

ReSPA e-participation and open government general roadmap

Macedonia

Step 2, 22-4-17, JM

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1. Introduction

1.1. Guide to the roadmap development process

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

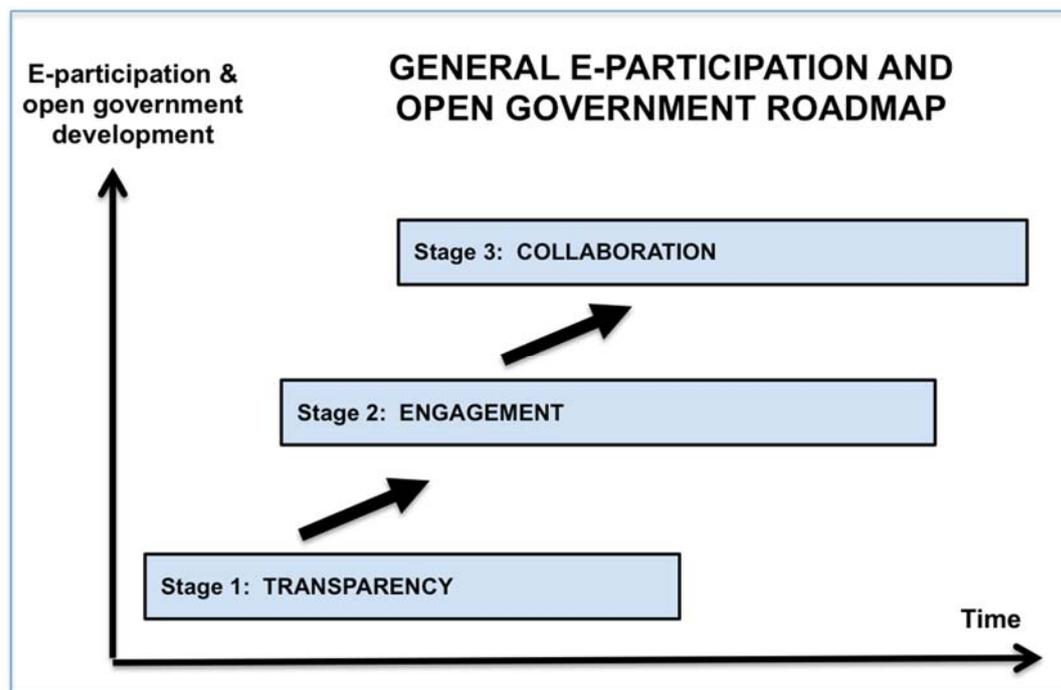
- Section 2: lays out the overall roadmap structure, derived from the general ReSPA roadmap.
- Section 3 gives an overview of the specific roadmap for Macedonia.
- Sections 4, 5 and 6 provide specific roadmap guidance for each of the three roadmap stages.
- Annex 1 is a reference section that reproduces 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
Policy & strategy	E-strategy	<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
	E-participation policies and strategies	<ul style="list-style-type: none"> Main e-strategies Open government policies 	<ul style="list-style-type: none"> Open government data policies PAR policies and initiatives PPP/PCP policies and initiatives 	
	E-participation initiatives	<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 	
	Opportunities for e-participation	<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 	
	Challenges to 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 	
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 	<ul style="list-style-type: none"> 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
Government capacity	Financial capacity	<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
	Technical capacity	<ul style="list-style-type: none"> Financial capacity Rating e-participation financial capacity 	<ul style="list-style-type: none"> Technical hardware and software capacity Rating e-participation technical capacity 	
	Human capacity	<ul style="list-style-type: none"> Government bodies use of ICT channels 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. Macedonia: international benchmarks

3.1. UN comparative data

In comparing Macedonia with the other ReSPA Beneficiaries, Table 2 shows that in terms of e-participation it is in fourth position out of five with a cumulative total of 62%. A similar conclusion is reached when examining the three e-participation stages, except it scores zero on stage 3 e-participation together with Bosnia and Herzegovina. Thus it can be concluded that Macedonia occupies a lagging position amongst all ReSPA Beneficiaries in terms of the UN's e-participation indexes. It can also be seen that Macedonia 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 Macedonia 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 (%)
Macedonia	74	63	0	62
Albania	74	68	14	65
BiH	71	37	0	52
Montenegro	85	84	71	83
Serbia	91	79	57	83
Global mean	56	43	13	47
Global top ten	98	96	80	95

Macedonia performs somewhat better when examining the UN's e-government and e-services indexes, as shown in Table 3, occupying the third position out of the five ReSPA Beneficiaries examined.

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

United Nations e-government & e-services indexes 2016 ⁴		
Country	E-government (%)	E-services (%)
Macedonia	59%	61%
Albania	53%	59%
BiH	51%	45%
Montenegro	67%	68%

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)

United Nations e-government & e-services indexes 2016 ⁴		
Country	E-government (%)	E-services (%)
Serbia	71%	82%
Global mean	?? Louise fra DB	?? Louise fra DB
Global top ten	?? Louise fra DB	?? Louise fra DB

3.2. ReSPA comparative data

The ReSPA 2015 survey from e-government to open government shows in Table 4 that Macedonia also occupies an average position amongst the ReSPA Beneficiaries, although performs less than average on stage 3. (Details of the components of the ReSPA scores can be seen in Table 5.) This pattern closely reflects the comparative UN e-participation data, which in turn provides more credibility to both.

Table 4: From e-government to open government

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

The clear conclusion from both the UN 2016 and the ReSPA 2015 data is that Macedonia is generally performing below average of ReSPA Beneficiaries on e-participation, especially with regards to stage 3. However, its position appears to be at about average on open government, though again its stage 3 score is lower.

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

Main e-strategies

No overall e-strategy

No official responsible for overall e-strategy

No government policy mandating that each government agency has a website

Open government policies

Joined OGP September 2011

Current status: Implementing 3rd Action Plan

Macedonia's Third National Action Plan (July 2016)

Macedonia 2014-2015 Progress Report (Final English Version)

Public Comments Received on Macedonia's Second IRM Report (2014-2015)

In 2014 Macedonia prepared its third OGP action plan, and passed a law on public sector data use. The country regularly publishes OGP action plan progress on its e-democracy portal, and to date 154 data sets have been made available on the OGD portal. During 2015 open data hackathons, workshops and meet-ups were held.

Open government data policies

Surprisingly, Macedonia scores very low in the Open Budget Index on public participation in the budget process, despite its early transparency and participation efforts, this is however partly compensated by its strength of formal oversight institutions, mostly by the auditor. Macedonia score above the global average of the 102 countries in the Open Budget Survey on the strength of formal oversight institutions.

PAR policies and initiatives

Macedonia has a good coverage of SIGMA priorities. It regularly publishes OGP progress on its e-democracy portal and has published 150+ data sets on the Open Government Data portal.

PPP/PCP policies and initiatives

In **Macedonia**, there are no classic PPPs, but there are examples of privatisations of public services, that thus become, in effect, PPPs. An initiative for so-called open services in 2013-2014, had the goal to develop a concept for delivering public services by private companies on behalf of public institutions. The goal of the initiative was also to give the privatised services a qualitative lift, simplifying services and speeding them up, as well as to offer the services from multiple channels.

Policies and strategies:

- Law for concessions and public private partnership has been adopted in 2012, and changes have been made in 2014 and 2015.

<ul style="list-style-type: none"> – There are no classic PPPs, but there is privatisation of public services with higher incomes <p>Examples</p> <ul style="list-style-type: none"> – Mol – citizens schedule timing for submitting application and taking photo for ID cards, passports and driving licence – eService (Personality testing) when applying to administrative service
<p>E-participation policies and strategies</p> <p><i>General e-participation strategies</i></p> <p>No</p>
<p><i>Rating e-participation policies and strategies</i></p> <p>Political commitment -- 3: Average / Moderate / Sufficient</p> <p>National eParticipation -- 4: Good / High / Strong</p> <p>eParticipation policy formation -- 2: Poor / low / weak</p>
<p>E-participation initiatives</p> <p><i>Completed e-participation initiatives</i></p> <p>Completed e-participation initiatives includes: ener.gov.mk (where information about legislation can be found), e-demokratija.gov.mk (e-participation portal), and uslugi.gov.mk (national e-government portal)</p> <p>Already implemented initiatives:</p> <ul style="list-style-type: none"> – Social network campaigns (Facebook group, Twitter profile or web blog etc.) – Online surveys – Web site with policy information – Trainings/Education – Workshop(s) – Conducting a study or analysis – Online chat room / discussion forum
<p><i>On-going e-participation initiatives</i></p> <p>/</p>
<p><i>Planned e-participation initiatives</i></p> <ul style="list-style-type: none"> – Online surveys
<p><i>Rating e-participation implementation</i></p> <p>eParticipation implementation -- 3: Average / Moderate / Sufficient</p>
<p>Opportunities for e-participation</p> <p><i>Thematic areas of potential benefit</i></p> <ul style="list-style-type: none"> - preparation/ consultation of Laws, - preparation of strategic documents
<p><i>Government needs for e-participation</i></p> <ul style="list-style-type: none"> – Social media / communication skills – Consulting – Promotion/Advocacy – Training, education

<ul style="list-style-type: none"> - Other: online courses for citizens for the topics of e-participation <p>Thematic areas that could benefit:</p> <ul style="list-style-type: none"> - preparation/ consultation of Laws - preparation of strategic documents
<p><i>Drivers and opportunities</i></p> <ul style="list-style-type: none"> - by 2014 publishing comments from the citizens needed approval from the administrator, while now if approval is not given in 3 days, the comment is automatically published. This increased visibility and citizens' trust. <p>What could assist future e-participation and Open government:</p> <ul style="list-style-type: none"> - increase citizen participation (we have tools, engagement is needed)
<p>Challenges for e-participation</p> <p><i>Past challenges</i></p> <ul style="list-style-type: none"> - by 2014 publishing comments from the citizens needed approval from the administrator, while now if approval is not given in 3 days, the comment is automatically published. This increased visibility and citizens' trust.
<p><i>Future challenges</i></p> <ul style="list-style-type: none"> - increase citizen participation (we have tools, engagement is needed)

4.2.2. Roadmap recommendations

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

Overall policies and strategies to date have not included any e-strategies, responsible officials nor for government websites. However, Macedonia seems to be actively engaged in OGP activities since 2011, is currently into its third action plan, regularly publishes OGP progress reports on its e-democracy portal and has published 150+ data sets on the Open Government Data portal. The country also appears to have good coverage of PAR priorities supported by e-government and open government initiatives. Policies also exist for PPPs although there are no classic PPPs but instead examples of privatisations of public services, and apparently no strategies for PCPs. Surprisingly, Macedonia scores very low in the Open Budget Index on public participation in the budget process, despite its early transparency and participation efforts, this is however partly compensated by its strength of formal oversight institutions, mostly by the auditor

Despite the OGP progress, there are no specific strategies for e-participation, and although national e-participation is rated as good, political commitment and implementation are seen only as average, whilst e-participation policy formation is rated poor. Overall it seems that Macedonia has made some good efforts towards e-participation and open government 3-5 years ago but has not made much progress since. The next five years will thus be even more

difficult requiring deeper, more extensive and radical change if the momentum is to be regained. For example, there have been many good e-participation initiatives in the past but there appear to be none at present and neither are any planned apart from online surveys. It seems, therefore, to currently be a hiatus period, so there are many opportunities, including the preparation/consultation of laws, the preparation of strategic documents and in a range of other areas including promotion/advocacy and training and education. The big challenge is to increase citizen take up of e-participation as many relevant tools are already in place.

Recommendation 1

E-government and open government strategies should be embedded in a broader e-strategy that links across government and other sectors as part of wider government policy efforts, so that ICT and technology can specifically support the country's development.

Recommendation 2

It is very important to develop and implement a clear, ambitious but also realistic e-participation strategy which quickly leads to a new series of practical initiatives. This strategy should also be flexible so that changing demands, challenges and opportunities can be quickly accommodated.

Recommendation 3

There are thus many opportunities for new e-participation initiatives, including the preparation/consultation of laws, the preparation of strategic documents and in a range of other areas including promotion/advocacy and training and education. The big challenge is to increase citizen take up of e-participation as relevant tools are in place

Recommendation 4

A strategy for PCPs also needs to be developed, especially given the need to encourage citizen take up of and engagement in e-participation activities.

Recommendation 5

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

4.3. Institutional frameworks

4.3.1. Baseline

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

<p>Institutional framework for transparency <i>Institute for public consultations (engagement)</i></p>

<p><i>State/national authority for information (transparency)</i> Macedonia has independent state/national authority (Information Commissioner or similar)</p>
<p><i>State/national authority for e-information activities (e-transparency)</i> Does <u>not</u> have a social media presence Has website Requests and complaints are being published in Annual Report, but not on a daily basis on the website. Can be contacted via website Not accessible for people with sensory disabilities. Regarding e-inclusion: All institutions are required to have dedicated person responsible for persons with disabilities, and their phone numbers are published on the respective web sites. All institutions are also obligated to use WCAG at least level AA for their future websites. Respecting the decision is an obligation, but enforcing it is a process, that needs time and finances.</p>
<p><i>Rating national authority for public information (transparency)</i> National authority for public information -- 5: Very good / high / strong</p>
<p>Institutional framework for data privacy <i>State/national authority for data privacy</i> Yes, and is independent</p>
<p><i>State/national authority for data privacy: activities</i> Yes, Social media presence Yes, Website Yes, Publish complaints Yes, citizens can contact via website No, not accessible to people with sensory disabilities</p>

4.3.2. Roadmap recommendations

The relevant national state authorities do seem to be in place, including an independent state/national authority, an institute for public consultations (engagement) and a national authority for data privacy. The rating of the national authority is also very good. These have websites, although they are not accessible to people with sensory disabilities and the elderly. All institutions are required to have a dedicated person responsible for persons with disabilities, and their phone numbers are published on the respective web sites. All institutions are also obligated to use WCAG at least level AA for their future websites. Respecting the decision is an obligation, but enforcing it is a process that needs time and finances. There is no social media presence.

These institutions and authorities provide an important basis for transparency which is itself essential for the further development of engagement in stage 2 and collaboration in stage 3.

Recommendation 6

Focus on speeding up the process of making websites accessible to people with sensory disabilities and the elderly, for example using specific audio, visual and tactile supports,

simplified designs, etc., which are also very useful for all users whatever their needs and possible handicaps.

Recommendation 7

Examine and consider all the institutional framework lessons and guidance in support of 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.

<p>Legislation on transparency</p> <p><i>Legislation and policies on freedom of information (transparency)</i></p> <p>Yes, have legislation</p> <p>Yes, have policies</p>
<p><i>Constitutional rights for citizens accessing public information (transparency)</i></p> <p>Yes</p>
<p><i>Legislation and policies on freedom of e-information (e-transparency)</i></p> <p>Yes, legislation on reactive sharing of public information in electronic format</p> <p>No policies on reactive sharing of public information in electronic format</p>
<p><i>Rating access to information legislation (transparency)</i></p> <p>Access to information: legislation -- 4: Good / High / Strong</p>
<p>Open government data</p> <p><i>Legislation and policies on open government data</i></p> <p>Legislation Yes</p> <p>No policies</p> <p>Regarding policies: What we meant by policy was - special documents called Policies for how to enforce the existing laws, which we do not have adopted, or at least not on a national level, as the questions pointed</p>
<p>Data protection</p> <p><i>Policies and legislation on personal data protection</i></p> <p>Yes, constitution protects</p> <p>Yes, legislation</p> <p>Yes, policies</p> <p>Law for Personal Data Protection gives formal provision for protecting user data. Informal provisions are expressed with bilateral agreements between two entities exchanging data, and agreed upon before establishing connections</p>
<p><i>Rating legislation on protection of personal data</i></p> <p>Protection of personal data: legislation -- 5: Very good / high / strong</p>

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 (although there is no specific policy on this aspect), are in place. The rating of legislation on access to information is also good. Similarly, legislation exists for open government data, but without policies defined as documents showing how to enforce the legislation. In the case of data protection, however, both legislation and policies are in place, and this receives a very high rating.

Recommendation 8

The apparent lack of appropriate policy for e-transparency and open data, despite legislation being in place, should be addressed as this slows adoption and take-up. In the case of open data this should be related to the standard five levels of open data designed by Tim Berners-Lee⁷.

Recommendation 9

In relation to Recommendation 4, legislation on the involvement of PCPs should also be considered, given that this will help to encourage citizen take up of and engagement in e-participation activities.

Recommendation 10

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
<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> – 88% of all government bodies have web presence

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>

<ul style="list-style-type: none"> – 22% of government bodies have slow (dial-up) internet access. 81% have fast broadband internet access, and 22% have fast wireless broadband internet access. – Only 52% of the government bodies have intranet.
<p><i>Rating e-participation technical capacity</i></p> <p>PA web presence -- 3: Average / Moderate / Sufficient</p> <p>PA email communication -- 4: Good / High / Strong</p> <p>PA mobile utilization -- 2: Poor / low / weak</p> <p>eParticipation capacity: technical resources -- 4: Good / High / Strong</p>
<p>Human capacity</p> <p><i>Personnel use of ICT</i></p> <p>83% of persons employed in government bodies routinely uses computers, and 72% routinely uses the internet</p>
<p><i>Rating e-participation human capacity</i></p> <p>eParticipation capacity: human resources -- 3: Average / Moderate / Sufficient</p>
<p>Open data capacity</p> <p><i>Open government data responsible official</i></p> <p>Yes</p>

4.5.2. Roadmap recommendations

The government's capacity for e-participation and open government appears to be quite mixed and clearly requires attention. On the one hand, there is very low financial capacity but apparently good technical capacity with the latter also rated as average or good, although mobile utilisation is rated as poor. Also only about half of government entities have intranets. Human capacity also seems adequate as it is rated as average, and there is an official responsible for open government data.

Recommendation 11

Clearly financial resources are limited and acting as a constraint on the development of e-participation and open government, so this needs urgently to be addressed if Macedonia's recent sluggish performance is to be reversed.

Recommendation 12

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 13

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

Yes, have national portal

No portal does not inform citizens of the right to access public information

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

Yes provides information upcoming e-Participation opportunities

No, only available in one language

Yes, makes number of visits/hits public

- OGD Portal: <http://www.otvorenipodatoci.gov.mk/>
- OGP Actions plan progress: e-demokratija.mk

E-participation national portal and interactive features

Yes, search feature

Yes, contact us feature

No, users can't 'like' or rate content

No, not accessible to citizens with sensory disabilities and the elderly

No, does not link to social media

Transparency features

Rating Information sharing with citizens (transparency)

Finance/budget -- 0: Absent / Non-existent / Not applicable

Social development/welfare -- 0: Absent / Non-existent / Not applicable

Urban development/planning -- 0: Absent / Non-existent / Not applicable

Environmental protection -- 0: Absent / Non-existent / Not applicable

Public services -- 3: Average / Moderate / Sufficient

Transport -- 4: Good / High / Strong

Transparency and participation

The portal ENER (SNERR - Single National Electronic Register of Regulation) and the system "Semafor" (Evaluate the Administration) are in place. On ENER citizens can discuss on draft regulations. Another example, was MISA who offered businesses the opportunity to complaints and suggest ideas for procedures simplification, in the 'Regulatory Guillotine 4' process.

There is a law offering whistle-blower protection for reporting individual misconduct from any retaliatory action.

Open government data features

Open government data sets

No special section for sharing raw data on national portal, but a separate open data portal

No information on how to use them

No display of number of downloads per dataset, but can be found on open data portal

Open government data

Open government Portal / information web sites

- OGD Portal: <http://www.otvorenipodatoci.gov.mk/>
- OGP Actions plan progress: e-demokratija.mk

Open government Data

- 27 institutions, offering 154 open data sets (109 active and other in planning process) and their mash-up on OGD portal

Law on public sector data use has been adopted in 2014.

Quarterly reports on the status of OGP Actions plan progress are regularly published on the e-democracy portal (<http://e-demokratija.mk/>).

Targeting specific groups

Rating targeting specific groups

Reaching out electronically to CSOs / NGOs -- 4: Good / High / Strong

Reaching out electronically to youth -- 2: Poor / low / weak

Reaching out electronically to women -- 1: Very poor / low / weak

Reaching out electronically to vulnerable disadvantaged groups -- 2: Poor / low / weak

4.6.2. Roadmap recommendations

The quality and comprehensiveness of e-participation features and channels appears to be somewhat mixed with both some good but also many less good attributes. There is a national portal but which does not inform citizens of their right to access information; there is information on up-coming e-participation opportunities and the number of hits is shown, but this is only in one language; and updates on the OGP actions are shown. The e-participation portal also has basic search and contact features, but without any ability for citizens to rate content, no link to social media and no accessibility to citizens with sensory disabilities and the elderly. The rating of information sharing with citizens on many sectors is absent, although it is average for public services and good for transport.

Ratings of the targeting of specific groups show that this is good for CCSs and NGOs (but see Recommendation 9), although low for youth and vulnerable groups and very low for women.

Macedonia has a relatively well developed open data portal with 27 institutions offering 154 open data sets (109 active and other in planning process) and their mash-up on OGD portal. However there is no information on how to use these, no indication of number of downloads and no provision for the sharing of raw data.

Recommendation 14

Address the weak features holding back the development of e-participation and open government in Macedonia, especially: inform citizens of their right to access information, make relevant information accessible multi-lingually reflecting the needs of the whole population, enable citizens to rate content, and extend the sectors which provide information for citizens.

Recommendation 15

It is important to urgently address the apparent lack of accessibility to citizens with sensory disabilities and the elderly. This could include specific outreach and user friendly customisation in close cooperation with relevant representative organisations and CSOs. (See also Recommendation 9).

Recommendation 16

Further to this, also better target other specific groups like youth and women as well as citizens with sensory disabilities and the elderly.

Recommendation 17

Improve the open data services by providing information on how to use them, publicising the number of downloads and enabling the sharing of raw data.

Recommendation 18

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

Recommendation 19

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

4.7. Public capacity

4.7.1. Baseline

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

<p>Technical capacity</p> <p><i>ICT Access</i></p> <p>There are no kinds of restrictions on access to the internet in Macedonia.</p> <ul style="list-style-type: none"> • There are no official data on the percentage of households with a computer • 75% of households has internet access at home • 71% of individuals uses fixed broadband, 37% uses cellular, and 30% mobile broadband internet. 27% of individuals uses mobile/cellular internet • Internet penetration rate in urban areas are 79% and 69% in rural areas.
<p><i>Subsidies for vulnerable groups</i></p> <p>Yes</p>
<p>Human capacity</p> <p><i>User training</i></p> <p>No</p>

<p><i>Political activity and features</i></p> <ul style="list-style-type: none"> • 34% of parliament members are women • Voter turnout at last national elections is 63%, which is amongst the highest of ReSPA beneficiaries • No data exists on what percentage of citizens are members of a political party
<p>Take-up</p> <p><i>Internet usage survey</i></p> <p>Yes</p>
<p><i>National portal usage</i></p> <p>NA</p>
<p>Citizen trust</p> <p><i>Rating citizen trust in ICT channels</i></p> <p>Citizen trust in PA web presence -- 4: Good / High / Strong</p> <p>Citizen trust PA email communication -- 4: Good / High / Strong</p> <p>Citizen trust in PA social media utilization -- 0: Absent / Non-existent / Not applicable</p> <p>Citizen trust in PA mobile utilization -- 0: Absent / Non-existent / Not applicable</p>
<p>Citizen demand</p> <p><i>Rating citizen demand for transparency</i></p> <p>Citizens' demand for access to public information -- 2: Poor / low / weak</p>
<p>Capacity of specific groups</p> <p><i>CSOs supporting e-participation</i></p> <p>Yes</p>
<p><i>Rating ability of specific groups for e-participation</i></p> <p>Ability of CSOs / NGOs to be involved in eParticipation -- 3: Average / Moderate / Sufficient</p> <p>Ability of youth to be involved in eParticipation -- 5: Very good / high / strong</p> <p>Ability of women to be involved in eParticipation-- 4: Good / High / Strong</p> <p>Ability of vulnerable disadvantaged groups to be involved in eParticipation -- 0: Absent / Non-existent / Not applicable</p>

4.7.2. Roadmap recommendations

The public's capacity for e-participation and open government seems to be quite mixed. There appear to be no important technical restrictions and there are subsidies for vulnerable groups to access technology (see however Recommendation 15). Citizen trust in PA websites and email communication is good, but appears to be absent in relation to social media and mobile utilisation. There is no provision for user training and citizen demand for access to public information is poor.

On the other hand, the capacity of specific groups appears to be average in relation to CSOs although this should be improved, whilst the capacity of youth is rated very good and of women good, although is absent for disadvantaged groups. This needs to be considered in relation to Recommendation 16.

Recommendation 20

It is important to prioritise user training and awareness which should assist in improving the take up of e-participation, and for example improve trust in social media and mobile utilisation if these are also put in focus.

Recommendation 21

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

Recommendation 22

A critical element in boosting public capacity for e-participation is working more proactively and closely with CSOs, to ensure they can formally participate in all aspects of e-participation and open government activities, given that their involvement is critical for the success of these strategies. (See also Recommendation 9.)

Recommendation 23

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

5. Stage 2: engagement roadmap

5.1. Overall goals

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

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

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

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

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

5.2. Policy and strategy

5.2.1. Baseline

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

E-participation policies and strategies <i>General e-participation strategies</i> No
<i>E-engagement strategies</i> Yes
<i>Engagement strategies</i> Yes, have policies requiring government agencies consult with citizens and policies recommending particular topics for consultations. Macedonian government 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

Macedonia has no general e-participation strategies but does have one for e-engagement. There are policies requiring government agencies to consult with citizens as well as policies recommending particular topics for consultations. The Macedonian government also holds referendums on matters of national importance.

Recommendation 24

Consider whether the e-engagement strategy should be embedded in a broader more comprehensive e-participation strategy as also proposed in Recommendation 2, as this would improve coherence and overall impact.

Recommendation 25

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

5.3. Institutional frameworks

5.3.1. Baseline

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

Institutional framework for engagement <i>Institute for public consultations (engagement)</i> No
<i>Institute for public e-consultations: activities (e-engagement)</i> -- MISA is responsible for horizontal coordination of RIA. Since consultation is part of RIA and ENER is final stage of consultation, MISA is responsible for ENER functionality, its maintenance, training for its usage, while the ministries are publishing draft acts (laws and bylaws)
<i>Rating national authority for public consultations (engagement)</i> National authority for public consultations -- 3: Average / Moderate / Sufficient

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 an adequate institutional framework for engagement, although there is no institute for public consultation. The rating of the institutional framework for public consultations is average.

Recommendation 26

Examine how the rating of the institutional framework for public consultations might be improved.

Recommendation 27

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

5.4. Legal and regulatory frameworks

5.4.1. Baseline

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

<p>Legislation on engagement</p> <p><i>Legislation on consulting with citizens (engagement)</i></p> <p>Yes, legislation requiring government agencies consult with citizens</p> <p>Yes, legislation recommending particular topics for consultations</p>
<p><i>Constitutional rights for citizens to be consulted by government (engagement)</i></p> <p>Yes</p>
<p><i>Legislation on e-consulting with citizens (e-engagement)</i></p> <p>Yes</p>
<p><i>Rating e-consultation (e-engagement)</i></p> <p>eConsultation: legislation -- 4: Good / High / Strong</p>

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 good with relevant legislation apparently in place, including constitutional rights for citizens to be consulted by government, also electronically. The rating of e-consultation is also good.

Recommendation 28

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 29

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

5.5. Government capacity

5.5.1. Baseline

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

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>

Social media capacity*Processes for monitoring social media*

No process

Does individual government bodies have a process for monitoring social media?

How do governments monitor social media

--

“What do individual government bodies use to monitor/measure social media”

Rating PA social media utilisation

PA social media utilization -- 2: Poor / low / weak

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, and the public administration’s use of social media is rated as poor.

Recommendation 30

Clarify, and if necessary, considerably strengthen and make visible government’s social media capacity. (See also Recommendation 20)

Recommendation 31

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.

Engagement features*Web 2.0 & social media*

Many institutions uses social media

E-engagement features

Yes, has hosted e-consultations

No, does not produce consultation outcomes report

Yes, feedback received result in action taken by government

Feedback and participation:

- Citizen diary
- E-democracy
- user satisfaction ('traffic lights')

The portal ENER (SNERR - Single National Electronic Register of Regulation) and the system "Semafor" (Evaluate the Administration) are in place. On ENER citizens can discuss on draft regulations. Another example, was MISA who offered businesses the opportunity to complaints and suggest ideas for procedures simplification, in the 'Regulatory Guillotine 4' process.

There is a law offering whistle-blower protection for reporting individual misconduct from any retaliatory action.

Rating consultation with citizens (engagement)

finance/budget -- 0: Absent / Non-existent / Not applicable

development/welfare -- 0: Absent / Non-existent / Not applicable

urban development/planning -- 2: Poor / low / weak

environmental protection -- 0: Absent / Non-existent / Not applicable

public services -- 3: Average / Moderate / Sufficient

transport -- 0: Absent / Non-existent / Not

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

Despite the low citizen trust in social media and weak government capacity (see Recommendation 20 and Recommendation 30), there does seem to be much use of social media for engagement. There are hosted e-consultations, as well as platforms for citizens to discuss draft regulations, and there is a law offering whistle-blower protection for reporting individual misconduct from any retaliatory action. However, the ratings of citizen consultation are generally absent, low or at best average.

Recommendation 32

There is clearly a need to improve citizen rating and use of e-consultation, despite the wide use of social media and other features. This should be tackled more comprehensively and coherently as part of the overall e-participation strategy.

Recommendation 33

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 28)

Recommendation 34

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

Recommendation 35

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> 82%
<i>Rating citizen demand for engagement</i> Citizens' demand for consultation: development matters and policies -- 2: Poor / low / weak

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

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>

5.7.2. Roadmap recommendations

Referring to public capacity in stage 1, this appears to be quite mixed so it is difficult to build very good capacity at the engagement level, especially when there is, for example, a low rating for the demand for consultation by citizens. There may be potential for improvement given that social media usage is quite high at 82%.

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

Recommendation 36

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 37

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 38

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 -- 4: Good / High / Strong

As examined in sections 0 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, and it seems that e-decision-making is itself rated as good.

Recommendation 39

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 40

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 41**

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**

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

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

No e-polling

No e-voting/e-referendum technologies available

Collaboration

- Action plan for OGP

Several e-services for businesses, after some period of being optional, became mandatory which enforces all business entities to use them. This resulted with promoting possession of digital certificates by business, mainly tokens. This has “planted” new e-attitude from the businesses.

Rating e-collaboration

PA online polls, forums, petititons -- 3: Average / Moderate / Sufficient

National eVoting eReferendums -- 0: Absent / Non-existent / Not applicable

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-voting features are not available and are rated average or absent. Some progress seems, however, to have been made regarding collaboration with businesses.

Recommendation 42

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

Recommendation 43

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 44

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).

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>

Recommendation 45

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.

<p><i>Rating citizen trust in e-collaboration</i> Citizen trust in PA online polls, forums, petitions -- 0: Absent / Non-existent / Not applicable Citizen trust in national eVoting eReferendums -- 0: Absent / Non-existent / Not applicable</p>
<p><i>Rating citizen demand for collaboration</i> Citizens' demand to participate in policy making & implementation -- 2: Poor / low / weak</p>

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 to be absent, whilst citizens' demand to participate in policy making and implementation is rated as poor.

Recommendation 46

It is clear that wider success with e-collaboration 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.

Recommendation 47

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: Macedonia 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?

No

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?

No

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

No

Open government policies

- OG policies (ReSPA 2015, p. 34)

In 2014 **Macedonia** prepared its third OGP action plan, and passed a law on public sector data use. The country regularly publishes OGP action plan progress on its e-democracy portal, and to date 154 data sets have been made available on the OGD portal. During 2015 open data hackathons, workshops and meet-ups were held.

- OGP membership (2015 p. 15)

Membership of Open government Partnership

- Joined OGP September 2011
- Current status: Implementing 3rd Action Plan

Macedonia's Third National Action Plan (July 2016)

Macedonia 2014-2015 Progress Report (Final English Version)

Public Comments Received on Macedonia's Second IRM Report (2014-2015)

- Membership of Open Government Partnership (2015, p.50)

Joined OGP September 2011

4) Does your government have a social media strategy?

No

Open government data policies

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

Fiscal transparency is often one of the first OGD initiatives made by countries, especially as OGD is heralded as a measure for accountability, transparency, and anti-corruption. The Open Budget Survey has published the Open Budget Index since 2006. **Error! Reference source not found.** summarises the latest results for the Western Balkan countries of ReSPA, with the exception of Kosovo*. Surprisingly, **Macedonia** scores very low on public participation in the budget process, despite its early transparency and participation efforts, this is however partly compensated by its strength of formal oversight institutions, mostly by the auditor. Regardless of these regional comparisons, all countries score below the average on the Open Budget Index and public participation in the budget process. Only Albania and **Macedonia** score above the global average of the 102 countries in the Open Budget Survey on the strength of formal oversight institutions.

PAR policies and initiatives

- SIGMA Priorities (table 15 of ReSPA 2015, number of direct contributions by e-gov and OG activities)
- SIGMA: Summary of how eGovernment and Open Government can support the SIGMA key requirements (2015, Annex I)

Macedonia has a good coverage of SIGMA priorities. It regularly publish OGP progress on its e-democracy portal and has published 150+ data sets on the Open Government Data portal.

PPP/PCP policies and initiatives

- Public-Private Partnerships (2015, Table 14)

In **Macedonia**, there are no classic PPPs, but there are examples of privatisations of public services, that thus become, in effect, PPPs. An initiative for so-called open services in 2013-2014, had the goal to develop a concept for delivering public services by private companies on behalf of public institutions. The goal of the initiative was also to give the privatised services a

qualitative lift, simplifying services and speeding them up, as well as to offer the services from multiple channels.

Policies and strategies:

- Law for concessions and public private partnership has been adopted in 2012, and changes have been made in 2014 and 2015.
- There are no classic PPPs, but there is privatisation of public services with higher incomes

Examples

- Mol – citizens schedule timing for submitting application and taking photo for ID cards, passports and driving licence
- eService (Personality testing) when applying to administrative service

- 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.?

Yes

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

The Macedonian government does have policies requiring government agencies to consult with citizens on particular topics, and that it should be done by electronic means. Macedonian government holds referendums on matters of national importance.

Rating e-participation policies and strategies

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

113) National eParticipation -- 4: Good / High / Strong

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)

ener.gov.mk, e-demokratija.gov.mk, uslugi.gov.mk

Completed e-participation initiatives includes: ener.gov.mk (where information about legislation can be found), e-demokratija.gov.mk (e-participation portal), and uslugi.gov.mk (national e-government portal)

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.)
- Online surveys
- Web site with policy information
- Trainings/Education
- Workshop(s)
- Conducting a study or analysis
- Online chat room / discussion forum

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)

/

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

Rating e-participation implementation

121) eParticipation implementation -- 3: Average / Moderate / Sufficient

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?

- preparation/ consultation of Laws,
- preparation of strategic documents

Government needs for e-participation

14) Please list your government's needs in the area of eParticipation? (Links to government capacity section)

- Social media / communication skills
- Consulting
- Promotion/Advocacy
- Training, education
- Other: online courses for citizens for the topics of e-participation

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

- preparation/ consultation of Laws
- preparation of strategic documents

Drivers and opportunities

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

- by 2014 publishing comments from the citizens needed approval from the administrator, while now if approval is not given in 3 days, the comment is automatically published. This increased visibility and citizens' trust.

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

- increase citizen participation (we have tools, engagement is needed)

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.

- by 2014 publishing comments from the citizens needed approval from the administrator, while now if approval is not given in 3 days, the comment is automatically published. This increased visibility and citizens' trust.

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.

- increase citizen participation (we have tools, engagement is needed)

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.

<p>E-strategy <i>Main e-strategies</i> No overall e-strategy No official responsible for overall e-strategy No government policy mandating that each government agency has a website</p>
<p><i>Open government policies</i> Joined OGP September 2011 Current status: Implementing 3rd Action Plan Macedonia's Third National Action Plan (July 2016) Macedonia 2014-2015 Progress Report (Final English Version) Public Comments Received on Macedonia's Second IRM Report (2014-2015)</p> <p>In 2014 Macedonia prepared its third OGP action plan, and passed a law on public sector data use. The country regularly publishes OGP action plan progress on its e-democracy portal, and to date 154 data sets have been made available on the OGD portal. During 2015 open data hackathons, workshops and meet-ups were held.</p>
<p><i>Open government data policies</i> Surprisingly, Macedonia scores very low in the Open Budget Index on public participation in the budget process, despite its early transparency and participation efforts, this is however partly compensated by its strength of formal oversight institutions, mostly by the auditor. Macedonia score above the global average of the 102 countries in the Open Budget Survey on the strength of formal oversight institutions.</p>
<p><i>PAR policies and initiatives</i> Macedonia has a good coverage of SIGMA priorities. It regularly publish OGP progress on its e-democracy portal and has published 150+ data sets on the Open Government Data portal.</p>
<p><i>PPP/PCP policies and initiatives</i> In Macedonia, there are no classic PPPs, but there are examples of privatisations of public services, that thus become, in effect, PPPs. An initiative for so-called open services in 2013-2014, had the goal to develop a concept for delivering public services by private companies on behalf of public institutions. The goal of the initiative was also to give the privatised</p>

services a qualitative lift, simplifying services and speeding them up, as well as to offer the services from multiple channels.

Policies and strategies:

- Law for concessions and public private partnership has been adopted in 2012, and changes have been made in 2014 and 2015.
- There are no classic PPPs, but there is privatisation of public services with higher incomes

Examples

- Mol – citizens schedule timing for submitting application and taking photo for ID cards, passports and driving licence
- eService (Personality testing) when applying to administrative service

E-participation policies and strategies

General e-participation strategies

No

E-engagement strategies

Yes

Engagement strategies

Yes, have policies requiring government agencies consult with citizens and policies recommending particular topics for consultations.

Macedonian government holds referendums on matters of national importance

Rating e-participation policies and strategies

Political commitment -- 3: Average / Moderate / Sufficient

National eParticipation -- 4: Good / High / Strong

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

E-participation initiatives

Completed e-participation initiatives

Completed e-participation initiatives includes: ener.gov.mk (where information about legislation can be found), e-demokratija.gov.mk (e-participation portal), and uslugi.gov.mk (national e-government portal)

Already implemented initiatives:

- Social network campaigns (Facebook group, Twitter profile or web blog etc.)
- Online surveys
- Web site with policy information
- Trainings/Education
- Workshop(s)
- Conducting a study or analysis
- Online chat room / discussion forum

On-going e-participation initiatives

/

Planned e-participation initiatives

- Online surveys

<p><i>Rating e-participation implementation</i> eParticipation implementation -- 3: Average / Moderate / Sufficient</p>
<p>Opportunities for e-participation <i>Thematic areas of potential benefit</i> - preparation/ consultation of Laws, - preparation of strategic documents</p>
<p><i>Government needs for e-participation</i></p> <ul style="list-style-type: none"> - Social media / communication skills - Consulting - Promotion/Advocacy - Training, education - Other: online courses for citizens for the topics of e-participation <p>Thematic areas that could benefit: - preparation/ consultation of Laws - preparation of strategic documents</p>
<p><i>Drivers and opportunities</i> - by 2014 publishing comments from the citizens needed approval from the administrator, while now if approval is not given in 3 days, the comment is automatically published. This increased visibility and citizens' trust.</p> <p>What could assist future e-participation and Open government: - increase citizen participation (we have tools, engagement is needed)</p>
<p>Challenges for e-participation <i>Past challenges</i> - by 2014 publishing comments from the citizens needed approval from the administrator, while now if approval is not given in 3 days, the comment is automatically published. This increased visibility and citizens' trust.</p>
<p><i>Future challenges</i> - increase citizen participation (we have tools, engagement is needed)</p>

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?

No

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

Requests and complaints are being published in Annual Report, but not on a daily basis on the website.

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.)?

No

Regarding e-inclusion: All institutions are required to have dedicated person responsible for persons with disabilities, and their phone numbers are published on the respective web sites. All institutions are also obligated to use WCAG at least level AA for their future websites.

Respecting the decision is an obligation, but enforcing it is a process, that needs time and finances.

Rating national authority for public information (transparency)

118) National authority for public information -- 5: Very 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).

What: Training or education of citizens via different channels for different targets: promotional campaigns on TV, social media promotions, educational TV shows, etc.

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)

MISA is responsible for horizontal coordination of RIA. Since consultation is part of RIA and ENER is final stage of consultation, MISA is responsible for ENER functionality, its maintenance, training for its usage, while the ministries are publishing draft acts (laws and bylaws)

Rating national authority for public consultations (engagement)

119) National authority for public consultations -- 3: Average / Moderate / Sufficient

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.)?

No

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.)?

7.2.4. Overall assessment of institutional frameworks

<p>Institutional framework for transparency <i>Institute for public consultations (engagement)</i></p>
<p><i>State/national authority for information (transparency)</i> Macedonia has independent state/national authority (Information Commissioner or similar)</p>
<p><i>State/national authority for e-information activities (e-transparency)</i> Does <u>not</u> have a social media presence Has website Requests and complaints are being published in Annual Report, but not on a daily basis on the website. Can be contacted via website Not accessible for people with sensory disabilities. Regarding e-inclusion: All institutions are required to have dedicated person responsible for persons with disabilities, and their phone numbers are published on the respective web sites. All institutions are also obligated to use WCAG at least level AA for their future websites. Respecting the decision is an obligation, but enforcing it is a process, that needs time and finances.</p>
<p><i>Rating national authority for public information (transparency)</i> National authority for public information -- 5: Very good / high / strong</p>
<p>Institutional framework for engagement <i>Institute for public consultations (engagement)</i> No</p>
<p><i>Institute for public e-consultations: activities (e-engagement)</i> -- MISA is responsible for horizontal coordination of RIA. Since consultation is part of RIA and ENER is final stage of consultation, MISA is responsible for ENER functionality, its maintenance, training for its usage, while the ministries are publishing draft acts (laws and bylaws)</p>
<p><i>Rating national authority for public consultations (engagement)</i> National authority for public consultations -- 3: Average / Moderate / Sufficient</p>
<p>Institutional framework for data privacy <i>State/national authority for data privacy</i> Yes, and is independent</p>
<p><i>State/national authority for data privacy: activities</i> Yes, Social media presence Yes, Website Yes, Publish complaints Yes, citizens can contact via website No, not accessible to people with sensory disabilities</p>

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)?

No

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)?

No

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?

Yes

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.?

Yes

Rating e-consultation legislation (e-engagement)

116) eConsultation: legislation -- 4: Good / High / Strong

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 -- 4: Good / High / Strong

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?

Yes

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

No

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

7.3.5. Data protection

Policies and legislation on personal data protection

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

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 for Personal Data Protection gives formal provision for protecting user data. Informal provisions are expressed with bilateral agreements between two entities exchanging data, and agreed upon before establishing connections

⇒ No updates

Rating legislation on protection of personal data

115) Protection of personal data: legislation -- 5: Very 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, have legislation Yes, have 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, legislation on reactive sharing of public information in electronic format No policies on reactive sharing of public information in electronic format
<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, legislation requiring government agencies consult with citizens Yes, legislation recommending particular topics for consultations
<i>Constitutional rights for citizens to be consulted by government (engagement)</i> Yes
<i>Legislation on e-consulting with citizens (e-engagement)</i> Yes
<i>Rating e-consultation (e-engagement)</i> eConsultation: legislation -- 4: Good / High / Strong
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 -- 4: Good / High / Strong
Open government data <i>Legislation and policies on open government data</i> Legislation Yes No policies Regarding policies: What we meant by policy was - special documents called Policies for how to enforce the existing laws, which we do not have adopted, or at least not on a national level, as the questions pointed
Data protection <i>Policies and legislation on personal data protection</i> Yes, constitution protects Yes, legislation Yes, policies Law for Personal Data Protection gives formal provision for protecting user data. Informal provisions are expressed with bilateral agreements between two entities exchanging data, and agreed upon before establishing connections
<i>Rating legislation on protection of personal data</i> Protection of personal data: legislation -- 5: Very 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? 88 %

80) What is the percentage of governmental bodies with slow Internet access (dial-up or similar)? 22%

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

82) What is the percentage of governmental bodies with fast wireless broadband Internet access? 22%

83) What is the percentage of governmental bodies with an intranet? 52%

- 88% of all government bodies have web presence
- 22% of government bodies have slow (dial-up) internet access. 81% have fast broadband internet access, and 22% have fast wireless broadband internet access.
- Only 52% of the government bodies have intranet.

Rating e-participation technical capacity

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

123) PA email communication -- 4: Good / High / Strong

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

148) eParticipation capacity: technical resources -- 4: Good / High / Strong

7.4.3. Human capacity

Personnel use of ICT

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

83%

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

72%

83% of persons employed in government bodies routinely uses computers, and 72% routinely uses the internet

Rating e-participation human capacity

146) eParticipation capacity: human resources -- 3: Average / Moderate / Sufficient

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

Does individual government bodies have a process for monitoring social media?

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

--

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)

What do individual government bodies use to monitor/measure social media

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)

What do individual government bodies use to monitor/measure social media

Rating PA social media utilisation

124) PA social media utilization -- 2: Poor / low / weak

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).

State bodies, Organizations and Institutions, additionally Local self government

<p>Financial capacity <i>Financial capacity</i> No</p>
<p><i>Rating e-participation financial capacity</i> eParticipation capacity: financial resources -- 2: Poor / low / weak</p>
<p>Technical capacity <i>Technical hardware and software capacity</i> Yes</p>
<p><i>Government bodies use of ICT channels</i></p> <ul style="list-style-type: none"> – 88% of all government bodies have web presence – 22% of government bodies have slow (dial-up) internet access. 81% have fast broadband internet access, and 22% have fast wireless broadband internet access. – Only 52% of the government bodies have intranet.
<p><i>Rating e-participation technical capacity</i> PA web presence -- 3: Average / Moderate / Sufficient PA email communication -- 4: Good / High / Strong PA mobile utilization -- 2: Poor / low / weak eParticipation capacity: technical resources -- 4: Good / High / Strong</p>
<p>Human capacity <i>Personnel use of ICT</i> 83% of persons employed in government bodies routinely uses computers, and 72% routinely uses the internet</p>
<p><i>Rating e-participation human capacity</i> eParticipation capacity: human resources -- 3: Average / Moderate / Sufficient</p>

<p>Social media capacity <i>Processes for monitoring social media</i> No process Does individual government bodies have a process for monitoring social media?</p>
<p><i>How do governments monitor social media</i> -- “What do individual government bodies use to monitor/measure social media”</p>
<p><i>Rating PA social media utilisation</i> PA social media utilization -- 2: Poor / low / weak</p>
<p>Open data capacity <i>Open government data responsible official</i> Yes</p>

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?

No

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

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?

No

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

Yes

OG portal/information websites (2015 p. 49)

<p>Open government Portal / information web sites</p>
<ul style="list-style-type: none"> • OGD Portal: http://www.otvorenipodatoci.gov.mk/

Open government Portal / information web sites

- OGP Actions plan progress: e-demokratija.mk

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.)?

No

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

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

No

7.5.2. Transparency features

Rating Information sharing with citizens (transparency)

134) Information sharing with citizens: Finance/budget -- 0: Absent / Non-existent / Not applicable

135) Information sharing with citizens: Social development/welfare -- 0: Absent / Non-existent / Not applicable

136) Information sharing with citizens: Urban development/planning -- 0: Absent / Non-existent / Not applicable

137) Information sharing with citizens: Environmental protection -- 0: Absent / Non-existent / Not applicable

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

139) Information sharing with citizens: Transport -- 4: Good / High / Strong

Transparency and participation

- Transparency and participation (2015 Annex I)

Summary description:

The changes in the adopted Laws protect the whistle-blowers for reporting individual misconduct from any retaliatory action.

New version of the portal ENER (SNERR - Single National Electronic Register of Regulation) and the system "Semafor" (Evaluate the Administration) are in place.

Explanation:

Except for the new portal ENER where citizens can discuss on draft regulations, and e-democracy portal where action plans for OGP are published, there is no evidence of steps, actions, or any other efforts for providing space and open channels for participation and increased transparency. The only exemption for open participation is the engagements of MISA for the Regulatory guillotine 4, where businesses could give their complaints and suggest ideas for procedures simplification. However, there is no information about the impact of the Regulatory guillotine 4 businesses engagements.

The power of social media is not yet utilized for the best interest of administration and public sector.

Not all of the governmental web sites and portals comply with the W3C standards, thus hindering people with special needs to actively participate in rule making processes.

- Transparency & trust (2015 p. 47)

- *Joined OGP+Action plan*
- Various laws
- *Anti-corruption*

7.5.3. Engagement features

Web 2.0 & social media

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

Many institutions uses social media

E-engagement features

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

Yes

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?

Yes

- Feedback & participation (2015 p. 47)
 - Citizen diary
 - E-democracy
 - user satisfaction ('traffic lights')

Rating consultation with citizens (engagement)

- 140) Consultation with citizens: finance/budget -- 0: Absent / Non-existent / Not applicable
- 141) Consultation with citizens: development/welfare -- 0: Absent / Non-existent / Not applicable
- 142) Consultation with citizens: urban development/planning -- 2: Poor / low / weak
- 143) Consultation with citizens: environmental protection -- 0: Absent / Non-existent / Not applicable
- 144) Consultation with citizens: public services -- 3: Average / Moderate / Sufficient
- 145) Consultation with citizens: transport -- 0: Absent / Non-existent / Not applicable

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?

No

- 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)

Action plan for OGP

- User empowerment and centrality (2015 Annex I)

Summary description: _____

Several e-services for businesses, after some period of being optional, became mandatory which enforces all business entities to use them. This resulted with promoting possession of digital certificates by business, mainly tokens.

Explanation:

Introducing e-services for businesses as mandatory way of service consumption, "planted" new e-attitude from the businesses. Possession of digital certificates not only enabled faster usage and easier acceptance of new e-services, but moreover, businesses are expecting and counting on more e-services in their business plans. On the other hand, citizens' trust in e-services is still not on the satisfactory level, and there is no promotional activities for raising awareness that will boost citizens to use e-services. There is no evidence of service personalisation, neither for business nor for citizens.

From the institutional side, there is no evidence of change management that is in place for switching/ drifting towards complete e-government administration.

No e-Government project evaluation is being performed, for its deliveries and success, as well as the benefits and value for the users and social or economic impact in general. Additionally, there is no evidence of pre estimation or post measurement and cost-benefit analysis from implementing and using e-services.

Rating e-collaboration

- 126) PA online polls, forums, petitions -- 3: Average / Moderate / Sufficient
127) National eVoting eReferendums -- 0: Absent / Non-existent / Not applicable

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

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

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

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

Other sources

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

Open government Portal / information web sites

- OGD Portal: <http://www.otvorenipodatoci.gov.mk/>
- OGP Actions plan progress: e-demokratija.mk

Open government Data

- 27 institutions, offering 154 open data sets (109 active and other in planning process) and their mash-up on OGD portal

- Open data (2015 p. 47)

Open data

- *OGD Action Plan*
- *Central OGD portal*
- *Open formats recommended*

- Open government data (2015 Annex I)

Summary description:

Law on public sector data use has been adopted in 2014.

New second version of the open data portal is launched that includes 27 institutions, offering 154 open data sets (109 active and other in planning process) and their mash-up.

Quarterly reports on the status of OGP Actions plan progress are regularly published on the e-democracy portal (<http://e-demokratija.mk/>).

Explanation:

Legal bases and platform for publishing data are created and adopted. However, there are very important data sets (such as data regarding finances and budgets) that are still not published on the portal and opened to the public.

Awareness and interest from the citizens and public sector for opening public data is high, which triggers many NGOs to organize activities in regard to OGD. Even famous vendors and companies such as Microsoft and T-Mobile are supporting OGD by financing competitions for development of mobile applications. Furthermore, the necessary IT knowledge for m-programming among youth and IT experts is high, and they are using every opportunity to develop mobile applications with published OD, and thus, opening working places by becoming entrepreneurs.

On the open data portal, only downloads of published data are being counted. Considering that not all open data could be accessed through the open data portal, but they do get used by citizens, different organisations and businesses, there is lack of mechanisms or methodologies for measuring usage of the published open data sets regardless where they have been published.

- Open budget (2015)

Fiscal transparency is often one of the first OGD initiatives made by countries, especially as OGD is heralded as a measure for accountability, transparency, and anti-corruption. The Open Budget Survey has published the Open Budget Index since 2006. **Error! Reference source not found.** summarises the latest results for the Western Balkan countries of ReSPA, with the exception of Kosovo*. Surprisingly, **Macedonia** scores very low on public participation in the budget process, despite its early transparency and participation efforts, this is however partly compensated by its strength of formal oversight institutions, mostly by the auditor. Regardless of these regional comparisons, all countries score below the average on the Open Budget Index and public participation in the budget process. Only Albania and **Macedonia** score above the global average of the 102 countries in the Open Budget Survey on the strength of formal oversight

7.5.6. Targeting specific groups

Rating targeting specific groups

152) Reaching out electronically to CSOs / NGOs -- 4: Good / High / Strong

153) Reaching out electronically to youth -- 2: Poor / low / weak

154) Reaching out electronically to women -- 1: Very poor / low / weak

155) Reaching out electronically to vulnerable disadvantaged groups -- 2: Poor / low / weak

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).

All the answers in this group refer to ENER (ener.gov.mk) as a National Portal for e-participation

E-participation portal

E-participation national portal and information features

Yes, have national portal

No portal does not inform citizens of the right to access public information

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

Yes provides information upcoming e-Participation opportunities

No, only available in one language

Yes, makes number of visits/hits public

- OGD Portal: <http://www.otvorenipodatoci.gov.mk/>
- OGP Actions plan progress: e-demokratija.mk

E-participation national portal and interactive features

Yes, search feature

Yes, contact us feature

No, users can't 'like' or rate content

No, not accessible to citizens with sensory disabilities and the elderly

No, does not link to social media

Transparency features

Rating Information sharing with citizens (transparency)

Finance/budget -- 0: Absent / Non-existent / Not applicable

Social development/welfare -- 0: Absent / Non-existent / Not applicable

Urban development/planning -- 0: Absent / Non-existent / Not applicable

Environmental protection -- 0: Absent / Non-existent / Not applicable

Public services -- 3: Average / Moderate / Sufficient

Transport -- 4: Good / High / Strong

Transparency and participation

The portal ENER (SNERR - Single National Electronic Register of Regulation) and the system "Semafor" (Evaluate the Administration) are in place. On ENER citizens can discuss on draft regulations. Another example, was MISA who offered businesses the opportunity to complaints and suggest ideas for procedures simplification, in the 'Regulatory Guillotine 4' process.

There is a law offering whistle-blower protection for reporting individual misconduct from any retaliatory action.

Engagement features

Web 2.0 & social media

Many institutions uses social media

E-engagement features

Yes, has hosted e-consultations

No, does not produce consultation outcomes report

Yes, feedback received result in action taken by government

Feedback and participation:

<ul style="list-style-type: none"> – Citizen diary – E-democracy – user satisfaction ('traffic lights')
<p><i>Rating consultation with citizens (engagement)</i></p> <p>finance/budget -- 0: Absent / Non-existent / Not applicable</p> <p>development/welfare -- 0: Absent / Non-existent / Not applicable</p> <p>urban development/planning -- 2: Poor / low / weak</p> <p>environmental protection -- 0: Absent / Non-existent / Not applicable</p> <p>public services -- 3: Average / Moderate / Sufficient</p> <p>transport -- 0: Absent / Non-existent / Not</p>
<p>Collaboration features</p> <p><i>E-polling and e-voting features (e-collaboration)</i></p> <p>No e-polling</p> <p>No e-voting/e-referendum technologies available</p>
<p><i>Collaboration</i></p> <p>- Action plan for OGP</p> <p>Several e-services for businesses, after some period of being optional, became mandatory which enforces all business entities to use them. This resulted with promoting possession of digital certificates by business, mainly tokens. This has "planted" new e-attitude from the businesses.</p>
<p><i>Rating e-collaboration</i></p> <p>PA online polls, forums, petitions -- 3: Average / Moderate / Sufficient</p> <p>National eVoting eReferendums -- 0: Absent / Non-existent / Not applicable</p>
<p>Open government data features</p> <p><i>Open government data sets</i></p> <p>No special section for sharing raw data on national portal, but a separate open data portal</p> <p>No information on how to use them</p> <p>No display of number of downloads per dataset, but can be found on open data portal</p>
<p><i>Open government data</i></p> <p>Open government Portal / information web sites</p> <ul style="list-style-type: none"> – OGD Portal: http://www.otvorenipodatoci.gov.mk/ – OGP Actions plan progress: e-demokratija.mk <p>Open government Data</p> <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 <p>Law on public sector data use has been adopted in 2014.</p> <p>Quarterly reports on the status of OGP Actions plan progress are regularly published on the e-democracy portal (http://e-demokratija.mk/).</p>
<p>Targeting specific groups</p> <p><i>Rating targeting specific groups</i></p> <p>Reaching out electronically to CSOs / NGOs -- 4: Good / High / Strong</p> <p>Reaching out electronically to youth -- 2: Poor / low / weak</p>

Reaching out electronically to women -- 1: Very poor / low / weak
Reaching out electronically to vulnerable disadvantaged groups -- 2: Poor / low / weak

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? NA
- 100) What is the percentage of households with internet access at home? 75%
- 101) What is the percentage of individuals using fixed (wired) broadband internet? 71%
- 102) What is the percentage of individuals using personal mobile/cellular internet? 37%
- 103) What is the percentage of individuals using mobile-broadband internet? 30%
- 106) What is the percentage of Internet penetration rate in urban areas? 79 %
- 107) What is the percentage of Internet penetration rate in rural areas? 69%

Subsidies for vulnerable groups

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

Yes

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? 34%
- 109) What is the percentage of voter turnout in last national elections? 63%
- 110) What is the percentage of citizens that are members of a political party? NA

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?

NA

Social media usage

104) What is the percentage of individuals using social media?
82%

7.6.4. Citizen trust

Rating citizen trust in ICT channels

- 128) Citizen trust in PA web presence -- 4: Good / High / Strong
- 129) Citizen trust PA email communication -- 4: Good / High / Strong
- 130) Citizen trust in PA social media utilization -- 0: Absent / Non-existent / Not applicable
- 131) Citizen trust in PA mobile utilization -- 0: Absent / Non-existent / Not applicable

Rating citizen trust in e-collaboration

- 132) Citizen trust in PA online polls, forums, petitions -- 0: Absent / Non-existent / Not applicable
- 133) Citizen trust in national eVoting eReferendums -- 0: Absent / Non-existent / Not applicable

7.6.5. Citizen demand

Rating citizens' demand for transparency

149) Citizens' demand for access to public information -- 2: Poor / low / weak

Rating citizens' demand for engagement

150) Citizens' demand for consultation: development matters and policies -- 2: Poor / low / weak

Rating citizens' demand for collaboration

151) Citizens' demand to participate in policy making & implementation -- 2: Poor / low / weak

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 -- 3: Average / Moderate / Sufficient
- 157) Ability of youth to be involved in eParticipation -- 5: Very 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 -- 0: Absent / Non-existent / Not applicable

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).

Data - from the last published reports from State statistical office (stat.gov.mk) 0% means no data available

<p>Technical capacity</p> <p><i>ICT Access</i></p> <p>There are no kinds of restrictions on access to the internet in Macedonia.</p> <ul style="list-style-type: none"> • There are no official data on the percentage of households with a computer • 75% of households has internet access at home • 71% of individuals uses fixed broadband, 37% uses cellular, and 30% mobile broadband internet. 27% of individuals uses mobile/cellular internet • Internet penetration rate in urban areas are 79% and 69% in rural areas.
<p><i>Subsidies for vulnerable groups</i></p> <p>Yes</p>
<p>Human capacity</p> <p><i>User training</i></p> <p>No</p>
<p><i>Political activity and features</i></p> <ul style="list-style-type: none"> • 34% of parliament members are women • Voter turnout at last national elections is 63%, which is amongst the highest of ReSPA beneficiaries • No data exists on what percentage of citizens are members of a political party
<p>Take-up</p> <p><i>Internet usage survey</i></p> <p>Yes</p>
<p><i>National portal usage</i></p> <p>NA</p>
<p><i>Social media usage</i></p> <p>82%</p>
<p>Citizen trust</p> <p><i>Rating citizen trust in ICT channels</i></p> <p>Citizen trust in PA web presence -- 4: Good / High / Strong</p> <p>Citizen trust PA email communication -- 4: Good / High / Strong</p> <p>Citizen trust in PA social media utilization -- 0: Absent / Non-existent / Not applicable</p> <p>Citizen trust in PA mobile utilization -- 0: Absent / Non-existent / Not applicable</p>
<p><i>Rating citizen trust in e-collaboration</i></p>

<p>Citizen trust in PA online polls, forums, petitions -- 0: Absent / Non-existent / Not applicable</p> <p>Citizen trust in national eVoting eReferendums -- 0: Absent / Non-existent / Not applicable</p>
<p>Citizen demand</p> <p><i>Rating citizen demand for transparency</i></p> <p>Citizens' demand for access to public information -- 2: Poor / low / weak</p>
<p><i>Rating citizen demand for engagement</i></p> <p>Citizens' demand for consultation: development matters and policies -- 2: Poor / low / weak</p>
<p><i>Rating citizen demand for collaboration</i></p> <p>Citizens' demand to participate in policy making & implementation -- 2: Poor / low / weak</p>
<p>Capacity of specific groups</p> <p><i>CSOs supporting e-participation</i></p> <p>Yes</p>
<p><i>Rating ability of specific groups for e-participation</i></p> <p>Ability of CSOs / NGOs to be involved in eParticipation -- 3: Average / Moderate / Sufficient</p> <p>Ability of youth to be involved in eParticipation -- 5: Very good / high / strong</p> <p>Ability of women to be involved in eParticipation-- 4: Good / High / Strong</p> <p>Ability of vulnerable disadvantaged groups to be involved in eParticipation -- 0: Absent / Non-existent / Not applicable</p>

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

8.1. Rating results from questionnaire

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
140	Consultation with citizens in the area of finance/budget	4	3	4	0	3	3

Q		Albania	Bosnia & Herzegovina	Kosovo*	Macedonia	Montenegro	Serbia
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 groups to be involved in e-Participation activities	3	1	1	0	2	4

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

E-Government Development Index				
Country	2008	2010	2012	2014
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 5: Country progress from e-government to open government (cell scores from 0 to 4)

	Transparency (OGP) & open data (EC)		Engagement (participation) (OGP) & open decisions (EC)		Collaboration (OGP)& open services	
	Open data	Transparency & trust	Web 2.0 / social media	Feedback & participation	Service personalisation	PPPs/PCPs
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 & Herzegovina	<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
Macedonia	<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
Montenegro	<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 6 summarises the ReSPA Beneficiary progress scores from e-government to open government derived from Table 5.

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

	(1) e-government online services scores (UN, 2016) ¹³	Open government scores (2015) ¹⁴			
		(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

¹³ 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>.

¹⁴ Derived from Table 5Error! Reference source not found.

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

Results received November 2016.

To be added