

# ReSPA e-participation and open government general roadmap

## Montenegro

Step 2, 22-4-17, JM

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## **1. Introduction**

### **1.1. Guide to the roadmap development process**

This e-participation and open government roadmap for Montenegro represents step 2 in the roadmap development process.

#### **1.1.1. Step 1**

Step 1 consisted of compiling baseline information for a roadmap for e-participation, including OG and OGD objectives, for each of the ReSPA beneficiaries. This was used as a basis for discussion, questions and answers during the ReSPA eGovernment days, 14-15 December 2016, in Belgrade, Serbia.

#### **1.1.2. Step 2**

This document represents the first full draft specific roadmap for Montenegro, derived from and referring to the general ReSPA e-participation and open government roadmap. ReSPA Beneficiaries are invited to provide feedback on this draft specific roadmap.

#### **1.1.3. Step 3**

The final set of roadmaps will consist of the general roadmap plus six specific roadmaps, one each for the six ReSPA beneficiaries.

### **1.2. Purpose and audience of the roadmap**

The purpose of the roadmap for e-participation and open government (including open government data) is to avoid becoming just another paper document to be accounted for as received in government and archived. It needs to aim to achieve the higher level function of guiding government action rather than a detailed formula.

In this context, it is necessary to understand for whom the roadmap is meant and to whom it is targeted. There could be more than one audience, but it is important it reaches the right people and does not get passed around with no responsibility taken. The e-participation and open government roadmap represents a prioritisation of a ReSPA Beneficiary's overall e-government and ICT strategy focusing on necessary building block implementations over a number of years. Thus it also needs to be specifically targeted at those responsible for Public Administration Reform (PAR), as well as the whole government of the beneficiary more generally as there are implications for all, including in particular ministries and other entities with a key role in e-government development.

### 1.3. Use of the roadmap

In order to achieve the purpose above, it is imperative that the roadmap is ambitious as well as realistic. It should be seen as a general guide but tailored to the specific situation and conditions of Montenegro. These conditions are presented as the 'baseline' in this document and constructed using the sources detailed at the beginning of sections 4, 5 and 6.

The roadmap is intended as an input to the process of moving closer to the overall goals for e-participation and open government which this ReSPA Beneficiary itself chooses to pursue. Thus all recommendations are only made on the assumption that the ReSPA Beneficiary does intend to pursue the overall goals outlined, either partially or fully. As such, the roadmap will need to be translated and/or adapted into concrete policies, strategies, principles and action plans according to a timetable which the ReSPA Beneficiary determines.

This roadmap is derived from the general ReSPA e-participation and open government roadmap but is specifically tailored to Montenegro. It provides a specific roadmap proposal but refers to the general roadmap for detailed guidance on specific issues. The rest of this document is structured as follows:

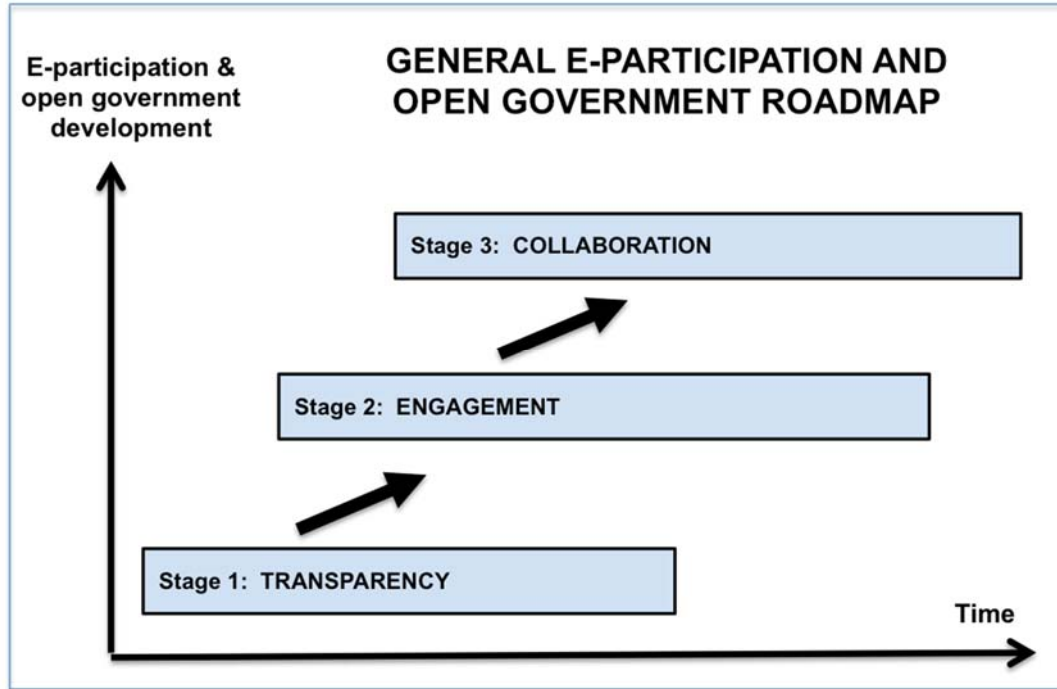
- Section 2: lays out the overall roadmap structure, derived from the general ReSPA roadmap.
- Section 3 gives an overview of the specific roadmap for Montenegro.
- Sections 4, 5 and 6 provide specific roadmap guidance for each of the three roadmap stages.
- Annex 1 is a reference section that reproduces the baseline data, information and overall assessment for the six roadmap issues.
- Annex 2 provides comparative baseline data between the six ReSPA Beneficiaries: rating results from the ReSPA e-participation survey questionnaire, UN data on e-participation and e-government and assessment on e-participation and open government from the 2015 ReSPA study from e-government to open government.
- Annex 3 shows the ReSPA e-participation survey questionnaire.

## 2. Overall roadmap structure

As described in the general ReSPA roadmap document, the three roadmap stages are transparency, engagement and collaboration. These represent distinct types of relatively independent strategies which can and often are carried out by countries independently from each other. Each stage consists of a number of building blocks which will need different work at various stages of the roadmap (see below). However, there is also considerable overlap and mutual dependence between the stages. In real life, they co-exist and overlap, forming numerous interactions between governments and people related to the prevailing socio-cultural and regulatory contexts of each country. The stages are also highly synergistic, especially if carried out in the order presented, i.e. from transparency, to engagement, and then to collaboration, with the benefits to both government and users increasing at each step. Even though it is possible to achieve some e-participation and open government benefits implementing each strategy independently in any order, the evidence shows that the size of

the benefits increases when all three are implemented and in the order suggested. See Figure 1.

**Figure 1: General e-participation and open government roadmap**



As indicated in Figure 1, the overall roadmap process shows that subsequent stages rely on success in previous stages to fully maximise synergies and benefits. The importance of interlinking between the three strategic stages is underlined by the fact that most countries do not see them in isolation but as an integrated package of an e-participation and open government policy, which is in turn an integral part of their overall e-strategy and e-government policy. Experience from some of the lead European countries (including Denmark, Estonia, the Netherlands and the UK) shows that the whole roadmap if starting from scratch can take up to ten years, although it should be remembered that these countries had no good practice to refer to. In addition, the technology has changed, and continues to change, often more rapidly than institutions and policies can keep up, pushing countries to move more quickly. Progress in future should, therefore, be faster, also because the process continues to be supported and coordinated at EU level, for example through the EU eGovernment Action Plan 2016-2020<sup>1</sup>.

As indicated above, the three strategic stages can be implemented independently, but in this case the benefits are likely to be lower and the costs higher. Thus, a comprehensive roadmap should consider the stages as a continuous process composed of three sequential as well as strongly overlapping elements, even though each is more or less discrete. Clearly each ReSPA Beneficiary will be at a different stage in this progression, so the general roadmap is a guide assuming that each starts from scratch<sup>2</sup>. The main building blocks of the roadmap are mapped against the above three stages in **Table 1** showing the sources of evidence available.

<sup>1</sup> EU eGovernment Action Plan 2016-2020: <https://ec.europa.eu/digital-single-market/en/european-egovernment-action-plan-2016-2020>

<sup>2</sup> Specific country inputs or comments on the roadmap, derived from the interviews and the consultation process, are indicated by showing the country abbreviation in brackets.



**Table 1: Roadmap stages showing building blocks and elements: strategic and implementation issues**

STRATEGIC ISSUES	Building blocks	BUILDING BLOCK ELEMENTS FOR 2016 BASELINE ASSESSMENT		
		Stage 1: TRANSPARENCY	Stage 2: ENGAGEMENT	Stage 3: COLLABORATION
		<ul style="list-style-type: none"> <li>UN E-Participation Index: e-information score: enabling participation by providing citizens with public information and access to information without or upon demand</li> </ul>	<ul style="list-style-type: none"> <li>UN E-Participation Index: e-consultation score: Engaging citizens in contributions to and deliberation on public policies and services</li> </ul>	<ul style="list-style-type: none"> <li>UN E-Participation Index: e-decision-making score: empowering citizens through co-design of policy options, coproduction of service components, delivery modalities</li> </ul>
Policy & strategy	E-strategy	<ul style="list-style-type: none"> <li>Main e-strategies</li> <li>Open government data policies</li> <li>PAR policies and initiatives</li> </ul>	<ul style="list-style-type: none"> <li>PPP/PCP policies and initiatives</li> </ul>	
	E-participation policies and strategies	<ul style="list-style-type: none"> <li>General e-participation strategies</li> <li>Rating e-participation policies and strategies</li> </ul>	<ul style="list-style-type: none"> <li>E-engagement strategies</li> <li>Engagement strategies</li> </ul>	
	E-participation initiatives	<ul style="list-style-type: none"> <li>Completed e-participation initiatives</li> <li>On-going e-participation initiatives</li> </ul>	<ul style="list-style-type: none"> <li>Planned e-participation initiatives</li> <li>Rating e-participation implementation</li> </ul>	
	Opportunities for e-participation	<ul style="list-style-type: none"> <li>Thematic areas of potential benefit</li> <li>Government needs for e-participation</li> </ul>	<ul style="list-style-type: none"> <li>Drivers and opportunities</li> </ul>	
	Challenges to e-participation	<ul style="list-style-type: none"> <li>Past challenges</li> <li>Future challenges</li> </ul>		
Institutional frameworks	Institutional framework for transparency	<ul style="list-style-type: none"> <li>State/national authority for information (transparency)</li> <li>State/national authority for e-information activities (e-transparency)</li> <li>Rating national authority for public information (transparency)</li> </ul>		
	Institutional framework for engagement		<ul style="list-style-type: none"> <li>Institute for public consultations (engagement)</li> <li>Institute for public e-consultations: activities (e-engagement)</li> <li>Rating national authority for public consultations (engagement)</li> </ul>	
	Institutional framework for data privacy	<ul style="list-style-type: none"> <li>State/national authority for data privacy</li> <li>State/national authority for data privacy: activities</li> </ul>		
Legal & regulatory frameworks	Legislation on transparency	<ul style="list-style-type: none"> <li>Legislation and policies on freedom of information (transparency)</li> <li>Constitutional rights for citizens accessing public information (transparency)</li> </ul>	<ul style="list-style-type: none"> <li>Legislation and policies on freedom of e-information (e-transparency)</li> <li>Rating access to information legislation (transparency)</li> </ul>	
	Legislation on engagement		<ul style="list-style-type: none"> <li>Legislation on consulting with citizens (engagement)</li> <li>Constitutional rights for citizens to be consulted by government (engagement)</li> <li>Legislation on e-consulting with citizens (e-engagement)</li> <li>Rating e-consultation (e-engagement)</li> </ul>	
	Legislation on collaboration			<ul style="list-style-type: none"> <li>Constitutional rights for citizens to participate in public policy and decision-making</li> <li>Rating on e-decision-making (e-collaboration)</li> </ul>
	Open government data	<ul style="list-style-type: none"> <li>Legislation and policies on open government data</li> <li>Open government data star rating 1 (available on the web (whatever format) but with an open license)</li> </ul>	<ul style="list-style-type: none"> <li>Open government data star ratings 2 (available as machine-readable structured data, &amp; 3 (plus non-proprietary format (e.g. CSV instead of excel)</li> </ul>	<ul style="list-style-type: none"> <li>Open government data star ratings 4 (as above plus use open standards from W3C: RDF and SPARQL) &amp; 5 (plus link your data to other people's data to provide context)</li> </ul>
	Data protection	<ul style="list-style-type: none"> <li>Policies and legislation on personal data protection</li> </ul>	<ul style="list-style-type: none"> <li>Rating legislation on protection of personal data</li> </ul>	

IMPLEMENTATION ISSUES	Building blocks	BUILDING BLOCK ELEMENTS FOR 2016 BASELINE ASSESSMENT		
		Stage 1: TRANSPARENCY	Stage 2: ENGAGEMENT	Stage 3: COLLABORATION
		<ul style="list-style-type: none"> <li>UN E-Participation Index: e-information score: enabling participation by providing citizens with public information and access to information without or upon demand</li> </ul>	<ul style="list-style-type: none"> <li>UN E-Participation Index: e-consultation score: Engaging citizens in contributions to and deliberation on public policies and services</li> </ul>	<ul style="list-style-type: none"> <li>UN E-Participation Index: e-decision-making score: empowering citizens through co-design of policy options, coproduction of service components, delivery modalities</li> </ul>
Government capacity	Financial capacity	<ul style="list-style-type: none"> <li>Financial capacity</li> <li>Rating e-participation financial capacity</li> </ul>		
	Technical capacity	<ul style="list-style-type: none"> <li>Technical hardware and software capacity</li> <li>Rating e-participation technical capacity</li> <li>Government bodies use of ICT channels</li> </ul>		
	Human capacity	<ul style="list-style-type: none"> <li>Personnel use of ICT</li> <li>Rating e-participation human capacity</li> </ul>		
	Social media capacity		<ul style="list-style-type: none"> <li>Processes for monitoring social media</li> <li>How do governments monitor social media</li> <li>Rating PA social media utilisation</li> </ul>	
	Open data capacity	<ul style="list-style-type: none"> <li>Open government data responsible official</li> </ul>		
E-participation features & channels	E-participation portal	<ul style="list-style-type: none"> <li>E-participation national portal and information features</li> <li>E-participation national portal and interactive features</li> </ul>		
	Transparency features	<ul style="list-style-type: none"> <li>Rating Information sharing with citizens (transparency)</li> <li>Transparency and participation</li> </ul>		
	Engagement features		<ul style="list-style-type: none"> <li>Web 2.0 &amp; social media</li> <li>E-engagement features</li> <li>Rating consultation with citizens (engagement)</li> </ul>	
	Collaboration features			<ul style="list-style-type: none"> <li>E-polling and e-voting features (e-collaboration)</li> <li>Collaboration</li> <li>Rating e-collaboration</li> </ul>
	Open government data features	<ul style="list-style-type: none"> <li>Open government data sets</li> <li>Open government data</li> <li>Open government data star rating 1 (available on the web (whatever format) but with an open license)</li> </ul>	<ul style="list-style-type: none"> <li>Open government data star ratings 2 (available as machine-readable structured data, &amp; 3 (plus non-proprietary format (e.g. CSV instead of excel)</li> </ul>	<ul style="list-style-type: none"> <li>Open government data star ratings 4 (as above plus use open standards from W3C: RDF and SPARQL) &amp; 5 (plus link your data to other people's data to provide context)</li> </ul>
	Targeting specific groups	<ul style="list-style-type: none"> <li>Rating targeting specific groups</li> </ul>		
Public capacity	Technical capacity	<ul style="list-style-type: none"> <li>ICT Access</li> <li>Subsidies for vulnerable groups</li> </ul>		
	Human capacity	<ul style="list-style-type: none"> <li>User training</li> <li>Political activity and features</li> </ul>		
	Take-up	<ul style="list-style-type: none"> <li>Internet usage survey</li> <li>National portal usage</li> </ul>	<ul style="list-style-type: none"> <li>Social media usage</li> </ul>	
	Citizen trust	<ul style="list-style-type: none"> <li>Rating citizen trust in ICT channels</li> </ul>		<ul style="list-style-type: none"> <li>Rating citizen trust in e-collaboration</li> </ul>
	Citizen demand	<ul style="list-style-type: none"> <li>Rating citizen demand for transparency</li> </ul>	<ul style="list-style-type: none"> <li>Rating citizen demand for engagement</li> </ul>	<ul style="list-style-type: none"> <li>Rating citizen demand for collaboration</li> </ul>
	Capacity of specific groups	<ul style="list-style-type: none"> <li>CSOs supporting e-participation</li> <li>Rating ability of specific groups for e-participation</li> </ul>		

### 3. Montenegro: international benchmarks

#### 3.1. UN comparative data

In comparing Montenegro with the other ReSPA Beneficiaries, Table 2 shows that in terms of e-participation it is the joint leader together with Serbia with a cumulative total of 83%. However, when examining the three e-participation stages, it can be seen that Montenegro is by far the most advanced ReSPA Beneficiary at stages 1 and 3, so that Serbia only equals it cumulatively because it leads on stage 1. Montenegro still lags the global top ten, but an examination of UN e-participation scores in previous years shows that it has made significant recent progress.

**Table 2: E-participation index in Montenegro and other Western Balkan countries**

United Nations e-participation index by stages 2016 <sup>3</sup>				
Country	Stage 1: e-information (%)	Stage 2: e-consultation (%)	Stage 3: e-decision making (%)	Total (%)
<b>Montenegro</b>	<b>85</b>	<b>84</b>	<b>71</b>	<b>83</b>
Albania	74	68	14	65
BiH	71	37	0	52
Macedonia	74	63	0	62
Serbia	91	79	57	83
Global mean	56	43	13	47
Global top ten	98	96	80	95

A somewhat similar analysis can be made when examining the UN's e-government and e-services indexes, as shown in Table 3, although here Serbia is clearly the leading ReSPA Beneficiary but with Montenegro a very good second.

**Table 3: E-government and e-service indexes in Montenegro and other Western Balkan countries**

United Nations e-government & e-services indexes 2016 <sup>4</sup>		
Country	E-government (%)	E-services (%)
<b>Montenegro</b>	<b>67%</b>	<b>68%</b>
Albania	53%	59%
BiH	51%	45%
Macedonia	59%	61%
Serbia	71%	82%

<sup>3</sup> United Nations (2016) "E-Government survey 2016– E-Government in support of sustainable development", United Nations Department of Social and Economic Affairs New York:  
<https://publicadministration.un.org/egovkb/en-us/reports/un-e-government-survey-2016>.

<sup>4</sup> Op cit United Nations (2016)

United Nations e-government & e-services indexes 2016 <sup>4</sup>		
Country	E-government (%)	E-services (%)
Global mean	49%	46%
Global top ten	88%	95%

### 3.2. ReSPA comparative data

The ReSPA 2015 survey from e-government to open government shows in Table 4 that Montenegro is by far the leading ReSPA Beneficiary, with Albania and Macedonia following some way behind. Montenegro is only slightly behind the leaders when it comes to stage 1, but ahead in terms to stage 2 and very significantly in stage 3 development. Details of the components of the ReSPA scores can be seen in Table 5. This pattern closely reflects the comparative UN e-participation data, which in turn provides more credibility to both.

**Table 4: From e-government to open government**

ReSPA survey from e-government to open government 2015 <sup>5</sup>				
Country	Total % score of max 24	Stage 1: Transparency	Stage 2: Engagement (participation)	Stage 3: Collaboration
<b>Montenegro</b>	<b>79%</b>	<b>5</b>	<b>8</b>	<b>6</b>
Albania	67%	7	7	2
BiH	50%	6	2	4
Kosovo*	17%	2	0	2
Macedonia	58%	7	6	1
Serbia	54%	6	7	0
Mean score	53%	5	5	2

The clear conclusion from both the UN 2016 and the ReSPA 2015 data is that Montenegro is significantly in front when it comes to e-participation and open government development amongst ReSPA Beneficiaries.

<sup>5</sup> ReSPA report "E-Government Analysis: from E-Government to Open Government", December 2015

## 4. Stage 1: transparency roadmap

### 4.1. Overall goals

The overall goal of Stage 1, the transparency strategy, is to ensure a one-way flow of information from government to citizen. Transparency promotes accountability by providing the public with information about what the government is doing.

However, given that means that the government remains relatively passive and not open to significant interaction with non-government actors, it should be seen as just the first stage of an overall e-participation and open government strategy. At stage 1, transparency by default is recommended, so that in principle all government activities should be fully transparent except in specific legally defined areas. Transparency enables the public to understand the workings of their government and makes it possible for them to hold the government to account for its policy and service delivery performance. An important part of this is putting data online.

As reflected in **Table 1**, it is clear that Stage 1, as the first stage, typically has the role of establishing policies, strategies, systems and initiatives which provide the basis for all three stages, and/or which can be built on in Stages 2 and 3. This will be reflected in the following roadmap.

Sources used to assess the 2016 baseline and thereby to develop the roadmap for Stage 1 of e-participation and open government in the ReSPA Beneficiaries are of three types:

1. ReSPA data and information as summarised in Annex 1 as baseline data, information and overall assessment, derived from
  - E-participation questionnaire for ReSPA Beneficiaries, November 2016 (see Annex 3).
  - ReSPA report “E-Government Analysis: from E-Government to Open Government”, December 2015.
2. Non-ReSPA data and information derived from:
  - UN E-Participation Index 2016: e-information: Enabling participation by providing citizens with public information and access to information without or upon demand (see section 3.1).
  - Open Government Data<sup>6</sup>: star rating 1: available on the web (whatever format) but with an open license, to be open data.
3. The “ReSPA e-participation and open government general roadmap” as an accompanying document to this ReSPA Beneficiary specific roadmap: reference is made to this document in the following, where relevant, to elucidate the roadmap recommendations and/or provide additional details.

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<sup>6</sup> Tim Berners-Lee’s “linked Open Data 5 Star Scheme” for assessing the stages of open data deployment and use: <https://www.w3.org/DesignIssues/LinkedData.html>

## 4.2. Policy and strategy

### 4.2.1. Baseline

The summary status assessment for stage 1, derived from Annex 1, provides the following baseline.

<b>E-strategy</b>
<i>Main e-strategies</i>
National e-strategy; government official responsible; policy mandating agency websites
<i>Open government policies</i>
OGP member since 2011, implementing 1 <sup>st</sup> Action Plan with public procurement focus; public consultations open for 2 <sup>nd</sup> Action Plan; no social media strategy
<i>Open government data policies</i>
Special monitoring task force for OGD Action Plans: 1 <sup>st</sup> many milestones completed for e-gov portal, licenses and registrations for businesses, e-petitions, public e-procurement, e-budget transparency; not part of open budget survey.
<i>PAR policies and initiatives</i>
SIGMA generally good; although policy development & coordination is weak, and e-participation needs to be better promoted.
<i>PPP/PCP policies and initiatives</i>
2009 for PPPs and used for covering budget deficits; no laws for PCPs
<b>E-participation policies and strategies</b>
<i>General e-participation strategies</i>
Yes
<i>Rating e-participation policies and strategies</i>
Political commitment 3, national e-participation 5, e-participation policy formation 2.
<b>E-participation initiatives</b>
<i>Completed e-participation initiatives</i>
Social network campaigns, online petitions, surveys, and promotion/advocacy; website and mobile apps
<i>On-going e-participation initiatives</i>
No
<i>Planned e-participation initiatives</i>
Training/education, workshops, and conducting a study/analysis
<i>Rating e-participation implementation</i>
eParticipation implementation -- 3
<b>Opportunities for e-participation</b>
<i>Thematic areas of potential benefit</i>
Transparency, democracy, and availability
<b>Government needs for e-participation</b>
Transparency, democracy, and availability
<b>Drivers and opportunities</b>
--

<b>Challenges for e-participation</b>
<i>Past challenges</i> Poor acceptance; no will; no benefits information; low digital literacy staff and citizens; no promotion.
<i>Future challenges</i> No will; no benefits information; low digital literacy staff and citizens; no promotion.

#### 4.2.2. Roadmap recommendations

The policy and strategy building block in Stage 1 has the additional role of establishing policies, strategies, systems and initiatives which provide the basis for all three stages, and/or which can be built on in Stages 2 and 3. Thus, some of these recommendations will be drawn upon also in the subsequent two stages in order to maximise synergy and cumulative development throughout the duration of the whole roadmap.

Overall policies and strategies have been successful to date, but this has been during a rapid catch-up spurt over the last five years during which relatively easy gains and quick wins have been made. The next five years will be more difficult requiring deeper, more extensive and radical change if the momentum is to be maintained.

Regarding general e-strategies and their contribution to the PAR, it seems policy development and coordination is generally weak and e-participation needs to be better promoted. Indeed, although national e-participation is overall rated as very good resulting from the success achieved to date, political commitment is only rated as average, with poor acceptance of e-participation and little political will. Further, e-participation policy formation is rated as low and e-participation implementation only as average.

##### ***Recommendation 1***

There should be a specific focus on general policy development and coordination.

##### ***Recommendation 2***

Work to strengthen political commitment and political will in relation to e-participation from the top, as this will be increasingly critical in the future.

##### ***Recommendation 3***

Examine and consider all the policy and strategy lessons and guidance in order to strengthen the weak e-participation policy formation and its only average implementation (ref: General Roadmap 4.2.2)

E-participation initiatives to date appear to be good and those planned are also very relevant. The opportunities and challenges recognised are important and realistic so should be acted upon.

##### ***Recommendation 4***

Ensure that future e-participation initiatives are designed and implemented as part of a coherent and linked on-going programme, directly arising from e-participation policy but also

in a flexible manner so that changing demands, challenges and opportunities can be quickly accommodated.

**Recommendation 5**

Ensure that the areas of potential opportunities (transparency, democracy, and availability) are followed up both in policy and initiatives. (Guidance on benefits can be found in the General Roadmap 4.2.2.1)

**Recommendation 6**

Ensure that identified challenges are specifically addressed:

- no appreciation of benefits (ref General Roadmap 4.2.2.1)
- low digital literacy staff and citizens (ref General Roadmap 4.5.2.2 and 4.7.2.1 respectively)
- no staff promotion (ref General Roadmap 4.5.2.2).

### 4.3. Institutional frameworks

#### 4.3.1. Baseline

The summary status assessment for stage 1, derived from Annex 1, provides the following baseline.

<b>Institutional framework for transparency</b>
<i>State/national authority for information (transparency)</i> Yes
<i>State/national authority for e-information activities (e-transparency)</i> Social media; website for requests and complaints; website accessible for sensory disabilities and elderly
<i>Rating national authority for public information (transparency)</i> National authority for public information -- 2
<b>Institutional framework for data privacy</b>
<i>State/national authority for data privacy</i> Yes
<i>State/national authority for data privacy: activities</i> Social media; website for requests and complaints; website accessible for sensory disabilities and elderly

#### 4.3.2. Roadmap recommendations

The relevant national state authorities are in place for providing information to citizens (both transparency and e-transparency) and for data privacy. Similarly, appropriate activities are taking place. However, the rating of the national authority for public information is poor, and this implies that, although, institutions and activities exist, they may not be performing as well as they should. This is important given that laying a comprehensive and well functioning institutional basis for transparency is essential for the further development of engagement in stage 2 and collaboration in stage 3.



**Recommendation 7**

Focus on the functionality and performance of relevant state institutions for transparency in order to ensure they delivery maximum benefits to society as a whole.

**Recommendation 8**

Examine and consider all the institutional framework lessons and guidance in support of Recommendation 7 in terms of governance and monitoring (ref: General Roadmap 4.3.2).

**4.4. Legal and regulatory frameworks****4.4.1. Baseline**

The summary status assessment for stage 1, derived from Annex 1, provides the following baseline.

<b>Legislation on transparency</b>
<i>Legislation and policies on freedom of information (transparency)</i>
Yes
<i>Constitutional rights for citizens accessing public information (transparency)</i>
Ye
<i>Legislation and policies on freedom of e-information (e-transparency)</i>
Yes in e-format
<i>Rating access to information legislation (transparency)</i>
Access to information: legislation -- 0
<b>Open government data</b>
<i>Legislation and policies on open government data</i>
No
<b>Data protection</b>
<i>Policies and legislation on personal data protection</i>
Yes
<i>Rating legislation on protection of personal data</i>
Protection of personal data: legislation -- 4

**4.4.2. Roadmap recommendations**

The relevant legislation and related policies on freedom of information and the constitutional rights of citizens to access public information, also electronically as e-transparency, are in place, but there is no assessment of these. Similarly, legislation and related policies do exist for personal data protection and, in this case, the rating is good. However, there is no legislation or related policy concerning open government data. This implies that relevant legislation is working relatively well but that there might be a gap for open government data which needs addressing. Data from Annex 1 also show that the legal basis is in place for PPPs but not for PCPs, so the latter should also be examined. These issues are important given that laying a

comprehensive and well functioning legal basis for transparency is essential for the further development of engagement in stage 2 and collaboration in stage 3.

**Recommendation 9**

The apparent lack of appropriate legislation and related policy for open government data should be urgently addressed as this lays the basis for the successful widespread use of this public resource. (See the standard five levels of open data designed by Tim Berners-Lee<sup>7</sup>.)

**Recommendation 10**

Examine the status of the legal basis for PCPs in order to ensure that CSOs can formally participate in all aspects of e-participation and open government activities, given that their involvement is critical for the success of these strategies.

**Recommendation 11**

Examine and consider all the legal and regulatory framework lessons and guidance related to legal, data quality, data protection and security issues (ref: General Roadmap 4.4.2).

## 4.5. Government capacity

### 4.5.1. Baseline

The summary status assessment for stage 1, derived from Annex 1, provides the following baseline.

<b>Financial capacity</b> <i>Financial capacity</i> No budget
<i>Rating e-participation financial capacity</i> eParticipation capacity: financial resources -- 0
<b>Technical capacity</b> <i>Technical hardware and software capacity</i> Yes
<i>Government bodies use of ICT channels</i> High
<i>Rating e-participation technical capacity</i> PA web presence -- 3; PA email communication -- 4; PA mobile utilization -- 2; eParticipation capacity: technical resources -- 4
<b>Human capacity</b> <i>Personnel use of ICT</i> 90% routinely use computers and internet
<i>Rating e-participation human capacity</i> eParticipation capacity: human resources -- 2

<sup>7</sup> Tim Berners-Lee's "linked Open Data 5 Star Scheme" for assessing the stages of open data deployment and use: <https://www.w3.org/DesignIssues/LinkedData.html>

**Open data capacity***Open government data responsible official*

No

**4.5.2. Roadmap recommendations**

The government's capacity for e-participation and open government appears to be quite mixed but sound overall, with the main doubt being the apparent lack of specific finance and budgets for these strategies, which needs addressing. This is also reflected in the absence of rating for financial resources. In contrast, both technical and human capacity seems to appropriate.

**Recommendation 12**

Clearly financial resources are being used, but apparently are not formally earmarked for e-participation and open government. This may have been acceptable during the preceding five years of relatively easy but good progress, but might prove a significant roadblock in the next five years during which the leading position Montenegro has earned should be consolidated and strengthened. This needs to be addressed to ensure the continuity and certainty of continued progress.

The relevant technical hardware and software are in place and the use of ICT channels is high. Similarly, the use of ICT by personnel is good. These observations are backed by the ratings which show that web presence and email communication are adequate and that technical resources are good. However, mobile utilisation seems to be poor. Further, there is no government official responsible for open data, which reflects the fact that there is no legislation in this area (see section 4.4.2.)

**Recommendation 13**

Address the apparent poor utilisation of mobile technology by government personnel. This is important given that mobile, and especially smart mobile, is today by far the cheapest, most flexible and most used channel, so its lack of prioritisation could prove a stumbling block to the take up of e-participation and open government.

**Recommendation 14**

The apparent lack of a government official formally responsible for open data is serious and needs to be urgently addressed. This is directly related to the need for appropriate legislation and related policy for open government data (see Recommendation 9).

**Recommendation 15**

Examine and consider all the government capacity lessons and guidance related to increasing knowledge and application of key success factors, developing the capacity of government personnel, and considering cross-border cooperation which promotes joint learning and reduces costs (ref: General Roadmap 4.5.2).

## 4.6. E-participation features and channels

### 4.6.1. Baseline

The summary status assessment for stage 1, derived from Annex 1, provides the following baseline.

<b>E-participation portal</b> <i>E-participation national portal and information features</i> Yes; no access to public information on portal; no announcing upcoming eParticipation opportunities on portal; portal is multi-lingual; not sure number of hit shown
<i>E-participation national portal and interactive features</i> Search feature; contact us feature; not sure whether accessible to citizens with sensory disabilities and elderly; does link to social media; provides tools for public opinion such as online polls, petition tools, or online forums -- but not much activity and down at time of checking.
<b>Transparency features</b> <i>Rating Information sharing with citizens (transparency)</i> Information sharing with citizens: Finance/budget -- 3; Social development/welfare -- 3; Urban development/planning -- 4; Environmental protection -- 3; Public services -- 4; Transport -- 3.
<i>Transparency and participation</i> ---
<b>Open government data features</b> <i>Open government data sets</i> No; no information; no display number of downloads;
<i>Open government data</i> OGD Portal is planned ( <a href="http://www.datagov.me">www.datagov.me</a> ); but behind schedule OGD Action Plan
<b>Targeting specific groups</b> <i>Rating targeting specific groups</i> Reaching out electronically to CSOs / NGOs -- 3; youth-- 3; women -- 3; vulnerable disadvantaged groups -- 3.

### 4.6.2. Roadmap recommendations

The quality and comprehensiveness of e-participation features and channels appears to be somewhat mixed with both good and less good attributes. There is a national portal but with no access to public information and no announcing of upcoming e-participation opportunities. Although there are many good features on the portal, accessibility to citizens with sensory disabilities and the elderly is not clear, and activity seems to be low.

#### **Recommendation 16**

Address the lack of announcing of upcoming e-participation opportunities on the portal, as well as the apparent lack of access to public information on the portal. (The latter however may be related to the upcoming launch of an open government data portal; see below). Both

of these should help increase awareness and activity which seems otherwise to be low, so other awareness raising and user-friendly measures should also to be considered.

#### **Recommendation 17**

It is important to urgently address the apparent lack of accessibility to citizens with sensory disabilities and the elderly. If this is the case, then specific outreach and user friendly customisation is necessary in close cooperation with relevant representative organisations and CSOs.

On the other hand, the portal is multi-lingual and its outreach out to various groups appears adequate, although could be improved (see also Recommendation 17). This is perhaps reflected by the fact that the ratings of the sharing of information from various sectors with citizens is average or good.

There are open government data sets and an open government data portal is being planned which is a very important step forward. This needs to be linked to the above recommendations about open government data (Recommendation 9 and Recommendation 14).

#### **Recommendation 18**

Examine and consider all the e-participation features and channels lessons and guidance (ref: General Roadmap 4.6.2).

#### **Recommendation 19**

Consider the UN 2016 questions on e-information (see General Roadmap 4.6.1) which illustrate the types of features national portals need to have in order to score high on this index. Similar questions are expected for the 2018 survey report with measurement likely to take place in mid 2017.

## **4.7. Public capacity**

### **4.7.1. Baseline**

The summary status assessment for stage 1, derived from Annex 1, provides the following baseline.

<b>Technical capacity</b>
<i>ICT Access</i>
Are restrictions on access to internet (but which ?); average/mixed access to ICT
<i>Subsidies for vulnerable groups</i>
---
<b>Human capacity</b>
<i>User training</i>
No
<i>Political activity and features</i>
Questionable numbers

<b>Take-up</b> <i>Internet usage survey</i> ---
<i>National portal usage</i> 30% of population
<b>Citizen trust</b> <i>Rating citizen trust in ICT channels</i> Citizen trust in PA web presence -- 3; PA email communication -- 4; PA social media utilization -- 4; PA mobile utilization -- 2
<b>Citizen demand</b> <i>Rating citizen demand for transparency</i> Citizens' demand for access to public information -- 3
<b>Capacity of specific groups</b> <i>CSOs supporting e-participation</i> -----
<i>Rating ability of specific groups for e-participation</i> Ability of CSOs / NGOs to be involved in eParticipation -- 1; youth -- 1; women -- 1; vulnerable disadvantaged groups -- 2

#### 4.7.2. Roadmap recommendations

The public's capacity for e-participation and open government appears to be mainly very unsatisfactory, and much less than is needed to maximise the impact of these strategies. There are apparently some restrictions on access to the internet but this is unclear, and overall this is described as average or mixed. Further it is unclear whether or not there are any subsidies for access by vulnerable groups, but it is clear there is no user training. The latter may be addressed by the plans for training, education and workshops, as well as conducting a study and analysis on this (see section 4.2.1). Usage of the national portal by the population is about 30%.

##### **Recommendation 20**

Given that public capacity for e-participation is mainly unsatisfactory, this issue needs strong and urgent focus. In particular, any restrictions on access to the internet should be addressed, the possibility of financial or other support to vulnerable groups should be investigated.

##### **Recommendation 21**

Plans for user training should be implemented as soon as possible and strongly reinforced if necessary.

Also of some concern is that there is no information on CSOs supporting e-participation which appears to strongly support the fact that there is no legal underpinning. Also related to this is that ratings of ability of specific groups for e-participation is very poor or poor.

##### **Recommendation 22**

A critical element in boosting public capacity for e-participation is working more proactively and closely with CSOs, to ensure they can formally participate in all aspects of e-participation and open government activities, given that their involvement is critical for the success of these strategies. (See also Recommendation 10.)

Citizen trust in ICT channels is, however, mainly good, especially in relation to social media (see stage 2), although trust in mobile utilisation is poor which reflects Recommendation 13, whilst citizen demand for public information is rated as average.

***Recommendation 23***

Examine and consider the public capacity lessons and guidance (ref: General Roadmap 4.7.2).

## 5. Stage 2: engagement roadmap

### 5.1. Overall goals

The overall goal of Stage 2, the engagement strategy, is to ensure a mainly a two-way exchange of information, knowledge and opinion from government to citizen (and other non-government actors) and vice versa, so that government becomes relatively active. Engagement allows members of the public to contribute ideas and expertise so that their government can make policies with the benefit of information that is widely dispersed in society.

At stage 2, engagement by default is recommended, so that in principle all government activities should be fully open to public engagement except in specific legally defined areas. Engagement allows members of the public to contribute ideas and expertise so their government can make policies with the benefit of information that is widely dispersed in society. However, government tends to determine the agenda, which issues are open for consultation, and does not directly include other actors in its decision-making, so that it always retains the leading role. Whereas transparency on its own is passive, transparency is necessary for engagement to actively function so that the public can see and understand what is happening inside government to order to influence its workings by engaging with public policy processes and public service providers. An important part of this is putting data online and making it machine readable and structured.

As reflected in **Table 1**, it is clear that Stage 2, as the second stage, typically builds upon the policies, strategies, systems and initiatives developed in Stage 1.

Sources used to assess the 2016 baseline and thereby to develop the roadmap for Stage 2 of e-participation and open government in the ReSPA Beneficiaries are of three types:

1. ReSPA data and information as summarised in Annex 1 as baseline data, information and overall assessment, derived from
  - E-participation questionnaire for ReSPA Beneficiaries, November 2016 (see Annex 3)
  - ReSPA report “E-Government Analysis: from E-Government to Open Government”, December 2015.
2. Non-ReSPA data and information derived from:
  - UN E-Participation Index: e-consultation: engaging citizens in contributions to and deliberation on public policies and services (see section 3.1).
  - Open Government Data: star ratings 2 and 3: available as machine-readable structured data (e.g. excel instead of image scan of a table); plus non-proprietary format (e.g. CSV instead of excel).
3. The “ReSPA e-participation and open government general roadmap” as an accompanying document to this ReSPA Beneficiary specific roadmap: reference is made to this document in the following, where relevant, to elucidate the roadmap recommendations and/or provide additional details.



## 5.2. Policy and strategy

### 5.2.1. Baseline

The summary status assessment for stage 2, derived from Annex 1, provides the following baseline.

<i>E-engagement strategies</i> Yes;
<i>Engagement strategies</i> Yes; no policies on specific topics; there are referendums on national matters; referendums are held on national matters.

As examined in section 4.2, stage 1 has provided policies, strategies, systems and initiatives for transparency, which also provide the basis and framework for stage 2's engagement strategies to be developed. Thus the following building blocks need to be updated with reference to these engagement strategies, including in relation to the recommendations below:

- E-strategy
- E-participation initiatives
- Opportunities for e-participation
- Challenges for e-participation.

### 5.2.2. Roadmap recommendations

Montenegro has specific engagement and e-engagement strategies, including national referendums, although there are no policies on specific topics.

#### **Recommendation 24**

Consider whether and, if so, which specific policies might be subject to engagement and e-engagement initiatives, perhaps relating to pressing societal challenges in Montenegro.

#### **Recommendation 25**

Examine and consider the policy and strategy lessons and guidance in relation to the four pillars of engagement, success criteria for e-engagement, process simplification and reduction, user-centred design and personalization (ref: General Roadmap 5.2.2).

## 5.3. Institutional frameworks

### 5.3.1. Baseline

The summary status assessment for stage 2, derived from Annex 1, provides the following baseline.

<b>Institutional framework for engagement</b> <i>Institute for public consultations (engagement)</i>
---

---
<i>Institute for public e-consultations: activities (e-engagement)</i> Confusion ??
<i>Rating national authority for public consultations (engagement)</i> National authority for public consultations -- 4

As examined in section 4.3, stage 1 has provided some institutional frameworks for transparency, which also provide the basis and framework for stage 2's engagement strategies to be developed. Thus the following building blocks need to be updated with reference to these engagement strategies, including in relation to the recommendations below:

- Institutional framework for data privacy.

### 5.3.2. Roadmap recommendations

There does seem to be some confusion concerning whether or not engagement and e-engagement are institutionally founded in Montenegro. However, such an institutional arrangement is rated good.

#### **Recommendation 26**

Clarify the issue of whether not engagement and e-engagement are institutionally founded in Montenegro.

#### **Recommendation 27**

Examine and consider the institutional framework lessons and guidance, in relation to governance and monitoring (ref: General Roadmap 5.3.2).

## 5.4. Legal and regulatory frameworks

### 5.4.1. Baseline

The summary status assessment for stage 2, derived from Annex 1, provides the following baseline.

<b>Legislation on engagement</b>
<i>Legislation on consulting with citizens (engagement)</i> Yes in e-means, no for specific topics
<i>Constitutional rights for citizens to be consulted by government (engagement)</i> Yes
<i>Legislation on e-consulting with citizens (e-engagement)</i> ---
<i>Rating e-consultation (e-engagement)</i> eConsultation: legislation -- 4

As examined in section 4.4, stage 1 has provided some legal and regulatory frameworks for transparency, which also provide the basis and framework for stage 2's engagement strategies to be developed. Thus the following building blocks need to be updated with reference to these engagement strategies, including in relation to the recommendations below:

- Open government data
- Data protection

#### 5.4.2. Roadmap recommendations

The situation with legal and regulatory frameworks at stage 2 appears to be somewhat mixed with both good and less good attributes. There is legislation on consulting with citizens, and citizens do have the constitutional right to be consulted by government. However, there is no focus on specific topics and there is no right to be consulted electronically, although e-consultation itself is rated good.

##### **Recommendation 28**

Consider whether and, if so, which specific policies might be subject to engagement and e-engagement initiatives, perhaps relating to pressing societal challenges in Montenegro.

##### **Recommendation 29**

In order to accelerate the promotion of e-participation and open government, it is important to give citizens the rights, not only to be consulted on policy or other issues, but also to do so electronically.

##### **Recommendation 30**

For open government data, move towards or provide the legal and regulatory basis for reaching, first the star 2 rating<sup>8</sup> (available as machine-readable structured data) and then star rating 3 (as 2 plus non-proprietary format (e.g. CSV instead of excel).

##### **Recommendation 31**

Examine and consider all the legal and regulatory framework lessons and guidance related to legal, data quality, data protection and security issues (ref: General Roadmap 5.4.2).

### 5.5. Government capacity

#### 5.5.1. Baseline

The summary status assessment for stage 2, derived from Annex 1, provides the following baseline.

<b>Social media capacity</b>
<i>Processes for monitoring social media</i>
No

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<sup>8</sup> Tim Berners-Lee's "linked Open Data 5 Star Scheme" for assessing the stages of open data deployment and use: <https://www.w3.org/DesignIssues/LinkedData.html>

How do governments monitor social media NA
Rating PA social media utilisation PA social media utilization -- 3

As examined in section 4.5, stage 1 has provided some government capacity frameworks for transparency, which also provide the basis and framework for stage 2's engagement strategies to be developed. Thus the following building blocks need to be updated with reference to these engagement strategies, including in relation to the recommendations below:

- Financial capacity
- Technical capacity
- Human capacity
- Open data capacity

### 5.5.2. Roadmap recommendations

Government's social media capacity, necessary for significant progress on its engagement strategy, appears to be weak or not discernible. However, the public administration's use of social media is rated as average.

#### **Recommendation 32**

Clarify, and if necessary, strengthen and make visible government's social media capacity.

#### **Recommendation 33**

Examine and consider all the government capacity lessons and guidance related to supporting civil servants (ref: General Roadmap 5.5.2).

## 5.6. E-participation features and channels

### 5.6.1. Baseline

The summary status assessment for stage 2, derived from Annex 1, provides the following baseline.

<b>Engagement features</b> <i>Web 2.0 &amp; social media</i> Much use of social media, discussion for a, RSS and FAQs; but generally e-participation is underused
<i>E-engagement features</i> ---
<i>Rating consultation with citizens (engagement)</i> Finance/budget -- 3; Development/welfare -- 3; Urban development/planning -- 3; Environmental protection -- 3; Public services -- 4; Transport -- 3

As examined in section 4.6, stage 1 has provided some e-participation features and channels frameworks for transparency, which also provide the basis and framework for stage 2's engagement strategies to be developed. Thus the following building blocks need to be updated with reference to these engagement strategies, including in relation to the recommendations below:

- E-participation portal
- Open government data features
- Targeting specific groups

## 5.6.2. Roadmap recommendations

There seems to be much use of social media for engagement, despite the apparently weak government capacity (see Recommendation 32), but this remains a little unclear, especially as e-participation is underused. Ratings for consultation with citizens on specific topics are at average or good level.

### **Recommendation 34**

For open government data, move towards reaching, first the star 2 rating<sup>9</sup> (available as machine-readable structured data) and then star rating 3 (as 2 plus non-proprietary format (e.g. CSV instead of excel). (See also Recommendation 30)

### **Recommendation 35**

Examine and consider all the e-participation features and channels lessons and guidance (ref: General Roadmap 5.6.2).

### **Recommendation 36**

Consider the UN 2016 questions on e-consultation (see General Roadmap 5.6.1) which illustrate the types of features national portals need to have in order to score high on this index. Similar questions are expected for the 2018 survey report with measurement likely to take place in mid 2017.

## 5.7. Public capacity

### 5.7.1. Baseline

The summary status assessment for stage 2, derived from Annex 1, provides the following baseline.

<i>Social media usage</i>
Questionable numbers
<i>Rating citizen demand for engagement</i>
Citizens' demand for consultation: development matters and policies -- 3

<sup>9</sup> Tim Berners-Lee's "linked Open Data 5 Star Scheme" for assessing the stages of open data deployment and use: <https://www.w3.org/DesignIssues/LinkedData.html>

As examined in section 4.7, stage 1 has provided some public capacity frameworks for transparency, which also provide the basis and framework for stage 2's engagement strategies to be developed. Thus the following building blocks need to be updated with reference to these engagement strategies, including in relation to the recommendations below:

- Technical capacity
- Human capacity
- Take-up
- Citizen trust
- Capacity of specific groups

#### 5.7.2. Roadmap recommendations

<i>Social media usage</i> Questionable numbers
<i>Rating citizen demand for engagement</i> Citizens' demand for consultation: development matters and policies -- 3

Referring to public capacity in stage 1, this appears to be unsatisfactory so it is difficult to build very good capacity at the engagement level, especially when there is, for example, some uncertainty about the numbers of people using social media and whether this can be used to engage with the government. However, citizens' demand for consultation does appear to be at average level.

Reference should thus be made back to the public capacity recommendations made for stage 1 (section 4.7.2).

#### **Recommendation 37**

Examine and consider all the public capacity lessons and guidance for stage 2 (ref: General Roadmap 5.7.2).

## 6. Stage 3: collaboration roadmap

### 6.1. Overall goals

At stage 3, the e-participation and open government strategy is to be collaborative. This is mainly multi-way from governments to citizens (and other non-government actors), vice versa and involving in principle many other actors, so that each actor -- not only government -- can become proactive in initiating and implementing collaboration. Collaboration improves the effectiveness of government by encouraging partnerships and cooperation within the central government, across levels of government, and between the government and private institutions.

At stage 3, collaboration by default is recommended, so that in principle all government activities should be open for collaboration with all legitimate actors, both where government proactively takes the lead but also enables others to do so, even without government, as long as this contributes to public value over which the government has the final say. Whereas engagement on its own provides only limited opportunities determined by government for non-government actors to participate in the workings of government, collaboration takes this the final step by enabling these actors to themselves have significant say in which issues they consider important to participate in. As mentioned, however, the extent of this needs to be determined by legal provision, and in a society in which governments are duly elected, the government will need to determine whether such participation is in the public interest or not. Well designed and implemented collaborative government can considerably improve the overall effectiveness of government and public sector activities by encouraging partnerships and cooperation within the government, across levels of government, and between the government and other legitimate actors in society, also in situations where government may decide it is not necessary for itself to take the leading role. This is because it is clear that government on its own does not have a monopoly of knowledge, resources or power to tackle societal challenges and fully achieve societal goals<sup>10</sup>. An important part of this is putting data online, making it machine readable and structured, plus using open standards and enabling non-government actors to link to and mesh with their own or other actors' data.

As reflected in **Table 1**, it is clear that Stage 3, as the third stage, typically builds upon the policies, strategies, systems and initiatives developed in Stages 1 and 2.

Sources used to assess the 2016 baseline and thereby to develop the roadmap for Stage 3 of e-participation and open government in the ReSPA Beneficiaries are of three types:

1. ReSPA data and information as summarised in Annex 1 as baseline data, information and overall assessment, derived from
  - E-participation questionnaire for ReSPA Beneficiaries, November 2016 (see Annex 3)

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<sup>10</sup> Millard, J (2015) Open governance systems: Doing more with more, *Government Information Quarterly*, 12 September 2015: <http://doi.org/10.1016/j.giq.2015.08.003>

- ReSPA report “E-Government Analysis: from E-Government to Open Government”, December 2015.
2. Non-ReSPA data and information derived from:
    - UN E-Participation Index: e-decision-making: empowering citizens through co-design of policy options and coproduction of service components and delivery modalities (see section 3.1)
    - Open Government Data: star ratings 4 and 5: all the above, plus use open standards from W3C (RDF and SPARQL) to identify things, so that people can point at your stuff; plus link your data to other people’s data to provide context.
  3. The “ReSPA e-participation and open government general roadmap” as an accompanying document to this ReSPA Beneficiary specific roadmap: reference is made to this document in the following, where relevant, to elucidate the roadmap recommendations and/or provide additional details.

## **6.2. Policy and strategy**

### **6.2.1. Baseline**

There are no status assessments for stage 3, derived from Annex 1, to provide a baseline.

As examined in sections 4.2 and 5.2, stages 1 and 2 have provided policies, strategies, systems and initiatives for transparency and engagement, which also provide the basis and framework for stage 3’s collaboration strategies to be developed. Thus the following building blocks need to be updated with reference to these collaboration strategies, including in relation to the recommendations below:

- E-strategy (from stage 1)
- E-participation policies and strategies (from stage 2)
- E-participation initiatives (from stage 1)
- Opportunities for e-participation (from stage 1)
- Challenges for e-participation (from stage 1)

### **6.2.2. Roadmap recommendations**

#### ***Recommendation 38***

Examine and consider the policy and strategy lessons and guidance in relation to proactive involvement in decision-making, the challenges of e-decision-making, and the opportunities of e-decision-making (ref: General Roadmap 6.2.2).

## **6.3. Institutional frameworks**

### **6.3.1. Baseline**



There are no status assessments for stage 3, derived from Annex 1, to provide a baseline.

As examined in sections 4.3 and 5.3, stages 1 and 2 have provided institutional frameworks for transparency and engagement, which also provide the basis and framework for stage 3's collaboration strategies to be developed. Thus the following building blocks need to be updated with reference to these collaboration strategies, including in relation to the recommendations below:

- Institutional framework for engagement (from stage 2)
- Institutional framework for data privacy (from stage 1)

### 6.3.2. Roadmap recommendations

#### **Recommendation 39**

Examine and consider the institutional framework lessons and guidance in relation to governance, monitoring and the others identified (ref: General Roadmap 6.3.2).

## 6.4. Legal and regulatory frameworks

### 6.4.1. Baseline

The summary status assessment for stage 3, derived from Annex 1, provides the following baseline.

<b>Legislation on collaboration</b>
<i>Constitutional rights for citizens to participate in public policy and decision-making</i>
Yes
<i>Rating on e-decision-making (e-collaboration)</i>
eDecision-making: legislation -- 0

As examined in sections 4.4 and 5.4, stages 1 and 2 have provided legal and regulatory frameworks for transparency and engagement, which also provide the basis and framework for stage 3's collaboration strategies to be developed. Thus the following building blocks need to be updated with reference to these collaboration strategies, including in relation to the recommendations below:

- Legislation on collaboration (from stage 2)
- Open government data (from stage 1)
- Data protection (from stage 1)

### 6.4.2. Roadmap recommendations

There are constitutional rights for citizens to participate in public policy and decision-making, but it seems that e-decision-making is itself rated poorly.

**Recommendation 40**

Clarify and, if necessary, address the uncertainty around the functioning and quality of e-decision-making.

**Recommendation 41**

For open government data, move towards or provide the legal and regulatory basis for reaching, first the star 4 rating<sup>11</sup> (as star rating 3 plus use open standards from W3C: RDF and SPARQL) and then star rating 5 (as star rating 4 plus link your data to other people's data to provide context).

**Recommendation 42**

Examine and consider the legal and regulatory framework lessons and guidance in relation to legal, data quality, data protection and security (ref: General Roadmap 6.4.2).

## **6.5. Government capacity**

### **6.5.1. Baseline**

There are no status assessments for stage 3, derived from Annex 1, to provide a baseline.

As examined in sections 4.5 and 5.5, stages 1 and 2 have provided government capacity frameworks for transparency and engagement, which also provide the basis and framework for stage 3's collaboration strategies to be developed. Thus the following building blocks need to be updated with reference to these collaboration strategies, including in relation to the recommendations below:

- Financial capacity (from stage 1)
- Technical capacity (from stage 1)
- Human capacity (from stage 1)
- Open data capacity (from stage 1)
- Social media capacity (from stage 2)

### **6.5.2. Roadmap recommendations**

**Recommendation 43**

Examine and consider the legal and regulatory framework lessons and guidance in relation to strengthening professional communities at every level (and countering the challenges (ref: General Roadmap 6.5.2)).

## **6.6. E-participation features and channels**

### **6.6.1. Baseline**

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<sup>11</sup> Tim Berners-Lee's "linked Open Data 5 Star Scheme" for assessing the stages of open data deployment and use: <https://www.w3.org/DesignIssues/LinkedData.html>

The summary status assessment for stage 3, derived from Annex 1, provides the following baseline.

<b>Collaboration features</b> <i>E-polling and e-voting features (e-collaboration)</i> Yes, but not e-voting or e-referendum
<i>Collaboration</i> E-petition is underused, as the threshold is very high; Participatory budget and budget monitoring have a portal for monitoring local budgets
<i>Rating e-collaboration</i> PA online polls, forums, petitions -- 3; national eVoting eReferendums -- 0: NA

As examined in sections 4.6 and 5.6, stages 1 and 2 have provided e-participation features and channel frameworks for transparency and engagement, which also provide the basis and framework for stage 3's collaboration strategies to be developed. Thus the following building blocks need to be updated with reference to these collaboration strategies, including in relation to the recommendations below:

- E-participation portal (from stage 1)
- Open government data features (from stage 1)
- Targeting specific groups (from stage 1)

### 6.6.2. Roadmap recommendations

E-polling and e-petition features are available and are rated average, but not e-voting or e-referendum. E-petition is underused, however, given the very high threshold, although participatory budgeting and budget monitoring have a portal for monitoring local budgets.

#### **Recommendation 44**

Consider strengthening the support, and upgrading of, e-polling and e-petition in order to increase usage especially at local and city levels where it clearly has most relevance, for example through participatory budgeting and the monitoring of local budgets.

#### **Recommendation 45**

For open government data, move towards reaching, first the star 4 rating<sup>12</sup> (as star rating 3 plus use open standards from W3C: RDF and SPARQL) and then star rating 5 (as star rating 4 plus link your data to other people's data to provide context).

#### **Recommendation 46**

Examine and consider all the e-participation features and channels lessons and guidance on e-voting, e-polling, e-petitions, participatory budgeting and collaborative co-production, etc. (ref: General Roadmap 6.6.2).

#### **Recommendation 47**

<sup>12</sup> Tim Berners-Lee's "linked Open Data 5 Star Scheme" for assessing the stages of open data deployment and use: <https://www.w3.org/DesignIssues/LinkedData.html>

Consider the UN 2016 questions on e-decision-making (see General Roadmap 6.6.1) which illustrate the types of features national portals need to have in order to score high on this index. Similar questions are expected for the 2018 survey report with measurement likely to take place in mid 2017.

## 6.7. Public capacity

### 6.7.1. Baseline

The summary status assessment for stage 3, derived from Annex 1, provides the following baseline.

<i>Rating citizen trust in e-collaboration</i>
Citizen trust in PA online polls, forums, petitions -- 0 ; national eVoting eReferendums --0 NA
<i>Rating citizen demand for collaboration</i>
Citizens' demand to participate in policy making & implementation -- 2

As examined in sections 4.7 and 5.7, stages 1 and 2 have provided public capacity frameworks for transparency and engagement, which also provide the basis and framework for stage 3's collaboration strategies to be developed. Thus the following building blocks need to be updated with reference to these collaboration strategies, including in relation to the recommendations below:

- Technical capacity (from stage 1)
- Human capacity (from stage 1)
- Take-up (from stage 1)
- Social media usage (from stage 2)
- Capacity of specific groups (from stage 1)

### 6.7.2. Roadmap recommendations

Citizen trust in online polls, forums, petitions appears not to be relevant, but this needs to be clarified. The demand to participate in policy-making and implementation is rated as poor.

#### **Recommendation 48**

Given the existence of some e-polling and e-petitioning, for example through participatory budgeting and the monitoring of local budgets (see Recommendation 44), it is clear that wider success will only materialise if trust and demand are increased through, for example, awareness raising and making systems as easy and relevant as possible. This will also include appropriate training and support. (See also Recommendation 49).

#### **Recommendation 49**

Examine and consider the public lessons and guidance on building citizen collaboration from the bottom and actively support participatory, digital and political literacy (ref: General Roadmap 6.7.2).



## **7. Annex 1: Montenegro baseline data, information and overall assessment for the six roadmap issues**

This section provides the baseline data and information collected for the ReSPA Beneficiary in question, as well as an overall assessment for each of the six roadmap issues.

The baseline data and information are derived from four main sources:

1. Questionnaire design and administered by Bojan Cvetkovic: numbered questions are grouped below according to the general roadmap building blocks.
2. Relevant material from the ReSPA report “E-Government Analysis: From E- to Open Government”, November 2015: grouped below by bullets according to the general roadmap building blocks.
3. Discussions with representatives of each ReSPA Beneficiary during the E-Government Working Group meeting, Beograd, Serbia, 13-14 December 2016 on the basis of the Step 1 Beneficiary reports.
4. Relevant desk research material.

**Note:** Shaded text in the following indicates the original question numbers and text from the questionnaire in 1 above to help distinguish from the answers which are in un-shaded text.

### **7.1. Baseline: policy and strategy**

#### **7.1.1. E-strategy**

##### **Main e-strategies**

- 1) Does your government have an overall e-strategy?  
Montenegrin government has an overall e-strategy
- 2) Does your government have an official responsible for overall e-strategy, at the national level, such as a Chief Information Officer, Chief Data Officer, or Chief Digital Officer?  
There is a government official responsible at the national level.
- 5) Does your government have a policy mandating that each government agency has a website?  
There is a policy mandating that each government agency has a website

##### **Open government policies**

- Montenegro has been a member of the Open Government Partnership since 2011. This has resulted in publication of public procurement documents by Public Procurement Administration, and all documents and materials discussed and adopted during Government sessions.
  - Montenegro joined the Open Government Partnership in September 2011. Current status is that Montenegro is implementing 1st Action Plan & Opened Public Consultations for Draft 2nd Action Plan.
- 4) Does your government have a social media strategy?  
Montenegrin government does not have a social media strategy

### **Open government data policies**

- A special monitoring taskforce oversees the Open Government Data (OGD) action plans. For the first action plan, the taskforce reported 10 fully completed and 28 limited completed milestones out of 56 milestones in total. Results include e-licenses and e-registrations for businesses, the e-government portal, e-petitions, public e-procurement, and digital systems for budget transparency, etc.’
- Montenegro was not part of the Open Budget Survey<sup>13</sup>

### **PAR policies and initiatives**

- SIGMA priorities coverage is generally good, although coverage in priority 2) policy development & coordination is weak with only one initiative (eParticipation as an option needs to be better promoted so that citizens, civil society and business entities can actively participate in consultation process.)

### **PPP/PCP policies and initiatives**

- **PPP:** 2009 Law for Concessions and PPP legislation. PPPs are increasingly used as a mechanism for covering budget deficits.
- **PCP:** No laws, policies or strategies for PCPs
- In Montenegro, Public-Civil-Partnerships (PCPs) are unregulated by law, but Public-Private-Partnerships (PPPs) are covered by the Law for Concessions and the Law on PPP (in the adoption phase). Here PPPs are increasingly used as a mechanism for covering budget deficits. There are PCP ad hoc examples, and 11 community projects financed with fines from a public engagement campaign “Be Responsible - Zero Grey Economy”, which was jointly developed by the Government of Montenegro and the Faculty for Electrical Engineering, with significant support from UNDP Montenegro, the UK Embassy in Montenegro. Another example is a joint venture PPP, giving free wireless internet access for citizens.

## **7.1.2. E-participation policies and strategies**

### **General e- participation strategies**

- 3) Does your government’s e-strategy include eParticipation or you have separate strategy for eParticipation?

Montenegro’s e-strategy does include e-participation or has a separate strategy for e-participation.

### **E-engagement strategies**

- 33) Does your government have policies specifying government agencies consult with citizens via electronic means, such as websites, mobile platforms/devices, social media, e-mail, etc.?

The government does have policies specifying government agencies consult with citizens via electronic means

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<sup>13</sup> The Open Budget Survey methodology and questionnaire underwent some revisions since the 2012 Survey round, which among other things affected the number and numbering of the questions. For clarity and simplicity, IBP therefore decided to present the results from previous Survey rounds under a separate section: <http://internationalbudget.org>

### **Engagement strategies**

- 31) Does your government have any policies requiring that government agencies consult with citizens?

The government does have policies requiring that government agencies consult with citizens

- 32) Does your government have policies recommending particular topics for consultations with citizens (e.g. education, health, urban planning etc.)?

The government does not have policies recommending particular topics for consultations with citizens (e.g. education, health, urban planning etc.)

- 94) Does your government hold referendums on matters of national importance?

The government does hold referendums on matters of national importance.

### **Rating e-participation policy and strategies**

- 112) Political commitment -- 3: average

- 113) National eParticipation -- 5: very good

- 120) eParticipation policy formation -- 2: poor

### **7.1.3. E-participation initiatives**

#### **Completed e-participation initiatives**

- 8) Please provide information on completed e-Participation initiatives with information on start date, end date, channels Used (e.g. website, social media, mobile app etc.), description of thematic focus (e.g. Health, Education, Environment) and relevant URL(s)

- 9) Please identify what eParticipation activities (one or more) your government has already implemented? (Links to e-participation features and channels section)

Montenegrin government has had social network campaigns, online petitions, surveys, and promotion/advocacy. Web site with policy information has been used as well as mobile apps.

#### **On-going e-participation initiatives**

- 7) Please provide information on ongoing e-Participation initiatives with information on start date, planned end date, channels Used (e.g. website, social media, mobile app etc.), description of thematic focus (e.g. Health, Education, Environment) and relevant URL(s)

In April 2011 Montenegro initiated the “ePARTICIPACIJA” (<http://www.euprava.me/eparticipacija>) e-participation initiative. However, there are presently no ongoing e-Participation initiatives in Montenegro.

#### **Planned e-participation initiatives**

- 10) Please identify what eParticipation activities (one or more) your government has planned to implement? (Links to e-participation features and channels section)

E-participation activities the government has planned to implement includes: trainings/educations, workshops, and conducting a study/analysis



### **Rating e-participation implementation**

121) eParticipation implementation -- 3: average

#### **7.1.4. Opportunities for e-participation**

##### **Thematic areas of potential benefit**

- 11) Please list thematic areas/issues/processes which, in your case, could benefit most by implementing eParticipation?
- 14) Please list your government's needs in the area of eParticipation? (Links to government capacity section)

Transparency, democracy, and availability

#### **7.1.5. Challenges for e-participation**

##### **Past challenges**

- 13) Please list eParticipation challenges/threats/issues that you think may prevent/threat/hinder future eParticipation initiatives?

Issues that have hindered e-participation in the past are:

- Accommodation and acceptance of this form of citizen participation of the authorities,
- Lack of will transition to electronic mode by the institution,
- Lack of information on the benefits,
- Lack of digital literacy of employees in the institutions and citizens,
- Lack of information and promotion of this form of democratic participation.

##### **Future challenges (Stage 1 answers under “drivers and barriers”)**

Challenges that might prevent/hinder future e-participation in Montenegro are:

- Slowness in adapting to administration and acceptance of this form of citizen participation,
- Lack of will transition to electronic mode by the institution,
- Lack of information on the benefits,
- Insufficient level of digital literacy,
- Insufficient promotion of this form of democratic participation

#### **7.2. Baseline: institutional frameworks**

##### **7.2.1. Institutional framework for transparency**

##### **State/national authority for information (transparency)**

- 35) Do you have a state/national authority (Information Commissioner or similar) mandated to coordinate the implementation of existing public information policies?
- 36) If you have a state/national authority (Information Commissioner or similar), is the above authority independent (e.g. reports directly to the head of state or the legislature)?

Montenegro has an independent national authority mandated to coordinate the implementation of existing public information policies.

**State/national authority for e-information activities (e-transparency)**

- 37) If you have a state/national authority (Information Commissioner or similar), does the authority have a presence on social media?
- 38) If you have a state/national authority (Information Commissioner or similar), does the authority have a website?
- 39) If a state/national authority (Information Commissioner or similar) has website, does the website publish the requests and complaints received by this authority?
- 40) If a state/national authority (Information Commissioner or similar) has website, are citizens able to contact the authority via the website?
- 41) If a state/national authority (Information Commissioner or similar) has website, does the website provide services to people with sensory disabilities or elderly (e.g. large print, audio, Braille, screen readers, virtual assistance etc.)?

It has a presence in social media, has a website that publishes requests and complaints received by this authority, and citizens can contact the authority on the website. The website is accessible to people with sensory disabilities and the elderly.

**Rating national authority for public information (transparency)**

- 118) National authority for public information -- 2: poor

## **7.2.2. Institutional framework for engagement**

**Institute for public consultations (engagement)**

- 50) Does your government have an institution for public consultations (e.g. Economic or Social or Advisory Council or similar)?
- 51) If your government has an institution for public consultations, does this institution consult with citizens before advising government?
- 52) If your government has an institution for public consultations, have the members of this institution met at least once this calendar year?

Nothing here?

**Institute for public e-consultations: activities (e-engagement)**

- 53) If your government has an institution for public consultations, does the institution have a presence on social media?
- 54) If your government has an institution for public consultations, does this institution have a website?
- 55) If government's institution for public consultations has a website, has this website published a list of institution's recommendations to the government in the last 12 months?
- 56) If government's institution for public consultations has a website, does this website provide access to people with sensory disabilities or elderly (e.g. large print, audio, Braille, screen readers, virtual assistance etc.)?

LT: There is some confusion as to whether Montenegro has an institution for public consultations. In Bojans questionnaire they answer no, but I have (by mistake) written it as if they have in stage 1 input, which the Montenegrin team has not objected to!

**Rating national authority for public consultations (engagement)**

119) National authority for public consultations -- 4: good

### **7.2.3. Institutional framework for data privacy**

**State/national authority for data privacy**

42) Do you have a state/national authority mandated to coordinate the implementation of data privacy policies (Privacy Commissioner or similar)?

43) If you have a state/national Privacy Commissioner (or similar authority), is the above authority independent (e.g. reports directly to the head of state or the legislature)?

Montenegro also has an independent national authority mandated to coordinate the implementation of data privacy policies.

**State/national authority for data privacy: activities**

44) If you have a state/national Privacy Commissioner (or similar authority), does the authority have a presence on social media?

45) If you have a state/national Privacy Commissioner (or similar authority), does the authority have a website?

46) If a state/national Privacy Commissioner (or similar authority) has a website, does the website publish the requests and complaints received by this authority?

47) If a state/national Privacy Commissioner (or similar authority) has a website, are citizens able to contact the authority via the website?

48) If a state/national Privacy Commissioner (or similar authority) has a website, does the website provide services to people with sensory disabilities or elderly (e.g. large print, audio, Braille, screen readers, virtual assistance etc.)?

It too has a social media presence, a website that publishes complaints received, and where citizens can contact the authority. The website is not accessible to people with sensory disabilities and the elderly.

## **7.3. Baseline: legal and regulatory frameworks**

### **7.3.1. Legislation on transparency**

**Legislation and policies on freedom of information (transparency)**

20) Does your government have legislation on access to public information (Freedom of Information Act or similar)?

24) Does your government have policies on access to public information (in regard to Freedom of Information Act or similar)?

Montenegrin government has legislation and policies on access to public information

**Constitutional rights for citizens accessing public information (transparency)**

- 16) Does your constitution grant citizens the right to access public information?  
Montenegrin Constitution grants citizens the rights to access public information

**Legislation and policies on freedom of e-information (e-transparency)**

- 21) Does your government have legislation on reactive sharing of public information in an electronic format (sharing upon official request from the public)?  
25) Does your government have policies on reactive sharing of public information in an electronic format (sharing upon official request from the public)?

Montenegrin government has legislation and policies on reactive sharing of public information upon official request from the public in an electronic format

**Rating access to information legislation (transparency)**

114) Access to information: legislation -- 0: NA

### 7.3.2. Legislation on engagement

**Legislation on consulting with citizens (engagement)**

- 28) Does your government have legislation requiring that government agencies consult with citizens?  
29) Does your government have legislation recommending particular topics for consultations (e.g. education, health, urban planning etc.)?

Montenegrin government has legislation requiring government agencies to consult with citizens and by electronic means, but no legislation recommending particular topics for consultations (e.g. education, health, urban planning etc.)

**Constitutional rights for citizens to be consulted by government (engagement)**

- 17) Does your constitution contain a provision requesting that government agencies consult with citizens on issues affecting their daily lives?

Montenegrin Constitution grants contain a provision requesting that government agencies consult with citizens on issues affecting their daily lives

**Legislation on e-consulting with citizens (e-engagement)**

- 30) Does your government have legislation specifying government agencies consult with citizens via electronic means, such as websites, mobile platforms/devices, social media, e-mail, etc.?

Nothing here?

**Rating e-consultation (e-engagement)**

116) eConsultation: legislation -- 4: good

### 7.3.3. Legislation on collaboration

**Constitutional rights for citizens to participate in public policy and decision-making**

- 18) Does your constitution grant citizens the right to participate directly in public policy and decision-making?

Montenegrin Constitution grants citizens the right to participate directly in public policy and decision-making

**Rating on e-decision-making (e-collaboration)**

117) eDecision-making: legislation -- 0: NA

#### **7.3.4. Open government data**

**Legislation and policies on open government data**

- 22) Does your government have legislation on proactive sharing of public information in open data formats?
- 26) Does your government have policies on proactive sharing of public information in open data formats?

No legislation nor policies on proactive sharing of public information in open data formats

#### **7.3.5. Data protection**

**Policies and legislation on personal data protection**

- 19) Does your constitution protect citizens' personal data and information?
- 23) Does your government have legislation on personal data protection?
- 27) Does your government have policies on personal data protection?

Montenegrin Constitution protects citizens' personal data and information

Government has legislation and policies on personal data protection.

Law on Personal Data Protection and Agency for the Protection of Personal Data and the Free Access to Information protects user data.

**Rating legislation on protection of personal data**

115) Protection of personal data: legislation -- 4: good

#### **7.4. Baseline: government capacity**

##### **7.4.1. Financial capacity**

**Financial capacity**

- 84) Does your government have funds in its budget allocated to e-Participation?

Government does not have funds allocated in the budget for e-participation. There is therefore no special financial resources available for e-participation.

**Rating e-participation financial capacity**

147) eParticipation capacity: financial resources -- 0: NA

#### **7.4.2. Technical capacity**

##### **Technical hardware and software capacity**

85) Does your government have capacity in terms of technical (hardware and software) infrastructure?

Government has the capacity in terms of technical infrastructure for e-participation.

##### **Government bodies use of ICT channels**

77) What is the percentage of governmental bodies with a web presence?

95% of governmental bodies have a web presence

80) What is the percentage of governmental bodies with slow Internet access (dial-up or similar)?

1% have slow internet access

81) What is the percentage of governmental bodies with fast fixed (wired) broadband Internet access?

95% have fixed broadband

82) What is the percentage of governmental bodies with fast wireless broadband Internet access?

95% have mobile broadband internet access

83) What is the percentage of governmental bodies with an intranet?

95% of governmental bodies have intranets.

##### **Rating e-participation technical capacity**

122) PA web presence -- 3: average

123) PA email communication -- 4: good

125) PA mobile utilization -- 2: poor

148) eParticipation capacity: technical resources -- 4: good

#### **7.4.3. Human capacity**

##### **Personnel use of ICT**

78) What is the percentage of persons employed in governmental bodies routinely using computers?

79) What is the percentage of persons employed in governmental bodies routinely using the Internet?

90% of persons employed in governmental bodies routinely uses computer, and 90% routinely uses the internet.

##### **Rating e-participation human capacity**

146) eParticipation capacity: human resources -- 2: poor

#### **7.4.4. Social media capacity**

##### **Processes for monitoring social media**

- 87) Does your government have a process for monitoring social media?
- 88) Please briefly explain a process that government uses for monitoring social media?
- 90) Does individual government bodies have a process for monitoring social media?
- 91) Please list individual government bodies that have a process for monitoring social media?

Neither Montenegrin government nor individual government bodies have a process for monitoring social media.

##### **How do governments monitor social media**

- 89) What does your government uses to monitor/measure social media?  
NA
- 92) What does government bodies that have a process for monitoring social media use to monitor/measure social media?  
NA

##### **Rating PA social media utilisation**

124) PA social media utilization -- 3: average

#### **7.4.5. Open data capacity**

##### **Open government data responsible official**

- 86) Does your government have an official responsible for the implementation of Open Government Data?  
There is no official responsible for the implementation of Open Government Data

### **7.5. Baseline: e-participation features and channels**

#### **7.5.1. E-participation portal**

##### **E-participation national portal and information features**

- 58) Does your government have a national portal (either only for eParticipation or the one that includes eParticipation) for eParticipation (from now on "national portal")?  
Montenegro has a national portal for e-participation.

- 59) If there is legislation on access to public information in your country, does the national portal inform citizens of that right?  
No access to public information legislation on the national portal

60) Does the national portal provide information on upcoming e-Participation opportunities such as a public meetings calendar or similar?

No announcing upcoming eParticipation opportunities on portal

67) Is the national portal available in more than one language?

It is multi-lingual

68) Does the portal make its number of visits/hits public?

No info?

- OG portal/information websites (2015 p. 49)

Open Government portals and information websites includes the:

- The Government of Montenegro Portal
- National eParticipation portal ([www.epeticije.gov.me](http://www.epeticije.gov.me))
- OGD Portal is planned ([www.datagov.me](http://www.datagov.me))

#### **E-participation national portal and interactive features**

61) Is there a search feature available on the national portal?

The portal has a search feature  
is e-accessible

66) Can citizens contact government officials using the national portal ("Contact Us" or similar feature)?

69) Can users 'like' or rate content on the national portal?

citizens can use a "contact us" feature

62) Is the national portal accessible to citizens with sensory disabilities and elderly (e.g. large print, audio, Braille, virtual assistance etc.)?

No info?

70) Does the national portal link to social media platforms?

the portal links to social media platforms

provides tools for obtaining public opinion such as online polls, petition tools, or online forums

In 2015 the Montenegrin national author wrote that there was not much activity on the portal. Presently (March 2017) the portal is down with an error.

#### **7.5.2. Transparency features**

##### **Rating Information sharing with citizens (transparency)**

134) Information sharing with citizens: Finance/budget -- 3: average

135) Information sharing with citizens: Social development/welfare -- 3: average

136) Information sharing with citizens: Urban development/planning -- 4: good

137) Information sharing with citizens: Environmental protection -- 3: average



- 138) Information sharing with citizens: Public services -- 4: good  
139) Information sharing with citizens: Transport -- 3: average

#### **Transparency and participation**

Nothing here?

### **7.5.3. Engagement features**

#### **Web 2.0 & social media**

There is much use of social media, discussion for a, RSS and FAQs  
Generally e-participation is underused

#### **E-engagement features**

- 72) Has the portal ever hosted an e-consultation with citizens?  
73) Does portal produce a consultation outcomes report that includes an analysis of citizens' proposals?  
74) Does the feedback received from the e-consultation process result in action taken by your government?

Nothing here?

- Feedback & participation (2015 p. 47)

Nothing here?

#### **Rating consultation with citizens (engagement)**

- 140) Finance/budget -- 3: average  
141) Development/welfare -- 3: average  
142) Urban development/planning -- 3: average  
143) Environmental protection -- 3: average  
144) Public services -- 4: good  
145) Transport -- 3: average

### **7.5.4. Collaboration features**

#### **E-polling and e-voting features (e-collaboration)**

- 71) Does the national portal provide tools for obtaining public opinion such as online polls, petition tools, or online forums?

The national portal provides tools for obtaining public opinion such as online pools, petition tolls, or online forums.

- 75) Has your government ever made e-voting or e-referendum technologies available, as a means of engaging citizens in the decision-making process?

Government hasn't made e-voting or e-referendum technologies available as a means of engaging citizens in the decision-making process.

## Collaboration

- Collaboration with users (2015 p. 47)
- User empowerment and centrality (2015 Annex I)

E-petition is underused, as the threshold is very high.

- On [www.epeticije.gov.me](http://www.epeticije.gov.me) it is possible for every citizen of Montenegro who is of age and holds a biometric ID card, as well as any foreigner with permanent residence in Montenegro, to file a petition in any field of Government's responsibility. By nominating a petition through the portal, a user chooses the line ministry responsible to take action as per his/her petition. If the petition meets the requirements for submission, the responsible ministry accepts it and makes it visible on the portal and open for voting. In case the petition would not meet the set requirements, it is rejected, and the petitioner is notified by e-mail of the reasons behind such a decision. If within 60 days a petition is supported by not fewer than 6,000 citizens, the responsible ministry submits it to the Government for consideration within 20 working days from the day when the voting was closed. The petition is then considered at Government session and it is up to the Government to decide whether, and to what extent, it will endorse the requests presented in the petition. In case it endorses the petition, the Government puts responsible ministry in charge of taking relevant actions to meet the demands. At the same time, if it is decided that the petition is not acceptable, the Government notifies the public thereof stating the reasons why the given petition was deemed unacceptable by the Government.
- Clearly, by introducing this mechanism, the Government sends a message that it is open to the opinions and recommendations from local communities. The ePetition, theoretically, offers an opportunity for individuals to launch petitions for solving specific problems. The person signing the petition and providing personal data is protected from any misuse of data, since these are entered directly into the Government's online portal. All people using the internet have an easy access and may use this mechanism. However, given the level of general computer literacy, the degree of civic activism, short timing for collecting signatures (60 days), but also the awareness about this mechanism, the 6,000 vote threshold sets the bar too high. Another problem is participation of vulnerable groups (the poor, rural population, Roma and Egyptians, persons with disabilities).

## Participatory budget and budget monitoring

- In order to enable citizens of Montenegro to be involved in the monitoring of local budgets in their municipalities, the NGO Institut Alternativa launched a specialized portal [www.mojgrad.me](http://www.mojgrad.me). The portal offers a host of information on financial performance of municipalities: information of revenues collected and funds spent by all local governments in Montenegro.
- The first step toward participatory budgeting at the national level has been taken – Ministry of Finance developed a portal called "Visualising Montenegro's Budget".<sup>14</sup> budgeting and reporting on annual expenses on both national and local levels.
- Several factors affect the effectiveness of existing tools for empowerment and participation: citizens being aware of the existence of a certain tool, their level of empowerment and interest in taking an active role in social processes, the tool's accessibility in the sense of the required knowledge and skills, but also physical barriers,

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<sup>14</sup> <http://budzet.sntcg.com>

and finally the social and political context in their micro communities. Vulnerable groups lack empowerment for direct participation in policy monitoring, and most often do so through NGOs, various councils or foundations. Poor use of existing tools also reflects a low level of proactive actions taken by the central and local governments. From the citizens' viewpoint, it is particularly important to get feedback to their proposals and demands. Timely involvement is also important - if people are involved at the planning stage, they will show a higher level of responsibility for attaining the planned outcomes during the subsequent implementation and monitoring. In addition, communication channels used by the relevant authorities are important for constructive interaction. The best designed models have the poorest performance because of not being properly communicated. The government, apart from formally setting the mechanisms in place, should also find a way to invite and mobilize citizens to use them; partnerships with civic society and the media may be very helpful in that respect.<sup>15</sup>

#### **Rating e-collaboration**

126) PA online polls, forums, petitions -- 3: average

127) National eVoting eReferendums -- 0: NA

### **7.5.5. Open government data features**

#### **Open government data sets**

63) Does the national portal have a specific section for sharing raw data (or datasets), or a link to a national open government data portal?

National portal does not have a specific section for sharing raw data (or datasets)

64) If national portal has a specific section for sharing raw data (or datasets), or a link to a national open government data portal, is there information on how to make use of datasets?

No info?

65) Does the portal display number of downloads per open government dataset?

Does not display number of downloads per open government datasets.

#### **Open government data**

- Data sharing (Q) open data (2015, p. 47 and p. 50)
- Open data (2015 p. 47)
- Open government data (2015 Annex I)
- Open budget (2015)

Montenegro has an Open Government Data action plan, and has planned an Open Government Data portal ([www.datagov.me](http://www.datagov.me)) for implementation in 2016/2017. The portal however, is not online yet (March 2017). Another portal on Open Government Partnership ([www.partnerstvo.me](http://www.partnerstvo.me)) is also planned. The two portals planned (OGD portal and OGP portal) is expected to provide the preconditions for achieving greater transparency.

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<sup>15</sup> <https://www.worldwewant2015.org/accountability2015>

There has been improvements with regard to publishing public procurement documents shared by the Public Procurement Administration. Further, all documents and materials discussed and adopted during Government sessions are now published

**There are no data from the Open Budget Survey 2015 on Montenegro** In 2015 the Montenegrin national expert wrote: "The first step toward participatory budgeting at the national level has been taken – Ministry of Finance developed a portal called "Visualising Montenegro's Budget".<sup>1</sup> On the same portal a Tax Calculator is available, where citizens can put their net salary, and find out the amount of money that goes into pension and health insurance, etc. However, a broader transparency initiative should be implemented on the "budget allocation tools" service for citizens and the "open budget service" with appropriate information on budgeting and reporting on annual expenses on both national and local levels" However, these are his suggestions for what could/should be done, not what has been done.:

#### **7.5.6. Targeting specific groups**

##### **Rating targeting specific groups**

- 152) Reaching out electronically to CSOs / NGOs -- 3: average
- 153) Reaching out electronically to youth-- 3: average
- 154) Reaching out electronically to women -- 3: average
- 155) Reaching out electronically to vulnerable disadvantaged groups -- 3: average

#### **7.6. Baseline: public capacity**

##### **7.6.1. Technical capacity**

##### **ICT access**

- 98) Are there any kind of restrictions (even temporary) on access to the internet?  
In Montenegro there *are* restrictions on access to the internet LT: But we don't know what kind of restrictions
- 99) What is the percentage of households with a computer?  
40% of households have a computer
- 100) What is the percentage of households with internet access at home?  
80% of households have internet access at home
- 101) What is the percentage of individuals using fixed (wired) broadband internet?  
10% of individuals are using fixed broadband internet
- 102) What is the percentage of individuals using personal mobile/cellular internet?  
77% are using mobile/cellular internet
- 103) What is the percentage of individuals using mobile-broadband internet?

57% are using mobile-broadband internet

106) What is the percentage of Internet penetration rate in urban areas?

Internet penetration rate in urban areas are **1%**, LT: There must be something wrong with this number

107) What is the percentage of Internet penetration rate in rural areas?

40% in rural areas LT: There must be something wrong with this number

#### **Subsidies for vulnerable groups**

97) Does your government subsidize provision of ICT services such as Internet, mobile phone etc. to vulnerable groups?

Nothing here?

### **7.6.2. Human capacity**

#### **User training**

96) Are there any educational/training programs on e-Participation for citizens?

There are no educational/training programs on e-participation in Montenegro

#### **Political activity and features**

108) What is the percentage of women in parliament?

Percentage of women in parliament is **80%**.: LT This number can't be true. According to World Bank data <http://data.worldbank.org/indicator/SG.GEN.PARL.ZS> the Proportion of seats held by women in the Montenegrin parliaments (%) was 24 in 2016

109) What is the percentage of voter turnout in last national elections?

Voter turnout in the last national elections was **10%**. LT: Again this can't be true. There must be something wrong with this number. According to Wikipedia

[https://en.wikipedia.org/wiki/Elections\\_in\\_Montenegro](https://en.wikipedia.org/wiki/Elections_in_Montenegro)

Registered voters/turnout in 2016 parliamentary election was 73.41%

110) What is the percentage of citizens that are members of a political party?

The (estimated) percentage of citizens that are members of a political party is **77%**

### **7.6.3. Take-up**

#### **Internet usage survey**

6) Do you have an official internet usage survey (by National Statistics Office or equivalent) conducted at the national level in the last 12 months?

Nothing here?

#### **National portal usage**

105) What is the percentage of national portal visitors (in regard to the population) in the last year?

The percentage of national portal visitors (in regard to the population) in the last year was 30%.

#### **Social media usage**

104) What is the percentage of individuals using social media?

Percentage of individuals using social media is 1%. LT: I don't believe this number

### **7.6.4. Citizen trust**

#### **Rating citizen trust in ICT channels**

128) Citizen trust in PA web presence -- 3: average

129) Citizen trust PA email communication -- 4: good

130) Citizen trust in PA social media utilization -- 4: good

131) Citizen trust in PA mobile utilization -- 2: poor

#### **Rating citizen trust in e-collaboration**

132) Citizen trust in PA online polls, forums, petitions -- 0 NA

133) Citizen trust in national eVoting eReferendums -- 0 NA

### **7.6.5. Citizen demand**

#### **Rating citizens' demand for transparency**

149) Citizens' demand for access to public information -- 3: average

#### **Rating citizens' demand for engagement**

150) Citizens' demand for consultation: development matters and policies -- 3: average

#### **Rating citizens' demand for collaboration**

151) Citizens' demand to participate in policy making & implementation -- 2: poor

### **7.6.6. Capacity of specific groups**

#### **CSOs supporting e-participation**

95) Are there civil society organizations supporting e-Participation?

Nothing here?

#### **Rating ability of specific groups for e-participation**

156) Ability of CSOs / NGOs to be involved in eParticipation -- 1: very poor

157) Ability of youth to be involved in eParticipation -- 1: very poor

158) Ability of women to be involved in eParticipation -- 1: very poor

159) Ability of vulnerable disadvantaged groups to be involved in eParticipation -- 2: poor

## 8. Annex 2: Western Balkans e-participation and open government impact measurements

### 8.1. Rating results from questionnaire

Please note some ReSPA Beneficiaries corrected some of these scores after step 1 and that the new data has not yet been input into the following table. There were however no corrections from Montenegro.

Q		Albania	Bosnia & Herzegovina	Kosovo*	Macedonia	Montenegro	Serbia
112	Political commitment	5	3	3	3	3	3
113	National eParticipation	4	1	1	4	5	2
114	Access to information: legislation	5	4	3	4		4
115	Protection of personal data: legislation	4	4	4	5	4	4
116	eConsultation: legislation	5	2	3	4	4	2
117	eDecision-making: legislation	5	0	3	4		2
118	National authority for public information	4	1	2	5	2	4
119	National authority for public consultations	4	1	0	3	4	4
120	eParticipation policy formation	4	1	2	5	2	2
121	eParticipation implementation	3	0	3	4	3	2
122	PA web presence	5	3	4	3	3	3
123	PA email communication	5	3	4	4	4	3
124	PA social media utilization	5	2	4	2	3	3
125	PA mobile utilization	5	1	4	4	2	2
126	PA online polls, forums, petitions	3	1	1	3	3	2
127	National eVoting eReferendums	1	0	0	0	0	1
128	Citizen trust in PA web presence	2	2	3	4	3	2
129	Citizen trust PA email communication	3	3	3	4	4	3
130	Citizen trust in PA social media utilization	3	2	2	0	4	3
131	Citizen trust in PA mobile utilization	3	1	3	0	2	3
132	Citizen trust in PA online polls, forums, petitions	3	0	3	0	0	
133	Citizen trust in national eVoting eReferendums	3	0	0	0	0	2
134	Information sharing with citizens: finance/budget	4	3	3	0	3	2
135	Information sharing with citizens: social development/welfare	4	3	3	0	3	2
136	Information sharing with citizens: urban development/planning	4	2	4	0	4	3
137	Information sharing with citizens: environmental protection	4	2	3	0	3	3
138	Information sharing with citizens: public services	4	4	3	3	4	3
139	information sharing with citizens: transport	4	2	3	4	3	3

Q		Albania	Bosnia & Herzegovina	Kosovo*	Macedonia	Montenegro	Serbia
140	Consultation with citizens in the area of finance/budget	4	3	4	0	3	3
141	Consultation with citizens in the area of social development/welfare	4	3	3	0	3	3
142	Consultation with citizens in the area of urban development/planning	4	2	4	2	3	3
143	Consultation with citizens in the area of environmental protection	4	3	3	0	3	3
144	Consultation with citizens in the area of public services	4	3	3	3	4	3
145	Consultation with citizens in the area of transport	4	2	3	0	3	3
146	Capacity for e-Participation in terms of human resources (staff, knowledge, skills)	3	2	1	3	2	2
147	Capacity for e-Participation in terms of financial resources	3	2	1	2	0	2
148	Capacity for e-Participation in terms of technical resources	3	4	5	4	4	2
149	Citizens' demand for access to public information	2	3	4	2	3	3
150	Citizens' demand for consultation on development matters and policies	2	3	3	2	3	3
151	Citizens' demand for the opportunity to participate in policy making and implementation	2	3	3	2	2	3
152	Reaching out electronically to the civil society organizations (CSOs including NGOs)	4	3	4	4	3	3
153	Reaching out electronically to the youth	4	3	3	2	3	3
154	Reaching out electronically to women	4	3	3	1	3	3
155	Reaching out electronically to the vulnerable/socio-economically disadvantaged groups (low-income groups, indigenous groups, illiterate persons, persons with disabilities, the elderly, etc.)	4	1	1	2	3	3
156	Ability of the civil society organizations (CSOs including NGOs) social groups to be involved in e-Participation activities	4	4	1	3	1	4
157	Ability of the youth social groups to be involved in e-Participation activities	4	4	1	5	1	4
158	Ability of the women social groups to be involved in e-Participation activities	4	4	1	4	1	4
159	Ability of the vulnerable/socio-economically disadvantaged groups (low-income groups, indigenous groups, illiterate persons, persons with disabilities, the elderly, etc.) social	3	1	1	0	2	4



Q		Albania	Bosnia & Herzegovina	Kosovo*	Macedonia	Montenegro	Serbia
	groups to be involved in e-Participation activities						

## 8.2. UN data e-participation and e-government data on the Western Balkans

### 8.2.1. UN eParticipation Index and three stages

(2015), p.26 Table 3: E-participation by stages: selected countries 2014 (Source United Nations (2014) "E-Government Survey 2014)

E-Participation utilisation by stages 2014					
Country	Stage 1: E-information (%)	Stage 2: E-consultation (%)	Stage 3: E-decision making (%)	Total (%)	
Montenegro	74	41	22	53	
Albania	85	23	0	48	
Serbia	63	23	0	38	
BiH	37	14	0	22	
Macedonia	33	14	0	21.	
Global mean	56	25	7	36	
Global top ten	94	83	69	86	

E-participation by stages: selected countries 2016 (Source United Nations (2016) "E-Government Survey 2016)

E-Participation utilisation by stages 2016				
Country	Stage 1: E-information (%)	Stage 2: E-consultation (%)	Stage 3: E-decision making (%)	Total (%)
Serbia	91	79	57	83
Montenegro	85	84	71	83
Albania	74	68	14	65
Macedonia	74	63	0	62
Bosnia and Herzegovina	71	37	0	52
Global mean	56	43	13	47
Global top ten	98	96	80	95

### 8.2.2. UN eGovernment Development Index

(2015), p.24, Table 1: E-Government Development Index: selected countries, 2008. 2010, 2012 and 2014 (Source United Nations (2014) "E-Government Survey 2014)

E-Government Development Index				
Country	2008	2010	2012	2014
Montenegro	0.4282	0.5101	0.6218	0.63455
Serbia	0.4828	0.4585	0.6312	0.54715
Albania	0.467	0.4519	0.5161	0.50455
Macedonia	0.4866	0.5261	0.5587	0.47198
Bosnia and Herzegovina	0.4509	0.4698	0.5328	0.47069
Global mean	0.42679	0.41886	0.49078	0.47362
Global top ten	0.79202	0.77818	0.86459	0.88887

E-Government Development Index: selected countries, 2008. 2010, 2012, 2014, and 2016 (Source United Nations (2016) "E-Government Survey 2016)

E-Government Development Index					
Country	2008	2010	2012	2014	2016
Serbia	0.4828	0.4585	0.6312	0.54715	0.71308
Montenegro	0.4282	0.5101	0.6218	0.63455	0.67326
Macedonia	0.4866	0.5261	0.5587	0.47198	0.58855
Albania	0.467	0.4519	0.5161	0.50455	0.53305
Bosnia and Herzegovina	0.4509	0.4698	0.5328	0.47069	0.51183
Global mean	0.42679	0.41886	0.49078	0.47362	0.49220
Global top ten	0.79202	0.77818	0.86459	0.88887	0.87877

(2015), p.25. Table 2: E-Government Online Service Index divided by stages: selected countries 2014 (Source United Nations (2014) "E-Government Survey 2014)

Online Services Index by stages 2014					
Country	Stage 1: Emerging inf. services (%)	Stage 2: Enhanced inf. services (%)	Stage 3: Transactional services (%)	Stage 4: Connected services (%)	Total (%)
Montenegro	84	68	12	35	<b>48</b>
Albania	88	27	21	44	<b>42</b>
Serbia	72	52	12	18	<b>37</b>
BiH	56	41	7	12	<b>28</b>
Macedonia	50	34	5	15	<b>25</b>
Global mean	65	40	25	27	<b>37</b>
Global top ten	99	78	80	79	<b>84</b>

### 8.3. ReSPA 2015 study from e-government to open government

The tables on the following two pages summarise the progress of ReSPA Beneficiaries progress from e-government to open government by mid 2015.

**Table 5: Country progress from e-government to open government (cell scores from 0 to 4)**

	Transparency (OGP) & open data (EC)		Engagement (participation) (OGP) & open decisions (EC)		Collaboration (OGP)& open services	
	Open data	Transparency & trust	Web 2.0 / social media	Feedback & participation	Service personalisation	PPPs/PCPs
<b>Albania</b>	<ul style="list-style-type: none"> <li>Budget expenditure of treasury, by Ministry of Finance</li> <li>Statistical data</li> </ul> <b>4</b>	<ul style="list-style-type: none"> <li>Anti-corruption</li> <li>Joined OGP+ 2<sup>nd</sup> Action Plan</li> <li>Law on the right of information</li> </ul> <b>3</b>	All ministry websites have social media <b>4</b>	New law on public consultation with provisions for feedback from stakeholders <b>3</b>	No <b>0</b>	<ul style="list-style-type: none"> <li>Action plans for OGP was adopted based on a PCP partnership model</li> <li>Digital Police Station Application</li> <li>ProTIK – ICT Resource Center</li> </ul> <b>2</b>
<b>Bosnia &amp; Herze-govina</b>	<ul style="list-style-type: none"> <li>Budget expenditure of treasury, by Ministry of Finance</li> </ul> <b>3</b>	<ul style="list-style-type: none"> <li>Joined OGP</li> <li>Anti-corruption</li> <li>E-transparency</li> </ul> <b>3</b>	Some use examples <b>1</b>	Some examples, but not systematically <b>1</b>	No <b>0</b>	<ul style="list-style-type: none"> <li>Vibrant NGO sector working with gov promoting e-services</li> <li>6 NGOs + govt. institutions formed partnership on OGD</li> <li>Alliance for promoting transparent budgeting of govt. institutions</li> <li>Development of Sarajevo Canton ICT Strategy</li> </ul> <b>4</b>
<b>Kosovo</b>	<ul style="list-style-type: none"> <li>When data is published, it is only PDF</li> </ul> <b>1</b>	<ul style="list-style-type: none"> <li>Law on access to public documents</li> </ul> <b>1</b>	<b>0</b>	Some examples, but rare due to lack of trust <b>0</b>	No <b>0</b>	<ul style="list-style-type: none"> <li>Drafting of the OGP Action Plan which was done with the NGO “FOL” and the MEI</li> <li>CSO platform “Civikos” is planning to help government with OGD and will use the PCP strategy</li> </ul> <b>2</b>
<b>Mace-donia</b>	<ul style="list-style-type: none"> <li>27 institutions, offering 154 open data sets (109 active and other in planning process) and their mash-up on OGD portal</li> </ul> <b>4</b>	<ul style="list-style-type: none"> <li>Joined OGP+Action plan</li> <li>Various laws</li> <li>Anti-corruption</li> </ul> <b>3</b>	Many institutions uses social media <b>2</b>	<ul style="list-style-type: none"> <li>Citizen diary</li> <li>E-democracy</li> <li>user satisfaction (‘traffic lights’)</li> </ul> <b>4</b>	No <b>0</b>	<ul style="list-style-type: none"> <li>Mol – citizens schedule timing for submitting application and taking photo for ID cards, passports and driving licence</li> <li>E-service (personality testing) when applying to administrative service</li> </ul> <b>1</b>
<b>Monte-negro</b>	<ul style="list-style-type: none"> <li>Public procurement documents by the Public Procurement Administration of Montenegro</li> <li>All documents and materials debated and adopted at the Governments' session</li> </ul> <b>2</b>	<ul style="list-style-type: none"> <li>Joined OGP 2<sup>nd</sup> Action Plan drafting</li> <li>Be Responsible campaign</li> <li>Follow procurement</li> <li>Open budget</li> </ul> <b>3</b>	<ul style="list-style-type: none"> <li>Discussion fora</li> <li>Others</li> <li>Much use of social media</li> <li>RSS &amp; FAQs</li> </ul> <b>4</b>	<ul style="list-style-type: none"> <li>E-participation (underused)</li> <li>E-petition (underused, threshold very high)</li> </ul> <b>4</b>	Some examples <b>2</b>	<ul style="list-style-type: none"> <li>PPPs are increasingly being used as a mechanism for covering the budget deficit</li> <li>OGP Team drawn from business, NGOs &amp; municipalities</li> <li>Free wireless internet access project for citizens (joint venture PPP) and PCP ad hoc examples</li> <li>11 community projects financed with fines</li> </ul> <b>4</b>
<b>Serbia</b>	<ul style="list-style-type: none"> <li>25+ datasets on OpenData.rs</li> <li>‘Register of medicines and medical devices’ by Medical Devices Agency of Serbia</li> <li>Data by Statistical Office</li> <li>Open Data Readiness Assessment conducted</li> </ul> <b>3</b>	<ul style="list-style-type: none"> <li>Joined OGP</li> <li>Freedom of access to info by default</li> <li>Anti-corruption</li> <li>Public procurement law</li> </ul> <b>3</b>	<ul style="list-style-type: none"> <li>Many uses Facebook, Twitter</li> <li>Some have YouTube channels</li> </ul> <b>3</b>	<ul style="list-style-type: none"> <li>E-participation</li> <li>E-forum</li> <li>Contact form on govt. websites mandatory</li> <li>e-government portal has public hearings and discussion</li> </ul> <b>4</b>	No <b>0</b>	<ul style="list-style-type: none"> <li>No examples</li> </ul> <b>0</b>

Table 6 summarises the ReSPA Beneficiary progress scores from e-government to open government derived from Table 5.

**Table 6: Summary country progress scores from e-government to open government**

	(1) e-government online services scores (UN, 2016) <sup>16</sup>	Open government scores (2015) <sup>17</sup>			
		(2) Total % score of max 24	(3) Transparency	(4) Engagement (participation)	(5) Collaboration
Albania	53%	67%	7	7	2
BiH	51%	50%	6	2	4
Kosovo*	--	17%	2	0	2
Macedonia	59%	58%	7	6	1
Montenegro	67%	79%	5	8	6
Serbia	71%	54%	6	7	0
Mean score	<b>60%</b>	53%	<b>5</b>	<b>5</b>	<b>2</b>

<sup>16</sup> Derived from United Nations (2016) "E-Government survey 2016– E-Government in support of sustainable development", United Nations Department of Social and Economic Affairs New York:  
<https://publicadministration.un.org/egovkb/en-us/reports/un-e-government-survey-2016>.

<sup>17</sup> Derived from Table 5Error! Reference source not found.

## **9. Annex 3: E-participation survey for ReSPA beneficiaries**

Results received November 2016.

To be added.