Gradanska alijansa
Civic Alliance – Aleanca qytetare

Analysis

Implementation of online tools for e-Participation in Montenegro

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1) Introduction

One of the fundamental pillars of democratic society is strong civil society embodied in citizens' participation in the broadest sense. Transitional post-communist countries have relatively short democratic experience, which is incomplete and often too frustrating, due to transitional processes. As a consequence of dominant characteristics of communism as the previous political system, citizens mostly lack the experience of active citizen, or a citizen who recognizes the system as a bearer of sovereignty - who participates in democratic processes through creating of public policies and accountability.

We have to be aware that Montenegrin democratic consciousness is burdened by the traditional legacy of socialism, as well as two decades of the process of consolidation of democracy and democratic institutions, and that all of us should make additional and honest efforts towards the strengthening of democratic processes, and therefore, rising awareness on democratic participation and its importance.In order to motivate these people on participation, they must feel that their voice counts and that may affect the situation and the course of events. They must be given the opportunity to speak freely about everything that bothers them,while their opinions should receive the attention they deserve. Traditional forms of citizens' participation such as voting in elections, referendums, voting for representatives in local self-governments, particularly due to changed circumstances and conditions in which modern societies and democracies function, they cease to be sufficient. As such, they offer limited possibilities for expressing interests and opinions of citizens, sorecently has occurred evolution of new and so-called informal forms of participation through which citizens participate more intensively, recognizing its role in the system.

One of the important aspects of development of democracy in modern conditions, which largely enhances and provides more intense participation and consequently stronger civil society, is so called "electronic democracy". Electronic democracy does not represent a future situation, but simply modern democracy with the contribution of people who use information technology as a tool for their participation in democracy.We also want to remind that this is very significant area on which is being discussed in Europe more often, and the confirmation of this are recommendations of the Council of Europe to member states, adopted by the Committee of Ministers on 18 February 2009, which recommended member states to have in mind and consider advantages and benefits provided by electronic democracy towards strengthening of democratic institutions and democratic processes, and to consider its implementation and the type of support for the promotion of institutions and democratic processes by information and technological means.Since 2011, Montenegro is the signatory country of Open Government Partnership (POV) that is based on principles of culture of openness of authority bodies, participating of citizens in creating and adopting of public policies and proactive publishing of information as the grounds for confidence of citizens in institutions of the system. [1]

Through this brief analysis, we would like to present how e-Democracy looked like in Montenegro in the previous period, what were the tools that the Government of Montenegro implemented and applied in the previous period in the field of e-Participation and e-Democracy development. We will also try to point out the shortcomings that were noted through the research of our team, and previous work of our and partners organizations in this areas that lasted for years.

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[1]   http://www.opengovpartnership.org/

2) Reform of public administration

The basic function of a modern public administration is to serve to citizens. With the aim to fulfill these conditions, some countries accessed to comprehensive reforms of public administration that meant radical changes in previous manner of functioning and also modernization of public administration. Confirmation that this need is recognized by Montenegrin authorities, we have found in the Strategy of Public Administration Reform in Montenegro for 2011-2016, where the part that defines goals stated: " The system of managing with electronic documentsin public administration bodies has been established"; "Conditions for citizens and other social and economic entities to communicate electronically with bodies public administration, for exercising of their rights and obligations,have been provided." [2]

One of the main objectives of these reforms implies primarily the increase of integrity of public administration. Integrity of public administration implies commitment to work, responsible and fair   usual perception of corruption, such as bribery in cash and gifts, it also includes sophisticated forms such as nepotism, favoritism at the employment process, obtaining public contracts, corruptive public contracts, trade of services or information, blackmails, pressures and other forms of illegal lobbying. For that reason, one of the most important aspects of public administration reforms, which should primarily contribute to these goals, is modernization through adaptation to modern conditions and above all the use of new technologies. The use of new technologies certainly guarantees opportunities for increase of transparency, efficiency and accountability in work of public administration

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[2]   Strategy of public administration reform in Montenegro for 2011-2016

3) Electronic or digital democracy

Electronic or digital democracy may be defined as a democracy that adapts to the information age, which provides to citizens better access to governmental units and information, and faste exchange of information among people, through information technology (ICT), especially Internet.[3] Electronic democracy (e-Democracy) essentially implies the use of ICT as the tool for development and strengthening of democracy primarily, as the tool that provides to citizens more direct participation in policy-making. Bringing together the possibilities of new communication ambient and improving the quality of citizens' participation in public administration, development of e-Democracy strongly affects the revitalization of society. Its success ultimately depends on citizens' confidence in authorities and the technology of e-Government finds them especially in terms of security and protection of personal data- or confidentiality and efficiency, which is reflected in concrete results.

To gain better understanding of electronic democracy, we can extract the concepts of electronic government (e-Government) and electronic administration (e-Governance). E-Government can be defined as the use of information technology to improve efficiency and quality of public services to citizens and business entities. [4] Unlike the concept of e-Government, the concept of e-Governance has wider concept that includes more or less electronic modernization of business processes, reform of managing of the overall public administration and improving of administrative functions but also participacion communication with citizens. Or, e-Governance aims to both strategic use of ICT and impact on increasing of the efficiency and transparency of public management, access to information and the participation of citizens in decision-making processes at different level. [5] E-Governance refers to the processes and structures that include all forms of e-interaction of citizen with government, or represents a form of e-Business in the delivery of e-Services towards different target groups. There are various initiatives of the Government that include the principles of electronic government and electronic democracy. In this regard and for better understanding of the analysis results, it is important to make a distinction between e-Administration, which is in fact the e-Governance in the strict sense, because it is primarily about administrative procedures and manners of making them easier.

Positive effects achieved by providing of e-Services, by bodies of public administrationare as follows:
o   decreased administrative costs
o   increased precision and accuracy in work of administration
o   recipients of administrative services save time in this manner
o   easier access to reliable information
o   reducing the possibility of corruption
o   possibility of building a two-way interactive partnership between government and citizens.

Through this analysis, the research team of Civic Alliance primarily devoted attention to the second part, which provides e-Governance, which is related to citizens' participation and participation through creating of policies, through online participation in different processes, at different levels or so called - electronic participation.

3   Ostojić D.; Petrović D, Recommendations for development of e-Governance. Belgrade, 2005-2006
4   Isanovic A., New media, local self-government and participatory communications in BiH, 2010
5   Dimitrijevic P, Electronic managing and digital society, Banja Luka 2010

4) Portal e-Governance

Ministry for Information Society and Telecommunications of Montenegro implemented the project "e-Governance Portal", directed towards creating of a modern and efficient public administration. The project is one of the key links and we can say the first serious step in development of electronic government in Montenegro. This project is implemented in accordance with the Strategy of development of information society 2012-2016, where the program e-Governancehas been recognized as one of the main pillars of development of ICT for public administration. One of the main goals is 200 most frequently used government services to be available on the portal e-Governance until 2016.[6] One of the main directions is motivating public bodies and local self-government units to organize future work using this platform as the tool that they have at the service, which does not require additional resources, in order to eliminate administrative barriers. [7] This e-Governance should facilitate and increase the interaction between the three factors of society –the country, physical and legal entities, in order to stimulate political, social and economic development of the country.

Ministry for Information Society and Telecommunications, through implementation of standards and quality of the EU adapted, initiated activities to define the legal and normative regulations in the field of electronic government. In that manner, responsibility of the competent authorities would be determined, manners of exchanging data between digitalized registers, and the manner of exchanging data between existing information systems. Currently, the Proposal of Law has been defined and it is important to finalize the procedure of its adopting.

So far, for the implementation of the e-Governance was spent 509.451,28EUR. Within this sum, development of the portal was 214.451,28 EUR and the update of dynamic web portal was 295.000 EUR
The portal officially started to function on 14 December 2010, while there were no expenses for the portal marketing. [8] The Report on implementation of the Portal for 2013 and 2014 was not developed[9].

In the frame of the Portal, the research team of CA dealt with those options, ie. services related to the participation of citizens - through creating of policies participating online in different processes at different levels, or the so-called electronic participation.

Portal e-Governance offers the opportunity for participating in development of public policies through participation in electronic public debates. In the part related to e-Participation, there is special area of public debates. Public debates can initiate only reported users of the portal e-Governancet who are allowe this, after addressing to administrator of the portal via Contact.Participation in public debate is possible for all users who apply or register as the e-Governanceusers.At the page Public debates, all interested people can send comments, suggestions, and send documents related to the topic of public debate that was initiated.Initiator of public debate kept the right not to publish comments as a whole or partly, which are not related to the topic of public debate.[10]

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6   Strategy of development of information society in Montenegro 2012-2016
7   For institutions that currently provide electronic services at the Portal, were organized trainings in cooperation with Human Resources Management Authority. Trainings were of interactive type with detailed explanations of roles the Portal recognized through the system. It is planned for such trainings to be organized for all new users of the Portal, or employees in institutions which publish new services or electronic services.
8   Request for free access to information, resp.no. 051-01-14/2-15
9   Request for free access to information, resp.no. 051-01-1/2-15
10   http://www.euprava.me/eparticipacija

eUprava
PORTAL eUPRAVE CRNE GORE

NASLOVNA   eUSLUGE   MOJA eUPRAVA   VIJESTI   ePARTICIPACIJA   POMOĆ   KONTAKT

eParticipacija
Javne rasprave

ePARTICIPACIJA

Participacija je učešće građana, u nekom društvenom procesu, donošenju odluka bitnih za njihov život i društvenom životu zajednice, kao i uslugama u zajednici i preuzimanje odgovornosti kako u samom procesu realizacije, tako i u odnosu na rezultate. To je najneophodniji i najvažniji uslov demokratije i civilnog društva.

eParticipacija odnosno elektronska participacija je termin koji podrazumijeva upotrebu informaciono - komunikacionih tehnologija u procesima javnog upravljanja i vladanja. Obezbjeđuje kvalitetniji kontakt između građana i predstavnika vlasti bez nužnosti fizičkog prisustva aktera dijaloga.

eParticipacija je u potpunoj korelaciji sa elektronskom demokratijom - *eDemokratija* i elektronskim upravljanjem - *eUpravljanje*.

Moja prijava

Prijava

Nemate korisnički nal
Registrujte se.

Pretraživanje

Pretraži

Pretraga
PO POČETNOM SLOV

Pretraga
PO NADLEŽNOM ORGANU

Uputstva
ZA KORIŠĆENJE

Nove usluge
▸ Pitajte direktora
▸ Uložite primjedbu
▸ Prijavite korupciju

Popularne usluge
▸ AZLP   regis
rukovaoca zbirke

Graphics 1. Portal e-Uprava, Public debates

Portal e-Governance is connected to all relevant and competent institutions, and in this part sends invitations, statements, and conclusions related to public debates.This is about intuitive, evident and easy to use option, where users can send their comments or prepared materials related to the area covered by the public debate

A brief analysis and review of the last public debates in 2014 and 2015 showed that portal users do not use this option as a form of participation. Ministry for Information Society and Telecommunications did not have information about the number of initiated debates and comments in this manner.[11] The analysis defined that portal users did not use the portal for this purpose, and that the balance of comments or users who participated in the public debate in the mentioned period, was zero. This is concerning information, because it shows that users in practice do not use existing models which portal offers, even though the Strategy plans developing of additional tools. Awareness on citizens' participation in Montenegrin society is at a very low level, and participation in public debates that do not have online character, is also very low. Large problem is lack of confidence in Government's projects of this andsimilar character, or that citizens, if they decide to such forms of participation, really can make impact on changes. What is specifically identified as the problem is that citizens are too little acquainted with models and manners of democratic participation, especially when it comes to e-Democracy and the use of ICT

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11   Request for free access to information resp.no.051-01-1/2-15

resources.[12] This is where the mentioned problem has been recognized, which we perceive as dominant, and lies in the fact that citizens are not or are very little introduced with the functioning of the portal e-Governance, and even less introduced with the various tools within it, and also opportunities to participate in online public debates. Such current situation on the terrain is connected to the fact that nothing has been invested for the promotion of the Portal and its services. This is the result of a poor approach, where the focus of previous work is placed on technical fulfillment of conditions, not on the most important aspect - that the portal and services on it should finally bevome operational and reach out to citizens as the key target groups and be used in practice. The general impression is that the current attention to the part related to participation was much lower and this part is marginalized in relation to provision of services via his portal. We also have to bear in mind that this is huge project, which should aim to synchronizing of online activities of all bodies of public administration, even when it comes to the section "public debate". As the challenge remains the inclusion of other parts of bodies of public administration, which would send and publish its statements on public debates on the Portal and enable this form of participation in public debates.[13]

In the part of the portal **e-Services**, services that provide public institutions can be approached electronically. These services are divided into services for physical persons, legal entities and public administration

Clicking on specific service provides the review of services from life areas and life situations. Three types of search of offered services may be used: review according to the first letter of the name of service; by the name of competent body that provides the service; classic search by typing the part of word or the whoel word from the name of service in the field Search, that is placed in the right meni above previously mentioned searches, and by clicking on icon "lupe".

Box 1- Instructions for use

There are 12 areas, which offer e-Services (business, documents, health, housing, environment, tourism, education, finances, jobs, registers, public debates, statistical researches of data).In the frame of services, we can point out few of them that provide "citizens' participation", mostly through possibility of submitting applications related tio irregularities in work of competent institutions.

In the part related to participation for physical persons, the Portal offers the possibility for ***reporting suspicions in corruption***.In the application part, there is only this option, and it is concerning that on the whole portal, the only type of application citizens can send, is the application for suspicious in corruption. Corruption is reporting this way to the body that is responsible for the implementation, or to the Directorate for Anti-Corruption Initiative, while the competent authority is the Ministry of Finances. Citizens can register here criminal acts with elements of corruption, such as bribery,violation of job position, illegal receiving and giving gifts, illegal impact, fraud and other. In this part of the portal, which is reserved for the application of physical persons, is explained in detailsabout the manner and whom to send such applications, via so-called offline or without using the Portal, or telephone, fax, e-mail or coming at the address of Directorate for Anti-Corruption. Ministry for Information Society and Telecommunications has no information about the number of applications that have been filed in this manner, and the level of use of this tool. Unfortunately, there are no records in the Ministry for Information Society and Telecommunications about the number of these applications so far and what were they related to.[14]

In the part e-Services related to health care in the sector for applying, is the option ***"Phone line for complaints"***.Unfortunately, this option does not function, or, there are no information about the manner of use of this service. For physical persons in this part, for required life situation "Health", there are no defined services.

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12   Research on Civic participation in Montenegro, Civic Alliance and DeFacto Consultancywww.gamn.org
13   Research team of CA could not receive precise information about the number of public bodies and units of local self government involved in the work of the portal, through the section Public debates
14   Request for free access to information, response of the Ministry no.051-01-1/2-15

__Request for free access to information__ is provided as the type of communication with bodies of public administration, where cooperation has been established.Citizens can communicate with these bodies, while administrative communication in the form of delivering licences, appointments, insight into archive (depending from authorized body), while they are allowed to ask for the information, in the part related to participation.

5) E-participation at the local level

The place where the processes of citizens' participation naturally start is the local community. Local authorities in transitional countries are faced with problems, such as decentralization, fragmentation, undeveloped mechanisms of public participation, lack of highly educated professionals, and many other problems. However, today and in very complex world, only at this lowest level of democracy, some sort of dialogue between citizens, their interest groups and politically elected representatives can be held. Effective local democracy is therefore very important for higher levels of democracy. Each citizen should have the opportunity to be active citizen in local unit, and attain experience that is important for participation at higher levels, and to develop democratic political culture

When we talk about different levels of citizens' involvement and civic participation, it is primarily related to the national and local level, depending on the subject matter or the type of problems, and jurisdiction or competences of public authorities. It is particularly interesting to observe development of e-Governance in local or municipal levels of government, because significant part of interaction between government and citizens takes place at the local level. At the local level also made those decisions that are of particularly important for local population, because their effects are directly connected with everyday life of citizens. However, paradoxically, despite the large number of studies on e-Government and e-Governance,there is small number of researchesrelated to development of e-Governance at sub-national or local levels. In Montenegro, we can say that one of the applications of this problem occurs, where the principle of e-Governance and a number of individual electronic tools, aiming to contribute to e-participation,tryto apply primarily at the national level. Experience in the practical implementation of some of these tools has shown that, when it comes to enhancing of citizen participation, should start right from the lower levels, and mainly topics related to everyday life of citizens and problems that would be solved as soon as possible with such participation,and feel certain results. In societies such as Montenegrin, where the principle of citizen participation is very low, specific sensibility in planning of these strategies is important,so that citizens can become closer to civil activism with the tools that will actually be used in practice, like some of the initiatives of the Government did at the national level, whose practical implementation failed.

Lack of a general strategy in planning of development of this area by local self-governmentsis recognized in Montenegro. Differences between Montenegrin municipalities are also very large, which is additional aggravating circumstance. They differ in the size of the territory, population, development, number of employees, the number of large enterprises, the number of students and highly educated citizens. Also, what is also considered as big problem is the fact that the existing normative solutions do not take into account intensive development of ICT and the concept of electronic government as the key development trend. In order to implement real and functional decentralization in accordance with the European Chart on Local Self-Government in Montenegro, there is still a number of important reforms that has to be done. Strengthening of financial planning and provision of e-Governance services at the local level, and in general sense, the need for modernization of local self-government are some of the more important issu, on which should be pointed out. Issues related to development of local e-Governance services, in addition to the legal framework can be regulated by various documents in the form of decisions, regulations or strategic documents adopted at the level of local self-government, which set up procedures for development of e-Governance. The practice is very rare that local self-government bodies adopt specific decisions for development of e-Governance, and that this has to be regulated at other levels and initiatives, which indicates on conclusion that the potentials for fostering e-Governance through adopting of various municipal documents are practically neglected.

In particular there is a need to connect citizens with their legitimate elected representatives in the assemblies of local governments. This is very important because such communication should contribute to better represent the interests of citizens at the local level as well as stronger monitoring of executive power at the local level and the implementation of their decisions and policies.

6) Portal Voice of citizens – electronic petitions

Voice of citizens – e-Petitions is the portal with the aim to provide citizens to participate in the process of creating public policies by fdelivering petitions to the Governemnt of Montenegro in electronic format or online.Launching of this portal initiated Igor Luksic, Deputy Prime Minister. The project came into force on 9 October 2012 and is implemented with the support of UNDP Office in Podgorica.

Portal "Voice of citizens" provides to all adult citizen in Montenegro, who have identity card, and to foreigners with permanent residence in Montenegro, who have identity cards for foreigners, to file petition from any area in the frame of competences of the Government of Montenegro. Candidating the petition on the portal "Voice of citizens", user selects the ministry competent for acting upon its petition.If the petition fulfills the rules for applying, competent ministry adopts it to be visible on the portal and open for voting. If the petition does not fulfill prescribed rules, it will be rejected and the person who filed the petition receives the information via email about reasons for adopting of such decision. If the petition receives the support of at least 6,000 people within 60 days, competent ministry submits it to the Government for consideration for 20 working days since the close of voting. The petition is then considered at the Government session and the Government decides whether, and up to which extent, it will accept changes set out in the petition. If it decides to accept the petition, the Government in its conclusion puts the responsibility on relevant ministries to take appropriate activities in order to meet the above requirements. At the same time, if it decides that the petition is not acceptable, the Government informs public about it, stating the reasons why the petition was assessed as unacceptable at the session of the Government (for example, in contradiction with the strategic commitments and policies for which the Government received the mandate from the Parliament of Montenegro). [15]

> If the petition receives the support of at least 6,000 people within 60 days, competent ministry submits it to the Government for consideration for 20 working days since the close of voting. The petition is then considered at the Government session and the Government decides whether, and up to which extent, it will accept changes set out in the petition. If it decides to accept the petition, the Government in its conclusion puts the responsibility on relevant ministries to take appropriate activities in order to meet the above requirements. At the same time, if it decides that the petition is not acceptable, the Government informs public about it, stating the reasons why the petition was assessed as unacceptable at the session of the Government (for example, in contradiction with the strategic commitments and policies for which the Government received the mandate from the Parliament of Montenegro).

Box 2.-Instructions for use

The portal clearly points out the rules related to the manner of functioning of portal and conditions and rules for delivering of e/petitions.These rules are about technical matters, but also and largely about the content, aiming to better functioning of portal and preventing of violations.

Such initiative, as one of this type and one of the first in the region, was pleasant surprise and indicated on possibilities for stronger and determined access of the Government for creating of more open Government, especially in the spirit of development of e-Democracy and the use of modern technologies. Until nowadays, during 30 months, only two petitions were voted, while 46 were filed – 20 petitions were rejected ecause they did not fulfill the conditions. Petition that requested urgent constructing or reconstructing of kindergartens in Podgorica, Bar and other municipalities municipalities that registered lack of capacities for accommodation, was voted on 11 December 2012 and received 6,616 votes, and was later adopted at the session of the Government, while the petition "Police Academy in Danilovgrad should be named by SlavoljubSlavkoŠćekić", was voted on 5 February 2013with 6.741 votes, and was later rejected at the session of the Government. Lack of platform is reflected in the fact that the support for intiatives

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15   https://epeticiie.gov.me/

Graphics 2. Portal – Voice of citizen

At the beginning of work of the platform, some shortcomings were noticed, and according to part of civil sector, these shortcomings were limiting factor for successful implementation of the project. Part of civil society, through the membership of Operational team for implementation of Open Government partnership, but also interested organizations, gave their opinion about conditions/criteria, indicating on shortcomings and suggesting concrete proposals for improving. The most important criteria that had to be changed was about the level of prescribed census for voting on specific proposal that would be sent to the Government, on which would be discussed at the Government session.

Operational team for implementation of Open Government Partnership showed the capacity to work on improvement of the platform "Voice of citizens", and was ready several times to make the best solutions on improvement of the tool, in cooperation with civil society. The Government obliged Operational team to work on recommendations for improvement of this portal.[16] Unfortunately, the Government rejected part of important conclusions of Operational team, about suggestions we recognized as the key ones, such as reducing of census or needed number of signatures, from 6000 to 3000, which suits to IT literacy, the level of use of the Internet in Montenegro, and overall social and economic conditions in Montenegro and prolongation of deadline when it is important to collect signatures, from two to three months.

Key shortcomings of this platform, identified through the work of NGOs and afterwards through analysis, are as follows:

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16   Conclusions of the Government no.06-2703/9-12 from 17 January 2013

➢   Among the first and most important is limiting factor in practical applicability of e-Petitions in Montenegro *__with the required census of 6000 signatures that is not adapted to IT literacy of citizens in Montenegro, and availability of Internet in Montenegro__*. Data from the research of Monstat about representation and use of information and communication technologies from 2011, showed that 49,9% of citizens in Montenegro had Internet access, while 53,2% of citizens used computers.Thus, it is important to bear in mind the level of use of the computer in Montenegro, and the possibility of access of citizens to this type of petition. In such a situation, 6000 signatures that make needed legitimacy for standard petition significantly overcomes the needed number of signatures for electronic petitions, and 6000 signatures in our country meand two times more, which represents the barrier that is hard to overcome

The proposals of civil sector were related to the fact that census should adapt to such a factual situation, which is important for proposal to entered the procedure, or be transformed into a formal initiative that would be considered by the Government, and later, if necessary, be referred to the Parliament on adoption.

➢   The following problematic definition is *__very short deadline or two months left__* for collecting signatures from the day of adopting of petition. Based on the experience of organizations and individuals that filed the petition, we found that despite all the efforts, the trend of signing the petition was not at satisfying level and with this tempo, the outcome of each petition can hardly be successful, especially bearing in mind that petition proponents will often be individuals, without large number of contacts that would facilitate collecting of signatures.

➢   The problem of this platform is that it is *__monolingual__*. Platform "Voice of Citizens" is not provided in Albanian and Roma language, which can be interpreted as discrimination of minorities. This petition has to be equally available to all citizens of Montenegro, and in this manner it sends the wrong message, and a part of society removes from what is called the democratic participation of all citizens.

➢   A large number of individuals with whom we spoke indicated that there was a fear of misuse of datathey give when signing the petition. The website must clearly state and emphasize how data are processed, in which manner are archived, who use them and for what purpose can be used. Currently, there is explanation at the website about the mentioned content, but quite vague and poorly, and as this really is one of the reasons why people give up on petitions supporting, it needs additional work.

➢   An extremely significant problem that has been identified by all partner organizations is the lack of ability to address *__local self-governments__*. In this manner, the number of areas where petitions are considered on this platform,is significantly reduced due to the shared responsibilities between the local and national levels. This situation is additionally hard due to the Regulation on organization and manner of work of public administration, which is on the website,and due to the style of writing is not enough to make the average citizen properly acquainted with the mentioned responsibilities. The idea to provide citizens to address to local self- governments should be carried out at the same website, with clearly specified censuses for each local.

➢   *__Additional complications and asking for additional data__* additionally makes the distance citizens from supporting petitions. The main goal of the use of informationtchnology is to make procedures easier,encourage citizens to democratic participation. Complete contrast to this is the need for typing in the number of identity cards, which additionally complicates this procedure and thus discourage citizens. We believe that the identification number is sufficient identification of citizens.

For the first time in Montenegro and in wider region, this project gives the citizens possibility not only to participate actively in public policy creating, but to initiate program activities of executive power on their own. Unfortunately, rejecting the most important suggestions, the Government did not show that it shared capacities of the Operational team, so the current situation has not been solved, which is the platform we have, in which was put a lot of energy and efforts, and which has become pointless due to inadequate criteria. Experiences with implementation of the platform e-Petition, at the time when it started to function, did not showed satisfying level, and participation of citizens was not achieved to the extent that was expected. Small number of signatures for active petitions is not the result of poor support or bad idea, but the sublimate of the above mentioned shortcomings that significantly contributed to the mentioned situation. This situation leads to serious question if such petitions can be the instrument that citizens would really use, or they would discourage and lose confidence

and enthusiasm for future similar projects that would be eventually implemented in the frame of Partnership of Open Government, and if such implementation of the Partnership really fulfills the ultimate goals, for which UNDP provides assistance to the Government. This platform should be adapted to average citizen so it can be useful, and by this criteria and census we distanced citizens from the platform, as something that can really be used.

We would like to remind that by the Action Plan directed towards fulfilling of goals from POG was planned implementation of a number of concrete activities in the following five areas: improvement of public services, rise of public integrity, efficient managing of public resources, developing of more safe communities and improving of corporative responsibility. E-Petitions are excellent first step, but it is not enough only to limit on them and built on them publicity on successful implementation of the Action Plan for implementation of recommendatiopns of POG.

7) Platform for reporting of suspicions on violation of state owned vehicles

One of the major problems of the Montenegrin society, when it comes to violation of state owned resources is the problem of violation use of state owned vehicles for private purposes. After a long period of showing disinterest, the Government announced desire enrich models of e-Participation by just using e-tools, directed towards solving of this problem, and it created a special online platform for reporting of suspected violation of state owned vehicles. This platform aims to provide conditions for citizens, by using modern technology and the Internet primarily, to report suspicions on violation by reporting documented suspicious or photo with description of violation, in accordance with the instructions at the web site of the Government, or part of this platform. The platform is very simple for to use, and on its first page are given precise explanations about the manner and conditions of use. [17] With this tool, violation of state owned vehicles can be reported by sending photos with a visible registration number of the vehicle used improperly, on e-mail: sluzbenavozila@gsv.gov.me. In order to determine the merits of statements in the application, it is important to state the time and the place of use of state owned vehicle, which is the subject of application, with the photo. In addition to clear instructions about the manner of reporting of violation of state owned vehicles used by the state administration authorities, citizens can receive information via phone number that is also highlighted on the website.

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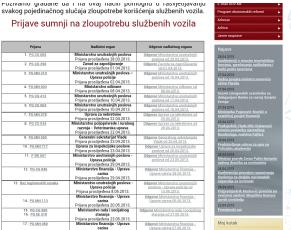
Box 3.- Instructions for use

Bureau of Public Affairs, which administers this platform according to the prescribed procedures is obliged to publish on website all documented doubts delivered in the above mentioned manner, and send them to the organs of public administration bodies for further investigation and determining of the merits of suspicion of violation of state owned vehicles. The web page http://www.gov.me/sluzbena_vozila/ publishes photos of vehicles, names of public administration bodies where the complaints were forwarded, and the feedback obtained from these bodies in a simple table

Graphics 3.- Platform for misuse of state owned vehicles

17   http://www.gov.me/sluzbena_vozila/

Since the launching of service (20 March 2013), ending with March 2015, or during less than two years, the Bureau received 249 reports of citizens that fulfilled criteria for further processing. Out of that number, 203 reports were published at the website, while 46 reports were submitted to competent bodies and were not published. These were reports of suspicious on violation of state owned vehicles that belonged to some other authority bodies, such as judiciary, local self governments, independent agencies, etc. such reports are sent to comepetent bodies but are not published, in order to avoid possibility to be understood as involving in work of bodies that are not in composition of the Government.

Overall number of reports that were published at the website of the Government is 203. Number of received answers was 182, while 21 reports have not received answers yet.[18] (This information was the topic of the request for free access to information, on which Civic)

Alliance did not receive the answer from the Bureau for Puublic Affairs in deadline prescribed by the law). Responses of competent bodies are also publishing at the website, so people who submit report have the insight into the process of determining eventual violation of state owned vehicles. All processed applications are at the portal of the Government. According to previously received answers of competent bodies, in eight cases was determined that violation had occurred, or violation at the time of using of state owned vehicle.

Number of applications significantly increased by launching of the internet site and android application "Be responsible", which started to work in the middle of May 2013.Via this application, citizens can easier and faster report any violation, in cooperation with Bureau of Public Affairs and eventual violations of state owned vehicles. Since introducing of application "Be responsible", more than 80% of applications were sent in this manner, while remaining number was submitted by citizens without this application.[19]

Since the beginning of cooperation between administrator of the website "Be responsible" and PR of the Bureau of Public Affairs of Montenegro which was good, at one moment it started to slow down. Today, communication between website administrator and the Bureau does not exist, and out testing confirmed that applications received via "Be responsible" application, do not receive answer and are not published at the website of the Government. It is important to work here on restoring of communication, or informing of cirizens that these two tools are not connected, so that citizens would not additionally be discouraged to report violations they face with. Reporting of violations of state owned vehicles were mostly related to Ministry of Interior and Administration for Inspection Affairs.

Creating of this platform turned out to be good first step but without successful finalization, because procedures have not been defined until the end. Unfortunately, this platform in its work has the trend of fall of success, reflected in the fact that we have smaller number of applications reporting suspicious on violation via this portal. This is the last fact that the portal as such showed series of key shortcoming that were reflected in lack of sanctions of obvious violations, thus, officers were discouraged to continue with violations.Promptness of work of the Bureau for Public Affairs in receiving and submitting applications and publishing answers at the website of the Government was at the very good level. However, the problem is in the fact that competent public institutions showed tendency to protect their employees and thus obvious violations. Therefore, they provide answers that are irrational, baseless and without arguments, which often does not match with description of arguments documented in application and a photo.This is due to the fact that the Bureau of Public Affairs is not competent to enter into the content of these responses, but only serves as the channel of communication with the citizens, so, after receiving pointless answers citizens lost confidence that may impact on changes with this type of participation, which is reflected in the declining number of applications via this platform. Under these circumstances, it is clear that reducing the number of applications via this platform does not mean that the impact has been made on solving of problems; but rather that one good idea was not properly implemented and and that nothing has been done on its updating.Shortcoming are reflected in unpublished information, eventual manners in which officers who misused state owned vehicles were sanctioned. In this manner, citizens do not have the insight into final result of their applications even if comepetent body confims that the vehicle has been misused

18   Source media, TV Vijesti Archive
19   Source media, TV Vijesti Archive

Nongovernmental organizations that have been dealing for many years with monitoring of misuse of state owned vehicles and pointed out on both violations and possible solutions, indicated also on shortcomings of work on this platform, and the need to use good ideas and importance of additional work on it, so it could be used in practice and at the end have an effective online tool. Unfortunately, the current acts of the Government has not shown they want to deal with this problem fundamentally, however, there was no interest for adopting of certain suggestions.[20] We could not receive information about the new information and the number of applications, because the Government's Bureau for Public Affairs did not respond to request for free access to information, and the report such as the one on which worked previous Chief and the team we could find on the website of the Government of Montenegro.

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20   We could not receive information about the new information and the number of applications, because the Government's Bureau for Public Affairs did not answer on request for free access to information. The Report on implementation of the Platform for 2014, was not prepared and cannot be found at the website of the Government

Conclusion

Lack of serious strategy of the Government has been noticed in development of the currnet electronic democracy in Montenegro. Devotion to development of e-Participation and e-Democracy is mostly related to individual initiatives and ideas, which are the result of work of individuals who were at some time heads of specific institutions, not the strategic determination of the Government, which is ultimately the key reason of their poor implementations. These forms of initiatives are intended to be presented as the example of creating of more open Government, but on the other side is seen lack of interest and marginalization of all indicators that show lack of success, and later recommendations and suggestions related to eventual improvement. With arrival of the new Head of Bureau for Public Affairs communication with civil sector has become worse and individual tools such as electronic petition and the platform for misuse of state owned vehicles was insufficiently promoted, with mistakes that have not been corrected.

One of good examples of cooperation with the Government, UNDP and the Faculty of Electrical Engineering is reflected in implementation of application Be responsible. The initiative of students from the Faculty of Electrical Engineering could not be improved without adequate cooperation with the Government of Montenegro. One of the shortcomings, unfortunately, is that the application functions only in the part related to the fight against grey economy, or in the part which was supported by the Government. Other options, such as reporting of misuse of state owned vehicles and illegal waste disposal sites, unfortunately did not start to function, because the Government did not identify persons that woudl deal with these applications. [21]

All tools that were the subject of the analysis and the overall project e-Governance were not adequately presented to citizens, while the efficient communication channel for continuous informing about them existed

As the consequence of such access, we have high percent of citizens who are not informed about electronic tools and the portal e-Governance that may be used for different types of participation, from participating in public policy creating until reports about law violations and other misuse.Besides the lack of information, lack of confidence of citizens in models of participation was identified. Poor implementation contributed to such situation, where initiatives of citizens (mostly reports and suggestions) were arrogantly stultified or they failed due to a number of technical and limiting factors. Acting in this manner, the tools that is supposed to make citizens'participation easy, and make the Government close to citizens, unfortunately achieved the poor effect, meaning that citizens were discouraged and not believing that thei engagement in this regards can be achieved and provide concrete result.

In such a situation, the Government has to monitor implementation of current projects, and show its determination and devotion to work on improving and removing identified shortcomings, and should also return the confidence of citizens.Informing, education and confidence are the key preconditions for success in this area, and before starting implementation of future and similar projects, the Government has to show success in implementation of current projects.

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21   Team of CA did not deal with detailed analysis of the project "Be responsible" bevause this is the source project of students of the Faculty of Electrical Engineering, with the support of UNDP

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