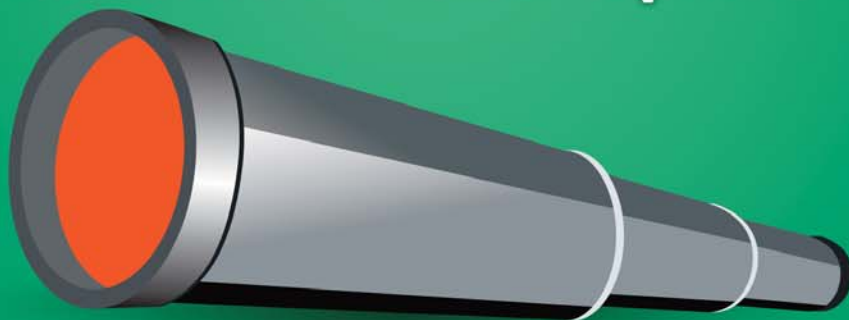# Use of new technologies in promoting government transparency

Montenegro
Serbia
Macedonia
Bosnia and Herzegovina

Use of new technologies in promoting govern- ment transparency

Montenegro, Serbia, Bosnia and Herzegovina and Macedonia

Podgorica, February 2014

TABLE OF CONTENTS

1. INTRODUCTION

The publication "Use of new technologies in promoting government transparency" is the final report of monitoring in four countries in the region (Montenegro, Serbia, Macedonia and Bosnia and Herzegovina, hereinafter: the region) on how much their institutions use new technologies for presenting their work. The project is implemented by the Center for Democratic Transition - CDT and partners: Zašto ne? from Bosnia and Herzegovina, the Center for Research, Transparency and Accountability – CRTA from Serbia, and the Citizens' Association MOST from Macedonia. The project is financed by the NED – National Endowment for Democracy.

Out of a broad spectrum of topics regarding good governance, this time we measured how open and interactive the institutions in the region are with their citizens through the use of Internet and new technologies. We believe that it is important for institutions to start opening themselves in this way, because Internet is a medium which enables simple data accessing, reporting and resolving of issues and it can also serve as a tool in providing services to citizens. Internet removes bureaucratic obstacles and is becoming an ever more important medium of our time.

The project included the following institutions: the Government of Montenegro and its 16 ministries, the Government of the Republic of Macedonia and its 15 ministries, the Government of the Republic of Serbia and its 17 Ministries, and the Council of Ministers of Bosnia and Herzegovina and its 9 ministries. In addition, due to a specific administration system in Bosnia and Herzegovina[1], the monitoring also included the Government of the Federation BiH and its 16

---

[1] The overview of results for Bosnia and Herzegovina differs from other countries, because, in addition to the indicators for the websites of the Council of Ministers and the ministries on the state level, there is also an overview of indicators for the webisites of the Government of the Federation of BiH and the Government of the Republic of Srpska and their respective ministries, while in other countries we did not conducted monitoring on government levels other than the state level. The reason for this is the complexity of the administration system in Bosnia and Herzegovina, which places the majority of executive government competencies on entity levels. Therefore, it is practically impossible to avoid entity institutions when talking about the use of new technologies in making the government's work transparent, since these institutions are responsible for majority of polices of importance for citizens of Bosnia and Herzegovina.

ministries and the Government of the Republic of Srpska and its 16 ministries. As a source of information, we used the institutions' websites, as well as social networks Facebook and Twitter.

The methodology was developed in June and July 2013 in cooperation with our partners, and the monitoring was conducted in the period of August – October 2013.

The goal of the project is not only to criticize the existing situation in the institutions in the region, but also to enhance and make it easier for institutions to get concrete guidelines for publishing information on their websites. We invite all interested parties to visit the website www.otvorenevlade.cdtmn.org which contains a detailed overview of the monitoring results. It is possible to compare the results achieved by institutions. Furthermore, the website offers detailed information on the project, reports on monitoring, methodology of monitoring and regulations which were analyzed for the needs of monitoring. By posting all information on the website, we enable verification of our study.

In this publication you can find information on the monitoring methodology, the overview of results by countries in the region, the overview of the most interesting information from the regional comparison, as well as recommendations and good practices identified by the project. The aim of this publication is to offer concrete guidelines to state institutions in order to improve the existing situation in the field of compliance with good governance principles.

2. METHODOLOGY

2.1. Methodology of monitoring

The development of methodology was preceded by a detailed analysis of legal framework in all of these four countries. The analysis of legal framework included regulations regarding functioning of state administration, as well as the analysis of international documents and recommendations regarding good governance.

The methodology of monitoring was developed in cooperation with experts from three organizations which were partners of the CDT in this project: Zašto ne? (Bosnia and Herzegovina), the Center for Research, Transparency and Accountability – CRTA (Serbia), and the Citizens' Association MOST (Macedonia).

Compliance with good governance principles in the region is of key importance for creating a more accountable and more efficient state administration. Good quality implementation of these principles would enable more efficient management of resources, more accountability in all segments of society, increased transparency of institutions, and better connecting and communication with citizens. In this regard, we would like to draw special attention to Internet as a medium which poses no obstacles for the interested citizens. Availability of information online enables citizens to access information on institutions and their work in a fast and simple way, while the interactive nature of the medium enables them new forms of communication with their elected representatives.

Considering the fact that this is the first regional study of his kind, out of the wide spectrum of topics, we selected two to focus on: transparency of institutions and their interaction with social actors/citizens. We then turned those two concepts into a series of measurable indicators.

As a part of the first dimension Transparency we studied transparency of institutions and the entire process of decision-making and implementation of policies on state level through three areas: transparency of work of state institutions, budget transparency and access to information. We believe that transparency of work is a key characteristic of an accountable government, which is why we were checking online availability of information on the work of state institutions based on which it would be possible to follow and evaluate the quality of their work. The emphasis was also on budget transparency, because in our earlier studies we determined that institutions do not make enough effort to familiarize citizens with budget documents. In addition, we dedicated our attention to how visible and how well explained the mechanism for accessing information really is on the institutions' websites. Through the second dimension Interaction with social actors/citizens we evaluated the situation with regard to two areas: participation of non-government sector and the use of new technologies in communication with citizens. We researched how pro-active institutions use formal mechanisms for participation of non-governmental sector in creating policies. We also paid special attention to the use of new technologies in communication with citizens, because we want to know how well the institutions in the region follow trends and recognize the importance of technologies and social media, as well as, how interactive they are in using them.

2.2. Included institutions

The monitoring included the following institutions: the Government of Montenegro and its 16 ministries, the Government of the Republic of Macedonia and its 15 ministries, the Government of the Republic of Serbia and its 17 Ministries, the Council of Ministers of Bosnia and Herzegovina and its 9 ministries, the Government of Federation BiH and its 16 ministries and the Government of Republic of Srpska and its 16 ministries.

Table 1. – Ministries included in the monitoring

Ministries of the Government of Montenegro	Ministry of Justice, Ministry of Interior, Ministry of Defense, Ministry of Finance, Ministry of Foreign Affairs and European Integrations, Ministry of Education, Ministry of Science, Ministry of Culture, Ministry of Economy, Ministry of Traffic and Maritime Affairs, Ministry of Sustainable Development and Tourism, Ministry of Agriculture and Rural development, Ministry of Health, Ministry of Human and Minority Rights, Ministry of Information Society and Telecommunications, Ministry of Labor and Social Welfare
Ministries of the Government of the Republic of Macedonia	Ministry of Interior, Ministry of Foreign Affairs, Ministry of Defense, Ministry of Finance, Ministry of Economy, Ministry of Justice, Ministry of Information Society and Administration, Ministry of Labor and Social Affairs, Ministry of Education and Science, Ministry of Agriculture, Forestry and Water Works, Ministry of Transport and Communications, Ministry of Health, Ministry of Culture, Ministry of Local Government, Ministry of Environment and Spatial Planning

Table 1. – Ministries included in the monitoring (continued)

Ministries of the Government of the Republic of Serbia	Ministry of Interior, Ministry of Finance, Ministry of Foreign Affairs, Ministry of Defense, Ministry of Regional Development and Local Government, Ministry of Traffic, Ministry of Construction and Urban Planning, Ministry of Justice and State Administration, Ministry of Agriculture, Forestry and Water Management, Ministry of Education, Science and Technological Development, Ministry of Health, Ministry of Energy, Development and Environment Protection, Ministry of Culture and Information, Ministry of Natural Resources, Mining and Spatial Planning, Ministry of Labor, Employment and Social Policy, Ministry of Youth and Sports, Ministry of Foreign and Internal Trade and Telecommunications
Ministries of the Council of Minister of Bosnia and Herzegovina	Ministry of Foreign Affairs, Ministry of Security, Ministry of Defense, Ministry of Finance and Treasury, Ministry of Justice, Ministry of Foreign Trade and Economic Relations, Ministry of Communication and Transport, Ministry of Human Rights and Refugees, Ministry of Civil Affairs
Ministries of the Government of the Federation BiH	Ministry of Interior, Ministry of Justice, Ministry of Finance, Ministry of Energy, Mining and Industry, Ministry of Transport and Telecommunications, Ministry of Labor and Social Policy, Ministry of Displaced Persons and Refugees, Ministry of Issues of Veterans and Disabled Veterans of Defensive-Liberation War, Ministry of Health, Ministry of Education and Science, Ministry of Culture and Sports, Ministry of Trade, Ministry of Spatial Planning, Ministry of Agriculture, Water managements and Forestry, Ministry of Development, Entrepreneurship and Crafts, Ministry of Environment and Tourism
Ministries of the Government of the Republic of Srpska	Ministry of Finance, Ministry of Interior, Ministry of Justice, Ministry of Administration and Local Government, Ministry of Economic Relations and Regional Cooperation, Ministry of Labor and Soldiers and Disabled Persons Protection, Ministry of Trade and Tourism, Ministry of Industry, Energy and Mining, Ministry of Transport and Communications, Ministry of Agriculture, Forestry and Water Management, Ministry of Spatial Planning, Construction and Environment, Ministry of Education and Culture, Ministry of Refugees and Displaced Persons, Ministry of Health and Social Protection, Ministry of Science and Technology, Ministry of Family, Youth and Sports

Institutions were measured by indicators in accordance with their respective competencies. The indicators were defined in June and July 2013.

2.3. Source of information

For ministries in the region we had 60 indicators in total and for the governments in the region the total of 53 indicators. For each indicator that was satisfied, 1 point was awarded, and if an indicator was not satisfied it resulted in no points (0).

The information was collected through advanced search of official websites, as well as social networks Facebook and Twitter. This way we were checking how transparent the institutions are and if they post information of relevance for citizens on their websites. In order to check indicators for ministries, we were sending e-mails to all institutions (to the PR service, i.e. the person in charge of PR) in order to see how fast they respond to citizens' requests.

Table 2. – Overview of number of indicators and sources of information by institutions

Institution	Total number of indicators	Web indicators	E-mail
Government (Montenegro, Serbia, Macedonia, BiH)	53	52	1
Ministries (Montenegro, Serbia, Macedonia, BiH)	60	59	1

2.4. Information gathering

Monitoring was conducted in the period of August – October 2013.

The majority of information was gathered by searching the institutions' websites, as well as social networks Facebook and Twitter, because the idea behind the monitoring was to find out how much the institutions in the region use modern technologies in order to make their work closer to citizens.

For certain number of indicators we contacted ministries directly in order to check for which draft law they had the most recent public debate and for which draft law the most recent working group was formed. After that, we checked the obtained information on the websites. We were not asking for information through requests for free access to information, but through regular channels, because in order to evaluate transparency, it is of extreme importance to check willingness of state institutions to provide answers to the citizens' requests voluntarily.

The organizations which take part in the projects comply with the transparency principle and, therefore, we wanted to make the entire monitoring process transparent for all interested parties. Hence, we made a special website www.otvorenevlade.cdtmn.org with all indicators, rankings and relevant documents. By posting the entire monitoring on this website we ensure the possibility to verify the study, because all data will be available to the institutions and all interested citizens.

3. REGIONAL DIMENSION

3.1. Analysis of legal frameworks in the region with regard to transparency of governments and ministries through websites

3.1.1. Montenegro

In Montenegro, the legal framework for regulating procedures for ensuring transparency of institutions has not been sufficiently developed yet. As for the laws which prescribe transparency, the Law on Free Access to Information is an important one, because there is a special part to it which prescribes a proactive approach[2], which means that there is a list of information that is required to be found on state institutions' websites. In other laws and by-laws, there are only individual cases that something with regard to transparency is being prescribed, and those are: the Law on Publishing Regulations and Other Acts[3], the Decree on Procedure and Method of Implementing Public Debates in Preparation of a Law[4], and the Decree on the Method and Procedure of Establishing Cooperation Between State Administration Institutions and Non-Governmental Organizations[5].

It is interesting that some laws regulating the work of state institutions and state officials do not regulate or do not sufficiently regulate transparency of state institutions, and those are: The Law on State Administration[6] and the Law on Civil Servants and State Employees[7]. Regarding the transparency of state budget, it is not prescribed in the Law on Budget of Mon-

---

[2] Article 12 Law on Free Access to Information, "Official Gazzette of Montenegro", No. 44/2012 dated 9 August 2012.

[3] "Official Gazzette of Montenegro", No. 5/2008

[4] "Official Gazzette of Montenegro", No. 12/2012

[5] "Official Gazzette of Montenegro", No. 7/2012

[6] "Official Gazzette of Montenegro", No. 38/03, "Official Gazzette of Montenegro", No. 22/08 and 42/11

[7] "Official Gazzette of Montenegro", No. 50/2008

tenegro.[8] What the legal framework which would treat transparency of institutions is missing is the codification of the existing regulations treating transparency as well as introduction of new items the implementation of which would ensure better transparency of state institutions. What could also be done in the field of by-laws is to adopt regulations on publishing information on websites, which would enable a unified transparency policy of state institutions. The regulations should be obliging for all institutions, because the experiences of countries in the region show that if regulations are not made obliging then there is no compliance.

3.1.2. Serbia

When reviewing the regulations regarding transparency of work of the Government of the Republic of Serbia, the Constitution of the Republic of Serbia[9], the Law on Government[10] and the Rules of Procedure of the Government[11] should be taken into account first. In addition, the Law on Free Access to Information[12], which is of public importance, should also be reviewed, as well as the relevant by-laws regarding the obligation to proactively publish information[13], and especially the Law on Confidentiality[14] and the recently adopted Decree on Precise Criteria for Determining Confidentiality Levels "State Secret" and "Top Secret"[15]. Regarding the evaluation of transparency of ministries, several regulations should be considered: The Law on State Administration[16], the Law on Civil Servants[17], the Law on Public Procurement[18], as well as the Guidelines for Web Presentation for State Administration Institutions[19].

3.1.3. Macedonia

In Macedonia, Internet transparency of the Government's work is insufficiently defined by the Rules of Procedure of the Government which prescribe that a website is one of the ways for the Government to inform public on its work. This means that it is not prescribed how and what should be published on the Government's website.

Internet transparency of the work of ministries, especially participation of interested parties in the process of creating laws[20], is regulated by the Decree on the Manner of Participation

---

[8] "Official Gazzette of Montenegro", No. 40/2001from 14 August 2001.

[9] "Official Gazzette of the Republic of Serbia", No. 98/06

[10] "Official Gazzette of the Republic of Serbia", No. 55/05, 71/05, 101/07, 65/08, 16/11, 68/12, 72/12

[11] "Official Gazzette of the Republic of Serbia", No. 61/06, 69/08, 88/09, 33/10, 69/10, 20/11, 37/11, 30/13

[12] "Official Gazzette of the Republic of Serbia", No. 120/04, 54/07, 104/09 i 36/10

[13] Instruction for the creation and publication of the information booklet on public authority work, "Official Gazzette of the Republic of Serbia", No. 68/10

[14] "Official Gazzette of the Republic of Serbia" No. 104/09

[15] "Official Gazzette of the Republic of Serbia" No. 46/13

[16] "Official Gazzette of the Republic of Serbia" No. 79/05, 101/07, 95/10

[17] "Official Gazzette of the Republic of Serbia" No. 79/05, 81/05, 83/05, 64/07, 67/07, 116/08, 104/09

[18] "Official Gazzette of the Republic of Serbia" No. 124/12

[19] http://www.digitalnaagenda.gov.rs/FileSystem/SiteDocuments/aktuelnosti/smernice/SMERNICE_4_0.pdf

[20] "Official Gazzette of the Republic of Macedonia" No. 150/11

of Interested Parties in the Process of Creating Laws. The Decree prescribes that ministries should publish the following information on their websites: draft laws; e-mail addresses for sending comments, opinion and recommendations; information on public discussions and their duration and reports on received comments, opinions and recommendations.

With regard to free access to information, the institutions are obliged to publish on their websites the list of information in their possession. Decisions and regulations which affect the lives of citizens also have to be published on the websites. Inter alia, they are obliged to do the following through their websites: inform public on all public procurement notices and tender documentation, publish laws and decrees, and publish reports on their work.

3.1.4. Bosnia and Herzegovina

Regarding the state level in BiH, the regulations which are related to transparency and openness of work to public include: The Law on the Council of Ministers of BiH[21], the Rules of Procedure of the Council of Ministers of BiH[22], the Law on Administration of BiH[23], and the Law on Free Access to Information of BiH[24]. These regulations only prescribe the principle of openness of work to public, publishing of important information in the Official Gazette of BiH, etc. On the state level there are Guidelines for Creation and Maintenance of Official Websites of Institutions of BiH[25] which were adopted in 2009 and they regulate rules and set standards which BiH institutions use when creating and maintaining their official websites.

On the entity level of the Federation of Bosnia and Herzegovina the relevant regulations are: the Law on Government of the Federation of BiH[26], the Rules of Procedure of the Federation of BiH[27], the Law on Administration of the Federation of BiH[28], and the Law on Free Access to Information of the Federation of BiH[29]. These laws contain the same principles as those on the state level. The Decision on Website of the Federation of BiH[30] was adopted in 2000 and it prescribes the content of information on the website of the Federation of BiH.

On the entity level of Republic of Srpska, the relevant regulations are: the Law on the Government of the Republic of Srpska[31], the Rules of Procedure of the Republic of Srpska[32], the

---

[21] "Official Gazzete of BiH" No. 30/03, 42/03, 81/06, 76/07, 81/07, 94/07, 24/08

[22] "Official Gazzete of BiH" No. 107/03

[23] "Official Gazzete of BiH" No. 32/02, 102/09

[24] "Official Gazzete of BiH" No. 28/00, 45/06, 102/09 and 62/11

[25] "Official Gazzete of BiH" No. 21/09

[26] "Official Gazzette of FBIH" No. 1/94, 8/95, 58/02, 19/03, 2/06 and 8/06

[27] "Official Gazzette of FBIH" No. 25/03, 03/06, 14/07, 28/07, 69/09 and 79/09

[28] "Official Gazzette of FBIH" No. 28/97, 26/02

[29] "Official Gazzette of FBIH" No. 32/01, 48/11

[30] "Official Gazzette of FBIH" No. 38/00

[31] "Official Gazzette of RS" No. 118/08

[32] "Official Gazzette of RS" No. 10/09

Law on Administration of the Republic of Srpska[33], the Law on Free Access to information in the Republic of Srpska[34]. These laws contain the same principles as those on the state and the federal level. The framework for development of the website www.vladars.net was adopted in 2006 and it is related to the Government of the Republic of Srpska and its ministries. For other institutions on the level of Republic of Srpska, Recommendation for creating and maintaining of websites of institutions of Republic of Srpska were made, and the concept of future official websites of institutions of the Republic of Srpska was defined by the Strategy of Development of the eService of the Republic of Srpska.

3.2. Results of the governments in the region
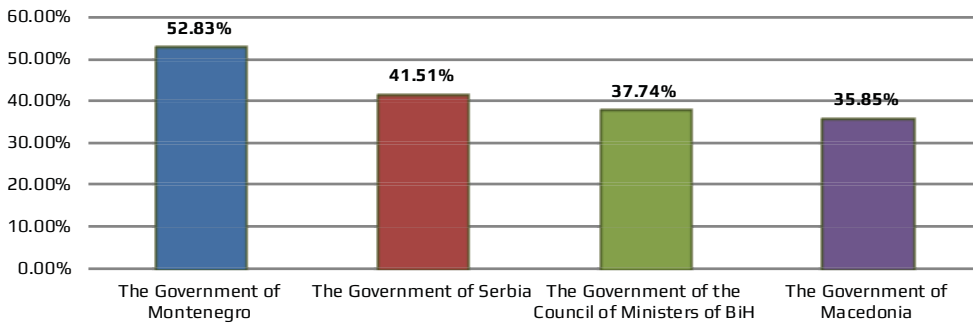
Diagram 1. – Comparison of the governments in the region

The results of the governments in the region indicate that the Government of Montenegro currently satisfies only 53% of indicators. The Government of Serbia is ranked second, followed by the Council of Ministers of BiH, while the Government of Macedonia is the last on the list. When it comes to the entity level of government in BiH, the Government of the Republic of Srpska scored better than the Government of the Federation of BiH for about 15%. These results indicate a clear need for the governments in the region to enhance the existing condition regarding their openness through websites, because it is alarming to see that the best result is still the one with only half of the indicators satisfied.

In the area of Transparency of Work of state institutions (within the dimension Transparency), the Government of Montenegro has achieved the best result with almost 74% which means that, in comparison to the governments in the region, it published the most information on its work (programs and plans of work, reports on work, documents regarding public procurement, contact information). Ranked second is the Government of Serbia, followed by the Council of Ministers and the Government of Macedonia with little over 40% of satisfactory answers.

With regard to the area Budget Transparency (within the dimension Transparency), the results of all countries are worrying. The best result in the region, although still only 14% is achieved by the Government of Serbia, because the Government of Montenegro, the Council of Ministers

---

[33] "Official Gazzette of RS" No. 118/08, 11/09, 74/10, 86/10, 24/12 and 121/12

[34] "Official Gazzette of RS" No. 20/01

of BiH and the Government of Macedonia have unbelievable 0% of fulfilled indicators. This means that the governments in the region barely make an effort to plan and present their expenses to citizens and to explain what level of quality of services they can expect. In BiH, the situation is a little bit better on the entity level, where he Government of the Republic of Srpska achieved somewhat better result than the Government of the Federation BiH.

In the area Use of new technologies in communication with citizens (as a part of the dimension Interaction with social actors/citizens), the Government of Macedonia achieved the best result with 62.50%. Ranked second is the Government of Montenegro, while the Council of Ministers of BiH and the Government of Serbia scored the same, which placed them on the last place among the countries in the region. This means that the Government of Macedonia takes the most the advantage of new technologies in communication with citizens, provides online contact with elected representatives, enables various manners of providing services and makes an effort to involve citizens in assessment of its work.

3.3. Results of ministries in the region
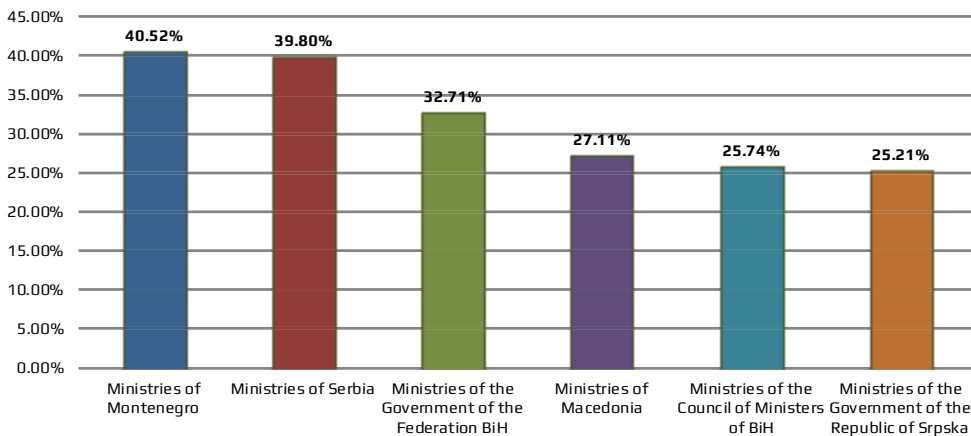
Diagram 2. – Comparison of ministries by countries

The information is very worrying, because ministries do not publish even half of information they are supposed to publish on their websites. Although the Montenegrin ministries on average have the best regional result, they are still satisfying only 40% of the set criteria. After the Montenegrin ministries, the best average result is achieved by the ministries in Serbia, followed by Macedonia, while the ministries of the Council of Ministers of BiH are ranked the lowest. On the entity level, the ministries of the Federation of BiH achieved better average result than the ministries of the Government of the Republic of Srpska.

In every country there is a huge difference between the ministry ranked the best and the one that is ranked the lowest, which indicates that the governments do not implement unified transparency policy, i.e. they do not have or they do not comply with the regulations regarding publishing of information on websites.

In the dimension Transparency, the best results are achieved by the ministries in Serbia with 46%, followed by the ministries in Montenegro, the Council of Ministers of BiH, and, as the lowest ranked, the ministries in Macedonia. This means that the ministries in Serbia on average publish information on its work the most, followed by information on budget and information related to free access to information.

In the area Budget Transparency, the ministries of Serbia achieved the best result with almost 37%, followed by the ministries of the Council of Ministers of BiH with below 5%, and the Macedonian ministries with 0.95%. Ranked lowest are the Montenegrin ministries with 0%. Just like in the case of publishing information on the state budget, it is obvious that the ministries in the region do not pay enough attention to budget transparency.

In the area Use of new technologies in communication with citizens, the Montenegrin ministries achieved the best average result with 43%, followed by the ministries of Serbia, Macedonia and finally the ministries of the Council of Ministers of BiH, as the lowest ranked.

3.4. Good practices

3.4.1. Transparency

Only one ministry in Montenegro, the Ministry of Human and Minority Rights, publishes on its website the information regarding the working group for making laws and other acts (http://www.mmp.gov.me/pretraga/121380/Odrzan-sastanak-Radne-grupe-za-izradu-finalnog-Nacrta-strategije-za-unapredenje-kvaliteta-zivota-LGBT-osoba.html)
Systematization of information regarding public procurement is very good on the website of the Ministry of Defense of Montenegro, but the part related to the year 2013 is unfortunately not updated. We urge the ministry to publish information for 2013 as soon as possible and other ministries to use this ministry's website as an example with regard to visualization and systematization of information regarding public procurement (http://www.odbrana.gov.me/rubrike/Javne_nabavke_2013/)
In Macedonia, only the Ministry of Information Society and Administration has the link for website of the Agency for Administration where more information regarding employment opportunities in this institution can be found.
An example of good practice in BiH is the Government of the Federation of BiH which regularly publishes on its website all adopted acts, after they are published in the Official Gazette of the Federation of BiH, which enables citizens a simple access to these documents. Published regulations are categorized by the type of the adopted act (law, decision, decree), and sorted by the year of publication, which additionally makes it easier to search for documents and makes them more accessible to visitors of the website.

In Montenegro, only the Ministry of Finance clearly stated its annual priorities on its website's front page (http://www.mif.gov.me/ministarstvo). In Macedonia, it is only the Ministry of Foreign Affairs that published its objectives and priorities on its website. (http://www.mfa.gov.mk/?q=node/244).

In Macedonia, only the Ministry of Health published its budget for the year 2013.

The Ministry of Sustainable Development and Tourism in Montenegro has very well categorized information with regard to free access to information (http://www.mrt.gov.me/rubrike/spi)

3.4.2. Interaction with social actors/citizens

The Government of Montenegro has several tools[35] enabling online services to citizens, posting petitions, reporting misuse of the institution's official vehicles, which is definitely commendable. What needs to be investigated more is how much these tools are being used and how well they are known to citizens.

3.4.3. Legal framework and practice

An example of a positive practice in Serbia are the Guidelines for making and publishing of an Info Bulletin on the work of State Institutions, which was adopted as a part of the Law on Free Access to Information of Public Importance. The Info Bulletin contains significant amount of information, from basic information about a ministry, through elements regarding transparency and openness, to budget documents.

An important element in Serbia are the Guidelines for Creating Websites for Government Institutions, aimed at arranging and unifying official websites of the governments and ministries. The main purpose of this project is to enhance communication between public administration and citizens. By offering clear, accurate and precise information on services and activities of state institutions, which would be updated on monthly basis, transparency of their work increases and it contributes to building of trust.

Good practice in Serbia is also the existence of a person in charge of improvements of the official website of each ministry, to which citizens can write their remarks, proposals and suggestions with regard to the content of the website.

---

[35] http://www.euprava.me/, https://epeticije.gov.me/, http://www.gov.me/sluzbena_vozila/

4. MONTENEGRO

4.1. The Government of Montenegro

With regard to the desirable transparency level, the Government of Montenegro currently satisfies only 52.83%, which means that only little over half of our indicators are satisfied. Although the Montenegrin government achieved the best result in the region, it is clear that there is still a lot of room for improvement.
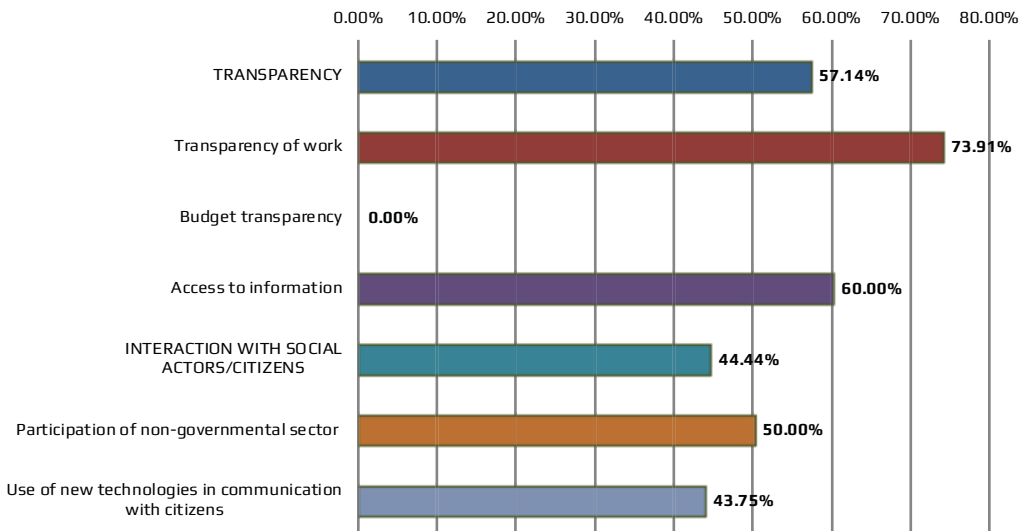
Diagram 3. – Percentage by dimensions and areas for the Government of Montenegro

We see that the Government of Montenegro achieved better result in the dimension Transparency than in the dimension Interaction with social actors/citizens. What is worrying are the results in the area Budget Transparency where the Government satisfied none of the set indicators.

Table 3. – Overview of indicators for the Government of Montenegro

TRANSPARENCY	
Transparency of work	
Is there an official website?	**1**
Is the website up-to-date?	**1**
Is functional search of the website possible?	**1**
Is there a section with the most important news regarding the Government's work?	**1**
Is the website disabled persons friendly?	**1**
Is the plan of work for 2013 published on the website?	**1**
Are plans of work for the previous 2 years (2011 and 2012) published on the website?	**1**
Is at least one current strategy of development published on the website?	**1**
Is the report on work for 2012 published on the website?	**0**
Are there reports on work for the previous 2 years (2011 and 2012) published on the website?	**0**
Is the organogram (organizational scheme) published on the website?	**0**
Is the scope of work published on the website?	**0**
Are biographies of the higher ranking officials published on the website?	**0**
Were public procurement tenders published on the website in the past year (or is there a link for the Administration for Public Procurement)?	**1**
Are there decisions on awarding public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	**1**
Are there public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	**1**
Is the public procurement plan for 2013 published on the website?	**1**
Is the information about the PR service (contact details and scope of work) published on the website?	**1**
Is the agenda for the next session of the Government published on the website?	**1**
Are the materials which were discussed and adopted during a government session afterwards available on the website?	**1**
Are press releases available on the website following a government session?	**1**
How are the Government's objectives presented on the website?	**0**
Does the website offer information on vacancies or is there a link to an institution in charge of that?	**1**
Budget transparency	
Is the Law on Budget for 2013 available on the website?	**0**
Are the budgets for the previous 3 years (2010, 2011, 2012) published on the website?	**0**
Is the Annual Report for 2012 available on the website?	**0**
Are the annual reports for the previous 3 years (2009, 2010, 2011) published on the website?	**0**
Is there information on the budget which is comprehensive enough for citizens (table and text overviews), - Citizen Budget?	**0**
Is there half-year financial report on realization of the budget for the first half of 2013?	**0**
Are the budget documents published in the open data format?	**0**

MONTENEGRO

Table 3. – Overview of indicators for the Government of Montenegro (continued)

TRANSPARENCY	
Access to information	
Is there a list of information in the possession of a ministry published on the website (Guide for Free Access to Information)?	1
Are contact details of the person in charge of PR published on the website (name, telephone number, e-mail address?	1
Is the Law on Free Access to Information published on the website?	0
Is there a database with all requests for information and responses with regard to free access to information?	1
Is the statistics regarding free access to information published on the website?	0
INTERACTION WITH SOCIAL ACTORS/CITIZENS	
Participation of non-governmental sector	
Are plans for public debates of the ministries visibly presented on the front page of the website?	0
Are invitations for public debated visibly published on the front page of the website?	1
Use of new technologies in communication with citizens	
Is there a contact form for contacting the Prime Minister visible on the front page?	0
Is there a list of the questions asked?	0
Does the government have active Facebook and Twitter accounts?	0
Are there links to Facebook and Twitter accounts on the website?	0
Are all documents in machine readable format or are they in various formats, but at least one format is machine readable?	0
Is there an open license for the information?	0
Is there a separate section for downloading documents?	1
Is the section for downloading documents well organized and searchable?	1
Is there a tool for submitting petitions of citizens?	1
Are there other tools for monitoring the Government's work (reporting misuse of official vehicles, corruption, conflict of interest...)?	1
Are there other tools for reporting and solving issues?	0
Does the PR Office respond to e-mails from citizens within a satisfactory period of time (7 days)?	1
Does the website have "dead links"?	0
Is it possible to post comments?	0
Is there RSS?	1
Are all ministries presented equally on the Government's website?	1
TOTAL	**28**

4.2.1. Transparency

The results clearly indicate that the Government of Montenegro continually publishes its annual plans of work, but not its reports on work for previous years. In addition, the Government is still making no attempts to clearly explain to citizens its priorities for the current year.

Talking about the Government's budget transparency, the situation is very alarming. The website contains only proposals of the budget, and they are not even separated, visualized, or further explained to citizens. The situation is similar with the final state of accounts. Citizens need to be better informed about planning and spending of budget funds in order to know what quality they can expect from the money with which they are financing the institutions. That way the Government demonstrates transparency of its information and its accountability towards citizens.

Due to the Decision on Publishing Material from the Sessions of the Government of Montenegro, it is now possible to follow the Government's sessions, from adoption of agenda, to publishing of materials discussed and adopted during sessions. In comparison with our similar earlier studies, we notice improvements with regards to publishing public procurement documents by the General Secretariat Office.

4.2.2. Interaction with social actors/citizens

It is a positive development that the Government has its Twitter account, but the account is not being updated on regular basis and the interaction with social actors/citizens is not at an adequate level. In addition, it is necessary that the Government starts using other social networks as well. Lastly, we would like to commend the Government's efforts to make it easier for citizens to take part in creating policies and monitor the work of the government (portals E-uprava, E-peticije, reporting misuse of official vehicles). However, there is still work to be done on these tools and their efficiency needs to be further investigated.

4.2. Ministries of Montenegro

Average fulfillment of indicators is only 40.52%, which is a very poor result. The Ministry of Finance achieved the best result with 56.67%, which means that only little over half of indicators are satisfied. The Ministry of Labor and Social Welfare ranked the lowest with 28.33%.[36]

---

[36] In the period between publishing of results and publishing of the publication, the Ministry of Labor and Social Welfare significantly improved its website based on our indicators. More information on the page 28.
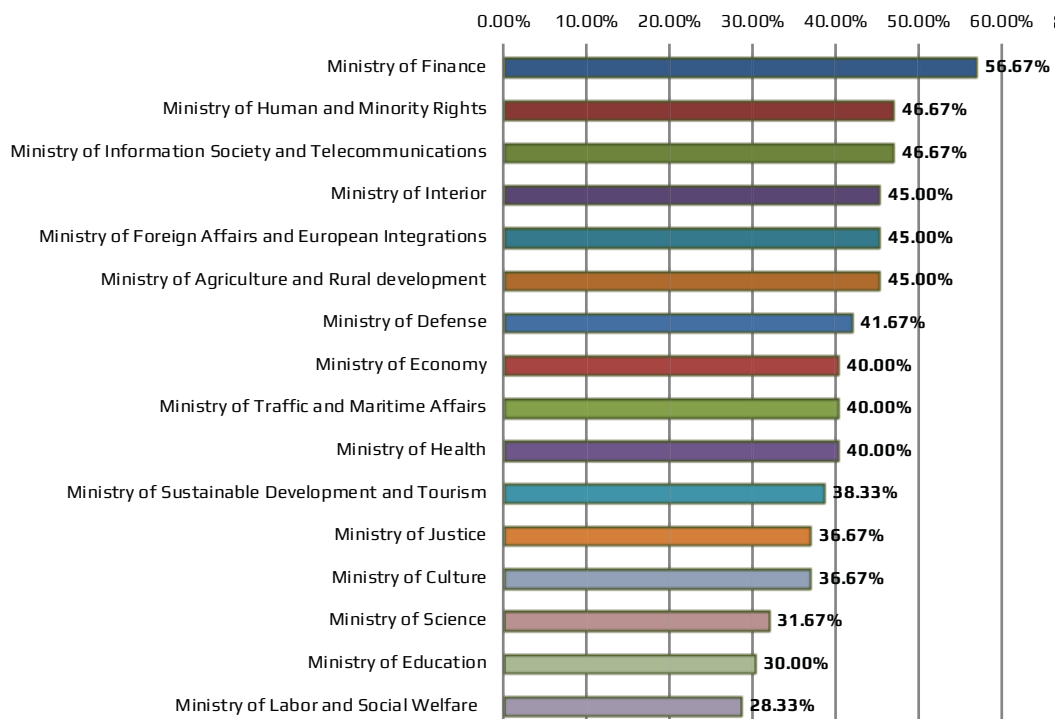
Diagram 4. – Ranking of ministries in Montenegro
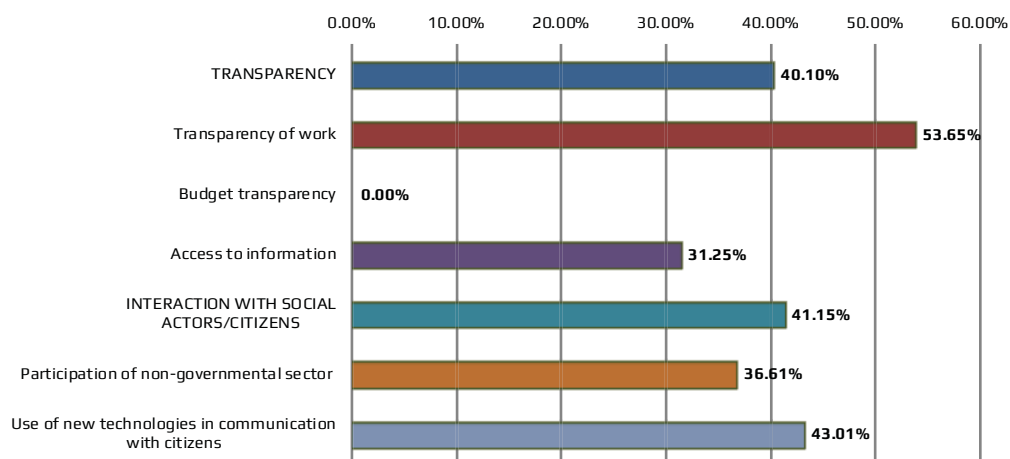
Diagram 5. – Percentage by dimensions and areas for the Montenegrin ministries

The Ministries in Montenegro achieved better results in the dimension Interaction of citizens than in the dimension Transparency. The best result is achieved in the area Transparency of Work and the worst, just like in case of the Government of Montenegro, in the area Budget Transparency.

Table 4. – Overview of indicators for ministries in Montenegro

TRANSPARENCY	
Transparency of work	
Is there an official website?	100,00%
Is the website up-to-date?	93,75%
Is functional search of the website possible?	93,75%
Is there a section with the most important news regarding the Government's work?	100,00%
Is the website disabled persons friendly?	100,00%
Is the plan of work for 2013 published on the website?	75,00%
Are plans of work for the previous 2 years (2011 and 2012) published on the website?	6,25%
Is at least one current strategy of development published on the website?	93,75%
Is the report on work for 2012 published on the website?	56,25%
Are there reports on work for the previous 2 years (2011 and 2012) published on the website?	25,00%
Is the organogram (organizational scheme) of the ministry published on the website?	50,00%
Is the scope of work published on the website?	18,75%
Are biographies of the higher ranking officials published on the website?	62,50%
Were public procurement tenders published on the website in the past year (or is there a link for the Administration for Public Procurement)?	18,75%
Were decisions on awarding public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	12,50%
Were public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	31,25%
Is public procurement plan for 2013 published on the website?	12,50%
Are measurable priorities/objectives of the ministry presented on the website?	6,25%
Are the contact details of the ministry (address, telephone number, e-mail) published on the website?	93,75%
Are there contact details for the ministry's organizational units published on the website (address, telephone number, e-mail, name of the person in charge)?	75,00%
Is description of competencies for each organizational unit published on the website?	31,25%
Are the main documents regulating the work of the institution (laws, regulations, decrees...) published on the website?	6,25%
Are the laws and bylaws relevant for the ministry published on the website?	100,00%
Does the website offer information on vacancies or is there a link to an institution in charge of that?	25,00%
Budget transparency	
Is the budget of the ministry for 2013 published on the website?	0,00%
Are the budgets for previous 3 years (2010, 2011, and 2012) published on the website?	0,00%
Is the Annual Report for 2012 available on the website?	0,00%
Are the annual reports for the previous 3 years (2009, 2010, and 2011) published on the website?	0,00%
Is there information on the budget which is comprehensive enough for citizens (table and text overviews), - Citizen Budget?	0,00%
Is there half-year/quarter financial report on realization of the budget for the first half/2nd quarter of 2013?	0,00%
Are the budget documents published in an open data format?	0,00%

MONTENEGRO

Table 4. – Overview of indicators for ministries in Montenegro (continued)

Access to information	
Is there a list of information in the possession of a ministry published on the website (Guide for Free Access to Information)?	93,75%
Are contact details of the person in charge of PR published on the website (name, telephone number, and e-mail address?	50,00%
Is the Law on Free Access to Information published on the website?	0,00%
Is there a database with all requests for information and responses with regard to free access to information?	12,50%
Is the statistics regarding free access to information published on the website?	0,00%
INTERACTION WITH SOCIAL ACTORS/CITIZENS	
Participation of non-governmental sector	
Is the plan for public debated for 2013 published on the website?	12,50%
Is there at least one report on a public debate which took place in the past year?	43,75%
Are the drafts of documents to be discussed during public debates published on the website?	75,00%
Is there at least one invitation to a public debate published in the past year?	62,50%
Is the information on composition and members of the working group for drafting laws and other acts published on the website?	0,00%
Are the minutes/reports/releases/news from the working group meetings published on the website?	6,25%
Is the invitation for NGOs to take part in the working group for drafting laws and other acts published on the website?	56,25%
Use of new technologies in communication with citizens	
Is there a contact form for contacting the Prime Minister visible on the front page?	81,25%
Is there a list of the questions asked?	18,75%
Does the government have active Facebook and Twitter accounts?	12,50%
Are there links to Facebook and Twitter accounts on the website?	18,75%
Are all documents in a machine readable format or are they in various formats, but at least one format is machine readable?	6,25%
Is there an open license for the information?	0,00%
Is there a separate section for downloading documents?	100,00%
Is the section for downloading documents well organized and searchable?	100,00%
Is there a tool for submitting petitions of citizens?	87,50%
Are there other tools for monitoring the institution's work (reporting misuse of official vehicles, corruption, and conflict of interest)?	12,50%
Are there tools for providing services?	18,75%
Are there other tools for reporting and solving issues from the ministry's competency?	12,50%
Does the ministry respond to e-mails from citizens within a satisfactory period of time (7 days)?	75,00%
Is online participation in public debates possible?	75,00%
Does the website have "dead links"?	12,50%
Is it possible to post comments?	0,00%
Is there RSS?	100,00%
AVERAGE	**40,52%**

4.3.1. Transparency

We consider it a positive development that 12 ministries published their plans of work for the current year, but, just like in case of the Government of Montenegro, the situation is a lot worse with regard to the annual reports on work of the ministries. Only 9 ministries have published annual reports on work for 2012, while only 4 ministries publish these reports for previous two years (2010 and 2011).

The situation with publishing of documents regarding public procurement is alarming on the level of ministries. Public procurement plan for 2013 was published by only two ministries, while only 5 ministries publish awarded contracts. Publishing of public procurement documents is an extremely important practice for demonstrating transparency and accountability in spending budget funds.

In the area budget transparency, the ministries have satisfied unbelievable 0% of indicators. Just like in the case of the CDT's previous monitoring, none of the ministries have the budgets for the current year published on their websites. They are also not making any effort to explain the budget of their respective ministry to citizens in an understandable manner. Since bad results with regard to budget documents repeat in the CDT studies, the conclusion is that ministries do not consider it necessary to present planning and spending of funds to citizens, although it is the citizens' money that finances the work and activities of ministries.

Information on public debates is still not presented on the websites in a satisfying way, although public debates are one of the most important ways of enabling citizens' participation in decision-making. Only two ministries published their plans for public debates for 2013. What we would like to emphasize is that it is very difficult to follow publishing of these documents on the ministries' websites and make any conclusions because this is not done systematically.

4.3.2. Interaction with social actors/citizens

When talking about social networks, we cannot really commend the Montenegrin ministries for using this media enough to inform citizens about their work or for using it as a two-way communication channel.   Only two ministries have active profiles on both Facebook and Twitter. Some ministries have their profiles, but they are not active, which means that they are not purposeful.

And finally, we studied how much ministries use Internet as a tool for providing services to citizens, for reporting corruption, and other issues under a ministry's competencies, etc. The conclusion here is that the Government has started with some projects (E-uprava, E-peticije, reporting misuse of official vehicles…) aimed at making it easier for citizens to report an issue

and receive documents from the institutions. For the purpose of this study we gave points even if ministries only had links for these projects on their websites. Only two ministries had links for the misuse of official vehicles reporting tool, while only three had links for E-uprava.

> After publishing preliminary results at the press-conference, we invited all ministries to contact the CDT for further explaination, and for organizing a meeting to enhance the existing situation. The representatives of the Ministry of Labor and Social Welfare contacted us shortly after publishing of results and expressed willingness to improve the situation regarding Internet transparency of this institution. Shortly after publishing of the results, the Ministry of Work and Social Welfare improved 33 indicators in comparison to the preliminary results. This example of good practice shows us that our study does not impose on institutions some indicators that are difficult to be fulfilled. Good will and awareness of the importance of the transparency principle and interaction with citizens is enough.

> Ministry of Traffic and Maritime Affairs also improved the situation regarding the monitoring results in comparison to the preliminary results related to 8 indicators. Representatives of this ministry demonstrated willingness to improve the Internet transparency of the institutions even after this project is completed.

4.3. Recommendations for the Government and the ministries of Montenegro

1. Drafting and adopting of regulations for publishing
 information on the state institutions' websites

The results undoubtedly indicate that there are significant differences in the results of ministries and we believe that this issue could be most efficiently solved by drafting regulations for publishing information on the state institutions' websites. The regulations would prescribe not only which documents should be published, but also, where possible, how and in which format this should be done. That would provide clear guidelines to state institutions for development and improvement of their transparency. The regulations should be obliging for all institutions, because the experience of countries in the region is that unless the rules are obliging, they will not be respected. When drafting the regulations, similar documents which exist in the countries in the region should be taken into account, as well as the transparency standards that can be found in the documents of international organizations, such as SIGMA, the OECD and the European Union.

---

[37] The Law on Free Access to Information, the Decree on Procedure and Manner of Implementing Public Debate in Preparation of a Law, Decision on Publishing Material from the Sessions of the Government of Montenegro

The regulations would significantly improve organization and systematization of the institutions' websites. There are currently some legal solutions[37] prescribing publishing of documents on websites, but without a systematic solution, this might prove to be counterproductive in practice. State institutions might end up publishing large number of documents on their websites, but it would be almost impossible to find them, because there is no systematic approach to publishing of documents which is applied in all institutions.

That way the transparency level of institutions and their interaction with social actors/citizens will rise, which is something that the Montenegrin government is committed to through the initiative Open Government Partnership which it joined in September 2011. On the other hand, communication of citizens with institutions will be made easier and administrative obstacles for obtaining documents and participating in creation of policies will be removed.

2. Good quality presentation of the budget of the Government and the ministries

It is necessary to work a lot on enhancement of budget transparency in general, especially through Internet. The data from this and some earlier CDT studies indicate that institutions are not making an effort to familiarize citizens better with planning and spending of funds. It is necessary to publish the adopted budgets and final state of accounts on the institutions' websites, as well as to work on visualization of information in order to further explain budget to citizens. In addition, the institutions could also make the Guide through Budget for Citizens. This would be a document that could provide a simple, both narrative and visual, overview of budget items that interest citizens the most and affect the quality of public services. Furthermore, in order to increase transparency of public finance, it is necessary to have annual budgets and final state of accounts published in a format that enables simple use and manipulation with data.

BOSNIA AND HERZEGOVINA

5. BOSNIA AND HERZEGOVINA

5.1. The Council of Ministers of BiH

The Council of Ministers of BiH fulfills little over one third of the set indicators – 37.74%, which places this country on the fourth place in the regional comparison with other governments. We can conclude that there is still a lot of room for improvement in order to ensure transparency and interaction with social actors/citizens through Internet.
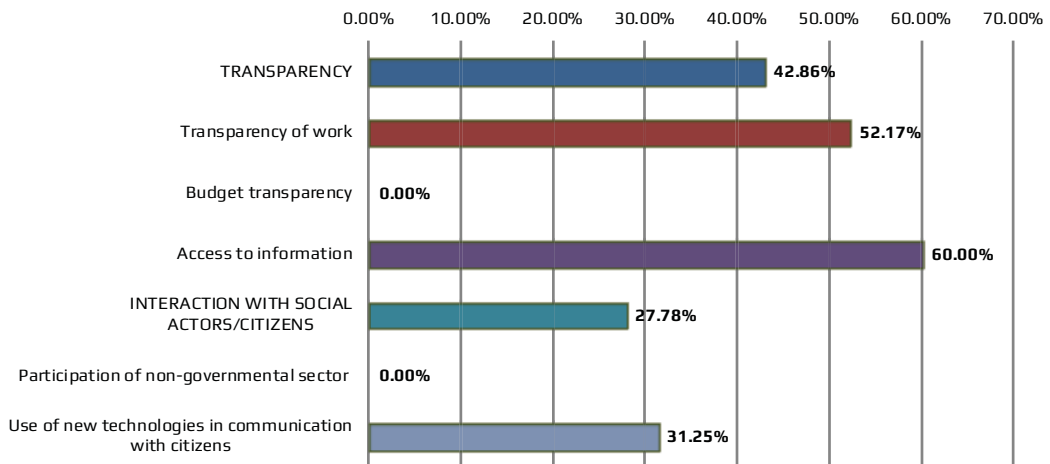
Diagram 6. – Percentage by dimensions and areas for the Council of Ministers of BiH

The Council of Ministers of BiH achieved better result in the dimension Transparency than in the dimension Interaction with Social Actors/Citizens. The result of 0% in the area Budget Transparency and Participation of Non-Governmental sector is worrying.

Table 5. – Overview of indicators for the Council of Ministers of BiH

TRANSPARENCY	
Transparency of work	
Is there an official website?	1
Is the website up-to-date?	1
Is functional search of the website possible?	1
Is there a section with the most important news regarding the Government's work?	1
Is the website disabled persons friendly?	0
Is the plan of work for 2013 published on the website?	1
Are plans of work for the previous 2 years (2011 and 2012) published on the website?	0
Is at least one current strategy of development published on the website?	1
Is the report on work for 2012 published on the website?	1
Are there reports on work for the previous 2 years (2011 and 2012) published on the website?	0
Is the organogram (organizational scheme) published on the website?	0
Is the scope of work published on the website?	1
Are biographies of the higher ranking officials published on the website?	0
Were public procurement tenders published on the website in the past year (or is there a link for the Administration for Public Procurement)?	0
Are there decisions on awarding public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	0
Are there public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	0
Is the public procurement plan for 2013 published on the website?	0
Is the information about the PR service (contact details and scope of work) published on the website?	1
Is the agenda for the next session of the Government published on the website?	1
Are the materials which were discussed and adopted during a government session afterwards available on the website?	0
Are press releases available on the website following a government session?	1
How are the Government's objectives presented on the website?	1
Does the website offer information on vacancies or is there a link to an institution in charge of that?	0
Budget transparency	
Is the Law on Budget for 2013 available on the website?	0
Are the budgets for the previous 3 years (2010, 2011, 2012) published on the website?	0
Is the Annual Report for 2012 available on the website?	0
Are the annual reports for the previous 3 years (2009, 2010, 2011) published on the website?	0
Is there information on the budget which is comprehensive enough for citizens (table and text overviews), - Citizen Budget?	0
Is there half-year financial report on realization of the budget for the first half of 2013?	0
Are the budget documents published in the open data format?	0

BOSNIA AND HERZEGOVINA

BOSNIA AND HERZEGOVINA

Table 5. – Overview of indicators for the Council of Ministers of BiH (continued)

TRANSPARENCY	
Access to information	
Is there a list of information in the possession of a ministry published on the website (Guide for Free Access to Information)?	1
Are contact details of the person in charge of PR published on the website (name, telephone number, e-mail address?	1
Is the Law on Free Access to Information published on the website?	1
Is there a database with all requests for information and responses with regard to free access to information?	0
Is the statistics regarding free access to information published on the website?	0
INTERACTION WITH SOCIAL ACTORS/CITIZENS	
Participation of non-governmental sector	
Are plans for public debates of the ministries visibly presented on the front page of the website?	0
Are invitations for public debated visibly published on the front page of the website?	0
Use of new technologies in communication with citizens	
Is there a contact form for contacting the Prime Minister visible on the front page?	0
Is there a list of the questions asked?	0
Does the government have active Facebook and Twitter accounts?	0
Are there links to Facebook and Twitter accounts on the website?	0
Are all documents in machine readable format or are they in various formats, but at least one format is machine readable?	1
Is there an open license for the information?	0
Is there a separate section for downloading documents?	1
Is the section for downloading documents well organized and searchable?	1
Is there a tool for submitting petitions of citizens?	0
Are there other tools for monitoring the Government's work (reporting misuse of official vehicles, corruption, conflict of interest...)?	0
Are there other tools for reporting and solving issues?	0
Does the PR Office respond to e-mails from citizens within a satisfactory period of time (7 days)?	0
Does the website have "dead links"?	0
Is it possible to post comments?	0
Is there RSS?	1
Are all ministries presented equally on the Government's website?	1
TOTAL	**20**

5.1.1. Transparency

The Council of Ministers of BiH achieved poor results in the transparency dimension. The web-site of the Council of Ministers of BIH is up-to-date and contains basic information, but it does not contain basic biographical information of the senior officials. A big issue is the lack of a database with earlier plans of work and reports on work, although the current plans and reports are being published on the website. Public procurement notifications and their outcomes are not published on the website, nor is there a link for the agency in charge of public procurement, which does not contribute to transparency of work of the Council of Ministers of BiH. In the category Budget Transparency, 0% of indicators were fulfilled. The website does not contain the Law on Budget for the current year, nor are there plans for budget for the previous three years or reports on budget execution. The access to information on the website is limited. Al-though there is information about the person in charge of PR and there is the Free Access to Information Guide, there is no database with all questions and answers, as the Law on Free Access to Information prescribes in order to make it easier for citizens to find answers to their questions and to help PR officials. That way they would not need to answer the same question more times.

5.1.2. Interaction with social actors/citizens

The Council of Ministers of BiH does not publish plans for public debates on its website, nor does it publish public procurement notifications. The communication with the Council of Min-isters is only possible through the Law on Free Access to Information, i.e. an official written re-quest. The website does not contain a contact form through which it would be possible to contact the Prime Minister and it does not have Facebook or Twitter account. The documents on the website are in machine-readable format and can be searched, but the website does not have an open license and permission is required in order to publish a text from their website.

5.2. Ministries of BiH

Our study indicates that the results of ministries on state level are worse than those of the Council of Ministers, and the percentage of the fulfilled indicators is 25.72%. The highest ranked ministry is the Ministry of Justice of BiH with 36.67%, while the Ministry of Foreign Trade and Economic Relations and the Ministry of Communication and Transport have the poorest results, with only 15% of satisfied indicators.

BOSNIA AND HERZEGOVINA
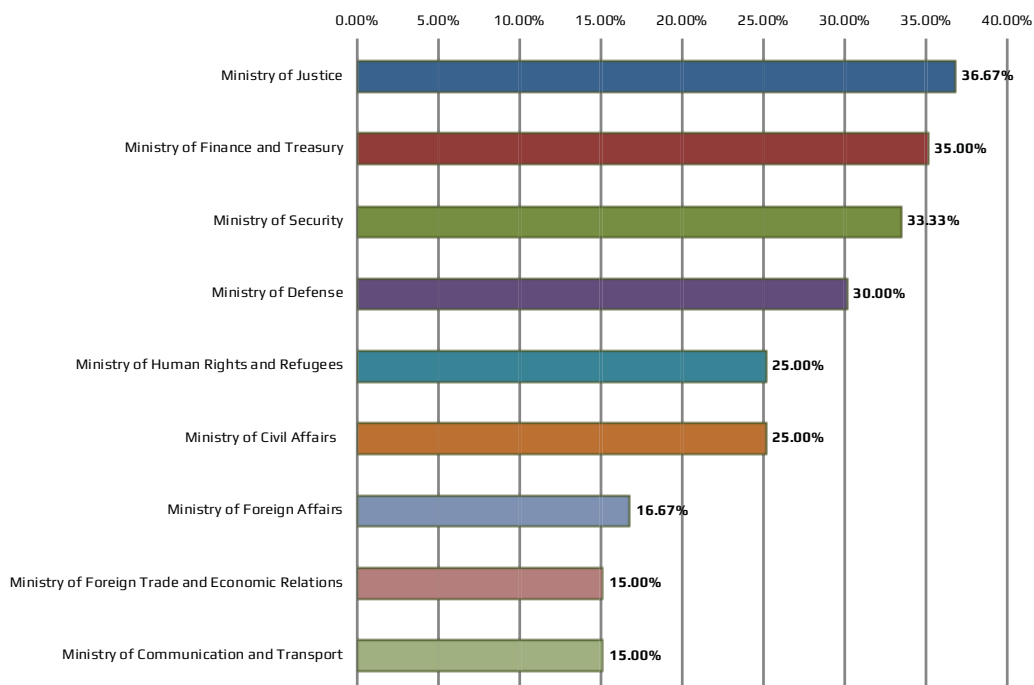
Diagram 7. – Ranking of the ministries of the Council of Ministers of BiH
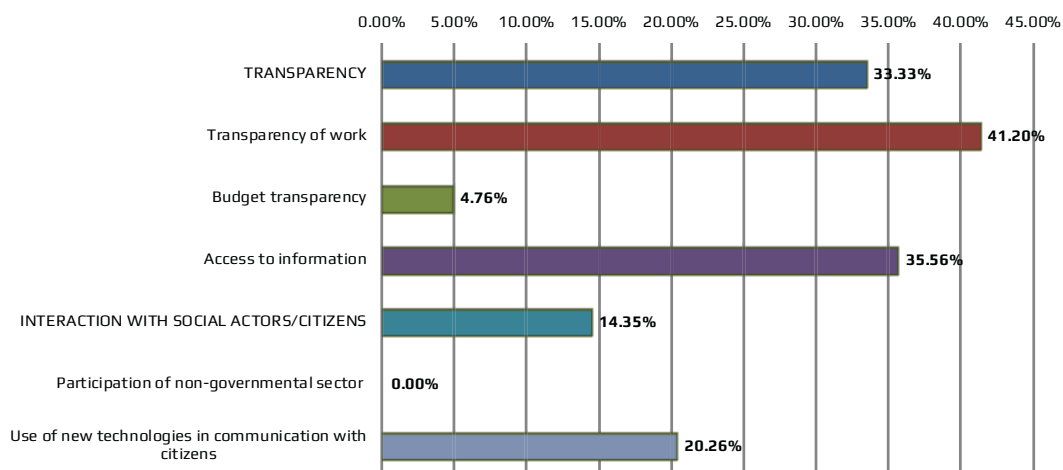
Diagram 8. – Percentage by dimensions and areas in the ministries of the Council of Ministers of BiH

We can see that the ministries achieved better results in the Transparency dimension than in the dimension Interaction with Social Actors/Citizens. Even though the results were good in the area Transparency of Work of State Institutions, alarmingly low results are achieved in the areas Budget Transparency and Participation of Non-Governmental Sector.

Table 6. – Overview of indicators in ministries on the state level in BiH

TRANSPARENCY	
Transparency of work	
Is there an official website?	100,00%
Is the website up-to-date?	88,89%
Is functional search of the website possible?	77,78%
Is there a section with the most important news regarding the Government's work?	100,00%
Is the website disabled persons friendly?	0,00%
Is the plan of work for 2013 published on the website?	11,11%
Are plans of work for the previous 2 years (2011 and 2012) published on the website?	11,11%
Is at least one current strategy of development published on the website?	44,44%
Is the report on work for 2012 published on the website?	11,11%
Are there reports on work for the previous 2 years (2011 and 2012) published on the website?	11,11%
Is the organogram (organizational scheme) of the ministry published on the website?	55,56%
Is the scope of work published on the website?	55,56%
Are biographies of the higher ranking officials published on the website?	77,78%
Were public procurement tenders published on the website in the past year (or is there a link for the Administration for Public Procurement)?	33,33%
Were decisions on awarding public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	11,11%
Were public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	0,00%
Is public procurement plan for 2013 published on the website?	0,00%
Are measurable priorities/objectives of the ministry presented on the website?	0,00%
Are the contact details of the ministry (address, telephone number, e-mail) published on the website?	100,00%
Are there contact details for the ministry's organizational units published on the website (address, telephone number, e-mail, name of the person in charge)?	55,56%
Is description of competencies for each organizational unit published on the website?	33,33%
Are the main documents regulating the work of the institution (laws, regulations, decrees...) published on the website?	33,33%
Are the laws and bylaws relevant for the ministry published on the website?	55,56%
Does the website offer information on vacancies or is there a link to an institution in charge of that?	22,22%
Budget transparency	
Is the budget of the ministry for 2013 published on the website?	0,00%
Are the budgets for previous 3 years (2010, 2011, and 2012) published on the website?	0,00%
Is the Annual Report for 2012 available on the website?	0,00%
Are the annual reports for the previous 3 years (2009, 2010, and 2011) published on the website?	0,00%
Is there information on the budget which is comprehensive enough for citizens (table and text overviews), - Citizen Budget?	11,11%
Is there half-year/quarter financial report on realization of the budget for the first half/2nd quarter of 2013?	11,11%
Are the budget documents published in an open data format?	11,11%

BOSNIA AND HERZEGOVINA

Table 6. – Overview of indicators in ministries on the state level in BiH (continued)

Access to information	
Is there a list of information in the possession of a ministry published on the website (Guide for Free Access to Information)?	77,78%
Are contact details of the person in charge of PR published on the website (name, telephone number, and e-mail address?	44,44%
Is the Law on Free Access to Information published on the website?	55,56%
Is there a database with all requests for information and responses with regard to free access to information?	0,00%
Is the statistics regarding free access to information published on the website?	0,00%
INTERACTION WITH SOCIAL ACTORS/CITIZENS	
Participation of non-governmental sector	
Is the plan for public debated for 2013 published on the website?	0,00%
Is there at least one report on a public debate which took place in the past year?	0,00%
Are the drafts of documents to be discussed during public debates published on the website?	0,00%
Is there at least one invitation to a public debate published in the past year?	0,00%
Is the information on composition and members of the working group for drafting laws and other acts published on the website?	0,00%
Are the minutes/reports/releases/news from the working group meetings published on the website?	0,00%
Is the invitation for NGOs to take part in the working group for drafting laws and other acts published on the website?	0,00%
Use of new technologies in communication with citizens	
Is there a contact form for contacting the Prime Minister visible on the front page?	0,00%
Is there a list of the questions asked?	0,00%
Does the government have active Facebook and Twitter accounts?	0,00%
Are there links to Facebook and Twitter accounts on the website?	0,00%
Are all documents in a machine readable format or are they in various formats, but at least one format is machine readable?	77,78%
Is there an open license for the information?	11,11%
Is there a separate section for downloading documents?	55,56%
Is the section for downloading documents well organized and searchable?	11,11%
Is there a tool for submitting petitions of citizens?	0,00%
Are there other tools for monitoring the institution's work (reporting misuse of official vehicles, corruption, and conflict of interest)?	0,00%
Are there tools for providing services?	11,11%
Are there other tools for reporting and solving issues from the ministry's competency?	0,00%
Does the ministry respond to e-mails from citizens within a satisfactory period of time (7 days)?	22,22%
Is online participation in public debates possible?	0,00%
Does the website have "dead links"?	66,67%
Is it possible to post comments?	0,00%
Is there RSS?	88,89%
AVERAGE	**25,74%**

5.2.1. Transparency

All ministries in the Council of Ministers BiH have their own website with a functional search engine. The majority of them update news from their domain on weekly basis and it is easy to find the contact form. Transparency of work of ministries is not guaranteed, because only one out of nine ministries published the plan of work for the current year and the reports on work for the previous three years. Three ministries published public procurement notifications, but only one published tender results and none of the ministries published contracts on awarded tenders. The ministries do not present their organizational units in an adequate way and there is no specific place for presenting them. It is also impossible to find measurable priorities and the objectives of ministries on their websites.

The results are alarming in the area of budget transparency because none of the ministries published their budgets for the current and previous three years. The report on realization of budget is not available on official websites, and only one ministry published the half-year report on realization of the budget for 2013.

Access to information is difficult. PR officials contact information is available for only two ministries, while the Law on Free Access to Information is published on only five websites. It is impossible to find a database with all requests and responses with regard to free access to information.

5.2.2. Interaction with social actors/citizens

Participation of citizens in creation of public policies is impossible through websites of ministries in BiH. None of the ministries has published a plan for public debates for the current year, or reports on organized public debates. Working groups are formed without announcements on websites, and non-governmental organizations are not being invited to take part in working groups for drafting laws and by-laws.

New technologies are not used much in the ministries of the Council of Ministers, since only 20% of indicators from this area are fulfilled. None of the ministries has contact forms for addressing the minister directly, nor do they use social networks as a form of communication with citizens. Only one ministry has an open license, while for all other ministries the permission from the ministry is required beforehand for sharing information from their website. There is no option to comment on the content on any of these websites, and almost all ministries can be followed via the RSS feed.[38]

---

[38] RSS (Rich Site Summary) uses a family of standard web feed formats to publish frequently updated information: blog entries, news headlines, audio, video. An RSS document includes full or summarized text, and metadata, like publishing date and author's name.

5.3. Recommendations for the Council of Ministers and the BiH ministries on the state level

1. The online presentation of the Council of Ministers and the ministries should contain all relevant information regarding the budget of state institutions (including regular reports on realization of budget), as well as transparent and complete information on public procurement.
2. The Council of Ministers and ministries should improve their communication with citizens through their websites, i.e. make an effort to enable citizens to contact the Council of Ministers via the website or via social networks, as well as to enable them to take part in public debates.
3. In addition, the ministries should publish plans of work, as well as reports on their implementation.

5.4. Entity level – the Government of the Federation of Bosnia and Herzegovina

The Government of the Federation BiH satisfied little less than 36% of indicators and achieved worse result than the Government of the Republic of Srpska.
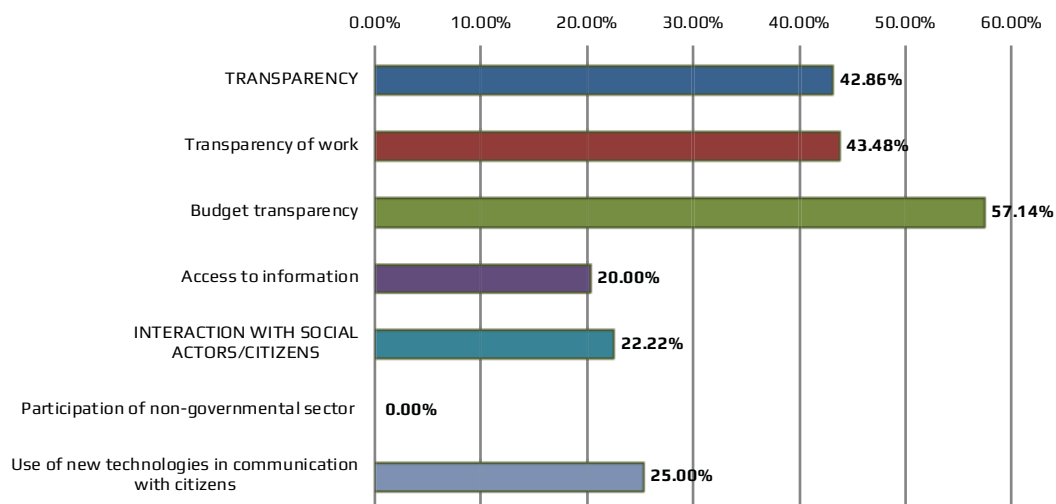
Diagram 9. – Percentage by dimensions and areas for the Government of the Federation BiH

The Government of the Federation BiH achieved a better result in the area Transparency in comparison to the dimension Interaction with social actors/citizens. The best result is achieved in the area Budget Transparency, and the worst in the area Participation of Non-Governmental Sector.

Table 7. – Overview of indicators for the Government of Federation of BiH

TRANSPARENCY	
Transparency of work	
Is there an official website?	1
Is the website up-to-date?	1
Is functional search of the website possible?	1
Is there a section with the most important news regarding the Government's work?	1
Is the website disabled persons friendly?	0
Is the plan of work for 2013 published on the website?	0
Are plans of work for the previous 2 years (2011 and 2012) published on the website?	1
Is at least one current strategy of development published on the website?	1
Is the report on work for 2012 published on the website?	0
Are there reports on work for the previous 2 years (2011 and 2012) published on the website?	0
Is the organogram (organizational scheme) published on the website?	0
Is the scope of work published on the website?	1
Are biographies of the higher ranking officials published on the website?	1
Were public procurement tenders published on the website in the past year (or is there a link for the Administration for Public Procurement)?	0
Are there decisions on awarding public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	0
Are there public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	0
Is the public procurement plan for 2013 published on the website?	0
Is the information about the PR service (contact details and scope of work) published on the website?	1
Is the agenda for the next session of the Government published on the website?	0
Are the materials which were discussed and adopted during a government session afterwards available on the website?	0
Are press releases available on the website following a government session?	1
How are the Government's objectives presented on the website?	0
Does the website offer information on vacancies or is there a link to an institution in charge of that?	0
Budget transparency	
Is the Law on Budget for 2013 available on the website?	1
Are the budgets for the previous 3 years (2010, 2011, 2012) published on the website?	1
Is the Annual Report for 2012 available on the website?	0
Are the annual reports for the previous 3 years (2009, 2010, 2011) published on the website?	1
Is there information on the budget which is comprehensive enough for citizens (table and text overviews), - Citizen Budget?	0
Is there half-year financial report on realization of the budget for the first half of 2013?	0
Are the budget documents published in the open data format?	1

BOSNIA AND HERZEGOVINA

BOSNIA AND HERZEGOVINA

Table 7. – Overview of indicators for the Government of Federation of BiH (continued)

TRANSPARENCY	
Access to information	
Is there a list of information in the possession of a ministry published on the website (Guide for Free Access to Information)?	0
Are contact details of the person in charge of PR published on the website (name, telephone number, e-mail address?	0
Is the Law on Free Access to Information published on the website?	1
Is there a database with all requests for information and responses with regard to free access to information?	0
Is the statistics regarding free access to information published on the website?	0
INTERACTION WITH SOCIAL ACTORS/CITIZENS	
Participation of non-governmental sector	
Are plans for public debates of the ministries visibly presented on the front page of the website?	0
Are invitations for public debated visibly published on the front page of the website?	0
Use of new technologies in communication with citizens	
Is there a contact form for contacting the Prime Minister visible on the front page?	0
Is there a list of the questions asked?	0
Does the government have active Facebook and Twitter accounts?	0
Are there links to Facebook and Twitter accounts on the website?	0
Are all documents in machine readable format or are they in various formats, but at least one format is machine readable?	1
Is there an open license for the information?	0
Is there a separate section for downloading documents?	0
Is the section for downloading documents well organized and searchable?	0
Is there a tool for submitting petitions of citizens?	0
Are there other tools for monitoring the Government's work (reporting misuse of official vehicles, corruption, conflict of interest...)?	0
Are there other tools for reporting and solving issues?	0
Does the PR Office respond to e-mails from citizens within a satisfactory period of time (7 days)?	0
Does the website have "dead links"?	1
Is it possible to post comments?	0
Is there RSS?	1
Are all ministries presented equally on the Government's website?	1
TOTAL	**19**

5.4.1. Transparency

Transparency of work of the Government of the Federation of BiH is not on a high level. The website has a functional search option. The most important news is updated on weekly basis. The plan of work of the Government for the current year is not published, while for previous two years it is. The reports on work for previous three years are not posted on the website. The scope of activities of the Government is presented in details, as well as the biographies of higher ranking officials, but the objectives and priorities for the current mandate are not published. Invitations for public procurement tenders, notifications on awarding of tenders, as well as public procurement contracts are not available on the website of the Government of the Federation of BiH.

The Law on Budget of the Federation BiH for the current and previous three years is published on the designated place, but the report on realization of the budget for 2012 and the half-year report for 2013 are missing. The published budget documents are not presented in a way that would be understandable for citizens. Although it is prescribed in the Law on Free Access to Information, the website does not contain contact information for the person in charge of free access to information.

Citizens cannot participate in the work of the Government of the Federation BiH because the website does not contain a plan for public debates for the current year, and there are no invitations for public debates (the website contains an icon "In public debate", but it cannot be opened).

5.4.2. Interaction with social actors/citizens

The use of new technologies for communication with citizens is not on a satisfying level. The Government of the Federation BiH does not use social networks as a form of communication with citizens. There is no contact form for contacting Prime Minister, and the PR office does not respond to the citizens' e-mail requests within a satisfactory period of seven days. The Government's website does not have an open license, and it is therefore required to obtain permission beforehand in order to publish some information from the website. The website contains a separate section for downloading documents adopted by the Government of the Federation BiH, and it is organized by year of publishing and type of documents. On the website of the Government of the Federation of BIH, all ministries are presented in the same way.

5.5. Entity level – Ministries of the Government of the Federation of BiH

The results of our research indicate that the ministries on the federal level had worse results than those of the Government of the Federation, and the percentage of fulfilled indicators is 32.70%. The best-ranked ministry is the Ministry of Education and Science of the Federation BiH with 48.33% of fulfilled indicators, while the worst result is achieved by the Ministry of Transport and Communication

of BiH with 18.33% of fulfilled indicators. This leads to the conclusion that there is no unified policy for sharing information, because the result of the best-ranked ministries, although it satisfies less than 50% of indicators, is still almost three times better than the lowest-ranked ministry.

Ministry	Percentage
Ministry of Education and Science	48.33%
Ministry of Interior	38.33%
Ministry of Health	38.33%
Ministry of Culture and Sports	38.33%
Ministry of Agriculture, Water managements and Forestry	38.33%
Ministry of Environment and Tourism	36.67%
Ministry of Issues of Veterans and Disabled Veterans of Defensive-Liberation War	35.00%
Ministry of Development, Entrepreneurship and Crafts	35.00%
Ministry of Labor and Social Policy	31.67%
Ministry of Justice	30.00%
Ministry of Finance	30.00%
Ministry of Energy, Mining and Industry	28.33%
Ministry of Trade	28.33%
Ministry of Spatial Planning	25.00%
Ministry of Displaced Persons and Refugees	23.33%
Ministry of Transport and Telecommunications	18.33%

Diagram 10. – Ranking of ministries in the Government of the Federation of BiH

Dimension/Area	Percentage
TRANSPARENCY	39.06%
Transparency of work	51.82%
Budget transparency	3.57%
Access to information	27.50%
INTERACTION WITH SOCIAL ACTORS/CITIZENS	23.18%
Participation of non-governmental sector	22.32%
Use of new technologies in communication with citizens	23.53%

Diagram 11. – Percentage by dimensions and areas for the ministries of the Government of the Federation of BiH

The ministries achieved the best results in the area Transparency of Work, and the worst in the area Budget Transparency.

Table 8. – Overview of indicators for the ministries of the Government of the Federation of BiH

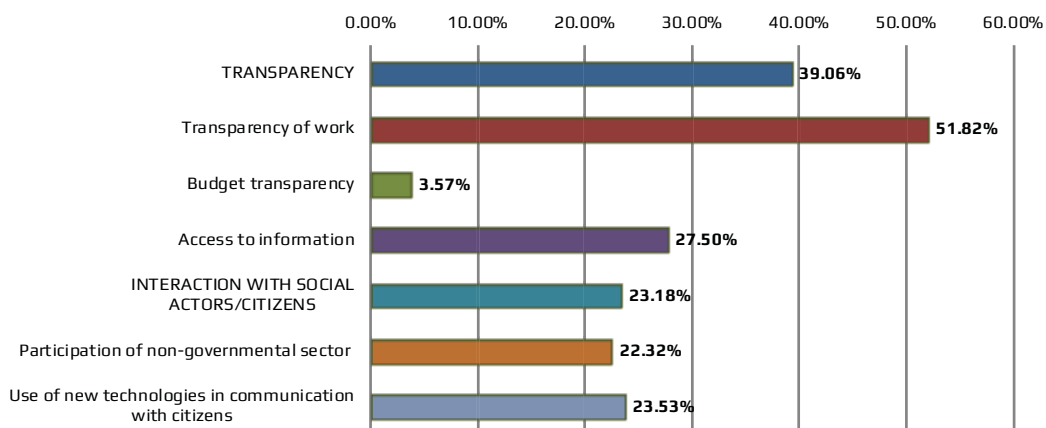| TRANSPARENCY	
Transparency of work	
Is there an official website?	100,00%
Is the website up-to-date?	87,50%
Is functional search of the website possible?	56,25%
Is there a section with the most important news regarding the Government's work?	93,75%
Is the website disabled persons friendly?	0,00%
Is the plan of work for 2013 published on the website?	18,75%
Are plans of work for the previous 2 years (2011 and 2012) published on the website?	12,50%
Is at least one current strategy of development published on the website?	50,00%
Is the report on work for 2012 published on the website?	18,75%
Are there reports on work for the previous 2 years (2011 and 2012) published on the website?	0,00%
Is the organogram (organizational scheme) of the ministry published on the website?	100,00%
Is the scope of work published on the website?	93,75%
Are biographies of the higher ranking officials published on the website?	81,25%
Were public procurement tenders published on the website in the past year (or is there a link for the Administration for Public Procurement)?	37,50%
Were decisions on awarding public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	25,00%
Were public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	0,00%
Is public procurement plan for 2013 published on the website?	0,00%
Are measurable priorities/objectives of the ministry presented on the website?	6,25%
Are the contact details of the ministry (address, telephone number, e-mail) published on the website?	100,00%
Are there contact details for the ministry's organizational units published on the website (address, telephone number, e-mail, name of the person in charge)?	100,00%
Is description of competencies for each organizational unit published on the website?	75,00%
Are the main documents regulating the work of the institution (laws, regulations, decrees…) published on the website?	75,00%
Are the laws and bylaws relevant for the ministry published on the website?	87,50%
Does the website offer information on vacancies or is there a link to an institution in charge of that?	25,00%
Budget transparency	
Is the budget of the ministry for 2013 published on the website?	0,00%
Are the budgets for previous 3 years (2010, 2011, and 2012) published on the website?	6,25%
Is the Annual Report for 2012 available on the website?	0,00%
Are the annual reports for the previous 3 years (2009, 2010, and 2011) published on the website?	0,00%
Is there information on the budget which is comprehensive enough for citizens (table and text overviews), - Citizen Budget?	12,50%
Is there half-year/quarter financial report on realization of the budget for the first half/2nd quarter of 2013?	0,00%
Are the budget documents published in an open data format?	6,25%

BOSNIA AND HERZEGOVINA

Table 8. – Overview of indicators for the ministries of the Government of the Federation of BiH (continued)

Access to information	
Is there a list of information in the possession of a ministry published on the website (Guide for Free Access to Information)?	43,75%
Are contact details of the person in charge of PR published on the website (name, telephone number, and e-mail address?	43,75%
Is the Law on Free Access to Information published on the website?	43,75%
Is there a database with all requests for information and responses with regard to free access to information?	0,00%
Is the statistics regarding free access to information published on the website?	6,25%
INTERACTION WITH SOCIAL ACTORS/CITIZENS	
Participation of non-governmental sector	
Is the plan for public debated for 2013 published on the website?	6,25%
Is there at least one report on a public debate which took place in the past year?	25,00%
Are the drafts of documents to be discussed during public debates published on the website?	43,75%
Is there at least one invitation to a public debate published in the past year?	56,25%
Is the information on composition and members of the working group for drafting laws and other acts published on the website?	0,00%
Are the minutes/reports/releases/news from the working group meetings published on the website?	18,75%
Is the invitation for NGOs to take part in the working group for drafting laws and other acts published on the website?	6,25%
Use of new technologies in communication with citizens	
Is there a contact form for contacting the Prime Minister visible on the front page?	37,50%
Is there a list of the questions asked?	0,00%
Does the government have active Facebook and Twitter accounts?	6,25%
Are there links to Facebook and Twitter accounts on the website?	6,25%
Are all documents in a machine readable format or are they in various formats, but at least one format is machine readable?	87,50%
Is there an open license for the information?	6,25%
Is there a separate section for downloading documents?	68,75%
Is the section for downloading documents well organized and searchable?	37,50%
Is there a tool for submitting petitions of citizens?	0,00%
Are there other tools for monitoring the institution's work (reporting misuse of official vehicles, corruption, and conflict of interest)?	6,25%
Are there tools for providing services?	18,75%
Are there other tools for reporting and solving issues from the ministry's competency?	12,50%
Does the ministry respond to e-mails from citizens within a satisfactory period of time (7 days)?	18,75%
Is online participation in public debates possible?	18,75%
Does the website have "dead links"?	62,50%
Is it possible to post comments?	0,00%
Is there RSS?	12,50%
AVERAGE	**32,71%**

5.5.1. Transparency

Each federal ministry has its own website, with contact information of ministries and organizational units. The majority of websites is updated on weekly basis in special sections for news from the domain of the ministry, while only half of the websites has a functional search option. Only three out of sixteen ministries published their plan of work for the current year, while only two have them for previous two years. Two ministries published last year's report on work, while none of the ministries have this report for the last three years. Half of the federal ministries published at least one current strategy of development. All investigated institutions have organizational schemes, as well as the description of scope of their respective ministry. Little less than 40% of the ministries published at least one invitation for public procurement tenders in the last year, while only ¼ of them published also the decision on awarding the public procurement contract. However, none of the ministries published contracts on public procurements. Only one website of the federal ministries offers measurable objectives and priorities for the current mandate. Four out of sixteen ministries publish available vacancies in their institutions.

Federal ministries had very poor results in the area Budget Transparency. None of the ministries have their current budgets published, and only one ministry published its budget in the last three years. It is impossible to find budget realization for the past four years.

Access to information is limited. Little less than half of the ministries do not have published the Law on Access to Information, the Guide to Free Access to Information or the contact information of PR officials.

None of the ministries published their plan of public debates for 2013, while only ¼ of the ministries published a report on a public debate realized in the last year. Names of members of working groups are not being published, and only one ministry sent an invitation to non-governmental organizations for taking part in a working group.

5.5.2. Interaction with social actors/citizens

Little over ¼ of the ministries has no contact form for addressing the minister. Only one ministry uses social networks for communication with citizens. 2/3 of ministries have a separate section for downloading documents of the ministry, while only half of those sections are searchable. Petitions of citizens cannot be submitted via websites of ministries. Only three federal ministries replied to e-mail requests within the satisfactory seven day period.

5.6. Recommendations for the Government and the ministries of the Federation of BiH

1. Reports on adoption and realization of budget of the Federation BiH should be unified for every year and there should be continuity in following the same principles
2. The Government of the Federation of BiH should publish regularly transparent and complete information on public procurement
3. The Government of the Federation of BiH should improve its communication with citizens through websites by introducing accessible contact forms, regular notifications about public debates, and other tools for citizens' participation.
4. The Government of the Federation of BiH should adopt a unified obliging standard for websites of its ministries, since the scope, the quality and the transparency of published information, as well as the manner of publishing, differs significantly between ministries. Good practices of some ministries so far should be taken into account here and applied to other ministries.

5.7. Entity level – the Government of the Republic of Srpska

The Government of the RS satisfied 49% of the set indicators and achieved a better result than the other entity government – the Government of the Federation of BiH.
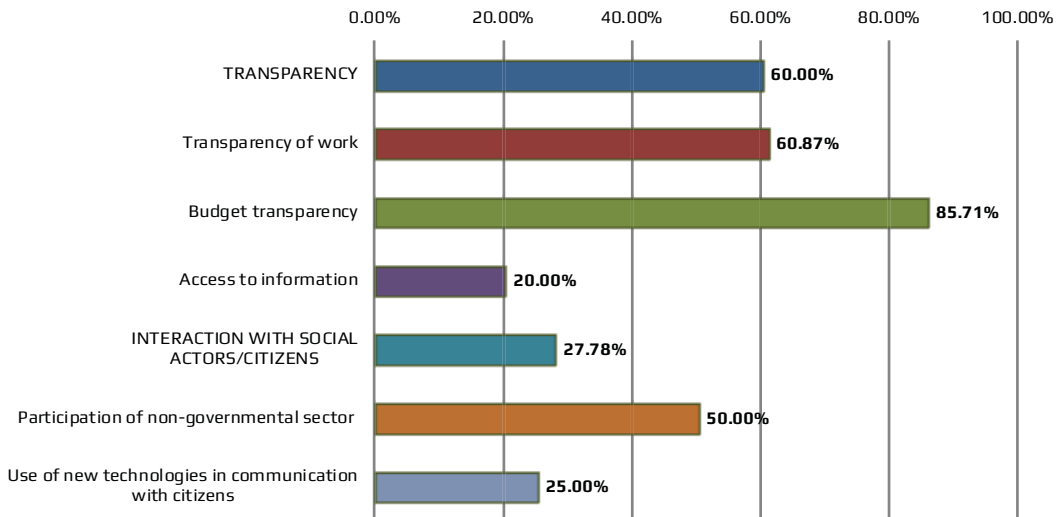

Diagram 12. – **Percentage by dimensions and areas for the Government of the Republic of Srpska**

The Government of the Republic of Srpska achieved a better result in the dimension Transparency in comparison to the dimension Interaction with social actors/citizens. The best result is achieved in the area Budget Transparency and the worst in the area Access to Information.

Table 9. – Overview of indicators for the Government of the RS

TRANSPARENCY	
Transparency of work	
Is there an official website?	1
Is the website up-to-date?	1
Is functional search of the website possible?	1
Is there a section with the most important news regarding the Government's work?	1
Is the website disabled persons friendly?	0
Is the plan of work for 2013 published on the website?	1
Are plans of work for the previous 2 years (2011 and 2012) published on the website?	1
Is at least one current strategy of development published on the website?	1
Is the report on work for 2012 published on the website?	0
Are there reports on work for the previous 2 years (2011 and 2012) published on the website?	0
Is the organogram (organizational scheme) published on the website?	1
Is the scope of work published on the website?	1
Are biographies of the higher ranking officials published on the website?	1
Were public procurement tenders published on the website in the past year (or is there a link for the Administration for Public Procurement)?	1
Are there decisions on awarding public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	0
Are there public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	0
Is the public procurement plan for 2013 published on the website?	0
Is the information about the PR service (contact details and scope of work) published on the website?	1
Is the agenda for the next session of the Government published on the website?	1
Are the materials which were discussed and adopted during a government session afterwards available on the website?	0
Are press releases available on the website following a government session?	1
How are the Government's objectives presented on the website?	0
Does the website offer information on vacancies or is there a link to an institution in charge of that?	0
Budget transparency	
Is the Law on Budget for 2013 available on the website?	1
Are the budgets for the previous 3 years (2010, 2011, 2012) published on the website?	1
Is the Annual Report for 2012 available on the website?	1
Are the annual reports for the previous 3 years (2009, 2010, 2011) published on the website?	1
Is there information on the budget which is comprehensive enough for citizens (table and text overviews), - Citizen Budget?	1
Is there half-year financial report on realization of the budget for the first half of 2013?	0
Are the budget documents published in the open data format?	1

BOSNIA AND HERZEGOVINA

BOSNIA AND HERZEGOVINA

Table 9. – Overview of indicators for the Government of the RS (continued)

TRANSPARENCY	
Access to information	
Is there a list of information in the possession of a ministry published on the website (Guide for Free Access to Information)?	0
Are contact details of the person in charge of PR published on the website (name, telephone number, e-mail address?	1
Is the Law on Free Access to Information published on the website?	0
Is there a database with all requests for information and responses with regard to free access to information?	0
Is the statistics regarding free access to information published on the website?	0
INTERACTION WITH SOCIAL ACTORS/CITIZENS	
Participation of non-governmental sector	
Are plans for public debates of the ministries visibly presented on the front page of the website?	0
Are invitations for public debated visibly published on the front page of the website?	1
Use of new technologies in communication with citizens	
Is there a contact form for contacting the Prime Minister visible on the front page?	0
Is there a list of the questions asked?	0
Does the government have active Facebook and Twitter accounts?	0
Are there links to Facebook and Twitter accounts on the website?	0
Are all documents in machine readable format or are they in various formats, but at least one format is machine readable?	1
Is there an open license for the information?	0
Is there a separate section for downloading documents?	1
Is the section for downloading documents well organized and searchable?	0
Is there a tool for submitting petitions of citizens?	0
Are there other tools for monitoring the Government's work (reporting misuse of official vehicles, corruption, conflict of interest…)?	0
Are there other tools for reporting and solving issues?	0
Does the PR Office respond to e-mails from citizens within a satisfactory period of time (7 days)?	0
Does the website have "dead links"?	0
Is it possible to post comments?	0
Is there RSS?	1
Are all ministries presented equally on the Government's website?	1
TOTAL	26

5.7.1. Transparency

The Government of the Republic of Srpska has a joined website with all its ministries (except for the Ministry of Interior of the RS) which is easily searchable and updated on weekly basis. Although indicators do not include the speed of opening the websites that were investigated, it should be mentioned that the website of the Government of the Republic of Srpska is very slow and that during the investigated period, there were often issues with the website or the access to the website was disabled. The website contains the plan of work of the Government for the current and the previous two years, while the report on work for the past three years is missing. The organizational scheme, the scope and biographies of higher ranking officials are published on the website. It is noticeable that public procurements are not transparent – although invitations for public procurement tenders are being published, decisions on awarded contracts, or contracts themselves cannot be found on the website. Also, the plan for public procurement for the current year is also missing. The Government objectives for the current mandate are not published and it is not possible to find information on vacancies on the website.

Budget transparency is partially guaranteed by existence of budget archive for the last 10 years, although rebalances of budget were published only for two years, but there were much more of them. Half-year report on realization of budget for the current years is not published.

Accessing information is difficult, since the Guide for Free Access to Information is not published on the website. There is no section for access to information, the Law on Free Access to Information is not published on the website and there is no list of all requests for access to information and responses as prescribed by the Law.

5.7.2. Interaction with social actors/citizens

Participation of citizens in creating public policy is partially guaranteed by the website of the Government of the Republic of Srpska. Although invitations to public debates are being published, citizens do not have access to the plan for public debates for the current year.

The use of new technologies in the work of the Government of RS is not on a satisfactory level. There is no direct contact form for addressing the Prime Minister and social networks are not being used for communication with citizens. The website of the Government does not have an open license and permission is required beforehand for publishing any material from the website. Although there is a section for downloading documents, it is not searchable, so it is difficult to find a document you are interested in. The Government of the RS does not reply to e-mail requests within the recommended period of seven days. All ministries of the Government are presented in the same way.

5.8. Entity level – Ministries of the Government of the RS

The results of our study showed that the ministries in the Republic of Srpska scored twice as bad as the Government of the RS, while the percentage of fulfillment of indicators is just little over 25.21%. The highest-ranked ministry is the Ministry of Interior of RS with 41.67% of fulfilled indicators, while the Ministry of Education and Culture is the lowest-ranked with 15%. Based on that we can conclude that there is no unified policy of sharing information, since the best-ranked ministry, although it does not even satisfy 50% of indicators, has almost three times better result than the lowest-ranking one.

Ministry of Interior	41.67%
Ministry of Justice	33.33%
Ministry of Trade and Tourism	30.00%
Ministry of Economic Relations and Regional Cooperation	28.33%
Ministry of Spatial Planning	28.33%
Ministry of Health and Social Protection	26.67%
Ministry of Finance	25.00%
Ministry of Transport and Communications	25.00%
Ministry of Industry, Energy and Mining	23.33%
Ministry of Science and Technology	23.33%
Ministry of Administration and Local Government	21.67%
Ministry of Labor and Soldiers and Disabled Persons Protection	21.67%
Ministry of Agriculture, Forestry and Water Management,…	21.67%
Ministry of Family, Youth and Sports	20.00%
Ministry of Refugees and Displaced Persons	18.33%
Ministry of Education and Culture	15.00%

Diagram 13. – Ranking of the ministries of the Government of the RS

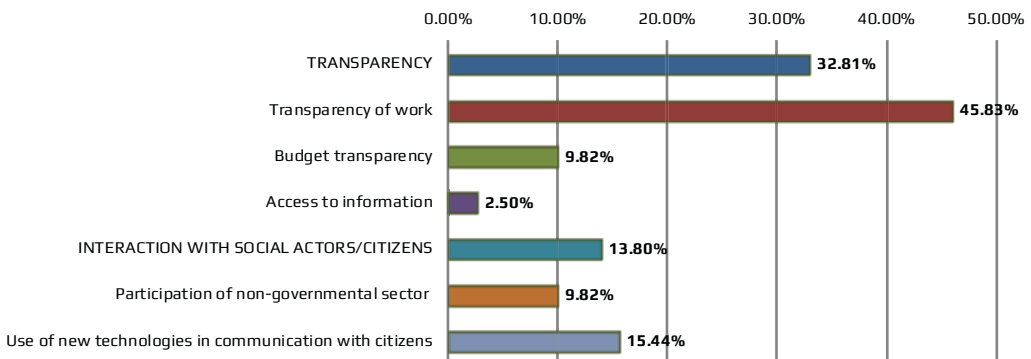|	
TRANSPARENCY	32.81%
Transparency of work	45.83%
Budget transparency	9.82%
Access to information	2.50%
INTERACTION WITH SOCIAL ACTORS/CITIZENS	13.80%
Participation of non-governmental sector	9.82%
Use of new technologies in communication with citizens	15.44%

Diagram 14. – Percentage by dimension and areas for ministries of the Government of the RS

We can see that the ministries achieved the best results in the area Transparency of work of state institutions and the worst in the area Access to Information.

Table 10. – Overview of indicators for the ministries of the Republic of Srpska

TRANSPARENCY	
Transparency of work	
Is there an official website?	100,00%
Is the website up-to-date?	81,25%
Is functional search of the website possible?	93,75%
Is there a section with the most important news regarding the Government's work?	100,00%
Is the website disabled persons friendly?	0,00%
Is the plan of work for 2013 published on the website?	6,25%
Are plans of work for the previous 2 years (2011 and 2012) published on the website?	6,25%
Is at least one current strategy of development published on the website?	50,00%
Is the report on work for 2012 published on the website?	0,00%
Are there reports on work for the previous 2 years (2011 and 2012) published on the website?	6,25%
Is the organogram (organizational scheme) of the ministry published on the website?	87,50%
Is the scope of work published on the website?	93,75%
Are biographies of the higher ranking officials published on the website?	75,00%
Were public procurement tenders published on the website in the past year (or is there a link for the Administration for Public Procurement)?	6,25%
Were decisions on awarding public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	6,25%
Were public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	0,00%
Is public procurement plan for 2013 published on the website?	0,00%
Are measurable priorities/objectives of the ministry presented on the website?	12,50%
Are the contact details of the ministry (address, telephone number, e-mail) published on the website?	93,75%
Are there contact details for the ministry's organizational units published on the website (address, telephone number, e-mail, name of the person in charge)?	43,75%
Is description of competencies for each organizational unit published on the website?	87,50%
Are the main documents regulating the work of the institution (laws, regulations, decrees...) published on the website?	62,50%
Are the laws and bylaws relevant for the ministry published on the website?	81,25%
Does the website offer information on vacancies or is there a link to an institution in charge of that?	6,25%
Budget transparency	
Is the budget of the ministry for 2013 published on the website?	12,50%
Are the budgets for previous 3 years (2010, 2011, and 2012) published on the website?	18,75%
Is the Annual Report for 2012 available on the website?	0,00%
Are the annual reports for the previous 3 years (2009, 2010, and 2011) published on the website?	0,00%
Is there information on the budget which is comprehensive enough for citizens (table and text overviews), - Citizen Budget?	18,75%
Is there half-year/quarter financial report on realization of the budget for the first half/2nd quarter of 2013?	0,00%
Are the budget documents published in an open data format?	18,75%

BOSNIA AND HERZEGOVINA

Table 10. – Overview of indicators for the ministries of the Republic of Srpska (continued)

Access to information	
Is there a list of information in the possession of a ministry published on the website (Guide for Free Access to Information)?	6,25%
Are contact details of the person in charge of PR published on the website (name, telephone number, and e-mail address?	6,25%
Is the Law on Free Access to Information published on the website?	0,00%
Is there a database with all requests for information and responses with regard to free access to information?	0,00%
Is the statistics regarding free access to information published on the website?	0,00%
INTERACTION WITH SOCIAL ACTORS/CITIZENS	
Participation of non-governmental sector	
Is the plan for public debated for 2013 published on the website?	0,00%
Is there at least one report on a public debate which took place in the past year?	25,00%
Are the drafts of documents to be discussed during public debates published on the website?	6,25%
Is there at least one invitation to a public debate published in the past year?	25,00%
Is the information on composition and members of the working group for drafting laws and other acts published on the website?	6,25%
Are the minutes/reports/releases/news from the working group meetings published on the website?	6,25%
Is the invitation for NGOs to take part in the working group for drafting laws and other acts published on the website?	0,00%
Use of new technologies in communication with citizens	
Is there a contact form for contacting the Prime Minister visible on the front page?	6,25%
Is there a list of the questions asked?	0,00%
Does the government have active Facebook and Twitter accounts?	6,25%
Are there links to Facebook and Twitter accounts on the website?	6,25%
Are all documents in a machine readable format or are they in various formats, but at least one format is machine readable?	87,50%
Is there an open license for the information?	6,25%
Is there a separate section for downloading documents?	12,50%
Is the section for downloading documents well organized and searchable?	0,00%
Is there a tool for submitting petitions of citizens?	0,00%
Are there other tools for monitoring the institution's work (reporting misuse of official vehicles, corruption, and conflict of interest)?	6,25%
Are there tools for providing services?	6,25%
Are there other tools for reporting and solving issues from the ministry's competency?	6,25%
Does the ministry respond to e-mails from citizens within a satisfactory period of time (7 days)?	18,75%
Is online participation in public debates possible?	0,00%
Does the website have "dead links"?	6,25%
Is it possible to post comments?	0,00%
Is there RSS?	93,75%
AVERAGE	**25,21%**

5.8.1. Transparency

All ministries have their web presentations on the website of the Government of the Republic of Srpska. Each ministry has a special section with news and most of them are updated on weekly basis and are easily searchable. None of the ministries published the plan of work for the current year, and only one ministry published plans of work for previous two years. Half of the ministries published at least one current strategy of development. None of the ministries published the plan of public procurement for 2013, while only one ministry published an invitation to public tender procedure. Almost all ministries published description of competencies for each of their organizational units. Only one ministry published a vacancy on the website.

Non-transparency of budget is noticeable from the fact that only two ministries published their budgets for 2013, while none of the ministries has a report on realization of budget for previous three years, nor the realization of budget for the first half of 2013.

Accessing information is difficult, since only one ministry has published the Guide for Free Access to Information and the PR officer's contact details. None of the ministries posted the Law on Free Access to Information and there is no list of all requests and responses regarding free access to information.

5.8.2. Interaction with social actors/citizens

Participation of citizens in creating public policy is limited, since none of the ministries published the plan of public debates for the current year. Only ¼ of the ministries of the Government of the Republic of Srpska published invitation for a public debate in the last year, and the same number of ministries published report on a public debate that took place.

The use of new technologies is not yet a common thing in the ministries in the RS. Only the Ministry of Interior of the RS has an account on a social network, while only one ministry has a contact form for addressing the minister. Only the Ministry of Interior has open license, while for other ministries permission is required beforehand in order to use information from their websites. Only two ministries have a separate section for downloading documents, but those sections are not searchable. Only three ministries replied to e-mail requests in the satisfactory period of 7 days.

5.9. Recommendations for the Government and the ministries of the Republic of Srpska

1. Reports on adoption and realization of budget of the Republic of Srpska should be more comprehensive and should include relevant documents such as rebalance of budget and precise documents on realization of budget.

2. The Government of the RS should regularly publish transparent and complete information on public procurement.

3. On its website, the Government of RS is obliged to publish guidelines and enable access to information pursuant to the Law on Free Access to Information, which is currently not the case. This should be fixed as soon as possible. The same goes for the ministries of the Government of the RS.

4. The Government of the RS should improve communication with citizens through the website by introducing accessible contact forms, publishing notifications on public debates regularly, and by other tools enabling participation of citizens.

5. Frequent and continued technical issues with the website of the Government of the RS are a serious problem with regard to access to information that this website offers and this should be fixed in order for the website to become truly functional.

6. In addition to recommendations for the Government of the RS, the ministries should develop their own websites which would offer them more possibilities for informing and involving citizens more on their work.

7. Content and access to published information of various ministries should be unified based on existing good practices.

6. SERBIA

6.1. The Government of the Republic of Serbia

Out of 53 indicators in total, the Government of the Republic of Serbia has been assessed positively to 22 indicators (41.51%).

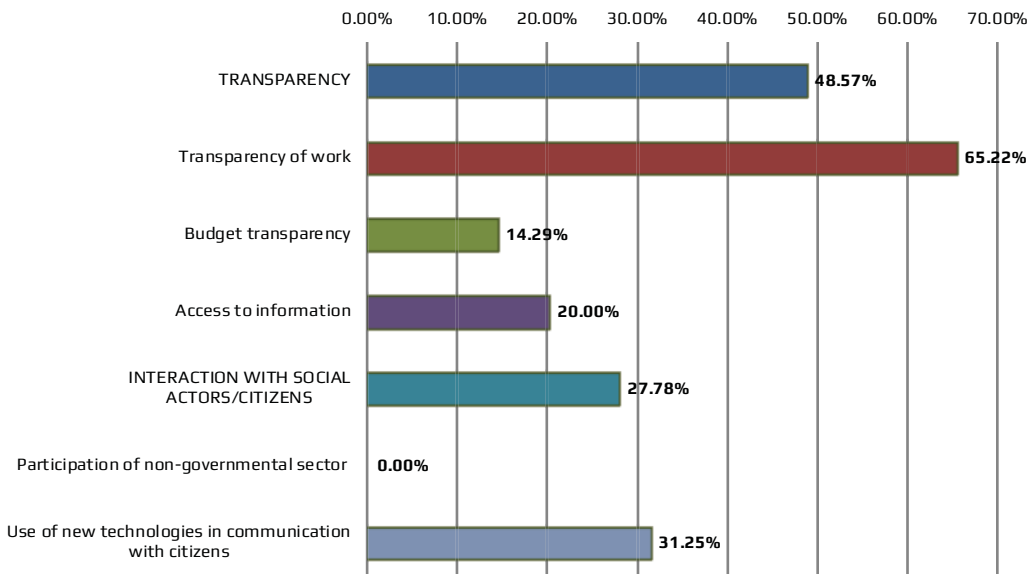**Diagram 15. – Percentage by dimensions and areas for the Government of the Republic of Serbia**

In the dimension Transparency, the Government of Serbia achieved a better result in comparison to the dimension Interaction with Social Actors/Citizens. The best result is achieved in the area Transparency of Work of State Institutions and the worst, with 0%, in the area Participation of Non-Governmental Sector.

Table 11. – Overview of indicators for the Government of the Republic of Serbia

TRANSPARENCY	
Transparency of work	
Is there an official website?	1
Is the website up-to-date?	1
Is functional search of the website possible?	1
Is there a section with the most important news regarding the Government's work?	1
Is the website disabled persons friendly?	0
Is the plan of work for 2013 published on the website?	0
Are plans of work for the previous 2 years (2011 and 2012) published on the website?	0
Is at least one current strategy of development published on the website?	1
Is the report on work for 2012 published on the website?	1
Are there reports on work for the previous 2 years (2011 and 2012) published on the website?	1
Is the organogram (organizational scheme) published on the website?	1
Is the scope of work published on the website?	1
Are biographies of the higher ranking officials published on the website?	1
Were public procurement tenders published on the website in the past year (or is there a link for the Administration for Public Procurement)?	0
Are there decisions on awarding public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	0
Are there public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	0
Is the public procurement plan for 2013 published on the website?	0
Is the information about the PR service (contact details and scope of work) published on the website?	1
Is the agenda for the next session of the Government published on the website?	0
Are the materials which were discussed and adopted during a government session afterwards available on the website?	1
Are press releases available on the website following a government session?	1
How are the Government's objectives presented on the website?	1
Does the website offer information on vacancies or is there a link to an institution in charge of that?	1
Budget transparency	
Is the Law on Budget for 2013 available on the website?	0
Are the budgets for the previous 3 years (2010, 2011, 2012) published on the website?	0
Is the Annual Report for 2012 available on the website?	0
Are the annual reports for the previous 3 years (2009, 2010, 2011) published on the website?	0
Is there information on the budget which is comprehensive enough for citizens (table and text overviews), - Citizen Budget?	0
Is there half-year financial report on realization of the budget for the first half of 2013?	0
Are the budget documents published in the open data format?	1

Table 11. – Overview of indicators for the Government of the Republic of Serbia (continued)

TRANSPARENCY	
Access to information	
Is there a list of information in the possession of a ministry published on the website (Guide for Free Access to Information)?	1
Are contact details of the person in charge of PR published on the website (name, telephone number, e-mail address?	0
Is the Law on Free Access to Information published on the website?	0
Is there a database with all requests for information and responses with regard to free access to information?	0
Is the statistics regarding free access to information published on the website?	0
INTERACTION WITH SOCIAL ACTORS/CITIZENS	
Participation of non-governmental sector	
Are plans for public debates of the ministries visibly presented on the front page of the website?	0
Are invitations for public debated visibly published on the front page of the website?	0
Use of new technologies in communication with citizens	
Is there a contact form for contacting the Prime Minister visible on the front page?	0
Is there a list of the questions asked?	0
Does the government have active Facebook and Twitter accounts?	1
Are there links to Facebook and Twitter accounts on the website?	0
Are all documents in machine readable format or are they in various formats, but at least one format is machine readable?	0
Is there an open license for the information?	0
Is there a separate section for downloading documents?	1
Is the section for downloading documents well organized and searchable?	0
Is there a tool for submitting petitions of citizens?	0
Are there other tools for monitoring the Government's work (reporting misuse of official vehicles, corruption, conflict of interest...)?	0
Are there other tools for reporting and solving issues?	0
Does the PR Office respond to e-mails from citizens within a satisfactory period of time (7 days)?	1
Does the website have "dead links"?	1
Is it possible to post comments?	0
Is there RSS?	0
Are all ministries presented equally on the Government's website?	1
TOTAL	**22**

6.1.1. Transparency

The Government of the Republic of Serbia achieved better results in the field of up-to-dated-ness of information posted on the official website, as well as with regard to searchability of information available on the website. The objectives of the Government are also clearly presented. The materials that were adopted are updated regularly on weekly basis and press releases are published.

The results of the study showed that the Government did not publish the plan of work for the current year (2013), or the plans for the previous two years (2011 and 2012). In addition, it is not possible to find the documents related to the plans for public procurement, public procurement contracts, or the link for the institution in charge – the Administration for Public Procurement.

The results for budget transparency, although it is one of the most important indicators of the Government's transparency, are the poorest. On the official website of the Government six out of seven required pieces of information are missing. In addition, the website does not offer information regarding the Law on Budget for 2013, the budgets for the previous three years (2010, 2011 and 2010), or the annual reports for the period 2009-2012. There is no information regarding Citizen Budget and regular half year reports, which is why the only satisfied criterion looses importance unless previous criteria are fully satisfied.[39]

With regard to the indicators measuring access to information which are not publicly available, the Government of the Republic of Serbia had 1 out of 5 required pieces of information. The only positive answer within this area is related to the existence of the Guide to Free Access to Information in the Government's possession. However, the full text of the Law on Free Access to Information of Public Importance is not available on the website, nor are the contact details of the PR officer.[40] In addition, there is no database with all requests for information and answers with regard to free access to information of public importance, or official statistics for the previous year 2012.

6.1.2. Interaction with social actors/citizens

When the interaction with social actors/citizens is analyzed by indicators, the indicator with the poorest results is the one related to participation of wider public and interested parties, i.e. non-governmental actors, and the Government of the Republic of Serbia did not even have one positive answer there. According to the indicators measuring the use of new technologies

---

[39] The seventh criterium is related to publishing of documents in an open format. This criterium is fulfilled, because the existing documents - of secondary importance or of partial content - are published in open formats.

[40] Contact details of the PR official should be clearly published on the website; therefore the institution's fact sheet was not relevant as the source of information.

in communication with citizens, the Government of the Republic of Serbia had 5 out of 16 required pieces of information, which is 31.25%.

The indicator measuring participation of non-governmental actors has the poorest result with no positive answers out of 2 required pieces of information. On the official website of the Government, it is not possible to find information related to plans for public debates for 2013 and invitations to those debates.

The Government of the Republic of Serbia answers to the e-mail requests of citizens within a satisfactory period (7 days) and offers an option to report and resolve issues by using various tools. In addition, the website also has a special section for downloading documents. All ministries are presented equally.

The study showed that the official website does not contain information regarding the tools for submitting petitions of citizens, the form for addressing the Prime Minister, or information regarding monitoring of the Government. It is not possible to post comments on the website and there is also no RSS.

6.2. Ministries of the Government of the Republic of Serbia

The research included 17 ministries of the Government of the Republic of Serbia. The Ministry of Economy was excluded from the analysis, because in the studied period it did not have a website. After reconstruction of the Government, the website that was used by the Ministry of Finance and Economy is now used by the Ministry of Finance.

An average result of the ministries of the Government of the Republic of Serbia is 24, i.e. 40%, which is a slightly worse result than that of the Government of Serbia.

The following four ministries achieved the best results: the Ministry of Interior, the Ministry of Education, Science and Technological Development, the Ministry of Culture and Information and the Ministry of Foreign and Internal Trade and Telecommunications with 27, i.e. 45%, of positively assessed indicators, while the Ministry of Youth and Sports is ranked the lowest with 14, i.e. 23.33%, of positively assessed indicators. What is indicative and very obvious is that the first-ranked ministries have almost twice as many points as the last-ranked ministry.

Ministry	Percentage
Ministry of Interior	45.00%
Ministry of Education, Science and Technological Development	45.00%
Ministry of Culture and Information	45.00%
Ministry of Foreign and Internal Trade and Telecommunications	45.00%
Ministry of Natural Resources, Mining and Spatial Planning	43.33%
Ministry of Regional Development and Local Government	41.67%
Ministry of Health	41.67%
Ministry of Labor, Employment and Social Policy	41.67%
Ministry of Foreign Affairs	40.00%
Ministry of Justice and State Administration	40.00%
Ministry of Agriculture, Forestry and Water Management	40.00%
Ministry of Energy, Development and Environment Protection	40.00%
Ministry of Defense	38.33%
Ministry of Traffic	38.33%
Ministry of Finance	36.67%
Ministry of Construction and Urban Planning	31.67%
Ministry of Youth and Sports	23.33%

Diagram 16. – Ranking of the ministries of the Government of the Republic of Serbia

Dimension/Area	Percentage
TRANSPARENCY	46.41%
Transparency of work	54.17%
Budget transparency	36.97%
Access to information	22.35%
INTERACTION WITH SOCIAL ACTORS/CITIZENS	29.90%
Participation of non-governmental sector	22.69%
Use of new technologies in communication with citizens	32.87%

Diagram 17. – Percentage by dimensions and areas for the ministries of Government of the Republic of Serbia

We can see that the ministries of the Republic of Serbia achieved better average results in the dimension Transparency in comparison to the dimension Interaction with social actors/citizens. The best result is achieved in the area Transparency of work of state institutions and the worst in the area Access to Information.

Table 12. – Overview of indicators for the ministries of the Government of the Republic of Serbia
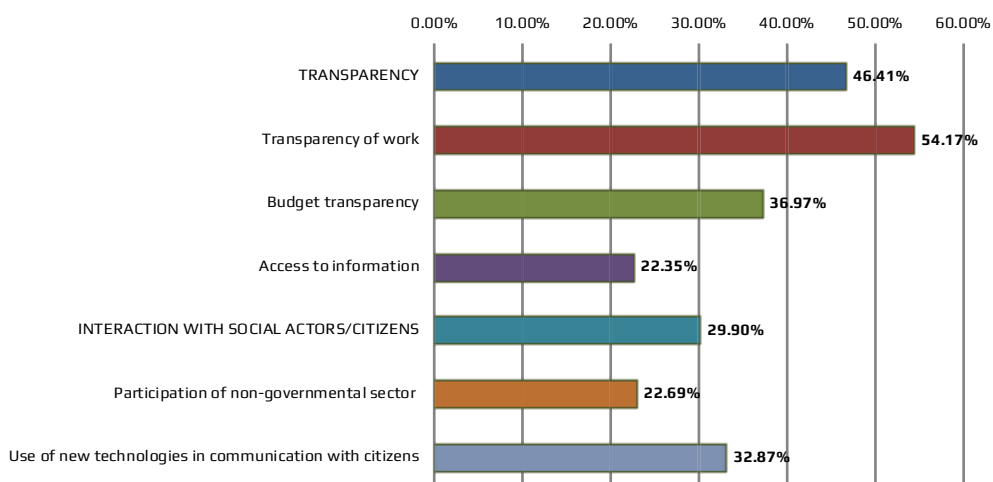
TRANSPARENCY	
Transparency of work	
Is there an official website?	100,00%
Is the website up-to-date?	100,00%
Is functional search of the website possible?	82,35%
Is there a section with the most important news regarding the Government's work?	100,00%
Is the website disabled persons friendly?	64,71%
Is the plan of work for 2013 published on the website?	5,88%
Are plans of work for the previous 2 years (2011 and 2012) published on the website?	0,00%
Is at least one current strategy of development published on the website?	58,82%
Is the report on work for 2012 published on the website?	23,53%
Are there reports on work for the previous 2 years (2011 and 2012) published on the website?	0,00%
Is the organogram (organizational scheme) of the ministry published on the website?	100,00%
Is the scope of work published on the website?	88,24%
Are biographies of the higher ranking officials published on the website?	58,82%
Were public procurement tenders published on the website in the past year (or is there a link for the Administration for Public Procurement)?	94,12%
Were decisions on awarding public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	23,53%
Were public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	11,76%
Is public procurement plan for 2013 published on the website?	76,47%
Are measurable priorities/objectives of the ministry presented on the website?	5,88%
Are the contact details of the ministry (address, telephone number, e-mail) published on the website?	35,29%
Are there contact details for the ministry's organizational units published on the website (address, telephone number, e-mail, name of the person in charge)?	29,41%
Is description of competencies for each organizational unit published on the website?	94,12%
Are the main documents regulating the work of the institution (laws, regulations, decrees...) published on the website?	0,00%
Are the laws and bylaws relevant for the ministry published on the website?	94,12%
Does the website offer information on vacancies or is there a link to an institution in charge of that?	52,94%
Budget transparency	
Is the budget of the ministry for 2013 published on the website?	94,12%
Are the budgets for previous 3 years (2010, 2011, and 2012) published on the website?	11,76%
Is the Annual Report for 2012 available on the website?	5,88%
Are the annual reports for the previous 3 years (2009, 2010, and 2011) published on the website?	0,00%
Is there information on the budget which is comprehensive enough for citizens (table and text overviews), - Citizen Budget?	0,00%
Is there half-year/quarter financial report on realization of the budget for the first half/2nd quarter of 2013?	52,94%
Are the budget documents published in an open data format?	94,12%

Table 12. – Overview of indicators for the ministries of the Government of the Republic of Serbia (continued)

Access to information	
Is there a list of information in the possession of a ministry published on the website (Guide for Free Access to Information)?	88,24%
Are contact details of the person in charge of PR published on the website (name, telephone number, and e-mail address?	5,88%
Is the Law on Free Access to Information published on the website?	5,88%
Is there a database with all requests for information and responses with regard to free access to information?	0,00%
Is the statistics regarding free access to information published on the website?	11,76%
INTERACTION WITH SOCIAL ACTORS/CITIZENS	
Participation of non-governmental sector	
Is the plan for public debated for 2013 published on the website?	0,00%
Is there at least one report on a public debate which took place in the past year?	41,18%
Are the drafts of documents to be discussed during public debates published on the website?	76,47%
Is there at least one invitation to a public debate published in the past year?	29,41%
Is the information on composition and members of the working group for drafting laws and other acts published on the website?	11,76%
Are the minutes/reports/releases/news from the working group meetings published on the website?	0,00%
Is the invitation for NGOs to take part in the working group for drafting laws and other acts published on the website?	0,00%
Use of new technologies in communication with citizens	
Is there a contact form for contacting the Prime Minister visible on the front page?	11,76%
Is there a list of the questions asked?	11,76%
Does the government have active Facebook and Twitter accounts?	17,65%
Are there links to Facebook and Twitter accounts on the website?	17,65%
Are all documents in a machine readable format or are they in various formats, but at least one format is machine readable?	0,00%
Is there an open license for the information?	23,53%
Is there a separate section for downloading documents?	88,24%
Is the section for downloading documents well organized and searchable?	5,88%
Is there a tool for submitting petitions of citizens?	0,00%
Are there other tools for monitoring the institution's work (reporting misuse of official vehicles, corruption, and conflict of interest)?	0,00%
Are there tools for providing services?	64,71%
Are there other tools for reporting and solving issues from the ministry's competency?	58,82%
Does the ministry respond to e-mails from citizens within a satisfactory period of time (7 days)?	29,41%
Is online participation in public debates possible?	82,35%
Does the website have "dead links"?	64,71%
Is it possible to post comments?	17,65%
Is there RSS?	64,71%
AVERAGE	**39,80%**

6.2.1. Transparency

The websites of the ministries of the Republic of Serbia are generally well organized and systematic. They are updated regularly in the sense of the most important news regarding the work of the ministries. It is noticeable that the majority of ministries publish on their official websites the biographies of their highest ranking officials, description of competencies of their organizational units and their organizational scheme.

The results of the study show that the ministries did not publish plans of work for the current year (2013) and for the previous two years (2011 and 2012), or the reports on work for the same periods. On majority of websites you cannot find measurable priorities/objectives of the ministry, or complete information with basic contact details. None of these ministries has a section on their websites for publishing the most important acts relevant for the institution's work.

With regard to budget transparency, it is a positive fact that 16 out of 17 ministries published their budgets for 2013. However, only two ministries did that for the period 2010 – 2012. Almost the same as in the case of the Government of the Republic of Serbia, there are no annual state of accounts reports for the period 2009-2012. Also, none of the ministries published Citizens' Budget. The majority of information is, however, published in an open format.[41]

Just like in the case of the Government of the Republic of Serbia, the only positive indicators in the area Access to Information are related to the existence of the Guide for Free Access to Information in possession of the ministries. On the other hand, the great majority of ministries do not have complete information regarding contact details of the PR official[42], and the Law on Free Access to Information of Public Importance is not published. In addition, the majority of websites do not offer database with all requests for information and answers with regards to free access to information, or official statistics for the previous year 2012.

6.2.2. Interaction with social actors/citizens

Out of 7 indicators measuring participation of non-governmental actors, the ministries of the Government of the Republic of Serbia had, on average, positive answers to two. It is indicative that none of these ministries had the plan for public debates for 2013 published on their websites, nor the composition of working groups for drafting laws and other acts. In addition, none of the ministries publishes official invitations for participation of NGOs in working groups.

What is positive in this group of indicators is the fact that the majority of ministries publish draft documents to be discussed on public debates and give opportunity to citizens to post their proposals and suggestions.

---

[41] In this regional study, an open data format is any format that is readable, i.e. not scanned as "a closed image" (closed.pdf, .jpg, .jpeg, etc.). A more narrow interpretation of the open data concept is that of machine readable formats, such as XML, RDF, JSON, CSV.

[42] Fullfillment of these indicators is analyzed the same way as in the case of the Government – fact sheets were not relevant as the souce of information for contact details of the PR official.

Indicators which are positively assessed in the area "Use of new technologies in communication with citizens" are related to the existence of a separate section for downloading documents, various tools for providing services, option for online participation in public debates, as well as the existence of the RSS.

The study showed that the majority of ministries do not have active Facebook and Twitter accounts; there are no tools for monitoring and controlling the government, and no possibility for citizens to submit petitions. In addition, the websites of ministries offer no possibility for posting comments and the ministries do not respond to the citizens' e-mails in a satisfactory period of time (7 days).

6.3. Recommendations for the Government and the ministries of the Republic of Serbia

1. Improve budget transparency. The monitoring results show that this is one of the most problematic areas in the work of the Government and the ministries and that the institutions in the Republic of Serbia are not transparent when it comes to budget. This means that citizens are deprived of their right to have an insight into how their money is being spent. It is necessary that the Government and the ministries start complying with the law regarding publishing of budget documents in order to improve their budget transparency. This includes regular publishing of annual budget, half-year financial reports and annual reports. These documents should be published in a machine readable format suitable for further processing.[43] In addition to the need for the Government and the ministries to make budget documents accessible to public, they should also incite citizens to take an active part in the budget process. One of the ways to do that is by publishing the Citizens' Budgets, in which the budgets would be presented in a clear and simple way.

2. Enable providing better quality information to citizens regarding operational objectives, plans of work and reports on work of ministries and the Government. The research has indicated that presenting of operational goals is on a very low level, i.e. only 1 out of 17 ministries gives an option to citizens to learn more about their plans and priorities. Unless the Government and the ministries publish their operational objectives, citizens cannot know if they were fulfilled or not, which is why it is not possible to evaluate their work and consistency. We recommend for the Government and the ministries to start setting their operational goals based on a simple uniform methodology and publishing them in the same form on all their official websites. The Law on Government prescribes preparation of annual plans and reports for the Parliament. According to the Article 36, the Government is obliged to submit to the Parliament the report on its work for previous year. The same law prescribes that the ministries, as well as other government institutions - separate organizations, should prepare annual plan of work to be submitted to the Government, based on which the Government should prepare its own annual plan of work (Article 63). It is necessary to start immediate implementation of the existing laws and to adopt a unified form of plans of work for ministries, aligned with unifying plan of work of the Governments. On the other hand,

---

[43] As we stated earlier, machine-readable data are published in the formats such as XML, RDF, JSON, CSV…

the institution controlling the executive power, in this case the Parliament, has to exercise additional pressure on the Government to submit report on work on time.

3. Enable good quality implementation of the Law on Free Access to Information of Public Importance. The Constitution of the Republic of Serbia determined that the right to free access to information of public importance is a basic human right and this right is ensured through the Law on Free Access to Information of Public Importance. This right is in direct correlation with the principle of transparency of work of state institutions. The study showed that the majority of ministries, as well as the Government, do not publish the Law on Free Access to Information of Public Importance, nor the statistics related to free access to information. It is necessary to apply the mechanism and guaranties for implementation of the existing regulations in practice, as well as to monitor their implementation and realization.

4. Increase the level of transparency of public debates and include the civil sector. Citizens have a constitutionally guaranteed right to influence creation of policies. Public debates are one of the means to ensure transparency of work of state institutions and their goal is to increase democratic participation of citizens. It is necessary that ministries and the Government recognize the importance of participation of the NGO sector in the process of drafting laws. A partner relationship would enable a better quality and more transparent process of adoption of the most important laws and by-laws. An option is to use the existing mechanisms of gathering civil society organizations through the Government Office for Cooperation with Civil Society, which would invite these organizations, using its register and in accordance with their field of activities, to get involved in the work of working groups or public debates.

5. More proactive use of new technologies and encouragement of citizens to participate. Use of Facebook and Twitter here is considered crucial. New technologies have brought along new way of communication and we should adapt to this fact. Three out of 17 ministries have their accounts, but the question is how authentic they can be considered to be if there are no links to those accounts on the institution's official website. The recommendation is to activate these accounts, update them on regular basis and put links to those accounts on the official websites of the ministries/the Government, as one of the main ways of communication with citizens. That way the institutions would make their work more available to public and thereby would earn the trust that is required, while citizens, on the other hand, would be able to actively participate in the work of the institution they are interested in.

6. Enhance the existing quality of websites. The study showed that there are huge discrepancies in the content and the way of publishing of information on the websites of the Government and the ministries. Therefore, it is necessary to achieve the best possible systematization and uniformity in order to make it easier for citizens to obtain information they are looking for. The Government of Serbia has adopted "The Guidelines for creating websites for state institutions V. 4.0", as a document which should guide state institutions in the process of creating their websites. The document contains precise steps and clear remarks as to which information should take place in each web presentation and which format. The recommendation is for these guidelines to become an obliging document, since it has been proven that in practice the Government and the ministries apply it at their own will.

7. MACEDONIA

7.1. The Government of the Republic of Macedonia

The Government of Macedonia satisfied 35.9% of indicators which places it on the last place among the governments in the region.
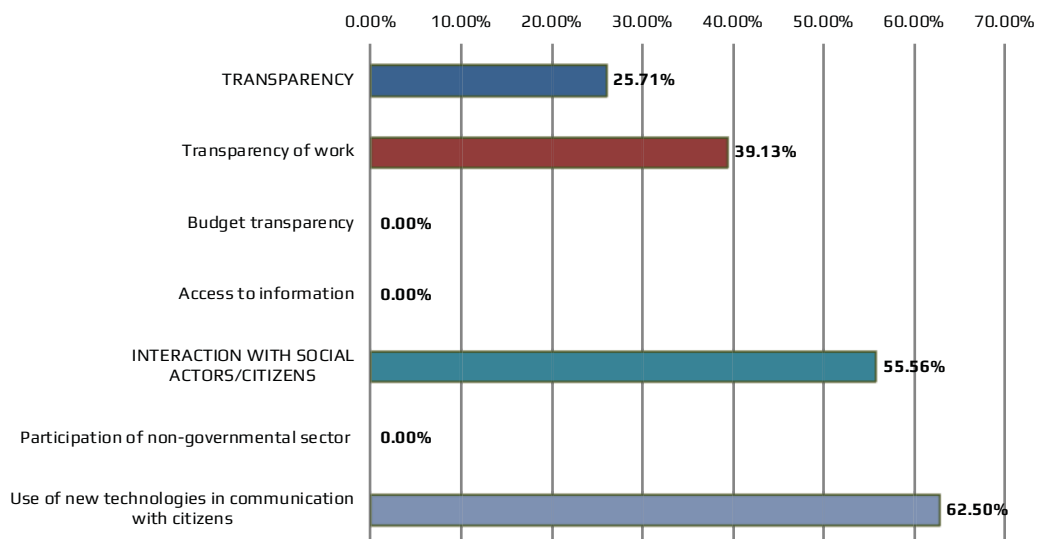
Diagram 18. – Percentage by dimensions and areas for the Government of the Republic of Macedonia

We can see that a better result is achieved in the dimension Interaction with Social Actors/Citizens than in the dimension Transparency. The best result is achieved in the area Use of New Technologies in Communication with Citizens, and the worst in the areas: Budget Transparency, Access to Information and Participation of Non-Governmental Sector.

MACEDONIA

Table 13. – Overview of indicators for the Government of the Republic of Macedonia

TRANSPARENCY	
Transparency of work	
Is there an official website?	1
Is the website up-to-date?	1
Is functional search of the website possible?	0
Is there a section with the most important news regarding the Government's work?	1
Is the website disabled persons friendly?	0
Is the plan of work for 2013 published on the website?	1
Are plans of work for the previous 2 years (2011 and 2012) published on the website?	0
Is at least one current strategy of development published on the website?	0
Is the report on work for 2012 published on the website?	1
Are there reports on work for the previous 2 years (2011 and 2012) published on the website?	0
Is the organogram (organizational scheme) published on the website?	1
Is the scope of work published on the website?	1
Are biographies of the higher ranking officials published on the website?	1
Were public procurement tenders published on the website in the past year (or is there a link for the Administration for Public Procurement)?	0
Are there decisions on awarding public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	0
Are there public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	0
Is the public procurement plan for 2013 published on the website?	0
Is the information about the PR service (contact details and scope of work) published on the website?	0
Is the agenda for the next session of the Government published on the website?	0
Are the materials which were discussed and adopted during a government session afterwards available on the website?	0
Are press releases available on the website following a government session?	0
How are the Government's objectives presented on the website?	1
Does the website offer information on vacancies or is there a link to an institution in charge of that?	0
Budget transparency	
Is the Law on Budget for 2013 available on the website?	0
Are the budgets for the previous 3 years (2010, 2011, 2012) published on the website?	0
Is the Annual Report for 2012 available on the website?	0
Are the annual reports for the previous 3 years (2009, 2010, 2011) published on the website?	0
Is there information on the budget which is comprehensive enough for citizens (table and text overviews), - Citizen Budget?	0
Is there half-year financial report on realization of the budget for the first half of 2013?	0
Are the budget documents published in the open data format?	0

MACEDONIA

Table 13. – Overview of indicators for the Government of the Republic of Macedonia (continued)

TRANSPARENCY	
Access to information	
Is there a list of information in the possession of a ministry published on the website (Guide for Free Access to Information)?	0
Are contact details of the person in charge of PR published on the website (name, telephone number, e-mail address?	0
Is the Law on Free Access to Information published on the website?	0
Is there a database with all requests for information and responses with regard to free access to information?	0
Is the statistics regarding free access to information published on the website?	0
INTERACTION WITH SOCIAL ACTORS/CITIZENS	
Participation of non-governmental sector	
Are plans for public debates of the ministries visibly presented on the front page of the website?	0
Are invitations for public debated visibly published on the front page of the website?	0
Use of new technologies in communication with citizens	
Is there a contact form for contacting the Prime Minister visible on the front page?	0
Is there a list of the questions asked?	0
Does the government have active Facebook and Twitter accounts?	1
Are there links to Facebook and Twitter accounts on the website?	1
Are all documents in machine readable format or are they in various formats, but at least one format is machine readable?	1
Is there an open license for the information?	1
Is there a separate section for downloading documents?	1
Is the section for downloading documents well organized and searchable?	0
Is there a tool for submitting petitions of citizens?	1
Are there other tools for monitoring the Government's work (reporting misuse of official vehicles, corruption, conflict of interest…)?	1
Are there other tools for reporting and solving issues?	0
Does the PR Office respond to e-mails from citizens within a satisfactory period of time (7 days)?	0
Does the website have "dead links"?	1
Is it possible to post comments?	0
Is there RSS?	1
Are all ministries presented equally on the Government's website?	1
TOTAL	**19**

7.1.1. Transparency

These results of the Government of the Republic of Macedonia are due to the lack of information on budget, free access to information and participation of the interested actors in decision-making process. None of the indicators in these areas have been fulfilled.

With regard to transparency of work, it is a positive development that the Government published the Program of Work for 2013, as well as the Report on Work for 2012, where citizens can find information on the results achieved in 2012 and the projects planned for the year that followed. However, the programs of work for 2012 and 2011, as well as the reports on work for 2011 and 2010 are not published on the website. The website also lacks information on public procurement.

There is no information on the PR Service, or a contact e-mail address. There is only one general set of contact information. Citizens cannot find out who the person in charge of accessing information is.

7.1.2. Interaction with social actors/citizens

On the other hand, the Government of the Republic of Macedonia is the leader in using new technologies in communication with citizens, because as much as 62.5% of indicators are satisfied there. The Government has both Facebook and Twitter accounts, with their links on the Government's website, and they are being updated on regular basis. The contents of the website can be used without any special permission, but the source of information has to be stated.

7.2. Ministries of the Republic of Macedonia

The ministries fulfilled, on average, 27.1% indicators which puts them on the third place in the region. Five ministries achieved the best results with 33.3% including: the Ministry of Transport and Communication, the Ministry of Health, the Ministry of Environment and Spatial Planning, the Ministry of Foreign Affairs and the Ministry of Financing. The Ministry of Local Governance achieved the poorest result with only 20% of fulfilled indicators.
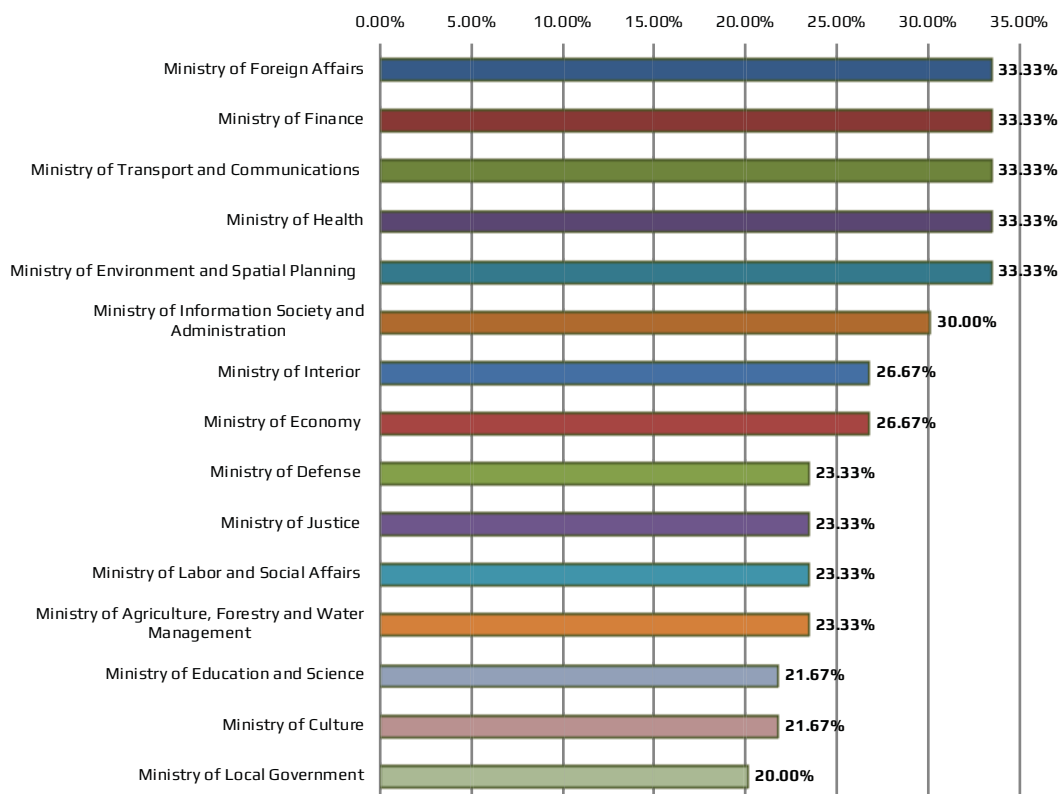
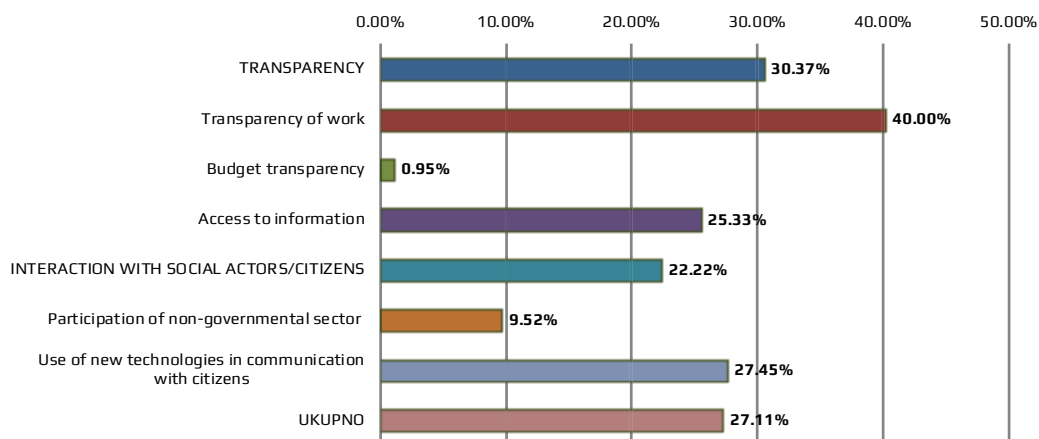**Diagram 19. – The ranking of the ministries of the Republic of Macedonia**

Ministry	Percentage
Ministry of Foreign Affairs	33.33%
Ministry of Finance	33.33%
Ministry of Transport and Communications	33.33%
Ministry of Health	33.33%
Ministry of Environment and Spatial Planning	33.33%
Ministry of Information Society and Administration	30.00%
Ministry of Interior	26.67%
Ministry of Economy	26.67%
Ministry of Defense	23.33%
Ministry of Justice	23.33%
Ministry of Labor and Social Affairs	23.33%
Ministry of Agriculture, Forestry and Water Management	23.33%
Ministry of Education and Science	21.67%
Ministry of Culture	21.67%
Ministry of Local Government	20.00%

Diagram 20. – Percentage by dimensions and areas for the ministries of the Republic of Macedonia

Dimension / Area	Percentage
TRANSPARENCY	30.37%
Transparency of work	40.00%
Budget transparency	0.95%
Access to information	25.33%
INTERACTION WITH SOCIAL ACTORS/CITIZENS	22.22%
Participation of non-governmental sector	9.52%
Use of new technologies in communication with citizens	27.45%
UKUPNO	27.11%

On average, the majority of information that the ministries published was regarding transparency of work, while the least information was published regarding budget transparency and participation of interested actors in the process of creating policies.

Table 14. – Overview of indicators for the ministries of the Republic of Macedonia

TRANSPARENCY	
Transparency of work	
Is there an official website?	100,00%
Is the website up-to-date?	100,00%
Is functional search of the website possible?	46,67%
Is there a section with the most important news regarding the Government's work?	100,00%
Is the website disabled persons friendly?	0,00%
Is the plan of work for 2013 published on the website?	6,67%
Are plans of work for the previous 2 years (2011 and 2012) published on the website?	0,00%
Is at least one current strategy of development published on the website?	80,00%
Is the report on work for 2012 published on the website?	6,67%
Are there reports on work for the previous 2 years (2011 and 2012) published on the website?	13,33%
Is the organogram (organizational scheme) of the ministry published on the website?	66,67%
Is the scope of work published on the website?	46,67%
Are biographies of the higher ranking officials published on the website?	60,00%
Were public procurement tenders published on the website in the past year (or is there a link for the Administration for Public Procurement)?	20,00%
Were decisions on awarding public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	20,00%
Were public procurement contracts published on the website in the past year (or is there a link for the Administration for Public Procurement)?	13,33%
Is public procurement plan for 2013 published on the website?	6,67%
Are measurable priorities/objectives of the ministry presented on the website?	6,67%
Are the contact details of the ministry (address, telephone number, e-mail) published on the website?	93,33%
Are there contact details for the ministry's organizational units published on the website (address, telephone number, e-mail, name of the person in charge)?	26,67%
Is description of competencies for each organizational unit published on the website?	33,33%
Are the main documents regulating the work of the institution (laws, regulations, decrees...) published on the website?	6,67%
Are the laws and bylaws relevant for the ministry published on the website?	100,00%
Does the website offer information on vacancies or is there a link to an institution in charge of that?	6,67%
Budget transparency	
Is the budget of the ministry for 2013 published on the website?	6,67%
Are the budgets for previous 3 years (2010, 2011, and 2012) published on the website?	0,00%
Is the Annual Report for 2012 available on the website?	0,00%
Are the annual reports for the previous 3 years (2009, 2010, and 2011) published on the website?	0,00%
Is there information on the budget which is comprehensive enough for citizens (table and text overviews), - Citizen Budget?	0,00%
Is there half-year/quarter financial report on realization of the budget for the first half/2nd quarter of 2013?	0,00%
Are the budget documents published in an open data format?	0,00%

Table 14. – Overview of indicators for the ministries of the Republic of Macedonia (continued)

Access to information	
Is there a list of information in the possession of a ministry published on the website (Guide for Free Access to Information)?	40,00%
Are contact details of the person in charge of PR published on the website (name, telephone number, and e-mail address?	40,00%
Is the Law on Free Access to Information published on the website?	46,67%
Is there a database with all requests for information and responses with regard to free access to information?	0,00%
Is the statistics regarding free access to information published on the website?	0,00%
INTERACTION WITH SOCIAL ACTORS/CITIZENS	
Participation of non-governmental sector	
Is the plan for public debated for 2013 published on the website?	0,00%
Is there at least one report on a public debate which took place in the past year?	26,67%
Are the drafts of documents to be discussed during public debates published on the website?	20,00%
Is there at least one invitation to a public debate published in the past year?	20,00%
Is the information on composition and members of the working group for drafting laws and other acts published on the website?	0,00%
Are the minutes/reports/releases/news from the working group meetings published on the website?	0,00%
Is the invitation for NGOs to take part in the working group for drafting laws and other acts published on the website?	0,00%
Use of new technologies in communication with citizens	
Is there a contact form for contacting the Prime Minister visible on the front page?	0,00%
Is there a list of the questions asked?	0,00%
Does the government have active Facebook and Twitter accounts?	0,00%
Are there links to Facebook and Twitter accounts on the website?	13,33%
Are all documents in a machine readable format or are they in various formats, but at least one format is machine readable?	100,00%
Is there an open license for the information?	6,67%
Is there a separate section for downloading documents?	100,00%
Is the section for downloading documents well organized and searchable?	0,00%
Is there a tool for submitting petitions of citizens?	13,33%
Are there other tools for monitoring the institution's work (reporting misuse of official vehicles, corruption, and conflict of interest)?	20,00%
Are there tools for providing services?	80,00%
Are there other tools for reporting and solving issues from the ministry's competency?	20,00%
Does the ministry respond to e-mails from citizens within a satisfactory period of time (7 days)?	26,67%
Is online participation in public debates possible?	0,00%
Does the website have "dead links"?	66,67%
Is it possible to post comments?	0,00%
Is there RSS?	20,00%
AVERAGE	**27,11%**

7.2.1. Transparency

Only the Ministry of Transport and Communications published the Program of Work for 2013 and the Report on Work for 2012. The Ministry of Defense and the Ministry of Economy published reports on work for 2010 and 2011, but not for 2012. The Ministry of Foreign Affairs is the only one that published its goals and priorities on the website.

The Ministry of Interior is the only ministry that published information regarding the awarded public procurement contracts, while the Ministry of Information Society and Administration (MIDA) published the public procurement plan for 2013. MIDA is the only ministry that published laws regulating the institution's work, but if we take into account the fact that MIDA is the ministry in charge of all acts regulating the work of public administration, this is something that was expected. It is necessary that other ministries publish these acts on their websites as well.

It is a positive development that the laws regarding the ministries' competencies are being published and in majority of cases these are the consolidated versions which are updated on regular basis. This contributed greatly to mitigation of access to legislation. With regard to information related to vacancies in the ministries, MIDA is again the only ministry which has on its website the link for the Agency for Administration, where more information can be found. Talking about budget transparency, only the Ministry of Health published its budget for 2013 and that is the only fulfilled indicator in this area for all ministries.

Six ministries published list of information in their possession and contact detail of their PR officers, while seven ministries published the Law on Free Access to Information. It is important to note that none of the ministries published the list of requests and answers with regard to free access to information, nor statistics regarding the number of approved or rejected requests. This information is a part of the annual report on implementation of the Law on Free Access to Information, which all institutions are obliged to submit to the Committee for Protection of Rights to Free Access to Information. Ministries are also required to publish this report on their websites so that citizens can follow the dynamic of implementation of the right to free access to information.

7.2.1. Interaction with social actors/citizens

Only four ministries published report on a public debate organized in the past year: the Ministry of Sustainable Development and Spatial Planning, the Ministry of Defense, the Ministry of Information Society and Administration and the Ministry of Health. The same ministries, except for the Ministry of Defense, published the invitation for participation in the public debate. The Ministry of Sustainable Development, the Ministry of Education and Science and the Ministry of Health published the draft of document to be discussed on the public debate.

Regarding participation in public debates via Internet, in addition to obligation to have notifications over public debates published on the ENER[44], the instruction on involving interested parties in the decision-making process prescribes that notifications have to be published on the ministries' websites as well. This means that the website of each ministry, inter alia, has to have the following information published: draft laws, e-mail address for sending comments, opinions and suggestions, information on public debates and their duration, as well as the report on received comments, opinions and suggestions.

None of the ministries has a contact form for addressing the minister on their websites. Only the Ministry of Foreign Affairs and the Ministry of Health have their Facebook and Twitter accounts, but they are not updated. The Ministry of Foreign Affairs is the only ministry which enables the information from the website to be used without a special permission, but the source of information has to be stated.

7.3. Recommendations for the Government and the ministries of the Republic of Macedonia

1. The Government of the Republic of Macedonia needs to publish on its website the information from its sessions. This practice already exists in Serbia and Montenegro.
2. The Government and the ministries need to publish information on state budget, i.e. the budget of the ministry.
3. The Government and the ministries need to publish information on public procurement (invitation to public procurement procedure, decisions on awarding contracts, as well as the contracts themselves).
4. The Government has to publish the list of information in its possession and the contact details of its PR officer. These are obligations prescribed by the Law on Free Access to Information.
5. The appearance and the content of the ministries' websites have to be unified. This can be regulated by by-laws, as it is the case in Bosnia and Herzegovina and Serbia.
6. The ministries have to publish their programs and plans of work, as well as their reports on work, their goals and priorities.
7. The ministries have to publish their annual reports on implementation of the Law on Free Access to Information.
8. The ministries need to publish the list of information in their possession and contact information of their PR officers. This is prescribed by the Law on Free Access to Information.
9. The ministries need to publish information on public debates, as well as information on working groups for preparation of laws and other acts.
10. It is necessary for the ministries to use new technologies more in their communication with citizens.

---

[44] The website where ministries are obliged to publish their draft laws which are in preparation https://ener.gov.mk/