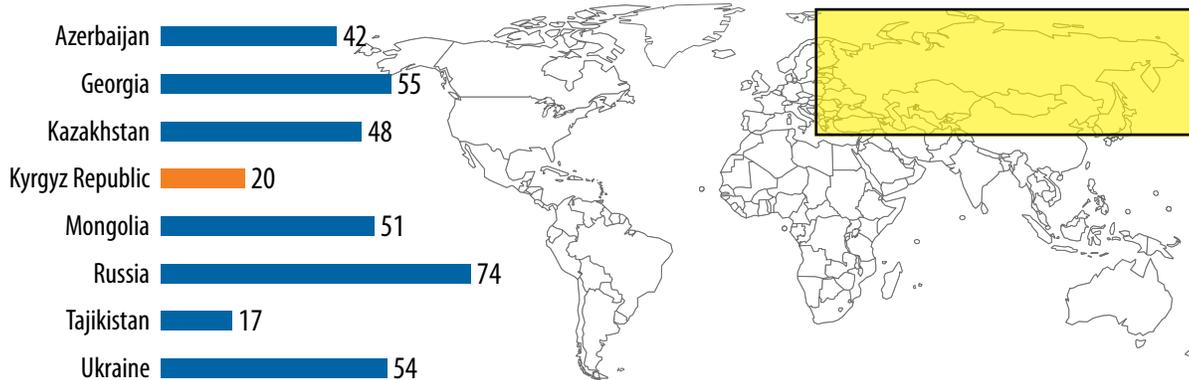


KYRGYZ REPUBLIC

Provides scant information to the public in its budget documents during the year.

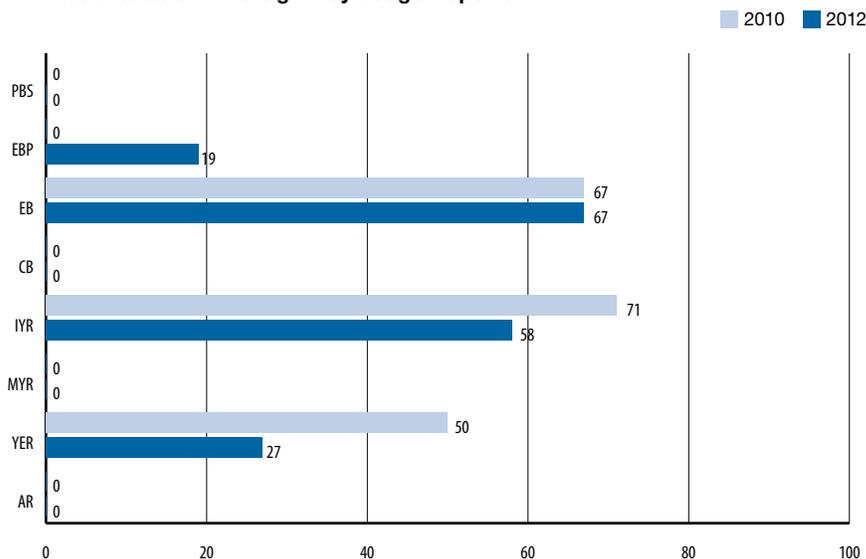
How does Kyrgyz Republic compare to its neighbors in Central Asia?



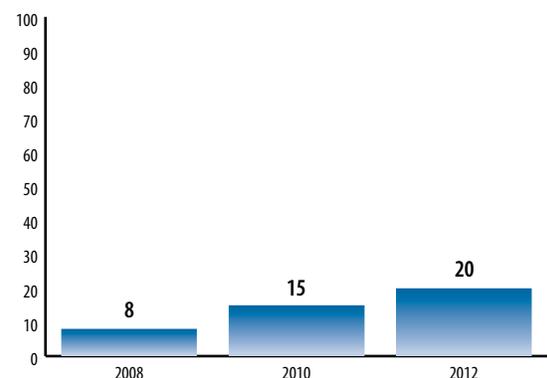
What are each of the eight key budget documents, and does the public have access to them?

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

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



OBI scores over three Surveys



Open Budget Index

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

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

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

Kyrgyz Republic's OBI 2012 score is 20 out of 100, which is well below the average score of 43 for all the 100 countries surveyed. It is also below the score of most other countries in Central Asia, including Azerbaijan, Georgia, Kazakhstan, Mongolia, Russia, and Ukraine. Kyrgyz Republic's score indicates that the government provides the public with scant information on the national government's budget and financial activities during the course of the budget year. This makes it challenging for citizens to hold the government accountable for its management of the public's money.

Kyrgyz Republic's OBI 2012 score of 20 has increased from its score of 15 on the OBI 2010.

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

Recommendations

Kyrgyz Republic's score on the Open Budget Index has increased in each round of the Open Budget Survey, which is an encouraging development and for which the government is congratulated. However, with a score of 20 out of 100 on the Open Budget Index 2012, the government of Kyrgyz Republic has the potential to greatly expand budget transparency by introducing a number of measures, some of which can be achieved very quickly and at almost no cost to the government.

The International Budget Partnership recommends that Kyrgyz Republic undertake the following steps to improve budget transparency:

- Publish the Pre-Budget Statement and Audit Report —both of which are currently produced for internal use only (detailed guidance on the contents of these documents can be found in this guidebook:

<http://bit.ly/QGzHv8>). As per the Open Budget Survey 2012, 47 countries publish a Pre-Budget Statement, including Kyrgyz Republic's neighbors Georgia, Kazakhstan, Mongolia, Russia, and Ukraine; and 68 countries publish an Audit Report, including its neighbors Azerbaijan, Georgia, Kazakhstan, Mongolia, Russia, and Ukraine. Links to the budget documents published by these countries can be accessed from the IBP's website <http://bit.ly/P8NPOV>.

- Produce and publish a Mid-Year Review and a Citizens Budget. Detailed guidance on the contents of these documents can be found in these guidebooks: <http://bit.ly/QGzHv8> and <http://bit.ly/QGzFmJ>. As per the Open Budget Survey 2012, 26 countries publish a Citizens Budget, including Kyrgyz Republic's neighbor Kazakhstan; and 29 countries publish a Mid-Year Review, including its neighbor Azerbaijan. Links to the budget documents published by these countries can be accessed from the IBP's website <http://bit.ly/P8NPOV>.

- Increase the comprehensiveness of the Executive's Budget Proposal, specifically by focusing on providing information on the following areas:
 - expenditures for the budget year classified by administrative unit and program; expenditures for the year prior to the budget year by administrative, functional, economic, and program-level classifications; actual expenditures for two years prior to the budget year; and anticipated expenditures for at least two years beyond the budget year (see questions 1, 3-4, 6, and 18-26 of the Open Budget Questionnaire);
 - revenues for the two years prior to the budget year (see questions 27-32 of the Open Budget Questionnaire);
 - total outstanding government debt for the budget year, as well as previous year's debt and most recent year presented for which the debt figures reflect actual outcomes (see questions 11, 13, and 33-34 of the Open Budget Questionnaire);
 - impact of different macroeconomic forecasts and assumptions used in developing the budget (see question 15 of the Open Budget Questionnaire);
 - narratives on how policy proposals different from existing policies affect revenues; how the proposed budget is linked to government's stated policy goals for a multi-year period of at least two years beyond the budget year; nonfinancial information; performance targets; and information intended to directly benefit the country's most impoverished populations (see ques-

tions 16-17, 48-55 of the Open Budget Questionnaire); and

- extra-budgetary funds, intergovernmental transfers, transfers to public corporations, quasi-fiscal activities, financial assets, contingent and future liabilities, expenditure arrears, non-financial assets, earmarked revenues, tax expenditures, and percentage of the budget devoted to secret items (see questions 35-43 and 45-47 of the Open Budget Questionnaire).

- Improve the comprehensiveness of In-Year Reports by comparing actual year-to-date expenditures and revenues with either the original estimate for that period (based on the enacted budget) or the expenditures for the same period in the previous year; and information on debt composition (such as interest rates on the debt, maturity profile of the debt, and currency denomination of the debt). (See questions 66, 69 and 71 of the Open Budget Questionnaire.)
- Improve the comprehensiveness and quality of the Year-End Report by publishing audited outcomes; explaining differences between the original revenue estimates, original macroeconomic forecasts, original estimates of nonfinancial data, original performance indicators, and enacted levels of funds intended to benefit the poor and their actual outcomes, along with actual outcomes for extra-budgetary funds (see questions 78 and 81-86 of the Open Budget Questionnaire).

Strength of Legislatures and Supreme Audit Institutions in Budget Oversight

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

The Open Budget Survey assesses whether legislatures provide effective budget oversight by measuring performance on 11 indicators, including: consultations with the executive prior to the tabling in the legislature of the draft budget, research capacity, formal debate on overall budget policy, time available to discuss and approve the

budget, legal authority to amend the budget proposal, approval of shifts in expenditure budget and excess revenues collected, supplemental budget powers, authority to approve use of contingency funds, and scrutiny of audit reports.

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

Recommendations

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

- The legislature should have internal capacity to conduct budget analyses and have a formal pre-budget policy debate prior to the tabling of the Executive’s Budget Proposal; the executive should present its budget proposal to the legislature at least six weeks, but ideally three months, before the start of the new budget year; the legislature should scrutinize all audit reports; the executive should be required to seek approval from the legislature prior to using excess with revenues that may become available during budget execution; and the executive should be required to seek approval from the legislature on supplemental budgets before these funds are expended (see questions 59, 99, 97, 102, and 104-105 of the Open Budget Questionnaire).
- Empower the supreme audit institution by the following actions: the funding level should be broadly consistent with the resources the SAI needs to fulfill its mandate; and the SAI should have skilled staff designated to undertake audits of the central government agencies that handle the security sector (see questions 93-94 of the Open Budget Questionnaire).

Kyrgyz Republic and Azerbaijan have the weakest budget oversight and engagement in Central Asia

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

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

Opportunities for Public Participation

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

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

Recommendations

The International Budget Partnership recommends that Kyrgyz Republic expand public engagement in budgeting after considering the Open Budget Survey indicators on which the country performs poorly (see table below and questions 114-118 and 120-125 in the Open Budget Questionnaire).

Kyrgyz Republic has much room to improve public participation

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

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

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

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

Research to complete this country's Open Budget Survey was undertaken by Chnara Mamatova, Public Association "Partner Group Precedent," chnara@gmail.com; precedentinfo@gmail.com.

Despite repeated efforts, the IBP was unable to get comments on the draft Open Budget Questionnaire results from the Kyrgyz government.