



# INDEX OF GOOD GOVERNANCE IN MACEDONIA 2014

**Outcomes from research on good governance**

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## 0. Executive Summary

For the purposes of this research, the principles of good governance (transparency, accountability, responsiveness, participation and effectiveness) were operationalized through 133 indicators in total, grouped in eight categories of good governance. Additionally, to define the indicators we have used relevant literature from the field of good governance; experiences from implemented researches in the region; and experiences of the project team at CRPM in designing methodologies of this type of research, as well as their experiences and lessons learned from the LOTOS research (which measured good governance on the local level). Particular attention was paid to adapting indicators to the socio-political framework in which the relationship between government institutions and the citizens is built.

The research was carried out between May and September 2015 over a sample of 19 institutions of the central government as are: Government of the Republic of Macedonia, 15 ministries, Health Insurance Fund of Macedonia (HIF), Pension and Disability Insurance Fund of Macedonia (PDIFM) and the Parliament of the Republic of Macedonia.

In average, the results received from institutions covered with this research show a relatively low level of implementation of the practices of good governance by the central government. **The average for all institutions is 30%, which is somewhat less than one-third of the maximal score possible. In average, the Parliament of the Republic of Macedonia has achieved the highest score with 40%, while the ministries have scored the lowest with 23% fulfilment of the indicators. The government has scored 25% while the average of both funds covered with this research is 31%.**

Regarding the scores of individual institutions, the results show significant differences in how they exercise the principles of good governance. **The Health Insurance Fund of the Republic of Macedonia has achieved the highest score with an average of 41%** followed by the Parliament with 40%. **The Ministry of Defense has the lowest score with 14%**, the Ministry of Foreign Affairs with 16% and the Ministry of Local Self-government with 18%. The Government of R.M has scored 25% which equal the average of all institutions together.

## 1. Introduction

In the beginning of November 2015 Macedonia received a recommendation from the European Commission to start negotiations for full membership in the European Union, for the seventh time. This is a positive development considering that lately the country has been in a deep political crisis that began with the boycott of the opposition in the Parliament after the events during the adoption of the budget for 2013<sup>1</sup>. Nevertheless, the recommendation for starting the negotiations this year additionally carried the condition of implementing the provisions of the Przino Agreement<sup>2</sup>, with which the political parties agreed to put an end to the political crisis.

The progress reports of the country based on which the recommendations are given, besides the progress of the country also notes the weaknesses of governance in the country which mainly refer to the weak implementation of the legal provisions. Nevertheless, considering the fact that the Progress reports contain quite subjective perceptions and their recommendations are sectorial and/or thematically-focused with broad (and to a large extent with selective) orientation, the Center for Research and Policy Making (CRPM) aimed to develop a tool which is based on a broader approach and surpasses the interests of the Report, and are important for the advancements of the democratic processes in the country. Furthermore, this approach and methodology will allow a more realistic evaluation of the work of institutions based on objective, measurable and comparable indicators. Based on the results of the evaluation of the work of institutions regarding the implementation of principles of good governance, CRPM has prepared concrete recommendations for each of the eight categories of good governance that institutions can use as a check list to improve their governance.

Most of the analyses on Macedonia in the field of good governance indicate that the country has a sound legal-institutional framework which is to a large extent harmonized with EU law, however, what is lacking is the efficient implementation of the regulation and, above all, evaluation and monitoring of public policies. Therefore, this tool – the Index of Good Governance – offers a systematic review of the implementation of the principles of good governance, and the results obtained from it can be compared to similar researches in the region<sup>3</sup> to be able to confirm the real progress of the country in comparison with the countries of the region, as well as comparison of the

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<sup>1</sup> On the date 24.12.2012 the opposition led by SDSM attempted to obstruct the voting of the 2013 budget through so-called filibustering. The security of the Parliament reacted and the opposition MPs were removed from the Parliament. After these events the opposition left the work of the Parliament, accusing for lack of transparency in the process of adopting the budget and for 'the end of parliamentary democracy'. Following the intensive negotiations and the break of more than two and a half years, the opposition returned in the Parliament on September 1<sup>st</sup>, 2015.

<sup>2</sup> The Przino Agreement is a political agreement between the leaders of the four biggest parties in Macedonia (VMRO – DPMNE, SDSM, DUI and DPA), which was signed with the mediation of the European Union and it determines the return of the opposition in the Parliament as well as provisions for organizing early parliamentary elections in April 2016 as a mean of exiting the crisis.

<sup>3</sup> Dobro upravljanje u Hrvatskoj – Croatia, DURBIN – Montenegro.

progress achieved between two researches. From the experience with the LOTOS research<sup>4</sup> we learned that creating rank lists is an efficient means of strengthening the implementation of good practices as it encourages a healthy competition between institutions themselves. We have applied the same approach to this research, and additionally the CRPM project team offers to be at the disposal of institutions for any questions and help during the implementation of the recommendations of this analysis.

In the end, we hope that the tool we offer, the Index of Good Governance in Macedonia, through the advocacy activities planned in the institutions of the European Commission in cooperation with the European Policy Centre (EPC), will be used during the evaluation of the progress of the country and will be an integral part of the Progress Reports of the region, in the section dedicated to good governance.

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<sup>4</sup> LOTOS is a study of good governance at the local level, conducted by CRPM in the framework of the project *Exchange of Best EU Practices in Monitoring Anti-Corruption Measures at the Local Level*, financed by the European Union.

## 2. Methodology

The concept of good governance has gained significance in the political discourse in the last several decades. In Macedonia, this concept has especially gained popularity in the last several years and also coincides with the commitments of the country for membership in the Euro-Atlantic structures. Nevertheless, despite the contemporary relevance of the concept, it must be noted that there is no universal definition for good governance. Hence, the meaning of the concept of good governance depends primarily on the level of governance (local, central, corporate, etc.), on the goals that need to be achieved through this concept and the approach that is applied during the fulfilment of the goals.

At the focus of this analysis are the relations between the government and governance in the context of the democratic system, therefore, it was of special interest for this research to determine the mechanisms and practices that define these relations. For some authors (Riley, 2003:3) the notions 'government' and 'governance' refer to the questions of consent from and cooperation with those that are governed – the citizens. In the framework of these relations by 'government' we refer to the state apparatus with which we achieve consent and cooperation while by 'governance' we refer to the processes of engagement and decision-making, the processes of consulting on public policies and their implementation, as well as the experiences of citizens with the government and governance (Riley, 2003:5). From here we can conclude that the process of creating and implementing decisions is at the basis of good governance. By analyzing good practices in the framework of the process of policy making we can deduce the principles of well created policies, and consequently also the principles of good governance: transparency, accountability, responsiveness, inclusiveness and participation, and efficiency and effectiveness. In this context, it is noteworthy to point out the definition of World Bank for good governance, which corresponds best with the statements described above about this concept:

*'Good governance is epitomized by predictable, open and enlightened policy making processes; a bureaucracy imbued with a professional ethos which acts in accordance with the public interest; rule of law, transparency and a strong civil society participating in public affairs'* (World Bank).

However, it is important to note that how we understand what good governance stands for depends greatly on the values, the culture (including the institutional one) and the heritage that are nourished in one society, as well as the perception of citizens themselves about what they consider 'good'.

The methodology of the research was developed in cooperation with GONG, our project partner from Croatia, who carried out this research on good governance in Croatia in 2012. For the purpose of this research, the principles of good governance (transparency, accountability, responsiveness, participation and effectiveness) were operationalized through 133 indicators in total, grouped in eight categories of good governance. Additionally, to define the indicators we have used applicable literature from the field of good governance; experiences from implemented researches in the region; and experiences of the project team at CRPM in designing methodologies of this type of research, as well as their experiences and lessons learned from the LOTOS research (which measured good governance on the local level). Particular attention was paid to adapting indicators

to the socio-political framework in which the relationship between government institutions and the citizens is built.

The research was carried out between May and September 2015 over a sample of 19 institutions of the central government as are: Government of the Republic of Macedonia, 15 ministries, Health Insurance Fund of Macedonia (HIF), Pension and Disability Insurance Fund of Macedonia (PDIFM) and the Parliament of the Republic of Macedonia.

Table 1 below shows the categories of good governance as well as which categories were applicable for the institutions at the central level. The applicability of the categories was determined according to the competencies and the score of the work of institutions themselves.

*Table 1 Categories of good governance*

Category	Government	Ministries	Funds	Parliament
1. Informing the public and allowing access to information	Yes	Yes	Yes	Yes
2. Budget transparency and accountability	Yes	Yes	Yes	Yes
3. Engaging the public in policy making	No	Yes	No	No
4. Preparedness for RIA	No	Yes	No	No
5. Monitoring regulations and reporting	Yes	Yes	Yes	No
6. Managing conflict of interests	Yes	Yes	Yes	No
7. Parliamentary Openness	No	No	No	Yes
8. Parliamentary Oversight	No	No	No	Yes

Each of the categories of good governance consists of indicators which carry a certain number of points, and the sources used for grading institutions based on the indicators were: the official websites of institutions, Statutes and other program and strategic documents of institutions, as well as the questionnaire for institutions. Additionally, information from the Commission for the Protection of the Right for Free Access to Information of Public Character (KOMSPI)<sup>5</sup> and other secondary sourced of data.<sup>6</sup> Table 2 below gives an overview of the number of indicators, indicators which are graded and indicators which are not graded, as well as the total number of possible

<sup>5</sup> <http://www.komspi.mk/>

<sup>6</sup> The reports of Mirror of Government, available at <http://www.ogledalonavladata.mk/>; Reports for the implementation of the OGP Action plan available at [http://e-demokratija.mk/dokumenti;jsessionid=039FE8AA37E5AD7CC3F1B3D45BA978C8;\\_Open Budget Index Reports: http://internationalbudget.org/opening-budgets/open-budget-initiative/open-budget-survey/country-info/?country=mk\\_](http://e-demokratija.mk/dokumenti;jsessionid=039FE8AA37E5AD7CC3F1B3D45BA978C8;_Open Budget Index Reports: http://internationalbudget.org/opening-budgets/open-budget-initiative/open-budget-survey/country-info/?country=mk_)



points per category. From the total 133 indicators, 79% are graded, 21% are not and serve for better understanding and assessment of individual governance processes.

*Table 2 Overview of indicators*

Category	Number of points per category	Number of indicators	Number of indicators which are graded	Number of indicators which are not graded
1. Informing the public and allowing access to information	36	35	30	3
2. Budget transparency and accountability	14	29	22	7
3. Engaging the public in policy making	10	12	10	2
4. Preparedness for RIA	4	5	4	1
5. Monitoring regulations and reporting	8	8	8	0
6. Managing conflict of interests	5	9	5	5
7. Parliamentary Openness	21	22	17	5
8. Parliamentary Oversight	10	13	9	4
<b>TOTAL</b>	<b>108</b>	<b>133</b>	<b>105</b>	<b>28</b>

Given the varying number of indicators which are graded in each category, for the purpose of ranking the scores for each institution are presented as a percentage out of the total number of points for that dimension. This was necessary due to the comparison of scores between institutions.

Questionnaires were sent to all institutions on September 10<sup>th</sup>, 2015. Out of the total 19 institutions covered with this research, six institutions responded positively to the request and returned a filled-in questionnaire (Ministry of Agriculture, Health Insurance Fund, Government (General Secretariat), Ministry of Interior, Ministry of Justice and the Parliament of the Republic of Macedonia). The low turnout of the institutions is a representation of the responsiveness of institutions which, at 32%, is undoubtedly at an alarming level. It must be noted that for the indicators for which we did not have data – indicators for which institutions did not deliver to us the data – were graded with 0 points.

Additionally, to determine the perception of citizens regarding the governance of institutions at the central level, the Center for Research and Policy Making conducted a field survey with a

representative sample of 1201 respondents in the period of August – September 2015. The questions were developed in a way that allows the opinion of citizens regarding the work of institutions to be portrayed so that when the results of the survey and those of the research are intersected the Index of Good Governance in Macedonia is created, which will serve as a basis for giving evidence-based recommendations that take in consideration the opinions and needs of the final beneficiaries – the citizens.

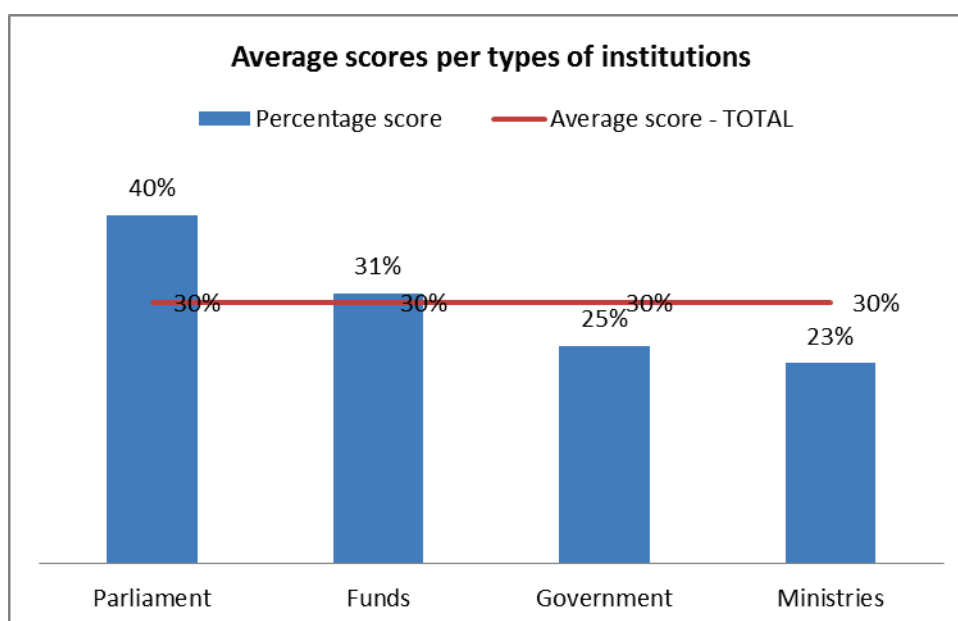
The Index of Good Governance in Macedonia is meant to be a tool which will serve for the evaluation of the work of institutions based on objective, measurable and comparable indicators between institutions as well as for comparison of scores between countries that conduct such types of evaluations. Furthermore, having in mind the topics it covers and the fact that the same topics are part of the Progress Report for the country in the process of approximation toward membership in the European Union, the Index of Good Governance can also be used in this process. On the other hand, having in mind that the list of indicators is available on the website of CRPM, they can also serve as a tool for self-evaluation of the degree of good governance in the institution and consequently improve their weaknesses in the process.

### 3. Results from the Research

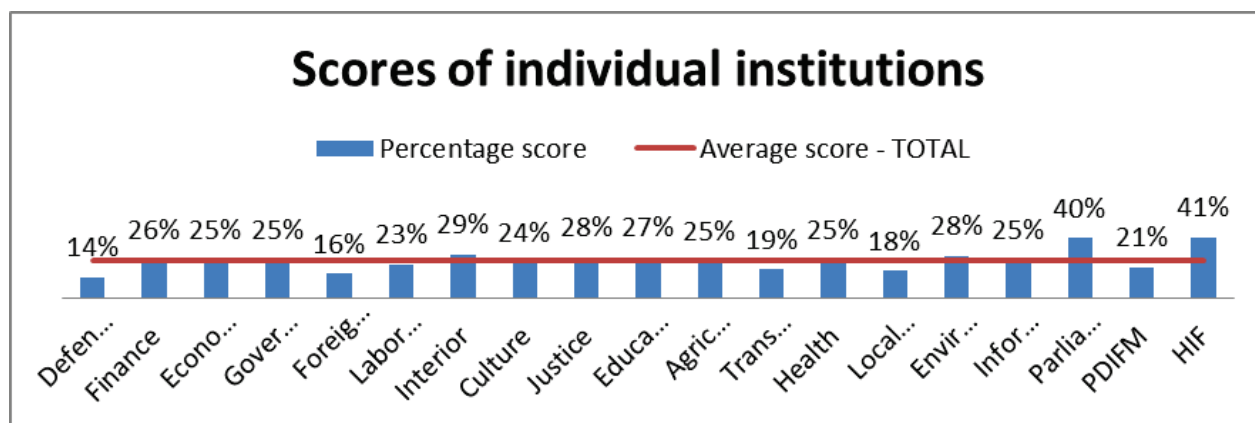
#### 3.1. Total Scores

In average, the results received from institutions covered with this research show a relatively low level of implementation of the practices of good governance by the central government. **The average for all institutions is 30%, which is somewhat less than one-third of the maximal score possible. In average, the Parliament of the Republic of Macedonia has achieved the highest score with 40%, while the ministries have scored the lowest with 23% fulfilment of the indicators. The government has scored 25% while the average of both funds covered with this research is 31%.**

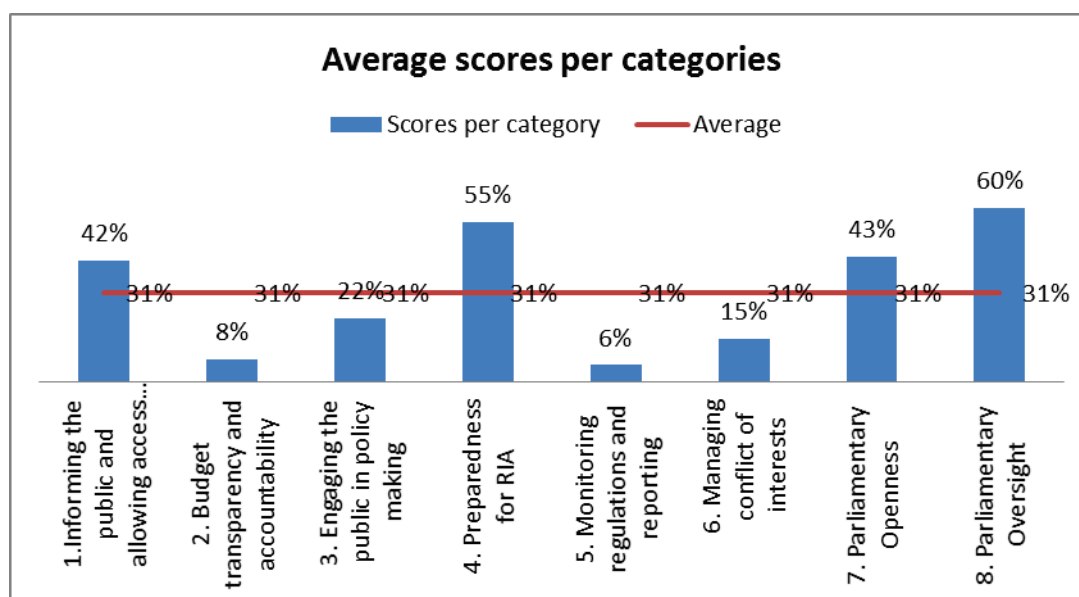
Table 3 Average scores per type of institution



Regarding the scores of individual institutions, the results show significant differences in how they exercise the principles of good governance. **The Health Insurance Fund of the Republic of Macedonia has achieved the highest score with an average of 41%** followed by the Parliament with 40%. **The Ministry of Defense has the lowest score with 14%**, the Ministry of Foreign Affairs with 16% and the Ministry of Local Self-government with 18%. The Government of R.M has scored 25% which equal the average of all institutions together.



The scores by categories of good governance also display huge differences. The span is between 6% in the category 5 – Monitoring regulations and reporting on policies and 60% in category 8 – Parliamentary oversight. The average of the scores achieved from all category of good governance is 31%, what is less than one-third of the maximum possible score.

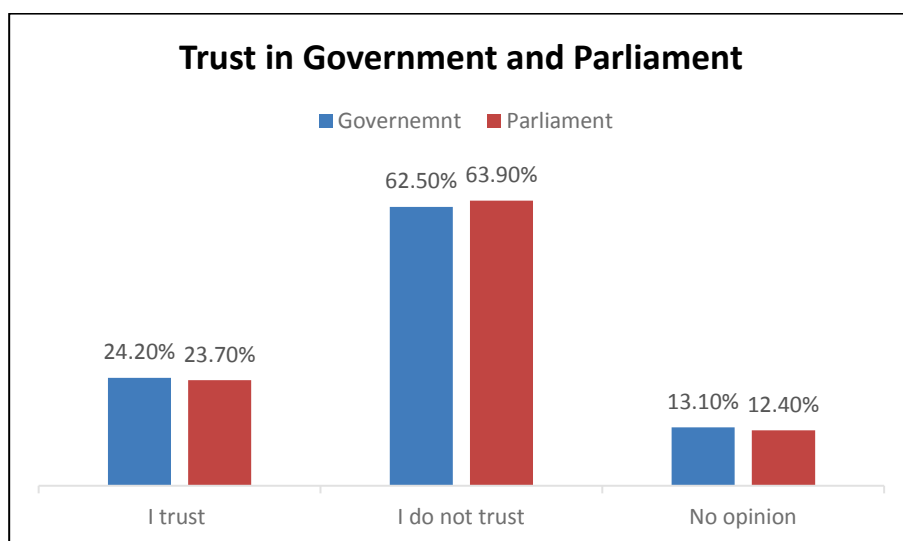


After category 8 (Parliamentary oversight), the category with the second best scores of institutions is category 4 (Preparedness for Regulatory Impact Assessment) with 55% **while institutions have scored the lowest in category 5 (Monitoring regulations and reporting on policies) with 6%, category 2 (budget transparency and accountability) with 8% and category 6 (managing conflict of interests) with 15%.**

Judging from the scores achieved, it is obvious that institutions have the capacities to conduct the regulatory impact assessment considering the satisfactory score of 55% -- a little more than half of the maximum possible score. However, it must be noted that most of the indicators refer to compliance with legal provisions related to RIA, because it is the first research of this nature. In the next round of research the standards for this category, as well as for the other categories, will be higher for the institutions and we will insist for a detailed examination of how the legal provisions are implemented in practice.

When speaking of compliance and implementation of the principle of accountability it must be noted that budget transparency, as a key element of this principle, must be additionally reinforced

as citizens must know how and where their money is spent, which is also a precondition for their efficient engagement in the process of policy making. Accountability as one of the fundamental principles of good governance to a large extent shapes the perception of citizens about the institutions as well as their trust. Therefore, the low scores in the category 'budget transparency and accountability', complemented with the low scores in the category 'engagement of the public in policy making' is one of the reasons for the results of the field survey regarding trust in institutions, wherefrom we can see that the **trust in the Government and the Parliament of RM is 24.4% and 23.7%, respectively**. However, the **relatively high percentage of distrust** that citizens have expressed by answering 'I do not trust' and 'to a large extent do not trust' which cumulatively reach **62.5% for the Government and 63.9% for the Parliament of RM**, respectively, is even more worrying. To reduce the gap between the high distrust toward institutions on the one hand and the relatively moderate trust on the other hand, the central level institutions must undertake measures in the direction of greater transparency, particularly in the part of budget transparency, as well as raising public participation in policy and decision making.



As for the category 'engaging the public in policy making', the average score is 26%, which is below the total average of 31%, meaning that the institutions will have to put more efforts to allow citizens a more efficient engagement in the process of decision making at the central level.

### 3.2 Scores of the Government of RM

As mentioned above, the average score of the government is 25%, which is a low score considering that the Government has reached only one quarter of the maximum number of points possible. The score would have been considered satisfactory if the Government met at least half of the points. The following section will analyze in details the scores of the government with a focus on the indicators per categories of good governance.

In the first category **(Informing the public and allowing access to information)** the **Government has scored 49%**, which is its highest score of all the categories. The Government has a functional website and it is regularly updated with information about the work and activities of the Government. Yet, the official website of the Government does not use a software to allow people with disabilities to have access to the information on the website of the Government. As for the

compliance with legal obligations that derive from the Law on Free Access to Information of Public Character, the Government has nominated a staff member responsible for managing requests for information of public character and the contact information of this public servant are available on the internet for the citizens to see. The Government is one of the 8% of institutions covered with this research that have submitted a report on the implementation of the Law on Free Access to Information of Public Character<sup>7</sup> to KOMSPI<sup>8</sup>. Regarding public procurements, the Government has published a link to the register for public procurements but information about the concluded contracts for public procurements as well as the annexes of these contracts are missing. Additionally, there is no information about the execution of these contracts, neither do the citizens have information about how many contracts were concluded without a previous call for public procurement. Another missing element that is particularly important for the advancement of anti-corruption measures, valuable for transparency in the process of public procurement as well as for a more efficient management with conflict of interests, is the publishing of a list of ineligible economic operators.

**The second category of the Index of Good Governance (budget transparency and accountability) is one of the categories in which institutions have reached the lowest scores,** and the same applies to the Government too. However, having in mind that the average in this category is 8%, the score of the Government at 14% is a little higher in comparison with the other institutions.

As for individual indicators, the Government has scored points for confirming the opinions of citizens and has conducted a survey for what the citizens would like to know about the spending of public money. Nevertheless, there is a lot of space for improvement in the context of this category. For example, the Government has not published information on its websites that would explain the relationship between budget lines and the strategic goals of the government. In the context of greater budget transparency and accountability, the publishing of their own part of the budget on the website as a separate document as well as the publishing of mid-term and annual financial reports are of particular importance.

Since budget transparency is among the key fields in which the Government has made commitments within the Open Government Partnership (OGP) initiative, we hope that there will be urgent activities for the improvement of these scores. The fact that Macedonia has scored 35 out of 100 points in the Open Budget Index in 2015 (meaning that the Government allows a minimal amount of information about the budget for the citizens) needs to be an additional motive for the improvement of the budget transparency.<sup>9</sup>

**In the category *monitoring regulations and reporting on public policies* the Government has scored 13% of all indicators,** while the average of all institutions that were covered with this research for this category is 6%. This low score needs to be addressed urgently and more efficient mechanisms and practices need to be developed for reporting on public policies.

<sup>7</sup> Law on Free Access to Information of Public Character (Official Gazette of the Republic of Macedonia nr. 13/2006)

<sup>8</sup> Commission for the Protection of the Right to Free Access to Information of Public Character in the Republic of Macedonia.

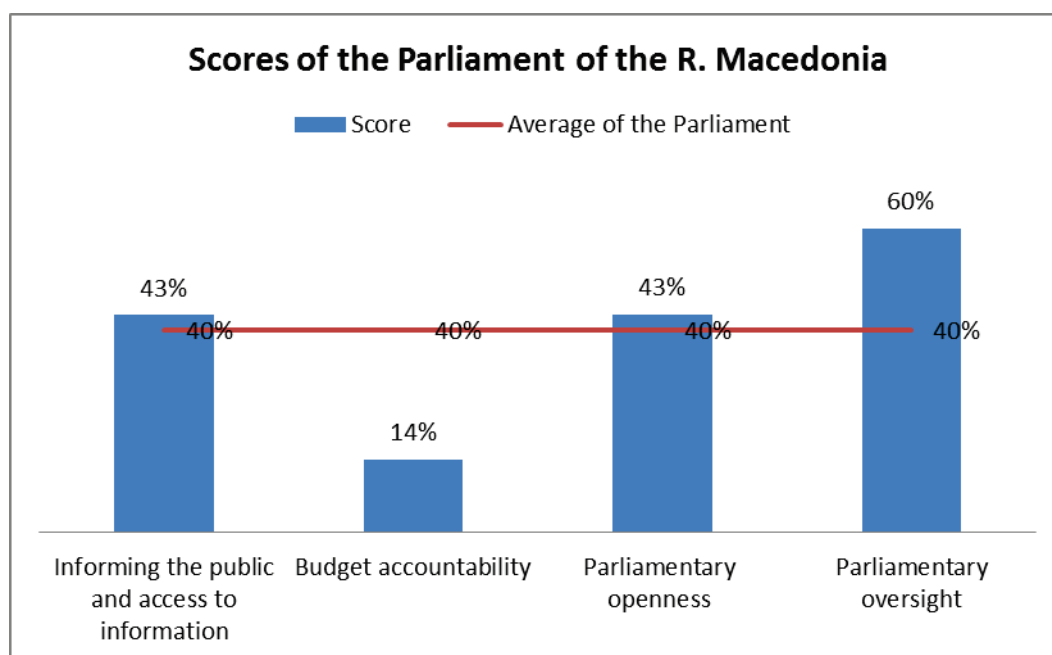
<sup>9</sup> <http://internationalbudget.org/opening-budgets/open-budget-initiative/open-budget-survey/country-info/?country=mk>

In the last category that is applicable for the Government *managing conflict of interest*, the **Government has scored 25%** while the average of all institutions is 13% -- what makes it a category in which institutions perform relatively poorly, having in mind the high perception of corruption in the country and the emergency of progress in this field as part of the commitments of the country toward EU integration.

From the results shown here it is evident that publishing and the availability of information is not a sufficient effort to ensure the trust of citizens toward the institutions. Undoubtedly, budget transparency and progress in the field of conflict of interest as two significant segments of the work of the Government which need to be advanced to increase the trust of citizens toward the Government. Additionally, the Government needs to pay more attention to monitoring of regulations and reporting for their implementation with the intention to strengthen monitoring and evaluation, which provides a foundation for the advancement of the process of decision-making. Also, the process of decision-making would be strengthened through greater public engagement.

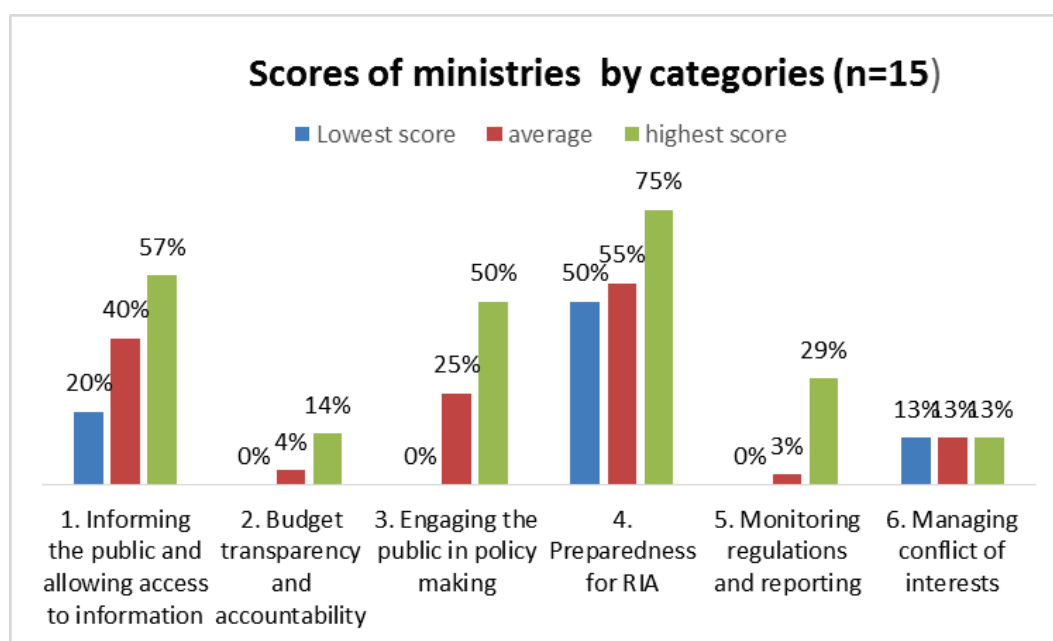
### 3.3 Scores of the Parliament of the Republic of Macedonia

**The average score of the Parliament is 40% of the maximum possible points.** Compared to other institutions, the Parliament has reached the second highest score after the Health Insurance Fund with 41%, while the average of all institutions is 30%. However, even so, **the average score of the Parliament does not surpass half of the maximum points possible for good governance.** The parliament has the lowest scores in category 2 (budget transparency and accountability) with 14% while it has scored the highest in category 8 (parliamentary oversight) with 60%. In the remaining two categories (informing the public and access to information and Parliamentary openness) the Parliament has scored 43% of the maximum possible points in these categories.



### 3.4 Scores of the Ministries

The average score of all 15 ministries consists of 23% of the possible points in all 6 categories of good governance in which the work of the ministries is assessed. The average score of the ministries is for 2% lower than the total average of all institutions, which is 25%. It is obvious that the score achieved by the ministries is quite low and there is a huge space for progress in the field of good governance.



As can be seen in the graph above, ministries have achieved the highest average in the fourth category (preparedness for RIA) with 55% of the total points of this category. The lowest score the ministries have reached is 50% while the highest score is 75%. Ministries have reached the lowest score in the fifth category (monitoring regulations and reporting on policies) where the average is 3%. In this category, only two of the total fifteen ministries have reached some score while the rest of them (13 ministries) have not scored a single point. The possibility that ministries have mechanisms for monitoring relation and reporting on policies is not excluded, however, they were not made available to the researcher, and therefore they were assessed with 0 points for the indicators that we had no data for.

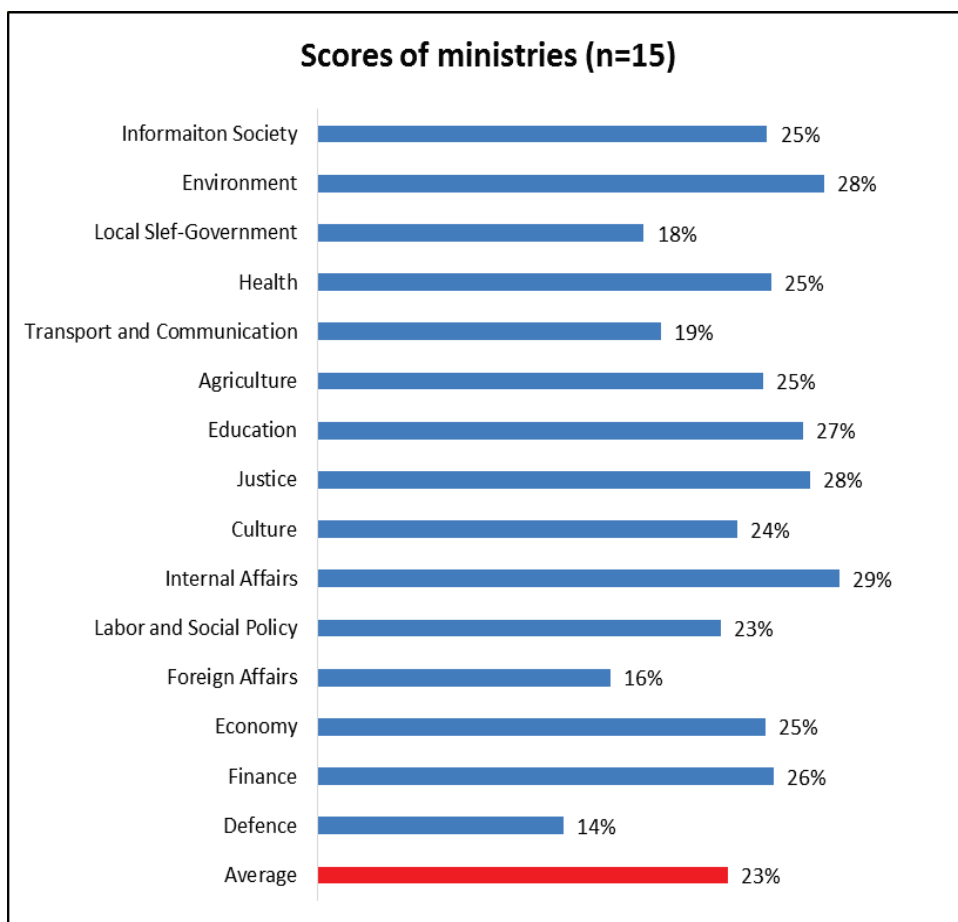
The ministries have reached relatively good results in the first category (informing the public and allowing access to information) with an average of 40% while the range between the lowest and highest scores moves between 17% and 57%, what implies that there are huge differences between ministries in the application of practices of good governance in the context of this principle.

As for the engagement of the public in the process of decision-making, the average is 25% and the scores range between 0 and 50%. Finally, the budget transparency of the ministries is yet another category where enormous efforts are necessary to reach some kind of satisfactory results in this field.



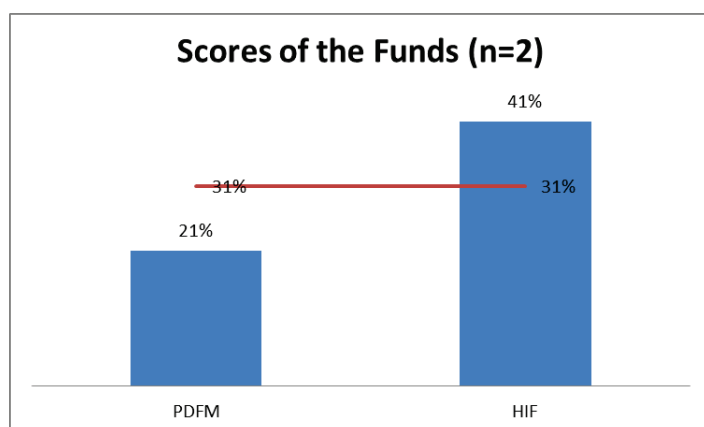
The fact that ministries have, in average, reached a 4% score of the total points leaves space for serious doubts around the spending of the money and their accountability toward the citizens.

The chart below shows the scores of all ministries in the Index of Good Governance.

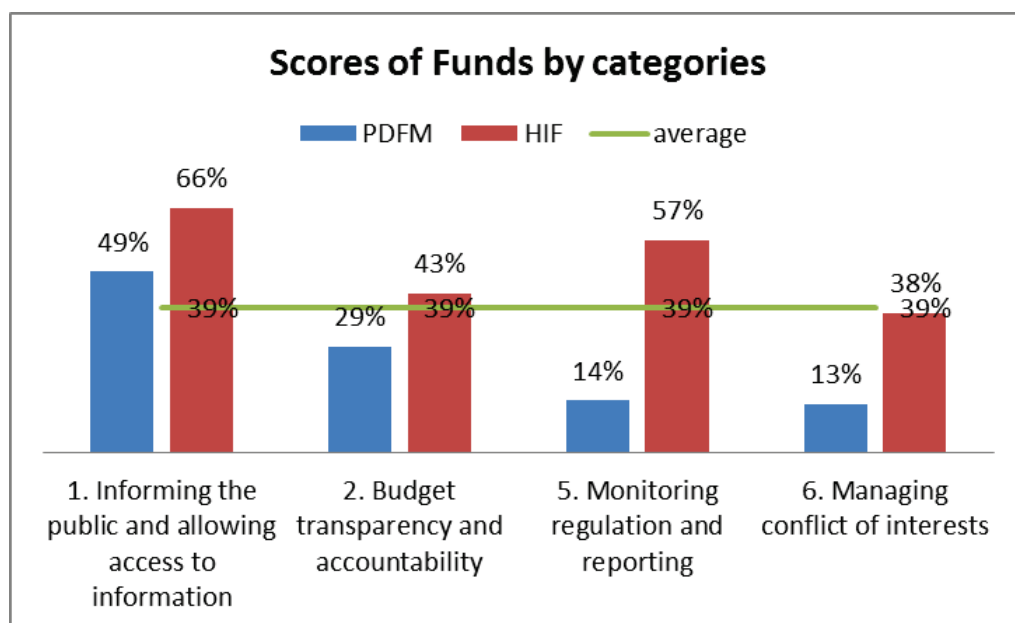


### 3.5 Scores of the Funds

Both funds covered with this research, the Pension and Disability Fund of Macedonia and the Health Insurance Fund of Macedonia reached an average score of 31%, however there is a big difference between them. The Health Insurance Fund has reached 41% of the possible points while the Pension and Disability Fund has reached 21% out of the total points.

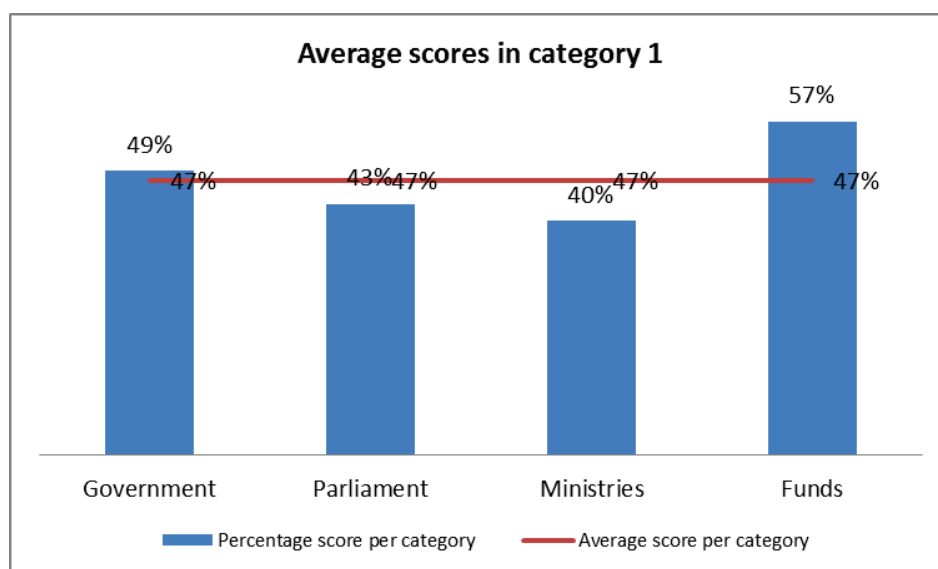


As for the scores by dimensions, the funds have the highest scores in the first dimension (informing the public and allowing access to information) where HIF has scored 66% and PDFM 49% of the maximum points of this category. The next category is budget transparency and accountability where PDFM has scored 29% and HIF 43% of the possible points in this category. In the category monitoring regulations and reporting on policies HIF has scored 57% while PDFM 14%. In the category managing conflict of interests, HIF has reached 38% and PDFM 13% of the maximum points.



#### 4. Scores in category 1 – informing the public and allowing access to information

The indicators that make up this category can be divided in several subgroups. The first subgroup consists of indicators that refer to the availability, updating and functionality of the official websites of the institutions. In this subgroup there are also indicators which measure the accessibility of the website for persons with disabilities, specifically for people with impaired hearing and/or sight, since we believe that access to information needs to be made available for them too. For example, in Croatia, where the research DUH (Dobro Upravljanje u Hrvatskoj – Good Governance in Croatia) was conducted, 7 out of 28 websites showed to have some tool (software) which allows easier access to people with special needs. This tool allows enlarging letters in the websites, offers audio information, while the website of the Government of Croatia has an additional option to change the color of the background and the contrast of the site. In Macedonia, neither of the websites has a tool or software that eases access to information to people with special needs.



**Both funds, PDFM and HIF have reached the highest scores in this category with percentage scores of 57% or 10% more than the average scores of the government bodies in all four categories. Following the funds is the Government with 49% score, followed by the Parliament with 43% and ministries with 40%.**

Regarding the first subgroup of indicators, all government bodies have an official website but only 6 out of 19 institutions have updated in in the last 24 hours, 7 websites contained information from the last 7 days and 6 websites contained information updated in the last month.

One of the basic and most useful tools that ease access to information for the visitors of websites is the search tool. **67% of the official websites have a functional search tool.**

Speaking of access to information, with the indicator for open data we measures how many institutions follow the trend of publishing this type of information, as a mean of making data open for everyone without restrictions, patents, etc.. Data sets in an open format can then be used for

research or for the development of applications for smartphones, which allow and encourage business opportunities. According to the DUM research in Macedonia, **10 institutions (53%) have published data sets in open formats in the [www.otvorenipodatoci.gov.mk](http://www.otvorenipodatoci.gov.mk) portal, which is administered by the Ministry of Information Society and Administration.**

**16% of institutions, that is 3 out of 19 institutions in total, allow citizens to subscribe for e-newsletters** through which the citizens would receive information about the work of institutions by registering with their emails.

The next subgroup of indicators in the framework of the first category refers to the publishing of regulations and information about the competences of institutions and their work on their official websites. In this regard, most institutions (74%) publish regulations, rulebooks or codices which regulate their work, 79% of them publish information about the competencies of institutions. **74% of them publish the organizational structure of institutions and only 47% publish contact information of civil servants in managerial positions.** However, 87% of the ministries publish short biographies of ministers and deputy ministers.

Less than half of the institutions covered with this research, or more precisely **42%, have published strategic plans about the work of the institution in their official websites, while 68% of them publish program documents of the institutions.**

The evaluations of programmes and projects are an important aspect of good governance since through evaluations we can have an insight about the efficiency and effectiveness in fulfilling set goals, as well as about the justification of the expenses made during the fulfilment of the goals. The evaluations are also a possibility to improve the work of institutions by identifying and overcoming the challenges from lessons learned during the implementation of the programme and/or projects. Information coming from the evaluations are crucial for citizens so they can have an idea about the purposefulness of the projects and programs of the institutions. They also serve as a tool for seeking accountability from institutions. Nevertheless, regarding this indicator, **only 37% of institutions have published information about implemented evaluations or their results.**

The subgroup in the framework of the category informing the public and access to information consists of 10 indicators which mainly refer to compliance with legal provisions from the Law on free access to information of public character.<sup>10</sup> **In that regard, 87% of institutions have fulfilled the legal obligation of nominating a civil servant to manage the requests for information of public character, while 79% of institution have published their contact information on the websites.** Furthermore, 58% of institutions have set up a contact form through which the citizen can seek access to information of public character. Nevertheless, it is interesting that **neither of the institutions covered with the research have published a register of frequently asked questions on their websites.** A register of frequently asked questions would significantly ease citizens' access to information while institutions would spare their time from responding to the same questions to a large number of citizens.

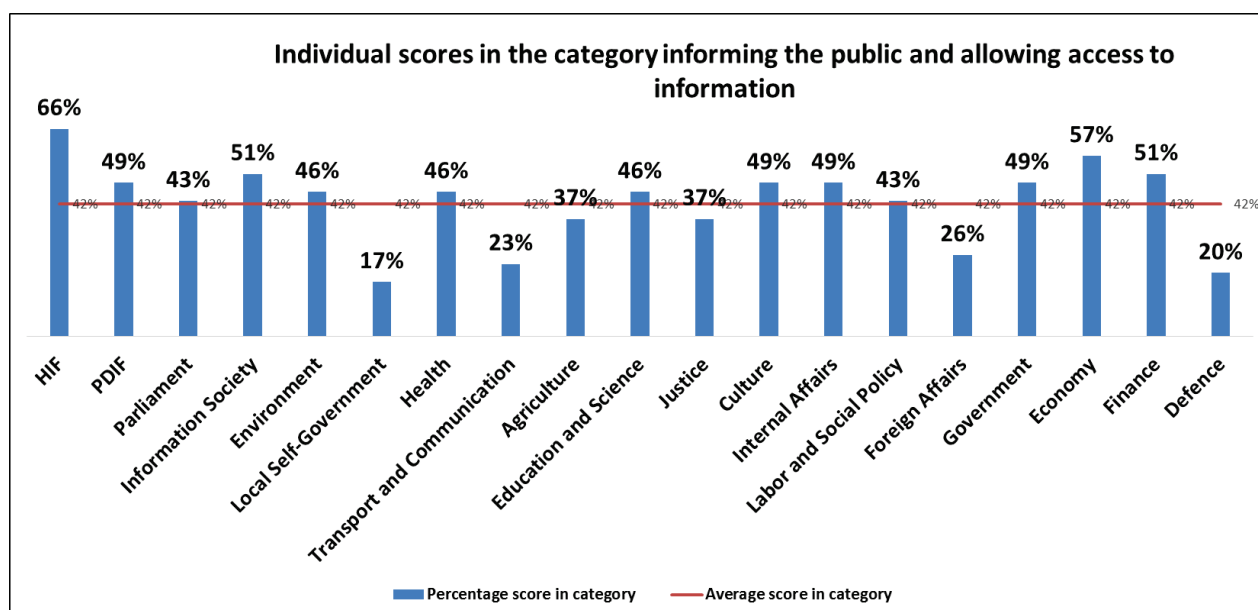
According to the data from the research, **only 8% have submitted a report for the implementation of the Law on Free Access to Information of Public Character, and have published the law on their websites.**

<sup>10</sup> Official gazette of the Republic of Macedonia 13/2006.

As for the work of the Commission for the Protection of the Right to Free Access to Information of Public Character and for ensuring the implementation of the law on free access to information of public character by the institutions, the Commission has refused a decision of an institution or ordered it to deliver an information of public character in the last year; however, according to the data from the research the Commission has not ordered the delivery of an information from none of the institutions as a consequence of the so-called institutional silence.

According to public opinion, public procurements is one of the fields where the risk of corruption at a higher level is present the most. Therefore, the transparency and accountability of the institutions during the process of conducting public procurements is a mandatory precondition to build citizens' trust toward the institutions. Nevertheless, despite the necessity of implementing these practices of good governance, the scores in the subgroup of indicators that refer to public procurement are low. For example, **only 5% -- only the Health Insurance Fund -- has published a plan for public procurement for the next year, and it is the same percentage of institutions that have published a list of concluded contracts for public procurement.** That is, from 19 institutions only the Ministry of Finance has published a list of concluded contracts for public procurement on its website.

The chart below shows the individual scores of all institutions covered with the research. As you can see, there are significant differences between the scores of institutions, which shows the inconsistency with implementing the practices of informing the public and offering them access to information.



By analyzing this data we can further note that a great number of institutions do not even implement the legal obligations that derive from the Law on Free Access to Information of Public Character. Nevertheless, the scores reached in the subgroup of indicators which refer to public procurement need to receive particular attention. Publishing information about how public money is used is of key importance for building trust in institutions.

## 5. Scores in category 2 – budget transparency and accountability

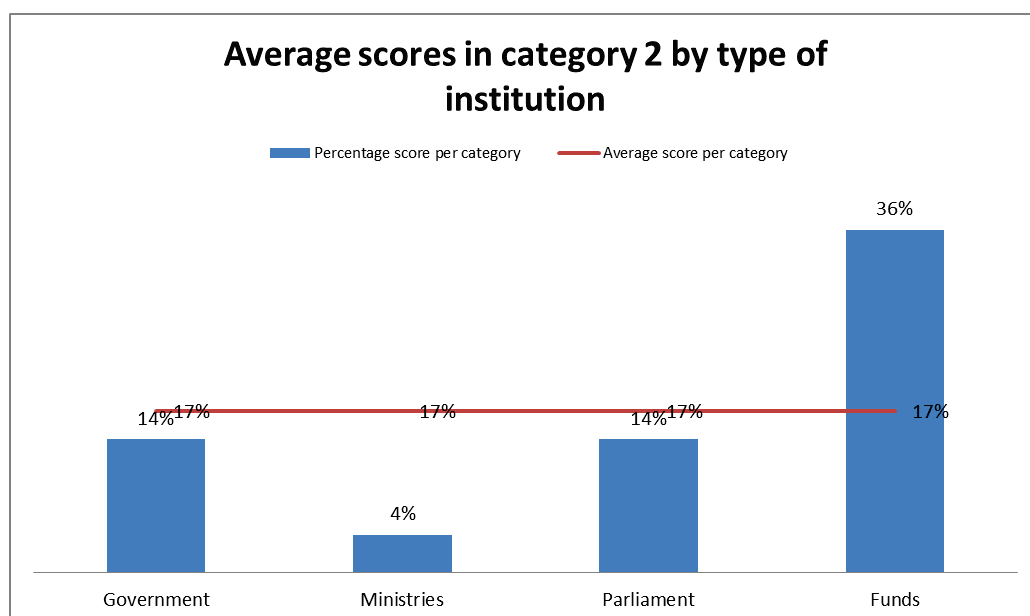
Through the indicators in this category we examined how transparent and open toward the public is the process of planning, adopting and executing the budget. The information related to the budget transparency and accountability are important for the citizens because they allow them to follow the spending of public money in relation to the goals set by the institutions. However, a basic precondition is that the information made available for the citizens are complete, correct, timely and, last but not least, to be readily understandable for the citizens so they can analyze those information according to their interests. In this way the citizens can come to conclusions and decisions which are important for them and their action in different processes of interactions (social, business, political, etc.).

Nevertheless, the biggest challenge regarding budget transparency is the failure of state institutions to publish information about their budgets. Most often the information that are available for the public are incomplete, untimely, and to a large extent incomprehensible for the citizens. The advocacy conducted by civil society organizations and activists for the publishing of citizen budget by institutions (which would contain comprehensible data for budget processes), at least for now, have not been met with understanding by the institutions, what denies the citizens and all stakeholders the right to use the data of the budget.

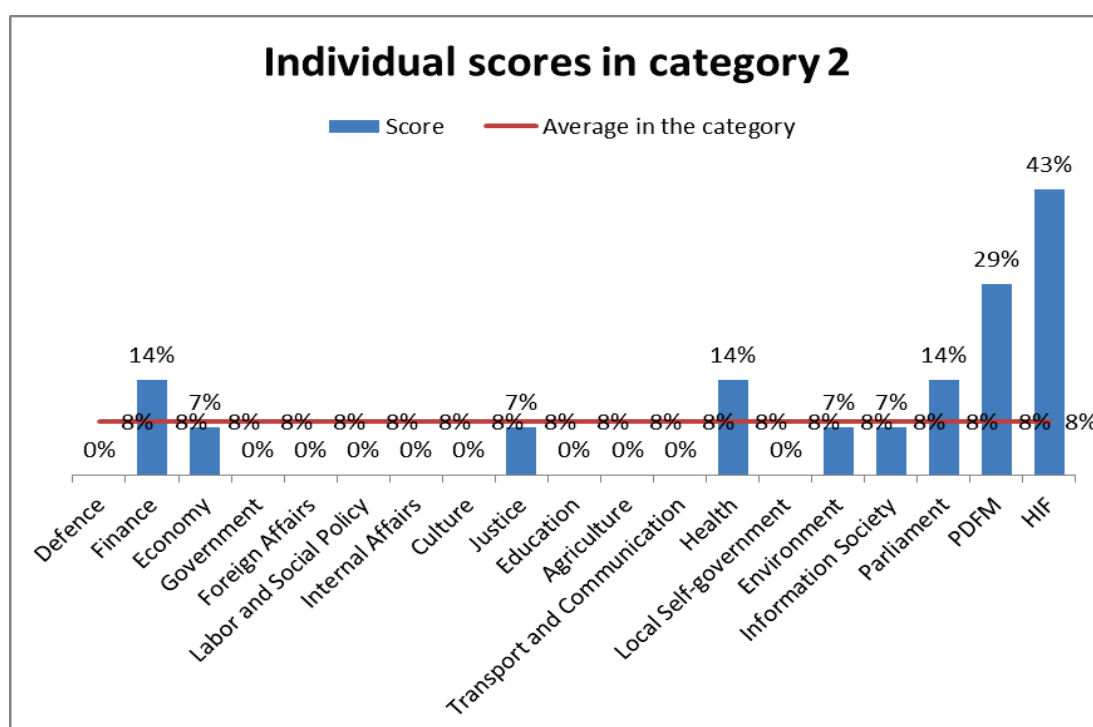
The transparency of budget processes is another important precondition for the engagement of the citizens in budget planning. Having in mind the fact that the needs of a society are enormous and the resources limited, engaging the interested public helps determine the priorities of the citizens which would be realized through the state budget and decrease the resistance of citizens toward the authorities of institutions. Less resistance toward the institutions would mean greater legitimacy for the institutions as well as greater social cohesion – which is a key element for progress in a society.

However, besides the value of the implementation of this principle of good governance, the scored in this category are among the lowest.

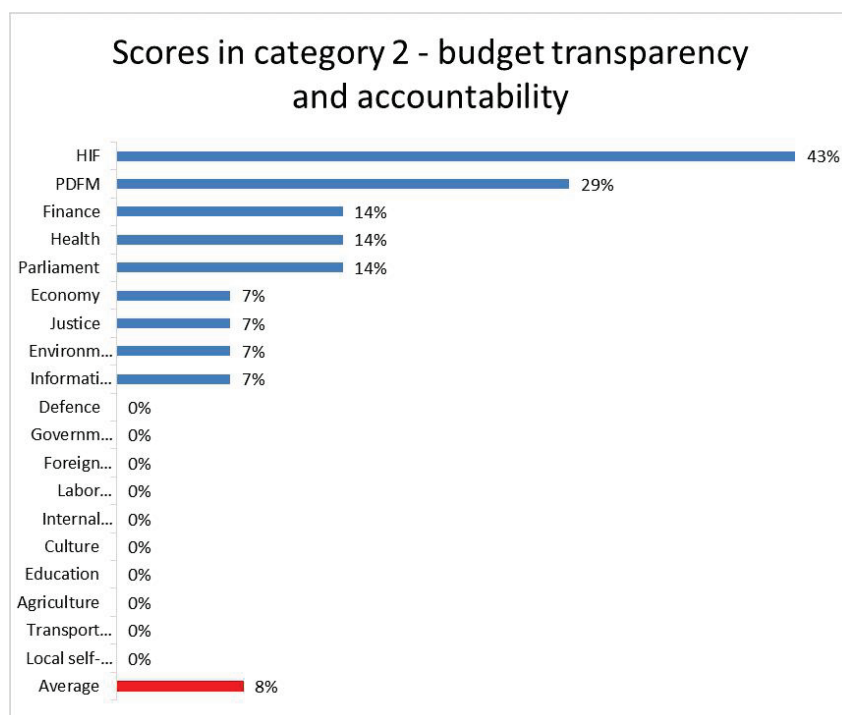
**The average score in this category is 17% and the funds have reach the highest score with 36%, followed by the Parliament of the Republic of Macedonia with 14% as much as the Government, while the ministries with an average of 4% have the lowest percentage score in this category.**



Besides the low percentage scores in this category, what is additionally worrying is the immense difference in the degrees of budget transparency between institutions. The chart below shows the individual scores of each institution.



The chart shows that there is a huge number of institutions which did not score in any indicator. It must be noted that in the process of collecting data only four institutions (Ministry of Internal Affairs, HIF, and Parliament) sent us data through the questionnaire distributed by the researchers. However, as for the quality of this information, neither of the questionnaires contained complete information about the budget processes.



Indicators can be grouped in several subgroups in this category too. In the first subgroup are the indicators which refer to (1) timely delivery of budget documents for budget planning, (2) informing citizens – as a precondition for participation in the budget processes, (3) engaging the interested public in the process of decision making and executing the state budget and (4) the role of members of Parliament in deciding over the state budget.

Due to the fact that most institutions did not respond to the questionnaire, and those who did respond did not provide the dates that were requested in the questionnaire, the researchers could not examine the process of budget planning from the previous year. During our visits to the ministries when we also disseminated the questionnaires to the institutions civil servants were telling us that the budget circular had been received and filled in on time. However, in absence of concrete dates and more credible proof, these claims were not taken in consideration in this analysis.

As we already said, **engaging citizens in the budget process depends on the publishing of timely, correct and understandable information by the institutions.** The second subgroup of indicators assesses the availability of these information on the official websites of the institutions.

**Only 13% of institutions have scored in the indicator that refers to publishing their own part of the budget for the ongoing year.** Institutions have lower scores in indicators which assess the publishing of midterm financial reports, where the percentage score of the indicator is 8%. The indicator referring to the publishing of annual financial reports for the previous year also has the same score of 8%. As for the publishing of the so-called citizen budgets, which contain information in a format comprehensible for the citizens, only 5% of the institutions that were covered by this research have published their budget in this format. According to the data of this research, the Ministry of Finance has not published a citizen budget, in a format comprehensible for the citizens.



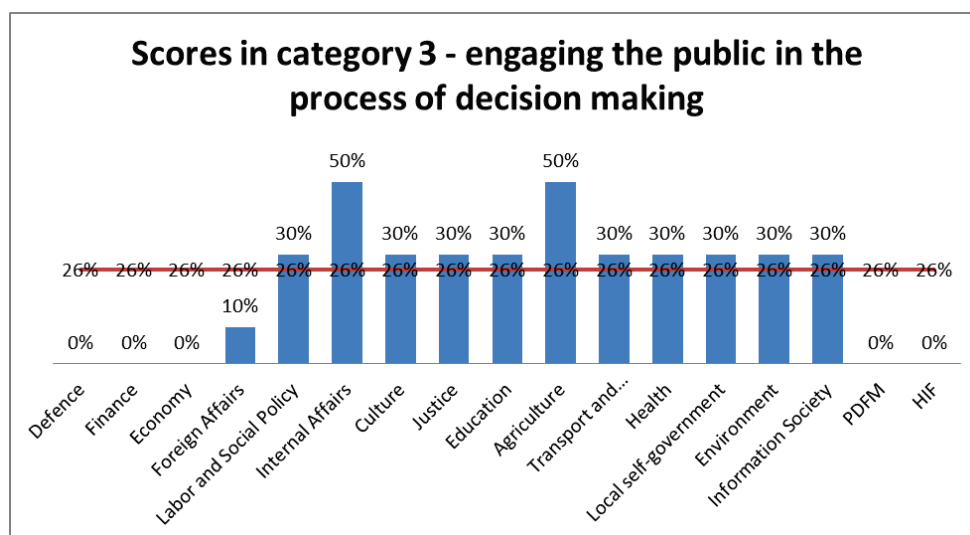
Finding out about the opinion of citizens is a key precondition to prioritize the needs of citizens. Through mechanisms for learning their opinion, the institution can plan its limited financial resources more efficiently in meeting the needs of citizens, and at the same time the goals it sets would gain legitimacy from the stakeholders. However, only one institution has used such tools in the period covered by this research. Institutions should have found means through which the opinions of citizens would gain better consideration during their budgeting activities, and this means would be used whenever the opportunity arises. After all, institutions exist to best meet the needs of citizens.

The scores of institutions are somewhat better in indications for publishing information that explain the connection between budget sections and strategic goals. In total, 6 institutions have published such information, or expressed in percentage, 32% of the institutions covered with this research.

## 6. Scores in category 3 – engaging the public in political decision making (only ministries)

This category covers only the ministries and the Government of the Republic of Macedonia since we examined the practice of engaging citizens in public policy making in relatively early stages of the cycle of policy making, that is, in creating policy options (through engagement of the affected and professional public in the discussions on draft laws, program documents) as prescribed in the Codex of good practices for the engagement of the civil sector in the process of policy making).<sup>11</sup> The Codex, which was adopted for the purpose of building a democratic culture and the advancement of the cooperation with civil sector, embodies the commitments of the Law on Associations and Foundations, Law on Free Access to Information of Public Character and the Strategy of the Government for cooperation with the civil sector. However, the findings of the research show that the good practices of the Codex are either not applied or are partially applied, often failing to comply with timeframes for consultations stated in the Codex, if consultations are conducted in the first place.

This chart shows the scores of institutions in category 3 – engaging the public in the process of decision-making, where the average is 26%. The Ministry of Internal Affairs has reached the best results, meeting 50% of the indicators in this category. The Ministry of Agriculture, Forestry and Water Economy has reached the same score. They are followed by a group of ministries which have reached 30% of indicators, while the Ministry of Foreign Affairs has reached 10% of indicators. The ministries of defense, finance and economy have not met any of the indicators in this category.



A more detailed analysis of indicators in this category shows that none of the ministries publish information about the work groups that are involved in discussions for draft laws. Additionally, there are no information on the websites of the ministries and the Government about plans for public discussions for the upcoming period so that citizens can prepare appropriately and submit good quality recommendations or arguments in the discussions.

<sup>11</sup> Official Gazette of the Republic of Macedonia nr. 29 from 22.07.2011.

Besides the shortcomings in the process of policy making as prescribed in the Codex of good practices, the ministries have satisfactory scores for some indicators. For instance, 76% of the ministries have published a call for consultations with the professional or affected public in the past year.

As for the indicator 'publishing draft regulations on the internet' the ministries have a score of 12% and this is mainly through the website of the Single National Electronic Register of Regulations (ENER).

For efficient engagement of the public in the process of policy making, the duration of consultations or public discussions, is also of essential importance. Regarding this indicator, the average duration of public consultations has lasted 21 days, while this indicator has been met by 68% of the ministries.

This makes it evident that public engagement is not at a satisfactory level. Having in mind that public engagement in policy making affects the legitimacy of the policies, it implies that the ever more frequent political crises that the country goes through are to a large extent a consequence of the absence of public participation in the policy making processes. For that purpose, it is necessary to broaden the external interested parties that could influence public policies through public calls for discussions on draft-laws. Nevertheless, it is a positive sign that most ministries comply with the timeframe set by the Codex of good practices for public discussions.

## 7. Scores in category 4 – preparedness for Regulatory impact assessment

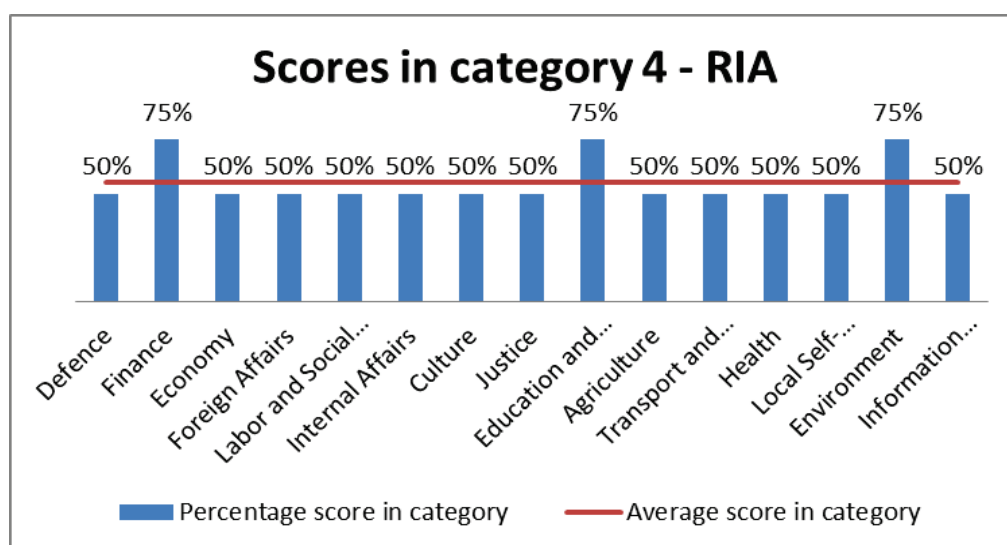
Regulatory Impact Assessment (RIA) is one of the fundamental mechanisms which allows the assessment of the efficiency of draft-laws through an evaluation process before it is adopted. The purpose of this process of assessing the impact of regulations is to outline and minimize the possible overburdening for citizens, business entities and other remaining stakeholders, and at the same time to offer quality legal solutions. Additionally, through RIA it can be verified whether the proposed legal solutions are in accordance with the wider legal framework that regulates the given field or issue.

Public discussions, i.e. consultations are an important element of RIA, which allow all stakeholders to take an active role in the process of law-making.

Nevertheless, it is of essential importance that the implementation of RIA does not represent only a declarative commitment of the political actors. For this purpose, it is important to overcome an array of challenges which are related to the capacity building of civil servants, awareness raising of stakeholders, particularly of citizens and civil society, as well as reducing the resistance of political elites for the application of RIA.

The fact that RIA improves the quality of regulations, what is a key element of good governance, was one of the reasons why we dedicated a whole category of indicators to this process.

In comparison to the scores of the other categories, the average score in the indicators of this category is relatively high at 55%. What is encouraging with regard to this category is that there are no considerable differences between ministries, and there is no ministry that does not apply RIA. This is partially a consequence of the fact that the supplementary documents and trainings for the employees which focus on the implementation of the law, have to a large extent contributed toward the efficiency of the implementation of this mechanism.

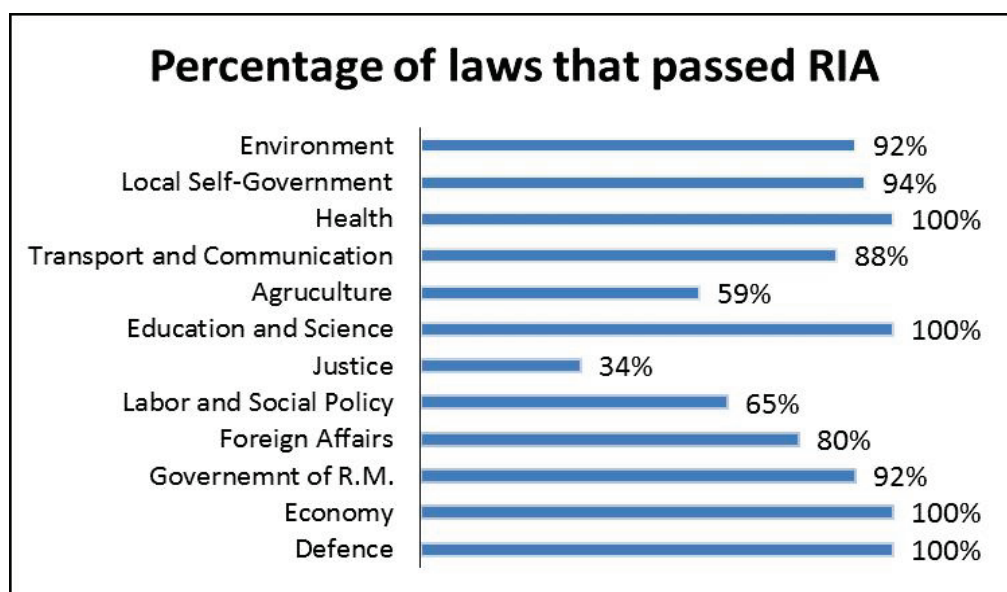


Almost all ministries have scored half of the possible points while the Ministry of Finance, the Ministry of Education and Science and the Ministry of Environment and Physical Planning stand out with scores of 75%.

As for individual indicators, it is noteworthy that all ministries have nominated a coordinator for RIA and all coordinators have attended trainings for RIA. Trained coordinators are important for the overall strengthening of the capacities of the ministries which should serve as an assurance of the quality of the conducted RIA.

Nonetheless, the ministries need to improve their performance in publishing annual plans for RIA, what would inform citizens better about the proposed legal solutions. The research showed that only 20% of the institutions have published annual plans for RIA, therefore we call on ministries to follow the example of the Ministry of Finance, the Ministry of Education and Science and the Ministry of Environment and Physical Planning.

The chart below shows the percentage of laws that passed RIA in the respective ministries, excluding the ministries which did not have any proposed draft-laws during the period covered with this research.



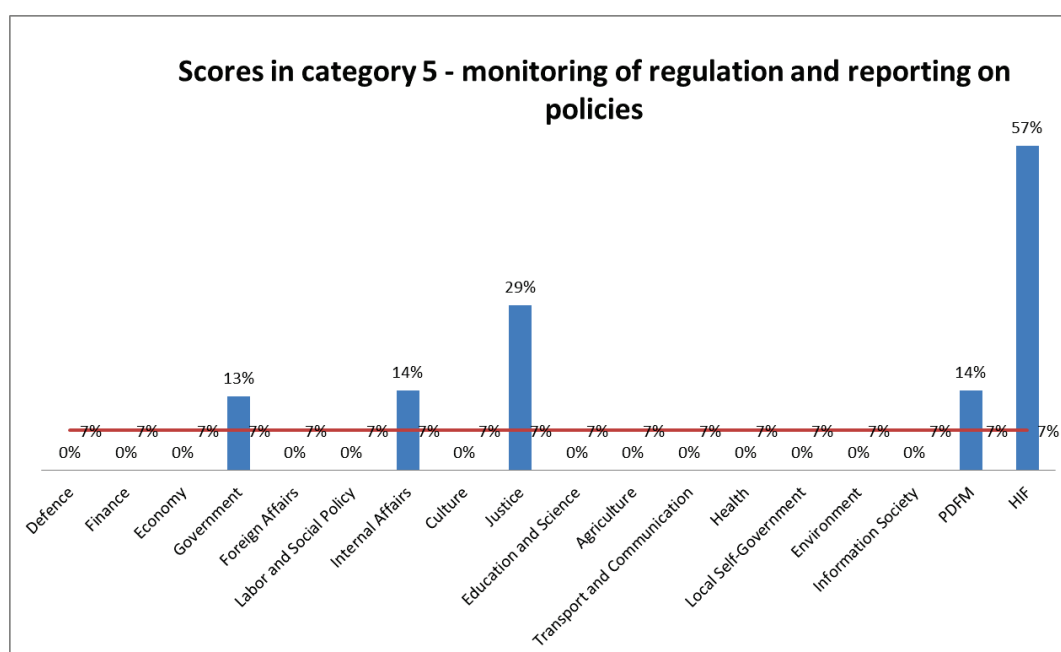
The average of laws that passed RIA is 83% but what can be concluded from this analysis is that not all ministries apply RIA and there are significant gap between the highest and lowest score.

## 8. Scores in category 5 – monitoring regulations and reporting on policies

Monitoring of regulations and reporting on policies are widely accepted as key elements for strategic planning, management and implementation of public policies. Furthermore, monitoring of regulations and reporting on policies allow timely changes in the process of implementing regulations in case it is concluded that the regulations or policies do not yield the desired effects, or there is an undesired effect. Monitoring and reporting in general are an important segment in good governance because by applying these mechanisms we can intervene in the processes to achieve greater transparency, accountability, responsiveness and participation. Therefore, monitoring and reporting on policies is an integral part of good governance. Government as a whole, which is responsible for the overall quality of governance and the development outcomes must have oversight over the implementation of regulations and that is not possible if it does not receives regular reports from the ministries and other government bodies.

In the framework of this category we researched the regularity at which ministries submitted to the Government reports on specific policies or programs as well as annual reports for the work of the ministries. Also, with this research we were particularly interested to find out whether institutions have established the practice of hiring external experts for the evaluation of their programs and projects. Finally, of course, through the indicators we aimed to examine whether the reports on the work of institutions or the evaluations are published on the official websites of ministries to be accessible to the wider public.

However, despite the immense importance of this instrument in improving the level of good governance, our research showed that in this category institutions have the second lowest scores with only 6%, compared to the other categories.



The Health Insurance Fund has reached the best score with 57%, followed by the Ministry of Justice with 29% and the Ministry of Internal Affairs with 14%. The rest of the ministries have not met any of the indicators. It must be noted that most of the ministries did not provide the information, hence the low score is partially a consequence of the responsiveness of the institutions.

Regarding the individual indicators, only one institution has submitted a report on the implementation of policies, programs or a law for the ongoing 2015 and three institutions (18%) have provided a report on the implementation of policies, programs or laws on their website.

According to the research, the practice of hiring external evaluation is not established as part of the practices on good governance, therefore, according to the data and the finding of the research none of the ministries have ordered external evaluation on their programs or projects.

Even more interesting, none of the institutions have published their audit reports of the previous year 2014 on their official websites.

## 9. Scores in category 6 – managing conflict of interests

The category *managing conflict of interests* contains indicators which aim to identify the practices applied by the public administration with the intention to reduce corruption. Corruption as a social phenomenon represents a serious problem for the country as well as for the region, which to a large extent entertains the ambition for EU integration. This is also noted in the Progress Report on the country by the European Commission for 2015 where it is stated that the efficient fight against corruption requires not only proactive efforts for implementation, regulation and oversight of bodies, but also a political will to allow all actors to execute their functions in entirety, as is prescribed by laws.<sup>12</sup> The conflict of interests in the public administration is an integral part of the fight against corruption, however, for as long as it is not recognized and addressed appropriately, it can significantly undermine the basic integrity of public servants, decisions, bodies and institutions. Strengthening the integrity of the public servants, specifically, their resistance toward corruption, is increasingly applied as an efficient measure in the fight against corruption, which leads to ethical, efficient and lawful management of public resources.

In countries with small populations and a relatively large public administration (according to the last assessments, the number of employees in public administration ranges between 120 000 and 180 000 which implies that more than 6-8% of the total population in the country) where for every 100 citizens, each 6<sup>th</sup> or 8<sup>th</sup> of the total population is a public servant, it is unavoidable that during their professional career public servants will be in a situation with potential conflict of interests. Therefore, the efficient management of conflict of interests is an imperative in the context of institutions that would lead toward transparently resolving and announcing such situations – ending with someone's resignation from a certain position of responsibility – if the government authorities have the will for the application of the principles of good governance.

Regarding the legal and institutional framework, according to the report of the SELDI network for 2014 'Macedonia has a comprehensive and relatively strong legal framework to combat corruption'<sup>13</sup> but what is lacking is its efficient implementation and the strengthening of the capacities of the central body for the fight against corruption, the State Commission for the Prevention of Corruption.

In the context of the public administration, the competences and score of the work of the public and civil servants are defined with the Law on Civil Servants<sup>14</sup> and the Law on Public Servants<sup>15</sup> which, among other provisions, establish measures for the fight against corruption in the framework of the state and public administration. With the intention to strengthen the fight against corruption, in 2010 the Government adopted an Ethical Codex for members of the Government and public office holders appointed by the Government. Two more codices, prepared by Ministry of Information Society and Administration, were adopted in 2011 – Ethical Codex for Civil Servants and Ethical Codex for Public Servants.

<sup>12</sup> European Commission Progress Report for 2015 on Republic of Macedonia

<sup>13</sup> Corruption Assessment Report – Republic of Macedonia. Accessible on the following link: [http://seldi.net/fileadmin/public/PDF/Publications/CAR\\_Macedonia/CAR\\_MacedoniaMacedonian.pdf](http://seldi.net/fileadmin/public/PDF/Publications/CAR_Macedonia/CAR_MacedoniaMacedonian.pdf)

<sup>14</sup> Law on Civil Servants (Official Gazette of the Republic of Macedonia 59/2000)

<sup>15</sup> Law on Public Servants (Official Gazette of the Republic of Macedonia 52/2000)



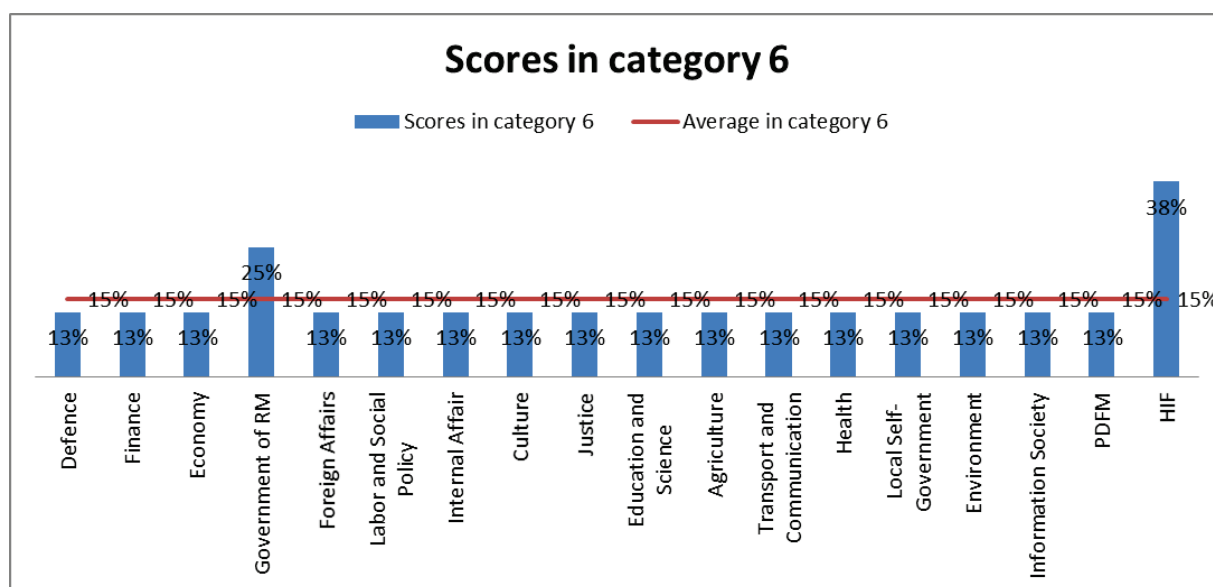
To examine the implementation of the measures for management of conflict of interests, in the confines of this research in the sixth category we developed 9 indicators for the evaluation of the management of conflict of interests in the institutions. 5 of the indicators are graded while the rest of them were left as interpretative, intended to help better understand the processes in this field.

The average score in the category managing conflict of interests is 15%, what is a very low score considering the indispensability and sensitiveness of this segment of good governance in the country.

As can be seen in the chart below, most institutions have scored in 13% of indicators and only HIF has a score of 38%, while the Government has scored 25%.

As for individual indicators, in all institutions conflict of interests is regulated with the ethical codices for civil and public servants and only in the Government this area is additionally regulated with the Ethical Codex for the Members of Government and Other Appointees by the Government. Moreover, HIF has also additionally defined conflict of interests within the institution.

None of the institutions covered with this research have published a list of ineligible economic operators which would exclude the possibility of concluding contracts for public procurements beforehand due to presence of conflict of interests. These are usually firms owned by close family members of the persons responsible to decide on public procurements.



Because corruption is widespread<sup>16</sup> and clientelism is deeply rooted in the public and state administration, it is evident that management of conflict of interests must be fundamentally reformed to be able to reach progress in this field.

<sup>16</sup> European Commission Progress Report for 2015 on Republic of Macedonia

The published tapes by the opposition additionally worsen the image of the country with regard to its commitment to fight corruption, which reportedly show that there is corruption among the state leadership. Consequently the Special Public Prosecutor was established to examine the cases that emanate from the recorded telephone conversations. The fact that the resolution of these cases was correlated to the progress of the EU integration processes of the country testifies about the weight of these accusations.

## 10. Scores of the Parliament of the Republic of Macedonia

Besides the legislative function of the Parliament of the Republic of Macedonia, one of its main functions is to promote and advance the democratic culture of the country. As a place where public policies, laws and implementation mechanisms are discussed, undoubtedly the Parliament is one of the key institutions and carriers of democratic processes in the country. Its role as an oversight body over the work of the executive government is not any less important as the principle of checks and balances is established through it.

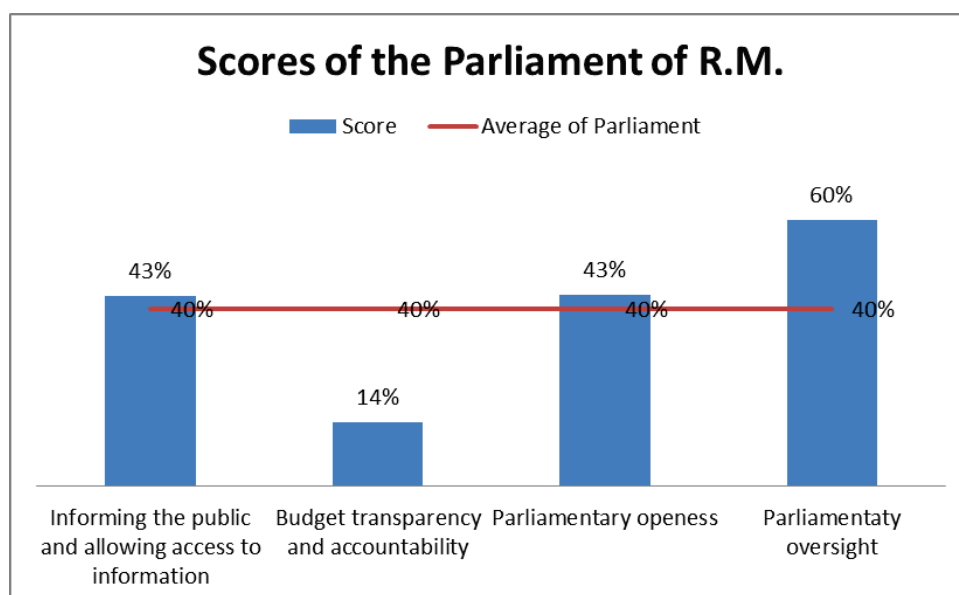
As for the citizens, they indirectly participate in the work of the Parliament through the members of Parliament or directly by participating in public discussions for some law or public policy.

However, it must be noted that last year the work of the Parliament as a representative home was put to question after the incident of December 24, 2014, when the opposition MPs led by SDSM left the Parliament and did not participate in its work almost for a year.

Pointing out the specificity of this institution, the Parliament was put in 4 out of 8 categories of the research of good governance, which are:

1. Informing the public and allowing access to information
2. Budget transparency and accountability
3. Parliamentary openness
4. Parliamentary oversight

The chart below shows the scores of the Parliament of the Republic of Macedonia in the four categories of good governance. The cumulative average score of the Parliament is 40% of the possible point and it has the best score in the category *parliamentary oversight* with 60%. Unlike in this category, the Parliament of the Republic of Macedonia would need to considerably strengthen its budget accountability as, like shown in the chart, it scores only 14% in that category.



The Parliament has a 43% performance in the categories *informing the public and allowing access to information* and *parliamentary openness*, which is only 3% higher than its average score in all the categories.

### 10.1 Scores of the Parliament in category 1 – Informing the public and allowing access to information

The Parliament has scored 43% in the first category – Informing the public and allowing access to information, meaning that it has reached a little less than half of the possible points for this category.

As for individual indicators, the Parliament has a functional official website with a functional search tool. What is missing in terms of access to information for citizens is a software or tool which would allow people with special needs access to the official website. In particular, this refers to the options of changing the background color of the page to adjust the contrast and enlarging the font of letters, what would significantly improve access for people with visual impairment. Furthermore, they could install a software with audio reading of the content of the website to ease access for people with hearing impairment.

In terms of information about the competences, the Statute and rulebook of the Parliament are available on the website and citizens can also find information about the organizational structure of the Parliament. Contact information (name, last name, email address and telephone number) of heads of sections and services in the Parliament are also available. According to the data obtained from KOMSPI, the Parliament has appointed a person responsible for managing requests for access to information of public character.<sup>17</sup> The Parliament has also sent a report to the Commission for the Protection of the Right to Free Access to Information of Public Character, as a holder of public information.

Furthermore, what would additionally ease access to information is the publicizing of a list of frequently asked questions from requesters of information, what would give visibility to questions and answers and the analytical services would have an understanding of which questions interest the citizens the most, and can consequently direct measures toward the improvement of those issues or fields.

Nevertheless, besides the relatively good scores of the Parliament in this category compared to the other institutions, there is space for great improvements. The Parliament should publish information about public procurements and make the list of concluded contracts for public procurements accessible for the public on the official website of the Parliament. In the part of public procurements, a good practice that the Parliament does not implement is declaring the economic operators which whom the institution may not conclude an agreement for public procurement due to the presence of a conflict of interests.

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<sup>17</sup> The information is available in the following link of KOMSPI: <http://www.komspi.mk/?p=636>

## 10.2 Scores of the Parliament in category 2 – Budget transparency and accountability

The Parliament of the Republic of Macedonia has the lowest score of 14% in the category *budget transparency and accountability*, which is far from the 40% average of the institutions and a little above the score of all the institutions in this category, which is 8%.

To improve its performance in this category, the Parliament of the Republic of Macedonia could have met an array of indicators which refer to: publishing its own part of the budget on the website; survey the question of the citizens over what they would like to know about how public money is spent by this institution; to publish a citizen budget, which would be presented in a format comprehensible by all citizens and would make it easier for them to understand the connection between the money spent and the effects achieved with the given activities.

## 10.3 Scores of the Parliament in category Parliamentary openness toward the public

The score of the Parliament in the category parliamentary openness toward the public is 43% of all the possible points in this category and is higher than the average of the Parliament in the four categories, which is 40%.

As for the individual indicators, in the subgroup of publishing information on the internet the Parliament has published information about the competences and the score of the work of the Commissions and the working groups as well as the aggregate results by items of the agenda. Additionally, an updated base of documents that the Parliament has reviewed is available as well as video recordings of the plenary sessions and the sessions of the commissions and other working bodies.

Furthermore, regarding the publishing of contact information of the members of parliament, they are available together with the short biographies for the current composition of the Parliament as well as the previous ones.

According to the data from the questionnaire which was filled in by the Parliamentary Institute at the Parliament of the Republic of Macedonia and the analytical service, during 2014 the Parliament has held 6 public discussions.

Regarding the sessions of commissions held without the presence of the public, according to article 2 of the rulebook of the Parliament, the Commission for oversight over the work of the Directorate for Security and Counterintelligence. Besides the Commission for oversight over the work of the Directorate for Security and Counterintelligence, during last year sessions without the presence of the public have also been held by the Agency for intelligence and the Commission for Oversight over the implementation of the special investigative measure tracking communications by Ministry of Interior, the Directorate for Financial Police, Customs Directorate and the Ministry of Defense while the rest of the commission's work with the presence of the public and are transmitted on the Parliamentary TV channel.

The Parliament also offers the possibility for internships through quarterly programs for interns. However, according to the answers of staff members of the Parliament in the questionnaire, the internship program should soon be available in the Parliamentary institute too.

#### 10.4 Scores in category 8 – Parliamentary oversight

Compared to the other categories, the Parliament has reached the highest scores in the category *parliamentary oversight* with a 60% score which is relatively satisfactory when considering that it has met more than half of the indicators and that this score is 17% higher than the average score of the Parliament in all four categories.

Within this category we examined how efficiently the Parliament reviews the reports of the Government, Ombudsman and State Audit Office and whether the Parliament, in the closure of the discussions, composes conclusions regarding these reports, intended for the institutions. Furthermore, through the indicators we examined to what degree Members of Parliament use the right of interpellation and whether MPs of different political parties were involved in the interpellation. Finally, we examined how much the MPs use the opportunity to pose parliamentary questions and whether these questions and answers are available on the official website of the Parliament.

Regarding the reports, the Parliament has reviewed the annual report of the Ombudsman for the degree of safety, respect, advancement and protection of human freedoms and rights 2013 during the seventh session held on July 21<sup>st</sup> 2014, and it reviewed the annual report for the audits conducted and the work of the State Audit Office during the twelfth session held on September 3<sup>rd</sup> 2014. Regarding the conclusions. As for the conclusions, the Parliament has responded to our questionnaire as follows: 'in the Commission for political systems and relations between communities which reviews the report of the Ombudsman holds substantial discussions and gives substantial comments on the conclusions regarding the reports.'

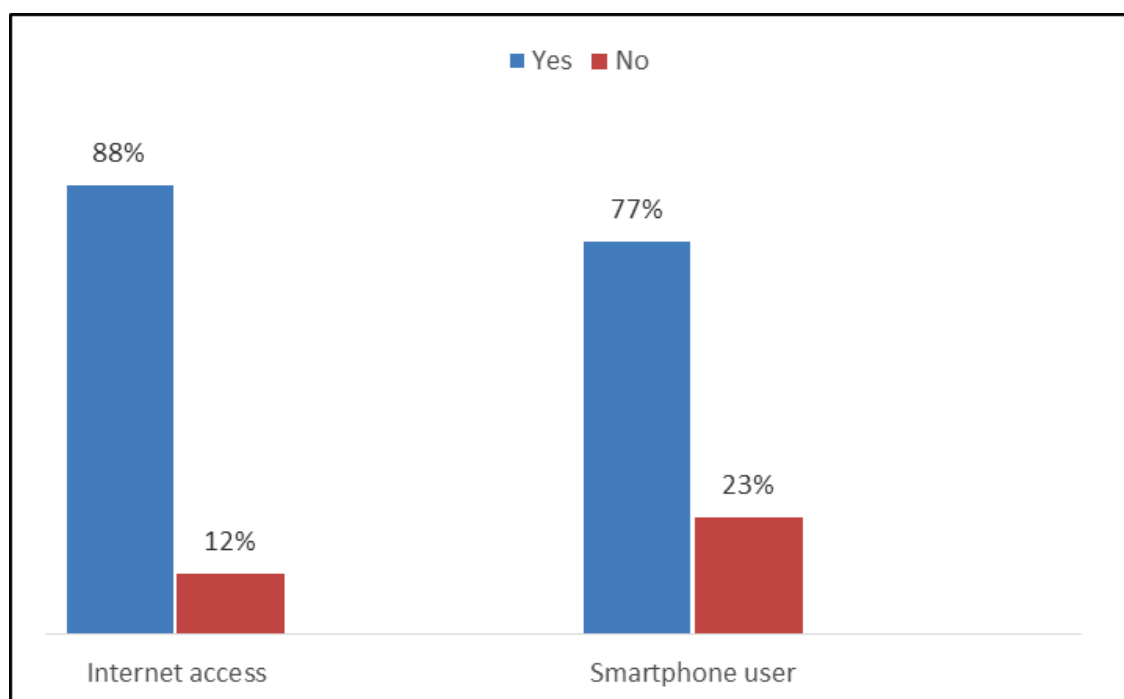
As for the interpellations, not a single interpellation has been sent regarding the work of ministries and other public office holders in 2014.

In 2014, the Members of the Macedonian Parliament have posed 150 questions in total of which 149 have been answered, and only one question posed by the MP Ramiz Merko has not been answered. The parliamentary questions are available on the official website of the Parliament of the Republic of Macedonia at <http://www.sobranie.mk/pratenicki-prashanja.nspx>, which enable citizens to evaluate the work of MP, to a large extent.

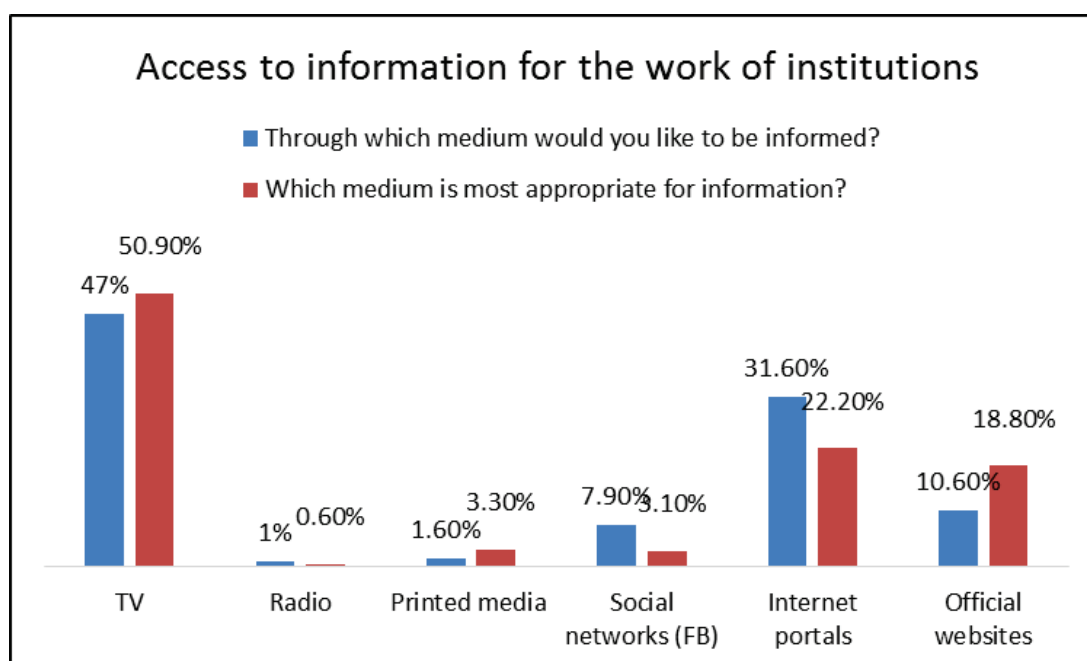
## 11. Perceptions of the citizens on the good governance in Macedonia

To gain insight into citizens' perception on the work of institutions and to take into consideration their needs, requests and opinions, as part of the research we conducted a field survey with a representative sample of 1101 respondents. The field survey was conducted in September 2015. The data from the field survey, which express the perception of citizens with regard to the principles and practices of good governance, are processed through the SPSS software for the analysis of quantitative data in social research.

The citizens were initially asked **through which medium they would like to be informed about the work of institutions at the central level**. We believed this is important to meet the preferences regarding the media that are most commonly used so as to efficiently reach the final beneficiaries – the citizens. **To illustrate, 88% of the respondents have access to internet and 77% of them use smartphones.**



Most of the respondents (47%) say they prefer television as a medium through which they would like to be informed followed by the internet portals (31.6%). 10.6% of the respondents would like to be informed through the official websites of institutions. Significantly less preferred are the radio (1%), printed media (1.6%) and social media (7.9%). Nevertheless, regarding the question which media do you consider to be most appropriate for information on the work of institutions there are certain deviations. Here the perception of the appropriateness of the preferred medium increases for the television with 3%, printed media for 2.7% and the official websites of institutions for 8.3%; while there is a decrease for the social networks and the internet portals for 4.8% and 9.4%, respectively.



When speaking of access to information, it is of particular importance that access is made available to as many citizens as is possible. From this perspective, allowing access to information to persons with special needs must be an imperative for the institutions. From the analysis in the previous section we saw that none of the institutions covered with this research use special software or tool to allow persons with visual or hearing impairments access to information by changing the contrast of the website, enlarging letters, changing the background or audio reading of the content of the official website. The findings of the opinion poll undoubtedly show a strong support of the citizens that such tools and software are indispensable. 86.7% of the respondents believe that institutions should allow access to persons with special needs, only 2.1% think it is unnecessary and 11.2% answered with 'I do not know.'

As for using the right to free access to information of information of public character, 9.4% of the respondents have used this right and submitted request to some of the institutions. The questionnaire shows that in average every ninth citizen uses this right. Citizens that request information according to the Law on Free Access to Information of Public Character, most often do this in a written form (48.1%), and the second method they usually use is through e-mail (28.8%). 17.3% of the requests for access to information were made orally and the form set on the official website has been used in 1.7% of the cases of requests for access to information.

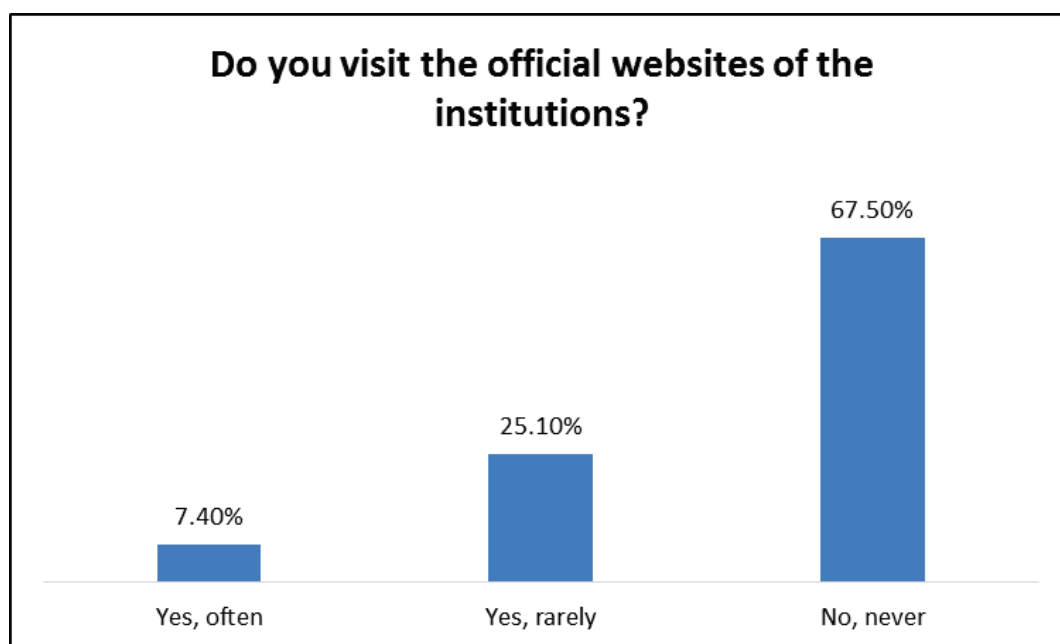
This suggests that the availability of the forms in writing needs to be ensured at all times and that the resources (above all the human resources and time) need to be focused primarily in processing these requests and then in regular review of the official e-mail intended for this purpose and timely delivery of the requested information.

Here we must note that the experience as researchers in the context of the research shows that most of the institutions do not have a good internal coordination in answering emails. The first problem that each researcher faces, including the citizens, is the likelihood that no one will read the email and additional telephone calls will be necessary to make sure that the institution has received the email. Even later on it is necessary to make several more calls to make sure that the email is



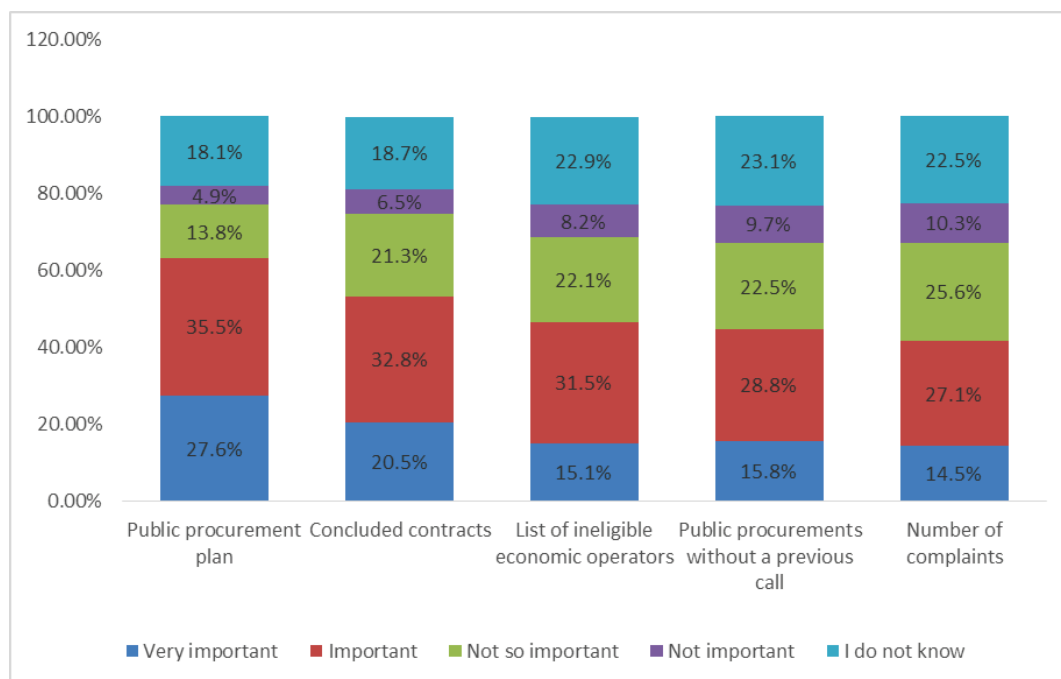
read by the responsible civil servant for the particular topic, and only then expect an answer to the question or request. This aggravates and burdens the communication through e-mail to a large extent, and therefore, it is indispensable that institutions develop their own mechanisms for more efficient internal communication.

The next group of questions refer to access to information related to public procurement through which we wanted to examine public opinion on one of the fields in which, according to many researches, the risk from corruption is the highest. Therefore, the citizens were asked to rank how important is it for each information separately to be made accessible to the citizens.



**63.1% of the citizens consider it very important or important that public procurement plans for the ongoing year are published, 53.3% give importance to the signed contracts for public procurement, 46.6% to the public procurements without a previous open call and 41.6% to the number of complaints for public procurements.**

This shows that the abovementioned information are important to most citizens. Having in mind that the scores of institutions in these indicators, discussed in the previous section, are either very low or these information are not accessible at all, institutions need to increase the transparency and accountability of their public procurements by **publishing primarily information related to plans for procurements and signed contracts (which are pointed out by more than half of the respondents)**, while for complete transparency and accountability they should also publish the rest of the mentioned information.

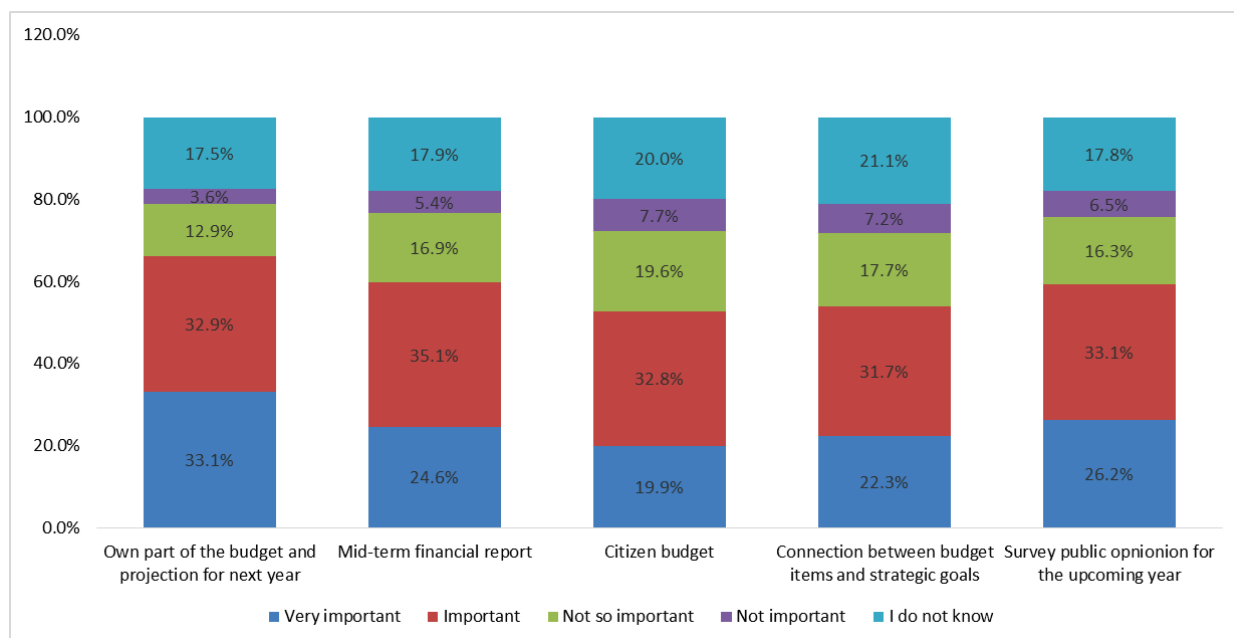


From the analysis we can conclude that the priority list of information on public procurement that the institutions should make available, according to public opinion it should look as follows:

1. Public procurement plan
2. Concluded contracts
3. List of ineligible economic operators
4. Public procurements without a previous call
5. Number of complaints

In the next group there were questions about the budget to examine citizens' opinion about the information they would like to know regarding the spending of public money. Citizens were asked to rank the following information according to their importance: the budget of the institution and project for next year; mid-term financial reports of the institution; the connection between budget items and strategic goals of the institution; surveying public opinion.

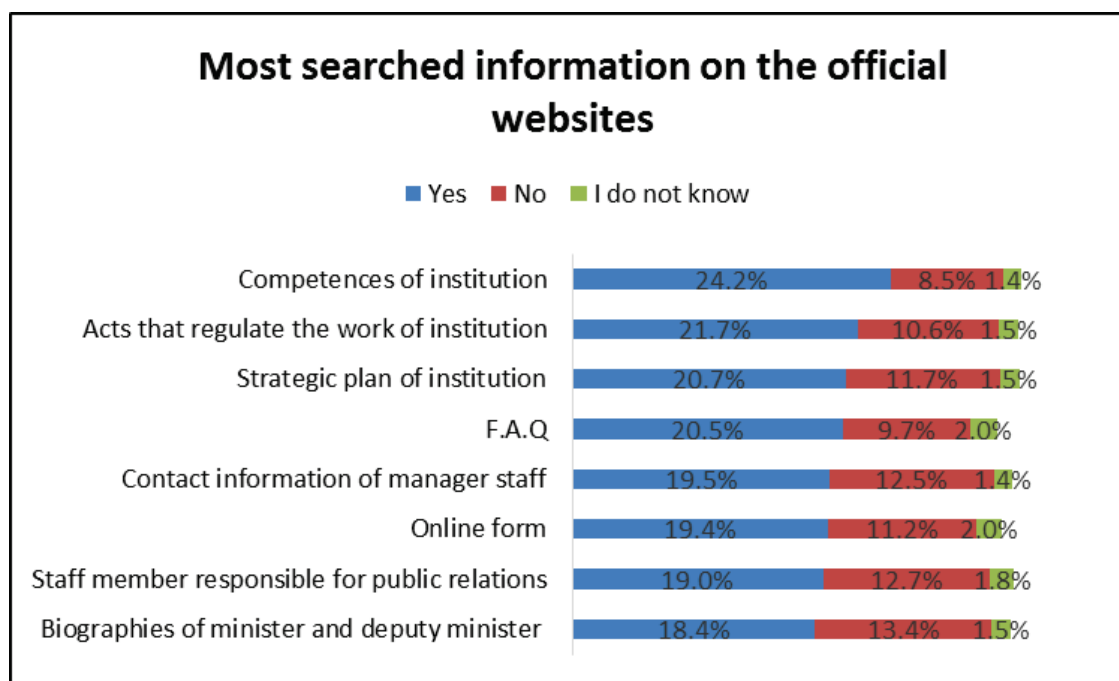
**In the first question that refers to institutions publishing their part of the budget, 65.9% of the respondents ranked it as important – this is the highest ranked option of all that were available. It is followed by the financial reports of the institutions with 59.8%, then the surveying of public opinion when creating the budget for the upcoming year with 59.2%, the connection between budget items and strategic goals of the institution with 54%. Interestingly, for the surveyed citizens, the publishing of a citizen budget, intended for the non-expert public in a comprehensible format, is ranked last of all the options in the question with 52.7%.**



The prioritization in this group of information was carried out according to the difference between the score for the indicator and the perception of citizens. Greater difference means priority in comparison to the other information.

Indicator	Score for indicator	Citizens' perception	Priority for institutions
Own part of the budget and project for the upcoming year	13%	65,9	1
Mid-term financial report	8%	59,8	2
Citizen budget	5%	52,7	4
Connection between budget item and strategic goals	32%	54,0	5
Surveying public opinion for the upcoming year	11%	59,3	3

The next group of questions refers to information that citizens look for on the official websites of institutions at the central level. For reasons of clarity the answers 'No answer' were not presented on the chart below. Furthermore, the answers 'very often,' 'often,' 'sometimes,' were cumulatively summed up to get an idea about how much of a priority is the information.



From these results we can conclude that the most searched information on the official websites of institutions that citizens use as a tool to inform themselves are: the competencies of the institution followed by the acts that regulate the work of institution, strategic plan, list of frequently asked questions, contact information of manager staff, online form for requests, services and questions, staff member responsible for public relations and the last among the most searched information are the biographies of the minister or the deputy minister (for the ministries).

According to the results from the indicators and the opinion poll, the prioritization of availability of information for the citizens, based on the difference between what the citizens consider important and useful and institutions' score for the respective indicators, is as follows:

Indicator	Score for indicator	Citizens' perception	Priority for institutions
The competencies of the institution are published on the website	79,00	18,4	5
Contact information (name, last name, email, phone number) of the management for each department are published on the website	47,00	19,0	4
Short biographies of the minister and deputy minister are published on the website	89,00	19,4	7
A valid strategic plan is published on the website	42,00	19,5	3
Regulations and competencies of institution are published on the website	84,00	20,5	8
At least one evaluation of a project/program for the last year is published on the website	37,00	20,7	2
An online contact form is available on the website	58,00	21,7	6
A list of frequently asked questions is published on the website	0,00	24,2	1

As for the **responsiveness of the central institutions**, the citizens were asked if they have contacted any of the central level institutions with a particular request or question via telephone or email, and if yes, did they receive the expected service or information?

Of the surveyed citizens 26.2% answered that they have contacted some of the central level institutions of whom 69.2% report to have received the expected service or information. 30.1% of those who contacted a central level institution have not received the expected services or information, while 0.7% did not have answer for us.

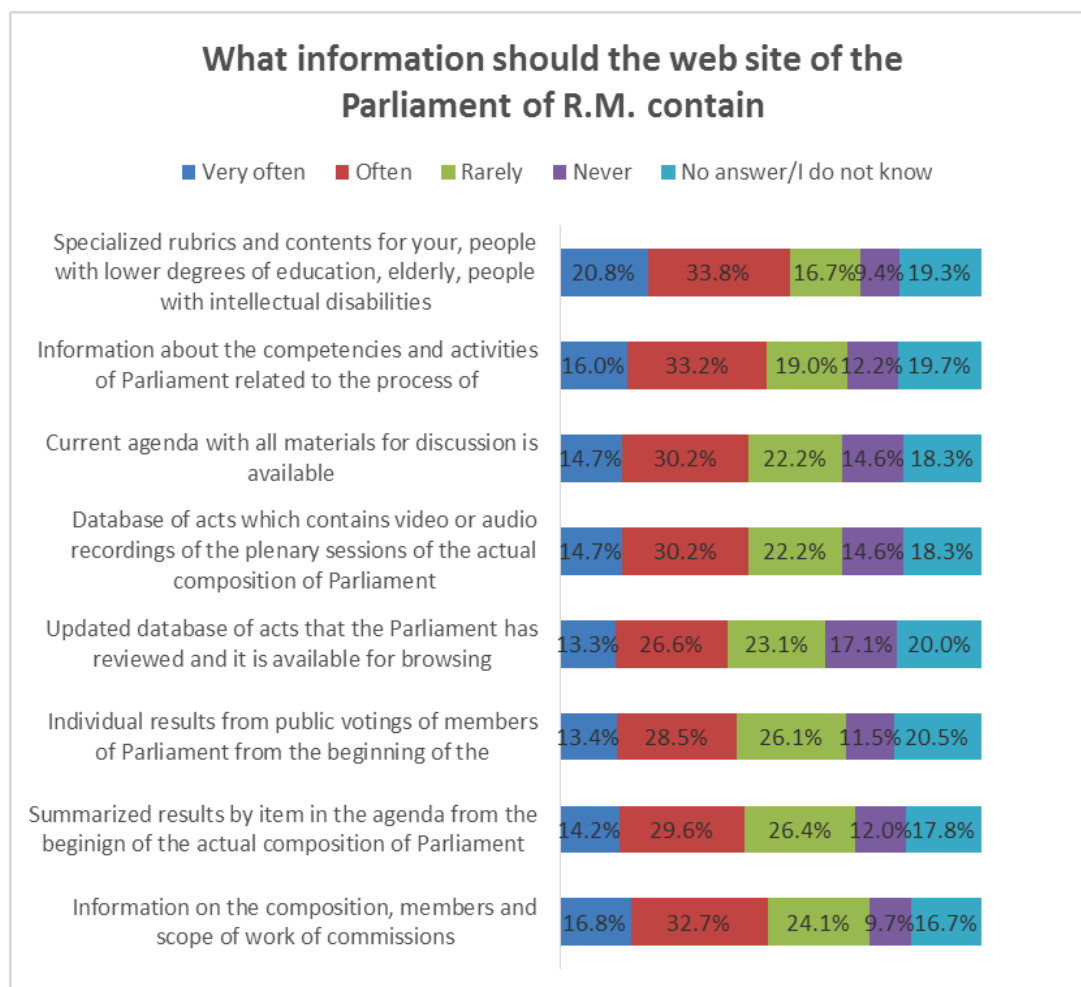
This would mean that, overall, every fourth citizen has been in contact with some of the central level institutions and that every third of them is satisfied with the information or service they received. Although at first sight it seems that the scores of the central level institutions regarding responsiveness are at a satisfactory level, the central level institutions need to improve the efficiency of providing services and information for the citizens.

Regarding the question whether they have ever reported a civil/public servant for unethical and/or unprofessional behavior, only 4.2% of the respondents responded positively. Most common reports are about administrators of municipalities, the Health Insurance Fund, the Public Revenue Office, the ministries, there are some on doctors, communal hygiene, etc.

In the group of questions that refer to the participation of citizens in the process of decision making at the central level, the citizens were asked how much, if at all, they use the internet tools for participation in the process of decision-making and policy-making as are [www.e-demokratija.mk](http://www.e-demokratija.mk), [www.ener.gov.mk](http://www.ener.gov.mk), have they participated in processes of consultations organized by the central institutions and whether they would like to be informed when public discussions are organized.

Regarding [www.e-demokratija.mk](http://www.e-demokratija.mk), only 6.7% of the respondents have used this tool for information or commenting on some policy or regulation. 54.2% of them have never used it and 34.1% have not heard about this website.

Only a few more citizens have used information and the opportunity to participate in the process of consultations through internet on the website [www.ener.gov.mk](http://www.ener.gov.mk). 2% reported that they use ENER regularly, 6.2% said they rarely use it, while 27.2% of the citizens are not fully informed about the function of ENER and as many as 64.7% of the respondents do not know anything about ENER. Of those that have visited ENER, 33.3% have commented as individual citizens and 20% as representatives of a civil society organization.



In total 10.9% of the respondents have participated in consultations for public policies or regulations organized by a central institution, 7.4% of them as individual citizens while the rest as representatives of civil society organizations. Nevertheless, 33.4% of the respondents would like to be informed when public discussions or consultations will be organized.

Regarding the group of questions related to the perception of citizens about the Parliament of the Republic of Macedonia, 35.1% of the citizens have visited its official website. 1.2% of them regularly use the website, 2.8% use it sometimes and the rest use it rarely. On the question about what citizens believe that the website of the Parliament of the Republic of Macedonia should contain, most respondents have responded that it is important to have separate, specialized rubrics for youth, people with lower degrees of education, elderly and people with intellectual disability. The next information that citizens consider important is related to the composition, members and scope of the work of the commissions, followed by information about the competencies and activities of the Parliament related to the EU integration processes in the country.

## 12. Conclusion

The findings from the field analysis of the public opinion undoubtedly showed that there is significant distrust of the citizens toward the institutions at the central level. The percentage of distrust articulated through the answer 'I do not trust' goes beyond 40% for all institutions of the three branches of government in the country. The reasons behind this high degree of distrust are a consequence of a set of interconnected factors, and the frequent crises that the country is going through (despite the fact that the European Commission recommends the beginning of negotiations for membership in the European Union for the seventh time) certainly play a substantial role. However, the Europeanization and, above all, the democratization of a country is a complex process which requires commitment and will from all political and social stakeholders on all levels of social action. Nevertheless, identifying the reasons for distrust requires a separate analysis, and we will not deal with that question in this paper. The approach on which this paper is based is that trust in institutions can be strengthened through the application of principles that make up good governance, mainly through the principles of transparency, accountability, responsiveness, openness and participation. The goal is to encourage the improvement of the quality of public governance by pointing out the good practices but also the weaknesses of the institutions at the central level. For the citizens this would mainly mean better and more quality services, more accessibility to information that are indispensable for efficient engagement in the process of decision making and policy making, which would truly correspond with their needs, priorities and expectations.

Besides the results that we arrived to with the research, the process of collecting information and the communication with civil servants revealed some other aspects that could not be expressed in numbers. Although they are partially subjective perspectives on the functioning of the institutions covered with the research they significantly helped us understand the processes and context in which they function as well as the institutional culture that is nourished.

Here we must point out that besides the kindness of the civil servants and their will to contribute to the research by providing data, the absence of internal communication and mechanisms for more efficient division of responsibilities resulted with failure to submit the questionnaire and, consequently, losing points on indicators due to absence of data and evidence. Nevertheless, we also considered this as an evaluation of the responsiveness to requests for information on the work of the institution.

What this research showed through numbers is that there is a significant discrepancy in the scores of the categories of good governance, as well as discrepancy in the application of practices of good governance between institutions themselves. Hence, the span of scores goes from 60% in the category *parliamentary oversight*, as the highest score, to 3% in the category *monitoring regulations and reporting on policies*.

Furthermore, by analyzing the categories it becomes evident that the highest scores of institutions are in the categories that measure transparency and openness compared to those that measure accountability. As for this remark, it must be noted that most of the indicators that measure transparency and openness were taken from legal regulations, specifically from the Law on Free



Access to Information of Public Character; while those on transparency, especially on budget transparency, are based on what can be called good practices in governance. Based on this we can conclude that institutions mainly comply with legal provisions, however, to improve the degree of good governance it is necessary to also apply the good practices in this field.

Considering that the average score of the institutions is 31% of the total points, it is evident that there is extensive space for improvement in all categories of good governance. The next research will show the progress (we hope) that will be achieved between both researches.

As for the individual institutions, the Health Insurance Fund has reached the highest score with an average of 41% while the Ministry of Defense has reached the lowest score with 14%.

Finally, we would like to make a remark. As the list of indicators is available for all interested stakeholders, we encourage all institutions to use it for the improvement of the quality of good governance. As a research and analytical team we stand at the disposal of all institutions for any questions or help in the process of implementing the recommendations for good governance.

## 13. Recommendations

Based on the results of the systematic review of the work of institutions in eight categories of good governance, combined with citizens' perceptions, their needs and expectations expressed in the field survey, CRPM has defined the following recommendations for the improvement of public governance in Macedonia:

### Informing the public and allowing access to information

1. Publish a list of frequently asked questions by citizens and responses on the official websites to gain a better understanding of the needs and expectations of the citizens and to improve the efficiency of providing information. This will also help with saving resources (human resources and time) in responding to the requests of citizens;
2. Allow access to the official websites to persons with special needs through specialized software;
3. Announce a list of ineligible economic operators who may not conclude contracts for the execution of public procurement due to potential conflict of interests;
4. Publish concluded contracts for public procurement and annexes of contracts for the execution of public procurement on the official websites of institutions;
5. Publish annual plans for public procurement on the official websites of institutions;
6. Institutions that give scholarships, donations, subsidies should publish the list of entities that received scholarships, donations or subsidies; as well as the criteria for the award, the composition of the commissions and the complaints based on the decisions;
7. Evaluate programs and projects and publish reports from the evaluation on the official website;
8. Publish strategic plans of institutions on the websites of institutions.

### Budget transparency and accountability

1. Publish own part of the budget for the ongoing year on their own official websites;
2. Publish annual financial reports for the previous year as well as the mid-term financial reports for the ongoing year;
3. Survey the opinion of citizens (through surveys, consultations, debates with stakeholders) during the preparation of the draft-budget for a more efficient consideration of the requests, needs and priorities of the citizens;
4. Prepare so-called 'citizen budgets' intended for the non-expert public and publish it on the official websites;
5. Publish information that will explain the connections between the strategic goals and the budget items.

### **Engaging the public in policy-making**

1. Publish plan for public discussions and consultations with the public for policy-making and decision-making;
2. Publish information about the composition, conclusions and recommendations of the working groups that participated in consultation processes;
3. Regularly publish all draft-laws on ENER;
4. Publish reports for the implementation of public discussions, consultations on the websites of institutions.

### **Preparedness for Regulatory Impact Assessment (RIA)**

1. Publish annual plan for RIA for the upcoming year (15 days after the publication of the Annual Program for the Work of the Government).

### **Monitoring regulations and reporting on policies**

1. Use external evaluation as a tool and publish its results on the official websites;
2. Publish audit reports on own official websites;
3. Publish annual report for the work of the institution in the previous year on its official website.

### **Managing conflict of interests**

1. Publish bylaws/internal acts that define conflict of interests, determine and regulate the procedure in case of conflict of interests.

### **Recommendations for the Parliament of the Republic of Macedonia**

1. Make public the individual activities of the Members of Parliament;
2. In the official website establish and update specialized rubrics and contents for youth, people with lower degrees of educations, elderly and people with intellectual disabilities;
3. Publish individual results of the public voting of the Members of Parliament from the beginning of the actual composition;
4. Publish summary results by items on the agenda from the beginning of the current composition of the Parliament;
5. Establish and publish a single register of requests for access to information of public character that collects all requests addressed to the Parliament.

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## Anexxes:

### 1. Indicators of Good Governance

#	Category/Indicator	Score
<b>1</b>	<b>INFORMING THE PUBLIC AND ALLOWING ACCESS TO INFORMATION</b>	
<b>1.1</b>	The institution has an official website	YES = 1; NO= 0
<b>1.2</b>	The website is updated in the last a) 24 hours b) 7 days c) month d) more than 30 days	a) 3 points b) 2 points c) 1 points d) 0 points
<b>1.3</b>	Allows access for persons with special needs (larger letters for persons with visual imparities. Etc.)	YES = 1; NO= 0
<b>1.3.1</b>	If YES, name the software that are used to allow access to persons with special needs. _____	Not graded
<b>1.4</b>	The website has a functional search tool	YES = 1; NO= 0
<b>1.5</b>	The institution has published datasets in open format on its website and/or the platform <a href="http://www.otvorenipodatoci.gov.mk">www.otvorenipodatoci.gov.mk</a>	YES = 1; NO= 0
<b>1.6</b>	The institution allows the public to register for the electronic newsletter	YES = 1; NO= 0
<b>1.7</b>	Acts that regulate the work of the institution (law, regulation, decree, codex) are posted on the website of the institution	YES = 1; NO= 0
<b>1.8</b>	The competences of the institution are specified in the website	YES = 1; NO= 0
<b>1.9</b>	The organizational structure is posted on the website	YES = 1; NO= 0
<b>1.10</b>	<b>Contact information</b> (name, last name, email, phone number) of senior official department are posted on the website	a) 2 – all b) 1 – partially c) 0
<b>1.11</b>	Short biographies of the minister and deputy minister are posted on the website	YES = 1; NO= 0
<b>1.12</b>	The ongoing strategic plan is posted on the website	YES = 1; NO= 0
<b>1.13</b>	Other program documents of the institution are available on the website of institution	YES = 1; NO= 0
<b>1.14</b>	Regulations and competencies of institution are accessible on the website of institution	YES = 1; NO= 0
<b>1.15</b>	In the last 30 days at least one information about work of the institution is posted on its website	YES = 1; NO= 0
<b>1.16</b>	For the last year, minimum one evaluation of a project/program is published on the website	YES = 1; NO= 0
<b>1.17</b>	Has the institution appointed an official responsible for managing the process of access to information in the framework of the Law for Free Access to Information	YES = 1; NO= 0
<b>1.18</b>	Contact information of persons responsible for managing with FOI are published on the website of the institution	YES = 1; NO= 0
<b>1.19</b>	There is an online contact form on the website	YES = 1; NO= 0
<b>1.20</b>	There is a collection of frequently asked questions published on the website of the institution	YES = 1; NO= 0

1.21	Report for the implementation of the Law for Free Access to Information is submitted a) on time (31.01.2015) b) after the deadline c) is not submitted	a) 2 b) 1 c) 0
1.22	During 2015 the Commission for Protection of the Right for FOI has (1) accepted a complaint from requester of information or has (2) ordered the institution to submit a requested information or has (3) returned/rejected the decision of the institution so it brings a special decision a) more than twice b) once or twice c) 0	a) -2 b) -1 c) 0
1.23	During last year Commission for Protection of the Right for FOI has ordered delivery of information due to "institutional silence" a) more than twice b) once or twice c) 0	a) -2 b) -1 c) 0
1.24	A plan for public procurement for the ongoing year is published on the website	YES = 1; NO= 0
1.25	List of concluded agreements for public procurement is published on the website	YES = 1; NO= 0
1.26	On the website there is a declaration of absence of conflict of interest/list of companies with which the institution may not sign a contract	YES = 1; NO= 0
1.27	The contract or link to register of public procurement is published on the website of institution	YES = 1; NO= 0
1.28	The annexes of the concluded contracts or link to the register of public procurement are published on the website	YES = 1; NO= 0
1.29	Information about the execution of agreement for public procurement are published on the website	YES = 1; NO= 0
1.30	Percentage of total amount of public procurement realized without previously publishing a call for public procurement	Not graded
1.31	Number of remarks during last year on public procurement which were adopted	Not graded
1.32	At least one call for granting donations, scholarships or support is published on the website	YES = 1; NO= 0
1.33	List of beneficiaries of donations, support or scholarships is published on the website	YES = 1; NO= 0
1.34	Amount of granted funds per beneficiary is published on the website	YES = 1; NO= 0
1.35	In the body that makes decisions for granting funds for scholarship, competitions, gift there are also representatives from the civil sector	YES = 1; NO= 0
1.36	The institution publishes all requests and answers for free access to information of public character on its website	Not graded
	<b>Maximum possible points in the category</b>	

#	Category/Indicator	Score
<b>2</b>	<b>BUDGET TRANSPARENCY AND ACCOUNTABILITY</b>	
<b>2.1</b>	Date of submission of questionnaire by Ministry of Finance for the preparation of strategic plans to ministries	(15.03) Interpretative indicator – not graded
<b>2.2</b>	Date of submission of Strategic plan by the institutions for 2013-2015	(15.04.) Interpretative indicator – not graded
<b>2.3</b>	Date when the Strategy of Government programs 2013-2015 was adopted by Government	(15.05.) Interpretative indicator – not graded
<b>2.4</b>	Date when Guidelines for economic policies and fiscal policies for 2013-2015 was adopted	(15.06.) Interpretative indicator – not graded
<b>2.5</b>	The professional public has been consulted during the preparation of the economic and fiscal policies in accordance with the Codex of good practices for participation of civil society in decision making process.	Interpretative indicator – not graded
<b>2.6</b>	Date of submission of guidelines for the preparation of proposals for the state budget of RM for the period 2015-2017	(30.06.) Interpretative indicator – not graded
<b>2.7</b>	Date of submission of Directions for the preparation of the state budget for RM for 2015-2017	Interpretative indicator – not graded
<b>2.8</b>	Date set by institution for submission of financial plans for the period 2015-2017	(15.07.) Interpretative indicator – not graded
<b>2.9</b>	Date of sending a joint proposal of financial plans by institutions for the period 2013-2015 to the Ministry of finance	(31.07.) Interpretative indicator – not graded
<b>2.10</b>	The institution has published its part of the adopted budget for the ongoing year as well as the projections for next year on the website a) yes b) partially c) no	a) 2 b) 1 c) 0
<b>2.11</b>	The institution has published its half-term financial report for the current year	YES = 1; NO= 0
<b>2.12</b>	The institution has published its annual report for the previous year on its website	YES = 1; NO= 0
<b>2.13</b>	The institution publishes a “citizen budget” on its website targeting „the non-expert public”	YES = 1; NO= 0
<b>2.14</b>	There is a citizen budget on the website of the Ministry of Finance targeting the “non-expert public”	YES = 1; NO= 0

2.15	On the website there is information about the budget of the current year where the relationship between budget items and strategic goals of the Government is explained.	YES = 1; NO= 0
2.16	The institution has in some way surveyed public opinion for 2016 a) no b) yes, in accordance to the standards prescribed by the Codex of good practices for participation of civil society in decision making process, but not meeting the prescribed minimum duration of 10 days for consultations c) In accordance with Codex of good practices for participation of civil society in decision making process. (minimum 10 days for consultation)	a) 0 b) 1 c) 2
2.17	The institution has in some way checked what citizens want to know about the budget and the way funds are spent by institution. If yes, please, specify how was citizens' opinion verified: _____	YES = 1; NO= 0
2.18	Number of days MPs had in disposal to analyze and discuss the budget	Interpretative indicator – not graded
2.19	Number of days between the day Parliament received the draft budget and the beginning of the fiscal year	Interpretative indicator – not graded
2.21	Number of amendments submitted by the Government on the budget for 2016	Interpretative indicator – not graded
2.22	Number of amendments submitted by the opposition for the budget of 2016	Interpretative indicator – not graded
2.23	Number of accepted amendments of the government for the budget of 2015	Interpretative indicator – not graded
2.24	Number of accepted amendments of the opposition for the budget for 2015	Interpretative indicator – not graded
2.25	Level of openness of the Government for quality evidence-based proposed amendments for the budget coming from the parliamentary clubs, especially the opposition and the interested public: a) Not at all b) partially c) yes, most of them.	Assessment based on 2.21 – 2.24 a) 0 b) 1 c) 2
2.26	The Parliament voted the budget for 2015 within the legal deadline	(deadline until the end of the year ) YES = 1; NO= 0
2.27	On the website of the Parliament there is information for the public for the budget of 2015 which explains the relationship between budget items and strategic plans and priorities of the government.	YES = 1; NO= 0
2.28	Number of days which the MPs had at their disposal to analyze and discuss the rebalance of the budget for 2014, including the discussions of parliamentary commissions	Interpretative indicator – not graded
2.29	Number of days between the voting of the rebalance of the budget of 2014 and the voting of budget for 2015	Interpretative indicator – not graded
	<b>Maximum possible points in the category</b>	



#	Category/Indicators	Score
<b>3</b>	<b>ENGAGEMENT OF PUBLIC IN POLITICAL DECISION-MAKING : 9 (only ministries and government bodies of RM)</b>	
<b>3.1</b>	Percentage of draft-laws, regulations, decisions and other acts for whose preparation working groups were formed during 2015	Interpretative indicator – not graded
<b>3.2</b>	Percentage of civil society representatives that have participated in working groups which had representatives from stakeholders and/or civil society	Interpretative indicator – not graded
<b>3.3</b>	Information about the working groups are published on the website	YES = 1; NO= 0
<b>3.4</b>	During 2015, at least one public call to join the work of working groups for the preparation of regulations or program documents	YES = 1; NO= 0
<b>3.5</b>	A public call for the interested and/or professional public to join the work of working groups for the preparation of regulations or program documents	YES=1; NO=0
<b>3.6</b>	A plan for the public discussions for next year is published on the internet	N/A
<b>3.7</b>	Publish draft-regulations on the internet	N/A
<b>3.8</b>	Percentage of draft-laws that are posted on ENER a) 0-33% b) 33%-66% c) 67-100%	a) -2 b) -1 c) 0
<b>3.9</b>	Publishing information for draft-laws that are on ENER on the website of Ministry	YES = 1; NO= 0
<b>3.10</b>	Additional forms of consultations are conducted (public debates, public hearings, forums, etc.)	YES = 1; NO= 0
<b>3.11</b>	Publishing of reports on the internet for the conducted consultations: collection of remarks for the rejection of submitted remarks	YES = 1; NO= 0
<b>3.12</b>	Approximate period of consultation: a) shorter than 10 days b) 10-20 days c) longer than 20 days	a) -1 b) 1 c) 2
	<b>Maximum possible points in the category</b>	

#	Category/Indicators	Score
<b>4</b>	<b>PREPAREDNESS FOR REGULATORY IMPACT ASSESSMENT (only ministries and government bodies)</b>	
<b>4.1</b>	The institution has named coordinators for RIA	YES = 1; NO= 0
<b>4.2</b>	Coordinators for RIA have gone through education for conducting RIA	YES = 1; NO= 0
<b>4.3</b>	Number of officials (excluding coordinators) trained for RIA	YES = 1; NO= 0
<b>4.5</b>	The institution has published annual plan for RIA for 2015 (15 days after releasing the Annual program for the work of Government)	YES = 1; NO= 0
<b>4.6</b>	Percentage of proposed laws that have passed RIA	Interpretative indicator – not graded
	<b>Maximum possible points in the category</b>	

#	Category/Indicators	Score
<b>5</b>	<b>MONITORING REGULATIONS AND REPORTING ABOUT PUBLIC POLICIES</b>	
<b>5.1</b>	In 2015 the institution has sent the Government at least one report for the implementation of policies, programs, laws	YES = 1; NO= 0
<b>5.2</b>	The report of institution from 2014 for implemented policies, programs and laws is posted on the internet	YES = 1; NO= 0
<b>5.3</b>	In 2015 the institution sent an annual report to the Government for its work in 2014	YES = 1; NO= 0
<b>5.4</b>	The institution has posted on the internet an annual report for its work in 2014	YES = 1; NO= 0
<b>5.5</b>	During 2014 the institution has ordered at least one external evaluation of its sectors' programs/policy	YES = 1; NO= 0
<b>5.6</b>	The institution has posted on the internet the evaluation report for 2014	YES = 1; NO= 0
<b>5.7</b>	The Government has a Guideline or another document that determines the way of monitoring and reporting about the work of individual ministries is done	YES = 1; NO= 0
<b>5.8</b>	Institution has published audit report for 2014 on its website	YES = 1; NO= 0
	<b>Maximum possible points in the category</b>	

#	Category/Indicators	Score
<b>6</b>	<b>MANAGING CONFLICT OF INTEREST</b>	
<b>6.1</b>	Some bylaw or code of conduct regulates conflict of interest	YES = 1; NO= 0
<b>6.2</b>	Some bylaw/internal act defines conflict of interest	YES = 1; NO= 0
<b>6.3</b>	Some bylaw/internal act defines the procedure for declaring and managing with conflict of interest	YES = 1; NO= 0
<b>6.4</b>	Some bylaw/internal act foresees sanctions for officials in case of failure to declare conflict of interest	YES = 1; NO= 0
<b>6.5</b>	Number of cases of declared conflict of interest by an official in 2014	Interpretative indicator – not graded
<b>6.6</b>	Institution has published on its website list of economic operators not eligible to participate in public tender procedures	Interpretative indicator – not graded
<b>6.7</b>	Number of such complaints in 2014 that resulted with the annullment of decisions for granting funds or other resources (subsidies, financing of projects and programs, concessions)	Interpretative indicator – not graded
<b>6.8</b>	Number of initiated disciplinary procedures against official of institution due to failure t declare conflict of interest	Interpretative indicator – not graded
<b>6.9</b>	State Commission for Prevention of Corruption has issued a public warning for official, minister, deputy minister in your institution (ministry)	YES = 1; NO= 0
	<b>Maximum possible points in the category</b>	

#	Category/Indicators	Score
	<b>PARLIAMENTARY OPENNESS</b>	
7.1	There is information about composition, members and scope of activities of commissions on the website	YES = 1; NO= 0
7.2	Summary of results by items in the agenda since the beginning of the actual composition of Parliament are shown on the website	YES = 1; NO= 0
7.3	Individual results from public voting of MPs since the beginning of the current composition are shown on the website	YES = 1; NO= 0
7.4	Updated database of acts reviewed by Parliament is available for browsing on the website of Parliament	YES = 1; NO= 0
7.5	Database of act contains video or audio recordings of the plenary discussions of the current composition of Parliament	YES = 1; NO= 0
7.6	The current agenda with the discussion materials is immediately accessible on the website	YES = 1; NO= 0
7.7	There is a database of documents related with the control function of Parliament (hearings, investigations, parliamentary questions, interpellations) on the website	YES = 1; NO= 0
7.8	Parliament publishes audio or video streaming of plenary sessions	YES = 1; NO= 0
7.9	Individual profiles of all MPs are accessible on the website of Parliament a) yes, detailed biographies b) yes, basic information c) no	a) 2 points b) 1 point c) 0 points
7.10	Announcements and reports of separate parliamentary clubs are available on the website of the Parliament: a) yes, detailed information b) yes, basic information c) no	a) 2 points b) 1 point c) 0 points
7.11	There is an overview of the individual activities of MPs on the website of Parliament a) yes, detailed information b) yes, basic information c) no	a) 2 points b) 1 point c) 0 points
7.12	Information about responsibilities and activities of Parliament related to the process of harmonizing the domestic legislation with that of the EU are available on the website of Parliament	YES = 1; NO= 0
7.13	Information about the activities of officials of the Parliament are accessible on the website of Parliament a) yes, detailed information b) yes, basic information c) no	a) 2 points b) 1 point c) 0 points
7.14	On the website of the Parliament there are specialized rubrics or contents for special social groups (youth, people with lower degrees of education, elderly, people with intellectual disabilities)	YES=1; NO=0
7.15	In the Parliament there is a defined procedure for a coordinated attitude in sharing information between different parliamentary bodies and serves in the scope of the Law for FOI	YES = 1; NO= 0
7.16	In the Parliament there is a single register of FOI requests which unites all requests referred to different departments and working bodies of the Parliament	YES = 1; NO= 0

7.17	Number of round tables/discussions held in the Parliament organized or co-organized with civil society/external partners	Interpretative indicator – not graded
7.18	Number of working bodies which in the last year have independently organized thematic sessions and other forms of public consultations (round tables, hearings)	Interpretative indicator – not graded
7.19	Number (parts) of sessions of working bodies in the Parliament held without the presence of the public (article 2. of Rulebook)	Interpretative indicator – not graded
7.20	Number (parts) of sessions of working bodies in the Parliament with limited or asserted conditions for media reporting (in accordance with article 2. of Rulebook)	Interpretative indicator – not graded
7.21	Number of received citizens in the Parliament during 2014	Interpretative indicator – not graded
7.22	Parliament has an internship program	YES = 1; NO= 0
	<b>Maximum possible points in the dimension</b>	

#	Category/Indicators	Score
8	<b>PARLIAMENTARY OVERSIGHT</b>	
8.1	Reports are normally reviews in a reasonable timeframe (reasonable timeframe = in a period of one month after the submission of report); review of 12 reports in the agenda of Parliament during 2014 a) no b) partially c) most of them	a) 2 b) 1 c) 0
8.2	According to proceedings there are indicators that normally (the boards) commissions hold discussions and give substantive comments in their conclusions referring to the reports	Interpretative indicator – not graded
8.3	After the end of plenary discussions the Parliament normally outlines mandatory conclusions about the reports of the executive government (checking the same 12 reports from indicator 8.1 on the agenda of the Parliament in the period ??? to see how tardy institutions are with submitting the report to the Parliament)	YES = 1; NO= 0
8.4	During 2014 interpellation were submitted	YES = 1; NO= 0
8.5	During 2014, at least one interpellation included representatives of different political parties.	YES = 1; NO= 0
8.6	The interpellations submitted in 2014 were in accordance with the rules of the Rulebook (timely appearance of Government, voting without delays from the majority coalition)	YES = 1; NO= 0
8.7	During 2014 at least one parliamentary inquiry committee has acted.	YES = 1; NO= 0
8.8	Number of MPs questions in written form coming from the majority coalition	Interpretative indicator – not graded
8.9	Number of MPs questions in written form coming from the opposition	Interpretative indicator – not graded

8.10	Speed of reporting and answering of Government and ministries to MPs questions	Interpretative indicator – not graded
8.11	Sessions of Parliament are regularly transmitted in live-streaming on television and radio	YES = 1; NO= 0
8.12	There are recordings of current sessions of Parliament on the website of Parliament	YES = 1; NO= 0
8.13	The written questions of MPs and the respective answers are accessible on the website of Parliament	YES = 1; NO= 0
	<b>Maximum possible points in the category</b>	

