

**RESEARCH ON BUDGET TRANSPARENCY AT THE SUBNATIONAL
LEVEL
METHODS GUIDE
Institute of Socioeconomic Studies - INESC
July 2010**

Public budget is a central institution for democracy. It is not by chance that both concepts have common origins. Their roots come from Europe, where, back in the Middle Ages, the King was prohibited to impose taxes without authorization to do so granted by the nobility which owned the land. Such nobility was later organized into the House of Lords - which in turn was the embryo of what would become the Parliament centuries later.

Political parties, the universal right to vote, separation of Powers, the Constitutions, accountability and popular participation were then integrated into the idea of democracy. Our contemporary public budget, in turn, incorporated the concept of results, with goals and targets shaped by the demands of citizens.

In Brazil, the public budget reflects the disputes between the interests that orbit around the spaces of power. These interests influence the concentrating or solidary distribution of the country's production. However, public budgets should, beyond legal formalities or conflicts of interest, express the republican commitment to grant the rights of people.

This paper endeavors to assess *Budget Transparency at the Subnational Level in Brazil*.¹

I. Justification

Budget transparency is an instrumental factor in better understanding the concept of budget within a democratic context. Brazil has 5,565 municipalities, and the perception that the government's budget is practically a secret is commonplace in the local sphere - municipalities.

It is common in Brazil for denouncements to be made regarding the confusion between public and private, which indicates problems regarding budget transparency.

And if on the one hand it is positive that the public budget happens close to citizens, on the other hand inspection by the more qualified institutions such as the Superior Audit Court (TCU) becomes harder to implement because of geographical distance. Additionally, small levels of supervision of local issues by the big media channels increase the possibilities of mismanagement and corruption.

¹ Part of this methods guide has had as its reference the Latin American Index of Budget Transparency. However, there is no direct correspondence between the methodologies used.

Therefore, without transparency the citizens are forced to live with patrimonialism. An **open budget** thus becomes an instrumental condition for democracy to be more than just an abstract concept.

II. Objective of this Research

The objective of this research study is to measure the effectiveness or the quality of budget transparency at the subnational or municipality level. The research will consider the 27 capitals of the country.

The 27 capitals are:

City	State
Rio Branco	Acre (AC)
Maceió	Alagoas (AL)
Macapá	Amapá (AP)
Manaus	Amazonas (AM)
Salvador	Bahia (BA)
Fortaleza	Ceará (CE)
Vitória	Espírito Santo (ES)
Goiânia	Goiás (GO)
São Luís	Maranhão (MA)
Cuiabá	Mato Grosso (MT)
Campo Grande	Mato Grosso do Sul (MS)
Belo Horizonte	Minas Gerais (MG)
Belém	Pará (PA)
João Pessoa	Paraíba (PB)
Curitiba	Paraná (PR)
Recife	Pernambuco (PE)
Teresina	Piauí (PI)
Rio de Janeiro	Rio de Janeiro (RJ)
Natal	Rio Grande do Norte (RN)
Porto Alegre	Rio Grande do Sul (RS)
Porto Velho	Rondônia (RO)
Boa Vista	Roraima (RR)
Florianópolis	Santa Catarina (SC)
São Paulo	São Paulo (SP)
Aracaju	Sergipe (SE)
Palmas	Tocantins (TO)
Brasília	Distrito Federal (DF)

III. Definition of Transparency in Public Budgets

For the purposes of this paper, the definition of transparency of the public budget is the making available of information regarding the stages of the budget cycle (formulation, approval, execution, assessment and control) in a free-of-charge, comprehensive, extensive, time-effective, aggregated and detailed fashion, preferably made available through a government website/portal specific for such end.

Thus, it is considered that the general public should be able to easily obtain budget information that is time-appropriate, comprehensible and clarifying for the exercise of their citizenship and political participation.

The existence of **citizen participation** in the budget cycle is part of the concept of budget transparency, since real democracy is only considered to exist if the normative rulings made by the regulations are complemented by the effective presence of society in the spaces of power.

The need to provide **comprehensible information (in citizen-friendly language)** is another aspect considered instrumental to the concept of transparency. It is also important to have transparency by levels, from the most aggregated to the least aggregated/disaggregated levels.

Among others, it is important to have access to additional information regarding:

- the financing of public budget/tax transparency;
- the impacts caused by the economic scenario which are expected to influence public finance and the budget of municipalities in the medium term;
- the remuneration of civil servants.

IV. Budget Regulation

The Brazilian public budget complies with federal legislation on the matter, which is complemented by certain specificities defined in the state constitutions and in the organic law of the municipalities.

The Federal Constitution (FC) of 1988 defined three laws in budgetary matters: the Pluriannual Plan (PAP), the Budgetary Guidelines Law (BGL) and the Annual Budgetary Law (ABL), each of them with scope and functions very clearly defined. The systematic approach implemented establishes a relationship between planning, budgeting, internal and external controls. The PAP is a planning of the targets and of government programs for the next four years. The BGL, which should be compatible with the PAP, establishes the guidelines for annual budgets, and also records future alterations to be made in tax legislation. The ABL, which is the de facto budget, estimates incomes and authorizes expenditures within the values allocated to the programs, defines the executors of those programs and fixates expenditures for the next year's budget. Additionally, the Federal Constitution, through its Article 165, Paragraph 5, determines that the Annual Budget Law shall comprise the following budgets: fiscal, investment and social security.

Basic legislation defining public budget in Brazil include:

- The Federal Constitution (Articles 165 to 169), State Constitutions and Organic Laws (at the municipalities).
- *The principle of public character* established in Article 37 of the 1988 Constitution.
- Law 4,320 from March 17, 1964, which established the General Rules of

Financial Law for the formulation and control of budgets and balance sheets of the Federation, the states, the municipalities and the Federal District.

- Decree 200 from February 25, 1967, which establishes the organizational rules of the Federal Administration, sets guidelines for the Administrative Reform and issues other provisions.

- Ordinance 42, from April 14, 1999, which updates the itemizing of expenses per functions, as established by Item I of Paragraph I of Article 2 and by Paragraph 2 of Article 8, both from Law 4,320. This Law, from March 17, 1964, establishes the concept of function, sub-function, program, project, activity and special operation, among other provisions.

- Complementary Law 101, from May 4, 2000, which establishes rules regarding responsibility in fiscal management activities. The Fiscal Responsibility Law (Complementary Law 101), hereafter called FRL, broadened fiscal transparency as defined by the Constitution (Article 165, Paragraph 3): "...the following shall be broadly publicized, including in electronic media of public access: plans, budgets and the budget guidelines law; rendering of accounts and respective previous reports; The Summarized Report of Budget Execution and the Fiscal Management Report..." (Article 48). The FRL instituted social control mechanisms: "Transparency shall also be ensured by the incentive to popular participation and the organization of public hearings during the formulation and discussion stages of budget plans, budget guidelines laws and budgets" (Sole Paragraph, Article 48).

- The Statute of the Cities (Law 10,257/2001). Within the scope of municipalities, participative budget management shall include the carrying out of public debates, hearings and consultations regarding the proposals made by the PAP, BGL and the ABL as a necessary condition for its approval by the Municipality Chambers. This principle is established by Article 44 of the Statute of Cities (Law 10,257/2001).

- Complementary Law 131, 2009 - Complementary Law 131 from 2009 establishes sanctions for the entity of the federation which does not make budgetary information available to citizens. Namely, the sanctions prevent it from receiving voluntary transfers (Complementary Law 101/2000, Item I, Paragraph 3, Article 23). Besides reaffirming popular participation in the budget cycle, the Law also states all public managers in the country are obligated to publicize (in the internet, as stated by "electronic media of public access") detailed and up-to-date information to citizens regarding the budget execution (revenues and expenditures) of all organizations of the Executive, Judiciary and Legislative Powers in the Federal, State and Municipality levels, as well as in the Federal District. The Law establishes the obligation to make public all records of revenues received (as well as the actual revenues) within the management units, including those referring to extra-budgetary resources. The law also establishes (Item I, Article 48-A) that access to information will be made through the mandatory making available of, at least, the data involved, the product/service provided and the beneficiaries of the payment.

V. Definition of Budget Cycle

The budget cycle at the local level in Brazil is practically standardized. The attributions of the Executive and Legislative powers in the formulation and approval of budget laws are well defined. Each Power has a specific role in the budgetary process and autonomy regarding its duties.

Stage	Description
Formulation	<p>The Executive Power has the exclusive prerogative of starting budgetary laws, coordinating the budget's formulation and presenting the bill to the Legislative. The Secretariats of the Executive Power and the Legislative Power (and other Powers, should that be the case) submit their proposals (usually to a Planning Secretariat) for consolidation. The Executive defines the values within the ABL, in observance of the BGL, and, if need be, adjusts the limits for each Power and submits the bill for evaluation by the Legislative. The Executive may carry out public hearings and consult society regarding its proposal. The civil society, through its councils of public policies, can participate in the formulation, monitoring and assessment processes of public policies.</p>
Approval	<p>It is the Legislative's attribution to evaluate, modify and approve (or reject) the budget proposal. In case of the federal government, this duty is performed by the National Congress; in the states, this role is played by the Legislative Assemblies; in the case of the municipalities, the approval of budget laws is a responsibility of the Town Chamber; in the Federal District, this attribution lies on the Legislative Chamber. In Parliament, the proposal is initially analyzed by specific themed commissions, and only then evaluated by the Members of Parliament in the plenary. Members of Parliament can propose amendments to the original bill. In the case of the ABL, for instance, they can boost the budgetary resources to be allocated to each public organization or entity. There are limits for amendments to be made:</p> <ul style="list-style-type: none"> a) amendments cannot increase the total amount of expenditures established in the budget in case no errors or omissions are found in the total amount of revenue established in the budget. b) Upon inclusion of new expenditures or increase of already established ones, the Legislative must indicate which resources can be removed from another allocated expenditure to cover the new expenditure, or re-estimate revenue. c) Alterations must be in compliance with the provisions of the PAP and the BGL. d) Alterations must respect the limits of values established for amendments; e) It is prohibited to reallocate expenses set to be made with personnel, social security benefits, constitutional transfers, interests and amortization of public debt. <p>In general, the Executive defends its interests during the voting of the budget in the Legislative. Civil society must seek to participate in the public hearings regarding the budget that are promoted by the Legislative.</p>
Execution	<p>After approval of the bill by the Legislative, it is incumbent on the Executive to enact, manage and execute the budget. In the local sphere, the Finance and Planning departments will generally tend to have a strategic role for such end since they are responsible for managing the financial plan of current expenditures and of investments to be made. The Finance department of the states performs the collection of taxes and controls cash flow.</p>
Assessment	<p>Assessment is a separate stage which can be carried out during the implementation of policies or upon their end. The goal of the assessment may be to correct the direction or to measure the effectiveness, efficacy and efficiency of a given policy.</p>
Control	<p>Both the concepts of internal control and external control are relevant here. The former refers to the supervision of the plans and of the budget by the Executive itself. The latter, external control, is a role of the Legislative, which supervises the use of public money. In the beginning of each year, the Legislative assesses the accounts rendered by the Executive. Control is also performed by citizens in several spaces, such as the public policy councils.</p>

VI. Research Methodology

Federal Legislation on budget transparency is established by Complementary Law 101 from 2000 (Fiscal Responsibility Law) and was recently perfected by Complementary Law 131 from 2009. Thus, the obligatoriness of making information available to the public does not depend on any subnational legislation, which allows this legal mark to be taken as a presupposed variable for the purposes of our research.

Therefore, this research measures budget transparency from two approaches:

- a) 1st approach: **Research of content made available on the internet:** research conducted by specialist in the budgeting area and focused on the verification of the availability or non-availability to the public of relevant information on budget transparency in the internet. The research will also include aspects related to compliance with the Transparency Act (Complementary Law 131 from 2009) in the 27 capitals of the country. The Complementary Law established the obligatoriness of making detailed budget information available in the internet. Among the variables measured for the existence of transparency, we mention the following: I - incentive to popular participation and the organization of public hearings during the formulation and discussion stages of budget plans, budget guidelines laws and budgets; II - release, for full access and supervision by society and in real time, of detailed information on public revenue and financial and budgetary execution, in electronic media of public access. In total, 140 variables were selected. The methodology chosen was the verification of website(s) of the municipal government by the public budget specialist. Each variable was associated to the number "1" to represent the result "AVAILABLE" in case the variable is valid for a given municipality being evaluated. The associated answer becomes "0" to represent the result "NOT AVAILABLE" when the variable is not valid for a municipality. The sum of the "1"s and "0"s associated to each variable for a given municipality is then used to calculate a score to compare it with the universe of municipalities analyzed. The municipalities are ordered (lowest to highest) according to the scores they reached. The maximum possible score is "140" - in case all variables confirm true. The minimum possible score is "0" - in case no variables are valid for a municipality. The statistical analysis will be conducted by the statistical application SPSS. A complete list of the variables utilized to measure budget transparency is shown below:

The following acronyms were used, other than the ones already referenced:

PLPPA – Bill of the Pluriannual Plan

PLDO – Bill of the Budget Guidelines Law

PLOA – Bill of the Annual Budget Law

CODE OF VAR.	VARIABLE	STAGE OF BUDGET CYCLE	CODE OF STAGE
1	F - TECHNICAL BUDGET MANUAL – TBM	FORMULATION (F)	1
2	F - PLPPA - EXECUTIVE POWERS PUBLICIZES CALENDAR OF PUBLIC HEARINGS ONLINE TO DISCUSS THE FORMULATION OF THE PLURIANNUAL PLAN	FORMULATION (F)	1
3	F- PLPPA - ACCESS TO THE PLURIANNUAL PLAN BILL FOR THE PUBLIC	FORMULATION (F)	1
4	F - PLPPA - SUGGESTIONS OF THE SOCIETY FOR THE BILL OF THE PLURIANNUAL PLAN PUBLISHED ONLINE	FORMULATION (F)	1
5	F - PLPPA - LONG-TERM PLANNING IS PRESENT IN THE PPA/DEVELOPMENT STRATEGY	FORMULATION (F)	1
6	F - PLPPA - IDENTIFICATION OF THE RELATIONSHIP BETWEEN STRATEGIC GOALS AND BUDGETARY PROGRAMS	FORMULATION (F)	1
7	F-PLPPA - EXPENDITURES BY FISCAL SPHERE, SOCIAL SECURITY AND INVESTMENT IN STATE-OWNED COMPANIES	FORMULATION (F)	1
8	F- PLPPA - EXPENDITURES PER ORGANIZATION	FORMULATION (F)	1
9	F- PLPPA - EXPENDITURES BUDGETARY UNIT	FORMULATION (F)	1
10	F- PLPPA - EXPENDITURES PER FUNCTION	FORMULATION (F)	1
11	F- PLPPA - EXPENDITURES PER SUB-FUNCTION	FORMULATION (F)	1
12	F - PLPPA - CLASSIFICATION OF EXPENDITURES PER PROGRAM	FORMULATION (F)	1
13	F - PLPPA - PROGRAM GOALS	FORMULATION (F)	1
14	F - PLPPA - TARGET AUDIENCE/BENEFICIARIES OF PROGRAM	FORMULATION (F)	1
15	F - PLPPA - PROGRAM INDICATORS	FORMULATION (F)	1
16	F- PLPPA - EXPENDITURES PER ACTION	FORMULATION (F)	1
17	F - PLPPA - PRODUCT / PHYSICAL TARGET OF ACTION	FORMULATION (F)	1
18	F - PLPPA - ECONOMIC CLASSIFICATION OF EXPENDITURES CAPITAL OR NON-CAPITAL)	FORMULATION (F)	1

19	F - PLPPA - EXPENDITURES NATURE OF EXPENDITURE	FORMULATION (F)	1
20	F - PLPPA - EXPENDITURES PER MODALITY OF APPLICATION	FORMULATION (F)	1
21	F - PLDO - ACCESS TO THE BUDGET GUIDELINES BILL BY THE PUBLIC IN THE INTERNET	FORMULATION (F)	1
22	F - PLDO EXECUTIVE POWERS PUBLICIZES CALENDAR OF PUBLIC HEARINGS ONLINE TO DISCUSS THE FORMULATION OF THE BUDGET GUIDELINES LAW	FORMULATION (F)	1
23	F - PLDO - IMPACT OF ECONOMIC POLICY IS MADE AVAILABLE IN THE BGA	FORMULATION (F)	1
24	F - PLDO - SUGGESTIONS OF THE SOCIETY FOR THE BGA ARE PUBLISHED ONLINE	FORMULATION (F)	1
25	F - PLDO - REVENUE FORECASTS FOR THE SUBSEQUENT YEAR	FORMULATION (F)	1
26	F - PLDO - EXPENDITURE FORECASTS FOR THE SUBSEQUENT YEAR	FORMULATION (F)	1
27	F - PLDO - IDENTIFICATION OF PRIORITY GOVERNMENT ACTIONS IN THE BGA	FORMULATION (F)	1
28	F - PLOA - EXECUTIVE POWERS PUBLICIZES CALENDAR OF PUBLIC HEARINGS ONLINE TO DISCUSS THE ANNUAL BUDGET LAW	FORMULATION (F)	1
29	F - PLOA - ACCESS TO THE BILL OF ANNUAL BUDGET THROUGH THE INTERNET	FORMULATION (F)	1
30	F - PLOA - CITIZEN BUDGET - NON-TECHNICAL REPORTING OF THE BILL OF ANNUAL BUDGET	FORMULATION (F)	1
31	F - PLDO - SUGGESTIONS OF THE SOCIETY FOR THE ABL ARE PUBLISHED ONLINE	FORMULATION (F)	1
32	F - PLOA - IDENTIFICATION OF THE PRIORITIES DEFINED BY THE BGL IN THE ABL	FORMULATION (F)	1
33	F - PLOA - CLASSIFICATION OF REVENUE BY NATURE - ECONOMIC CATEGORY	FORMULATION (F)	1
34	F - PLOA - CLASSIFICATION OF REVENUE BY NATURE	FORMULATION (F)	1
35	F - PLOA - EXPENDITURE PER FISCAL-SPHERE, SOCIAL SECURITY OF INVESTMENT IN STATE-OWNED COMPANY	FORMULATION (F)	1
36	F - PLOA - EXPENDITURES PER ORGANIZATION	FORMULATION (F)	1
37	F - PLOA - EXPENDITURES PER BUDGETARY UNIT	FORMULATION (F)	1
38	F - PLOA - EXPENDITURES PER FUNCTION	FORMULATION (F)	1
39	F - PLOA - EXPENDITURES PER SUB-FUNCTION	FORMULATION (F)	1
40	F - PLOA - EXPENDITURES PER PROGRAMS	FORMULATION (F)	1
41	F - PLOA - PROGRAM OBJECTIVES	FORMULATION (F)	1
42	F - PLOA - TARGET AUDIENCES/BENEFICIARIES OF THE PROGRAMS	FORMULATION (F)	1
43	F - PLOA - INDICATORS OF THE EVOLUTION OF PROGRAM OBJECTIVES	FORMULATION (F)	1
44	F - PLOA - FINANCIAL TARGET OF PROGRAMS	FORMULATION (F)	1
45	F - PLOA - EXPENDITURES PER ACTION	FORMULATION (F)	1
46	F - PLOA - DESCRIPTION AND PURPOSE OF THE ACTION	FORMULATION (F)	1
47	F - PLOA - PRODUCT / PHYSICAL TARGET OF ACTION	FORMULATION (F)	1
48	F - PLOA - ECONOMIC CLASSIFICATION OF EXPENDITURE (CAPITAL OR NON-CAPITAL)	FORMULATION (F)	1
49	F - PLOA - NATURE OF EXPENDITURE	FORMULATION (F)	1
50	F - PLOA - MODALITY OF APPLICATION	FORMULATION (F)	1
51	L - PLPPA - LEGISLATIVE PUBLICIZES CALENDAR OF PUBLIC HEARINGS FOR THE DISCUSSION OF THE PAP BILL	LEGISLATIVE APPROVAL (L)	2
52	L - PLPPA - ACCESS TO THE PLURIANNUAL PLAN BILL FOR THE PUBLIC IN THE INTERNET	LEGISLATIVE APPROVAL (L)	2
53	L - PLPPA - PARLIAMENTARY AMENDMENTS TO THE PAP BILL ARE PUBLICIZED ONLINE	LEGISLATIVE APPROVAL (L)	2
54	L - PLPPA - DECISIONS OF RAPORTEURS ON THE BILL OF THE PAP ARE PUBLICIZED ONLINE	LEGISLATIVE APPROVAL (L)	2
55	L - PLPPA - SUGGESTIONS OF SOCIETY TO THE PAP BILL ARE PUBLICIZED ONLINE	LEGISLATIVE APPROVAL (L)	2
56	L - PLDO - LEGISLATIVE PUBLICIZES CALENDAR OF PUBLIC HEARINGS FOR THE DISCUSSION OF THE BGL BILL	LEGISLATIVE APPROVAL (L)	2
57	L - PLDO - SUGGESTIONS OF THE SOCIETY FOR THE PLDO ARE PUBLISHED ONLINE	LEGISLATIVE APPROVAL (L)	2
58	L - PLDO - PARLIAMENTARY AMENDMENTS TO THE BGL BILL ARE PUBLICIZED ONLINE	LEGISLATIVE APPROVAL (L)	2
59	L - PLDO - ACCESS TO THE BUDGET GUIDELINES BILL BY THE PUBLIC IN THE INTERNET	LEGISLATIVE APPROVAL (L)	2
60	L - PLDO - DECISIONS OF RAPORTEURS ON THE BILL OF THE BGL ARE PUBLICIZED ONLINE	LEGISLATIVE APPROVAL (L)	2
61	L - PLOA - LEGISLATIVE PUBLICIZES CALENDAR OF PUBLIC HEARINGS FOR THE DISCUSSION OF THE ABL BILL	LEGISLATIVE APPROVAL (L)	2
62	L - PLOA - SUGGESTIONS OF THE SOCIETY FOR THE PLDO ARE PUBLISHED ONLINE	LEGISLATIVE APPROVAL (L)	2
63	L - PLOA - BILL OF ANUAL BUDGET LAW IS MADE AVAILABLE TO THE PUBLIC ON THE INTERNET	LEGISLATIVE APPROVAL (L)	2
64	L - PLOA - PARLIAMENTARY AMENDMENTS TO THE BGL BILL ARE PUBLICIZED ONLINE	LEGISLATIVE APPROVAL (L)	2
65	L - PLOA - DECISIONS OF RAPORTEURS ON THE BILL OF THE BGL ARE PUBLICIZED ONLINE	LEGISLATIVE APPROVAL (L)	2
66	TRANSPARENCY E-PORTAL (COMPLEMENTARY LAW 135/2000) MAKES INCOMES AND EXPENDITURES AVAILABLE IN INTEGRATED FASHION	EXECUTION (E)	3
67	TRANSPARENCY E-PORTAL (COMPLEMENTARY LAW 135/200) MAKES INCOMES AND EXPENDITURES AVAILABLE SEPARATED BY DETAIL LEVEL (MINOR TO MAJOR IN SIZE)	EXECUTION (E)	3
68	TRANSPARENCY E-PORTAL PROVIDES UP-TO-DATE DATA	EXECUTION (E)	3
69	E - EXECUTION OF REVENUE BY NATURE - ECONOMIC CATEGORY	EXECUTION (E)	3
70	E - EXECUTION OF REVENUE BY NATURE – ORIGIN	EXECUTION (E)	3

71	E - EXECUTION OF REVENUE BY NATURE – CASH	EXECUTION (E)	3
72	E - EXECUTION OF REVENUE BY NATURE - SIGN-OFF	EXECUTION (E)	3
73	E - EXECUTION OF REVENUE BY NATURE – ITEM	EXECUTION (E)	3
74	E - EXECUTION OF REVENUE BY NATURE – ITEM	EXECUTION (E)	3
75	E - EXECUTION OF REVENUE BY SOURCE	EXECUTION (E)	3
76	E - EXPENDITURES BY FISCAL SPHERE, SOCIAL SECURITY AND INVESTMENT IN STATE-OWNED COMPANIES	EXECUTION (E)	3
77	E - EXECUTION BY ORGAN	EXECUTION (E)	3
78	E - EXECUTION BY BUDGETARY UNIT	EXECUTION (E)	3
79	E - EXECUTION BY FUNCTION	EXECUTION (E)	3
80	E - EXECUTION BY SUB-FUNCTION	EXECUTION (E)	3
81	E - EXECUTION BY PROGRAMS	EXECUTION (E)	3
82	E - EXECUTION OF EXPENDITURES PER ACTION	EXECUTION (E)	3
83	E - IDENTIFICATION OF THE EXECUTION STAGE (CITATION / LIQUIDATED / PAID)	EXECUTION (E)	3
84	E - EXECUTION OF EXPENDITURES PER ECONOMIC CLASSIFICATION (CAPITAL OR NON-CAPITAL)	EXECUTION (E)	3
85	E - EXECUTION PER NATURE OF THE EXPENDITURE	EXECUTION (E)	3
86	E - EXECUTION PER MODALITY OF APPLICATION	EXECUTION (E)	3
87	E - EXECUTION PER ELEMENT/OBJECT OF THE EXPENDITURE	EXECUTION (E)	3
88	E - EXECUTION PER MODALITY OF PROCUREMENT	EXECUTION (E)	3
89	E - REFERENCING OF EXPENDITURE OR NON-MANDATORIETY OF CALLS TO BID	EXECUTION (E)	3
90	E - IDENTIFICATION OF RESPONSIBLE UNIT	EXECUTION (E)	3
91	E - TELEPHONE NUMBER AND E-MAIL OF RESPONSIBLE PERSON FOR THE EXPENDITURE	EXECUTION (E)	3
92	E – E-MAIL OF RESPONSIBLE PERSON FOR THE EXPENDITURE	EXECUTION (E)	3
93	E - RECEIPT / NUMBER OF THE CITATION	EXECUTION (E)	3
94	E - RECEIPT OF ENTRY OF EXPENSE	EXECUTION (E)	3
95	E - REGISTRATION NUMBER OF AGREEMENT / FUND RELAY CONTRACT / TERM OF PARTNERSHIP	EXECUTION (E)	3
96	E - EXPENDITURE SUB-ITEM	EXECUTION (E)	3
97	E - DESCRIPTION / DETAILING / IDENTIFICATION OF EXPENDITURE	EXECUTION (E)	3
98	E - UNITARY AMOUNT OF EXPENDITURE	EXECUTION (E)	3
99	E - GROSS AMOUNT OF EXPENDITURE	EXECUTION (E)	3
100	E - DATE OF PAYMENT	EXECUTION (E)	3
101	E - NUMBER OF BANK MONEY ORDER	EXECUTION (E)	3
102	E - DATE OF ISSUANCE OF BANK MONEY ORDER	EXECUTION (E)	3
103	E - ORIGINAL/ISSUING BANK	EXECUTION (E)	3
104	E - ORIGINAL/ISSUING BANK AGENCY	EXECUTION (E)	3
105	E - ORIGINAL/ISSUING ACCOUNT NUMBER	EXECUTION (E)	3
106	E - CODE OF THE BANK OF THE BENEFICIARY	EXECUTION (E)	3
107	E - BANK AGENCY OF BENEFICIARY	EXECUTION (E)	3
108	E - ACCOUNT NUMBER OF BENEFICIARY	EXECUTION (E)	3
109	E - EXECUTION BY REGIONALIZATION / ADMINISTRATIVE REGION	EXECUTION (E)	3
110	E - NAMES OF ACTIVE AND RETIRED CIVIL SERVANTS AND RESPECTIVE REMUNERATIONS AVAILABLE ONLINE	EXECUTION (E)	3
111	A - ANNUAL INTERNAL ASSESSMENT/BALANCE SHEET OF REVENUES PER NATURE	INTERNAL ASSESSMENT (A)	4
112	A - INTERNAL ASSESSMENT / BALANCE SHEET OF EXPENDITURES PER SPHERE - FISCAL, SOCIAL SECURITY OR INVESTMENT IN STATE-OWNED COMPANIES	INTERNAL ASSESSMENT (A)	4
113	A - ANNUAL INTERNAL ASSESSMENT/BALANCE SHEET OF EXPENDITURES PER ORGAN	INTERNAL ASSESSMENT (A)	4
114	A - ANNUAL INTERNAL ASSESSMENT/BALANCE SHEET OF EXPENDITURES PER BUDGETARY UNIT	INTERNAL ASSESSMENT (A)	4
115	A - ANNUAL INTERNAL ASSESSMENT/BALANCE SHEET OF EXPENDITURES PER FUNCTION	INTERNAL ASSESSMENT (A)	4
116	A - ANNUAL INTERNAL ASSESSMENT/BALANCE SHEET OF EXPENDITURES PER SUB-FUNCTION	INTERNAL ASSESSMENT (A)	4
117	A - ANNUAL INTERNAL ASSESSMENT/BALANCE SHEET OF EXPENDITURES PER PROGRAM	INTERNAL ASSESSMENT (A)	4
118	A - INTERNAL ASSESSMENT / BLANCE SHEET OF THE TARGET OF BENEFICIARIES TO REACH FOR THE PROGRAM	INTERNAL ASSESSMENT (A)	4
119	A - INTERNAL ASSESSMENT/BALANCE SHEET - ANNUAL ASSESSMENT OF THE EVOLUTION OF PROGRAM INDICATORS	INTERNAL ASSESSMENT (A)	4
120	A - INTERNAL ASSESSMENT/BALANCE SHEET - QUALITATIVE-DESCRIPTIVE ANALYSIS OF THE IMPLEMENTATION OF PROGRAMS	INTERNAL ASSESSMENT (A)	4
121	A - ANNUAL ASSESSMENT/BALANCE SHEET OF PHYSICAL AND FINANCIAL TARGETS OF BUDGETARY ACTIONS	INTERNAL ASSESSMENT (A)	4
122	A - ANNUAL INTERNAL ASSESSMENT/REPORT OF EXPENDITURES PER SUB-TITLE/LOCATION	INTERNAL ASSESSMENT (A)	4
123	A - INTERNAL ASSESSMENT OF FULFILLMENT OF PRIORITIES AS DEFINES BY THE BGL	INTERNAL ASSESSMENT (A)	4
124	C - NON-TECHNICAL/SIMPLIFIED INFORMATIVE NOTE ON REPORTS/EXTERNAL CONTORLS OF GOVERNMENT ACCOUNTING	EXTERNAL CONTROL (C)	5

125	C - REPORT/CONTROL OF TAX EXPENDITURES OF THE PREVIOUS FISCAL YEAR MADE AVAILABLE IN THE INTERNET	EXTERNAL CONTROL (C)	5
126	C - REPORT/CONTROL OF BUDGET REVENUES, CONSOLIDATED BY NATURE OF REVENUES, AVAILABLE ONLINE	EXTERNAL CONTROL (C)	5
127	C - REPORT/CONTROL OF BUDGET REVENUES, CONSOLIDATED PER SOURCE OF REVENUE, AVAILABLE ONLINE	EXTERNAL CONTROL (C)	5
128	C - REPORT/CONTROL OF BUDGET EXPENDITURES, CONSOLIDATED PER SPHERE - FISCAL, SOCIAL SECURITY OR STATE-OWNED COMPANIES, AVAILABLE IN THE INTERNET	EXTERNAL CONTROL (C)	5
129	C - REPORT/CONTROL OF BUDGET EXPENDITURES, CONSOLIDATED PER ORGAN, AVAILABLE IN THE INTERNET	EXTERNAL CONTROL (C)	5
130	C - REPORT/CONTROL OF BUDGET EXPENDITURES, CONSOLIDATED PER BUDGETARY UNIT, AVAILABLE IN THE INTERNET	EXTERNAL CONTROL (C)	5
131	C - REPORT/CONTROL OF BUDGET EXPENDITURES, CONSOLIDATED PER FUNCTION, AVAILABLE IN THE INTERNET	EXTERNAL CONTROL (C)	5
132	C - REPORT/CONTROL OF BUDGET EXPENDITURES, CONSOLIDATED PER SUBFUNCTION, AVAILABLE IN THE INTERNET	EXTERNAL CONTROL (C)	5
133	C - REPORT/CONTROL OF BUDGET EXPENDITURES, CONSOLIDATED PER PROGRAM, AVAILABLE IN THE INTERNET	EXTERNAL CONTROL (C)	5
134	C - REPORT/CONTROL OF THE TARGET OF BENEFICIARIES TO BE REACHED BY PROGRAM OF THE BUDGET, CONSOLIDATED AND AVAILABLE IN THE INTERNET	EXTERNAL CONTROL (C)	5
135	C - REPORT/CONTROL OF THE EVOLUTION INDICATORS OF PROGRAMS OF THE BUDGET, CONSOLIDATED AND AVAILABLE IN THE INTERNET	EXTERNAL CONTROL (C)	5
136	C - REPORT/CONTROL OF THE REACHING OF PRODUCTS/TARGETS OF BUDGET ACTIONS, CONSOLIDATED AND AVAILABLE IN THE INTERNET	EXTERNAL CONTROL (C)	5
137	C - REPORT/CONTROL OF THE IMPLEMENTATION OF BUDGET ACTIONS, CONSOLIDATED AND AVAILABLE IN THE INTERNET	EXTERNAL CONTROL (C)	5
138	C - REPORT/CONTROL OF SPENDING ON INTERESTS AND AMORTIZATION OF PUBLIC DEBT, CONSOLIDATED AND AVAILABLE IN THE INTERNET	EXTERNAL CONTROL (C)	5
139	C - REPORT/CONTROL OF THE BUDGET ACCOUNTING STATEMENTS, CONSOLIDATED AND AVAILABLE IN THE INTERNET	EXTERNAL CONTROL (C)	5
140	C - REPORT/CONTROL - RECOMMENDATIONS ON THE AUDITED FISCAL YEAR AVAILABLE IN THE INTERNET	EXTERNAL CONTROL (C)	5

- b) 2nd Approach: **Perception on Budgetary Transparency** The application of a questionnaire to specialists in the 27 states, made in order to capture their perception on budgetary transparency. The questionnaire will be applied to specialists working in civil society organizations, the Parliament, Academia and in the printed media. It is composed of 17 items regarding the matter of budget transparency within the capital of the state being analyzed. For each item presented the answerer is asked to associate his perspective to a number within a scale from 1 to 5. It is established the number “1” expresses that the answerer “FULLY DISAGREES” with the statement in question. Number “3” expresses “AGREE IN PART/DISAGREE IN PART”, that is, an intermediate point of view regarding the item in question. Number “5” represents “FULLY AGREE”. A number “8” is also made available for the option “DON’T KNOW” (D.K)

QUESTIONNAIRE Survey on Budget Transparency at the Subnational / Municipal level
INTRODUCTION
<p>Welcome to the questionnaire on Brazilian budget transparency at the subnational/municipal level You are one of the individuals who have been identified as being able to help finding ways of making public budget more transparent.</p> <p>This survey was elaborated by the Institute of Socioeconomic Studies - INESC. We ensure absolute discretion and secrecy, since the information submitted will only be presented in a compilation for statistical analysis, and individual answers will not be revealed.</p> <p>Your collaboration will allow us to take the elements of budget transparency into public debate, and to generate knowledge and discussion on the topic.</p>

This same questionnaire will be applied to other people in the 27 capitals of the country (namely Aracajú, Belém, Belo Horizonte, Boa Vista, Brasília, Campo Grande, Cuiabá, Curitiba, Florianópolis, Fortaleza, Goiânia, João Pessoa, Macapá, Maceió, Manaus, Natal, Palmas, Porto Alegre, Porto Velho, Recife, Rio Branco, Rio de Janeiro, Salvador, São Luís, São Paulo, Teresina and Vitória).

A few clarifications regarding the questionnaire:

- In all the questions, we are trying to get to know **your own perception of what takes place**, regardless of what other people might think takes place or what should take place.
- It is not our goal to measure knowledge. If you find any questions for which you do not have an answer, please use the code "Don't know" (DK).
- Remember that we are only referring to the **budget of the capital** of the state, that is, expenditures carried out by the government of the city, by the direct or indirect public administration and by state-owned companies linked to the municipality.
- Please give us your perception at what happens CURRENTLY.

I. PERSONAL BACKGROUND

1. Please tick the last level of education you have undertaken to complete (only one answer)

1. Never studied	7. Completed secondary education
2. Incomplete elementary education (1 st to 4 th grades)	8. Incomplete college or university degree
3. Completed elementary education (1 st to 4 th grades)	9. Completed college or university degree
4. Incomplete primary education (5 th to 8 th grades)	10. Masters Degree
5. Completed primary education (5 th to 8 th grades)	11. Doctor's Degree
6. Incomplete secondary education	

3. What is your main occupation? (Tick only one answer)

- Civil Servant
- Employee
- Freelance worker
- Currently unemployed
- Student
- Retiree or pension-earner
- Other (specify) _____

4. Where do you currently work? (There may be more than one answer)

- University or Higher Education Institution
- Newspaper or Magazine
- Legislative Power
- Non-Governmental Organization
- Social Movement
- Union
- Other (specify) _____

1. Please indicate to what extent you are familiar with the practices of the budgetary cycle within the capital of your state (during formulation, approval, execution, assessment and control/inspection) on a scale from 1 to 5, where 1 means not at all and 5 means very much (check only one answer).

1. NOT AT ALL	2.	3.	4.	5. VERY MUCH	8. DK (don't know)
---------------	----	----	----	--------------	--------------------

II. GENERAL

We will use the word transparency to refer to the making available of information regarding the stages of the budget cycle (formulation, approval, execution, assessment and control) in a free-of-charge, comprehensive, extensive, time-effective, aggregated and detailed fashion, preferably made available through a government website/portal specific for such end.

2. How do you assess the conditions of **budget transparency** in the municipality that is the capital of your state on a scale from 1 to 5, in which 1 means **not transparent at all**, 5 means **totally transparent** and 3 is the **intermediate point** at which budget practices are neither obscure nor transparent? Check only one answer.



I ___ I ASSESSMENT (SCORE) 0 8. DK

1. Not transparent at all

3. Neither obscure nor transparent

5. Very transparent

III. FORMULATION

Now we are going to ask some questions on the formulation stage of the budget cycle. As always, we only refer here to the **MUNICIPAL expenditures of the capital of your state**.

Please, indicate to what extent you agree which each of the following statements, on a scale from 1 to 5, in which 1 means you totally disagree with the statement and 5 means you are in total agreement (check only one answer).

	1.Fully disagree	2	3. Agree in part / Disagree in part	4	5.Fully agree	8.DK
3. The medium and long-term plans and policies, such as the territorial ordination plan or the development policy, are established in the Pluriannual Plan (PAP) and are integrated to it.	1	2	3	4	5	8
4. The budget priorities of the government for the next fiscal year and the products/results associated to it are identified in the Budgetary Guidelines Law (BGL).	1	2	3	4	5	8
5. A non-technical summary or report of the Annual Budget Law (ABL), made in language accessible to the general population, is made available in the online portal of the government.	1	2	3	4	5	8

IV. APPROVAL

Now we are going to ask some questions on the approval stage of the budget cycle, that is, the moment at which the budget is discussed and approved by the legislative power. As always, we only refer here to the **MUNICIPAL expenditures of the capital of your state**.

Please, indicate to what extent you agree which each of the following statements, on a scale from 1 to 5, in which 1 means you totally disagree with the statement and 5 means you are in total agreement (check only one answer).

	1.Fully disagree	2	3. Agree in part / Disagree in part	4	5.Fully agree	8.DK
6. The municipal Legislative Power publicizes in its online portal a calendar with the dates for the carrying out of public hearings to present the proposal of the Annual Budgetary Law (ABL) and to receive suggestions for it from society.	1	2	3	4	5	8

V. EXECUTION

We would now like to ask a few questions on the execution stage, that is, when the budget or expenditure is executed. As always, we only refer here to the **MUNICIPAL expenditures of the capital of your state**.

Please, indicate to what extent you agree which each of the following statements, on a scale from 1 to 5, in which 1 means you totally disagree with the statement and 5 means you are in total agreement (check only one answer)

	1.Fully disagree	2	3. Agree in part / Disagree in part	4	5.Fully agree	8.DK
	1.Fully disagree	2	3. Agree in part / Disagree in part	4	5.Fully agree	8.DK

7. It is possible to identify disaggregated collected revenues at the lowest level if one goes to the Transparency website or portal of the Executive. For instance: Income Tax of Individuals; Tax on Industrialized Products; Public Lighting Tax; Municipal Property Tax; Garbage Collection Fee; Transfer of Resources from the Unified Health System - SUS; Shares from the Municipality Participation Fund, etc.	1	2	3	4	5	8
8. It is possible to find disaggregated budget execution actions per element/object of the expenditure in the Transparency website or portal from the municipal government. For instance: purchase of supplies, construction of buildings and installation of facilities; financial aid to researchers; fuel; cleaning material; consultancy services; tickets and other travel expenses; etc.	1	2	3	4	5	8
9. When publicizing expenditures in its Transparency website or portal, the government identifies the modality of procurement used and the exemption or the non-obrigatoriness of calls to bid in its expenditures in general.	1	2	3	4	5	8
10. The Transparency Portal from the governments describes the object of expenditures in detail, providing specifications, if such is the case, of dimensions, weight, brand, model, etc.	1	2	3	4	5	8
11. The Transparency portal associates the unitary and gross amount of the goods or services purchased to each expenditure made.	1	2	3	4	5	8
12. It is possible to know exactly how much civil servants are paid through the Transparency Portal.	1	2	3	4	5	8
13. In the Transparency Portal, it is possible to identify the transfer of resources to each of the public schools of the local school network.	1	2	3	4	5	8

VI. ASSESSMENT

We would now like to ask a few questions on the assessment stage of the budget cycle, that is, the internal monitoring performed by the Executive of expenditures carried out and of their quality.

Please, indicate to what extent you agree which each of the following statements, on a scale from 1 to 5, in which 1 means you totally disagree with the statement and 5 means you are in total agreement (check only one answer).

	1.Fully disagree		3. Agree in part / Disagree in part		5.Fully agree	8.DK
14. The government publicizes, in its internet website, an assessment that filters out the number of beneficiaries of the product or the physical target achieved by budget actions, as compared to those products/targets forecasted by the Annual Budget Law (ABL) or the Pluriannual Plan (PAP).	1	2	3	4	5	8
15. The govern publishes, in its internet website, an assessment that presents quantitative indicators that demonstrate the betterment or worsening of problems, demands or rights which were the focus of budgetary programs.	1	2	3	4	5	8

VII. EXTERNAL CONTROL – INSPECTION

We would now like to ask a few questions regarding the external control exercised by the Legislative Power, that is, the inspection or audit of expenditures, once those are carried out.

Please, indicate to what extent you agree which each of the following statements, on a scale from 1 to 5, in which 1 means you totally disagree with the statement and 5 means you are in total agreement (check only one answer).

	1.Fully disagree		3. Agree in part / Disagree in part		5.Fully agree	8.DK
16. The Legislative Power or Audit Court responsible for control activities publishes report or audit online where they identify, in detail, the revenues accrued by the municipality during the fiscal year being audited.	1	2	3	4	5	8

17. The Legislative Power or Audit Court responsible for control activities publishes report or audit online where they identify, in detail, the expenditures carried out by the municipality to pay the interest of public debt.	1	2	3	4	5	8