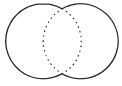


Portugal

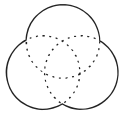
Overview



Transparency:

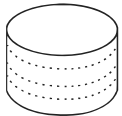
60 /100

(Open Budget Index score)



Public Participation:

17 /100



Budget Oversight:

74 /100

About the survey

Government budget decisions – what taxes to levy, what services to provide, and how much debt to take on – have important consequences for all people in society. When governments provide information and meaningful channels for the public to engage in these decisions, we can better ensure public money is spent on public interests.

The Open Budget Survey (OBS) is the world’s only independent, comparative and fact-based research instrument that uses internationally accepted criteria to assess public access to central government budget information; formal opportunities for the public to participate in the national budget process; and the role of budget oversight institutions, such as legislatures and national audit offices, in the budget process.

The survey helps local civil society assess and confer with their government on the reporting and use of public funds. This 8th edition of the OBS covers 120 countries.

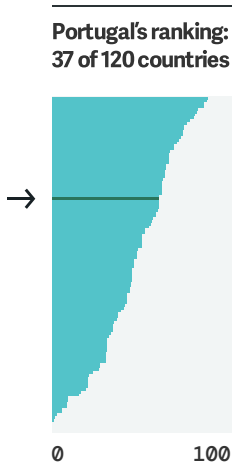
Visit www.internationalbudget.org/open-budget-survey for more information, including the full OBS methodology, the 2021 Global and Regional Reports, findings for all surveyed countries, and the Data Explorer.

Transparency

This part of the OBS measures public access to information on how the central government raises and spends public resources. It assesses the **online availability, timeliness, and comprehensiveness** of eight key budget documents using 109 equally weighted indicators and scores each country on a scale of 0 to 100. **A transparency score of 61 or above indicates a country is likely publishing enough material to support informed public debate on the budget.**

Portugal has a transparency score of **60** (out of 100).

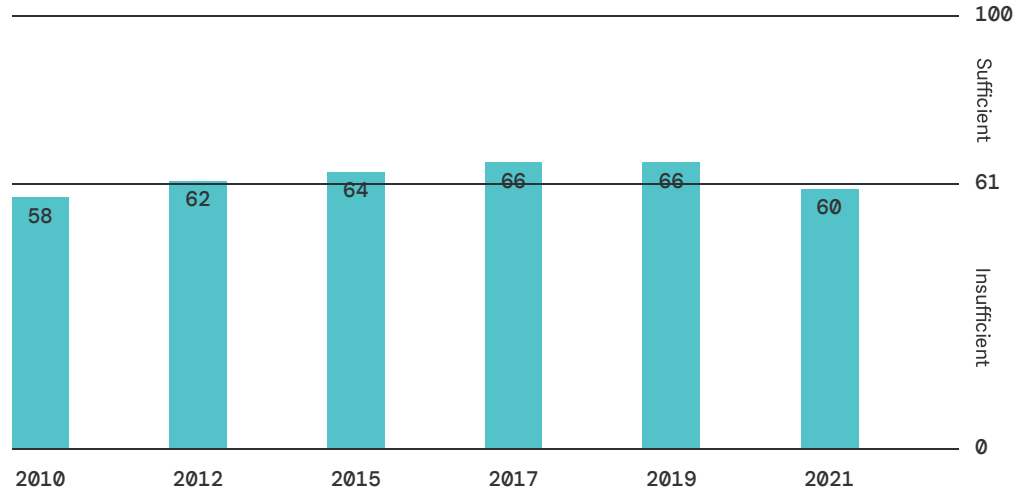
Transparency in Portugal compared to others



Global Average	45
OECD Average	66
Sweden	85
Norway	81
Italy	75
United Kingdom	74
Germany	73
France	72
United States	68
Portugal	60
Spain	54
Canada	31

0 Insufficient 61 Sufficient 100

How has the transparency score for Portugal changed over time?



Public availability of budget documents in Portugal

KEY	
●	Available to the Public
●	Published Late, or Not Published Online, or Produced for Internal Use Only
⊘	Not Produced

Document	2010	2012	2015	2017	2019	2021
Pre-Budget Statement	⊘	●	●	●	●	●
Executive's Budget Proposal	●	●	●	●	●	●
Enacted Budget	●	●	●	●	●	●
Citizens Budget	⊘	⊘	●	⊘	●	●
In-Year Reports	●	●	●	●	●	●
Mid-Year Review	⊘	⊘	⊘	⊘	⊘	⊘
Year-End Report	●	●	●	●	●	●
Audit Report	●	●	●	●	●	●

How comprehensive is the content of the key budget documents that Portugal makes available to the public?

KEY	
● 61-100 / 100	
● 41-60 / 100	
● 1-40 / 100	

Key budget document	Document purpose and contents	Fiscal year assessed	Document content score
Pre-Budget Statement	Discloses the broad parameters of fiscal policies in advance of the Executive's Budget Proposal; outlines the government's economic forecast, anticipated revenue, expenditures, and debt.	2021	22
Executive's Budget Proposal	Submitted by the executive to the legislature for approval; details the sources of revenue, the allocations to ministries, proposed policy changes, and other information important for understanding the country's fiscal situation.	2021	67
Enacted Budget	The budget that has been approved by the legislature.	2021	78
Citizens Budget	A simpler and less technical version of the government's Executive's Budget Proposal or the Enacted Budget, designed to convey key information to the public.	2020	25
In-Year Reports	Include information on actual revenues collected, actual expenditures made, and debt incurred at different intervals; issued quarterly or monthly.	2020	89
Mid-Year Review	A comprehensive update on the implementation of the budget as of the middle of the fiscal year; includes a review of economic assumptions and an updated forecast of budget outcomes.	2020	Not Produced
Year-End Report	Describes the situation of the government's accounts at the end of the fiscal year and, ideally, an evaluation of the progress made toward achieving the budget's policy goals.	2019	67
Audit Report	Issued by the supreme audit institution, this document examines the soundness and completeness of the government's year-end accounts.	2019	76

Portugal's transparency score of **60** in the OBS 2021 is moderately lower than its score in 2019.

What changed in OBS 2021?

Portugal has decreased the availability of budget information by:

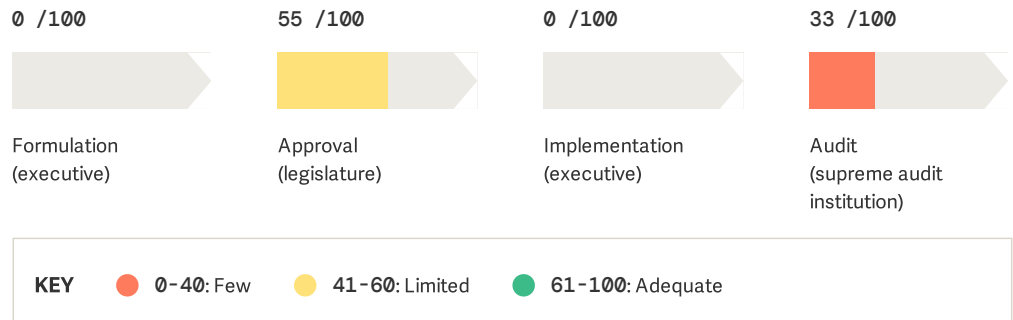
- Reducing the information provided in the Pre-Budget Statement.

Recommendations

Portugal should prioritize the following actions to improve budget transparency:

- Improve the comprehensiveness of the Pre-Budget Statement (Stability Program).
- Publish the Citizens Budget every fiscal year and improve its comprehensiveness.
- Produce and publish the Mid-Year Review online in a timely manner.
- Improve the presentation of non-financial data on results (in terms of outputs or outcomes) in the Executive's Budget Proposal.
- Include in the Executive's Budget Proposal consolidated information on public debt produced by the Portuguese Treasury and Debt Management Agency ("Agência de Gestão da Tesouraria e da Dívida Pública - IGCP").
- Improve significantly the quality of information concerning expenditure by programs.
- Provide consolidated information (for the central government and social security) on expenditure for the major program (P015 "Work, solidarity and Social Security").

Extent of opportunities for public participation in the budget process



Recommendations

To further strengthen public participation in the budget process, Portugal's Ministério das Finanças should prioritize the following actions:

- Pilot mechanisms to engage the public during budget formulation and to monitor budget implementation.
- Actively engage with vulnerable and underrepresented communities, directly or through civil society organizations representing them.

Portugal's Assembleia da República has established public hearings related to the approval of the annual budget, but should also prioritize the following actions:

- Allow any member of the public or any civil society organization to testify during its hearings on the budget proposal prior to its approval.
- Allow members of the public or civil society organizations to testify during its hearings on the Audit Report.

Portugal's Tribunal de Contas has established mechanisms to contribute to relevant audit investigations. It should prioritize the following actions to improve public participation in the budget process:

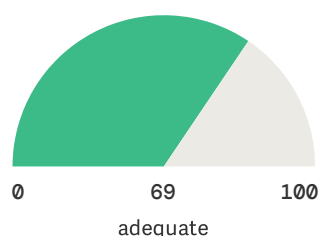
- Establish formal mechanisms for the public to assist in developing its audit program.

Budget Oversight

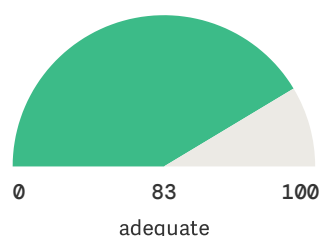
The OBS examines the role that legislatures and supreme audit institutions (SAIs) play in the budget process and the extent to which they provide oversight; each country is scored on a scale from 0 to 100 based on 18 equally weighted indicators. In addition, the survey collects supplementary information on independent fiscal institutions (see Box).

The legislature and supreme audit institution in Portugal, together, provide adequate oversight during the budget process, with a composite oversight score of **74** (out of 100). Taken individually, the extent of each institution's oversight is shown below:

Legislative oversight



Audit oversight



KEY ● 0-40: Few ● 41-60: Limited ● 61-100: Adequate

Recommendations

Portugal's Assembleia da República provides adequate oversight during the planning stage of the budget cycle and limited oversight during the implementation stage. To further improve oversight, the following actions should be prioritized:

- A legislative committee should examine in-year budget implementation and publish reports with their findings online.
- In practice, ensure the legislature is consulted before the executive reduces spending due to revenue shortfalls.
- A legislative committee should examine the Audit Report and publish a report with their findings online.

To strengthen independence and improve audit oversight by the Portugal Tribunal de Contas, the following actions are recommended:

- Ensure audit processes are reviewed by an independent agency.

The emerging practice of establishing independent fiscal institutions

Portugal's independent fiscal institution (IFI) is the Conselho das Finanças Públicas. Its independence is set in law, and it reports to the legislature and the executive. It publishes its own macroeconomic and fiscal forecasts and its own cost estimates of some new policy proposals.

The indicators on IFIs are not scored in the Open Budget Survey.

Methodology

- Only documents published and events, activities, or developments that took place through 31 December 2020 were assessed in the OBS 2021.
- The survey is based on a questionnaire completed in each country by an independent budget expert:
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Institute of Public Policy - Lisbon
Rua Miguel Lupi, 20 – Gab. 403, 1249-078 Lisboa, Portugal
ppereira@iseg.ulisboa.pt
- To further strengthen the research, each country's draft questionnaire is also reviewed by an anonymous independent expert, and in Portugal by a representative of the Ministério das Finanças.