

SELDI

South–East Europe Leadership
for Development and Integrity

The Role of the CSOs in Measuring the Transparency of the Montenegrin Institutions

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The views expressed in this presentation do not necessarily reflect the views of the European Commission



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by a consortium lead by
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Center for Democratic Transition - CDT

- Founded in August 2000
- 5 major areas - following the formula 3+1+1

Democracy
Good Governance
Civil Society

Organizational and technical development
Program support (Research Center)

Good Governance - Better Institutions

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DURBIN

**Dobra uprava
bolje institucije**

Good Governance

The CDT believes that good governance in practice means:

- functionality of organization and procedures of state institutions
- accessibility of information, decision-making processes and services of state and local administration
- participation of citizens and civil society as a way of taking part in and influencing political decisions as well as the methods of resolving problems
- efficient and independent work of civil servants
- fair management and distribution of resources
- accountability - both institutional and towards citizens
- control and evaluation of state institutions work

Metodology

We have divided the indicators by the following dimensions:

- 1. Transparency
- 2. Accountability
- 3. Reform capacities

The monitoring has included the following state institutions:

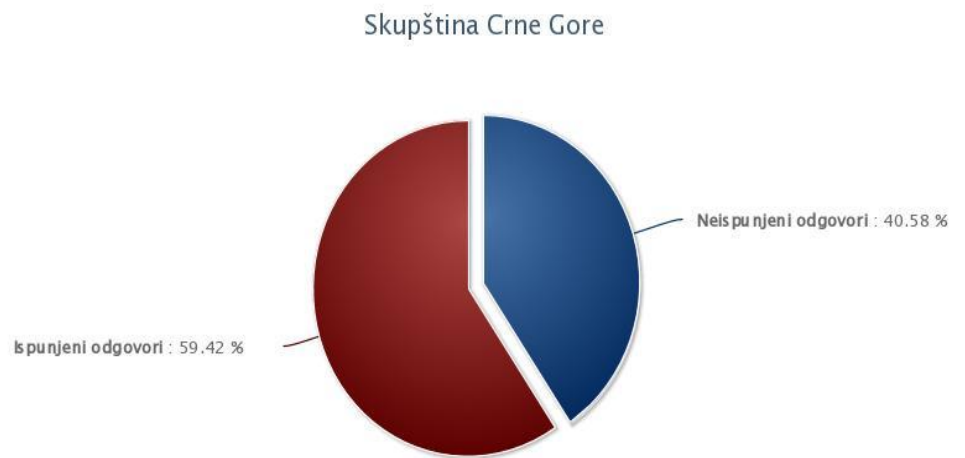
- Parliament of Montenegro
- Government of Montenegro
- 16 ministries
- 37 other government institutions (administrations, secretariats, services, directorates and agencies)

A detailed display of indicators and sources of information by institutions individually

Institution	Total number of indicators	Web indicators	Analysis of regulations and documents	Questionnaire	Tel. call	Analysis of media articles	Memo
Parliament of Montenegro	41	27	2	9	2	0	1
Government of Montenegro	48	19	16	9	2	1	1
Ministries	34	17	2	11	2	1	1
Administrations, secretariats, services, directorates and agencies	13	10	0	1	2	0	0

Parliament of Montenegro

- The Parliament of Montenegro satisfies almost 60% of the desirable good governance level



Highcharts.com

The main findings of the monitoring:

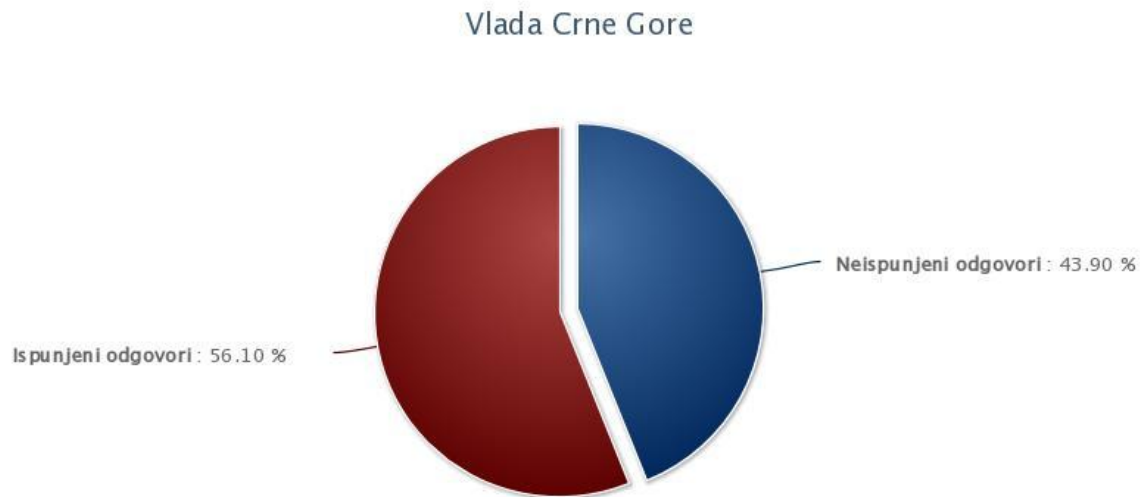
- The official website does not contain the Program of Work for 2012, or the institution's development strategy
- The invitations for public procurements and the decisions on the best offers are published systematically, but not the actual contracts on public procurements
- Parliament representatives' votes published: 66% for the laws and amendments and 33% for the reports
- The Act on Internal Organization or the Act on Job Systematization are not on the Parliament website
- There is no documents database with regard to the Parliament supervisory function
- On the Parliament of Montenegro website there is no Parliament budget for 2012 and no information explaining to the citizens the content of this document.
- The Rules of Procedure do not define the responsibility of the Parliament to adopt the annual report on work of the Government
- The annual plans for normative activities are not available to public on the Parliament's website

>RECOMENDATIONS< PARLIAMENT

- To publish the program and the administrative documents which are missing
- To publish public procurement contracts
- To publish in an up-to-date manner the listings of votes on the adopted laws/amendments to the laws/reports
- To publish in an up-to-date manner the minutes from the plenum and work bodies' sessions
- To significantly enhance the budget transparency on the website
- To have the Law on Budget precisely stating the deadlines for the Government's submission to the Parliament of the proposal for the law on budget for discussion
- To show individual activities of the parliament representatives, especially those related to the Parliament's supervisory function

Government of Montenegro

At the moment, the Government of Montenegro satisfies 56.10% of the desirable level of compliance with the good governance principles

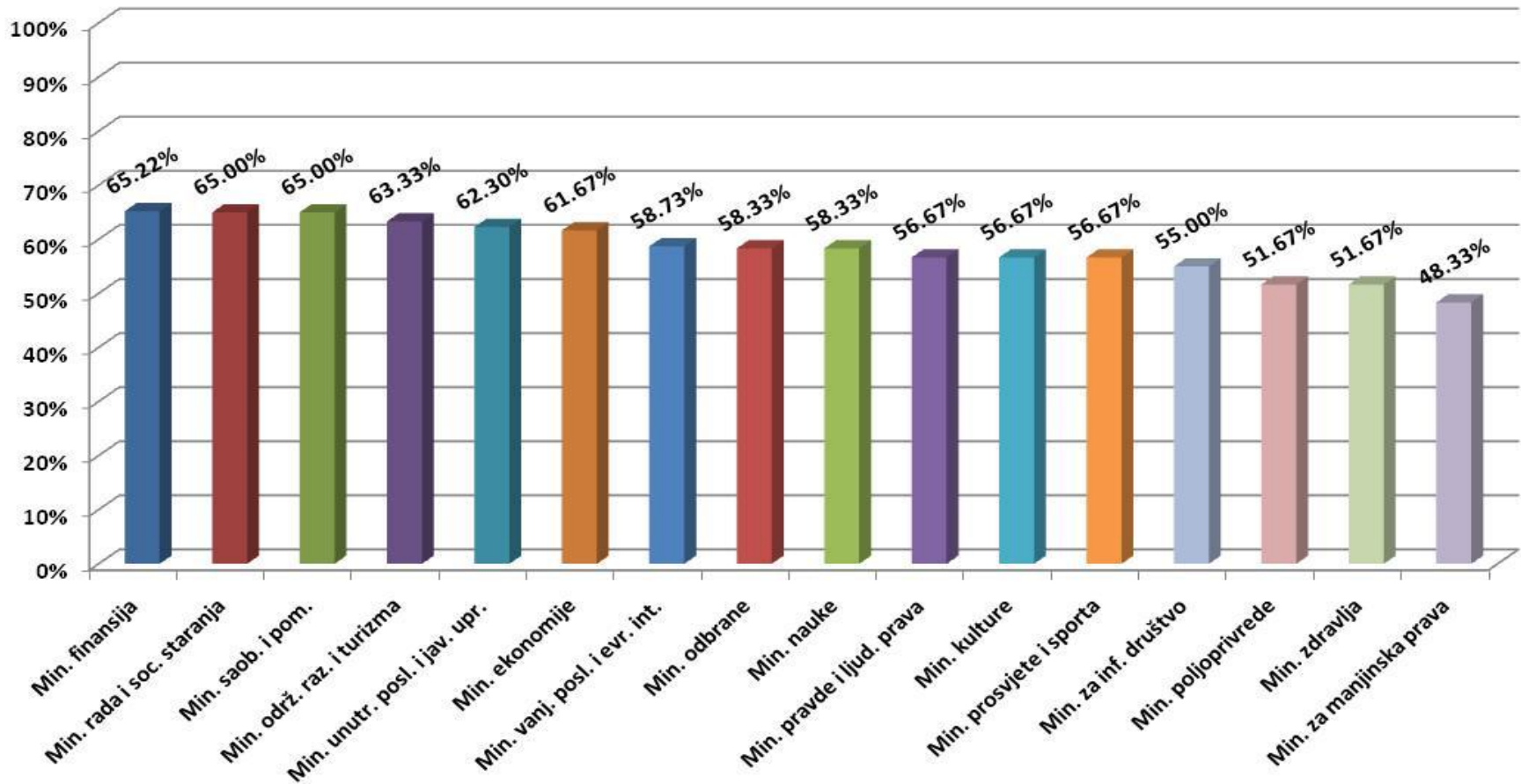


Highcharts.com

The main findings of the monitoring:

- Documents regarding public procurement (of the Secretariat-General) are not being published on the website
- The Government's official website does not present plans for public discussions of all ministries.
- The normative framework of the ministries' reporting to the Government needs to be significantly enhanced (unified content, form, time period, etc.)
- The Government failed to achieve satisfactory results when it comes to the system's readiness for implementation of the new Law on Civil Servants and State Employees
- There are no well-defined indicators of the implementation and the efficiency of the reform programs
- There is no special body within the Government dealing with defining the strategic goals, and planning and monitoring their implementation

Ministries



- The results of our monitoring indicate that the ministries have achieved better results in comparison to the Government - at the moment, the ministries satisfy 58.5% of the desirable level
- The best results have been accomplished by the Ministry of Finance 65,22%, and the worst by the Ministry of Minority Rights 48,33%

The main findings of the monitoring:

- The ministries' websites are generally unclear and unorganized
- The problem is the failure to publish key documents with regard to public procurement. The percentage of satisfaction of this indicator is only 16.67%
- A Montenegrin citizen can find out very little on the activities of certain ministries by visiting their websites
- None of the ministries have their budgets for 2012 on their websites
- The ministries made no effort to explain the budget for 2012 to their citizens through promotional material (leaflets, announcements in the media, memorandums, etc.)
- Two ministries which have not posted on their websites the Guide for Free Access to Information.

- Only 20.83% included NGO representatives as a part of working groups for drafting the last five draft laws or strategic documents
- Only 8 out of 16 ministries have at least one invitation for a public discussion in the last year published
- Only three ministries have the plan for public discussions published on their websites
- Less than half of the ministries have an internal document for monitoring and evaluating the effects in implementation of programs and projects
- In 68,75% of the ministries there has been at least one external or internal evaluation of work in the past year

>RECOMENDATIONS<

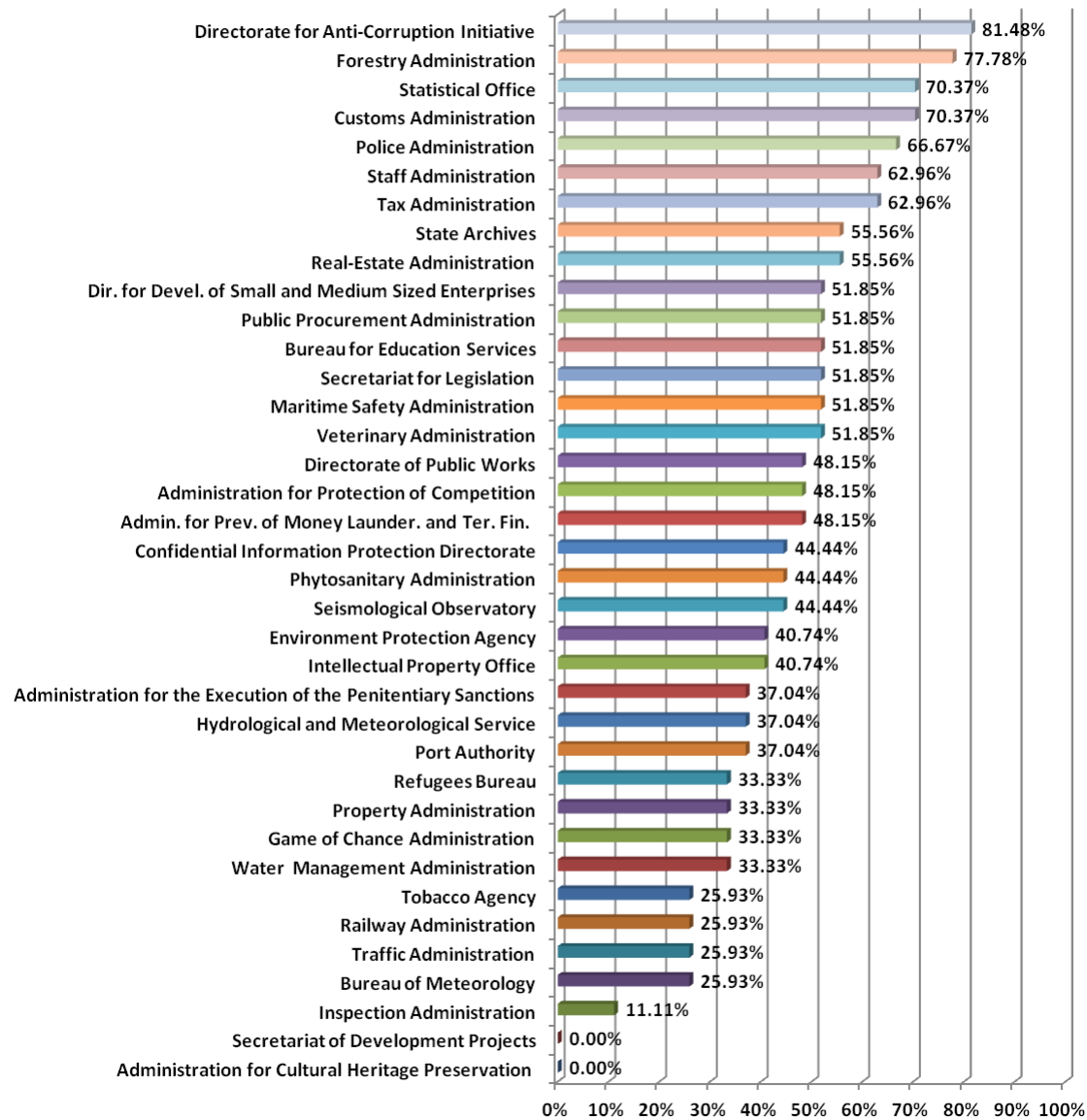
THE GOVERNMENT AND THE MINISTRIES

- To have a unified policy of improving good governance in all ministries
- To improve the quality of the Government's and the ministries' websites
- To present in a good quality manner the Government's budget and the budgets of the ministries
- To increase the quality of information provided to the citizens on strategic and operational objectives of the Government and the ministries
- To improve the quality of the ministries' reports to the Government and the Ministry of Finance
- To create preconditions for an efficient implementation of the new Law on Civil Servants and State Employees
- To introduce a better quality system of creating strategic objectives and monitoring the effects of the reforms

Administrative institutions

- Our monitoring of other administrative institutions included the institutions stated in the Decree on Organization and Method of Work of State Administration
- Administrative institutions satisfy 44.14% of the desirable transparency level

Administrations



The main findings of the monitoring:

- There are large differences in the development of administrative institutions
- The administrative institutions do not dedicate enough attention to communicating with and informing of the citizens
- Four state institutions do not have their own websites
- 38% of the institutions have not updated their websites in the past 45 days
- 90% of the state institutions do not have the key documents on public procurement published on their websites
- Only 24% of the administrative institutions have the most important administrative documents on their websites
- Only 36% of the administrative institutions have a public relations office
- Almost half of the administrative institutions do not have the Free Access to Information Guide published on their websites

>RECOMENDATIONS< ADMINISTRATIVE INSTITUTIONS

- To update the Government of Montenegro website, section Organization, where administrative institutions are listed
- To significantly enhance the quality of internet presentation of the administrative institutions
- To improve the relationship between the administrative institutions and the citizens
- To publish the most important document with regard to the administrative institutions' work
- To publish documents related to public procurements
- Publishing the Free Access to Information Guide

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Thank you !

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