

ReSPA e-participation and open government general roadmap

Serbia

Step 2, 2-5-17, LT

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1. Introduction

1.1. Guide to the roadmap development process

This e-participation and open government roadmap for Serbia 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 Serbia, 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 Serbia. 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 Serbia. 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:

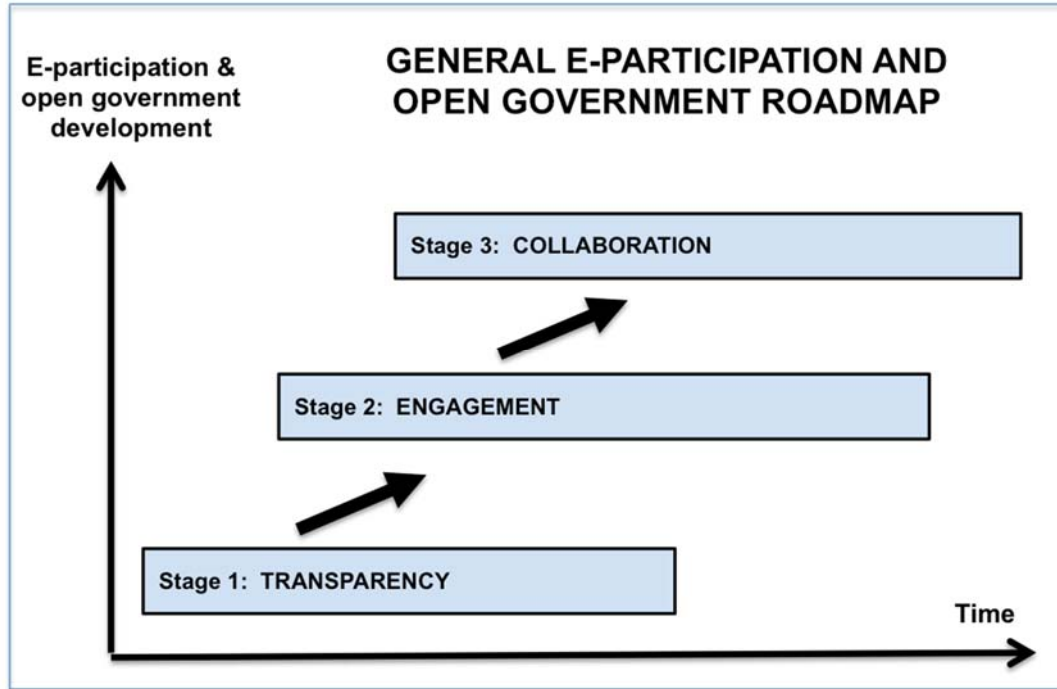
- Section 2: lays out the overall roadmap structure, derived from the general ReSPA roadmap.
- Section 3 gives an overview of the specific roadmap for Serbia.
- Sections 4, 5 and 6 provide specific roadmap guidance for each of the three roadmap stages.
- Annex 1 is a reference section that reproduces 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 2016-2020¹.

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 scratch². The main building blocks of the roadmap are mapped against the above three stages in **Table 1** showing the sources of evidence available.

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

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

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

3. Serbia: international benchmarks

3.1. UN comparative data

In comparing Serbia with the other ReSPA Beneficiaries, Table 2 shows that in terms of e-participation it shares the leading position alongside Montenegro. It scores a little more than Montenegro on stages 1, but lags on stage 2 and 3. It can also be seen that Serbia lags significantly behind the global top ten, but an examination of UN e-participation scores in previous years shows that it has made significant recent progress, as have all ReSPA Beneficiaries (see Annex 2).

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

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

Serbia is the clear leader amongst ReSPA Beneficiaries in both e-government in general and even more on e-services, as shown in Table 3.

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

United Nations e-government & e-services indexes 2016 ⁴		
Country	E-government (%)	E-services (%)
Serbia	71%	82%
Albania	53%	59%
BiH	51%	45%
Macedonia	59%	61%
Montenegro	67%	68%
Global mean	49%	46%
Global top ten	88%	95%

³ 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>.

⁴ Op cit United Nations (2016)

3.2. ReSPA comparative data

In some contrast, the ReSPA 2015 survey from e-government to open government shows in Table 4 that Serbia performs less well on open government amongst the ReSPA Beneficiaries. The country scores particularly poorly on stage 3. (Details of the components of the ReSPA scores can be seen in Table 6.) This relative weakness on stage 3 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 ⁵				
Country	Total % score of max 24	Stage 1: Transparency	Stage 2: Engagement (participation)	Stage 3: Collaboration
Serbia	54%	6	7	0
Albania	67%	7	7	2
BiH	50%	6	2	4
Kosovo*	17%	2	0	2
Macedonia	58%	7	6	1
Montenegro	79%	5	8	6
Mean score	53%	5	5	2

The clear conclusion from both the UN 2016 and the ReSPA 2015 data, is that Serbia is the clear front runner amongst ReSPA Beneficiaries on e-government and e-services, and shares e-participation leadership with Montenegro. It's main weakness appears to be that it lags somewhat on stage 3, both in e-participation specifically as well as in open government more generally.

⁵ 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 Data⁶: 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.

⁶ 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.

E-strategy <i>Main e-strategies</i> Serbia has an overall e-strategy, with an official responsible for the strategy on national level. Each government agency must have a website.
<i>Open government policies</i> Growing political support for open government. Joined the OGP in 2012, and the government adopted its first action plan in December 2014. Serbia is currently on its 2 nd National Action plan (2016-2018). The plan includes fighting against corruption, public integrity, access to information, the further development of public services on the central e-government portal, a multi-channel approach to services, freedom of the media, civil society, and the efficient management of public resources. Serbia does not have a social media strategy
<i>Open government data policies</i> Transparency in the Open budget index is very low
<i>PAR policies and initiatives</i> Good coverage of SIGMA priorities; although overall coordination is weak, and audit function of public financial management is under prioritised.
<i>PPP/PCP policies and initiatives</i> In Serbia the existing law on PPPs can be used, but there are no specific policies and provisions for PPPs/PCPs in support of e-government or open government, neither are there any actual examples.
E-participation policies and strategies <i>General e-participation strategies</i> No
<i>Rating e-participation policies and strategies</i> Political commitment -- 3: Average / Moderate / Sufficient National eParticipation -- 2: Poor / low / weak eParticipation policy formation -- 2: Poor / low / weak
E-participation initiatives <i>Completed e-participation initiatives</i> <ul style="list-style-type: none">– Social network campaigns (Facebook group, Twitter profile or web blog etc.)– Web site with policy information– Conducting a study or analysis
<i>On-going e-participation initiatives</i> The participation of citizens in the fields of environmental protection - Initiative, Pilot project over hackathon. www.sepa.gov.rs

<i>Planned e-participation initiatives</i> <ul style="list-style-type: none"> – Online surveys – Trainings/Education – Workshop(s)
<i>Rating e-participation implementation</i> eParticipation implementation -- 2: Poor / low / weak
Opportunities for e-participation <i>Thematic areas of potential benefit</i> Education, online petition
<i>Government needs for e-participation</i> <ul style="list-style-type: none"> • Consulting • Funding • Training, education Areas that could benefit most: Education, online petition
<i>Drivers and opportunities</i> Assisted past initiatives: employees fear, cost of implementation Enable future initiatives: education and political decision
Challenges for e-participation <i>Past challenges</i> employees fear, cost of implementation
<i>Future challenges</i> education and political decision

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.

Serbia has made significant recent progress both in the area of overall e-government, but also in the area of e-participation. In a rapid catch-up spurt especially in the recent few years relatively easy gains and quick wins have been made. The biggest challenge facing Serbia is fostering collaboration, not just within government, but also with civil society. 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 strengthening of audit function of public financial managed should be prioritized better.

National e-participation and e-engagement strategies do not exist, and although political commitment is rated as average, both national e-participation and e-participation policy formation are rated as poor.

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 and horizontal coordination, 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 weak implementation (ref: General Roadmap 4.2.2)

Build on the momentum from having an overall e-strategy, and existing initiatives towards open government to create a general e-participation strategy and e-engagement strategies. Ensure that there is sufficient funding through allocation in the budget for e-participation initiatives.

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 (education and online petition) 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:

- employees fear (ref General Roadmap 4.5.2.2)
- cost of implementation (ref General Roadmap 4.2.2.1)

4.3. Institutional frameworks

4.3.1. Baseline

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

Institutional framework for transparency

<i>State/national authority for information (transparency)</i>
--

Has an independent state/national authority (Information Commissioner or similar) mandated to coordinate the implementation of existing public information policies.
<i>State/national authority for e-information activities (e-transparency)</i> Yes, social media presence Yes, website Yes, publish requests and complaints Yes, citizens can contact Yes, accessible to people with sensory disabilities or the elderly
<i>Rating national authority for public information (transparency)</i> National authority for public information -- 4: Good / High / Strong
Institutional framework for data privacy <i>State/national authority for data privacy</i> Yes has independent authority
<i>State/national authority for data privacy: activities</i> Yes, social media presence Yes, website Yes, publish requests and complaints Yes, citizens can contact Yes, accessible to people with sensory disabilities or the elderly

4.3.2. Roadmap recommendations

Serbia has the relevant national state authorities in place for providing information to citizens (both transparency and e-transparency) and for data privacy. This is also evident in the rating of the national authority for public information which is good, as well as evident in United Nations e-Government Survey 2016, where Serbia scored very well in the Stage 1: e-information stage.

e-Information as a contributor to transparency and participation and as part of an overall improvement in e-service delivery is essential. It is also laying a comprehensive and well functional institutional basis 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. Use the knowledge already existing with the institution of the information commissioner.

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.

Legislation on transparency <i>Legislation and policies on freedom of information (transparency)</i> Yes, both legislation and policies
<i>Constitutional rights for citizens accessing public information (transparency)</i> Yes
<i>Legislation and policies on freedom of e-information (e-transparency)</i> Yes, both legislation and policies
<i>Rating access to information legislation (transparency)</i> Access to information: legislation -- 4: Good / High / Strong
Open government data <i>Legislation and policies on open government data</i> No legislation nor policies
Data protection <i>Policies and legislation on personal data protection</i> Yes constitution protects Have both legislation and policies on personal data protection Law on Personal Data Protection ⇒ New Law on Information Security drafted. After a round of consultations with competent authorities, adoption is planned for end of 2015
<i>Rating legislation on protection of personal data</i> Protection of personal data: legislation -- 4: Good / High / Strong

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, and is rated as good. Similarly, legislation and related policies do exist for personal data protection and is also rated as good.

However, there are no legislation nor policies on 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 there are no specific provision for PPP/PCPs in support for e-government nor for open government. 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-Lee⁷.)

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.

Financial capacity <i>Financial capacity</i> No budget
<i>Rating e-participation financial capacity</i> eParticipation capacity: financial resources -- 2: Poor / low / weak
Technical capacity <i>Technical hardware and software capacity</i> Yes
<i>Government bodies use of ICT channels</i> <ul style="list-style-type: none"> – 80% if government bodies have – 90% of government bodies have fast fixed broadband internet (10% have slow), and 5% have fast wireless internet access – Only 20% of government bodies have intranets
<i>Rating e-participation technical capacity</i> PA web presence -- 3: Average / Moderate / Sufficient PA email communication -- 3: Average / Moderate / Sufficient PA mobile utilization -- 2: Poor / low / weak eParticipation capacity: technical resources -- 2: Poor / low / weak
Human capacity <i>Personnel use of ICT</i> 95% of government bodies routinely use computers, and 80% of their employees routinely use the internet

⁷ 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>

<i>Rating e-participation human capacity</i> eParticipation capacity: human resources -- 2: Poor / low / weak
Open data capacity <i>Open government data responsible official</i> Yes

4.5.2. Roadmap recommendations

The government's capacity for e-participation and open government appears to be quite mixed. Technically Serbia seems adequately equipped, and although public administrations web presence and email communication is rated as average, just as government's use of ICT channels and personal use of ICT seems adequate to start engaging, governments capacity, both in terms of technical and human resources, for e-participation is rated as poor. Similarly Pas mobile utilization is rated poor, and only 20% of government bodies have intranet. Finally, there seems to be an apparent lack of specific finance and budgets for e-participation, which needs addressing. This is also reflected in the rating of financial capacity as being poor.

Recommendation 12

Clearly financial resources are being used to some extent, 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 Serbia 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.

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

Horizontal collaboration within government is a first initial step towards collaboration between government and civil society. The very low intranet utilisation by government bodies, combined with the low utilisation of mobile technologies indicates a public administration working within silos and not yet ready to fully engage in more advanced e-participation that requires collaboration. This needs urgent addressing and will act as a barrier to further take-up of e-participation and open government (ref: General Roadmap 4.2.2.5/4.2.2.6).

Recommendation 15

Although there is an open government data responsible official in place, there is no legislation nor policies in this area (see section 4.4.2.), and again no financial resources (see Recommendation 9).

Recommendation 16

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.

E-participation portal

E-participation national portal and information features

Serbia has a national portal for e-participation (national portal)

- There is legislation on access to public information in Serbia, and the national portal informs citizens of that right.
- provides information on upcoming e-participation opportunities (e.g. public meetings calendar) and has a search feature
- citizens can contact government officials using the portal and it is available in more than one language
- does not make number of visits public

Open government Portal / information web sites

- OGD Portal: OpenData.rs (Independent research project)
- Statistical Office: www.stat.gov.rs

Environmental data: www.sepa.gov.rs

E-participation national portal and interactive features

Yes, there is a search feature

Yes, contact feature

Yes, users can 'like' or rate content

Yes, is accessible to citizens with sensory disabilities and the elderly

Transparency features

Rating Information sharing with citizens (transparency)

Finance/budget -- 2: Poor / low / weak

Social development/welfare -- 2: Poor / low / weak

Urban development/planning -- 3: Average / Moderate / Sufficient

Environmental protection -- 3: Average / Moderate / Sufficient

Public services -- 3: Average / Moderate / Sufficient

Transport -- 3: Average / Moderate / Sufficient

<p><i>Transparency and participation</i></p> <p>eGovernment Portal provides electronic public hearing for the discussion about enactment of new and amendment of existing laws, and a forum for the discussion on electronic services provided</p> <ul style="list-style-type: none"> • Joined OGP • Freedom of access to info by default • Strategy for anti-corruption • Public procurement law
<p>Open government data features</p> <p><i>Open government data sets</i></p> <p>No</p>
<p><i>Open government data</i></p> <p>Open data (2015 p. 47):</p> <ul style="list-style-type: none"> - OGD decentralised - Some examples <p>Stage 1 feedback, Missing information:</p> <p>Currently, the site data.gov.rs is offline during the change of content and connect with a new set of data based on the French model for open data portal</p>
<p>Targeting specific groups</p> <p><i>Rating targeting specific groups</i></p> <p>Reaching out electronically to CSOs / NGOs -- 3: Average / Moderate / Sufficient</p> <p>Reaching out electronically to youth -- 3: Average / Moderate / Sufficient</p> <p>Reaching out electronically to women -- 3: Average / Moderate / Sufficient</p> <p>Reaching out electronically to vulnerable disadvantaged groups -- 3: Average / Moderate</p>

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 with access to public information and announcing of upcoming e-participation opportunities. Although there are many good features on the portal, number of visits is not made public. Electronic public hearings on new and amendment of legislation, as well as a forum for discussions about e-services delivery is present on the portal, and Serbia seeks to further transparency through e-participation. These are all noble intentions, but needs following up. Information sharing with citizens on financial issues and social development is rated as poor. Information sharing on other issues (urban development, environmental protection, public services, and transport) are only rated as average. Reaching out electronically to specific groups is similarly also rated as average. No government data sets was published at the time of data collection for this roadmap, and although there have been examples in the past, the new open government data portal data.gov.rs seems to contain only a very limited selection of datasets at present (April 2017).

Recommendation 17

Actual information sharing with citizens and reaching out electronically to specific groups seems mediocre at best. This is in line with previous observations on governments lack of

capacity for engaging in real e-participation. By not publishing number of visits to the e-participation portal, government does not signal that this is an important area to the public. For e-participation to succeed a more ambitious focus on information sharing and electronic outreach must be initiated.

Recommendation 18

As previously shown in the baseline data in chapter Policy and strategy 4.2, transparency in the Open budget index is very low and audit function of public financial management is under prioritised.

It is important to address the poor financial/budget and social development information sharing with citizens to increase transparency. Serbia's strategy for anti-corruption and policies for increasing transparency will need to be supported by real, relevant, and actual information sharing in these areas.

To become relevant, new open government data portal will need to contain such data. Lack of trust in government, levels of corruption, or even perceived corruption, can be combatted through increased access to quality information.

Recommendation 19

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

Recommendation 20

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.

Technical capacity

ICT Access

There are no kinds of restrictions on access to the internet

- 60% of households has a computer
- 40% of households has access to the internet at home
- 90% of individuals are using fixed broadband internet
- 30% of individuals are using mobile/cellular internet
- 30% are using mobile-broadband internet

Internet penetration in urban areas are 20%, but only 10% in rural areas.

These figures seems very low compared to percentages quoted above of access to internet...

<i>Subsidies for vulnerable groups</i> No
Human capacity <i>User training</i> No
<i>Political activity and features</i> <ul style="list-style-type: none"> • 60% of parliament members are women (This figure seems extremely high. Is it correct?) • Turnout in last national elections were 40% • 90% of citizens are member of a political party (This figure seems extremely high. Is it correct?)
Take-up <i>Internet usage survey</i> Yes
<i>National portal usage</i> 53% of population
Citizen trust <i>Rating citizen trust in ICT channels</i> Citizen trust in PA web presence -- 2: Poor / low / weak Citizen trust PA email communication -- 3: Average / Moderate / Sufficient Citizen trust in PA social media utilization -- 3: Average / Moderate / Sufficient Citizen trust in PA mobile utilization -- 3: Average / Moderate / Sufficient
Citizen demand <i>Rating citizen demand for transparency</i> Citizens' demand for access to public information -- 3: Average / Moderate / Sufficient
Capacity of specific groups <i>CSOs supporting e-participation</i> Yes
<i>Rating ability of specific groups for e-participation</i> Ability of CSOs / NGOs to be involved in eParticipation -- 4: Good / High / Strong Ability of youth to be involved in eParticipation -- 4: Good / High / Strong Ability of women to be involved in eParticipation -- 4: Good / High / Strong Ability of vulnerable disadvantaged groups to be involved in eParticipation -- 4: Good / High / Strong

4.7.2. Roadmap recommendations

The public's capacity for e-participation and open government appears to be mainly unsatisfactory, and much less than is needed to maximise the impact of these strategies. Although 90% of individuals are using fixed broadband internet, households having a computer and accessing the internet from home is not very high. Similarly, relatively few individuals are using mobile internet. This is in line with the previously noted rating of public administration mobile utilisation capacity as poor.

There are no kinds of restrictions on access to the internet, and the ability of specific vulnerable groups to be involved in e-participation is rated as good.

Citizen trust in public administrations web presence is rated as poor, and trust in public administrations email communication, social media utilisation and mobile utilisation just average. Although the ability of specific groups for e-participation is rated as good, and CSOs capacity of supporting e-participation is present, this is reflected in participation. There is no user training, no subsidies for vulnerable groups, only 40% turnout in last national elections, and citizens demand for transparency is only rated as average.

Recommendation 21

Address the apparent poor utilisation of mobile technology both by government personnel and citizens. 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. (See also Recommendation 10.)

Recommendation 22

Plans for user training should be implemented as soon as possible and strongly reinforced if necessary. Provide basic digital training and engage directly with the public to curate the demand side ecosystem for e-participation and open government (see General roadmap 4.6.2 and 4.7.2)

Recommendation 23

A critical element in boosting public capacity for e-participation is working more proactively and closely with CSOs, to boost their formal participation 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.)

Recommendation 24

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> No
<i>Engagement strategies</i> Yes, there are policies requiring government agencies consult with citizens and policies recommending particular topics for consultations Serbia holds referendums on matters of national importance

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

Serbia has engagement strategies, requiring government consult with citizens, recommending particular topics for consultations, and holds national referendums on matters of national importance. However, Serbia has no specific e-engagement strategies.

Recommendation 25

Engagement off-line should also be extended to engagement online. Consider whether and, if so, which specific policies might be subject to e-engagement initiatives, perhaps relating to pressing societal challenges in Serbia or for furthering an agenda of digitalisation.

Recommendation 26

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.

Institutional framework for engagement <i>Institute for public consultations (engagement)</i> No institution for public consultations
<i>Institute for public e-consultations: activities (e-engagement)</i> --
<i>Rating national authority for public consultations (engagement)</i> National authority for public consultations -- 4: Good / High / Strong

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 Serbia. However, such an institutional arrangement is rated good.

Recommendation 27

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

Recommendation 28

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.

Legislation on engagement <i>Legislation on consulting with citizens (engagement)</i> Yes have legislation Yes legislation recommending particular topics for consultation
<i>Constitutional rights for citizens to be consulted by government (engagement)</i> No
<i>Legislation on e-consulting with citizens (e-engagement)</i> No

Rating e-consultation (e-engagement)

eConsultation: legislation -- 2: Poor / low / weak

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, also legislation recommending particular topics for consultation, and citizens have the constitutional right to be consulted by government. However, e-engagement has neither a legislatively nor institutionally foundation in Serbia. Although there are legislation on consulting with citizens this does not extend to the digital sphere. E-consultation legislation is accordingly rated as poor.

Recommendation 29

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

Recommendation 30

Development of the digital society in Serbia might benefit hugely, if e-consultation and e-engagement of electronic service delivery becomes an integrated part of the service delivery policies and strategies. Otherwise government disregards the huge benefits that can be gained from getting actual feedback on e-service delivery from citizens and businesses. Presently the public administration is 'just' supplying e-services, but without an actual feedback loop from users, supply can only drive demand so far.

Recommendation 31

For open government data, move towards or provide the legal and regulatory basis for reaching, first the star 2 rating⁸ (available as machine-readable structured data) and then star rating 3 (as 2 plus non-proprietary format (e.g. CSV instead of excel).

Recommendation 32

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).

⁸ 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>

5.5. Government capacity

5.5.1. Baseline

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

Social media capacity <i>Processes for monitoring social media</i> No government, nor individual government bodies process
<i>How do governments monitor social media</i> NA
<i>Rating PA social media utilisation</i> PA social media utilization -- 3: Average / Moderate / Sufficient

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 33

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

Recommendation 34

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.

<p>Engagement features</p> <p><i>Web 2.0 & social media</i></p> <ul style="list-style-type: none"> • Many uses Facebook, Twitter • Some have YouTube channels
<p><i>E-engagement features</i></p> <p>No, has never hosted e-consultation</p> <p>Feedback & participation (2015):</p> <ul style="list-style-type: none"> • E-participation • E-forum • Contact form on govt. websites mandatory • E-government portal has public hearings and discussion
<p><i>Rating consultation with citizens (engagement)</i></p> <p>finance/budget -- 3: Average / Moderate / Sufficient</p> <p>development/welfare -- 3: Average / Moderate / Sufficient</p> <p>urban development/planning -- 3: Average / Moderate / Sufficient</p> <p>environmental protection -- 3: Average / Moderate / Sufficient</p> <p>public services -- 3: Average / Moderate / Sufficient</p> <p>transport -- 3: Average / Moderate / Sufficient</p>

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 33). Ratings for consultation with citizens on specific topics are at average level.

Recommendation 35

For open government data, move towards reaching, first the star 2 rating⁹ (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 31)

Recommendation 36

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

Recommendation 37

⁹ 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-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> 60%
<i>Rating citizen demand for engagement</i> Citizens' demand for consultation: development matters and policies -- 3: Average / Moderate / Sufficient

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

Referring to public capacity in stage 1, social media are being used by citizens in Serbia. As previously seen, some social media channels like Facebook, YouTube as well as a few examples of e-forums have been used by public administration. 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 38

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 goals¹⁰. 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)

¹⁰ 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 39

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 40

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.

Legislation on collaboration
<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 -- 2: Poor / low / weak

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 41

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

Recommendation 42

For open government data, move towards or provide the legal and regulatory basis for reaching, first the star 4 rating¹¹ (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 43

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 44

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

¹¹ 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.

Collaboration features <i>E-polling and e-voting features (e-collaboration)</i> Yes, provides online polls, petition tolls or online forums No e-voting/e-referendum technologies available
<i>Collaboration</i> --
<i>Rating e-collaboration</i> PA online polls, forums, petititons: NA National eVoting eReferendums -- 2: Poor / low / weak

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, but are rated as being poor. There are no e-voting or e-referendum technologies available. There is no information available on collaboration with users, and eGovernment usages is focused on immediate government services such as ID, passports, vehicle registration, taxation, and public procurement. Clearly direct government services which do not require collaboration between government and citizens.

Recommendation 45

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. This may increase trust in government through increased transparency.

Recommendation 46

For open government data, move towards reaching, first the star 4 rating¹² (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 47

¹² 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>

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 48

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 NA
Citizen trust in national eVoting eReferendums-- 2: Poor / low / weak
<i>Rating citizen demand for collaboration</i>
Citizens' demand to participate in policy making & implementation -- 3: Average / Moderate / Sufficient

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. Citizens trust in eVoting or eReferendums are rated as poor. The demand to participate in policy-making and implementation is rated as average.

Recommendation 49

Given citizens trust in e-collaboration such as polls, forums is not available and trust in eVoting or eReferendums seems be poor, (see Recommendation 45), 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 50).

Recommendation 50

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: Serbia 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?

Yes

- 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?

Yes

- 5) Does your government have a policy mandating that each government agency has a website?

Yes

Open government policies

- OG policies (ReSPA 2015, p. 34)

In **Serbia** there has been growing political support for open government. Serbia joined the OGP in 2012, and the government adopted its first action plan in December 2014. The plan includes fighting against corruption, public integrity, access to information, the further development of public services on the central e-government portal, a multi-channel approach to services, freedom of the media, civil society, and the efficient management of public resources.

Although there is political will to strengthen transparency, and improve the position of the independent regulatory and public administration, in practice this is not always the case, as Serbia lacks experience in what open government actually means.

- OGP membership (2015 p. 15)
 - Joined OGP April 2014
 - Current status: Developing 1st Action Plan¹³

Serbia has formally started its participation in the initiative 28th March 2012, when the Jasna Matić, one of the Secretary of State in the Ministry of Culture, Media and the Information Society, 1 announced the decision of the Government of Serbia on participation. Implementation officially began on 1 October 2014, that is why there is a two years in information.

- Membership of Open Government Partnership (2015, p.50)
- *LT 2016 - Updated table 10 with data from www.opengovernmentpartnership.org*

	Membership of Open government Partnership	Action plans on OGP	Progress report on OGP
Serbia	Joined OGP 2012 Current status: Drafting 2nd Action Plan	Serbia Second National Action Plan 2016-2018 (English)	Serbia 2014-2016 Progress Report (Final, English)

4) Does your government have a social media strategy?
No

Open government data policies

- Open budget (2015, pp. 52-53)

	Transparency (Open budget index)	Public Participation in the Budget process	Strength of formal oversight institutions	Budget oversight by legislature	Budget oversight by auditor
Serbia	14	21	49	42	67
Global average (of 102 countries)	45.36	25.43	52.71	-	-

PAR policies and initiatives

- SIGMA Priorities (table 15 of ReSPA 2015, number of direct contributions by e-gov and OG activities)

¹³ Report on implementation on public hearings on <http://javnerasprave.euprava.gov.rs/javna-rasprava/65>

- SIGMA: Summary of how eGovernment and Open Government can support the SIGMA key requirements (2015, Annex I)

Good coverage of SIGMA priorities; although overall coordination is weak, and audit function of public financial management is underprioritized.

PPP/PCP policies and initiatives

- Public-Private Partnerships (2015, Table 14)

In **Serbia** the existing law on PPPs can be used, but there are no specific policies and provisions for PPPs/PCPs in support of e-government or open government, neither are there any actual examples.

Table 5 Public Private Partnerships and Public Civil Partnerships in support of e-government and open government

	Policies and strategies	Examples
Serbia	<ul style="list-style-type: none"> • Existing Law on PPP can be used. • No specific policies or strategies for PPP and/or PCP in support of e-Government and/or open government. 	<ul style="list-style-type: none"> • No examples

- Open question: other issues

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?

No

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.?

No

Engagement strategies

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

Yes

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

Yes

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

Yes

Rating e-participation policies and strategies

112) Political commitment -- 3: Average / Moderate / Sufficient

113) National eParticipation -- 2: Poor / low / weak

120) eParticipation policy formation -- 2: Poor / low / weak

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)

- Social network campaigns (Facebook group, Twitter profile or web blog etc.)
- Web site with policy information
- Conducting a study or analysis

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)

The participation of citizens in the fields of environmental protection - Initiative, Pilot project over hackathon. www.sepa.gov.rs

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)

- Online surveys
- Trainings/Education
- Workshop(s)

Rating e-participation implementation

121) eParticipation implementation -- 2: Poor / low / weak

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?

Education, online petition

Government needs for e-participation

- 14) Please list your government's needs in the area of eParticipation? (Links to government capacity section)
- Consulting
 - Funding
 - Training, education

- Thematic areas/issues/processes which, in your case, could benefit most by implementing eParticipation.

Education, online petition

Drivers and opportunities

- Drivers/opportunities/issues that have enabled and/or assisted past e-participation and open government initiatives.

employees fear, cost of implementation

- Drivers/opportunities/issues that may enable and/or assist future e-participation and open government initiatives.

education and political decision

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?
- Challenges/threats/issues that prevented/threatened/hindered past e-participation and open government initiatives.

employees fear, cost of implementation

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

- Challenges/threats/issues that you think may prevent/threat/hinder future e-participation and open government initiatives.

education and political decision

7.1.6. Overall assessment of policy and strategy

Questionnaire:

- 15) If relevant, please add any comments or explanations on your answers in regard to the National Policy and Strategy section.

E-strategy

Main e-strategies

Serbia has an overall e-strategy, with an official responsible for the strategy on national level.

Each government agency must have a website.

Open government policies

In **Serbia** there has been growing political support for open government. Serbia joined the OGP in 2012, and the government adopted its first action plan in December 2014. The plan includes fighting against corruption, public integrity, access to information, the further development of public services on the central e-government portal, a multi-channel approach to services, freedom of the media, civil society, and the efficient management of public resources.

- Joined OGP 2012
- Current status: On its 2nd National Action plan (2016-2018)

Serbia does not have a social media strategy

Open government data policies

Transparency in the Open budget index is very low

PAR policies and initiatives

Good coverage of SIGMA priorities; although overall coordination is weak, and audit function of public financial management is under prioritized.

PPP/PCP policies and initiatives

In **Serbia** the existing law on PPPs can be used, but there are no specific policies and provisions for PPPs/PCPs in support of e-government or open government, neither are there any actual examples.

E-participation policies and strategies

General e-participation strategies

No

E-engagement strategies

No

Engagement strategies

Yes, there are policies requiring government agencies consult with citizens and policies recommending particular topics for consultations

Serbia holds referendums on matters of national importance

Rating e-participation policies and strategies

Political commitment -- 3: Average / Moderate / Sufficient

National eParticipation -- 2: Poor / low / weak

eParticipation policy formation -- 2: Poor / low / weak

<p>E-participation initiatives</p> <p><i>Completed e-participation initiatives</i></p> <ul style="list-style-type: none"> – Social network campaigns (Facebook group, Twitter profile or web blog etc.) – Web site with policy information – Conducting a study or analysis
<p><i>On-going e-participation initiatives</i></p> <p>The participation of citizens in the fields of environmental protection - Initiative, Pilot project over hackathon. www.sepa.gov.rs</p>
<p><i>Planned e-participation initiatives</i></p> <ul style="list-style-type: none"> • Online surveys • Trainings/Education • Workshop(s)
<p><i>Rating e-participation implementation</i></p> <p>eParticipation implementation -- 2: Poor / low / weak</p>
<p>Opportunities for e-participation</p> <p><i>Thematic areas of potential benefit</i></p> <p>Education, online petition</p>
<p><i>Government needs for e-participation</i></p> <ul style="list-style-type: none"> • Consulting • Funding • Training, education <p>Areas that could benefit most: Education, online petition</p>
<p><i>Drivers and opportunities</i></p> <p>Assisted past initiatives: employees fear, cost of implementation</p> <p>Enable future initiatives: education and political decision</p>
<p>Challenges for e-participation</p> <p><i>Past challenges</i></p> <ul style="list-style-type: none"> - employees fear, cost of implementation
<p><i>Future challenges</i></p> <ul style="list-style-type: none"> - education and political decision

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?

Yes

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)?

Yes

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?

Yes

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

Yes

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

Yes

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

Yes

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.)?

Yes

Rating national authority for public information (transparency)

118) National authority for public information -- 4: Good / High / Strong

- 49) If relevant, please add any comments or explanations on your answers in the above section. (Open question on institutional framework) for e-information).

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)?

No

- 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?

--

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.)?

--

57) If relevant, please add any comments or explanations on your answers in the above section. (Open question on institutional framework) for e-consultation)

--

Rating national authority for public consultations (engagement)

119) National authority for public consultations -- 4: Good / High / Strong

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)?

Yes

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)?

Yes

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?

Yes

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

Yes

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?

Yes

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

Yes

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.)?

Yes

7.2.4. Overall assessment of institutional frameworks

Institutional framework for transparency
<i>Institute for public consultations (engagement)</i>
<i>State/national authority for information (transparency)</i> Has an independent state/national authority (Information Commissioner or similar) mandated to coordinate the implementation of existing public information policies.
<i>State/national authority for e-information activities (e-transparency)</i> Yes, social media presence Yes, website Yes, publish requests and complaints Yes, citizens can contact Yes, accessible to people with sensory disabilities or the elderly
<i>Rating national authority for public information (transparency)</i> National authority for public information -- 4: Good / High / Strong
Institutional framework for engagement
<i>Institute for public consultations (engagement)</i> No institution for public consultations
<i>Institute for public e-consultations: activities (e-engagement)</i> --
<i>Rating national authority for public consultations (engagement)</i> National authority for public consultations -- 4: Good / High / Strong
Institutional framework for data privacy
<i>State/national authority for data privacy</i> Yes has independent authority
<i>State/national authority for data privacy: activities</i> Yes, social media presence Yes, website Yes, publish requests and complaints Yes, citizens can contact Yes, accessible to people with sensory disabilities or 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)?

Yes

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

Yes

Constitutional rights for citizens accessing public information (transparency)

16) Does your constitution grant citizens the right to access public information?

Yes

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)?

Yes

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

Yes

Rating access to information legislation (transparency)

114) Access to information: legislation -- 4: Good / High / Strong

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?

Yes

29) Does your government have legislation recommending particular topics for consultations (e.g. education, health, urban planning etc.)?

Yes

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?

No

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.?

No

Rating e-consultation legislation (e-engagement)

116) eConsultation: legislation -- 2: Poor / low / weak

7.3.3. Legislation on collaboration

Constitutional rights for citizens to participate in public policy and decision-making (collaboration)

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

Yes

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

117) eDecision-making: legislation -- 2: Poor / low / weak

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?

No

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

No

7.3.5. Data protection

Policies and legislation on personal data protection

19) Does your constitution protect citizens' personal data and information?

Yes

23) Does your government have legislation on personal data protection?

Yes

27) Does your government have policies on personal data protection?

Yes

Protection of user data (2015 report, p. 54)

Law on Personal Data Protection

⇒ *New Law on Information Security drafted. After a round of consultations with competent authorities, adoption is planned for end of 2015*

Rating legislation on protection of personal data

115) Protection of personal data: legislation -- 4: Good / High / Strong

7.3.6. Overall assessment of legal and regulatory frameworks

Questionnaire:

34) If relevant, please add any comments or explanations on your answers in regard to the Regulatory Framework section

Legislation on transparency
<i>Legislation and policies on freedom of information (transparency)</i>
Yes, both legislation and policies
<i>Constitutional rights for citizens accessing public information (transparency)</i>
Yes
<i>Legislation and policies on freedom of e-information (e-transparency)</i>
Yes, both legislation and policies
<i>Rating access to information legislation (transparency)</i>
Access to information: legislation -- 4: Good / High / Strong
Legislation on engagement
<i>Legislation on consulting with citizens (engagement)</i>
Yes have legislation
Yes legislation recommending particular topics for consultation
<i>Constitutional rights for citizens to be consulted by government (engagement)</i>
No
<i>Legislation on e-consulting with citizens (e-engagement)</i>
No
<i>Rating e-consultation (e-engagement)</i>
eConsultation: legislation -- 2: Poor / low / weak
Legislation on collaboration
<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 -- 2: Poor / low / weak
Open government data <i>Legislation and policies on open government data</i> No legislation nor policies
Data protection <i>Policies and legislation on personal data protection</i> Yes constitution protects Have both legislation and policies on personal data protection Law on Personal Data Protection ⇒ <i>New Law on Information Security drafted. After a round of consultations with competent authorities, adoption is planned for end of 2015</i>
<i>Rating legislation on protection of personal data</i> Protection of personal data: legislation -- 4: Good / High / Strong

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?

No

Rating e-participation financial capacity

147) eParticipation capacity: financial resources -- 2: Poor / low / weak

7.4.2. Technical capacity

Technical hardware and software capacity

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

Yes

Government bodies use of ICT channels

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

80%

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

10%

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

90%

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

5%

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

20%

Rating e-participation technical capacity

122) PA web presence -- 3: Average / Moderate / Sufficient

123) PA email communication -- 3: Average / Moderate / Sufficient

125) PA mobile utilization -- 2: Poor / low / weak

148) eParticipation capacity: technical resources -- 2: Poor / low / weak

7.4.3. Human capacity

Personnel use of ICT

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

95%

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

80%

Rating e-participation human capacity

146) eParticipation capacity: human resources -- 2: Poor / low / weak

7.4.4. Social media capacity

Processes for monitoring social media

87) Does your government have a process for monitoring social media?

No

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?

No

91) Please list individual government bodies that have a process for monitoring social media?

--

How do governments monitor social media

89) What does your government uses to monitor/measure social media?

- Internal Social Media Monitoring tools (free or commercial software)
- Online (free or commercial) Social Media Monitoring service
- External/Outsourced Social Media Monitoring business service
- External/Outsourced Social Media Analytics business service
- Other (please specify)

NA

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

- Internal Social Media Monitoring tools (free or commercial software)
- Online (free or commercial) Social Media Monitoring service
- External/Outsourced Social Media Monitoring business service
- External/Outsourced Social Media Analytics business service

- Other (please specify)

NA

Rating PA social media utilisation

124) PA social media utilization -- 3: Average / Moderate / Sufficient

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?

Yes

7.4.6. Overall assessment of government capacity

Questionnaire:

93) If relevant, please add any comments or explanations on your answers in the above section. (Open question on government capacity).

Financial capacity <i>Financial capacity</i> No
<i>Rating e-participation financial capacity</i> eParticipation capacity: financial resources -- 2: Poor / low / weak
Technical capacity <i>Technical hardware and software capacity</i> Yes
<i>Government bodies use of ICT channels</i> <ul style="list-style-type: none"> • 80% if government bodies have • 90% of government bodies have fast fixed broadband internet (10% have slow), and 5% have fast wireless internet access • Only 20% of government bodies have intranets
<i>Rating e-participation technical capacity</i> PA web presence -- 3: Average / Moderate / Sufficient PA email communication -- 3: Average / Moderate / Sufficient PA mobile utilization -- 2: Poor / low / weak eParticipation capacity: technical resources -- 2: Poor / low / weak
Human capacity <i>Personnel use of ICT</i> 95% of government bodies routinely use computers, and 80% of their employees routinely use the internet
<i>Rating e-participation human capacity</i> eParticipation capacity: human resources -- 2: Poor / low / weak
Social media capacity <i>Processes for monitoring social media</i>

No government, nor individual government bodies process
<i>How do governments monitor social media</i> NA
<i>Rating PA social media utilisation</i> PA social media utilization -- 3: Average / Moderate / Sufficient
Open data capacity <i>Open government data responsible official</i> Yes

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")?

Yes

59) If there is legislation on access to public information in your country, does the national portal inform citizens of that right?

Yes

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

Yes

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

Yes

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

No

OG portal/information websites (2015 p. 49)

Open government Portal / information web

- OGD Portal: OpenData.rs
(Independent research project)
- Statistical Office: www.stat.gov.rs
- Environmental data: www.sepa.gov.rs

E-participation national portal and interactive features

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

Yes

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

Yes

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

No

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

Yes

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

Yes

7.5.2. Transparency features

Rating Information sharing with citizens (transparency)

134) Information sharing with citizens: Finance/budget -- 2: Poor / low / weak

135) Information sharing with citizens: Social development/welfare -- 2: Poor / low / weak

136) Information sharing with citizens: Urban development/planning -- 3: Average / Moderate / Sufficient

137) Information sharing with citizens: Environmental protection -- 3: Average / Moderate / Sufficient

138) Information sharing with citizens: Public services -- 3: Average / Moderate / Sufficient

139) Information sharing with citizens: Transport -- 3: Average / Moderate / Sufficient

Transparency and participation

Transparency and participation (2015 Annex I)

i) There is progress since 2012, mainly in the aspect of use of social media.

ii) For the purpose of receiving user feedback, eGovernment Portal provides electronic public hearing for the discussion about enactment of new and amendment of existing laws, and a forum for the discussion on electronic services provided. According to the national guidelines for governmental web sites, each web site must provide a contact form and links to social media services. Governmental institutions use social media for public relations and, while official Twitter presence matches exactly the official Facebook presence, only some of the governmental organizations have official YouTube channels. Instagram, Google+ and Pinterest are currently much more popular for the personal usage of civil servants and not so for the official one. Many of the civil servants are also present on the LinkedIn social network for professionals. Usage of internet polls, blogs and wikis in governmental institutions is almost non-existent.

iii) The Government is not collaborating with users, citizens or businesses to co-produce content or services.

Transparency & trust (2015 p. 47)

- Joined OGP
- Freedom of access to info by default
- Strategy for anti-corruption
- Public procurement law

7.5.3. Engagement features

Web 2.0 & social media

- Web 2.0 & social media (2015 p. 46)

Web 2.0 & Social media (2015)

- Many uses Facebook, Twitter
- Some have YouTube channels

E-engagement features

72) Has the portal ever hosted an e-consultation with citizens?

No

73) Does portal produce a consultation outcomes report that includes an analysis of citizens' proposals?

No

74) Does the feedback received from the e-consultation process result in action taken by your government?

No

Feedback & participation (2015 p. 47)

Feedback & participation (2015)

- E-participation
- E-forum
- *Contact form on govt. websites mandatory*
- *E-government portal has public hearings and discussion*

Rating consultation with citizens (engagement)

140) Consultation with citizens: finance/budget -- 3: Average / Moderate / Sufficient

141) Consultation with citizens: development/welfare -- 3: Average / Moderate / Sufficient

142) Consultation with citizens: urban development/planning -- 3: Average / Moderate / Sufficient

143) Consultation with citizens: environmental protection -- 3: Average / Moderate / Sufficient

144) Consultation with citizens: public services -- 3: Average / Moderate / Sufficient

145) Consultation with citizens: transport -- 3: Average / Moderate / Sufficient

7.5.4. Collaboration features

E-polling and e-voting features

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

Yes

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

No

Collaboration

Collaboration with users (2015 p. 47)

--

User empowerment and centricity (2015 Annex I)

- i) There is no progress since 2012.
 - ii) All the barriers in using e-Government identified in the previous study still remain intact and unaddressed! Moreover, situation is worse because many new, isolated, entrenched and separated IT systems were created solving only specific local problems for the hefty financial costs and the price of keeping all existing barriers intact and unaddressed.
 - iii) Citizen eGovernment usage is focused on saving time by using electronic scheduling for most important services (ID, passport, vehicle registration etc.) and on convenience, because services related to obtaining citizen certificates are mature enough so that certificates are provided in real time at local governments one-stop-shops. Businesses eGovernment usage is focused on saving time and money, as well as on convenience, but only in the fields of taxation, public procurement, and vehicle registration.
- Crucial short term recommendation (2016-17) is to procedurally align governance system with eGovernment. Crucial medium term (2018-2020) recommendation is to create single national body directly under Prime Minister that would be horizontally in charge of every eGovernment aspect.

Rating e-collaboration

126) PA online polls, forums, petitions NA

127) National eVoting eReferendums -- 2: Poor / low / weak

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?

No

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

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

No

Other sources

Data sharing (Q) open data (2015, p. 47 and p. 50)

Open data (2015 p. 47)

- *OGD decentralised*
- *Some examples*

Open government data (2015 Annex I)

i) There is limited progress since 2012.

ii) Draft Open Data Readiness Assessment report was made and a corresponding action plan together with the report will be published by the end of 2015. This assessment will assist the Government in diagnosing what actions it could consider in order to establish an Open Data initiative such as launching an Open Data portal, issuing a policy for publishing data, the reuse of Open Data, skills development, and financing for the government's Open Data agenda and targeted innovation financing linked to Open Data. There is a portal OpenData.rs made as an independent research project that collects, analyzes and visualizes data about Serbia in the last 20 years. A rare example of publishing Open Data is "Register of medicines and medical devices", published by the Medicines and Medical Devices Agency of Serbia in the form of a downloadable file, which was already being used by the software companies working in pharmaceutical sector as an internal medicines and medical devices database. Also, Statistical Office of the Republic of Serbia provides public online service for online data search and export in machine readable formats.

iii) Future use of OGD is defined as part of the Strategy for e-Government development 2015-2018. The usage of open formats PDF/A (Portable Document Format (PDF) specialized for the digital preservation of electronic documents), ODF (OpenDocument Format) and OOXML (Office Open XML) has legal background.

Open budget (2015)

	Transparency (Open budget index)	Public Participation in the Budget process	Strength of formal oversight institutions	Budget oversight by legislature	Budget oversight by auditor
Serbia	14	21	49	42	67
Global average (of 102 countries)	45.36	25.43	52.71	-	-

7.5.6. Targeting specific groups

Rating targeting specific groups

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

7.5.7. Overall assessment of e-participation features and channels

Questionnaire:

- 76) If relevant, please add any comments or explanations on your answers in the above section. (Open question on e-participation features and channels).

E-participation portal

E-participation national portal and information features

Serbia has a national portal for e-participation (national portal)

- There is legislation on access to public information in Serbia, and the national portal informs citizens of that right.
- provides information on upcoming e-participation opportunities (e.g. public meetings calendar) and has a search feature
- citizens can contact government officials using the portal and it is available in more than one language
- does not make number of visits public

Open government Portal / information web sites

- OGD Portal: OpenData.rs (Independent research project)
- Statistical Office: www.stat.gov.rs
- Environmental data: www.sepa.gov.rs

E-participation national portal and interactive features

Yes, there is a search feature

Yes, contact feature

Yes, users can 'like' or rate content

Yes, is accessible to citizens with sensory disabilities and the elderly

Transparency features

Rating Information sharing with citizens (transparency)

Finance/budget -- 2: Poor / low / weak

Social development/welfare -- 2: Poor / low / weak

Urban development/planning -- 3: Average / Moderate / Sufficient

Environmental protection -- 3: Average / Moderate / Sufficient

Public services -- 3: Average / Moderate / Sufficient

Transport -- 3: Average / Moderate / Sufficient

Transparency and participation

eGovernment Portal provides electronic public hearing for the discussion about enactment of new and amendment of existing laws, and a forum for the discussion on electronic services provided

- Joined OGP
- Freedom of access to info by default
- Strategy for anti-corruption
- Public procurement law

Engagement features

Web 2.0 & social media

- Many uses Facebook, Twitter
- Some have YouTube channels

E-engagement features

No, has never hosted e-consultation

Feedback & participation (2015)

- E-participation
- E-forum
- **Contact form on govt. websites mandatory**
- **E-government portal has public hearings and discussion**

Rating consultation with citizens (engagement)

finance/budget -- 3: Average / Moderate / Sufficient

development/welfare -- 3: Average / Moderate / Sufficient

urban development/planning -- 3: Average / Moderate / Sufficient

environmental protection -- 3: Average / Moderate / Sufficient

public services -- 3: Average / Moderate / Sufficient

transport -- 3: Average / Moderate / Sufficient

Collaboration features

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

Yes, provides online polls, petition tools or online forums

No e-voting/e-referendum technologies available

Collaboration

--

Rating e-collaboration

PA online polls, forums, petitions **NA**

National eVoting eReferendums -- 2: Poor / low / weak

Open government data features

Open government data sets

No

Open government data

Open data (2015 p. 47):

- OGD decentralised
- Some examples

Stage 1 feedback, Missing information:

Currently, the site data.gov.rs is offline during the change of content and connect with a new set of data based on the French model for open data portal

Targeting specific groups

Rating targeting specific groups

Reaching out electronically to CSOs / NGOs -- 3: Average / Moderate / Sufficient

Reaching out electronically to youth -- 3: Average / Moderate / Sufficient

Reaching out electronically to women -- 3: Average / Moderate / Sufficient

Reaching out electronically to vulnerable disadvantaged groups -- 3: Average / Moderate

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?

No

99) What is the percentage of households with a computer? 60%

100) What is the percentage of households with internet access at home? 40%

101) What is the percentage of individuals using fixed (wired) broadband internet? 90%

102) What is the percentage of individuals using personal mobile/cellular internet? 30%

103) What is the percentage of individuals using mobile-broadband internet? 30%

106) What is the percentage of Internet penetration rate in urban areas? 20%

107) What is the percentage of Internet penetration rate in rural areas? 10%

Subsidies for vulnerable groups

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

No

7.6.2. Human capacity

User training

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

No

Political activity and features

108) What is the percentage of women in parliament? 60%

109) What is the percentage of voter turnout in last national elections? 40%

110) What is the percentage of citizens that are members of a political party? 90%

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?

Yes

National portal usage

105) What is the percentage of national portal visitors (in regard to the population) in the last year? 53%

Social media usage

104) What is the percentage of individuals using social media? 60%

7.6.4. Citizen trust

Rating citizen trust in ICT channels

- 128) Citizen trust in PA web presence -- 2: Poor / low / weak
- 129) Citizen trust PA email communication -- 3: Average / Moderate / Sufficient
- 130) Citizen trust in PA social media utilization -- 3: Average / Moderate / Sufficient
- 131) Citizen trust in PA mobile utilization -- 3: Average / Moderate / Sufficient

Rating citizen trust in e-collaboration

- 132) Citizen trust in PA online polls, forums, petitions NA
- 133) Citizen trust in national eVoting eReferendums-- 2: Poor / low / weak

7.6.5. Citizen demand

Rating citizens' demand for transparency

- 149) Citizens' demand for access to public information -- 3: Average / Moderate / Sufficient

Rating citizens' demand for engagement

- 150) Citizens' demand for consultation: development matters and policies -- 3: Average / Moderate / Sufficient

Rating citizens' demand for collaboration

- 151) Citizens' demand to participate in policy making & implementation -- 3: Average / Moderate / Sufficient

7.6.6. Capacity of specific groups

CSOs supporting e-participation

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

Rating ability of specific groups for e-participation

- 156) Ability of CSOs / NGOs to be involved in eParticipation -- 4: Good / High / Strong
- 157) Ability of youth to be involved in eParticipation -- 4: Good / High / Strong
- 158) Ability of women to be involved in eParticipation -- 4: Good / High / Strong
- 159) Ability of vulnerable disadvantaged groups to be involved in eParticipation -- 4: Good / High / Strong

7.6.7. Overall assessment of public capacity

Questionnaire:

- 111) If relevant, please add any comments or explanations on your answers in the above section. (Open question on public capacity).

Technical capacity <i>ICT Access</i> There are no kinds of restrictions on access to the internet <ul style="list-style-type: none"> • 60% of households has a computer • 40% of households has access to the internet at home • 90% of individuals are using fixed broadband internet • 30% of individuals are using mobile/cellular internet • 30% are using mobile-broadband internet • Internet penetration in urban areas are 20%, but only 10% in rural areas.
<i>Subsidies for vulnerable groups</i> No
Human capacity <i>User training</i> No
<i>Political activity and features</i> <ul style="list-style-type: none"> • 60% of parliament members are women • Turnout in last national elections were 40% • 90% of citizens are member of a political party
Take-up <i>Internet usage survey</i> Yes
<i>National portal usage</i> 53%
<i>Social media usage</i> 60%
Citizen trust <i>Rating citizen trust in ICT channels</i> Citizen trust in PA web presence -- 2: Poor / low / weak Citizen trust PA email communication -- 3: Average / Moderate / Sufficient Citizen trust in PA social media utilization -- 3: Average / Moderate / Sufficient Citizen trust in PA mobile utilization -- 3: Average / Moderate / Sufficient
<i>Rating citizen trust in e-collaboration</i> Citizen trust in PA online polls, forums, petitions NA Citizen trust in national eVoting eReferendums-- 2: Poor / low / weak
Citizen demand <i>Rating citizen demand for transparency</i> Citizens' demand for access to public information -- 3: Average / Moderate / Sufficient
<i>Rating citizen demand for engagement</i> Citizens' demand for consultation: development matters and policies -- 3: Average / Moderate / Sufficient
<i>Rating citizen demand for collaboration</i> Citizens' demand to participate in policy making & implementation -- 3: Average / Moderate / Sufficient

Capacity of specific groups*CSOs supporting e-participation*

Yes

Rating ability of specific groups for e-participation

Ability of CSOs / NGOs to be involved in eParticipation -- 4: Good / High / Strong

Ability of youth to be involved in eParticipation -- 4: Good / High / Strong

Ability of women to be involved in eParticipation -- 4: Good / High / Strong

Ability of vulnerable disadvantaged groups to be involved in eParticipation -- 4: Good / High / Strong

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	48
Albania	88	27	21	44	42
Serbia	72	52	12	18	37
BiH	56	41	7	12	28
Macedonia	50	34	5	15	25
Global mean	65	40	25	27	37
Global top ten	99	78	80	79	84

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

Table 7 summarises the ReSPA Beneficiary progress scores from e-government to open government derived from Table 6.

Table 7: Summary country progress scores from e-government to open government

	(1) e-government online services scores (UN, 2016) ¹⁴	Open government scores (2015) ¹⁵			
		(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	60%	53%	5	5	2

¹⁴ 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>.

¹⁵ Derived from Table 6Error! Reference source not found.

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

Results received November 2016.

To be added