transparently shown in the budget again. As a rule, this budget item amounts to 5-10 billion dinars in "normal" times, and in the budget for 2023, as much as 117 billion dinars is foreseen for it, i.e. about one billion euros. It is clear that the source of such an increase in expenditures is the unsuccessful business of EPS and Srbijagas, which by far account for the largest part of these budget expenditures (probably around 900 million euros). Completely precise data, however, are not known because the Government remained non-transparent in the presentation of these costs (as in the rebalancing of the budget for 2022), the Fiscal Council stated.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

d. No, estimates of expenditure arrears are not presented.

Comments: I think that this question is directly related to state arrears and the data on state arrears (for example to pharmaceutical companies for medications, or to energy companies....) is not a part of the EBP and supporting documents.

Government Reviewer

Opinion: Agree

Researcher Response

We think the answer should remain "c". Fiscal strategy and EBP provide data on guarantees for public company loans (Article 3). The projections are given on the basis of the Government's Strategy of State Ownership and Management of Business Entities owned by the Republic of Serbia for the period from 2021 to 2027. Strategy provides a vision and instructions regarding the goals of ownership management, the goals of financial and public policies, as well as the principles of corporate governance and supervisory practices in accordance with international standards and best practices. <https://privreda.gov.rs/sites/default/files/documents/2021-08/Strategija-Drzavno-Vlasnistvo-003.pdf> See table 13, 14 and 15 in Fiscal strategy: Табела 13. Стање дуга по основу издатих гаранција у мил. евра; Табела 14. Укупно плаћене обавезе по основу гаранција по корисницима, млрд динара; Табела 15. План издавања гаранција у 2022. години

IBP Comment

Based on the arguments and evidences above, the original answer provided by the researcher was maintained.

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.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..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 38, 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:

d. No, information related to future liabilities and the sustainability of finances over the longer term is not presented.

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf
https://www.mfin.gov.rs//upload/media/LuBZjH_637b5600c71db.pdf

Comment:

The strategy on pages 69-88 presents a program to decrease the level of public debt. Table 25 on page 79 shows the basic projection of the state debt of the general government level until 2025.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

d. No, information related to future liabilities and the sustainability of finances over the longer term is not presented.

Comments: I think that "No" is a more appropriate answer. There is no longer term projection that takes into account demographic and other longer-term factors.

Government Reviewer

Opinion: Agree

Researcher Response

Agree with Peer Review suggestion. There is no longer term projection that takes into account demographic and other longer-term factors. Only projections and simulations are presented.

IBP Comment

Following the peer reviewer's comment and the reassessment of the researcher, the original answer was changed from "a" to "d".

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.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf
https://www.mfin.gov.rs//upload/media/LuBZjH_637b5600c71db.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 50-56), while the presentation of other donations is less detailed or not identified. Fiscal strategy on page 40 states: The process of bringing the country closer to EU membership increases the available funds from the IPA and IPARD funds, which make up the predominant part of the income from donations. The projected amounts based on donations also include funds based on the basis sectoral budget support of the EU. In 2023, exceptionally, an inflow in the amount of 18.4 billion dinars is expected from the EU, based on aid to mitigate the energy crisis. Revenues based on donations are neutral in relation to the result, given that they are equal to expenditures on this basis.

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.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

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 individual earmarked revenues and a narrative discussing the earmarks. If a narrative discussion is not included, but estimates for all individual 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.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.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: Agree

Comments: While I agree with this answer, the fact is that earmarked revenues are very, very, very rare in Serbia. Few years ago Serbia abolished most of the earmarking and almost all of the revenues are part of the general budget. The major earmarked revenues are social security contributions (which are not part of the budget, but of the social security funds) and are as such shown independently. Other than that, there is really just a few which are not important.

Government Reviewer

Opinion: Agree

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.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.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 page 46 states that the Government has adopted a strategy aimed at reducing various forms of budgetary support to public and state-owned enterprises and continuing reforms. The Fiscal Strategy on page 46 states that the Government has adopted a strategy aimed at reducing various forms of budgetary support to public and state-owned enterprises and continuing reforms. On page 56, the Fiscal Strategy reminds that it was adopted by the Law on Establishing the Second Guarantee Scheme as a measure of additional support to the economy due to the prolonged negative impact of the COVID-19 pandemic. Also, the Fiscal Strategy refers to strategies and plans for fiscal reforms and overcoming crisis situations.

Peer Reviewer

Opinion: Agree

Government Reviewer**Opinion:** Disagree**Suggested Answer:**

b. Yes, estimates that show how the proposed budget is linked to all the government's policy goals for the budget year are presented, but a narrative discussion is not included.

Comments: Expenditures are linked to all the government's policy goals through program information where goals and indicators are defined and the connection of programs and projects with strategies.

Researcher Response

We think the answer should remain "c". Not all strategies and national plans are clearly visible in the budget. For example, the Action Plan for Chapter 23 (part of the pre-accession obligations for Serbia joining the EU) is nowhere mentioned.

IBP Comment

Based on the arguments and evidences above, the original answer provided by the researcher was maintained.

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:

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.

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.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. The Fiscal strategy on page 2 states that the directions of the fiscal policy are defined towards reducing the deficit and debt in the medium term. After exceptional circumstances, which increased the costs of budgetary support to the energy sector in 2022 and partly in 2023, it is expected that these costs will be absent, that is, they will not require budgetary intervention in the medium term, after the implemented structural reforms and changes in the international environment. After the outbreak of the war in Ukraine and the energy crisis, Serbia submitted a request for a new Precautionary Arrangement with the IMF that will support efforts to preserve macroeconomic and fiscal stability. It is stated that fiscal policy will remain slightly restrictive, despite significant allocations to mitigate the energy crisis (page 68).

Peer Reviewer**Opinion:** Agree

Government Reviewer**Opinion:** Disagree**Suggested Answer:**

b. Yes, estimates that show how the proposed budget is linked to all the government's policy goals for a multi-year period are presented, but a narrative discussion is not included.

Comments: Expenditures, goals, indicators and program information are defined for 3 years.

Researcher Response

Not all strategies and national plans are clearly visible in the budget, but some are mentioned. Therefore, we can change the answer to "c", but not to "b".

IBP Comment

Considering the comment provided by the government reviewer and the reassessment of the researcher, the original answer was changed from "d" to "c".

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.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

https://www.mfin.gov.rs//upload/media/LuBZjH_637b5600c71db.pdf

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.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf
<https://www.srbija.gov.rs/extfile/sr/664108/pz-budzet-republike-srbije-2023-007-cyr.zip>

Comment:

See EBP's document, information about programs or document number 4 in the zipped file. The program structure of the budget is listed on 835 pages. 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.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf
<https://www.srbija.gov.rs/extfile/sr/664108/pz-budzet-republike-srbije-2023-007-cyr.zip>
https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

Comment:

See EBP's document, information about programs or document number 4 in the zipped file. The program structure of the budget is listed on 835 pages. Since 2015 all budget users (agencies) 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.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf
<https://www.srbija.gov.rs/extfile/sr/664108/pz-budzet-republike-srbije-2023-007-cyr.zip>
https://www.mfin.gov.rs/upload/media/LuBZjH_637b5600c71db.pdf

Comment:

In the Fiscal Strategy on page 41, social care and transfers are identified as "biggest expenditure category of the budget" that has to be decreased. The share of expenditures for social benefits in GDP decreases from 13.6% in 2021 to 13.1% in 2025. In 2022, a one-time aid was paid to all pensioners in the amount of 20,000 dinars each, that is, about 34 billion dinars in total, which was also reflected in the dynamics of the share of social protection expenditures in GDP. In the program structure of the EBP, different goals of poverty reduction are stated. In addition to financial assistance to the most disadvantaged categories of citizens, assistance is provided to poor children. Also to vulnerable women (aid for energy-vulnerable households). 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.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2009/54/1/reg>
http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

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.

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:

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

Source:

https://www.mfin.gov.rs/upload/media/WGJlJf_629dced183ede.pdf

Comment:

The Fiscal Strategy does contain discussion of all the main core elements. (pages 10-27)

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

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

Source:

https://www.mfin.gov.rs/upload/media/WGJlJf_629dced183ede.pdf

Comment:

Fiscal strategy (page 28) states the medium-term goals of fiscal policy. On pages 80-81, states the principles and goals of public debt management. PBS does contain discussion of the main core elements, but not all.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

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

Source:

https://www.mfin.gov.rs/upload/media/WGJlJf_629dced183ede.pdf

Comment:

Fiscal strategy (page 28) states the medium-term goals of fiscal policy. On pages 39-48, states the goals of fiscal policy. On pages 80-81, states about the principles and goals of public debt management. PBS does contain discussion of the main core elements, but not all.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

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

Source:

https://www.mfin.gov.rs//upload/media/WGJJf_629dced183ede.pdf

Comment:

Fiscal Strategy (pages 70-89) lists information on public debt, debt reduction program, management strategy, risks. See also tables 21-29.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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:

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

Source:

https://www.mfin.gov.rs/upload/media/WGJJf_629dced183ede.pdf

Comment:

Fiscal Strategy contains these elements for two years beyond the budget year. See: Table 11. Total expenditures in the period 2021–2025. year, % of GDP (page 43) and some narrative on pages 44 and 45.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2503-22.pdf

Comment:

Law on the budget of the Republic of Serbia for 2023 (adopted on December 9, 2022).

Expenditures are classified in Article 8, from page 64 on. The title of column number 4. is "function" and there are functional classification codes (e.g. 110, 130).

The table in the article 8 brings also expenditures information by administrative units and by economic classification.

There is also a consolidated table of expenditures by economic classification in the article 1.

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.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2503-22.pdf

Comment:

Law on the budget of the Republic of Serbia for 2023 (adopted on December 9,2022).

Expenditures are classified in Article 8, from page 64 on. The title of column number 4. is "function" and there are functional classification codes (e.g. 110, 130). The title of column number 6. is "economic classification" (e.g. 411, 412, 413...)

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 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 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.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2503-22.pdf

Comment:

Law on the budget of the Republic of Serbia for 2023 (article 8). 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 65...)

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.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2503-22.pdf

Comment:

Article 1. presents all major revenue sources by type and value. See for example pages 1-4.

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.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2503-22.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 12,5 billion RSD value and "other regular non-tax income" with 33.5 billion RSD, while the total of non-tax income is more than 200 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:

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

Source:

http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2503-22.pdf

Comment:

Article 3 (Table on pages 6-50) presents direct obligations with the interest rates for each individual debts. Total debt outstanding at the end of the budget year 2022: Sum on page 50 provides for information about total government's debt (domestic and foreign) as it was at the end of third quarter of 2022. 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.

In addition, article 1 presents information on consolidated fiscal deficit and interest payments.

Peer Reviewer

Opinion: Agree

Government Reviewer
Opinion: Agree

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/f85nRD_63f739d2409a2.pdf

https://www.mfin.gov.rs/upload/media/6S4wos_63f73955599ca.pdf

Comment:

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 2023, 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/f85nRD_63f739d2409a2.pdf

https://www.mfin.gov.rs/upload/media/6S4wos_63f73955599ca.pdf

Comment:

The Ministry of finance does not promote the guide in the media or in any other way. After its adoption, the Ministry published it on the website. The practice of the Ministry is to adopt and publish the "Citizen's guide" after the adoption of the budget for the next year, usually in February of the BY.

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/f85nRD_63f739d2409a2.pdf

https://www.mfin.gov.rs/upload/media/6S4wos_63f73955599ca.pdf

Comment:

So far, no budget consultations with citizens have ever been organized. The Ministry of finance does not promote the guide in the media or in any other way. After its adoption, the Ministry published it on the website. The practice of the Ministry is to adopt and publish the "Citizen's guide" after the adoption of the budget for the next year, usually in February of the BY.

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/f85nRD_63f739d2409a2.pdf

https://www.mfin.gov.rs//upload/media/6S4wos_63f73955599ca.pdf

Comment:

The practice of the Ministry is to adopt and publish the "Citizen's guide" after the adoption of the budget for the next year, usually in February of the BY.

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://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija>
<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-septembar-2022>

Comment:

The Ministry of Finance publishes a monthly Bulletin of Public Finances. See Table 1 in Bulletin for September 2022 on pages 37-38: "Consolidated balance of state in the period 2005 - 2022".

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://www.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 September 2022 on pages 37-38: "Consolidated balance of state in the period 2005 - 2022".

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

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-septembar-2022>

Comment:

The Ministry of Finance publishes a monthly Bulletin of Public Finances. See Table 1 in Bulletin for September 2022 on pages 37-38: "Consolidated balance of state in the period 2005 - 2022".

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

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-septembar-2022>

Comment:

See Table 1 in Bulletin for September 2022 on pages 37-38: "Consolidated balance of state in the period 2005 - 2022". See columns "Nominal growth index 2022/2021 (Индекс номиналног раста) and "Real Growth Index" (Индекс реалног раста) - January - September.

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

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-septembar-2022>

Comment:

See Table 4 in Bulletin for September 2022: "Tax income in mlrd din" (page 46) and Table 6. Non-tax incomes in mlrd din" (page 49) . 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 (2005-2021).

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

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-septembar-2022>

Comment:

See Bulletin for September 2022: Table 1: "Consolidated balance of state in the period 2005 - 2020" (pages 37-38), Table 3: "Revenues and expenditures of the budget of the Republic of Serbia from 2005 to 2022 in mil. Dinars" (page 45), Table 4: "Tax income in mlrd din" (page 46) and Table 6: "Non-tax incomes in mlrd din" (page 49). 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 (2005-2022).

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

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-septembar-2022>

Comment:

See Bulletin for September 2022: Table 1 on pages 37-38: "Consolidated balance of state in the period 2005 - 2022". 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 (2005-2022). There is no comparison with budget plans. Table 2 on page 39: "Consolidated balance sheet of the state by levels of government, in the period January-September 2022. 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://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija>

<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-septembar-2022>

Comment:

See Bulletin for September 2022, pages 72-84. 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. 30/September/2022 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".

Information on interest payments can also be found on table 01, page 38.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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;
- 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://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija>
<https://www.mfin.gov.rs/aktivnosti/bilten-javnih-finansija-za-mesec-septembar-2022>

Comment:

See Bulletin for September 2022, pages 72-84. 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. 30 September 2022 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:**Comment:**

MYR was not published. We do not have information if the document is 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 if the document is 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 if the document is 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 if the document is 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 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 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 if the document is 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 if the document is 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 if the document is 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 if the document is 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 if the document is 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.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2509-22.pdf

<https://www.srbija.gov.rs/extfile/sr/664099/pz-zavrsni-racun2021-007-cyr.zip>

Comment:

The Law on the Final Account of the Budget of the Republic of Serbia for 2021 (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 published on Dec,9,2022, along with EB for 2023. The draft law on the final account contains an explanation (zipped file).

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.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2509-22.pdf
<https://www.srbija.gov.rs/extfile/sr/664099/pz-zavrsni-racun2021-007-cyr.zip>

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.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2509-22.pdf
<https://www.srbija.gov.rs/extfile/sr/664099/pz-zavrsni-racun2021-007-cyr.zip>

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.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2509-22.pdf
<https://www.srbija.gov.rs/extfile/sr/664099/pz-zavrsni-racun2021-007-cyr.zip>

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.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2509-22.pdf
<https://www.srbija.gov.rs/extfile/sr/664099/pz-zavrsni-racun2021-007-cyr.zip>

Comment:

See Article 2, page 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 24.500.000.000 planned in EB, but it was collected 32.819.647.667 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.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2509-22.pdf
<https://www.srbija.gov.rs/extfile/sr/664099/pz-zavrsni-racun2021-007-cyr.zip>

Comment:

See Article 2, page 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 25.500.000.000 planned in EB, but it was collected 32.819.647.667 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.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2509-22.pdf

<https://www.srbija.gov.rs/extfile/sr/664099/pz-zavrsni-racun2021-007-cyr.zip>

Comment:

See Article 2, page 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 25.500.000.000 planned in EB, but it was collected 32.819.647.667 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.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2509-22.pdf
<https://www.srbija.gov.rs/extfile/sr/664099/pz-zavrsni-racun2021-007-cyr.zip>

Comment:

See table on page 1. The YER lists the differences for all items. See for example, the line "Total income and receipts realized on the basis of sales non-financial assets". The original borrowing plan was 43 million dinars less. The narrative exists in the Explanatory note of the law proposal (zipped file), but without elaborating the difference. The explanation only recounts how much was planned and how much was realized. Information on interest payments can be found on page 3. Information on deficit (a proxy for the amount of net new borrowing required during the budget year) can be found on page 1.

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.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2509-22.pdf
<https://www.srbija.gov.rs/extfile/sr/664099/pz-zavrsni-racun2021-007-cyr.zip>

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 "b" is also accepted if one of the core elements is not presented but additional information beyond the core elements is presented. 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.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2509-22.pdf
<https://www.srbija.gov.rs/extfile/sr/664099/pz-zavrsni-racun2021-007-cyr.zip>

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.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2509-22.pdf
<https://www.srbija.gov.rs/extfile/sr/664099/pz-zavrsni-racun2021-007-cyr.zip>

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.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2509-22.pdf
<https://www.srbija.gov.rs/extfile/sr/664099/pz-zavrsni-racun2021-007-cyr.zip>

Comment:

YER does not contain these differences.

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.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2509-22.pdf
<https://www.srbija.gov.rs/extfile/sr/664099/pz-zavrsni-racun2021-007-cyr.zip>

Comment:

YER does not contain these differences.

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.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2509-22.pdf

<https://www.srbija.gov.rs/extfile/sr/664099/pz-zavrsni-racun2021-007-cyr.zip>

Comment:

See page 47 line "Social assistance for vulnerable populations, not elsewhere classified" (Социјална помоћ угроженом становништву, неklasifikovana na drugom mestu). Also, same line on page 57.

There are some policies that support the most vulnerable that have not been mentioned.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

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.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2509-22.pdf

<https://www.srbija.gov.rs/extfile/sr/664099/pz-zavrsni-racun2021-007-cyr.zip>

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 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.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2509-22.pdf

<https://www.srbija.gov.rs/extfile/sr/664099/pz-zavrsni-racun2021-007-cyr.zip>

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 (zipped file) contains a Report on budget execution with explanations (document number 6 contains the justification for the deviation from the plan).

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 (<https://www.issai.org/pronouncements/issai-100-fundamental-principles-of-public-sector-auditing/>) 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/izvestaji>

Comment:

SAI produces a hundreds 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 performance audit (revizija svrsishodnosti), response reports and post-audit reports.

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://dri.rs/storage/upload/documents/revision/2022/2022-1-lzvestaja%20ZR%202021_.pdf

Comment:

Report on Audit of Final Account of Budget of Republic of Serbia for year 2021 (Извештај о ревизији Завршног рачуна буџета Републике Србије за 2021. годину).
pg 5 - 13 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:

a. All extra-budgetary funds within the SAI's mandate have been audited.

Source:

https://dri.rs/storage/upload/documents/revision/2022/2022-1-lzvestaja%20ZR%202021_.pdf

(Audit report on the final budget for 2021)

<https://www.dri.rs/storage/upload/documents/revision/2022/2022-3-Zavr%C5%A1ni%20ra%C4%8Dun%20RFZO.pdf>

(Audit report on the final account of the Republic Health Insurance Fund for 2021)

<https://www.dri.rs/storage/upload/documents/revision/2022/2022-3-PIO%20Fond.pdf>

(Report on the audit of the final account of the Republic Pension and Disability Insurance Fund for 2021)

<https://www.dri.rs/storage/upload/documents/revision/2022/2022-3-Fond%20za%20socijalno%20osiguranje%20vojnih%20osiguranika.pdf>

(Report on the audit of the final account of the Social Insurance Fund for Military Insured Persons for 2021)

<https://www.dri.rs/storage/upload/documents/revision/2022/2022-3-Nacionalna%20slu%C5%BEba%20za%20zapo%C5%A1ljavanje.pdf>

(Report on the audit of the final account of the National employment service for 2021)

Comment:

See sector 3 - for audit of organisations for mandatory social insurance.

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://dri.rs/storage/upload/documents/revision/2022/2022-1-Izvestaja%20ZR%202021_.pdf

Comment:

Report on Audit of Final Account of Budget of Republic of Serbia for year 2021 (Извештај о ревизији Завршног рачуна буџета Републике Србије за 2021. годину)

See pages 19-42 "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:

c. Yes, the SAI or legislature reports publicly on some audit recommendations.

Source:

<https://www.dri.rs/revizije-odazivnog-izvestaja>

https://www.dri.rs/storage/upload/documents/revision/2021_OD/2021-3-SV%20OD%20RFZO%20Reagensi.pdf

Comment:

The SAI publish responsive audit reports. During 2022, SAI published 253 responsive audit reports including responsive audit report on the elimination of irregularities of the Republic Fund for Health Insurance. Also, SAI publishes responsive reports of several ministries, local governments, public companies.

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:

Budget system law: <http://www.pravno-informacioni-sistem.rs/SIGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2009/54/1/reg>

"About the Fiscal council" landing page: <https://www.fiskalnisavet.rs/english/o-fiskalnom-savetu.php>

"Fiscal rules" landing page: <https://www.fiskalnisavet.rs/english/fiskalna-pravila.php>

Comment:

The IFI's name in Serbia is "Fiscal Council". The Fiscal Council (FC) is an independent body that is established by law (Budget system law, articles 92a-92c), as a part of package of agreement with the IMF, in 2011. The FC is accountable to the Parliament and independent from the Executive. According to its internal organization, the Fiscal Council can have 17 employees, but as of 2022, it only had 11. This, however, does not threaten the Fiscal Council from performing all its duties. The FC is obliged to verify the macroeconomic and fiscal assumptions that were used for the drafting of Government Acts. The FC also evaluates the economic policy, assesses fiscal risks and the probability that the Government will meet its fiscal goals in the future, and how well it has respected previously established fiscal rules.

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:

"Evaluation of the draft law on the final account of the budget of the Republic of Serbia for the year 2021":

<https://www.fiskalnissavet.rs/latinica/ocene-i-misljenja.php>

Landing page for analyses, views and proposals by the Fiscal Council: <https://www.fiskalnissavet.rs/latinica/analize-stavovi-predlozi.php>

"Proposal of social and tax policy measures, to reduce inequality and the risk of poverty in the Republic of Serbia":

https://www.fiskalnissavet.rs/doc/analize-stavovi-predlozi/2022/FS_Predlog%20mera%20socijalne%20i%20poreske%20politike.pdf

Comment:

Among others, in 2022 the Fiscal Council published an opinion on the draft budget for BY2023, YEB for 2021, as well as the analysis of the Fiscal Strategy for BY2022.

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

On September 22, 2022, the FC analyzed social measures to reduce inequality and poverty, with recommendations.

In April 2022, the FC published an analysis of anti-crisis budget measures during the COVID-19 pandemic: costs, results and lessons.

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:

"Proposal for social and tax policy measures to reduce inequality and the risk of poverty in the Republic of Serbia":

https://www.fiskalniasvet.rs/doc/analize-stavovi-predlozi/2022/FS_Predlog%20mera%20sociojalne%20i%20poreske%20politike.pdf

"Structural problems of Serbian energy in the light of the global crisis: causes, costs and possible solutions":

https://www.fiskalniasvet.rs/doc/analize-stavovi-predlozi/2022/FS_Struktturni_problemi_srpske_energetike_usvetlu_globalne_krize_jul_2022.pdf

"15 years of private pension funds in Serbia: Development to date and recommendations for reforms": <https://www.fiskalniasvet.rs/doc/analize-stavovi-predlozi/2022/FS%202022%20Privatni%20PF%20u%20Srbiji.pdf>

Comment:

The Fiscal Council announces analyses for major policies, such as its September 2022 analysis of the social and tax policy measures to reduce inequality and the risk of poverty in the Republic of Serbia, and the July 2022 analysis of anti-crisis budget measures during the COVID-19 pandemic: costs, results and lessons.

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:

November 29, 2022, Ninth session of the Committee for Finances, Republic Budget and Control of Spending of Public Funds:

http://www.parlament.rs/%D0%A8%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%B5,45948.43.html

October 24, 2022, The sixth session of the Committee for Finances, the Republic Budget and Control of Spending of Public Funds:

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%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%B5,45698.43.html

December 4, 2022, The first public hearing of the Committee for Finance, the Republic Budget and Control of Spending of Public Funds:

http://www.parlament.gov.rs/Prvo_javno_sluC5%A1anje_Odbora_za_finansije_republiC4%8Dki_budC5%BEet_i_kontroli_troC5%A1enja_javnih_srdstava.46003.941.html

Comment:

During 2022, parliamentary elections were held, so the Assembly did not work for several months. In previous years, FS representatives participated in at least three or more meetings of the Committee. FS representatives participated in two sessions of the Committee for Finance and Budget Control in 2022 - on December 9, FS representative Bojan Dimitrijević presented the FS financial plan proposal for 2023, on October 24, FS president Pavle Petrović presented the FS Annual Report for 2021. Also, the president FS participated in the first public hearing of the Finance Committee on December 4, 2022.

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:

Opinion on the draft fiscal strategy for 2023 with projections for 2024 and 2025: https://www.fiskalnissavet.rs/doc/ocene-i-misljenja/2022/FS_Misljenje_Nacrt_Strategija_2023-2025.pdf

Comment:

Parliament and the Committee on Finance, the Republican Budget and Public Expenditure Control did not consider the budget policy before adopting the EBP. The first engagement of the Parliament with the budget is the consideration of the EBP. (The EBP was adopted on November 18, 2022). However, on June 3, 2022, the Fiscal Council published an Opinion on the Draft Fiscal Strategy for 2023 with projections for 2024 and 2025.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer:

b. Yes, a legislative committee debates budget policy prior to the tabling of the Executive's Budget Proposal, and approves recommendations for the upcoming budget.

Comments: Committee on Finance, the Republican Budget and Public Expenditure Control and other relevant Parliament committees discuss and adopts EBP before its discussion in the Parliament.

Researcher Response

We stand by the earlier answer. The competent committees considered the proposed budget only after it was submitted to the parliament, a few days before the adoption of the 2023 budget.

IBP Comment

Based on the arguments and evidences above, the original answer provided by the researcher was maintained.

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:

EBP package with November 18, 2022 stamp: http://www.parlament.rs/upload/archive/files/cir/pdf/predlozi_zakona/13_saziv/Budzet%202023..pdf

Comment:

The EBP was adopted on Government sitting on November 18, 2022 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:

Law on the budget of the republic of Serbia for 2023: http://www.parlament.rs/upload/archive/files/cir/pdf/zakoni/13_saziv/2503-22.pdf

Comment:

The Enacted Budget was adopted on December 9, 2022.

<https://www.mfin.gov.rs/sr/aktivnosti-1/usvojen-budzet-republike-srbije-za-2023-godinu-1>

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:

Law on the budget system:

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

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:

b. Yes, the legislature used its authority in law to propose amendments to the Executive's Budget Proposal, but no amendments were adopted.

Source:

Monday, December 5, 2022, Third session of the Second Regular Session of the National Assembly of the Republic of Serbia in 2022:

http://www.parlament.rs/%D0%A2%D1%80%D0%B5%D1%9B%D0%B0_%D1%81%D0%B5%D0%B4%D0%BD%D0%B8%D1%86%D0%B0_%D0%94%D1%80%D1%83%D0%B3%D0%BE%D0%B3_%D1%80%D0%B5%D0%B4%D0%BE%D0%B2%D0%BD%D0%BE%D0%B3.46023.43.html

News article from December 7, 2022: "Debate on next year's budget, the session continues tomorrow"

<https://www.rts.rs/lat/vesti/politika/5046928/rasprava-o-budzetu-za-narednu-godinu-zasedanje-se-nastavlja-sutra.html>

Comment:

178 amendments were submitted to the budget proposal, but 80 were rejected before the discussion itself. Of the remaining 98, none were accepted. Also, Parliament did not consider the budget separately, but as the part of a unified debate, together with 34 other bills that were on the agenda.

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:

Tuesday, December 6, 2022, 11th session of the Committee for Finances, Republic Budget and Control of Spending of Public Funds:

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,.46041.43.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:

Sunday, December 4, 2022, Fifth session of the Committee for Education, Science, Technological Development and Information Society:

http://www.parlament.rs/%D0%9F%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%B%D1%80%D0%B0_%D0%B7%D0%B0_%D0%BE%D0%B1%D1%80%D0%B0%D0%B7%D0%BE%D0%B2%D0%B0%D1%9A%D0%B5,45998.43.html

Friday, December 2, 2022, Seventh session of the Committee for Constitutional Affairs and Legislation:

http://www.parlament.rs/%D0%A1%D0%B5%D0%B4%D0%BC%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%83%D1%81%D1%82%D0%B0%D0%B2%D0%BD%D0%B0.45990.43.html

Friday, December 2, 2022, The sixth session of the Committee for Agriculture, Forestry and Water Management:

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%86%D0%B0_%D0%9E%D0%B4%D0%B1%D0%BE%D1%80%D0%B0_%D0%B7%D0%B0_%D0%BF%D0%BE%D1%99%D0%BE%D0%BF%D1%80%D0%B8%D0%B2%D1%80%D0%B5%D0%B4%D1%83,45983.43.html

Friday, December 2, 2022, Third session of the Health and Family Committee:

http://www.parlament.rs/%D0%A2%D1%80%D0%B5%D1%9B%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_%D0%B7%D0%B4%D1%80%D0%B0%D0%B2%D1%99%D0%B5.45980.43.html

Friday, November 4, 2022, Second session of the Committee for Economy, Regional Development, Trade, Tourism and Energy:

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_%D0%BF%D1%80%D0%B8%D0%B2%D1%80%D0%B5%D0%B4%D1%83,45782.43.html

Comment:

Beside the Committee on Finance, the Republican Budget and the Control of Public Spending, the budget was discussed at the sessions of the Committee for Education, Science, Technological Development and Information Society, the Committee for Constitutional Affairs and Legislation, the Committee for Agriculture, Forestry and Water Management, the Committee for Health and Family and the Committee for Economy, Regional Development, Trade, Tourism and energy

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:

Finance Committee landing page: <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%B8.126.13.html>

Comment:

In-Year Reports were never on the agenda of the Finance Committee, nor were they on the agenda of the Parliament in its plenary session.

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:

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

Comment:

The 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 the 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:

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

Comment:

The Budget System Law allows the executive to collect budget revenues above the adopted level (Article 49), but spending is not allowed before prior approval of legislature.

The Serbian Legislature is not performing an effective oversight of the executive's spending. It also readily follows the Government's intentions to re-balance the budget during the year. However, the Government is also using legal mechanisms to spend a portion of budget funds without previous

approval of the Parliament. These mechanisms are transfers from and to the reserve (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, the Government plans in advance for a significant part of the original budget to *not* be spent for its original purposes. The law envisages "Current budget reserve" as a part of the planned revenues which are not allocated in advance, but is retained in the name of the current budget reserve and 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".

The Government does not provide an explanation on the consequences for 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. A 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 the Government's decision claim.

The 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:

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

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:

Finance Committee landing page: <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%B8.126.13.html>

Wednesday, December 28, 2022, 13th session of the Committee for Finances, Republic Budget and Control of Spending of Public Funds:

http://www.parlament.rs/13_%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,.46231.43.html

Comment:

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.

At its meeting on 28 December, the Committee considered other conclusions adopted by the SAI on the basis of audit reports and findings for City Sombor. But never the audit report of the Final Budget accounts.

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:

Decree on the Election of the Council of the State Auditor Institution:

http://www.parlament.gov.rs/upload/archive/files/lat/pdf/ostala_akta/2018/RS19-18%20lat.pdf

The law on the State Audit Institution: <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2005/101/10/reg>

Thursday, March 30, 2023, 18th session of the Committee for Finances, Republic Budget and Control of Spending of Public Funds:

http://www.parlament.rs/18...%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%B5,46863.43.html

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).

At the session held on March 30, 2023, the members of the Committee for Finance, the Republic Budget and Control of the Spending of Public Funds initiated the procedure for the election of a new president, vice president and three members of the Council of the State Audit Institution.

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:

<http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2005/101/10/reg>

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:

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

Comment:

According to the Budget System Law (Article 37 and 39), the budget of the 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:

<http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2005/101/10/reg>

Comment:

Article 35 of the Law on Supreme Audit Institution stipulates that the 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:

Organization and composition of the State Audit Institution: <https://www.dri.rs/organizacija-dri>

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. A special internal unit has also been established in the Institution: the Internal Audit Service.

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:

Wednesday, December 28, 2022, 13th session of the Committee for Finances, Republic Budget and Control of Spending of Public Funds:

http://www.parlament.rs/13_%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,.46231.43.html

Sunday, December 4, 2022, First public hearing of the Committee for Finance, the Republic Budget and Control of Spending of Public Funds:

http://www.parlament.gov.rs/Prvo_javno_sluc5%A1anje_Odbora_za_finansije_republi%4%8ki_bud%5%BEet_i_kontrolu_tro%5%A1enja_javnih_sr_edstava.46003.941.html

Tuesday, October 4, 2022, Fourth session of the Committee for Finances, the Republic Budget and Control of Spending of Public Funds:

http://www.parlament.rs/%D0%A7%D0%B5%D1%82%D0%B2%D1%80%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,.45459.43.html

Comment:

At the session of the Finance Committee held on December 28, representatives of SAI presented the Report on the audit of the City of Sombor for 2019 and the audit of other audit entities from the City of Sombor.

The President of the SAI, Duško Pejović, participated in the public hearing of the Finance Committee on the budget on December 4.

The Finance Committee, at the session held on October 4, 2022, considered the Report on the work of the State Audit Institution for 2021, which was explained by the President of the SAI Council, Dr. Duško Pejović.

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 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:

Law on the Budget System: <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2009/54/1/reg>

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 Law on the Budget System (Article 31) clearly sets out the obligations and budgets calendar dates, but these dates are not fully 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:

Law on the Budget System: <http://www.pravno-informacioni-sistem.rs/SlGlasnikPortal/eli/rep/sgrs/skupstina/zakon/2009/54/1/reg>

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:

Until now, citizens representatives have never been involved in the budget preparation process.

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 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 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.

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:

Sunday, December 4, 2022, First public hearing of the Committee for Finance, the Republic Budget and Control of Spending of Public Funds:
http://www.parlament.rs/%D0%9F%D1%80%D0%B2%D0%BE_%D1%98%D0%B0%D0%B2%D0%BD%D0%BE_%D1%81%D0%BB%D1%83%D1%88%D0%B0%D1%9A%D0%B5_%D0%9E%D0%B4%D0%B1%D0%BE%D1%80%D0%B0_%D0%B7%D0%B0.46002.43.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 held its first public hearing on the budget proposal on December 4, just a day before the opening of the budget debate in the parliamentary session. Representatives of the interested public were not invited to the session. The report of this public hearing was published on the parliament's website two weeks after the budget was adopted. This means that the public hearing served only to give the representatives of the Ministry of Finance an opportunity to present their budget, and not to hear constructive proposals and suggestions.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, public hearings on the budget are held, and members of the public/CSOs testify.

Comments: Public hearing was held on the budget law where the Budget Law of the Republic of Serbia for 2023 was presented to representatives of the non-governmental sector and MPs before the debate in the National Assembly. All those present had the opportunity to ask questions and make comments regarding the Law on the Budget of the Republic of Serbia for 2023.

http://www.parlament.gov.rs/%D0%9F%D1%80%D0%B2%D0%BE_%D1%98%D0%B0%D0%B2%D0%BD%D0%BE_%D1%81%D0%BB%D1%83%D1%88%D0%B0%D1%9A%D0%B5_%D0%9E%D0%B4%D0%B1%D0%BE%D1%80%D0%B0_%D0%B7%D0%B0.46002.43.html

Researcher Response

The organization Transparency Serbia regularly monitors the budget process and its representative participated in the public hearing. He was the only one who had the opportunity to speak and present the proposals and objections of civil society. We stand by the earlier answer and believe that the public hearing was organized only pro-forma, the day before the opening of the debate in the parliament.

IBP Comment

Considering the information provided by the researcher and the link shared with further information on the public hearing held by the Finance

Committee on 04 of December of 2022, on the executive's budget proposal for 2023, the answer provided by the researcher is correct.

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:

Sunday, December 4, 2022, First public hearing of the Committee for Finance, the Republic Budget and Control of Spending of Public Funds:
http://www.parlament.rs/%D0%9F%D1%80%D0%B2%D0%BE_%D1%98%D0%B0%D0%B2%D0%BD%D0%BE_%D1%81%D0%BB%D1%83%D1%88%D0%B0%D1%9A%D0%B5_%D0%9E%D0%B4%D0%B1%D0%BE%D1%80%D0%B0_%D0%B7%D0%B0.46002.43.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 held its first public hearing on the budget proposal on December 4, just a day before the opening of the budget debate in the parliamentary session. Representatives of the interested public were not invited to the session. The report of this public hearing was published on the parliament's website two weeks after the budget was adopted. This means that the public hearing served only to give the representatives of the Ministry of Finance an opportunity to present their budget, and not to hear constructive proposals and suggestion

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:

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:

General Provisions for the State Auditing Institution ("Official Gazette of RS", No. 9/2009):
https://www.dri.rs/storage/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 the SAI, by using the Institution's published address. However, the SAI has no formal duty to include these suggestions in its audit plan nor to justify why information was used or not in designing the 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 the SAI, by using the Institution's published address. However, the SAI has no formal duty to include these suggestions in its audit plan, nor to justify why information was used or not in designing the SAI's audit plan.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree