

Open Budget Survey 2023

Questionnaire

Spain

May 2024

Country Questionnaire: Spain

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:

Stability Program updates are sent every April by national governments to the EU Commission in order to coordinate economic policy and global budgetary goals, such as the budget deficit. It includes a description and overview of Spanish economic policies, government revenues and spending. For FY2023, the Stability Program Update 2022-2025 [1] was presented on 2022/04/29. A shorter presentation is also made available at [2]. Once reviewed and approved by the EU, it forms the basis for the FY2023 budget. A full historical list of Stability Program Updates is available at [3].

Following Spanish law, a medium-term Budget Plan ("Plan Presupuestario") must be created also. (See "Ley Orgánica 2/2012, de 27 de abril, de Estabilidad Presupuestaria y Sostenibilidad Financiera" [4].) The Budget Plan for FY2023 [5] was approved and sent to the EU on 2022/10/15. For a full list of Budget Plans, see [6].

Since both documents are inputs into the Executive Budget Proposal for FY2023, we'll consider both during the current survey.

[1]: <https://www.hacienda.gob.es/CDI/Programas%20de%20Estabilidad/Programa-de-Estabilidad-2022-2025.pdf>

[2]: <https://www.hacienda.gob.es/Documentacion/Publico/GabineteMinistro/Notas%20Prensa/2022/MINISTRA/29-04-22-Presentacion-PROGRAMA-DE-ESTABILIDAD-2022-2025.pdf>

[3]: <https://www.hacienda.gob.es/es-ES/CDI/Paginas/EstrategiaPoliticaFiscal/Programasdeestabilidad.aspx>

[4]: <https://www.boe.es/buscar/pdf/2012/BOE-A-2012-5730-consolidado.pdf>

[5]: <https://www.hacienda.gob.es/CDI/EstrategiaPoliticaFiscal/2023/Plan-Presupuestario-2023-ES.pdf>

[6]: <https://www.hacienda.gob.es/es-ES/CDI/Paginas/EstrategiaPoliticaFiscal/PlanesPresupuestarios.aspx>

Comment:

Peer Reviewer

Opinion: Agree

Comments: I agree with the researcher that this is the main Pre-budgeting document (PBS), named the "Stability Program updated 2022-25" and it is updated every year in April by the government. This year was published on April 29th, just as the European Fiscal authorities demand

Government Reviewer

Opinion: Agree

IBP Comment

The reviewer's comment is well-noted and appreciated.

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:

The Stability Program Update is sent to the European Commission and made public in late April, while the EBP is approved after the summer.

Comment:

The Budget Plan ("Plan Presupuestario") -which is based and extends the Stability Program Update- is published in mid-October, which would imply a 'b' answer. However, in this survey we are considering the Stability Program Update to be detailed enough to be considered a PBS, following the criteria used in OBS 2015, 2017, 2019 and 2021, hence the 'a' answer.

Peer Reviewer

Opinion: Agree

Comments: In fact, it is published 5 months before the mandatory presentation of the Budget proposal in the Congress of Deputies, by mandatory rule of the European Commission. This year this requirement has been met.

Government Reviewer

Opinion: Agree

Comments: The Stability Program Update 2020-2021 was sent to the European Authority and them presented to the public in Spain on april 29th 2022

IBP Comment

The reviewer's comments are well-noted and appreciated. Please note that the considered document is Stability Program Update 2022-2025 (Actualización del Programa de Estabilidad 2022-2025), presented publicly on April 29th, 2022.

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:

29/4/2022

Source:

The Stability Program Update was approved by the Government and presented publicly on April 29th, 2022. [1]

[1]: <https://www.lamoncloa.gob.es/serviciosdeprensa/notasprensa/asuntos-economicos/Paginas/2022/290422-programa-estabilidad.aspx>

Comment:

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 can be seen in the official government page covering the public presentation of the report [1]. It can also be seen in the news coverage [2].

Additionally, we can check also the date of the document itself using Javascript ("javascript:alert(document.lastModified)"). The date shown using the Javascript code matches the press release date.

[1]: <https://www.lamoncloa.gob.es/serviciosdeprensa/notasprensa/asuntos-economicos/Paginas/2022/290422-programa-estabilidad.aspx>

[2]: <https://elpais.com/economia/2022-04-29/el-gobierno-recorta-la-prevision-de-crecimiento-del-7-al-43-para-este-ano-por-la-guerra-en-ucrania.html>

Source:

Comment:

Peer Reviewer

Opinion: Agree

Comments: The researcher is correct, saying that "the date can be seen in the official government page covering the public presentation of the report" and in the "news coverage". However, the publication date does not appear in the published document.

Government Reviewer

Opinion: Agree

IBP Comment

The reviewer's comment is well-noted and appreciated. Please note that the researcher refers to the consultation of Javascript code in the document itself, not to the date explicitly written in the document.

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.hacienda.gob.es/CDI/Programas%20de%20Estabilidad/Programa-de-Estabilidad-2022-2025.pdf>

Source:

A presentation of the Stability Program Update, used during the public presentation, is also available at [1]. A historical list is available at [2].

[1]: <https://www.hacienda.gob.es/Documentacion/Publico/GabineteMinistro/Notas%20Prensa/2022/MINISTRA/29-04-22-Presentacion-PROGRAMA-DE-ESTABILIDAD-2022-2025.pdf>

[2]: <https://www.hacienda.gob.es/es-ES/CDI/Paginas/EstrategiaPoliticaFiscal/Programasdeestabilidad.aspx>

Comment:

Peer Reviewer

Opinion: Agree

Comments: Although the researcher cites a link that directly downloads the PDF of this document, it could also be useful to have the link to the official website, which is this one: <https://www.hacienda.gob.es/en-GB/CDI/Paginas/EstrategiaPoliticaFiscal/Programasdeestabilidad.aspx>

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:

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

Source:

The Update provides the "Tablas Actualización 2022-2025" available in the section for 2022-2025.

<https://www.hacienda.gob.es/es-ES/CDI/Paginas/EstrategiaPoliticaFiscal/Programasdeestabilidad.aspx>

Tablas Actualización 2022-2025:

<https://www.hacienda.gob.es/CDI/Programas%20de%20Estabilidad/Tablas-PE-2022-2025.xlsx>

Comment:

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:

The document is produced and publicly available, as explained in PBS-4.

Comment:

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
Comments: N/A

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:

Actualización del Programa de Estabilidad 2022-2025

Source:

<https://www.hacienda.gob.es/CDI/Programas%20de%20Estabilidad/Programa-de-Estabilidad-2022-2025.pdf>

Comment:

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:

FY2023

Source:

Proyecto de Presupuestos Generales del Estado 2023: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PGE2023/Paginas/PGE2023.aspx>

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

Comments: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/paginas/proyectopge2023.aspx> can be also used

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:

6/10/2022

Source:

As reported by Congress web site: <https://www.congreso.es/web/guest/cem/notapge2023>

Comment:

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:

b. At least two months, but less than three months, in advance of the budget year, and in advance of the budget being approved by the legislature

Source:

The EBP was sent to Congress on October 2022 [1] and made publicly available on the Ministry of Finance website on the same date [2].

[1]: <https://www.congreso.es/web/guest/cem/notapge2023>

[2]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PGE2023/Paginas/PGE2023.aspx>

Comment:

Peer Reviewer

Opinion: Agree

Comments: Although it is presented to the Congress of Deputies in time to answer "b", the GOVERNMENT fails to comply with Spanish legislation, since the SPANISH CONSTITUTION requires that it be presented at least three months before the end of the year. The 2023 EBP has not been

submitted on time to the CD as indicated the researcher.

Government Reviewer

Opinion: Agree

Comments: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/paginas/proyectopge2023.aspx> can be also used

IBP Comment

The reviewer's comments are well-noted and appreciated. The answer is complemented with the information provided.

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:

6/10/2022

Source:

Proyecto de Presupuestos Generales del Estado 2023: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PGE2023/Paginas/PGE2023.aspx>

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

Comments: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/paginas/proyectopge2023.aspx> can be also used.

EBP-3b. In the box below, please explain how you determined the date of publication of the EBP.

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

Answer:

The date is shown next to the downloadable version of the EBP on the Ministry of Finance website [1], see "Versión comprimida (.zip) del Proyecto de Presupuestos Generales del Estado 2023 (813 MB, de 06/10/2022)". The EBP is traditionally published as it is received by Congress, and the Congress website confirms the date [2].

Additionally, the evaluator himself kept a copy of the EBP a few days later and converted it to open formats [3].

[1]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PGE2023/Paginas/PGE2023.aspx>

[2]: <https://www.congreso.es/web/guest/cem/notapge2023>

[3]: <https://github.com/civio/scrapper-pge/tree/master/output/2023P>

Source:**Comment:**

The EBP was also published by the Congress bulletin ("Boletín Oficial de las Cortes Generales") two days later, on October 8th: https://www.congreso.es/public_oficiales/L14/CONG/BOCG/A/BOCG-14-A-125-1.PDF

We are focusing here, though, on the Ministry of Finance website, which publishes a more detailed version and does it earlier.

Peer Reviewer

Opinion: Agree

Comments: According to the researcher, it can be summarized that there are three sources of information: Ministry of Finance website, Congress website where it is indicated the day it was received (<https://www.congreso.es/web/guest/cem/notapge2023>), and media.

Government Reviewer

Opinion: Agree

Comments: Public access to the publication of budgets always coincides with the presentation in the Congress of Deputies, although on some occasions another previous presentation is made at a press conference in the Presidency of the Government, the day on which the Council of Ministers approve it.

IBP Comment

The reviewer's comments are well-noted and appreciated.

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:

<https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PGE2023/Paginas/PGE2023.aspx>

Source:

The EBP is fully available at the Ministry of Finance website [1], both online -"Proyecto de Presupuestos Generales del Estado 2023"- and in a ZIP file to be downloaded, "Versión comprimida (.zip) del Proyecto de Presupuestos Generales del Estado 2023 (813 MB, de 06/10/2020)".

[1]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PGE2023/Paginas/PGE2023.aspx>

Comment:

An alternate presentation, offering the same information but in a smaller number of PDF "books" ("formato tomos") is also offered, but can be ignored for the purposes of the OBS.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

Comments: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/paginas/proyectopge2023.aspx> can be also used.

IBP Comment

The reviewer's comment is well-noted and appreciated.

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:

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

Source:

All the different breakdowns are offered in PDF, HTML, CSV and XML formats.

Comment:

The CSV and XML conversions are so badly done that they are of little use in practice: the content of the HTML tables has been dumped into these two additional formats, including headers and footers, without any effort to standardise, consolidate or document the data. Plus the information is fragmented across thousands of CSV files with cryptic names, all sitting together in one big folder, without any attempt to group them by category, detail level or purpose. But it's all there, so the answer is 'a'.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

Comments: The reviewer disagrees with the researcher's comment, as the CSV conversion is perfectly valid and very useful in the format that is downloaded from the EBP, and grouped by different categories, details and purposes. This is also valid for the HTML format.

Researcher Response

In response to the Government Reviewer, this is an actual CSV file available for download [1]. We can see: - The expected delimiter for a CSV (Comma Separated Values) file is a comma, not a semicolon. - Columns should be labeled in the first row. - Additional header lines with unformatted text are not expected in a CSV file. - Information such as the budget year or the section id and name are not structured. - The meaning of the first column, with "v" values, is unspecified. - CSV are expected to have the same number of columns in all rows. Here we find multiple empty and shorter rows. - Values are not "filled down" in columns, e.g. columns 2 and 3. Instead, only the first instance is filled and many values are missing. - Subtotal rows are mixed with actual items. - Amounts are shown in two different columns. The reason for this is unexplained. While CSV is not a fully standardised format, these are all considered bad practices. RFC 4180, by the Internet Engineering Task Force, provides guidelines to follow for better data reuse [2]. The Government Reviewer can also check the UK Government guidance [3]. [1]:

https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Ley/MaestroDocumentos/PGE-ROM/doc/CSV/N_23_E_V_1_101_1_1_2_2_115_1_2.CSV [2]:

https://en.wikipedia.org/wiki/Comma-separated_values#Specification [3]: <https://www.gov.uk/government/publications/recommended-open-standards-for-government/tabular-data-standard#how-to-use-this-standard>

IBP Comment

The reviewer's and researcher's comments are well-noted and appreciated. The answer is complemented with the information provided.

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:

Comment:

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

Comments: n/a

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:

Proyecto de Presupuestos Generales del Estado 2023

Source:

As seen in the Ministry of Finance website: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PGE2023/Paginas/PGE2023.aspx>

The EBP is broken down into five different sections, named after colours: Red, Green, Yellow, Grey and Blue. The Red section ("Serie roja") includes the legal text to be approved by Congress ("Articulado de la Ley"). The Green series expands the details of the economic sections, and adds data on personnel and investments. The Yellow series explains the overall key figures. The Grey series provides additional details, such as on the implementation of past budgets. Starting in 2021, the Blue Section ("Serie azul") groups a number of high-level reports which were previously published on their own (gender impact) with some new ones (alignment with Sustainable Development Goals and 2030 Agenda; impact on childhood, adolescent population and families; green transition).

Comment:**Peer Reviewer**

Opinion: Agree

Government Reviewer

Opinion: Agree

Comments: The "Green Transition" report was the only new report in the EBS 2023.

IBP Comment

The reviewer's comment is well-noted and appreciated

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:****Peer Reviewer**

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer: a. Yes

Comments: In the link provided ("<https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/Paginas/presupinf.aspx>") you can access the document "El Presupuesto informa", which can be considered a citizens version of the EBP. It shows information grouped by purpose, by organisation and according to economic nature in the case of expenditure, as well as revenue in a very graphic and visual way. And the book called "Introducción a la lectura de los PGE" might be considered a citizen budget also, in my opinion. This one is published inside the scope of the questionnaire.

Researcher Response

The item provided by the Government Reviewer, "El Presupuesto informa" [1], cannot be considered a Citizen Budget. Instead, it's a simple data visualization (a treemap), just displaying the raw figures of the budget across the four different classifications. It's a Microsoft Power BI dashboard, meant for power users, not for average people. It was already determined by IBP in 2021 that it was too limited to be considered a proper Citizen Budget, as it's presented in a technical fashion, with non-accessible language, with no macroeconomic information and with no contact information for follow-up and participation. According to the IBP's "The Power Of Making It Simple: A Government Guide To Developing Citizens Budgets" [2], page 15, box "What is NOT a Citizens Budget": "The government may include a summary of the Executive's Budget Proposal when it publishes the proposal. This summary, while useful for a number of purposes (including enabling legislators to better understand what they are being asked to consider), does not substitute for a Citizens Budget. A Citizens Budget, while it may include some summaries of the budget, is more. It is first and foremost an explanation in nontechnical terms of provisions within the budget that are of most relevance, importance, and interest to a broader public." What is a Citizens Budget? According to the same IBP guide, page 12, it's important that it's produced in consultation with citizens (which is not the case), and that it "enables public understanding and ownership of the budget", which is also not the case, as there's no guidance, context or explanation of the data visualization. Also, it's the Citizens Budget is meant to "serve as a 'door' to more information about the budget", which is not the case here, as the visualization is separated from the EBP data and doesn't link there. The book "Introducción a la lectura de los PGE" is a useful introduction to the EBP structure and main concepts, but it's not a summary for a general audience. Note that it doesn't contain any actual data of the EBP itself beyond the list of programmes in the appendix, and much of its 140+ pages are focused on the laws regulating the process and the actual codes used for economic and functional classifications. The book has been available with little to no variations for the last 15+ years, formerly as the Blue Book. See the 2011 version, for example. [4] [1]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/Paginas/presupinf.aspx> [2]: <https://internationalbudget.org/wp-content/uploads/Citizen-Budget-Guide.pdf> [3]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/Documents/LIBROSALMON2023.pdf> [4]: https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PresupuestosEjerciciosAnteriores/Documents/EJERCICIO%202011/PROYECTO%202011/LIBRO%20AZUL%202011v2_REDUCIDO.pdf

IBP Comment

Se toma nota y agradece el comentario del revisor. IBP está de acuerdo con la "Respuesta a la revisión" del investigador. Se mantiene la respuesta actual de "B". Es importante señalar que según la metodología de los OB, el presupuesto ciudadano (CB) está diseñado para llegar y ser comprendido por el mayor segmento posible de la población. Este documento presenta información clave sobre finanzas públicas a una audiencia general y generalmente está escrito en un lenguaje accesible que incorpora elementos visuales para ayudar a los lectores no especializados a comprender la información. El portal del Presupuesto informa no puede considerarse un CB dado que no presenta una narrativa que explique de manera accesible las estimaciones presentadas, y no incluye una explicación de las prioridades y políticas clave del presupuesto. El portal es una aplicación web que permite el acceso y visión general del presupuesto. Se trata por tanto de un portal de datos y no de un presupuesto ciudadano tal y como define la metodología OBS.

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:

FY2023

Source:

<https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PGE2023/Paginas/PGE2023.aspx>

Comment:

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:

20/12/2022

Source:

It was definitely approved by the Senate on the Plenary of December 20th, 2022 [1], after having been approved by Congress on November 24th [2]. As no amendments were introduced by the Senate, that was the final approval needed.

The final approval is also reflected in the Senate Official Gazette [3].

[1]: <https://www.lamoncloa.gob.es/serviciosdeprensa/notasprensa/hacienda/Paginas/2022/201222-aprobacion-definitiva-pge-2023.aspx>

[2]: https://www.lamoncloa.gob.es/serviciosdeprensa/notasprensa/hacienda/paginas/2022/241122-pge_2023_congreso-aprobacion.aspx

[3]: https://www.senado.es/legis14/publicaciones/pdf/senado/bocg/BOCG_D_14_433_3811.PDF

Comment:

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:

The budget law was signed by the King on December 23th, and published by the Official Gazette (BOE) on December 24th [1].

[1]: <https://www.boe.es/boe/dias/2022/12/24/pdfs/BOE-A-2022-22128.pdf>

Comment:

The EB was also published in the Ministry of Finance website [2] on January 2nd. Since the publication date falls outside the scope of this survey (whose deadline is December 31st, 2022), we'll ignore the EB from the Ministry website, and use only the Official Gazette information onwards.

[2]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PGE2023/Paginas/PGE2023.aspx>

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

Comments: As the Government Reviewer said with the 2021 Questionnaire, the publication on the website of the Ministry of Finance is delayed until the moment in which the approved budget is already in force, not before, so as not to confuse the citizen with the previous budget that was in force on December 31.

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:

24/12/2022

Source:

The Budget Law is published in the Official Gazette (BOE): <https://www.boe.es/boe/dias/2022/12/24/pdfs/BOE-A-2022-22128.pdf>

Comment:

A more detailed version is available on the Ministry of Finance website: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PGE2023/Paginas/PGE2023.aspx> It was published on January 2nd. Hence, I'm taking the publication in the Official Gazette as the relevant date.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

Comments: As the Government Reviewer said with the 2021 Questionnaire, the publication on the website of the Ministry of Finance is delayed until the moment in which the approved budget is already in force, not before, so as not to confuse the citizen with the previous budget that was in force on December 31.

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 date of the Official Gazette where the enacted budget is published can be seen at the header of the announcement:
<https://www.boe.es/boe/dias/2022/12/24/pdfs/BOE-A-2022-22128.pdf>

Source:

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.boe.es/boe/dias/2022/12/24/pdfs/BOE-A-2022-22128.pdf>

Source:

<https://www.boe.es/boe/dias/2022/12/24/pdfs/BOE-A-2022-22128.pdf>

Comment:

The EB is also fully available at the Ministry of Finance website [1], both online -"Presupuestos Generales del Estado 2023. Presupuesto Aprobado"- and in a ZIP file to be downloaded, "Versión comprimida (.zip) del avance de los Presupuestos Generales del Estado aprobados para 2023 (815 MB, de 14/02/2023)".

An alternate presentation, offering the same information but in a smaller number of PDF "books" ("formato tomos") is also offered, but can be ignored for the purposes of the OBS.

But, since the publication date falls outside the scope of this survey (whose deadline is December 31st, 2022), we'll ignore the EB from the Ministry website, and use only the Official Gazette information onwards.

[1]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PGE2023/Paginas/PGE2023.aspx>

Peer Reviewer

Opinion: Disagree

Suggested Answer: I agree with the researcher in the document he/she indicates. However, as a PDF is not a link, here I add the link to the website of the Boletín Oficial del Estado (Official State Gazette), as it is the official source: https://www.boe.es/diario_boe/txt.php?id=BOE-A-2022-22128

Government Reviewer

Opinion: Agree

IBP Comment

The reviewer's comment is well-noted and appreciated. Both answers complement each other; please note that the researcher is providing a link to the pdf, which can be downloaded and archived. The link provided by the peer reviewer provides other two formats (epub and XML)

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:

c. No

Source:

The EB as published in the Official Gazette is a PDF, not machine-readable.

Comment:

The EB was published in the Ministry of Finance website on January 2th, 2023. This version IS machine-readable (although with several limitations). But, since the publication date falls outside the scope of this survey, whose deadline is December 31st, 2022, we'll ignore the EB from the Ministry website, and use only the Official Gazette information, which is not machine readable.

Note that this EB-5 question does NOT impact the final score of Spain in the Survey.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

Comments: As the Government Reviewer said with the 2021 Questionnaire, the publication on the website of the Ministry of Finance (with machine-readable information) is delayed until the moment in which the approved budget is already in force, not before, so as not to confuse the citizen with the previous budget that was in force on December 31.

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:

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

Comments: n/a

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

Comments: n/a

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:

Ley 31/2022, de 23 de diciembre, de Presupuestos Generales del Estado para el año 2023

Source:

As seen in the Official Gazette: <https://www.boe.es/boe/dias/2022/12/24/pdfs/BOE-A-2022-22128.pdf>

Comment:

Peer Reviewer

Opinion: Agree

Comments: It can be seen at the following link: https://www.boe.es/diario_boe/txt.php?id=BOE-A-2022-22128

Government Reviewer

Opinion: Agree

EB-8. Is there a "citizens version" of the EB?

While the Citizens Budget was initially conceived as a simplified version of the Executive's Budget Proposal or the Enacted Budget, good practice is now evolving and suggests that a "citizens" version of key budget documents should be produced during each of the four phases of the budget cycle. This would serve to inform citizens of the state of public financial management throughout the entire budget cycle. While it is recognized that it may be unreasonable to expect that a citizens version is produced for each and every one of those key documents, it seems acceptable to expect that according to good practice, the executive releases a citizens version of key budget documents for each of the four stages of the budget process to allow citizens to be aware of what is happening, in terms of public financial management, throughout the entire budget cycle. For more information on Citizens Budget see: <https://www.internationalbudget.org/publications/citizens-budgets/>.

Answer:

b. No

Source:**Comment:**

There are versions produced by civil society, such as the one produced by the researcher, "Dónde van mis impuestos" [1], but none offered by the Government.

Starting in 2021, a high-level visual summary of the main budget figures -"El Presupuesto Informa" [2]- is offered in the Ministry's website. It was determined by IBP in 2021 that it was too limited to be considered a proper Citizen Budget, as it's presented in a technical fashion, with non-accessible language, with no macroeconomic information and with no contact information for follow-up and participation.

[1]: <http://dondevanmisimpuestos.es>

[2]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PGE2023/Paginas/Presupin.aspx>

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

Comments: The reviewer considers the document "El Presupuesto informa" as a citizen's budget, as it shows information on expenditure and revenue totals in different classifications and is accessible and understandable for the citizen. The publication of the document falls outside the scope of the 2023 questionnaire, because it cannot be published until the 2023 budget is in force, i.e. after 1 January, in order not to confuse citizens with the previous budget. And the book "Introducción a la lectura de los PGE" might also be considered as a citizen budget, in this case updated for the EB. The answer continues as a "agree" because both of them fall outside of the Questionnaire 2023 scope.

Researcher Response

As explained in question EBP-8, the item provided by the Government Reviewer, "El Presupuesto informa" [1], cannot be considered a Citizen Budget. Instead, it's a simple data visualization (a treemap), just displaying the raw figures of the budget across the four different classifications. It's a Microsoft Power BI dashboard, meant for power users, not for average people. It was already determined by IBP in 2021 that it was too limited to be considered a proper Citizen Budget, as it's presented in a technical fashion, with non-accessible language, with no macroeconomic information and with no contact information for follow-up and participation. According to the IBP's "The Power Of Making It Simple: A Government Guide To Developing Citizens Budgets" [2], page 15, box "What is NOT a Citizens Budget": "The government may include a summary of the Executive's Budget Proposal when it publishes the proposal. This summary, while useful for a number of purposes (including enabling legislators to better understand what they are being asked to consider), does not substitute for a Citizens Budget. A Citizens Budget, while it may include some summaries of the budget, is more. It is first and foremost an explanation in nontechnical terms of provisions within the budget that are of most relevance, importance, and interest to a broader public." What is a Citizens Budget? According to the same IBP guide, page 12, it's important that it's produced in consultation with citizens (which is not the case), and that it "enables public understanding and ownership of the budget", which is also not the case, as there's no guidance, context or explanation of the data visualization. Also, it's the Citizens Budget is meant to "serve as a 'door' to more information about the budget", which is not the case here, as the visualization is separated from the EBP data and doesn't link there. The book "Introducción a la lectura de los PGE" is a useful introduction to the EBP structure and main concepts, but it's not a summary for a general audience. Note that it doesn't contain any actual data of the EBP itself beyond the list of programmes in the appendix, and much of its 140+ pages are focused on the laws regulating the process and the actual codes used for economic and functional classifications. The book has been available with little to no variations for the last 15+ years, formerly as the Blue Book. See the 2011 version, for example. [4] [1]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/Paginas/presupinf.aspx> [2]: <https://internationalbudget.org/wp-content/uploads/Citizen-Budget-Guide.pdf> [3]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/Documents/LIBROSALMON2023.pdf> [4]: https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PresupuestosEjerciciosAnteriores/Documents/EJERCICIO%202011/PROYECTO%202011/LIBRO%20AZUL%202011v2_REDUCIDO.pdf

IBP Comment

Se toma nota y agradece el comentario del revisor. IBP está de acuerdo con la "Respuesta a la revisión" del investigador. Se mantiene la respuesta actual de "B".

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:

FY2023

Source:

The Government publishes two documents together with the EBP: the Yellow Book [1] ("Presentación del Presupuesto General del Estado. Libro Amarillo") describes the Government priorities and contains an explication of the political vision which supports the budget. The formerly known as Blue Book ("Introducción a la Lectura de los Presupuestos Generales del Estado") explains the technical structure and concepts of the Budget. Starting in 2021, a high-level visual visualization of the main budget figures -"El Presupuesto Informa" [3]- is offered in the Ministry's website.

Although these documents are relevant to people wanting to understand the Budget, they cannot be considered a proper "Citizens Budget": they are long PDF documents and a Business Intelligence dashboard, written in technical language and exposing the budget structure without context or explanations, and they can't be properly understood by an average citizen.

[1]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/Documents/LIBROAMARILLO2023.pdf>

[2]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/Documents/LIBROSALMON2023.pdf>

[3]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PGE2023/Paginas/Presupin.aspx>

Comment:**Peer Reviewer**

Opinion: Agree

Comments: Although doubts could arise about whether the Yellow Book could be considered a citizen budget, I completely agree with the researcher that it is not a Citizen Budget

Government Reviewer

Opinion: Disagree

Suggested Answer: The reviewer considers the document "The Budget Informs" as a citizen's budget, as it shows information on expenditure and revenue totals in different classifications and is accessible and understandable for the citizen. There are two version (one for the EBP and one for the EB) The publication of the first document falls inside the scope of the questionnaire. The publication of the second document falls outside the scope of the 2023 questionnaire, because it cannot be published until the 2023 budget is in force, i.e. after 1 January, in order not to confuse citizens with the previous budget. The reviewer may consider the book called "Introducción a la Lectura de los Presupuestos Generales del Estado" as a possible citizens' budget, as it explains in a simple and accessible way the content and structure of the budget. The first version of this document falls inside the scope of the Questionnaire.

Researcher Response

The item provided by the Government Reviewer, "El Presupuesto informa" [1], cannot be considered a Citizen Budget. Instead, it's a simple data visualization (a treemap), just displaying the raw figures of the budget across the four different classifications. It's a Microsoft Power BI dashboard, meant for power users, not for average people. It was already determined by IBP in 2021 that it was too limited to be considered a proper Citizen Budget, as it's presented in a technical fashion, with non-accessible language, with no macroeconomic information and with no contact information for follow-up and participation. According to the IBP's "The Power Of Making It Simple: A Government Guide To Developing Citizens Budgets" [2], page 15, box "What is NOT a Citizens Budget": "The government may include a summary of the Executive's Budget Proposal when it publishes the proposal. This summary, while useful for a number of purposes (including enabling legislators to better understand what they are being asked to consider), does not substitute for a Citizens Budget. A Citizens Budget, while it may include some summaries of the budget, is more. It is first and foremost an explanation in nontechnical terms of provisions within the budget that are of most relevance, importance, and interest to a broader public." What is a Citizens Budget? According to the same IBP guide, page 12, it's important that it's produced in consultation with citizens (which is not the case), and that it "enables public understanding and ownership of the budget", which is also not the case, as there's no guidance, context or explanation of the data visualization. Also, it's the Citizens Budget is meant to "serve as a 'door' to more information about the budget", which is not the case here, as the visualization is separated from the EBP data and doesn't link there. The book "Introducción a la lectura de los PGE" is a useful introduction to the EBP structure and main concepts, but it's not a summary for a general audience. Note that it doesn't contain any actual data of the EBP itself beyond the list of programmes in the appendix, and much of its 140+ pages are focused on the laws regulating the process and the actual codes used for economic and functional classifications. The book has been available with little to no variations for the last 15+ years, formerly as the Blue Book. See the 2011 version, for example. [4] [1]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/Paginas/presupinf.aspx> [2]: <https://internationalbudget.org/wp-content/uploads/Citizen-Budget-Guide.pdf> [3]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/Documents/LIBROSALMON2023.pdf> [4]: https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PresupuestosEjerciciosAnteriores/Documents/EJERCICIO%202011/PROYECTO%202011/LIBRO%20AZUL%202011v2_REDUCIDO.pdf

IBP Comment

Se toma nota y agradece el comentario del revisor. IBP está de acuerdo con la "Respuesta a la revisión" del investigador. Es importante señalar que según la metodología de los OB, el presupuesto ciudadano (CB) está diseñado para llegar y ser comprendido por el mayor segmento posible de la

población. Este documento presenta información clave sobre finanzas públicas a una audiencia general y generalmente está escrito en un lenguaje accesible que incorpora elementos visuales para ayudar a los lectores no especializados a comprender la información. El portal del Presupuesto informa no puede considerarse un CB dado que no presenta una narrativa que explique de manera accesible las estimaciones presentadas, y no incluye una explicación de las prioridades y políticas clave del presupuesto. El portal es una aplicación web que permite el acceso y visión general del presupuesto. Se trata por tanto de un portal de datos y no de un presupuesto ciudadano tal y como define la metodología OBS. Para concluir, y revisada la evidencia disponible, se debe mantener la valoración del investigador.

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:

d. Not produced at all

Source:

As explained in CB-1

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer: e. Not applicable (the document is publicly available)

Comments: The reviewer considers the document "The Budget Informs" as a citizen's budget, as it shows information on expenditure and revenue totals in different classifications and is accessible and understandable for the citizen. There are two version (one for the EBP and one for the EB) The publication of the first document falls inside the scope of the questionnaire (6/10/2022). The publication of the second document falls outside the scope of the 2023 questionnaire, because it cannot be published until the 2023 budget is in force, i.e. after 1 January, in order not to confuse citizens with the previous budget. The reviewer may consider the book called "Introducción a la Lectura de los Presupuestos Generales del Estado" as a possible citizens' budget, as it explains in a simple and accessible way the content and structure of the budget. The first version of this document falls inside the scope of the Questionnaire (6/10/22)

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:

All the information related to the EBP and EB is available at the Ministry website [1], where there's no mention of a Citizens Budget. Additionally, in past surveys the Government reviewer highlighted the business intelligence infographic ("El Presupuesto Informa"), but it was determined it could not be considered a proper Citizen Budget.

[1]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PGE2023/Paginas/PGE2023.aspx>

Source:

Comment:

Peer Reviewer

Opinion: Agree

Comments: As the researcher indicates, on the same page of the Ministry of Finance, there is an infographic, which consists of a selection of well-presented tables, which can be seen in other budgetary documents, such as the "Yellow book"

Government Reviewer

Opinion: I choose not to review this question

Comments: n/a

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:

Source:

Comment:

Peer Reviewer

Opinion: Agree

Comments: It is not published at all.

Government Reviewer

Opinion: Disagree

Suggested Answer: the reviewer may consider the second one (Salmon Book "Introducción a la Lectura de los Presupuestos Generales del Estado" as a possible citizens' budget, as it explains in a simple and accessible way the content and structure of the budget. There are two different versions of this book, one for EBS and one for EB. The first one can be considered to be included in the scope of the 2023 questionnaire, as it is published at the same time as the EBS is published.(october 6th 2022). The reviewer also considers the document "El Presupuesto informa" as a citizen's budget, as it shows information on expenditure and revenue totals in different classifications and is accessible and understandable for the citizen. There are two diferents versions of these documents: one for the EBP and a second one updated for the EB. The first one is inside the scope of the Questionnaire (6/10/22)

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:

Not applicable, doesn't exist.

Source:

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer: The two different documents that can be considered as a CB which their publication fall inside the scope of the questionnaire are published the same day that the EBP is published (6/10/22)

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:

--

Source:

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/Documents/LIBROSALMON2023.pdf> <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/Paginas/presupinf.aspx>

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:

N/A

Source:

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer: INTRODUCCIÓN A LA LECTURA DE LOS PRESUPUESTOS GENERALES DEL ESTADO EL PRESUPUESTO INFORMA

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:

Source:

Comment:

Peer Reviewer

Opinion: Agree

Comments: It is not produced at all.

Government Reviewer

Opinion: Disagree

Suggested Answer: There are two different versions of the book "Introducción a la lectura de los PGE", one for EBS and one for EB. The first one can be considered to be included in the scope of the 2023 questionnaire, as it is published at the same time as the EBS is published. The document "El Presupuesto Informa" has also two different version (one for the EBP an one for the EB). The first one is published inside the scope of the questionnaire.

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:

FY2022

Source:

The General Comptroller of the State Administration ("Intervención General de la Administración del Estado", IGAE), part of the Ministry of Finance, publishes a number of monthly report on budget implementation [1]. As this survey is completed, in May 2023, the most recent implementation data

refers to FY2022.

[1]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/EjecucionPresupuestaria.aspx>

Comment:

Peer Reviewer

Opinion: I choose not to review this question

Comments: FY 2022 is correct. Also, in the same website called "CENTRAL DE INFORMACION" of the Ministry of Finance (<https://www.hacienda.gob.es/es-ES/CDI/Paginas/centraldeinformacion.aspx>) there is a link to the Social Security system to see IYRs data, and can be seen at: <https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/InformacionPresupuestariaFinanciera/393/1514>

Government Reviewer

Opinion: Agree

Researcher Response

Yes, I'm aware of the Social Security website mentioned by the reviewer, although this has not been considered part of the survey in the past. Note, however, that the level of details is very low, and that the structure used for reporting is not the same as in the budget, which makes comparisons impossible, as will be discussed in further questions.

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:

The IYR is most often published during the next month, but it's not always the case: sometimes it's published during the second or third month following the reference month. For example, the IYR related to January 2022 was published on April 4th, 2022. [1] The one for March was published on May 4th [2].

[1]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/MENSUAL%2001-22.pdf>

[2]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/MENSUAL%2003-22.pdf>

Comment:

Peer Reviewer

Opinion: Agree

Comments: I agree with the researcher, the publication is normally made a month or a month and a half later, but in any case the January issue indicated by the researcher was published on March 31, as it is printed on the publication itself of IYRs of the Central Administration and next to the document in the case of Social Security system". It can be seen at: <https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/InformacionPresupuestariaFinanciera/393/1514/827634bd-ddb5-4f70-801b-49ebc6213c42/34d6d62a-a1a2-4f31-9a43-71cb3b37dece>

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:

January IYR: April 4th
February IYR: April 4th
March IYR: May 4th
April IYR: June 1st
May IYR: July 4th
June IYR: August 2nd
July IYR: September 14th
August IYR: October 4th
September IYR: November 3rd
October IYR: December 2nd
November IYR: December 28th

Source:

The list of IYRs for 2022 is available at <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/imejecucionpresupuesto2022.aspx>

Comment:

Peer Reviewer

Opinion: Agree

Comments: I agree with the Researcher that has included a list of different printing dates of the State IYRs, although the dates of publication of any document can easily be verified on the websites.

Government Reviewer

Opinion: Agree

Comments: The publication date is available in the link <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/imejecucionpresupuesto2022.aspx>

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 actual publication date is shown inside the document, in the second page.

We can check also the date of the document itself using Javascript ("javascript:alert(document.lastModified)").

Source:

See, for example, this IYR: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/MENSUAL%2003-22.pdf>

Note this is not the due date, it's the actual completion date.

The date shown using the Javascript code matches the date in the document.

Comment:**Peer Reviewer**

Opinion: Agree

Comments: I agree with the researcher as the publication date is printed on the document or indicated in the web next to it. The researcher indicates that "We can check also the date of the document itself using Javascript (`"javascript:alert(document.lastModified)"`). Nevertheless, I cannot use "Javascript" as it seems to be a "programming language"

Government Reviewer

Opinion: Agree

IBP Comment

The reviewer's comment is well-noted and appreciated. IBP confirms that the consultation of Javascript matches the dates in the documents.

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.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/imejecucionpresupuesto.aspx>

Source:

The most recent IYR before the cut-off date for the OBS 2023 survey is the one for November 2022, published on 28/12/2022.

The full list of IYR reports for 2022 for Central Government ("Administración General del Estado") is available at

<https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/imejecucionpresupuesto2022.aspx>

The IGAE publishes a number of other monthly reports, such as those referring to independent bodies funded by central government ("organismos autónomos"), or payment reports. All those can be found at <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria>

Comment:**Peer Reviewer**

Opinion: Agree

Comments: I agree with the researcher that the Central Government is not only AGE (Administración General del Estado). Although, there are some other websites the Social Security web (<https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/InformacionPresupuestariaFinanciera/393/394>) The data from IGAE of the Ministry of Finance is the main and basic website. It is possible to access both websites from the link of the INFORMATION CENTRAL of the Ministry of Finance: <https://www.hacienda.gob.es/es-ES/CDI/Paginas/centraldeinformacion.aspx>

Government Reviewer

Opinion: Agree

Researcher Response

Yes, I'm aware of the Social Security website mentioned by the reviewer, although this has not been considered part of the survey in the past. Note, however, that the level of details is very low, and that the structure used for reporting is not the same as in the budget, which makes comparisons impossible, as will be discussed in further questions.

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:

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

Source:

The reports are available in Excel format at <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/imejecucionpresupuesto2022.aspx>

Comment:

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:

Comment:

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:

Estadísticas de Ejecución del Presupuesto. (Artículo 135 de la Ley General Presupuestaria.) Noviembre 2022.

Source:

The previous IYRs have names in the form: "Estadísticas de Ejecución del Presupuesto. (Artículo 135 de la Ley General Presupuestaria.)"

Comment:

As mentioned in IYR-4, there are a number of different reports produced monthly, available at the IGAE site [1] (English version [2]). We consider the series "Budget implementation. General State Administration" ("Ejecución del Presupuesto. Administración General del Estado" in Spanish) to be the main one. The other series would be:

- Budget implementation statement. General State Administration
- Implementation of the State expenditure budget. Commented advance payments.
- Operations to implement the budget and its amendments and Treasury operations. General State Administration

[1]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/imejecucionpresupuesto.aspx>
[2]. <https://www.igae.pap.hacienda.gob.es/sitios/igae/en-GB/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/EjecucionPresupuestaria.aspx>

Peer Reviewer

Opinion: Agree

Comments: I agree with the researcher that the main link to the budget documents is "Budget Execution. General State Administration", AGE (Administración General del Estado). Although, there are some other websites the Social Security web (<https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/InformacionPresupuestariaFinanciera/393/394>) And the full title is: "Extractos estadísticos mensuales. Síntesis de la ejecución acumulada del presupuesto de gastos e ingresos, detallando las modificaciones de crédito y los gastos de carácter plurianual" As I said on page 45, answering the question IYRs-4, all those data It is possible to access all the websites from the link of the INFORMATION CENTRAL of the Ministry of Finance: <https://www.hacienda.gob.es/es-ES/CDI/Paginas/centraldeinformacion.aspx>

Government Reviewer

Opinion: Agree

IBP Comment

Please see researcher's response in q. IYRs-4

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:

Comment:

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:

FY2022

Source:

There's no document that can be considered an MYR according to OBS methodology. In editions of the OBS prior to OBS 2019, the Government suggested to consider the June IYR as a MYR, but, as stated in the Survey methodology:

"It is important to distinguish a Mid-Year Review from the In-Year Report that is issued six months into the budget year. An In-Year Report issued at six months cannot substitute for a Mid-Year Review. An In-Year Report typically records actual expenditure and revenue to date but does not include a discussion of how these trends will affect the estimates of full-year expenditure or some of the other detailed budget execution analysis that is typically found in a Mid-Year Review."

As indicated by the researcher in the OBS 2017 survey:

"un informe semestral debe incluir la revisión de los gastos e ingresos previstos y compararlos con los reales, así como hacer previsiones actualizadas para lo que resta del año. De esta forma, el documento sugerido por el Gobierno no cumple los requisitos esenciales para poder considerarse como un informe semestral."

As part of the OBS 2019 review process, the Government agreed with this evaluation.

Comment:**Peer Reviewer**

Opinion: Agree

Comments: A MYR is not published.

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:

As explained in MYR-1, there are only IYR reports, not an MYR.

Comment:**Peer Reviewer**

Opinion: Agree

Comments: A MYR is not published

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:

Comment:

Peer Reviewer

Opinion: Agree

Comments: A MYR is not published

Government Reviewer

Opinion: Agree

Comments: n/a

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

Comments: A MYR is not published

Government Reviewer

Opinion: Agree

Comments: n/a

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:

Comment:

Peer Reviewer

Opinion: Agree

Comments: A MYR is not published

Government Reviewer

Opinion: Agree

Comments: n/a

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:

Comment:

Peer Reviewer

Opinion: Agree

Comments: A MYR is not published

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:

The Budget of Spain does not meet with the rule 2.2.2. quoted in "Manual on Fiscal Transparency (2007), IMF" which says: "A timely midyear report on budget developments should be presented to the legislature. More frequent updates, which should be at least quarterly, should be published".

The reports published are partial and affect only to specific items of the expenditure. For instance, the Government publishes the investment in the 17 Autonomous Regions of Spain each semester, as the Law requires. However, there are not another equivalent report in relation with all the series of the Budget, specially link with the organic/departamental budget classification and the Programs and Policies Budget (serie roja).

Comment:

Peer Reviewer

Opinion: Agree

Comments: A MYR is not published

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:

There are no mentions to an MYR being produced neither in Congress transcripts, the IGAE website where all other relevant documents are published [1] nor in any other Government documents. It wasn't mentioned by the Government reviewer in OBS 2019 or OBS 2021 either.

[1]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/EjecucionPresupuestaria.aspx>

Source:

Comment:

Peer Reviewer

Opinion: Agree

Comments: A MYR is not published

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

Comments: A MYR is not published

Government Reviewer

Opinion: Agree

Comments: n/a

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

Comments: I agree with the researcher.

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:

The end-date for the OBS 2023 survey is December 31st, 2022. By that time, according to OBS methodology, the YER for FY2021 should be available already, as it must be published less than 12 months after the end of the fiscal year.

Comment:**Peer Reviewer**

Opinion: Agree

Comments: I agree with the researcher, since YERs-2021 are published before December 2022. Nevertheless, Spanish regulations require that it be published before the end of October. Therefore, by complying with Spanish regulations, it is also complying with the OBS criteria.

Government Reviewer

Opinion: Agree

IBP Comment

The reviewer's comment is well-noted and appreciated. The answer is complemented with the information provided.

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:

The YER for FY2021 was published on 2022/10/21. It's composed of two documents: "Liquidación del Presupuesto de 2021. Volumen I (Estado)" [1] for the State, and "Liquidación del Presupuesto de 2021. Volumen II (Organismos)" for additional bodies. (They're both linked from [3], see "Liquidación" links.)

[1]: https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20%28INTERNET%29.pdf

[2]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%2000.AA_2021%20\(Escudo\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%2000.AA_2021%20(Escudo).pdf)

[3]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/EjecucionPresupuestaria.aspx>

Comment:**Peer Reviewer**

Opinion: Agree

Comments: I agree with the researcher, but it has to be added the document title: "Liquidación del presupuesto de la Seguridad Social 2022" (see: <https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/InformacionPresupuestariaFinanciera/393/396>) Also, the document he cites can be consulted in English (Budget Settlement. State, and Budget Settlement. Bodies) at:

[https://www.igae.pap.hacienda.gob.es/sitios/igae/en-](https://www.igae.pap.hacienda.gob.es/sitios/igae/en-GB/contabilidad/contabilidadpublica/cpe/ejecucionpresupuestaria/paginas/ejecucionpresupuestaria.aspx)

[GB/contabilidad/contabilidadpublica/cpe/ejecucionpresupuestaria/paginas/ejecucionpresupuestaria.aspx](https://www.igae.pap.hacienda.gob.es/sitios/igae/en-GB/contabilidad/contabilidadpublica/cpe/ejecucionpresupuestaria/paginas/ejecucionpresupuestaria.aspx)

Government Reviewer

Opinion: Agree

Researcher Response

I'm aware of the additional Social Security report mentioned by the reviewer, although this has not been considered part of the survey in the past. Note, however, that the level of detail is very low (it's only 10 pages), it doesn't offer a full classification along organic, functional or economic categories -which is relevant for the scoring of questions in the survey- and the structure used is not the same as the one used by the budget, which makes comparisons impossible, as will be discussed in detail later on. There is an additional document, published by the Social Security, with actual detail of expenditures and revenues, not just a summary. It's called "Cuenta General del sistema de la Seguridad Social" [1]. However, it's published beyond the cut off date for the survey: the final version of the document for 2021 was published in early 2023, so it cannot be considered. Additionally, as we will discuss later on, its structure is not the same as the one use by the budget. [1]: <https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/InformacionPresupuestariaFinanciera/393/397/41e8e5b8-7757-4c49-bb77-c315a57f704a/a2e0178e-82ca-4ba2-8466-190060f24cdb/2f319ae6-b1f7-4326-8c6f-d4ad10c96ba0>

IBP Comment

The reviewer's comments are well-noted and appreciated. The additional information provided by the researcher confirms the initial assessment. The answer provided by the researcher is confirmed.

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:

21/10/2022

Source:

The first half is available at https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20%28INTERNET%29.pdf

The second half is available at [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACIÓN%2000.AA_2021%20\(Escudo\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACIÓN%2000.AA_2021%20(Escudo).pdf)

Both share the same publication date.

Comment:

Peer Reviewer

Opinion: Agree

Comments: It must be added the date of publication "Liquidación del presupuesto de la Seguridad Social 2022", which was on the 06/09/2023.

Government Reviewer

Opinion: Agree

IBP Comment

Please see the researcher and IBP response in YER-2.

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 actual publication date is shown in the second page of the document, see "Fecha de publicación".

We can check also the date of the document itself using Javascript ("javascript:alert(document.lastModified)"). The date shown using the Javascript code matches the date in the document.

Source:**Comment:****Peer Reviewer**

Opinion: Agree

Comments: For the Social Security documents it is written on the web next to the documents.

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:

<https://www.igae.pap.hacienda.gob.es/sitios/igae/en-GB/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/EjecucionPresupuestaria.aspx>

Source:

See pages "Budget Settlement. State" [1] and "Budget Settlement. Bodies" [2] for the parts of the YER.

[1]: https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20%28INTERNET%29.pdf

[2]: https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACIÓN%2000.AA_2021%20%28Escudo%29.pdf

Comment:**Peer Reviewer**

Opinion: Agree

Comments: For the " Liquidación del Presupuestos de la Social Security". It can be seen at: <https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/InformacionPresupuestariaFinanciera/393/396>

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:

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

Source:

An Excel file is provided with data in a machine readable form.

The files are available for State [1] and Bodies [2]. For example, the YER 2021 for the State is at [3].

[1]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/en-GB/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/ialiquidacionestado.aspx>

[2]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/en-GB/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/ialiquidacionorganismos.aspx>

[3]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACIÓN%20ESTADO%202021%20%28EXCEL%29.xlsx>

Comment:

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:

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

Comments: n/a

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:

Liquidación del Presupuesto de 2021. Volumen I (Estado)

Source:

The answer above refers to the first half. The second half is named "Liquidación del Presupuesto de 2021. Volumen II (Organismos)"

English translations would be, respectively, "Budget Settlement. State" and "Budget Settlement. Bodies".

Comment:

Peer Reviewer

Opinion: Agree

Comments: I agree with the researcher, as the title is correct, but is not complete. Therefore I must say, that the researcher has included only the title of one document, while there are some more documents related to IYRs. First, he includes one title, while on the website of the Ministry of Finances there are two (the full title of both documents that are in website are: "Budget Settlement. State" and "Budget Settlement. Bodies", in Spanish is "Liquidación del Presupuesto de 2021. Volumen I. (Estado)" and "...Volumen II (Organismos)". Also, there should be included another document "Liquidación del presupuesto de la Seguridad Social" that can be seen at: <https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/InformacionPresupuestariaFinanciera/393/396>

Government Reviewer

Opinion: Agree

Researcher Response

The full name of both documents is already included in my response, under the source Section. This is the way it was done also in past surveys, because the full explanation and the two full titles don't fit in the box provided for the answer. Regarding the Social Security document, as mentioned in question YER2, this has not been considered part of the survey in the past. Note, however, that the level of detail is very low (it's only 10 pages), it doesn't offer a full classification along organic, functional or economic categories -which is relevant for the scoring of questions in the survey- and

the structure used is not the same as the one used by the budget, which makes comparisons impossible, as will be discussed in detail later on.

IBP Comment

Please see the researcher and IBP response in YER-2.

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:

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:

FY2020

Source:

According to OBS methodology, the AR must be published within 18 months after the end of the fiscal year. Since the cut-off date for the OBS 2023 survey is the end of 2022, we'd expect the AR for FY2020 to be available already.

Comment:

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:

c. More than 12 months, but within 18 months, after the end of the budget year

Source:

The IGAE is the internal accountability department of the Central Government, regulated through the "Real Decreto 2188/1995, de 28 de diciembre, por el que se desarrolla el régimen del control interno ejercido por la Intervención General de la Administración del Estado" [1]. The article 3.2. specifies the independence and autonomy of the IGAE and its auditors. The IGAE is responsible for checking the annual General Accountant Report, which is then sent to the Court of Auditors ("Tribunal de Cuentas"), the external independent organism who verifies the report, i.e. the Supreme Audit Institution (SAI) in OBS terminology.

The Annual Accounts for FY2020 were produced on 2021/10/22 [2] (linked from [3]), and sent to the SAI on 2021/11/2 [3] (see page 3), which announced its approval and review comments on 2022/05/26, i.e. almost seventeen months after the end of FY2020 [4].

[1]: <https://www.boe.es/buscar/act.php?id=BOE-A-1996-1578>

[2]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/rcasp/Documents/C.G.E.%202020.pdf>

[3]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/rcasp/Paginas/CuentaGeneralEstado2020.aspx>

[4]: https://www.tcu.es/repositorio/862b8044-4fbe-4be9-bdb5-bd55bd1e6c81/NR_11472.pdf

[5]: <https://www.tcu.es/es/sala-de-prensa/noticias/El-Tribunal-de-Cuentas-aprueba-la-Cuenta-General-del-Estado-del-ano-de-la-pandemia-2020>

Comment:

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:

30/5/2022

Source:

The SAI announced its review was successful via a note in its website [1]. The full review, however, is not linked, and the note says it would be published "in the coming days". It's hard to know when the publication happened, exactly, but -looking at the summary report- and using Javascript, the page [2] was last modified on May 30th, 2022.

[1]: <https://www.tcu.es/es/sala-de-prensa/noticias/El-Tribunal-de-Cuentas-aprueba-la-Cuenta-General-del-Estado-del-ano-de-la-pandemia-2020>
[2]: https://www.tcu.es/repositorio/862b8044-4fbe-4be9-bdb5-bd55bd1e6c81/NR_I1472.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:

Using "javascript:alert(document.lastModified)" in the page containing the summary report, since the press release was published before the report:
https://www.tcu.es/repositorio/862b8044-4fbe-4be9-bdb5-bd55bd1e6c81/NR_I1472.pdf

Source:

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

AR-4. If the AR is published, what is the URL or weblink of the AR?

Researchers should respond to this question if the document is published either within the time frame accepted by the OBS methodology or too late. If the document is not published at all, researchers should leave this question blank.

Answer:

<https://www.tcu.es/repositorio/e37dd041-9fb3-4fb8-8c42-219d57be5b83/I1472.pdf>

Source:

The report is linked from the SAI's search results for that date: https://www.tcu.es/searcher/document/DocumentSearch.action?submitSearch=IGG&docFreeText=&docCheckFis=true&__multiselect_docType=&docDateFrom=&docDateTo=&numero=&fisLogic%5B%5D=AND&fisOption%5B%5D=TITULO&fisText%5B%5D=&fisDatePlenoFrom=26%2F05%2F2022&fisDatePlenoTo=26%2F05%2F2022&__multiselect_docCheckFisSelect=&fisDatePCMFrom=&fisDatePCMTTo=&__multiselect_comunidadAutonoma=&fisDateRCMFrom=&fisDateRCMTo=&__multiselect_tipoEntidad=&boeDateFrom=&boeDateTo=&__multiselect_temaFis=&enjLogic%5B%5D=AND&enjOption%5B%5D=TODO&enjText%5B%5D=&__multiselect_enjudgePonentes=&__multiselect_docCheckEnjudgeSelect=&enjudgeDateFrom=&enjudgeDateTo=&orderBy=1D&tabType=10

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:

The AR is a PDF document. No alternative formats are provided.

Comment:

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:

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:

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:

Declaración sobre la Cuenta General del Estado del ejercicio 2020 (N. 1472)

Source:

Declaración sobre la Cuenta General del Estado del ejercicio 2020 (N. 1472)
<https://www.tcu.es/repositorio/e37dd041-9fb3-4fb8-8c42-219d57be5b83/l1472.pdf>

Comment:

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:

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:

Specific OBS documentation:

- Macro policy (PBS): <http://www.hacienda.gob.es/en-GB/CDI/Paginas/EstrategiaPoliticaFiscal/EstrategiaPoliticaFiscal.aspx>
- Budget data (EBP, EB): <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/en-GB/Presupuestos/PGE/PGE2021/Paginas/PGE2021.aspx>
- Budget Implementation data (IR): <http://www.igae.pap.hacienda.gob.es/sitios/igae/en-GB/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/EjecucionPresupuestaria.aspx>

More general information:

- Transparency Portal: https://transparencia.gob.es/transparencia/es/transparencia_Home/index.html
- Additional data from the Ministry of Finance: <http://www.hacienda.gob.es/es-ES/CDI/Paginas/centraldeinformacion.aspx>

Comment:

Peer Reviewer**Opinion:** Agree

Comments: I agree with the researcher, although I would have shown the links in a different and easy way to access the main websites. The Ministry of Finance has a website that offers citizens all the essential documentation and also complementary documentation. The main link is called "Information Center", is titled "ECONOMIC-FINANCIAL INFORMATION CENTRE", and it can be seen as the researcher indicates at: <https://www.hacienda.gob.es/en-GB/CDI/Paginas/centraldeinformacion.aspx> -In this Website, citizens can access to six budgetary blocks of budgetary information: "Information on Central Administrations", "Information on Social Security", Information on Autonomous Communities", "Information on Local Corporations", "Information on tax incentives", and "Register of public sector annual accounts". Although, not all that information are essential to answer this questionnaire, it is quite convenient to have a general view of the whole. Most important budgetary information is in what is called "Information on Central Administrations" where is placed most of the information required to answer this OBS questionnaire, except for some aspects of social security budget execution and for those related to SAI and Audit Reports.

Government Reviewer**Opinion:** Agree**IBP Comment**

The reviewer's comment is well-noted and appreciated. The answer is complemented with the information provided.

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:

The State Secretary of Budgets and Expenditures (SEPG) provides [1] consolidated data of revenue and expenditure for the Spanish Government Budget. The listed document contain data for multiple years, including the current one, and is available in PDF and in Excel. See, for example, "Estadísticas Presupuestos Generales del Estado Consolidados 2023".

For implementation data, it is the General Intervention (IGAE) that publishes them [2] for a number of years.

[1]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/DocumentacionEstadisticas/Estadisticas/Paginas/Estadisticas.aspx>

[2]: <http://www.igae.pap.hacienda.gob.es/sitios/igae/en-GB/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/imejecucionpresupuesto.aspx>

Comment:

Note that these files don't offer the same amount of detail as is available in the full EB dataset, but still, the 'a' answer seems most appropriate.

Peer Reviewer**Opinion:** Agree

Comments: Although the researcher cites the most important sources of data related to the budget, it is convenient to have some other links that lead to the websites of the "Ministry of Economic Affairs and Digital Transformation", that is different from the Ministry of Finance, and deals mainly with Macroeconomic issues. The access to this website is currently more difficult due to a new structure of its website: It includes what they call SIE "Síntesis de indicadores económicos" (synthesis of economic indicators). In this website, the document called "Updating the Stability Program" and some other budgetary documents are also shown. Above all, it has a macroeconomic approach data to the Spanish economy and also there is a great amount of economic statistics. The most relevant links are: <https://portal.mineco.gob.es/es-es/economiayempresa/EconomialInformesMacro/Paginas/EconomialInformesMacro.aspx> <https://serviciosede.mineco.gob.es/Indeco/bdsice/ayudaBDSICE.aspx> <https://serviciosede.mineco.gob.es/Indeco/BDSICE/HomeBDSICE.aspx>

Government Reviewer**Opinion:** Agree

IBP Comment

The reviewer's comment is well-noted and appreciated. The answer is complemented with the information provided.

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:

The State Secretary of Budgets and Expenditures (SEPG) provides [1] consolidated data of revenue and expenditure for the Spanish Government Budget. The listed document contain data for multiple years, including the current one, and is available in PDF and in Excel. See, for example, "Estadísticas Presupuestos Generales del Estado Consolidados 2023".

For implementation data, it is the General Intervention (IGAE) that publishes them [2] for a number of years.

[1]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/DocumentacionEstadisticas/Estadisticas/Paginas/Estadisticas.aspx>

[2]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/en-GB/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/imejecucionpresupuesto.aspx>

Comment:

Note that these files don't offer the same amount of detail as is available in the full EB dataset, but still, the 'a' answer seems most appropriate.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

Comments:

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:**Comment:**

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer: a. Yes

Comments: The document "El Presupuesto Informa" uses infographics/visualizations to simplify data access and analysis.

<https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/Paginas/presupinf.aspx>

IBP Comment

The reviewer's comment is well-noted and appreciated. Upon further consultation with the researcher and subsequent revisions, despite the limited visual information, the response has been upgraded from a "B" to an "A.", in cross-country consistency.

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 State Secretary for Budgets (SEPG, in Spanish) links in its website the main regulations of the budgeting process [1], including the Spanish Constitution of 1978 (Art. 134, 135, 136 and 137), the General Budgetary Law [2] and the Organic Law on Budgetary Stability and Financial Sustainability [3]. Article 6 of the latter explicitly states the principles of transparency.

Regarding auditing, the Spanish Constitution of 1978 (Art. 136) conferred on the Court of Auditors the audit of public sector and the prosecution of accounting liability [4]. The powers and functions of the Court of Auditors are regulated by "Ley Orgánica 2/1982, de 12 de mayo, del Tribunal de Cuentas" (chapter I) [5]. Within the scope of the Court of Auditors the right of access to public information shall be exercised in accordance with the Full Session, of 27 November 2014, on Access to Public Information held by the Court of Auditors [6].

[1]: <http://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/NormativaPresupuestaria/paginas/principalesnormaspresupuestarias.aspx>

[2]: <https://www.boe.es/buscar/act.php?id=BOE-A-2003-21614>

[3]: <https://www.boe.es/buscar/act.php?id=BOE-A-2012-5730>

[4]: <https://www.boe.es/buscar/act.php?id=BOE-A-1978-31229&tn=1&p=20110927&vd=#a136>

[5]: <https://www.boe.es/buscar/act.php?id=BOE-A-1982-11584>

[6]: http://www.boe.es/diario_boe/txt.php?id=BOE-A-2014-12879

Comment:**Peer Reviewer**

Opinion: Agree

Comments: I very much agree, since it is very complete and precise information, easy to check and very accessible.

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:

The rights to access to public information are established by Law 19/2013, of 9 December, on Transparency, Access to Public Information and Good Governance [1] ("Ley 19/2013, de 9 de diciembre, de transparencia, acceso a la información pública y buen gobierno." «BOE» núm. 295, de 10 de diciembre de 2013.). In particular, by the art. 28: "Información económica, presupuestaria y estadística"; the art. 10 "Portal de la Transparencia"; and the art. 12: "Derecho de acceso a la información pública".

Within the scope of the Court of Auditors, which is Spanish public sector external audit body, the right of access to public information shall be exercised in accordance with Full Session, of 27 November 2014, on Access to Public Information held by the Court of Auditors [2].

Additionally, Article 6 of the Organic Law on Budgetary Stability and Financial Sustainability [3] explicitly states the principle of transparency. In this law, the chapter V regulates this principle, and creates the "Central de información económico financiera de las Administraciones Públicas". The regulation of this body is established in Real Decreto 636/2014, de 25 de julio [4].

[1]: <https://www.boe.es/buscar/act.php?id=BOE-A-2013-12887>

[2]: <https://www.boe.es/buscar/doc.php?id=BOE-A-2014-12879>

[3]: <https://www.boe.es/boe/dias/2014/07/30/pdfs/BOE-A-2014-8133.pdf>

[4]: <https://www.boe.es/buscar/pdf/2012/BOE-A-2012-5730-consolidado.pdf>

Comment:

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:

The Spanish Budget documentation ("Presupuestos Generales del Estado 2023") is grouped in five Series (Red, Green, Yellow, Gray, Blue), containing different types of breakdowns and details. The most appropriate to see the "Administrative classification" is the "Green Series" [1] ("Serie verde"), while the most appropriate to see the functional and program classifications is the Red Series [2] ("Serie roja").

Since all the expenditures are broken down along multiple dimensions (economic, functional, administrative) at the same time in different Series, there are different ways of adding up spending per administrative unit. The simplest would be using the "Expenditures and revenues breakdowns addenda" [3] ("Anexos de desarrollo de ingresos y gastos") in the Green Series, that covers State departments, Autonomous Bodies and other entities (e.g. independent agencies).

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_V.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_R.htm

[3]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_V_1.htm

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

Comments: Indicate that in this case reference should be made to "Proyecto de Presupuestos Generales del Estado 2023". That is the document with the five series.

Researcher Response

I agree with the government reviewer.

IBP Comment

The reviewer's comment is well-noted and appreciated. The answer is complemented with the information provided.

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:

The Budget's Red Series [1] contains the most detailed breakdown per programme, through the "Presupuesto por programas y memoria de objetivos" section [2], which breaks down all expenditures first by administrative area and then by programme. A summary table of policy expenditure across sections (which are the functional classification in Spain) can be found at [3].

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_R.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_R_31.htm

[3]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/HTM/N_23_A_R_6_2_R_3_1.HTM

Comment:

Peer Reviewer

Opinion: Agree

Comments: I agree with the researcher, although in the yellow series ("Series amarilla"), in the report called Financial Economic Report ("Informe Económico Financiero") can also be seen a more synthetic vision of the functional classification of the 27 Expenditures Policy (page. 201), and the budget programs with their corresponding figures corresponding to each Expenditure Policy (eg. the breakdown of the Justice Policy in its programs on page 210). All that can be seen at: <https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/TomosSerieAmarilla.htm>

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:

b. No, the functional classification is not compatible with international standards, or expenditures are not presented by functional classification.

Source:

The policy and programme breakdown in the Budget's Red Series [1], found in the "Presupuesto por programas y memoria de objetivos" section [2], doesn't match the COFOG standard directly. For example, the COFOG "Environment protection" area doesn't match exactly any of the policies in the Spanish Budget.

The Ministry of Finance, through its accounting office (IGAE, Intervención General), publishes a COFOG-breakdown of the actual spending after the budget period is closed, through the "Contabilidad nacional. Clasificación funcional del gasto de las Administraciones Públicas (COFOG). Información anual". However, this applies to actual expenditures, not the budget; hence, it's published late (as of May 2023, the latest available COFOG breakdown is 2021). Additionally, there's no public mapping between the policy/program breakdown of the original budget and this COFOG-compliant breakdown: expenditures can't be cross-referenced across them. Hence this is not enough to grant an 'a' response to this question.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_R.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_R_31.htm

[3]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadNacional/Publicaciones/Paginas/iacofogAC.aspx>

Comment:

Peer Reviewer

Opinion: Agree

Comments: I agree with the researcher. However, once the budgets of all public administrations have been executed, they data are transferred to the National Accounting, and published by the IGAE and the INE following COFOG International Classification.

https://www.ine.es/dyngs/INEbase/es/operacion.htm?c=Estadistica_C&cid=1254736177054&menu=resultados&idp=1254735576581#!tabs-

1254736195668

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:

The policy and programme breakdown in the Budget's Red Series [1], found in the "Presupuesto por programas y memoria de objetivos" section [2], contains -after the administrative and functional breakdowns- a detailed economic breakdown of each programme. As an example, an economic breakdown of the Ministry of Defense's general administration services is found at [3].

Additional top-level summaries are available in other parts of the Budget (e.g. Yellow Series), without as much detail.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_R.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_R_31.htm

[3]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/HTM/N_23_A_R_31_114_1_1_1_1121M_3.HTM

Comment:

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:

The policy and programme breakdown in the Budget's Red Series [1], found in the "Presupuesto por programas y memoria de objetivos" section [2], contains -after the administrative and functional breakdowns- a detailed economic breakdown of each programme. The economic classification used matches international standards.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_R.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_R_31.htm

Comment:**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:

The policy and programme breakdown in the Budget's Red Series [1], found in the "Presupuesto por programas y memoria de objetivos" section [2], contains -after an administrative breakdown- a detailed breakdown of each functional programme, covering all the expenditures.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_R.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_R_31.htm

Comment:**Peer Reviewer**

Opinion: Agree

Government Reviewer
Opinion: Agree

7. Does the Executive's Budget Proposal or any supporting budget documentation present expenditure estimates for a multi-year period (at least two-years beyond the budget year) by any of the three expenditure classifications (by administrative, economic, or functional classification)?

GUIDELINES:

Question 7 asks if multi-year expenditure estimates are presented by any one of the three expenditure classifications – by administrative, economic, and functional classifications – which were addressed in Questions 1-5 above. Each of the classifications answers a different question: administrative unit indicates who spends the money; functional classification shows for what purpose is the money spent; and economic classification displays what the money is spent on.

To answer "a," the Executive's Budget Proposal or its supporting documentation must present expenditure estimates by all three of the expenditure classifications for at least two years beyond the budget year. To answer "b," multi-year expenditure estimates must be presented by two of these three classifications. A "c" answer applies if multi-year expenditure estimates are presented by one of the three classifications. Answer "d" applies if multi-year expenditure estimates are not presented by any of the three classifications.

Answer:

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

Source:

Multi-year estimates are available only for a subset of the economic classification, investments, for administrative entities. This is found in the Green Series' "Anexos de inversiones reales y programación plurianual" [1]. As an example, the investments for the Ministry of Defense are broken down per programme, year and economic article at [2].

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_V_2.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/HTM/N_23_A_V_2_O_1_201_1_2_114_1_101_1.HTM

Comment:

Peer Reviewer

Opinion: Agree

Comments: I agree with the researcher, but only partially, since the multi-year estimates refer only to part of the economic classification, that is the one of investments.

Government Reviewer

Opinion: Agree

7b. Based on the response to Question 7, check the box(es) to identify which expenditure classifications have estimates for a multi-year period in the Executive's Budget Proposal?

Answer:

Economic classification

Source:

Multi-year estimates are available only for a subset of the economic classification, investments, for administrative entities. This is found in the Green Series' "Anexos de inversiones reales y programación plurianual" [1]. As an example, the investments for the Ministry of Defense are broken down per programme, year and economic article at [2].

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_V_2.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/HTM/N_23_A_V_2_O_1_201_1_2_114_1_101_1.HTM

Comment:

Peer Reviewer

Opinion: Agree

Comments: I agree with the researcher. Also, related to the investments administrative and territorial units are too included

Government Reviewer

Opinion: Agree

8. Does the Executive's Budget Proposal or any supporting budget documentation present expenditure estimates for a multi-year period (at least two-years beyond the budget year) by program?

GUIDELINES:

Question 8 asks if multi-year expenditure estimates are presented by program. There is no standard definition for the term "program," and the meaning can vary from country to country. However, for the purposes of answering the questionnaire, researchers should understand the term "program" to mean any level of detail below an administrative unit, such as a ministry or department. For example, the Ministry of Health's budget could be broken down into several subgroups, such as "primary health care," "hospitals," or "administration." These subgroups should be considered programs even if they could be, but are not, broken down into smaller, more detailed units.

A note for francophone countries: "Program" level detail is sometimes referred to as *le plan comptable* or *le plan comptable detaillé*. (These data are typically coded in the financial management database, following the chart of budgetary accounts, so that they can be organized by administrative and functional classification.)

To answer "a," the Executive's Budget Proposal or its supporting documentation must present expenditures for all individual programs, accounting for all expenditures, for at least two years beyond the budget year. To answer "b," the programs shown individually in the Executive's Budget Proposal or its supporting documentation must account for at least two-thirds of all expenditures over the multi-year period. A "c" answer applies if the Executive's Budget Proposal or its supporting documentation presents multi-year estimates for programs that account for less than two-thirds of expenditures. Answer "d" applies if multi-year estimates are not presented by program.

Revenues generally are separated into two major categories: "tax" and "non-tax" revenues. Taxes are compulsory transfers that result from government exercising its sovereign power. The largest sources of tax revenue in some countries are taxes on personal and business income and taxes on goods and services, such as sales or value-added taxes. The category of non-tax revenues is more diverse, ranging from grants from international institutions and foreign governments to funds raised through the sale of government-provided goods and services. Note that some forms of revenue, such as contributions to social security funds, can be considered either a tax or non-tax revenue depending on the nature of the approach to these contributions. Particularly because different revenues have different characteristics, including who bears the burden of paying the tax and how collections are affected by economic conditions, it is helpful when estimates for revenues are disaggregated and displayed based on their sources.

For more information, please refer to the 2001 GFS manual, in particular Appendix 4 (<http://www.imf.org/external/pubs/ft/gfs/manual/pdf/app4.pdf>).

Answer:

c. Yes, multi-year estimates for programs accounting for less than two-thirds of expenditures are presented.

Source:

Multi-year estimates are available only for a subset of the economic classification, investments, which represent less than two thirds of overall spending. This is found in the Green Series' "Anexos de inversiones reales y programación plurianual" [1]. Investments are grouped by geographic area and administrative unit.

As an example, the investments for the Ministry of Defense are broken down per programme, year and economic article at [2].

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_V_2.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/HTM/N_23_A_V_2_O_1_201_1_2_114_1_101_1.HTM

Comment:

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:

The Budget's Red Series [1], includes a detailed breakdown of all revenues in its "Presupuesto de ingresos" section [2], as well as a number of summaries per administrative unit or type of revenue, among others. For example, revenues for the State (vs. autonomous bodies or Social Security) are broken down at [3].

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_R.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_R_2.htm

[3]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/1/2/1/2/1/N_23_A_R_2_101_1_2_198_1_101_1.PDF

Comment:

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:

a. Yes, individual sources of non-tax revenue accounting for all non-tax revenue are presented.

Source:

The Budget's Red Series [1], includes a detailed breakdown of all revenues in its "Presupuesto de ingresos" section [2], as well as a number of summaries per administrative unit or type of revenue, among others. As an example, the revenue table for the State (vs autonomous bodies or Social Security) is available at [3].

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_R.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_R_2.htm

[3]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/HTM/N_23_A_R_2_101_1_2_198_1_101_1.HTM

Comment:

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:

b. No, multi-year estimates of revenue are not presented by category.

Source:

No multi-year estimates of revenues is found in any of the Series that make up the EBP.

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

12. Does the Executive's Budget Proposal or any supporting budget documentation present estimates for individual sources of revenue presented for a multi-

year period (at least two-years beyond the budget year)?

GUIDELINES:

Question 12 evaluates whether revenue estimates for individual sources of revenue are presented for a multi-year period (at least two years beyond the budget year). The question applies to both tax and non-tax revenue.

To answer "a," the Executive's Budget Proposal or its supporting documentation must present multi-year estimates of all sources of revenue individually, accounting for all revenue, and "other" or "miscellaneous" revenue must account for three percent or less of all revenue. To answer "b," the Executive's Budget Proposal or its supporting documentation must present multi-year estimates of individual sources of revenue that when combined account for at least two-thirds of all revenue, but not all revenue. A "c" answer applies if the Executive's Budget Proposal or its supporting documentation presents multi-year estimates of individual revenue sources that account for less than two-thirds of revenue. Answer "d" applies if individual sources of revenue are not presented for a multi-year period.

Answer:

d. No, multi-year estimates for individual sources of revenue are not presented.

Source:

No multi-year estimates of revenues is found in any of the Series that make up the EBP.

Comment:

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:

Information about new loans, total debt and pending interest payments is available in the Yellow Series' "Informe económico y financiero" [1] (which is now split across a number of PDF files, instead of being one single file, as in the past):

- new loans: described in page 1 of [2].
- total debt: table in page 2 of [2], broken down by instrument. As percentage of GDP in chart in page 6.
- interest payments: see table in [3], page 12.

A macroeconomic scenario is also included, see [4].

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_A_1.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/3/2/N_23_A_A_1_3_2_4.PDF

[3]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/3/2/N_23_A_A_1_3_2_2.PDF

[4]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/1/3/N_23_A_A_1_1_3_1.PDF

Comment:**Peer Reviewer****Opinion:** Agree

Comments: -In this question, I must first indicate that the three links indicated by the researcher [1], [2] and [3] are PDF texts that are part of the Economic and Financial Report, which is published as a single file (book), although the researcher indicates that the Financial Economic Report is no longer published in a single book, but divided into three files. This statement is not correct, since it can be easily obtained as a single book (however, the website is not clear). It can be accessed directly at this link:

<https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/TomosSerieAmarilla.htm> -As for this question 13, I agree with the researcher, as there is plenty of information, but I would like to add this more precise information: 1°)Related to the debt "interés", although it can be seen on different pages, the "interest" expenditure (Gastos Financieros) for the FY2023 can be see more clearly on page 402; 2°)Related to the "net new borrowing" (see liabilities (Pasivos) of Incomes on the Table of the page 402, and see liabilities (Pasivos) of Expenditures on Table of the page 403 [see liabilities Expenses on page 403]. The net borrowing is not explicitly written in the text and must be calculated, by the difference between the gross borrowing and the repaid planned for the FY2023, that can be seen on the tables of the pages 402 and 403; 3°)Related to the "outstanding debt", it can be seen on page 547 of the Economic and Financial Report, and also on the page 312 and 315, of Yellow Book (LIBRO AMARILLO 2023 titled "PRESENTACIÓN DEL PROYECTO DE PRESUPUESTOS GENERALES DEL ESTADO 2023"). The document can be seen at <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/Documents/LIBROAMARILLO2023.pdf> and at the following link: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PGE2023/Paginas/PGE2023.aspx>

Government Reviewer**Opinion:** Agree

Comments: The peer reviewer considers that the correct figure for the interest paid on the public debt is 31.275,10 millions of euros (see table in [3], page 9)

Researcher Response

Thanks to the peer reviewer: the report we are talking about remains in one piece in one section of the budget site, "Por tomos", made up of huge PDF files with hundreds of pages; it has been broken down into pieces, however, in the section I'm using for all the references (because each breakdown and summary is available in a separate URL, so I can link directly to them). Hence the confusion. The information is the same anyway. Regarding the government reviewer comment about the exact amount, there are small loans and related interests paid by independent bodies and autonomous agencies that are consolidated in the budget. That explains the difference between pages 9 and 12, although the difference is very small and it doesn't impact the answer to the question anyway.

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:

Information about new loans, total debt and pending interest payments is available in the Yellow Series' "Informe económico y financiero" [1] (which is now split across a number of PDF files, instead of being one single file, as in the past):

- new loans: described in page 1 of [2]. Broken down by instrument in table in page 2.
- total debt: table in page 2 of [2]. As percentage of GDP in chart in page 6.
- interest payments: see table in [3], page 12.

A macroeconomic scenario is also included, see [4].

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_A_1.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/3/2/N_23_A_A_1_3_2_4.PDF

[3]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/3/2/N_23_A_A_1_3_2_2.PDF

[4]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/1/3/N_23_A_A_1_1_3_1.PDF

Comment:

Peer Reviewer

Opinion: Agree

Comments: Details about this question can be read in question 13.

Government Reviewer

Opinion: Agree

Comments: The peer reviewer considers that the correct figure for the interest paid on the public debt is 31.275,10 millions of euros (see table in [3], page 9)

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:

c. Yes, information is presented for the composition of the total debt outstanding, but it excludes some core elements.

Source:

Some information about the public debt is presented, such as whether it's denominated in national or foreign currency and the type of debt ("letra", "bono" or other). However, some essential details are missing, such as whether the debt is internal or external, or further detail about its maturity profile. Most of the information can be found in the Yellow Book [1] ("Libro Amarillo"), pages 311-316; including total amount (p. 312) and average interest rate (p. 315).

[1]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/Documents/LIBROAMARILLO2023.pdf>

Comment:

Some additional information missing from the Budget Proposal, such as data on interest rates, profile and composition of the debt, is published every month in the Public Treasury website [2]. Although the Government reviewer in past surveys indicated that this data is fed into the EBP forecasts, it was considered that the Public Treasury website is not part of the "EBP plus supporting documentation". Hence, the 'c' answer was found appropriate.

[2]: <http://www.tesoro.es/en/deuda-publica>

Peer Reviewer

Opinion: Agree

Comments: I agree with the researcher, although in the Economic Financial Report (pages 201 and 547) usually are more comments.
<https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/TomosSerieAmarilla.htm>

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

Source:

Some information about the public debt is presented, such as whether it's denominated in national or foreign currency and the type of debt ("letra", "bono" or other). However, some essential details are missing, such as whether the debt is internal or external, or further detail about its maturity profile. Most of the information can be found as part of the Yellow Series [1] ([2] in particular); including total amount (table in p. 2) and average interest rate (p. 4-5).

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_A_1.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/3/2/N_23_A_A_1_3_2_4.PDF

Comment:**Peer Reviewer**

Opinion: Agree

Comments: I agree with the researcher, although pages are not the same if you look at the book, and not at the PDF.
<https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/TomosSerieAmarilla.htm>

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:

The Yellow Series' "Informe económico-financiero" [1] includes the core information about the macroeconomic scenario (page 6 of [2] in particular). Additionally, another section of the "Informe" [3] expands that information providing data about the Spanish economy and its job market, although it refers mostly about existing conditions, not so much about forecasted ones.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_A_1.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/1/3/N_23_A_A_1_1_3_1.PDF

[3]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/1/1/N_23_A_A_1_1_1_1.PDF

Comment:

Peer Reviewer

Opinion: Agree

Comments: I agree with the researcher, although pages are not the same if you look at the files or at the book, (here page [6] is page 52 of the book).

See this link too: <https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/TomosSerieAmarilla.htm>

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:

The Yellow Series' "Informe económico-financiero" [1] includes the core information about the macroeconomic scenario (page 6 of [2] in particular). Additionally, another section of the "Informe" [3] expands that information providing data about the Spanish economy and its job market, although it refers mostly about existing conditions, not so much about forecasted ones.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_A_1.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/1/3/N_23_A_A_1_1_3_1.PDF

[3]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/1/1/N_23_A_A_1_1_1_1.PDF

Comment:**Peer Reviewer**

Opinion: Agree

Comments: As I answered in question 15, I agree with the researcher, although pages are not the same if you look at the files or at the book, (here page [6] is page 52 of the book). See this link too: <https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/TomosSerieAmarilla.htm>

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/files/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:

d. No, information related to different macroeconomic assumptions is not presented.

Source:

No sensitivity analysis of different macroeconomic scenarios is done in the EBP [1].

[1]: <https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/Series.htm>

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer:

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

Comments: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/1/3/N_23_A_A_1_1_3_1.PDF In this document, page 10 we find the section "Risks associated with the scenario", which could be

considered as a analysis of different macroeconomic scenarios but without core elements indicated in the question.

IBP Comment

The reviewer's comments are well-noted and appreciated. During an IBP consistency check, to ensure methodological and cross-country consistency, and after a new review and in consultation with the research team, the current response of "D" is sustained, given a sensitivity analysis should show 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? The presentation neglects discussions on the impact of different macroeconomic assumptions (i.e., sensitivity analysis) on the budget, which are essential for this question's examination. Consequently, the analysis remains incomplete, and achieving a higher score is not feasible.

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:

b. Yes, estimates that show how all new policy proposals affect expenditures are presented, but a narrative discussion is not included.

Source:

The Yellow Series' financial report [1] ("Informe económico-financiero") discusses the expected impact of certain new policies on the overall Budget figures. However, while all the financial details can be found in the EBP data, the discussion about the new proposals is incomplete and doesn't go into much detail. There's, however, a narrative explanation, in the second section of the report, under the "Políticas de Gasto" heading [2].

In the past, the Yellow Series' contained an additional report ("Memorias presupuestarias"; Book II, "Estructura por programas"), showing the variation from the previous year at the programme level and a brief narrative (with no actual explanation, however). That report is now gone, and the programme-level comparison to previous year is scattered across PDFs in the "Políticas de Gasto" collection.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_A_1.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_A_1_2_2.htm

Comment:

Peer Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, estimates that show how all new policy proposals affect expenditures are presented, along with a narrative discussion.

Comments: These and the next question are difficult to answer, given that in great part it is a matter of degree in interpretation. From my point of view I would say that in the "Financial and Economic Report" and in the "Red Series" there is information enough to answer "a", as can be seen on pages 187 to 390 "Financial and Economic Report". Nevertheless, I agree with the researcher in some aspects. For instance, it is certain that since 2022, budgetary Memories have not been published anymore.

Government Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, estimates that show how all new policy proposals affect expenditures are presented, along with a narrative discussion.

Comments: The peer reviewer considers that the information in the second section of the report, "Políticas de Gasto" includes narrative discussion about how all new policy proposals affect expenditures.

IBP Comment

The reviewer's comments are well-noted and appreciated. During an IBP consistency check, which aims to ensure methodological and cross-country consistency, a thorough review was conducted. After consulting with the research team, we determined the following: - While there is some discussion about expenditures, this question seeks a narrative discussion of the impact of these new policies, as distinct from existing policies. The narrative provided broadly covers expenditures and mentions some, but not all, policies without delving into their financial impact. Consequently, the necessary elements to justify a score increase are lacking, and as such, the current score is upheld.

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:

b. Yes, estimates that show how all new policy proposals affect revenues are presented, but a narrative discussion is not included.

Source:

The Yellow Series' financial report [1] ("Informe económico-financiero") discusses the expected impact of certain new policies on the overall Budget figures. However, while all the financial details can be found in the EBP data, the discussion about the new proposals is incomplete and doesn't go into much detail. There's, however, a narrative explanation, in the second section of the report, under the "Políticas de Gasto" heading [2].

In the past, the Yellow Series' contained an additional report ("Memorias presupuestarias"; Book II, "Estructura por programas"), showing the variation from the previous year at the programme level and a brief narrative (with no actual explanation, however). That report is now gone, and the programme-level comparison to previous year is scattered across PDFs in the "Políticas de Gasto" collection.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_A_1.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_A_1_2_2.htm

Comment:

Peer Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, estimates that show how all new policy proposals affect revenues are presented, along with a narrative discussion.

Comments: In this question, as in the former, it is another case of interpretation. In this case I do not agree with the researcher, as there is, at least in the "Economic and Financial Report" detailed explanation of the current situation of incomes and the objectives for the 2023 budget year, for different tax and non tax revenues (see pages 520-553), and also on other pages like 504, 583, 610 and 625, although some of this are more descriptive than analytical. <https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/TomosSerieRoja.htm>

Government Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, estimates that show how all new policy proposals affect revenues are presented, along with a narrative discussion.

Comments: In the Yellow Series' financial report [1] ("Informe económico-financiero"), there is a section on revenues which includes a detailed narrative how all new policy proposals affect revenues, pag 24 onwards

(https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/3/2/N_23_A_A_1_3_2_3.PDF)

IBP Comment

The reviewer's comments are well-noted and appreciated. During an IBP consistency check, which aims to ensure methodological and cross-country consistency, a thorough review was conducted. After consulting with the research team, we determined the following: - While there is some discussion about revenues, this question seeks a narrative discussion of the impact of these new policies. The narrative provided broadly covers revenues and mentions some, but not all, policies without delving into their financial impact. Consequently, the necessary elements to justify a score increase are lacking, and as such, the current score is upheld.

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:

b. Yes, expenditure estimates for BY-1 are presented by two of the three expenditure classifications.

Source:

In past years, the Yellow Series contained a section "Memorias presupuestarias" comparing estimates for the current year versus the previous one. "Estructura económico-orgánica" compared the economic categories for each organic section, while "Estructura por variación de gasto y variaciones por programas" showed the functional comparison at the program level. That whole section has now been removed from the EBP.

The Grey Series contained an "advance of the previous year liquidation" [1], i.e. an advance of the Year-End Report. However, this covers only the State part of the budget, missing for example the whole Social Security system.

In summary, the information about previous year's expenditures is not exhaustive and complete in any of the dimensions.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_G_3.htm

Comment:

Peer Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, expenditure estimates for BY-1 are presented by all three expenditure classifications (by administrative, economic, and functional classification).

Comments: I do not agree with the researcher. There are some different budgetary documents that contains information of expenditures data to FY-1. In particular the "Economic and Financial Report" ("Informe económico y Financiero") contains information on expenses following the structure of Expenditure Policies for the years 2022 and 2023. Each Expenditure Policy is broken down according to the economic classification (does not present a broad breakdown into sub-levels) and also is broken down into Budgetary Programs (although only at the aggregate level). Besides there is an economic classification for the administrative ministerial units, but not a detailed one. The 2023 budget has a poorer breakdown than 2021 Budget, as it is not as detailed as it used to be in the MEMORIES of 2021 Budget (they are no longer published since 2022). Nevertheless, I think it cannot be said that it does not present at all a classification by the three expenditure classifications. The Economic and Financial Report can be seen in the link. <https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/TomosSerieAmarilla.htm>

Government Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, expenditure estimates for BY-1 are presented by all three expenditure classifications (by administrative, economic, and functional classification).

Comments: The EBP containing the social security budget is passed at the same time as that of the EBP. It is published in a different link (<https://www.seg-social.es/wps/portal/wss/internet/EstadisticasPresupuestosEstudios/PresupuestosEstudios/48546/4f38ea2b-9cbf-4ff9-87f9-cb9ce8c3692a/ef6ea4e0-c37b-4f77-b848-20cbad276e76>), although its content is integrated into the State budget as a whole. It has three series (red, green and orange). An example of expenditure relating to year n-1 can be found in its corresponding Economic and Financial Report, where in chapter II.3 "Expenditure budgets" we find examples in the different classifications. In addition, the EBP's "Informe Económico y Financiero" contains a chapter on the social security budget, which contains figures for the n-1 (https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/3/4/N_23_A_A_1_3_4_2.PDF).

IBP Comment

The reviewer's comments are well-noted and appreciated. During an IBP consistency check, which aims to ensure methodological and cross-country consistency, a thorough review was conducted. After consulting with the research team, we determined the following: [1] To maintain methodological

consistency across countries, it is essential to have an explicit reference in the 2023 Budget Proposal documents linking them to the open data available on the portal. This ensures uniformity in our evaluations across different countries. Consequently, we affirm the initial assessment provided by the country researcher. While we acknowledge the existence of the portal, it is not deemed suitable for addressing queries related to the Executive Budget Proposal (EBP) due to methodological coherence. [2] In these cases, if more than 2/3 of expenditure is presented by classification, the answer should be "a." If less than 2/3 of expenditure is presented, it should be a "b." Following discussions with the researcher, it has been observed that the document from the peer reviewer includes a financial breakdown specifically for ministries, but not for agencies or social security. The analysis of the consolidated budget[*] figures shows that the ministries account for 325.0 billion of the 583.5 billion total, which represents 55%. Consequently, a 'b' response is most appropriate, indicating a partial breakdown. An 'A' response, which would signify complete coverage, cannot be granted due to the incomplete breakdown. [*]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/3/4/N_23_A_A_3_C_1.PDF In this sense, the current response is adjusted from "D" to "B"

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:

b. Yes, programs accounting for at least two-thirds of, but not all, expenditures are presented for BY-1.

Source:

In past years, the Yellow Series contained a section "Memorias presupuestarias" comparing estimates for the current year versus the previous one. "Estructura por variación de gasto y variaciones por programas" showed the functional comparison at the program level. That whole section has now been removed from the EBP.

The Grey Series contained an "advance of the previous year liquidation" [1], i.e. an advance of the Year-End Report. However, this covers only the State part of the budget, missing for example the whole Social Security system. And it doesn't go down to the program level.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_G_3.htm

Comment:

Peer Reviewer

Opinion: Disagree

Suggested Answer:

c. Yes, programs accounting for less than two-thirds of expenditures are presented for BY-1.

Comments: As in the previous question, I do not agree with the researcher, since the Economic and Financial Report ("Informe Económico y Financiero") presents information on expenses by Policies and Programs, for the year 2022 and 2023. They are not presented following the administrative or economic classification, as it used to do in the "MEMORIES", which was more complete and easy to follow, but it is not difficult to find data for any program and see the difference between the two years. It can be seen in the link.

<https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/TomosSerieAmarilla.htm>

Government Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, programs accounting for all expenditures are presented for BY-1.

Comments: The EBP containing the social security budget is passed at the same time as that of the EBP. It is published in a different link (<https://www.seg-social.es/wps/portal/wss/internet/EstadisticasPresupuestosEstudios/PresupuestosEstudios/48546/4f38ea2b-9cbf-4ff9-87f9-cb9ce8c3692a/ef6ea4e0-c37b-4f77-b848-20cbad276e76>), although its content is integrated into the State budget as a whole. It has three series (red, green and orange). An example of expenditure relating to year n-1 can be found in its corresponding Economic and Financial Report, where in chapter II.3 "Expenditure budgets" we find examples in the different classifications. In addition, the EBP's "Informe Económico y Financiero" contains a chapter on the social security budget, which contains figures for the n-1 (https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/3/4/N_23_A_A_1_3_4_2.PDF).

Researcher Response

I agree with the peer reviewer: although it's much worse than in past years, information can be found about particular programmes in the "Informe Económico y Financiero" [1]. See page 395 for example for R+D programmes. A C response can be granted. Regarding the government reviewer's response, the documents published in the Social Security website have not been considered part of the EBP in past surveys. And I think they shouldn't be, because they are not included in the package sent to Congress [2] by the Ministry of Finance. And those budget documents use a different organic and functional classification done by the Ministry, i.e. the programme (and section) names and numbers used in the Social Security's own budget are different from the programmes use by the ministry to talk about Social Security, and there is no mapping available to consolidate the data. Re the Informe's section offered by the government reviewer, it doesn't include a programme breakdown. [1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/doc/L_23_A_A1.PDF [2]: <https://www.congreso.es/es/cem/pge2023>

IBP Comment

The reviewer's comments are well-noted and appreciated. During an IBP consistency check, which aims to ensure methodological and cross-country consistency, a thorough review was conducted. After consulting with the research team, we determined the following: [1] To maintain methodological consistency across countries, it is essential to have an explicit reference in the 2023 Budget Proposal documents linking them to the open data available on the portal. This ensures uniformity in our evaluations across different countries. Consequently, we affirm the initial assessment provided by the country researcher. While we acknowledge the existence of the portal, it is not deemed suitable for addressing queries related to the Executive Budget Proposal (EBP) due to methodological coherence. [2] We recognize the researcher's perspective; however, to maintain methodological coherence in responses across countries and survey rounds, considering the included data and the spirit of the question, the answer is updated from "D" to "B". This is based on acknowledging the lack of information about Social Security, yet upon reviewing the "Economic and Financial Report," it is noted that on page 243 (page 247 in the PDF reader) there is a programmatic overview of the "Pensions" program, representing a significant part of the social security expenditure.

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:

As established by the Budgetary Law ("Ley 47/2003, de 26 de noviembre, General Presupuestaria") [1] in its article 37.2, the EBP must be accompanied by an advance of the actual expenditures and revenues of the current budget year. The advance is produced by the Ministry of Finance's General Comptroller of the State Administration (IGAE) and is publicly available in IGAE's website [2] and in the EBP's Gray series [3].

Note, however, that these documents don't cover the whole scope of the EBP: the Social Security system is missing.

[1]: <https://www.boe.es/buscar/act.php?id=BOE-A-2003-21614>

[2]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es->

<ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/iaavanceliquidacionestado.aspx>

[3]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_G_3.htm

Comment:

While in the previous OBS's this question was graded as 'a', I believe -after noticing the Social Security is not included- that 'b' is most accurate.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, expenditure estimates for BY-1 have been updated from the original enacted levels.

Comments: I do not agree with the researcher, although we may converge to a common interpretation. The researcher is correct when he says that Social Security expenditure has not been included, but this expenditure, although it is of a great amount (e.g. Pensions is the one with by far the highest expenditure), is highly concentrated in a very few programs. and mainly in only one administrative ministerial Unit. Besides at the Social Security Website there is plenty of information about expenditures. I would say that the grey book includes data of modifications for almost all the different administrative units, not for all, and for the majority of expenditure programs. If the number of expenditure programs affected are taken, it would not be a mistake to say that the majority expenditure concepts "estimates for BY-1 have been updated from the original enacted levels".

https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_G.htm

Government Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, expenditure estimates for BY-1 have been updated from the original enacted levels.

Comments: In the Social Security we can find an update from the original enacted level on pensions in the document "Informe Económico y Financiero" of the yellow series in the chapter on pension policy (page 2)

(https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/2/2/N_23_A_A_1_2_2_6.PDF)

IBP Comment

The reviewer's comments are well-noted and appreciated. During an IBP consistency check, which aims to ensure methodological and cross-country consistency, a thorough review was conducted. After consulting with the research team, it was determined the following: [1] To maintain methodological consistency across countries, it is essential to have an explicit reference in the 2023 Budget Proposal documents linking them to the open data available on the portal. This ensures uniformity in our evaluations across different countries. Consequently, we affirm the initial assessment provided by the country researcher. While we acknowledge the existence of the portal, it is not deemed suitable for addressing queries related to the Executive Budget Proposal (EBP) due to methodological coherence. [2] Regarding the presentation of updated expense estimates, this question does not examine the percentage presented but whether the update is disclosed. Consequently, the response is adjusted from "B" to "A."

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:

b. Yes, expenditure estimates for BY-2 and prior years are presented by two of the three expenditure classifications.

Source:

The EBP's Gray Series presents updated figures the three classification, although the fact that the information is distributed across different documents make comparisons hard in practice. However, the Social Security system (more than a third of the whole budget) is not included.

[1]: <https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/TomosSerieGris.htm>

Comment:

As in the previous question, I'm downgrading the previous year's response, as I believe the lack of Social Security data justifies it.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, expenditure estimates for BY-2 and prior years are presented by all three expenditure classifications (by administrative, economic, and functional classification).

Comments: I do not agree with the researcher, although we may converge to a common interpretation. As I comment in the former question, although Social Security expenditure is quite big is highly concentrated in a very few programs (e.g. Pensions is the one with by far the highest expenditure). Therefore the high quality structure and data included in the budgetary grey book, can support to answer that it "present estimates of expenditure", although not for all expenditures, as it can be seen at: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_G.htm Nevertheless, there is a lot of information too about Social Security budget in its own web, which is coordinated and synchronized with the rest of Budgetary documents. It that can be seen at: <https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/393> <https://www.congreso.es/es/cem/pge2023>

Government Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, expenditure estimates for BY-2 and prior years are presented by all three expenditure classifications (by administrative, economic, and functional classification).

Comments: The expenditure estimates for BY-2 in the Social Security System is not included in the Grey Series of the EBP but is published in September. also on a different web (the web of the Social Security System). The link is the following where you can see the date of publication (<https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/393/396/04e7eeb1-7a31-430f-8e1d-dbeb822377b5>). We consider this documentation as a supporting budget documentation. (art. 37.2 Ley General Presupuestaria: Documentación complementaria a los Presupuestos Generales del Estado h) Cuentas y balances de la Seguridad Social del año anterior) <https://www.boe.es/buscar/act.php?id=BOE-A-2003-21614>

IBP Comment

The reviewer's comments are well-noted and appreciated. During an IBP consistency check, which aims to ensure methodological and cross-country consistency, a thorough review was conducted. After consulting with the research team, we determined the following: [1] To maintain methodological consistency across countries, it is essential to have an explicit reference in the 2023 Budget Proposal documents linking them to the open data available on the portal. This ensures uniformity in our evaluations across different countries. Consequently, we affirm the initial assessment provided by the country researcher. While we acknowledge the existence of the portal, it is not deemed suitable for addressing queries related to the Executive Budget Proposal (EBP) due to methodological coherence. [2] In these cases, if more than 2/3 of expenditure is presented by classification, the answer should be "a." If less than 2/3 of expenditure is presented, it should be a "b." Following discussions with the researcher, it has been observed that information includes details on ministries and agencies, but lacks information on Social Security. Based on the overall data, Social Security accounts for approximately 35% of the total. Therefore, given this shortfall, a 'b' rating should be assigned. [*] https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/3/4/N_23_A_3_C_1.PDF In this sense, the current response is adjusted from "D" to "B"

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:

Functional classification
Economic classification
Administrative classification

Source:

The EBP's Gray Series presents updated figures the three classification, although the fact that the information is distributed across different documents make comparisons hard in practice. However, the Social Security system (more than a third of the whole budget) is not included.

[1]: <https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/TomosSerieGris.htm>

Comment:

Peer Reviewer

Opinion: Disagree

Suggested Answer: There are "estimates for more than one year prior to the budget year in the Executive Budget Proposal" by Administrative, and Economic, and Functional classification, although not for the all expenditures (social Security does not present expenditures by functional

classification, although there is plenty of information in the Social Security web).

Comments: As I mentioned in the previous question, although Social Security expenditure is quite big is highly concentrated in a very few programs (e.g. Pensions expenditure is by far the one with the highest expenditure). In that case the answer could be said that the expenditure classifications "have estimates for more than one year prior to the budget year in the Executive Budget Proposal" by Administrative, Economic, and Functional classification, although expenditures of Social Security are not included. Budgeting information on Social Security is free disposal in its WEB. <https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/393/397/39264706-dcb0-4a53-be29-768578ccd369>
<https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/393>

Government Reviewer

Opinion: Disagree

Suggested Answer:

Comments: The expenditure estimates for BY-2 in the Social Security System is not included in the Grey Series of the EBP but is published in September. also on a different web (the web of the Social Security System). The link is the following where you can see the date of publication (<https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/393/396/04e7eeb1-7a31-430f-8e1d-dbeb822377b5>). We consider this documentation as a supporting budget documentation (art. 37.2 Ley General Presupuestaria: Documentación complementaria a los Presupuestos Generales del Estado h) Cuentas y balances de la Seguridad Social del año anterior) <https://www.boe.es/buscar/act.php?id=BOE-A-2003-21614>. The three classifications can be found in this document.

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:

c. Yes, programs accounting for less than two-thirds of expenditures are presented for BY-2 and prior years.

Source:

The EBP's Gray Series includes figures about actual revenues and expenditures for BY-2 (2021) [1], broken down across three classification (functional, administrative and economic). This final liquidation (not an "advance" as BY-1), does go down to the program level.

Data is provided for the State, and separately for autonomous bodies and independent agencies. However, data for the Social Security organism is not included, even if it's part of the EBP.

Note that the Social Security expenditure is now over a third of the overall budget (see [2], last line).

[1]: <https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/TomosSerieGris.htm>

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/3/4/N_23_A_A_3_C_1.PDF

Comment:

In OBS 2021, the government reviewer said "information about actual revenues and expenditures for BY-2 (2019) for the Social Security is included in another document (out of the EBP)." It was agreed that this was not part of the EBP. Additionally, it doesn't use the same functional breakdown as the EBP.

Peer Reviewer

Opinion: Agree

Comments: I agree with the researcher. Although there is no Social Security data, it does not "present expenditures for individual programs" Programs BY-2, although only for "for less than two-thirds of expenditures are presented for BY-2 and prior years".

Government Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, programs accounting for all expenditures are presented for BY-2 and prior years.

Comments: The expenditure estimates for BY-2 in the Social Security System is not included in the Grey Series of the EBP but is published in September. also on a different web (the web of the Social Security System). The link is the following where you can see the date of publication (<https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/393/396/04e7eeb1-7a31-430f-8e1d-dbeb822377b5>). We consider this documentation as a supporting budget documentation (art. 37.2 Ley General Presupuestaria: Documentación complementaria a los Presupuestos Generales del Estado h) Cuentas y balances de la Seguridad Social del año anterior) <https://www.boe.es/buscar/act.php?id=BOE-A-2003-21614>

IBP Comment

The reviewer's comments are well-noted and appreciated. During an IBP consistency check, which aims to ensure methodological and cross-country consistency, a thorough review was conducted. After consulting with the research team, we determined the following: [1] To maintain methodological consistency across countries, it is essential to have an explicit reference in the 2023 Budget Proposal documents linking them to the open data available on the portal. This ensures uniformity in our evaluations across different countries. Consequently, we affirm the initial assessment provided by the country researcher. While we acknowledge the existence of the portal, it is not deemed suitable for addressing queries related to the Executive Budget Proposal (EBP) due to methodological coherence. In this sense, the current response is upheld.

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:

The EBP's Gray Series includes figures about actual revenues and expenditures for BY-2 (2021) [1], broken down across three classification (functional, administrative and economic). See [2] in particular. This doesn't include the Social Security system, however.

[1]: <https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/TomosSerieGris.htm>

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/doc/L_23_A_GR1.PDF

Comment:

While in the previous OBS's this question was graded as 'a', I believe -after noticing the Social Security is not included- that 'd' is most accurate.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

a. Two years prior to the budget year (BY-2).

Comments: I do not agree with the researcher, because there are Social Security data is published too on the Central Information website of the Ministry of Finance (<https://www.hacienda.gob.es/es-ES/CDI/Paginas/centraldeinformacion.aspx>) here there are to boxes, one for "Información de la Administración Central" and another one for "Información de la Seguridad Social". Also, going inside on the Social Security website in "Presupuestos Seguridad Social" (<https://www.seg-social.es/wps/portal/wss/internet/EstadisticasPresupuestosEstudios/PresupuestosEstudios/48546>) there are plenty of budgeting data. Therefore, although expenditures of Social Security are not included in the particular IGAE website of Spanish Ministry of Finance Website, the Social Security website includes economic and administrative data FY-2 (and now of the FY-1, that may be not on the web when the researcher did his task) <https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/393>

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

a. Two years prior to the budget year (BY-2).

Comments: The expenditure estimates for BY-2 in the Social Security System is not included in the Grey Series of the EBP but is published in September. also on a different web (the web of the Social Security System). The link is the following where you can see the date of publication (<https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/393/396/04e7eeb1-7a31-430f-8e1d-dbeb822377b5>). We consider this documentation as a supporting budget documentation. (art. 37.2 Ley General Presupuestaria: Documentación complementaria a los Presupuestos Generales del Estado h) Cuentas y balances de la Seguridad Social del año anterior) <https://www.boe.es/buscar/act.php?id=BOE-A-2003-21614>**IBP Comment**

The reviewer's comments are well-noted and appreciated. During an IBP consistency check, which aims to ensure methodological and cross-country consistency, a thorough review was conducted. After consulting with the research team, it was determined the following: [1] To maintain methodological consistency across countries, it is essential to have an explicit reference in the 2023 Budget Proposal documents linking them to the open data available on the portal. This ensures uniformity in our evaluations across different countries. Consequently, we affirm the initial assessment provided by the country researcher. While we acknowledge the existence of the portal, it is not deemed suitable for addressing queries related to the Executive Budget Proposal (EBP) due to methodological coherence. [2] This question focuses on what is the most recent year presented for which all expenditures reflect actual outcomes, rather than the percentage of expenditures presented. Consequently, the response is adjusted from "B" to "A."

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:

The Yellow Series' financial report [1] ("Informe económico-financiero") provides data for revenues classified by category in BY-2 and BY-1. See [2] for the State, page 3 for example. And [3] for the Social Security (original budget estimates only; not actual revenues.)

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_A_1.htm[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/3/2/N_23_A_A_1_3_2_3.PDF[3]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/3/4/N_23_A_A_1_3_4_3.PDF**Comment:****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:

a. Yes, individual sources of revenue accounting for all revenue are presented for BY-1.

Source:

The Yellow Series' financial report [1] ("Informe económico-financiero") provides data for revenues classified by category in BY-2 and BY-1. See [2] for the State, page 3 for example. And [3] for the Social Security (original budget estimates only; not actual revenues.)

For BY-1, and for the State (not the Social Security), additional detail is available in an advance report of the previous year's liquidation ("Avance de la liquidación del presupuesto de 2022") [4]. See pages 17-21.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_A_1.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/3/2/N_23_A_A_1_3_2_3.PDF

[3]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/3/4/N_23_A_A_1_3_4_3.PDF

[4]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/4/3/N_23_A_G_3_1.PDF

Comment:

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:

The Yellow Series' financial report [1] ("Informe económico-financiero") provides data for revenues classified by category in BY-2 and BY-1. See [2] for the State, page 3 for example, where BY-1 data has been updated from the original levels. On the other hand, data for the Social Security [3] contains original budget estimates only.

For BY-1, additional detail is available in an advance report of the previous year's liquidation ("Avance de la liquidación del presupuesto de 2022") [4]. See pages 17-21. This covers only the State, not the Social Security system.

All in all, the BY-1 update is not exhaustive.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_A_1.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/3/2/N_23_A_A_1_3_2_3.PDF

[3]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/3/4/N_23_A_A_1_3_4_3.PDF

[4]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/4/3/N_23_A_G_3_1.PDF

Comment:

While in the previous OBS's this question was graded as 'a', I believe -after noticing the Social Security is not up to date- that 'b' is most accurate.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, revenue estimates for BY-1 have been updated from the original enacted levels.

Comments: As I said in question 27, I do not agree with the researcher, as in the Grey Series are included data for the most budgetary programs and administrative Units (<https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/TomosSerieGris.htm>) (in the "Información de la Admisnistración Central" there are not data about Social Security budget, in the same WEBSITE of "Central de Información" there is a box leading to Social Security Website, with plenty of data on Social Security expenditure, therefore I would say that the "original estimates of revenue for the year prior to the budget year (BY-1) been updated to reflect actual revenue collections", and can be seen at: <https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/393/395/7c2f3924-43c9-4b3c-a46e-8f3a04c4bf96/bc72402d-5422-4ae4-a513-37dcfc417351> <https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/393/396> <https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/393/396/04e7eeb1-7a31-430f-8e1d-dbeb822377b5>

Government Reviewer

Opinion: Agree

IBP Comment

The reviewer's comments are well-noted and appreciated. During an IBP consistency check, which aims to ensure methodological and cross-country consistency, a thorough review was conducted. After consulting with the research team, it was determined the following: [1] To maintain methodological consistency across countries, it is essential to have an explicit reference in the 2023 Budget Proposal documents linking them to the open data available on the portal. This ensures uniformity in our evaluations across different countries. Consequently, we affirm the initial assessment provided by the country researcher. While we acknowledge the existence of the portal, it is not deemed suitable for addressing queries related to the Executive Budget Proposal (EBP) due to methodological coherence. [2] Regarding the presentation of updated revenue estimates, this question does not examine the percentage presented but whether the update is disclosed. Consequently, the response is adjusted from "B" to "A."

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:

a. Yes, revenue estimates for BY-2 and prior years are presented by category.

Source:

The Gray Series' document "Liquidación del Presupuesto del Estado de 2021" [1] breaks down revenues along an economic classification for both the State and Autonomous Bodies. The Social Security system is missing however, so the data is not complete.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_G_2.htm

Comment:

While in the previous OBS's this question was graded as 'a', I believe -after noticing the Social Security is not included- that 'b' is most accurate.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, revenue estimates for BY-2 and prior years are presented by category.

Comments: As I said in question 27, I do not agree with the researcher, as in the Grey Series are included data for the most budgetary programs and administrative Units (<https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/TomosSerieGris.htm>) (in the grey series and in the website "Información de la Admisnistración Central" there are not data about Social Security budget, but in the same WEBSITE of "Central de Información" there is a box leading to Social Security particular Website, where there are plenty of data on Social Security expenditure. Therefore I would say that YES, the "original estimates of revenue for the year prior to the budget year (BY-1) been updated to reflect actual revenue collections", and can be seen at: <https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/393/395/7c2f3924-43c9-4b3c-a46e-8f3a04c4bf96/bc72402d-5422-4ae4-a513-37dcfc417351> <https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/393/396> <https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/393/396/04e7eeb1-7a31-430f-8e1d-dbeb822377b5>

Government Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, revenue estimates for BY-2 and prior years are presented by category.

Comments: The revenue estimates for BY-2 in the Social Security System is not included in the Grey Series of the EBP but is published in September. also on a different web (the web of the Social Security System). The link is the following where you can see the date of publication (<https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/393/396/04e7eeb1-7a31-430f-8e1d-dbeb822377b5>). We consider this documentation as a supporting budget documentation. (art. 37.2 Ley General Presupuestaria: Documentación complementaria a los Presupuestos Generales del Estado h) Cuentas y balances de la Seguridad Social del año anterior) <https://www.boe.es/buscar/act.php?id=BOE-A-2003-21614>

IBP Comment

The reviewer's comments are well-noted and appreciated. During an IBP consistency check, which aims to ensure methodological and cross-country consistency, a thorough review was conducted. After consulting with the research team, it was determined the following: [1] To maintain methodological consistency across countries, it is essential to have an explicit reference in the 2023 Budget Proposal documents linking them to the open data available on the portal. This ensures uniformity in our evaluations across different countries. Consequently, we affirm the initial assessment provided by the country researcher. While we acknowledge the existence of the portal, it is not deemed suitable for addressing queries related to the Executive Budget Proposal (EBP) due to methodological coherence. [2] The question focuses on whether the revenue estimates by category (such as tax and non-tax) for more than one year prior to the budget year (i.e., BY-2 and earlier) are presented, rather than the percentage of revenues presented. Consequently, the response is adjusted from "B" to "A."

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:

c. Yes, individual sources of revenue accounting for less than two-thirds of all revenues are presented for BY-2 and prior years.

Source:

The Gray Series' document "Liquidación del Presupuesto del Estado de 2021" [1] breaks down revenues along an economic classification for both the State and Autonomous Bodies. The Social Security system is missing, however, and it represents more than a third of the overall budget.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_G_2.htm

Comment:

While in the previous OBS's this question was graded as 'a', I believe -after noticing the Social Security is not included- that 'c' is most accurate.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, individual sources of revenue accounting for all revenue are presented for BY-2 and prior years.

Comments: As I said in question 27 and 28, I do not agree with the researcher for the same reasons. In the Grey Series are included data for the most budgetary programs and administrative Units, although not for the Social Security (see <https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/TomosSerieGris.htm>), which is on the Ministry website "Informacion de la Admmisnitracion Central". Although, there are not data about Social Security budget in that part of the "CENTRAL DE INFORMACION" <https://www.hacienda.gob.es/es-ES/CDI/Paginas/centraldeinformacion.aspx>, there are plenty of data on the other part of that same website box next to that one (See "Informacion de la Seguridad Social", (see: <https://www.hacienda.gob.es/es-ES/CDI/Paginas/centraldeinformacion.aspx>))

Government Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, individual sources of revenue accounting for all revenue are presented for BY-2 and prior years.

Comments: The revenue estimates for BY-2 in the Social Security System is not included in the Grey Series of the EBP but is published in September. also on a different web (the web of the Social Security System). The link is the following where you can see the date of publication (<https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/393/396/04e7eeb1-7a31-430f-8e1d-dbeb822377b5>). We consider this documentation as a supporting budget documentation. (art. 37.2 Ley General Presupuestaria: Documentación complementaria a los Presupuestos Generales del Estado h) Cuentas y balances de la Seguridad Social del año anterior) <https://www.boe.es/buscar/act.php?id=BOE-A-2003-21614>

IBP Comment

The reviewer's comments are well-noted and appreciated. During an IBP consistency check, which aims to ensure methodological and cross-country consistency, a thorough review was conducted. After consulting with the research team, we determined the following: [1] To maintain methodological consistency across countries, it is essential to have an explicit reference in the 2023 Budget Proposal documents linking them to the open data available on the portal. This ensures uniformity in our evaluations across different countries. Consequently, we affirm the initial assessment provided by the country researcher. While we acknowledge the existence of the portal, it is not deemed suitable for addressing queries related to the Executive Budget Proposal (EBP) due to methodological coherence. In this sense, the current response is upheld.

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:

a. Two years prior to the budget year (BY-2).

Source:

The EBP's Gray Series includes figures about actual revenues and expenditures for BY-2 (2021) [1], broken down across three classification (functional, administrative and economic). See [2] in particular. This doesn't include the Social Security system, however.

[1]: <https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/TomosSerieGris.htm>

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/doc/L_23_A_GR1.PDF

Comment:

While in the previous OBS's this question was graded as 'a', I believe -after noticing the Social Security is not included- that 'b' is most accurate.

Peer Reviewer

Opinion: Disagree

Suggested Answer:

a. Two years prior to the budget year (BY-2).

Comments: As I said in question 27 to 29, I do not agree with the researcher, In the Grey Series are included data for the most budgetary programs and administrative Units, although not for the Social Security (see

<https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/TomosSerieGris.htm>), which is on the Ministry website "Informacion de la Admnistracion Central". Although, there are not data about Social Security budget in that part of the "CENTRAL DE INFORMACION" <https://www.hacienda.gob.es/es-ES/CDI/Paginas/centraldeinformacion.aspx>, there are plenty of data on the other part of that same website box next to that one (See "Informacion de la Seguridad Social", (see: <https://www.hacienda.gob.es/es-ES/CDI/Paginas/centraldeinformacion.aspx>))

Government Reviewer

Opinion: Disagree

Suggested Answer:

a. Two years prior to the budget year (BY-2).

Comments: The revenue estimates for BY-2 in the Social Security System is not included in the Grey Series of the EBP but is published in September. also on a different web (the web of the Social Security System). The link is the following where you can see the date of publication (<https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/393/396/04e7eeb1-7a31-430f-8e1d-dbeb822377b5>). We consider this documentation as a supporting budget documentation. (art. 37.2 Ley General Presupuestaria: Documentación complementaria a los Presupuestos Generales del Estado h) Cuentas y balances de la Seguridad Social del año anterior) <https://www.boe.es/buscar/act.php?id=BOE-A-2003-21614>

IBP Comment

The reviewer's comments are well-noted and appreciated. During an IBP consistency check, which aims to ensure methodological and cross-country consistency, a thorough review was conducted. After consulting with the research team, it was determined the following: [1] To maintain methodological consistency across countries, it is essential to have an explicit reference in the 2023 Budget Proposal documents linking them to the open data available on the portal. This ensures uniformity in our evaluations across different countries. Consequently, we affirm the initial assessment provided by the country researcher. While we acknowledge the existence of the portal, it is not deemed suitable for addressing queries related to the Executive Budget Proposal (EBP) due to methodological coherence. [2] This question focuses on what is the most recent year

presented for which all revenues reflect actual outcomes, rather than the percentage of revenues presented. Consequently, the response is adjusted from "B" to "A."

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:

The Yellow Series' document "Informe económico y financiero" [1], 3.II.3 in particular [2], provides some core info about overall debt volume at the end of past years (and thus, the net borrowing in BY-1). However, some core information is missing, such as the maturity profile of the debt and whether it's domestic or external debt.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_A_1.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/3/2/N_23_A_A_1_3_2_4.PDF

Comment:

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:

The Gray Series' document "Liquidación del Presupuesto del Estado de 2021 (Tomo I. Estado)" [1] contains information about public debt expenditures: see pages 41 and 69.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/4/2/N_23_A_G_2_1.PDF

Comment:

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:

We consider State-owned enterprises, foundations, consortia and similar public entities as extra budgetary funds. For these bodies, balance sheets and annual budgets are provided in the "Sector Público Administrativo con presupuesto estimativo" [1] and "P.E.C.: Sector Público Empresarial y Fundacional" [2] sections.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_R_7.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_R_5.htm

Comment:

We agree with the peer reviewer in the OBS 2017 survey and we're NOT considering the Social Security fund as non-budgetary funds. But we do consider public-owned enterprises:

Following the "Guide to Transparency of Public Finances" of IMF, I think that "Presupuesto de la Seguridad Social" (social security budget) and some of the other administrative units ("Organismos Autonomos", "Agencias" and the "Otros Organismos"), are "subject to the same general level of control and reporting regulations" as the State Budget.

By contrast, the State-Owned enterprises and similar public entities can be considered as extra budgetary funds, as they are not following the general rules of administrative controls, although they form part of the "Presupuestos Generales del Estado" (General State Budgets) (in plural), they are subject to some public controls and to the Audit Reports of SAI, and they have to include some information about their figures and activities.

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:

The Yellow Series' "Presupuesto consolidado" shows a consolidated budget included the State, autonomous bodies, independent agencies and Social Security.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_A_3.htm

Comment:

Public-owned corporations and similar entities are not included in the consolidated figures, but the question explicitly states, "please consider only the central government level".

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:

a. Yes, estimates of all intergovernmental transfers are presented, along with a narrative discussion.

Source:

The Red Series' document "Presupuesto por programas y memoria de objetivos: Tomo XXIV (Secciones 34 a 38)" [1] includes information about inter-governmental transfers, especially sections 34, 36 and 38. A narrative explanation is also included (starting in page 25 for section 34, for example).

For additional information, "Anexos de proyectos que componen los Fondos de Compensación Interterritorial"[2] includes more detail on the concrete projects being financed.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/doc/L_23_A_G18.PDF

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/doc/L_23_A_G21.PDF

Comment:

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:

a. Yes, at least three alternative displays of expenditures are presented to illustrate the financial impact of policies on different groups of citizens.

Source:

An gender-based analysis of the Budget is produced each year (for 2023, see, "Informe de impacto de género" [1]), as well as an analysis of its impact on children and families ("Informe del impacto en la infancia, en la adolescencia y la familia" [2]).

Additionally, the Green Series includes a regional breakdown of investments [3], called "Anexos de inversiones reales y programación plurianual. Distribución regionalizada".

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/5/1/N_23_A_Z_IG_1.PDF
[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_Z_IF.htm
[3]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_V_2_R.htm

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

Comments: Also, add two more reports: "Green Budgeting" and "Report on the alignment of the General State Budgets with the Sustainable Development Goals of the 2030 Agenda"

Researcher Response

Thanks to the government reviewer, I agree with their response.

IBP Comment

The reviewer's comments are well-noted and appreciated. Upon further consultation with the researcher and subsequent revisions, we agree with the comment. Accordingly, the response has been adjusted to also mark "Impacts of budget policies on climate". The "Report on the Alignment of the General State Budgets with the Sustainable Development Goals of the 2030 Agenda" while presents interesting insights, however, doesn't explicitly illustrate the financial impact of budget policies on different groups of citizens, thus it is not addressed in question q.36. Despite this, an "A" response is granted based on alternative display by gender, age, climate, and geographic region
https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_Z.htm

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:

Impacts of budget policies by gender
Impacts of budget policies by age
Impacts of budget policies by geographic region
Impacts of budget policies on climate

Source:

An gender-based analysis of the Budget is produced each year (for 2023, see, "Informe de impacto de género" [1]), as well as an analysis of its impact on children and families ("Informe del impacto en la infancia, en la adolescencia y la familia" [2]).

Additionally, the Green Series includes a regional breakdown of investments [3], called "Anexos de inversiones reales y programación plurianual. Distribución regionalizada".

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/5/1/N_23_A_Z_IG_1.PDF
[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_Z_IF.htm
[3]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_V_2_R.htm

Comment:

Peer Reviewer

Opinion: Disagree

Suggested Answer: I do not agree with the researcher, because he/she has not included and highlighted "Impacts of budget policies on climate". It should be included and highlighted as there is a document in the Blue Budgets Series called "Informe de Alineamiento con la Transición Ecológica", and in it can be seen information related to the Administrative Unit, Budget Programas, etc, that are involved.

Comments: This is a new development in the budget, placed next to the document "Informe de impacto de género" that can be seen on the complementary documentation titled "Informe de Alineamiento con la Transición Ecológica" on the link
https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_Z_TE.htm

Government Reviewer

Opinion: Agree

Comments: Also Impacts of budget policies on climate and Other alternative displays of expenditure (the alignment of the General State Budgets with the Sustainable Development Goals of the 2030 Agenda)

Researcher Response

I agree with the peer reviewer, there is a report on climate. Happy to include also the report about the 2030 agenda.

IBP Comment

The reviewer's comments are well-noted and appreciated. Upon further consultation with the researcher and subsequent revisions, we agree with the comment. Accordingly, the response has been adjusted to also mark "Impacts of budget policies on climate".

https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_Z.htm

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:

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

Source:

The Red Series' "P.E.C.: Sector Público Administrativo con presupuesto estimativo" [1] and "P.E.C.: Sector Público Empresarial y Fundacional" [2], include budgets about public corporations, foundations and consortia.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_R_7.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_R_5.htm

Comment:

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:

The Yellow Series' document "Memoria de beneficios fiscales" [1] contains information about the impact on public revenues caused by fiscal benefits aimed at certain policy goals. The Yellow Series' "Informe Económico y Financiero" [2] contains additional data about the budgetary impact of fiscal benefits, see section 3.2.2 [3] in particular. It discusses policies in certain areas, such as families.

However, neither the EBP nor the additional documents contain information about quasi-fiscal activities.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/doc/L_23_A_A2.PDF

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_A_1.htm

[3]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/3/2/N_23_A_A_1_3_2_3.PDF

Comment:

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:

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

Source:

The Yellow Series' document "Memorias. Tomo I (Estructura económico-orgánica)" traditionally contained a narrative discussion and some high-level data of financial assets, but that part is missing in EBP 2023 (and EBP 2021).

Some broad and very basic information about liabilities can now be consulted in the report "Informe Economico Financiero" [1], in section 2.3.0 in particular [2]. See also the last three pages of section 3.2.1 [3], for information about the State (not the consolidated budget).

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_A_1.htm

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/2/3/N_23_A_A_1_2_3_1.PDF

[3]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/3/1/3/2/N_23_A_A_1_3_2_2.PDF

Comment:

Peer Reviewer

Opinion: Agree

Comments: I agree with the researcher, as some information about liabilities can be consulted in the report "Informe Economico Financiero", but not in the Memories that are no longer published.

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:

The Green Series' document "Anexos de inversiones reales y programación plurianual. Distribución orgánica. Tomo I (Estado)" [1] details the annual investment done by the Government, organised by administrative section. However, a list detailing all assets held (e.g. as a result of past investments) is not available.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/doc/L_23_A_V4.PDF

Comment:

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:

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

Source:

In past years, the Yellow Book presented some general and basic discussions about arrears, such as the evolution of a special fund created to help regional governments pay their suppliers. That information was not included in the 2021 version [1] and is still not there in 2023.

[1]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/Documents/LIBROAMARILLO2023.pdf>

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

42. Does the Executive's Budget Proposal or any supporting budget documentation present information on contingent liabilities, such as government loan guarantees or insurance programs, for at least the budget year?

(The core information must include a statement of purpose or policy rationale for each contingent liability; the new guarantees or insurance commitments proposed for the budget year; and the total amount of outstanding guarantees or insurance commitments (the gross exposure) at the end of the budget year.)

GUIDELINES:

Question 42 focuses on contingent liabilities, asking whether "core" information related to these liabilities is presented. These core components include:

- a statement of purpose or policy rationale for each contingent liability;
- the new contingent liabilities for the budget year, such as new guarantees or insurance commitments proposed for the budget year; and
- the total amount of outstanding guarantees or insurance commitments at the end of the budget year. This reflects the gross exposure of the government in the case that all guarantees or commitments come due (even though that may be unlikely to occur).

Contingent liabilities are recognized under a cash accounting method only when the contingent event occurs and the payment is made. An example of such liabilities is the case of loans guaranteed by the central government, which can include loans to state-owned banks and other state-owned commercial enterprises, subnational governments, or private enterprises. Under such guarantees, government will only make a payment if the borrower defaults. Thus a key issue for making quantitative estimates of these liabilities is assessing the likelihood of the contingency occurring.

In the budget, according to the OECD, "[w]here feasible, the total amount of contingent liabilities should be disclosed and classified by major category reflecting their nature; historical information on defaults for each category should be disclosed where available. In cases where contingent liabilities cannot be quantified, they should be listed and described."

Beyond the core information, some governments may also provide other information about contingent liabilities, including for example: historical default rates for each program, and likely default rates in the future; the maximum guarantee that is authorized by law; any special financing associated with the guarantee (e.g., whether fees are charged, whether a reserve fund exists for the purpose of paying off guarantees, etc.); the duration of each guarantee; and an estimate of the fiscal significance and potential risks associated with the guarantees.

For more details on contingent liabilities, see *Guide to Transparency in Public Finances: Looking Beyond the Core Budget* (<http://internationalbudget.org/wp-content/uploads/Looking-Beyond-the-Budget.pdf>) and page 59 (Box 11) and Principle 3.2.3 of the IMF's *Fiscal Transparency Handbook* (2018) (<https://www.elibrary.imf.org/view/IMF069/24788-9781484331859/24788-9781484331859/24788-9781484331859.xml>).

To answer "a," the Executive's Budget Proposal or supporting documentation must present for at least the budget year all of the core information related to contingent liabilities as well as some additional information beyond the core elements. To answer "b," the Executive's Budget Proposal or supporting documentation must present all of the core components noted above. Answer "b" is also accepted if one of the core elements is not presented but additional information beyond the core elements is presented. A "c" answer applies if some information related to contingent liabilities is presented, but some of the core pieces of information are not included. Answer "d" applies if no information is presented on contingent liabilities.

Answer:

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

Source:

Some information about guarantees in articles 51-53 in the Law accompanying the Budget [1] (pages 135-136), which describes contingent liabilities. However, the information is hard to understand, not easily accessible, and doesn't go into enough detail, such as type of liabilities, origins, maturities.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/doc/L_23_A_1.PDF

Comment:

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:

As explained in question 42, some information about guarantees in articles 51-53 in the Law accompanying the Budget [1] (pages 135-136), which describes contingent liabilities. However, no information is provided about the expected evolution of the liabilities nor its potential impact on budgetary stability.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/doc/L_23_A_1.PDF

Comment:

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Agree

44. Does the Executive's Budget Proposal or any supporting budget documentation present estimates of the sources of donor assistance, both financial and in-kind, for at least the budget year?

GUIDELINES:

Question 44 asks about estimates of donor assistance, both financial and in-kind assistance. Such assistance is considered non-tax revenue, and the sources of this assistance should be explicitly identified. In terms of in-kind assistance, the concern is primarily with the provision of goods (particularly those for which there is a market that would allow goods received as in-kind aid to be sold, thereby converting them into cash) rather than with in-kind aid like advisors from a donor country providing technical assistance.

To answer "a," the Executive's Budget Proposal or supporting documentation must present for at least the budget year both estimates covering all donor assistance and a narrative discussing the assistance. If a narrative discussion is not included, but estimates for all donor assistance are presented, then a "b" answer is appropriate. A "c" response applies if the presentation includes estimates covering only some, but not all, donor assistance (regardless of whether it also includes a narrative discussion). Answer "c" also applies if the sources of donor assistance are not presented, but the total amount of donor assistance is presented as a single line item. Answer "d" applies if no estimates of donor assistance are presented. Select answer "e" if your country does not receive donor assistance.

Answer:

e. Not applicable/other (please comment).

Source:

Spain doesn't receive international donor assistance. Quite the opposite, Spain is a donor country, as can be seen in some budget programs that detail its assistance to third countries [1].

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/HTM/N_23_A_R_31_112_1_1_1_1143A_2.HTM

Comment:

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:

a. Yes, information beyond the core elements is presented for all tax expenditures.

Source:

The Yellow Series' document "Memoria de beneficios fiscales" [1] includes all the relevant information about tax expenditures, including a narrative discussion. Additionally, the Yellow Book [2] compares the tax expenditures of the current year with the previous one, looking into different groups of beneficiaries (pages 264-294). Page 280 shows tax expenditures per policy.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/doc/L_23_A_A2.PDF

[2]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/Documents/LIBROAMARILLO2023.pdf>

Comment:

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:

c. Yes, estimates of some but not all earmarked revenues are presented.

Source:

Some earmarked revenues are presented in the EBP. For example, those earmarked to support the costs of the electricity distribution network, as regulated in the "Ley 15/2012, de 27 de diciembre, de medidas fiscales para la sostenibilidad energética" [1], "Disposición adicional segunda". They

can be found in the EBP [2], concepts 130 and 131.

[1]: <https://boe.es/buscar/pdf/2012/BOE-A-2012-15649-consolidado.pdf>

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/1/2/1/2/1/N_23_A_R_2_101_1_2_198_1_101_1.PDF

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer:

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

Comments: All existing earmarked revenues are presented. We don't find a detailed narrative discussion on them.

IBP Comment

The reviewer's comment is well-noted and appreciated. However, without a comprehensive explanatory commentary or sources supporting their suggested answer choice, the existing answer of "c" stands.

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:

a. Yes, estimates that show how the proposed budget is linked to all the government's policy goals for the budget year are presented, along with a narrative discussion.

Source:

The EBP includes description of the budget program goals, as well as a list of their goals and targets. In the Red Series' section "Gastos. Presupuesto por programas y memoria de objetivo" [1] each program -as well as its parent area- has a narrative description including its goals.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_R_31.htm

Comment:

The narratives have different level of details, and sometimes don't include measurable goals or a direct link to stated policy goals, but still, answer 'a' seems most appropriate.

Peer Reviewer

Opinion: Agree

Comments: I agree with the researcher. As there is abundant information in the budgetary documents

Government Reviewer

Opinion: Agree

48. Does the Executive's Budget Proposal or any supporting budget documentation present information on how the proposed budget (both new proposals and existing policies) is linked to government's policy goals for a multi-year period (for at least two years beyond the budget year)?

GUIDELINES:

Questions 47 and 48 ask about information that shows how the budget (both new proposals and existing policies) is linked to the government's policy goals. The budget is the executive's main policy document, the culmination of the executive's planning and budgeting processes. Therefore, it should include a clear description of the link between policy goals and the budget – that is, an explicit explanation of how the government's policy goals are reflected in its budget choices. For an example of a discussion of a government's policy goals in the budget, see pages 13-18 of New Zealand's 2011 Statement of Intent (<http://www.treasury.govt.nz/publications/abouttreasury/soi/2011-16>), one of the many documents supporting its budget.

In some countries the government prepares strategic/development plans. These plans include all the policies the government is planning to implement for the budget year and very often cover a multi-year perspective. In some cases, these plans do not match the budget documentation, and it is possible that they are completely disconnected from the Executive's Budget Proposal. So the question is examining whether government policy plans are "translated" into revenue and expenditure figures in the actual budget documents.

Question 47 asks about the information covering the budget year, and Question 48 asks about the period at least two years beyond the budget year. To answer "a," the Executive's Budget Proposal or supporting documentation must present both estimates of how the budget is linked to government's policy goals for the budget year (for Question 47) or for a multi-year period beyond the budget year (for Question 48) and a narrative discussion of how these policy goals are reflected in the budget. To answer "b" for either question, the Executive's Budget Proposal or supporting documentation must present estimates that show how the budget is linked to government's policy goals, but no narrative discussion is included. A "c" response applies if the presentation includes only a narrative discussion, or if it includes estimates that show how the budget is linked to some, but not all, of the government's policy goals (regardless of whether it also includes a narrative discussion). Answer "d" applies if no information is presented on how the budget is linked to government's policy goals.

Answer:

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:

The Green Series' document "Anexos de inversiones reales y programación plurianual. Distribución orgánica. Tomo I (Estado)" [1] offers budget data for a multi-year period, although without narrative and only for investments.

Separately, the Red Series' section "Gastos. Presupuesto por programas y memoria de objetivos" [2] offers a narrative description of each of the budget programs, but only for the current and past years, without an estimate for future years.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroTomos/PGE-ROM/doc/L_23_A_V4.PDF

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/N_23_A_R_31.htm

Comment:

Peer Reviewer

Opinion: Agree

Comments: I agree with the researcher in "c", as there are investment data linked to the budget for several years, but in the "Red Series" only contain very general aspects about objectives for future years. Nevertheless, if in this question the fundamental aspect to be consider is the relationship between the current budget and the government's policy goals for a multiyear period, it would be to consider that investment data could be only a part of a policy goal.

Government Reviewer

Opinion: Agree

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:

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

Source:

The Red Series includes a description of each expending program, which contain goals and targets, although often high-level, incomplete and not covering all actions. For example, the goals for the immigration program [1] ("Programa 231H. Acciones en favor de los inmigrantes") include targets for grants approved or third-party agreements signed, but some indicators are missing target figures.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/1/3/31/3/2/5/N_23_A_R_31_132_1_2_3_1231H_C_1.PDF

Comment:

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:

The Red Series includes a description of each expending program, which contain goals and targets, although often high-level, incomplete and not covering all actions. For example, the goals for the road safety program [1] ("Programa 132B. Seguridad vial") include targets for non-financial results, such as number of sanctions, training or communication campaigns.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/1/3/15/3/2/6/N_23_A_R_31_116_1_2_3_1132B_C_1.PDF

Comment:

Peer Reviewer

Opinion: Agree

Comments: I agree with the researcher, even in the example of "Seguridad Vial", that si one of the most complete budget Programs.

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:

b. Yes, performance targets are assigned to most nonfinancial data on results.

Source:

The Red Series includes a description of each expending program, which contain goals and targets, although often high-level, not covering all actions and not in terms of outcomes ("Reducing crime x%") but outputs. For example, the goals for the immigration program [1] ("Programa 231H. Acciones en favor de los inmigrantes") include targets for number of reports produced, meetings or applications processed.

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/1/3/31/3/2/5/N_23_A_R_31_132_1_2_3_1231H_C_1.PDF

Comment:

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 as 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:

No overall report is produced analysing the impact on impoverished populations.

The programs most directly targeted at them often include additional information. For example, there's a description of goals and targets related to families and childhood [1] ("Programa 231G. Atención a la infancia y las familias") accompanying its allocated budget figures [2]. Same with subsidies [3] ("Programa 212M. Pensiones no contributivas y prestaciones asistenciales"); subsidies figures at [4].

We select 'b' as the answer because no overall report is produced focusing on vulnerable populations (compared to the gender-focused one that gets produced every year), and because the KPIs of the program narratives are focused on outputs (e.g. meetings, agreements signed) and not outcomes (e.g. % of children in poverty).

[1]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/1/3/28/3/2/2/N_23_A_R_31_129_1_2_3_1231G_C_1.PDF

[2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/1/3/28/2/1/N_23_A_R_31_129_1_1_1_1231G_2.PDF

[3]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/1/3/31/3/2/1/N_23_A_R_31_132_1_2_3_1212A_C_1.PDF

[4]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2023Proyecto/MaestroDocumentos/PGE-ROM/doc/1/3/31/2/1/N_23_A_R_31_132_1_1_1_1212A_2.PDF

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, estimates of all policies that are intended to benefit directly the country's most impoverished populations are presented, along with a narrative discussion.

Comments: We can consider that a narrative discussion is included (as the researcher says maybe focused on outputs), but in my opinion the answer a) might be correct.

IBP Comment

The reviewer's comment is well-noted and appreciated. However, without sources supporting their suggested answer choice, the existing answer of "b" stands.

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:

b. Yes, a timetable is released, but some details are excluded.

Source:

The Budget's Introductory Book ("Libro de introducción a la lectura de los PGE"), includes information about the budgetary process, including the final deadline (January 1st) and some general guidelines (debate in Congress should start in October), in page 20. Additionally, the "Orden HAC/535/2022, de 9 de junio, por la que se dictan las normas para la elaboración de los Presupuestos Generales del Estado para 2023." order contains additional details about internal deadlines ("Artículo 7. Documentación y plazos para la elaboración de los Presupuestos Generales del Estado").

However, some critical details are missing: "Citizens cannot know in advance either the day the Executive's Budget Proposal is going to be presented to the public and sent to the parliament, nor the day the Enacted Budget it is going to be published". Hence, an 'a' response is not appropriate.

[1]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/Documents/LIBROSALMON2023.pdf>

[2]: <https://www.boe.es/buscar/doc.php?id=BOE-A-2022-9632>

Comment:

Peer Reviewer

Opinion: Agree

Comments: I have to point out a surprising fact that is not paid attention in Spain: It is that the government fails to comply with the Spanish Constitution regarding the presentation of the General State Budgets to the Spanish Parliament. Although article 134.3 of the Constitution says that "The Government must present the General State Budgets to the Congress of Deputies at least three months before the expiration of those of the previous year", as well as on page 19 of the Budget's Introductory Book ("Libro de introducción a la lectura de los PGE", Libro Salmon), that it is before October 1. In Budget 2023, GOVERNMENT HAS FAILED TO COMPLY THIS POINT OF THE SPANISH CONSTITUTION (and also in some other

years in the past), as can be seen on the website of the Ministry of Finance they were sent and presented on the 6th of October. It can be seen at: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/Paginas/ProyectoPGE2023.aspx#:~:text=El%2006%20de%20octubre%20de,Generales%20del%20Estado%20p ara%202023.> <https://www.lamoncloa.gob.es/serviciosdeprensa/notasprensa/hacienda/Paginas/2022/061022-pge-2023-congreso.aspx>

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:

For FY2023, the "Stability Program Update 2022-2025" [1] was presented on 2022/04/29 [2]. A shorter presentation is also made available at [3]. Once reviewed and approved by the EU, it forms the basis for the FY2021 budget. A full historical list of Stability Program Updates is available at [4].

The Update include estimates for GDP, inflation and interest rates, as well as further details about expected macroeconomic scenarios.

[1]: <https://www.hacienda.gob.es/CDI/Programas%20de%20Estabilidad/Programa-de-Estabilidad-2022-2025.pdf>

[2]: <https://www.lamoncloa.gob.es/serviciosdeprensa/notasprensa/asuntos-economicos/Paginas/2022/290422-programa-estabilidad.aspx>

[3]: <https://www.hacienda.gob.es/Documentacion/Publico/GabineteMinistro/Notas%20Prensa/2022/MINISTRA/29-04-22-Presentacion-PROGRAMA-DE-ESTABILIDAD-2022-2025.pdf>

[4]: <https://www.hacienda.gob.es/es-ES/CDI/Paginas/EstrategiaPoliticaFiscal/Programasdeestabilidad.aspx>

Comment:

Following Spanish law, a medium-term Budget Plan ("Plan Presupuestario") must be created also. (See "Ley Orgánica 2/2012, de 27 de abril, de Estabilidad Presupuestaria y Sostenibilidad Financiera" [5].) The Budget Plan for FY2023 [6] was approved and sent to the EU on 2022/10/15. For a full list of Budget Plans, see [7].

Note, however, that the Budget Plan was published (October 15th) AFTER the Budget Proposal (sent to Congress on October 6th). Thus, it can't be considered part of the Pre-Budget Statement, per OBS methodology. Only the Stability Program Update will be considered Pre-Budget Statement.

[5]: <https://www.boe.es/buscar/pdf/2012/BOE-A-2012-5730-consolidado.pdf>

[6]: <https://www.hacienda.gob.es/CDI/EstrategiaPoliticaFiscal/2023/Plan-Presupuestario-2023-ES.pdf>

[7]: <https://www.hacienda.gob.es/es-ES/CDI/Paginas/EstrategiaPoliticaFiscal/PlanesPresupuestarios.aspx>

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:

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

Source:

The Stability Plan Update for 2022-2025 [1] contains extensive information about the macroeconomic situation, past and future, and about long-term projections for the national economy, its demography and the labour market, among others. But all the budget information (page 61 onwards) is about past years (2021 and 2022), not about the future budget (2023). Past Updates did contain some basic data about expected government spending, but that's not included any more.

[1]: <https://www.hacienda.gob.es/CDI/Programas%20de%20Estabilidad/Programa-de-Estabilidad-2022-2025.pdf>

Comment:

The Budget Plan for 2023 contains more detailed data about expected spending, and would grant a 'b' answer, but it was presented AFTER the actual budget proposal, as explained earlier.

Peer Reviewer
Opinion: Agree

Government Reviewer
Opinion: Disagree
Suggested Answer:

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

Comments: The peer reviewer considers that the document does present essential information for the government's policies and priorities on both expenditure and revenue, including revenue and expenditure projections for future years (Punto 4.3 Estrategia fiscal 2022-2025, pag 70 onwards). Furthermore, in point 6 of the document (pag 116) we find an analysis of the long-term budgetary projections in relation to the sustainability of public finances, and specifically for pensions, health and public health.

Researcher Response

Agree with the government reviewer: there is a lot of long-term macroeconomic information and scenarios in the Stability Plan Update. However, the question asks for concrete data for the 2023 budget, and there is nothing in there: all the figures and discussion from page 70 onwards refer to 2022 data at the latest.

IBP Comment

The reviewer's comment is well-noted and appreciated. IBP agrees with the researcher's "Response to Review." The current response of "D" is upheld, while there is some information on projections for 2023 these are presented in % of GDP, methodological consistency requires that the nominal GDP figures also be included in the same document. Additionally, it should be noted that 'Cuadro 4. Perspectivas macroeconómicas' presents data in percentages as well.

56. Does the Pre-Budget Statement present information on the government's revenue policies and priorities that will guide the development of detailed estimates for the upcoming budget?

(The core information must include a discussion of revenue policies and priorities and an estimate of total revenues.)

GUIDELINES:

Question 56 focuses on the government's revenue policies and priorities in the Pre-Budget Statement, asking whether "core" information related to these policies is presented. These core components include:

- a discussion of revenue policies and priorities; and
- an estimate of total revenue.

Although a Pre-Budget Statement is unlikely to include detailed revenue proposals, it should include a discussion of broad policy priorities and a projection of at least the total revenue associated with these policies for the budget year. The Pre-Budget Statement can also include more detail, for instance, with estimates provided by revenue category – tax and non-tax – or some of the major individual sources of revenue, such as the Value Added Tax or the income tax.

To answer "a," the Pre-Budget Statement must present for the upcoming budget year all of the core information related to the government's revenue policies and priorities as well as some additional information beyond the core elements. To answer "b," the Pre-Budget Statement must present all of the core components noted above for the upcoming budget year. Answer "b" is also accepted if one of the core elements is not presented but additional information beyond the core elements is presented. A "c" answer applies if some information related to the government's revenue policies and priorities is presented, but some of the core pieces of information are not included. Answer "d" applies if no information on the government's revenue policies and priorities is presented.

Answer:

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

Source:

The Stability Plan Update for 2022-2025 [1] contains extensive information about the macroeconomic situation, past and future, and about long-term projections for the national economy, its demography and the labour market, among others. But all the budget information (page 61 onwards) is about past years (2021 and 2022), not about the future budget (2023). Past Updates did contain some basic data about expected government spending, but that's not included any more.

[1]: <https://www.hacienda.gob.es/CDI/Programas%20de%20Estabilidad/Programa-de-Estabilidad-2022-2025.pdf>

Comment:

The Budget Plan for 2023 contains more detailed data about expected revenues, and would grant a 'b' answer, but it was presented AFTER the actual budget proposal, as explained earlier.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer:

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

Comments: The peer reviewer considers that the document does present essential information for the government's policies and priorities on both

expenditure and revenue, including revenue and expenditure projections for future years (Punto 4.3 Estrategia fiscal 2022-2025, pag 70 onwards).

Researcher Response

Agree with the government reviewer: there is a lot of long-term macroeconomic information and scenarios in the Stability Plan Update. However, the question asks for concrete data for the 2023 budget, and there is nothing in there: all the figures and discussion from page 70 onwards refer to 2022 data at the latest.

IBP Comment

The reviewer's comment is well-noted and appreciated. IBP agrees with the researcher's "Response to Review." The current response of "D" is upheld, while there is some information on projections for 2023 these are presented in % of GDP, methodological consistency requires that the nominal GDP figures also be included in the same document. Additionally, it should be noted that 'Cuadro 4. Perspectivas macroeconómicas' presents data in percentages as well.

57. Does Pre-Budget Statement present three estimates related to government borrowing and debt: the amount of net new borrowing required during the budget year; the total debt outstanding at the end of the budget year; and interest payments on the debt for the budget year?

GUIDELINES:

Question 57 asks whether the Pre-Budget Statement includes three key estimates related to borrowing and debt:

- the amount of net new borrowing needed in the upcoming budget year;
- the central government's total debt burden at the end of the upcoming budget year; and
- the interest payments on the outstanding debt for the upcoming budget year.

Debt is the accumulated amount of money that the government borrows. The government can borrow from its citizens, banks, and businesses within the country (domestic debt) or from creditors outside the country (external debt). External debt is typically owed to private commercial banks, other governments, or international financial institutions such as the World Bank and the International Monetary Fund.

Net new borrowing is the additional amount of new borrowing that is required for the budget year to finance expenditures in the budget that exceed available revenues. Net new borrowing adds to the accumulated debt. It is distinct from gross borrowing, which also includes borrowing needed to repay existing debt that matured during the budget year; debt that is replaced (or rolled over) does not add to the total of accumulated debt. For the purposes of this question, the deficit may be accepted as a proxy for net new borrowing.

Interest payments on the debt (or debt service costs) are typically made at regular intervals, and these payments must be made on a timely basis in order to avoid defaulting on the debt obligation. Interest payments are separate from the repayment of principal, which occurs only when the loan has matured and must be paid back in full.

To answer "a," the Pre-Budget Statement must present all three estimates of borrowing and debt for at least the upcoming budget year. For a "b" answer, the Pre-Budget Statement must present two of those three estimates. For a "c" answer, the PBS must present one of the three estimates. Answer "d" applies if no information on borrowing and debt is presented in the PBS.

Answer:

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

Source:

The Stability Plan Update for 2022-2025 [1] contains extensive information about the macroeconomic situation, past and future, and about long-term projections for the national economy, its demography and the labour market, among others. But all the budget information (page 61 onwards) is about past years (2021 and 2022), not about the future budget (2023). Past Updates did contain some basic data about expected government spending, but that's not included any more.

[1]: <https://www.hacienda.gob.es/CDI/Programas%20de%20Estabilidad/Programa-de-Estabilidad-2022-2025.pdf>

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer:

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

Comments: Pag 102 of the document, Table 27 Dinámica de la deuda pública (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. Pag 78 of the document. Table 18. Proyecciones presupuestarias (the amount of net new borrowing needed in the upcoming budget year)

Researcher Response

The information in page 102 refers to the debt ratio of all the public administrations in Spain, not just the central government, for which this survey is about. Table 18 could maybe provide one of the three key items that are needed, net borrowing, since the table is talking about deficit. However, I think this is an estimate done two years ahead, as part of a macroeconomic exercise, looking at the stability of the whole national economy, and it's not really binding for the 2023 budget. So I think it should not be considered.

IBP Comment

The reviewer's comment is well-noted and appreciated. IBP agrees with the researcher's "Response to Review." The current response of "D" is upheld.

58. Does the Pre-Budget Statement present estimates of total expenditures for a multi-year period (at least two-years beyond the budget year)?

GUIDELINES:

Question 58 asks about multi-year expenditure estimates in the Pre-Budget Statement.

To answer "a," expenditure estimates for at least two years beyond the upcoming budget year must be presented. The estimates must be for at least total expenditures, but could include more detail than just the aggregate total.

Answer:

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

Source:

The Stability Plan Update for 2022-2025 [1] contains extensive information about the macroeconomic situation, past and future, and about long-term projections for the national economy, its demography and the labour market, among others. But all the budget information (page 61 onwards) is about past years (2021 and 2022), not about the future budget (2023). Past Updates did contain some basic data about expected government spending, but that's not included any more.

[1]: <https://www.hacienda.gob.es/CDI/Programas%20de%20Estabilidad/Programa-de-Estabilidad-2022-2025.pdf>

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer:

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

Comments: pag 78 of the document, we can find an estimation of total expenditures for a multi-year period.

Researcher Response

The table in page 78 is the summary for the whole of the public administrations in Spain, not about the central government.

IBP Comment

The reviewer's comment is well-noted and appreciated. IBP agrees with the researcher's "Response to Review." The current response of "D" is upheld, while there is some information on projections for 2023 these are presented in % of GDP, methodological consistency requires that the nominal GDP figures also be included in the same document. Additionally, it should be noted that 'Cuadro 4. Perspectivas macroeconómicas' presents data in percentages as well.

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:

The budget law [1] includes an administrative breakdown (pages 561-593), an economic one (594-633) and functional (681-710).

[1]: <https://www.boe.es/boe/dias/2022/12/24/pdfs/BOE-A-2022-22128.pdf>

Comment:

The EB was also published in the Ministry of Finance website [2] on January 2nd. Since the publication date falls outside the scope of this survey (whose deadline is December 31st, 2022), we'll ignore the EB from the Ministry website, and use only the Official Gazette information onwards.

[2]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PGE2023/Paginas/PGE2023.aspx>

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:

The budget law [1] includes an administrative breakdown (pages 561-593), an economic one (594-633) and functional (681-710).

[1]: <https://www.boe.es/boe/dias/2022/12/24/pdfs/BOE-A-2022-22128.pdf>

Comment:

The EB was also published in the Ministry of Finance website [2] on January 2nd. Since the publication date falls outside the scope of this survey

(whose deadline is December 31st, 2022), we'll ignore the EB from the Ministry website, and use only the Official Gazette information onwards.

[2]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PGE2023/Paginas/PGE2023.aspx>

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

60. Does the Enacted Budget present expenditure estimates for individual programs?

GUIDELINES:

Question 60 asks if expenditure estimates in the Enacted Budget are presented by program. There is no standard definition for the term "program," and the meaning can vary from country to country. However, for the purposes of answering the questionnaire, researchers should understand the term "program" to mean any level of detail below an administrative unit, such as a ministry or department.

A note for francophone countries: "Program" level detail is sometimes referred to as le plan comptable or le plan comptable detaillé. (These data are typically coded in the financial management database, following the chart of budgetary accounts, so that they can be organized by administrative and functional classification.)

To answer "a," the Enacted Budget must present all programs, which account for all expenditures, in the budget year. To answer "b," the Enacted Budget must present expenditures for individual programs that when combined account for at least two-thirds of expenditures, but not all expenditures. A "c" answer applies if the Enacted Budget presents programs that account for less than two-thirds of expenditures. Answer "d" applies if expenditures are not presented by program in the Enacted Budget.

Answer:

a. Yes, the Enacted Budget presents estimates for programs accounting for all expenditures.

Source:

The functional breakdown in the budget law [1] (681-710) details overall expenditures grouping them in "policies" ("políticas"). These are the top-level functional units. They're further subdivided into "programmes" ("programas"), which are NOT detailed in the version published in the Official Gazette, but the policy breakdown seems enough to grant an 'a' response.

[1]: <https://www.boe.es/boe/dias/2022/12/24/pdfs/BOE-A-2022-22128.pdf>

Comment:

The EB was also published in the Ministry of Finance website [2] on January 2nd. Since the publication date falls outside the scope of this survey (whose deadline is December 31st, 2022), we'll ignore the EB from the Ministry website, and use only the Official Gazette information onwards.

[2]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PGE2023/Paginas/PGE2023.aspx>

Peer Reviewer

Opinion: Agree

Comments: I agree with the researcher in the answer and in the information of the Website of Ministry of Finance, but I DO NOT AGREE in the "comment" and "source", of the researcher, as in the Official Gazette is included a complete list of budget "programmes" ("programas") (see BOE pages 180.897 a 180.193).

Government Reviewer

Opinion: Agree

Researcher Response

I agree with the peer reviewer: there is a table of programs with the total assigned to each in Official Gazette. I meant that they are not fully broken down in terms of chapters and items, as they are on the Ministry's website. Sorry for the confusion. In any case, the a response is appropriate.

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:

The budget law [1] includes an economic breakdown of revenues (starting in page 506). Tax and non-tax revenue is broken down.

[1]: <https://www.boe.es/boe/dias/2022/12/24/pdfs/BOE-A-2022-22128.pdf>

Comment:

The EB was also published in the Ministry of Finance website [2] on January 2nd. Since the publication date falls outside the scope of this survey (whose deadline is December 31st, 2022), we'll ignore the EB from the Ministry website, and use only the Official Gazette information onwards.

[2]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PGE2023/Paginas/PGE2023.aspx>

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:

a. Yes, the Enacted Budget presents individual sources of revenue accounting for all revenue.

Source:

The budget law [1] includes an economic breakdown of all revenues: State ones are in pages 511-512. Other public bodies are detailed starting in pages 514 and 539.

[1]: <https://www.boe.es/boe/dias/2022/12/24/pdfs/BOE-A-2022-22128.pdf>

Comment:

The EB was also published in the Ministry of Finance website [2] on January 2nd. Since the publication date falls outside the scope of this survey (whose deadline is December 31st, 2022), we'll ignore the EB from the Ministry website, and use only the Official Gazette information onwards.

[2]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/PGE2023/Paginas/PGE2023.aspx>

Peer Reviewer

Opinion: Agree

Comments: I agree with the researcher that the budget for 2023 was published on December 24, but the pages indicated are not precise, and those of the PDF, that is, they are not those indicated in the Bulletin itself. The correct thing to say is that the approved budgets do present "individual sources of revenue", even disaggregated by the four institutional groupings. The approved Budgets of the entire Central Government are even presented disaggregated by sectors. The correct pages to be cited are: State (181.061-62), Self-Employed Organizations (181.086-87), Rest of Entities (181.101-02), and Social Security (181.108).

Government Reviewer

Opinion: Agree

Researcher Response

The peer reviewer, and I are referring to the same pages. I am using the page number of the PDF itself, while they are referring to the page number in the Official Gazette. I.e., the first page in the PDF is 1 for me, 180551 for them. Sorry if this was confusing.

63. Does the Enacted Budget present three estimates related to government borrowing and debt: the amount of net new borrowing required during the budget year; the total debt outstanding at the end of the budget year; and interest payments on the debt for the budget year?

GUIDELINES:

Question 63 asks about three key estimates related to borrowing and debt:

- *the amount of net new borrowing required during the budget year;*
- *the total debt outstanding at the end of the budget year;*
- *the interest payments on the outstanding debt for the budget year.*

Debt is the accumulated amount of money that the government borrows. The government can borrow from its citizens, banks, and businesses within the country (domestic debt) or from creditors outside the country (external debt). External debt is typically owed to private commercial banks, other governments, or international financial institutions such as the World Bank and the International Monetary Fund.

Net new borrowing is the additional amount of new borrowing that is required for the budget year to finance expenditures in the budget that exceed available revenues. Net new borrowing adds to the accumulated debt. It is distinct from gross borrowing, which also includes borrowing needed to repay existing debt that matured during the budget year; debt that is replaced (or rolled over) does not add to the total of accumulated debt. For the purposes of this question, the deficit may be accepted as a proxy for net new borrowing.

Interest payments on the debt (or debt service costs) are typically made at regular intervals, and these payments must be made on a timely basis in order to avoid defaulting on the debt obligation. Interest payments are separate from the repayment of principal, which occurs only when the loan has matured and must be paid back in full.

To answer "a," the Enacted Budget must present all three estimates of borrowing and debt. For a "b" answer, the Enacted Budget must present two of those three estimates. For a "c" answer, the Enacted Budget must present one of the three estimates. Answer "d" applies if no information on borrowing and debt is presented in the Enacted Budget.

Answer:

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

Source:

The EB published in the Official Gazette has information about new loans and interest payments:

- new loans: page 78
- interest payments: pages 19, 562-565, 630.

[1]: <https://www.boe.es/boe/dias/2022/12/24/pdfs/BOE-A-2022-22128.pdf>

Comment:

Peer Reviewer

Opinion: Disagree

Suggested Answer:

c. Yes, one of the three estimates related to government borrowing and debt are presented.

Comments: As I indicated in question 62, I agree with the researcher that the budget for 2023 was published on December 24, but the pages indicated are not precise, and are from the pdf, that is, they are not those indicated in the Bulletin itself. The correct way I think to cite pages is to include the ones of the documents, and not those of the PDF, because in case it be printed it would be impossible to find the pages. Therefore the corresponding pages the researches cites are: PDF: 19 = BOE: 180.569; PDF: 562=BOE: 181.112; PDF: 565=BOE: 181.119; and PDF: 630=BOE: 181.180. As for the question 63, I would say that "interest payments" are expenditures, the answer is correct, and it can be seen on pages 180.569; 181.112 and 181.180. -However, page 181.119 is not "net borrowing", nor "outstanding debt", and that information is not included in tables in the Official Gazette (Spanish BOE), therefore my answer would say that only have one of the three types of information.

Government Reviewer

Opinion: Agree

Researcher Response

The net borrowing is shown in page 180628, using the peer reviewer's method (page 78 of the PDF, which I agree is not valid when printed, thanks).

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:

d. The Citizens Budget is not published.

Source:

As described in question CB-1, no document published by the Spanish Government can be considered a Citizen Budget according to the OBS methodology. Hence, all the related questions must reflect the fact no CB exists.

Comment:

Note that, as in OBS 2021, a high-level infographic has been created, "El Presupuesto informa" [1], showing a breakdown of revenues and expenditures by some top-level categories. However, as discussed in question CB-1, and as agreed with IBP in OBS 2021, this doesn't meet the definition of a Citizen Budget, due to its scope, level of detail and language.

[1]: <https://www.sepg.pap.hacienda.gob.es/sitios/sepg/es-ES/Presupuestos/PGE/ProyectoPGE2023/Paginas/presupinf.aspx>

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer:

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

Comments: Both the document "El presupuesto informa" and the book "Introducción a la lectura de los PGE" are considered as possible citizens' budgets. It includes, for example, information on total expenditure and revenue.

IBP Comment

Se toma nota y agradece el comentario del revisor. Favor ver respuesta en CB-1. Es importante señalar que según la metodología de los OB, el presupuesto ciudadano (CB) está diseñado para llegar y ser comprendido por el mayor segmento posible de la población. Este documento presenta información clave sobre finanzas públicas a una audiencia general y generalmente está escrito en un lenguaje accesible que incorpora elementos visuales para ayudar a los lectores no especializados a comprender la información. El portal del Presupuesto informa no puede considerarse un CB dado que no presenta una narrativa que explique de manera accesible las estimaciones presentadas, y no incluye una explicación de las prioridades y políticas clave del presupuesto. El portal es una aplicación web que permite el acceso y visión general del presupuesto. Se trata por tanto de un portal de datos y no de un presupuesto ciudadano tal y como define la metodología OBS. Para concluir, y revisada la evidencia disponible, se debe mantener la valoración del investigador.

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:

d. A Citizens Budget is not published.

Source:

As described in question CB-1, no document published by the Spanish Government can be considered a Citizen Budget according to the OBS methodology. Hence, all the related questions must reflect the fact no CB exists.

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer:

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

Comments: Both the document "El presupuesto informa" and the book "Introducción a la lectura de los PGE" are considered as possible citizens' budgets, but they are disseminated only by using one means of dissemination (the Internet)

IBP Comment

Se toma nota y agradece el comentario del revisor. Favor ver respuesta en CB-1. Revisada la evidencia disponible, se debe mantener la valoración del investigador.

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:

As described in question CB-1, no document published by the Spanish Government can be considered a Citizen Budget according to the OBS methodology. Hence, all the related questions must reflect the fact no CB exists.

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

Comments: Both the document "El presupuesto informa" and the book "Introducción a la lectura de los PGE" are considered as possible citizens' budgets, but we don't find any mechanisms to identify the public's requirements for budget information

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:

d. No citizens version of budget documents is published.

Source:

As described in question CB-1, no document published by the Spanish Government can be considered a Citizen Budget according to the OBS methodology. Hence, all the related questions must reflect the fact no CB exists.

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer:

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

Comments: Both the document "El presupuesto informa" and the book "Introducción a la lectura de los PGE" are considered as possible citizens' budgets. They are published for at least two of the four stages of the budget process (budget formulation and enactment), but we can consider that the second one are outside the scope of the questionnaire.

IBP Comment

Se toma nota y agradece el comentario del revisor. Favor ver respuesta en CB-1. Revisada la evidencia disponible, se debe mantener la valoración del investigador.

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:

a. Yes, the In-Year Reports present actual expenditures by all three expenditure classifications (by administrative, economic, and functional classification).

Source:

The General Comptroller of the State Administration ("Intervención General de la Administración del Estado", IGAE), part of the Ministry of Finance, publishes monthly report on budget implementation [1], covering the three classifications.

The November 2022 report [2], for example, shows the administrative breakdown in page 55, the functional one from page 57, and a top-level economic classification from page 120 onwards.

[1]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/en-GB/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/EjecucionPresupuestaria.aspx>

[2]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/MENSUAL%2011-22.pdf>

Comment:

Peer Reviewer

Opinion: Agree

Comments: I agree with the researcher, although Social Security Reports should be included. They can be seen at: <https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/393>

Government Reviewer

Opinion: Agree

Researcher Response

I agree with the peer reviewer, the Social Security publishes additional reports every month. However, they use a different organic and functional classification, so they cannot be compared to the original budget.

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:

Administrative classification

Economic classification

Functional classification

Source:

The General Comptroller of the State Administration ("Intervención General de la Administración del Estado", IGAE), part of the Ministry of Finance, publishes monthly report on budget implementation [1], covering the three classifications.

The November 2022 report [2], for example, shows the administrative breakdown in page 64, the functional one from page 66, and a top-level economic classification from page 120 onwards.

[1]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/en-GB/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/EjecucionPresupuestaria.aspx>

[2]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/MENSUAL%2011-22.pdf>

Comment:

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 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," 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:

c. Yes, the In-Year Reports present actual expenditures for programs accounting for less than two-thirds of expenditures.

Source:

The November 2022 report [1], for example, shows the functional breakdown - called "políticas" en España (p.68-69). This report, however, covers only the General State Administration ("Administración General del Estado").

A separate report, for Autonomous Bodies and Other Entities ("Organismos Autónomos" "Otras/Resto de Entidades") is also made available [2]. However, these reports -e.g. the November 22 one [3]- have an administrative breakdown (pages 45-50 and 101-104), but no functional one, i.e. no programme or even policy breakdown.

Even worse, there's no In-Year Report with actual detailed expenditures for the Social Security, which represents more than a third of the expenditures.

Looking at the overall size of the budget [4], the IYR with functional breakdowns of expenditures covers 347 billion euros, out of 527 billions. I.e. Slightly less than two thirds of the total.

[1]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/MENSUAL%2011-22.pdf)

ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/MENSUAL%2011-22.pdf

[2]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/en-](https://www.igae.pap.hacienda.gob.es/sitios/igae/en-GB/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/EjecucionPresupuestoOrganismos.aspx)

GB/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/EjecucionPresupuestoOrganismos.aspx

[3]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/ORGANISMOS%20NOVIEMBRE%202022.pdf)

ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/ORGANISMOS%20NOVIEMBRE%202022.pdf

[4]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2022Ley/MaestroDocumentos/PGE-ROM/doc/HTM/N_22_E_A_3_6.HTM

Comment:

Past surveys gave an 'a' response to this question. After much thought and analysis, I now believe that was a mistake, based on the oversight of the significant piece missing, the Social Security expenditures. This is consistent with Q86 and Q89, which already reflected the missing data.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, the In-Year Reports present actual expenditures for programs accounting for all expenditures.

Comments: Information about the In-Year Reports of the Social Security can be found in this link: <https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/InformacionPresupuestariaFinanciera/393/395> These documents (in the area of the Social Security) must be considered as a In-Year Reports

Researcher Response

The Social Security's additional reports use a different organic and functional classification, so they cannot be compared to the original budget. And, additionally, they don't include a program breakdown, which is the topic of this question, just an economic breakdown. As an example, the report for November 2022 is available at [1]. [1]: https://www.seg-social.es/wps/wcm/connect/wss/18dd356d-1f20-4a3b-ba06-e0e4f4c4c2c6/L_Sistema_Noviembre_2022.pdf?MOD=AJPERES

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:

All the figures are compared with the original estimate (en castellano - "iniciales" vs "definitivos"). The November 2022 report [1], for example, shows the administrative breakdown in page 239, functional breakdown from page 241 onwards, and a top-level economic classification from page 243.

[1]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/MENSUAL%2011-22.pdf>

Comment:

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:

Revenues are shown classified along economic categories. The November 2022 report [1], for example, shows the revenues breakdown in page 17.

[1]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/MENSUAL%2011-22.pdf>

Comment:

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:

a. Yes, In-Year Reports present individual sources of actual revenue accounting for all revenue.

Source:

Revenues are shown breaking down into revenues sources. The November 2022 report [1], for example, summarises them in page 18, and breaks them down in further detail in pages 19-25.

[1]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/MENSUAL%2011-22.pdf>

Comment:

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:

Actual revenues figures are shown compared with original estimates. The November 2022 report [1], for example, shows them in page 41.

[1]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/MENSUAL%2011-22.pdf>

Comment:

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:

Monthly reports include information about debt and interest payments. The November 2022 report [1], for example, shows new debt in page 25, compared to the previous year. Page 29 shows payments done so far. Page 243 shows total interest payments for public debt, and pages 280-284 details both interest and principal payments, breaking down per type of currency.

However, the total debt burden at that point in the year is not included, hence the 'b' answer.

[1]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/MENSUAL%2011-22.pdf>

Comment:

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:

d. No, information related to composition of total actual debt outstanding is not presented.

Source:

As explained in question 74, monthly reports include information about new debt and interest payments on the existing one. The November 2022 report [1], for example, shows new debt in page 25, compared to the previous year. Page 29 shows payments done so far. Page 243 shows total interest payments for public debt, and pages 280-284 details both interest and principal payments, breaking down per type of currency.

However, there's no detail about the total outstanding debt amount, including details like its maturity profile or whether the debt is domestic or external. Hence, a 'd' answer is most appropriate.

[1]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/MENSUAL%2011-22.pdf>

Comment:

In past surveys, it was suggested by the Government reviewer that some of the missing information could be found in the Treasury website (<http://www.tesoro.es/en/deuda-publica>). However, it was decided by IBP that the Treasury data is not part of the EBP/EB release.

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:

As described in question MYR-1, no document published by the Spanish Government can be considered a MYR according to the OBS methodology. Hence, all the related questions must reflect the fact no MYR exists.

Comment:

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:

As described in question MYR-1, no document published by the Spanish Government can be considered a MYR according to the OBS methodology. Hence, all the related questions must reflect the fact no MYR exists.

Comment:

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:

As described in question MYR-1, no document published by the Spanish Government can be considered a MYR according to the OBS methodology. Hence, all the related questions must reflect the fact no MYR exists.

Comment:

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:

As described in question MYR-1, no document published by the Spanish Government can be considered a MYR according to the OBS methodology. Hence, all the related questions must reflect the fact no MYR exists.

Comment:

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:

As described in question MYR-1, no document published by the Spanish Government can be considered a MYR according to the OBS methodology. Hence, all the related questions must reflect the fact no MYR exists.

Comment:

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:

As described in question MYR-1, no document published by the Spanish Government can be considered a MYR according to the OBS methodology. Hence, all the related questions must reflect the fact no MYR exists.

Comment:

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:

As described in question MYR-1, no document published by the Spanish Government can be considered a MYR according to the OBS methodology. Hence, all the related questions must reflect the fact no MYR exists.

Comment:

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:

As described in question MYR-1, no document published by the Spanish Government can be considered a MYR according to the OBS methodology. Hence, all the related questions must reflect the fact no MYR exists.

Comment:

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:

As described in question MYR-1, no document published by the Spanish Government can be considered a MYR according to the OBS methodology. Hence, all the related questions must reflect the fact no MYR exists.

Comment:

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:

The YER for 2021 for the State [1] includes first tables describing changes to the initial budget (pages 37-41), and then the actual expenditures and payments versus these levels (pages 42-72). A similar structure is followed for other public bodies and independent agencies, in an additional report [2] (see page 56 onwards, for example).

Although there's an introductory text at the beginning of the reports, its contents describe the structure and conventions of the document, as well as some key figures contained in the table, but it can't be considered a narrative discussion, as it doesn't explain or justify potential gaps in expenditures.

[1]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

[ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20\(INTERNET\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

[2]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%2000.AA_2021%20(Escudo).pdf)

[ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%2000.AA_2021%20\(Escudo\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%2000.AA_2021%20(Escudo).pdf)

Comment:

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:

The YER for 2021 for the State [1] includes an administrative breakdown in pages 42-43, a functional one in pages 44-68, and an economic one starting in page 69. A similar structure is followed for other public bodies and independent agencies, in an additional report [2].

[1]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20\(INTERNET\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

[2]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACIÓN%2000.AA_2021%20\(Escudo\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACIÓN%2000.AA_2021%20(Escudo).pdf)

Comment:

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:

The YER for 2021 for the State [1] includes an administrative breakdown in pages 42-43, a functional one in pages 44-68, and an economic one starting in page 69. A similar structure is followed for other public bodies and independent agencies, in an additional report [2].

[1]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20\(INTERNET\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

[2]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACIÓN%2000.AA_2021%20\(Escudo\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACIÓN%2000.AA_2021%20(Escudo).pdf)

Comment:

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:

b. Yes, the Year-End Report presents estimates for programs accounting for at least two-thirds of, but not all, expenditures.

Source:

The YER for 2021 for the State [1] and other public bodies [2] contains data about all expenditures by the central government (ministries) and their dependent bodies, but the reports are missing one critical piece: expenditures by the Social Security, which in the EB 2021 [3] was 176.2 billion euros, a bit under a third of the overall expenditure (~550.5 billion euros).

[1]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

[ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20\(INTERNET\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

[2]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%2000_AA_2021%20(Escudo).pdf)

[ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%2000_AA_2021%20\(Escudo\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%2000_AA_2021%20(Escudo).pdf)

[3]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2021Ley/MaestroDocumentos/PGE-ROM/doc/HTM/N_21_E_A_3_6.HTM

Comment:

In the OBS 2021 the answer was 'c' because the Social Security's expenditures in 2019 were a bit over a third of the total. For OBS 2023, looking at 2021 data, the percentage is a bit lower, close to 32%.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, the Year-End Report presents estimates for programs accounting for all expenditures.

Comments: the link about YER's in the Social Security are here: <https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/InformacionPresupuestariaFinanciera/393/396> In my opinion, these documents (in the area of the Social Security) must be considered as a YER.

Researcher Response

The report mentioned by the government reviewer for the Social Security for 2021 is available at [1]. Even if we consider it to be part of the YER, it doesn't include a programme breakdown, so it's not relevant for the question. [1]: <https://www.seg-social.es/wps/wcm/connect/wss/e39fe480-ff3b-4f47-9637-bdc999dc1209/99SISTEMA.pdf?MOD=AJPERES>

IBP Comment

The reviewer's comments are well-noted and appreciated. The additional information provided by the researcher confirms the initial assessment. The answer provided by the researcher is confirmed.

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:

The YER for 2021 for the State [1] includes the actual revenues versus original estimates (pages 19-33). A similar structure is followed for other public bodies and independent agencies, in an additional report [2] (see page 31 onwards, for example).

Although there's an introductory text at the beginning of the reports, its contents describe the structure and conventions of the document, as well as some key figures contained in the table, but it can't be considered a narrative discussion, as it doesn't explain or justify potential gaps in expenditures.

[1]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

[ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20\(INTERNET\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

[2]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%2000.AA_2021%20(Escudo).pdf)

[ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%2000.AA_2021%20\(Escudo\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%2000.AA_2021%20(Escudo).pdf)

Comment:**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:

The YER for 2021 for the State [1] includes the actual revenues versus original estimates, and breaks them down by category (pages 19-33). A similar structure is followed for other public bodies and independent agencies, in an additional report [2] (see page 31 onwards, for example).

Although there's an introductory text at the beginning of the reports, its contents describe the structure and conventions of the document, as well as some key figures contained in the table, but it can't be considered a narrative discussion, as it doesn't explain or justify potential gaps in expenditures.

[1]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

[ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20\(INTERNET\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

[2]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%2000.AA_2021%20(Escudo).pdf)

[ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%2000.AA_2021%20\(Escudo\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%2000.AA_2021%20(Escudo).pdf)

Comment:**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:

c. Yes, the Year-End Report presents individual sources of revenue accounting for less than two-thirds of all revenues.

Source:

The YER for 2021 for the State [1] and other public bodies [2] contains data about all revenues by the central government (ministries) and their dependent bodies, but the reports are missing one critical piece: revenues by the Social Security, which in the EB 2021 [3] was 162 billion euros, half of the overall revenues (~324 billion euros).

[1]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

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[2]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%2000_AA_2021%20(Escudo).pdf)

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[3]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2021Ley/MaestroDocumentos/PGE-ROM/doc/3/2/N_21_E_A_3_7.PDF

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, the Year-End Report presents individual sources of revenue accounting for all revenue.

Comments: the link about YER's in the Social Security are here: <https://www.seg-social.es/wps/portal/wss/internet/InformacionEconomicoFinanciera/InformacionPresupuestariaFinanciera/393/396> In my opinion, these documents (in the area of the Social Security) must be considered as a YER.

Researcher Response

The document provided by the government reviewer was in the past not considered part of the YER, but I'm happy to consider it. The one for 2021 is available at [1]. It's a very short document with only a high-level summary of the budget. In page 7, the revenues are broken down by economic category (chapter). First, the figures on the budget column don't fully match the executive budget [2]. But, most importantly, only two chapters (1 and 4) are broken down in detail in page 9, so we cannot evaluate in detail how and whether the budget was actually executed. Compare this with the level of detail in the budget [3], where all the revenue streams are identified. Hence, I don't think this document justifies an improvement in the question score. [1]: <https://www.seg-social.es/wps/wcm/connect/wss/e39fe480-ff3b-4f47-9637-bdc999dc1209/99SISTEMA.pdf?MOD=AJPERES> [2]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2021Ley/MaestroDocumentos/PGE-ROM/doc/HTM/N_21_E_R_6_1_105_1_0.HTM [3]: https://www.sepg.pap.hacienda.gob.es/Presup/PGE2021Ley/MaestroDocumentos/PGE-ROM/doc/HTM/N_21_E_R_6_1_105_1_2.HTM

IBP Comment

The reviewer's comments are well-noted and appreciated. The additional information provided by the researcher confirms the initial assessment. The answer provided by the researcher is confirmed.

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:

Some information about debt can be found in the State YER report [1]. Pages 77-78, for example, shows a breakdown of interest payments, and page 72 shows repayments of outstanding debt. However, an overall and comprehensive view of the debt situation is not included, and information such as net borrowing or outstanding debt at the end of the year is not readily available. Data such as effective interest rates, maturity or debt ownership is not available.

[1]: https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2019%20%28INTERNET%29.pdf

Comment:

Peer Reviewer

Opinion: Disagree

Suggested Answer:

a. Yes, estimates of the differences between all of the original estimates of government borrowing and debt for the fiscal year and the actual outcome for that year are presented, along with a narrative discussion.

Comments: There is a mistake in the year chosen, as he/she cites the SOURCE for the year 2019 instead 2021. Therefore, it is not possible to check if the data are correct following the cited pages. However, taking the corresponding correct document of the year 2021, that of the can be seen on the link (<https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/ialiquidacionestado.aspx> and downloading it "LIQUIDACION ESTADO_2021 (INTERNET)" it is possible to find data on "borrowing and debt": Actual data for new Debt on pages 19 and 20, and the same figure, on page 23, but with a breakdown on the different kind of liabilities. Although, there are not net figures of borrowing and debt they can be calculated, as the data are presented in an accounting way, in one side are the INCOMES and on the other side are de EXPENDITURES, new gross borrowings and debt repayments can be compared and see the increase.

Government Reviewer

Opinion: Agree

Comments: The link is not correct: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20\(INTERNET\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

Researcher Response

The reviewers are correct: the link provided in the original response is wrong, it refers to the 2019 year. The one for 2021 is available at [1]. However, the arguments and the page numbers in the original response remain valid. There is data about the interest payments, and about revenues coming from new debt, but no information about debt composition or maturity, for example, which would be required for an A or B response. And there is certainly no narrative. Hence, I think the C response remains most appropriate. [1]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20\(INTERNET\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

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 interest payments on outstanding debt for the budget year

Source:

Some information about debt can be found in the State YER report [1]. Pages 77-78, for example, shows a breakdown of interest payments, and page 72 shows repayments of outstanding debt. However, an overall and comprehensive view of the debt situation is not included, and information such as net borrowing or outstanding debt at the end of the year is not readily available. Data such as effective interest rates, maturity or debt ownership is not available.

[1]: https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2019%20%28INTERNET%29.pdf

Comment:

It could be argued that the net new borrowing is actually not clearly shown anywhere, but it can be calculated as the difference between revenues from new debt and outstanding debt repaid, which are shown in different places of the report.

Peer Reviewer

Opinion: Disagree

Suggested Answer: Here again there is a mistake in the year chosen, as he/she cites the SOURCE for the year 2019 instead 2021. Therefore, it is not possible to check, in principle, if the data are correct following the cited pages. However, it is possible to look for that information taking the correct year, that is 2021, that can be seen on the link (<https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/ialiquidacionestado.aspx> and downloading it "LIQUIDACION ESTADO_2021 (INTERNET)")

Comments: In agree with the researcher in the box chosen, as they are the best answers (he is correct in page 72, as both 2019 and 2021 coincide in the breakdown of Debt, but there is not a breakdown not on pages 77-78, since there is not a "breakdown of interest payments" I must say that this is a complicated question, since it deals with different financial aspects and although the figures included in the document allow us to calculate what is being asked, it cannot be seen directly. I think this question should be split into several other questions.

Government Reviewer

Opinion: Agree

Comments: The link is not correct: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20\(INTERNET\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

Researcher Response

The reviewers are correct: the link provided in the original response is wrong, it refers to the 2019 year. The one for 2021 is available at [1]. However, the page numbers in the original response remain valid. Pages 77 and 78 show a breakdown of chapter 3, which is named "financial expenditures", and consists basically of interest payments. [1]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20\(INTERNET\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

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:

The YER for 2021 for the State [1] and other public bodies [2] contains data only about budget expenditures and revenues, but doesn't include any information or discussion about macroeconomic events or scenarios.

[1]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20\(INTERNET\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

[2]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACIÓN%2000.AA_2021%20\(Escudo\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACIÓN%2000.AA_2021%20(Escudo).pdf)

Comment:

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:

The YER for 2021 for the State [1] and other public bodies [2] contains data only about budget expenditures and revenues, but doesn't include any information or discussion about macroeconomic events or scenarios.

[1]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20\(INTERNET\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

[2]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACIÓN%2000.AA_2021%20\(Escudo\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACIÓN%2000.AA_2021%20(Escudo).pdf)

Comment:

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:

The YER for 2021 for the State [1] and other public bodies [2] contains data only about budget expenditures and revenues, but doesn't include any information or discussion about non financial data.

[1]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

[ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20\(INTERNET\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

[2]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%2000.AA_2021%20(Escudo).pdf)

[ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%2000.AA_2021%20\(Escudo\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%2000.AA_2021%20(Escudo).pdf)

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

93. Does the Year-End Report present the differences between the original estimates of nonfinancial data on results and the actual outcome?

GUIDELINES:

Question 93 asks whether the Year-End Report includes estimates of the differences between the original estimates of nonfinancial data on results and the actual outcome for the year, and whether these estimates are accompanied by a narrative discussion. Nonfinancial data on results can include data on both outputs and outcomes, but not on inputs (which are addressed in Question 92).

Refer to Question 50 for the nonfinancial data on results included in the Executive's Budget Proposal.

To answer "a," the Year-End Report must include estimates of the differences between all of the original estimates of nonfinancial data on results and the actual outcome, including a narrative discussion. Answer "b" if the Year-End Report presents estimates of the differences between all of the original estimates of nonfinancial data on results and the actual outcome, but does not include a narrative discussion. Answer "c" if estimates of the differences between some but not all of the original estimates of nonfinancial data on results and the actual outcome are presented, regardless of whether a narrative discussion is included. A "d" response applies if estimates of the differences are not presented.

Answer:

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

Source:

The YER for 2021 for the State [1] and other public bodies [2] contains data only about budget expenditures and revenues, but doesn't include any information or discussion about non financial data.

[1]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20\(INTERNET\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

[2]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACIÓN%2000.AA_2021%20\(Escudo\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACIÓN%2000.AA_2021%20(Escudo).pdf)

Comment:**Peer Reviewer**

Opinion: Agree

Government Reviewer

Opinion: Agree

94. Does the Year-End Report present the differences between the enacted level of funds for policies (both new proposals and existing policies) that are intended to benefit directly the country's most impoverished populations and the actual outcome?**GUIDELINES:**

Question 94 asks whether the Year-End Report includes estimates of the differences between the enacted level of funds for policies that are intended to benefit directly the country's most impoverished populations and the actual outcome for the year, and whether these estimates are accompanied by a narrative discussion.

Refer to Question 52 for assistance to the most impoverished populations in the Executive's Budget Proposal.

To answer "a," the Year-End Report must present estimates of the differences between the enacted level for all policies that are intended to benefit the country's most impoverished populations and the actual outcome, including a narrative discussion. Answer "b" if the Year-End Report presents estimates of the differences between the enacted level for all policies that are intended to benefit the country's most impoverished populations and the actual outcome, but does not include a narrative discussion. Answer "c" if estimates of the differences between the enacted level for some but not all of the policies that are intended to benefit the country's most impoverished populations and the actual outcome are presented, regardless of whether a narrative discussion is included. A "d" response applies if estimates of the differences are not presented.

Answer:

d. No, estimates of the differences between the enacted level for policies that are intended to benefit directly the country's most impoverished populations and the actual outcome are not presented.

Source:

The YER for 2021 for the State [1] and other public bodies [2] contains data only about budget expenditures and revenues. Policies targeted at vulnerable populations are part of the budget, thus they're included in the overall, but there's no breakdown or discussion about these policies in particular.

[1]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20\(INTERNET\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

[2]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACIÓN%2000.AA_2021%20\(Escudo\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACIÓN%2000.AA_2021%20(Escudo).pdf)

Comment:**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:

d. No, estimates of the differences between the original estimates of extra-budgetary funds and the actual outcome is not presented.

Source:

As explained in question 33, we consider State-owned enterprises, foundations, consortia and similar public entities as extra budgetary funds. For these bodies, balance sheets and annual budgets are provided in the "Sector Público Administrativo con presupuesto estimativo" and "P.E.C.: Sector Público Empresarial y Fundacional" sections of the EBP.

This bodies are not included in the YER reports [1][2].

[1]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

[ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20\(INTERNET\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

[2]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%2000.AA_2021%20(Escudo).pdf)

[ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%2000.AA_2021%20\(Escudo\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%2000.AA_2021%20(Escudo).pdf)

Comment:

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:

a. Yes, a financial statement is part of the Year-End Report or is released as a separate report.

Source:

The YER for the State [1] includes a top-level accounting overview of the year (page 11) and a very basic look at cash flow (page 15).

It could be argued whether such basic information qualifies as a "financial statement". After consultation with the IBP team in past surveys, it was decided that "for the purposes of cross-country consistency" it does NOT qualify.

However, the Comptroller's Office (IGAE) publishes the State Annual Accounts [2], which are the basis for the SAI's audit report. The 2021 Annual Accounts [3], published before the end of 2022, thus in the scope of this survey, seems to qualify as a "financial statement".

[1]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

[ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20\(INTERNET\).pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/LIQUIDACION%20ESTADO_2021%20(INTERNET).pdf)

[2]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/contabilidad/contabilidadpublica/cpe/rcasp/paginas/cuentageneralestado.aspx>

[3]: [https://www.igae.pap.hacienda.gob.es/sitios/igae/es-](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/C.G.E.%202021.pdf)

[ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/C.G.E.%202021.pdf](https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Documents/C.G.E.%202021.pdf)

Comment:**Peer Reviewer**

Opinion: Agree

Comments: I agree with the researcher, although the Financial Statements are not very developed in the budgetary documents.

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:

b. The SAI has conducted two of the three types of audits, and made them available to the public.

Source:

Two audits were performed (financial and compliance) and published in the SAI website [1] in May 2022. Once approved by Congress, in December 2022, it was also published in the Official Gazette [2].

[1]: <https://www.tcu.es/es/sala-de-prensa/noticias/El-Tribunal-de-Cuentas-aprueba-la-Cuenta-General-del-Estado-del-ano-de-la-pandemia-2020>

[2]: <https://www.boe.es/boe/dias/2023/01/06/pdfs/BOE-A-2023-440.pdf>

Comment:

Peer Reviewer

Opinion: Agree

Comments: I agree with the researcher in the link he/she includes here, but I think that it should be used with preference the direct link to the Spanish SAI (Tribunal de Cuentas). It can be seen at: <https://www.tcu.es/es/search/alfresco/index.html?entrance=FIS>

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:

a. All expenditures within the SAI's mandate have been audited.

Source:

The financial and compliance audits [1] refer to the full Budget.

[1]: <https://www.tcu.es/repositorio/e37dd041-9fb3-4fb8-8c42-219d57be5b83/11472.pdf>

Comment:

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:

c. Extra-budgetary funds accounting for less than two-thirds of expenditures associated with extra-budgetary funds within the SAI's mandate have been audited.

Source:

We have considered in this survey that public-owned corporations, foundations, consortia and similar entities are extra-budgetary funds. They are not included in the overall Budget Audit ("Cuenta General del Estado"), but some of them are audited separately as part of the ongoing activity of the SAI [1]. As an example, in December 2022 an audit of the public railway company, RENFE, was published at [2].

[1]: <https://www.tcu.es/tribunal-de-cuentas/es/search/alfresco/index.html?entrance=FIS>

[2]: <https://www.tcu.es/repositorio/083f951f-33f4-48b5-a714-3c848953c1fb/11497.pdf>

Comment:

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:

The full report [1] contains an introduction, but it's partly a technical one, talking about methodological and process issues. Content issues are enumerated without a clear and brief narrative.

Recently, the SAI has started releasing a Summary document. The one for the 2020 Accounts was published on 26/5/2022.

[1]: <https://www.tcu.es/repositorio/e37dd041-9fb3-4fb8-8c42-219d57be5b83/11472.pdf>

[2]: https://www.tcu.es/repositorio/862b8044-4fbe-4be9-bdb5-bd55bd1e6c81/NR_11472.pdf

Comment:

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:

No, the executive does not report on taken steps.

Comment:

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:

b. Yes, the SAI or legislature reports publicly on most audit recommendations.

Source:

Chapter V.1 of the published audit report [1] for the year 2020, page 76 onwards, list the SAI recommendations from past reports and summarises the progress made by the executive.

When comparing the audit findings for 2018 [2] (section VI.1) with the ones listed for 2020 (section V.1), most of them are the same, except a few (5.6, 5.12, 5.14-15, 5.18-19), which have disappeared with no explanation. We can assume that they were fixed, but no further detail is provided.

[1]: <https://www.tcu.es/repositorio/e37dd041-9fb3-4fb8-8c42-219d57be5b83/I1472.pdf>

[2]: <https://www.tcu.es/repositorio/82b7de8c-c244-4a79-8050-6c99b286baaa/D1366.pdf>

Comment:

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:

The Independent Authority for Fiscal Responsibility (Autoridad Independiente de Responsabilidad Fiscal, AIReF, in Spanish) is regulated by the "Organic Law 6/2013, of 14th November, creating the Independent Authority for Fiscal Responsibility" [1], contributes to the budget formulation and

is responsible for ensuring the stability of the public finances. This institution elaborates reports, statistics, reports and assessments on public finances.

Its independence is guaranteed by the Law (article 7). In terms of resources, and whether they are sufficient to carry out its tasks, AIREF has effectively published the reports is responsible for [2], and its funding via the State Budget are also guaranteed (articles 11, 12).

The OECD evaluated the AIREF work in a 2018 report [3] and concluded that its "work was found to be in line with good practice in terms of approach, rigour and transparency, as well as in comparison to peer IFIs" and that "it has established a reputation for independence". The report mentioned some challenges around access to information and potential budget limitations, that could be addressed through a multi-year allocation. These issues resulted in a court case between the Treasury and AIREF [4] in past years. But the OECD report acknowledges the recent improvements by the Government of Spain in terms of information and budget independence, hence justifying the 'a' option. The current President of the AIREF recently asked Congress for improvements to its regulation [5], but the quality and quantity of her demands still would qualify for an 'a' response.

[1]: https://www.boe.es/diario_boe/txt.php?id=BOE-A-2013-11935

[2]: <https://www.airef.es/en/all-reports/>

[3]: <http://www.oecd.org/gov/budgeting/independent-fiscal-institutions-review-airef-brochure.pdf>

[4]: <https://www.elmundo.es/economia/2017/03/16/58cfa88e5fdea52018b45ec.html>

[5]: <https://www.airef.es/es/noticias/la-airef-defiende-que-se-fortalezca-su-autonomia-funcional-el-acceso-a-la-informacion-y-su-funcion-evaluadora-de-las-politicas-publicas/>

Comment:

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:

a. Yes, the IFI publishes its own macroeconomic and fiscal forecasts.

Source:

The Independent Authority for Fiscal Responsibility (AIREF) is required by the Organic Law under which it was established to prepare a report on the macroeconomic forecasts incorporated in the Stability Programme and in the draft budgets of all the administrations in the General Government

sector in Spain. The report must indicate whether or not AIReF endorses the forecasts. All reports are publicly available at [1]. Moreover, AIReF elaborates its own macroeconomic, GDP and debt forecasts [2][3].

[1]: <https://www.airef.es/es/informes-tipo/>

[2]: <https://www.airef.es/es/datalab-previsiones-macroeconomicas-historicas/>

[3]: <https://www.airef.es/es/datalab/seguimiento-del-objetivo-de-estabilidad/>

Comment:

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:

c. Yes, the IFI publishes its own costings of a limited number of new policy proposals.

Source:

The AIReF publishes its own costings of a limited number of new policy proposals. For example, for the 2023 budget, it analysed the cost of maintaining energy subsidies introduced in 2022 during the Russia-Ukraine war [1]. It does also at a high level for regional budgets [2]. Additionally, it monitors budget implementation to assess whether public administrations will fulfill the Stability Pact [3]. However, these reports tend to focus on macro-economic figures (overall revenues and expenditures), without alternative costings for all major policies.

[1]: <https://www.airef.es/es/centro-documental/informe-sobre-los-proyectos-y-lineas-fundamentales-de-los-presupuestos-de-las-administraciones-publicas-presupuestos-generales-del-estado-2023/>

[2]: <https://www.airef.es/es/centro-documental/informes-individuales-sobre-los-proyectos-y-lineas-fundamentales-de-presupuestos-de-las-comunidades-autonomas-para-2023/>

[3]: <https://www.airef.es/es/centro-documental/informes/informe-sobre-la-actualizacion-del-programa-de-estabilidad-ape-2023-2026/>

Comment:

The limit between "major new policies" -option b- and "limited number of new policies" -option c- is not always clear. In OBS 2019 and OBS 2021 it was agreed by the evaluator and the Government that the right answer was 'c' ("limited number"), and we don't appreciate any change in the AIReF reports to justify changing that assessment.

AIReF conducted a Spending Review in 2017-2020 (<https://www.airef.es/es/evaluaciones-spending-review-2017-2020/>), looking at a number of areas such as hospital spending or transport infrastructure (<https://www.airef.es/es/estudios/estudio-infraestructuras-transporte/>), but we still think 'c' is the most accurate answer.

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:

During 2022, the President of AReF attended hearings (combining both Congress and Senate) three times:

- June 27th: <https://www.airef.es/es/intervenciones-presidencia/cristina-herrero-las-nuevas-medidas-incrementaran-el-deficit-en-2022-en-un-05-del-pib/>
- October 18th: <https://www.airef.es/es/noticias/la-airef-detecta-carencias-notables-en-los-presupuestos-2023-y-alerta-de-su-debilidad-como-instrumento-clave-de-politica-economica/>
- November 29th: <https://www.airef.es/es/intervenciones-presidencia/cristina-herrero-presenta-en-el-senado-los-informes-de-lineas-fundamentales-de-los-presupuestos-de-las-aapp/>

Comment:

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:

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

Source:

The legislature debates the budget policy and public debt prior to the tabling of the Executive's Budget Proposal. The process begins when the Council of Ministers agrees to send a brief document called in short "ACM..." (Council of Ministers Agreement...) to the Spanish Parliament for discussion and approval, establishing what is commonly referred to as the "spending ceiling" for the budget.

For the 2023 EBP, the spending ceiling was approved by the Government on July 26th, 2022 [1]. The Government also stated that Stability Pact conditions wouldn't apply in 2023, due to the exceptional circumstances of the Ukraine war. This was approved by Congress on September 29th [2].

A historical record of the approval of the different ACMs can be found at the Ministry of Finance website [3].

[1]: https://www.lamoncloa.gob.es/consejodeministros/referencias/Paginas/2022/refc20220726_cc.aspx#Gasto

[2]: https://www.congreso.es/public_oficiales/L14/CONG/BOCG/D/BOCG-14-D-506.PDF#page=20

[3]: <https://www.hacienda.gob.es/es-ES/CDI/Paginas/EstabilidadPresupuestaria/InformacionAAPPs/Objetivos-de-Estabilidad-y-Límite-de-Gasto-no-Financiero-del-Estado.aspx>

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

108. How far in advance of the start of the budget year does the legislature receive the Executive's Budget Proposal?

GUIDELINES:

Question 108 examines how far in advance of the start of the most recent budget year the legislature receives the Executive's Budget Proposal. International good practice recommends that the Executive's Budget Proposal should be submitted to the legislature far enough in advance to allow the legislature time to review it properly, or at least three months prior to the start of the fiscal year. (See, for instance, Principle 2.2.2 of the IMF's Fiscal Transparency Handbook (2018) (<https://www.elibrary.imf.org/view/IMF069/24788-9781484331859/24788-9781484331859/24788-9781484331859.xml>).

For the purposes of responding to this question, if – and only if – the most recent budget submission occurred later than usual as a result of a particular event, such as an election, please use a more normal year as the basis for the response. If, however, delays have been observed for more than one budget year, and the legislature has not received the Executive's Budget Proposal in a timely manner on more than one occasion in the last three years, then "d" will be the appropriate answer.

To answer "a," the legislature must receive the Executive's Budget Proposal at least three months in advance of the start of the budget year. Answer "b" applies if the legislature receives the Executive's Budget Proposal at least two months, but less than three months, before the start of the budget year. Answer "c" applies if the legislature receives the Executive's Budget Proposal at least one month, but less than two months, before the start of the budget year. Answer "d" applies if the legislature does not receive the Executive's Budget Proposal at least one month prior to the start of the budget year, or does not receive it at all.

Answer:

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

Source:

The general budgetary law [1] indicates in article 37 that EBPs have to be presented to the legislature three months before the start of the budget year (i.e. October 1st).

However, EBPs have been received by the legislature consistently late over the last years. EBP 2023 was presented on 2022/10/06 [2], less than three months before the end of the year.

[1]: <https://www.boe.es/buscar/pdf/2003/BOE-A-2003-21614-consolidado.pdf>

[2]: <https://www.congreso.es/es/cem/notapge2023>

Comment:

Peer Reviewer

Opinion: Agree

Comments: I agree, it should have been received by October 1st, as Spanish Constitution indicates, but the executive has failed to comply with the this rule this year

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:

The general budgetary law [1] that EBPs should be approved before the start of the budget year.

It was definitely approved by the Senate on the Plenary of December 20th, 2022, after having been approved by Congress on November 24th. As no amendments were introduced by the Senate, that was the final approval needed.

The EBP 2023 was enacted on December 24th, i.e. right by the end of the year. [2]

[1]: <https://www.boe.es/buscar/pdf/2003/BOE-A-2003-21614-consolidado.pdf>

[2]: https://www.boe.es/diario_boe/txt.php?id=BOE-A-2022-22128

Comment:

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:

c. Yes, the legislature has authority in law to amend the Executive's Budget Proposal, but its authority is very limited.

Source:

The Spanish Constitution (Title VII, article 134) [1] recognises that the legislature have to analyse, amend and approve the Executive's Budget Proposal. On the other hand, the legislature cannot increase total expenditures, i.e. a proposal to increase one expenditure concept must reduce another in the same amount.

Additionally, the proposed changes must be approved by the government (see summary of items 5 and 6, "Modificación y enmienda de los Presupuestos Generales del Estado", in article 134 of the Constitution [2]).

[1]: <https://www.boe.es/boe/dias/1978/12/29/pdfs/A29313-29424.pdf>

[2]: <http://www.congreso.es/consti/constitucion/indice/sinopsis/sinopsis.jsp?art=134&tipo=2>

Comment:

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:

a. Yes, the legislature used its authority in law to amend the Executive's Budget Proposal, and (at least some of) its amendments were adopted.

Source:

The Spanish Congress proposed more than 5,400 amendments to the EBP 2023 [1]. More than 120 amendments were incorporated after the debate in the Plenary [2]. No further amendments were approved later by the Senate [3].

[1]: <https://www.congreso.es/en/cem/pge2023>

[2]: https://www.congreso.es/en/notas-de-prensa?_notasprensa_mvcPath=detalle¬asprensa_notaid=43735

[3]: https://cincodias.elpais.com/cincodias/2022/12/20/economia/1671565777_202047.html

Comment:

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:

a. Yes, a specialized budget or finance committee had at least one month to examine the Executive's Budget Proposal, and it published a report with

findings and recommendations prior to the budget being adopted.

Source:

The Budget Commission had slightly more than a month to examine the Executive's Budget Proposal, according to the 2023 Budget schedule [1]: the original EBP was presented to Congress on 2022/10/6 and published on 2022/10/8, The Budget Commission had to issue its opinion by 2020/11/19.

The Commission opinion is publicly available at [2].

[1]: https://www.congreso.es/public_oficiales/L14/CONG/BOCG/A/BOCG-14-A-125-2.PDF

[2]: https://www.congreso.es/public_oficiales/L14/CONG/BOCG/A/BOCG-14-A-125-7.PDF

Comment:

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:

The budgetary approval process starts with hearings of top officials of the General State Administration, but the increasing number of hearing requests makes it impossible for the Budget Commission to attend them all. Thus, some hearings are done on sector-specific committees (e.g. health, education), based on the profile of the top official. See Spanish Constitution, article 134 [1].

As described in Q112, the Budget Commission publishes its overall opinion on Executive's Budget Proposal [2], but there are no additional reports from the sector-specific committees.

[1]: <https://app.congreso.es/consti/constitucion/indice/sinopsis/sinopsis.jsp?art=134&tipo=2>

[2]: https://www.congreso.es/public_oficiales/L14/CONG/BOCG/A/BOCG-14-A-125-7.PDF

Comment:

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:

Under Article 135 of General Budget Law [1], without prejudice to the power of the legislature to request the information it may require from the Government, the General Comptroller of the State Administration (IGAE) shall, on a monthly basis, make information on budget implementation [2] available to the Budget Commissions of the Congress of Deputies and the Senate.

Moreover, the Ministry of Finance (Ministerio de Hacienda) will send a quarterly report of the extraordinary and supplements credits to the Parliament. (See Article 56.6 of the General Budget Law [1].)

Traditionally, the Secretary of State for Budget and Spending would attend the Congress Budget Commission to explain the execution figures for the ongoing budget. That was the case for the 2018 one, for example [3]. However, in 2022, however, there's no record of a similar event taking place. The only sessions in record are related to approving the 2023 EBP [4].

[1]: <https://www.boe.es/buscar/pdf/2003/BOE-A-2003-21614-consolidado.pdf>

[2]: <https://www.igae.pap.hacienda.gob.es/sitios/igae/es-ES/Contabilidad/ContabilidadPublica/CPE/EjecucionPresupuestaria/Paginas/EjecucionPresupuestaria.aspx>

[3]: http://www.congreso.es/public_oficiales/L12/CONG/DS/CO/DSCD-12-CO-502.PDF#page=2

[4]: https://www.congreso.es/es/archivo-audiovisual?p_p_id=emisiones&p_p_lifecycle=0&p_p_state=normal&p_p_mode=view&emisiones_mvcPath=emisionesOrgano&emisiones_idLegislaturaElegida=14

&_emisiones_idOrgano=307

Comment:

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:

The General Budgetary Law [1], article 52, "Credit Transfers" ("Transferencias de crédito", in Spanish), explains how credit transfers can be employed. Articles 61-63 of the General Budgetary Law detail the approval process: basically, the Ministry of Finance and the Council of Ministers have the ability to transfer spending between line items when a Ministry requests it (there is a formal application), without seeking legislative approval.

This is possible when shifting fund between administrative units that are part of the same section (i.e. Ministry), it is not possible when the change is between different sections of the Budget.

[1]: <https://www.boe.es/buscar/pdf/2003/BOE-A-2003-21614-consolidado.pdf>

Comment:

Other budget expenditure changes -those defined as extraordinary and supplementary, that have to be financed with debt- do require legislature approval. The Article 55 of the General Budget Law states that in these cases "The Minister of Finance and Public Administration will propose to the Council of Ministers to send a bill to the General Courts, prior report from the General Directorate of Budgets and opinion of the Council of State". However, the question asks specifically about transfers, not additional spending.

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:

In order to increase expenditures above the approved budget, it is necessary for the legislature to approve the new expenses, according to the General Budget Law [1]. For budgetary transfers among administrative units, the executive can approve the changes on its own, as explained in question 115.

The General Budget Law does not include a provision that specifies what must be done with an unexpected excess of revenue, but the Budget Stability and Financial Sustainability Law [2] does state that income obtained during the budget year should be destined to reduce public debt (article 12, item 5).

This would imply that increasing the originally planned spending would require legislature approval. It's hard to say what happens "in practice", as revenues don't normally improve expectations, quite the opposite, but an 'a' answer is probably deserved.

[1]: <https://www.boe.es/buscar/pdf/2003/BOE-A-2003-21614-consolidado.pdf>

[2]: <https://www.boe.es/buscar/pdf/2012/BOE-A-2012-5730-consolidado.pdf>

Comment:

Peer Reviewer
Opinion: Agree

Comments: I agree with the researcher, as the expenditures extraordinary expenses must be approved by the legislature, and for additional incomes, the main outstanding that is called "generación de créditos" they should be devoted to pay for the debt.

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:

d. There is no law or regulation requiring the executive to obtain approval from the legislature prior to reducing spending below enacted levels, and in practice the executive implements these spending cuts before seeking prior approval from the legislature.

Source:

Marking funds as "not available for spending" can be done by the Government following the General Budget Law [1], article 45. No approval from the legislature is required, nor sought in practice.

Additionally, although it's not explicitly stated, some experts cite the article 7.3 of the Budget Stability and Financial Sustainability Law [2] to state that government can reduce spending without asking the Parliament through an alternative measure, "Acuerdos del gobierno de no disponibilidad" (non-disposal government agreement).

[1]: <https://www.boe.es/buscar/pdf/2003/BOE-A-2003-21614-consolidado.pdf>

[2]: <https://www.boe.es/buscar/pdf/2012/BOE-A-2012-5730-consolidado.pdf>

Comment:

Peer Reviewer

Opinion: Agree

Comments: I agree with the researcher, as it can apply what are called "acuerdos de no disponibilidad" (non-disposal government agreement).

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:

b. Yes, a committee examined the Audit Report on the annual budget within six months (but more than three months) of its availability, and it published a report with findings and recommendations.

Source:

The Court of Auditors ("Tribunal de Cuentas") announced its approval and review comments of the State Account on 2022/05/26 [1]. The SAI report was initially discussed in a Congress commission in late June [2], and a report produced end of October and published on November 3rd [2]. It was approved by the Congress and Senate plenaries in December 1st and November 23rd, respectively.

The approved report was published in the Official Gazette [3] in January, seven months after the AR was published, but the conclusions were available in the Congress gazette after five months, so a 'b' answer may be granted.

[1]: <https://www.tcu.es/es/sala-de-prensa/noticias/EI-Tribunal-de-Cuentas-aprueba-la-Cuenta-General-del-Estado-del-ano-de-la-pandemia-2020>

[2]: <https://www.congreso.es/es/busqueda-de-iniciativas?>

[p_p_id=iniciativas&p_p_lifecycle=0&p_p_state=normal&p_p_mode=view&_iniciativas_mode=mostrarDetalle&_iniciativas_legislatura=XIV&_iniciativas_id=250%2F000008](https://www.congreso.es/es/busqueda-de-iniciativas?p_p_id=iniciativas&p_p_lifecycle=0&p_p_state=normal&p_p_mode=view&_iniciativas_mode=mostrarDetalle&_iniciativas_legislatura=XIV&_iniciativas_id=250%2F000008)

[3]: <https://www.boe.es/buscar/doc.php?id=BOE-A-2023-440>

Comment:

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:

The head of the SAI is appointed by the King at the proposal of the legislature for a three-year period. The election is held by secret ballot by Audit Counsellors, which are elected by the Spanish Parliament: "Ley Orgánica 2/1982, de 12 de mayo, del Tribunal de Cuentas" [1] (Título III: Capítulo I: Art. 29-30).

[1]: <https://boe.es/buscar/act.php?id=BOE-A-1982-11584>

Comment:

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:

The head of SAI cannot be removed, except for incapacity, incompatibility, resignations accepted by the legislature or dereliction of the duties of his office. See art. 36 "Ley Orgánica 2/1982, de 12 de mayo, del Tribunal de Cuentas" [1].

[1]: <https://boe.es/buscar/act.php?id=BOE-A-1982-11584>

Comment:

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:

The Court of Auditors is legally conferred budgetary autonomy, and Article 6 of the "Ley Orgánica 2/1982, de 12 de mayo, del Tribunal de Cuentas" [1] establishes that the Court shall draw up its own budget, which will be integrated into the State Budget, in a separate section, and shall be approved by the Spanish Parliament.

[1]: <https://www.boe.es/buscar/act.php?id=BOE-A-1982-11584>

Comment:

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:

The SAI has full discretion to decide which audits it wishes to undertake and some audits must be undertaken by law, according to "Ley Orgánica 2/1982, de 12 de mayo, del Tribunal de Cuentas" [1], (Chapter I, "El Tribunal de Cuentas. Competencias y funciones", in particular articles 1, 5 and 7).

[1]: <https://boe.es/buscar/act.php?id=BOE-A-1982-11584>

Comment:

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:

d. No, the audit processes of the SAI are reviewed neither by an independent agency nor by a unit within the SAI.

Source:

In mid-October 2014, Portugal's Court of Auditors, the European Court of Auditors and Spain's Court of Auditors signed a "Memorandum of Understanding" laying the foundations for the peer review of Spain's Supreme Audit Institution.

The main goal of this peer review was to assess the quality and effectiveness of the work undertaken by Spain's Court of Auditors, and to offer suggestions where there are areas for improvement. The review -available at [1]- evaluated the compliance of the Court of Auditors' activities with its legal framework and with international audit and ethical standards, identifying good practices and making recommendations to improve relevant aspects in the following key areas: independence, audit function, jurisdictional function, transparency and governance.

However, the report is dated June 2015 and, according to the OBS methodology, it should be less than five years old to be considered still relevant. No other review can be found in the Court's site, so a "d" response is most appropriate.

[1]: https://tcu.es/tribunal-de-cuentas/export/sites/default/.galleries/pdf/transparencia/Report_PR_2015_06_19-fim-es.pdf

Comment:

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:

a. Frequently (i.e., five times or more).

Source:

During 2022, the president of the Court of Auditors (SAI) took part and testified in hearings of a committee of the legislature six times [1]: February 28th, March 22nd, May 19th, June 28th, October 27th and November 29th.

[1]: <https://www.tcu.es/tribunal-de-cuentas/es/sala-de-prensa/actos-oficiales/Comparecencias/>

Comment:

Peer Reviewer

Opinion: Agree

Comments: I agree with the researcher, since there are frequently hearings (usually called "comparecencias")

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:

The executive does not use public participation mechanisms during the budget formulation stage.

Comment:

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:

The executive does not use public participation mechanisms during the budget formulation stage.

Comment:

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:

The executive does not engage with the public during the budget process.

Comment:

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:

The executive does not engage with the public during the budget process.

Comment:

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:

The executive does not engage with the public during the budget process.

Comment:

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:

The executive does not engage with the public during the budget process.

Comment:

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 there 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:

The executive does not engage with the public during the budget process.

Comment:

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:

The executive does not engage with the public during the budget process.

Comment:

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 taken 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:

The executive does not engage with the public during the budget process.

Comment:

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:

The executive does not engage with the public during the budget process.

Comment:

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:

The ministries do not engage with the public during the budget process.

Comment:

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:

The legislature does not engage with the public during the budget process.

Comment:

The legislature invites specific individuals, such as Secretaries of State or the President of the Independent Authority for Financial Responsibility (AIREF, in Spanish), to share their views on the Executive Budget Proposal and the consequences of the different policy decisions. After some discussion in past surveys about whether "specific individuals or groups" in option 'c' refers to members of civil society / general public, or to public servants, it was decided, for consistency across countries, that inviting the Independent Authority, among others, while having the plenary sessions available to the public, was enough to grant a 'c' answer.

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree

137. During the legislative deliberations on the annual budget (pre-budget or approval stages), which of the following key topics does the legislature's (or relevant legislative budget committee) engagement with citizens cover?

For the purpose of this question, key topics are considered to be:

1. Macroeconomic issues
2. Revenue forecasts, policies, and administration
3. Social spending policies
4. Deficit and debt levels
5. Public investment projects
6. Public services

GUIDELINES:

This question reflects the GIFT principles of "Transparency" and "Timeliness". Please consider the range of mechanisms currently used by the legislature to promote public participation during legislative deliberations on the annual budget.

Please note that while the public engagement can/may cover other topics, for the purpose of answering this question, "key topics" are considered to be only the ones listed above. If the legislature's engagement with the public covers topics other than the six listed above, please specify these topics in the comments.

Note also that this question assesses only the coverage of public engagement (i.e., "what issues is the public invited to engage on?") and issues related to the depth of engagement or selectivity of engaged are not dealt with by this question.

If written materials about the public engagement, such as an invitation, do not specify the coverage of the public engagement, but the researcher has personally participated in the engagement, s/he may respond to this question based on firsthand experience of the coverage of the public engagement.

Answer "d" applies if the requirements for a "c" response or above are not met or if the legislature does not use public participation mechanisms during its deliberations on the annual budget.

Answer:

d. The requirements for a "c" response or above are not met.

Source:

The legislature does not engage with the public during the budget process.

Comment:

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:

The legislature does not engage with the public during the budget process.

Comment:

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 legislative are interactive and involve a two-way conversation between citizens and the legislature, rather than being limited to allowing the public to attend or hear public budget deliberations.

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:

The Joint Commission for Relations with the Court of Auditors (Comisión Mixta para las Relaciones con el Tribunal de Cuentas) [1], composed by members of the Spanish Congress and Senate, is responsible for approving the Audit Report submitted by the Court of Auditors [2]. The Joint Commission report is then approved by Congress and the Senate in plenary sessions. [2]

Unlike plenary sessions, committee's sessions held by the legislature are "not public" but "not secret" (i.e. "accredited media can attend") (Spanish Constitution, article 80 [4]). The ordinary public cannot attend or participate, although many are streamed online and its full video made available afterwards.

[1]: <https://www.congreso.es/web/guest/comisiones?>

[p_p_id=organos&p_p_lifecycle=0&p_p_state=normal&p_p_mode=view&organos_selectedLegislatura=XIV&organos_codComision=317](https://www.congreso.es/web/guest/comisiones?p_p_id=organos&p_p_lifecycle=0&p_p_state=normal&p_p_mode=view&organos_selectedLegislatura=XIV&organos_codComision=317)

[2]: <https://www.congreso.es/es/busqueda-de-iniciativas?>

[p_p_id=iniciativas&p_p_lifecycle=0&p_p_state=normal&p_p_mode=view&iniciativas_mode=mostrarDetalle&iniciativas_legislatura=XIV&iniciativas_id=250%2F000008](https://www.congreso.es/es/busqueda-de-iniciativas?p_p_id=iniciativas&p_p_lifecycle=0&p_p_state=normal&p_p_mode=view&iniciativas_mode=mostrarDetalle&iniciativas_legislatura=XIV&iniciativas_id=250%2F000008)

[3]: https://www.congreso.es/public_oficiales/L14/CONG/DS/PL/DSCD-14-PL-64.PDF

[4]: <http://www.congreso.es/consti/constitucion/indice/sinopsis/sinopsis.jsp?art=80&tipo=2>

Comment:

The response in OBS 2017 was 'c', as the peer reviewer stated that "the legislature invites specific individuals (mainly senior management positions of the government and other relevant experts) to give information on the different aspects of budgets and about the consequences of the different policy decisions". While senior public officials or the president of the Independent Authority for Fiscal Responsibility (AIREF, in Spanish) are invited to participate in some sessions, this does not happen during the Audit Report approval, which the question refers to. It was agreed from OBS 2019 onwards that 'd' was most appropriate.

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:

The SAI does not maintain formal mechanisms through which the public can suggest issues/topics to include in its audit program.

Comment:

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:

The SAI does not maintain formal mechanisms through which the public can suggest issues/topics to include in its audit program.

Comment:

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:

The SAI does not maintain formal mechanisms through which the public can suggest issues/topics to include in its audit program.

Comment:

Peer Reviewer

Opinion: Agree

Government Reviewer

Opinion: Agree