



Institut za  
javne financije

## **The Index of Good Governance in Croatia 2012** a summary of research results

authors: Nives Miošić, Mihaela Bronić and Marina Škrabalo

GONG's Research Centre in cooperation with the Institute of Public Finance

Zagreb, April, 2013

IMPRESSUM:

Authors: Nives Miošić, M.A., Mihaela Bronić, Ph.D and Marina Škrabalo, M.A.

Editor: Nives Miošić, M.A., Head of GONG Research Centre

Reviewers: Predrag Bejaković , Ph.D and Goran Vukšić, Ph.D

Publisher: GONG

For the publisher: Dragan Zelić, Executive Director of GONG

Design: Andreja Sunara

Published: April 2013, Zagreb

The study was conducted by GONG's Research Centre in cooperation with the Institute of Public Finance,

within the scope of the project **Cooperation and Transparency Against Corruption** co-financed by:



The European Union



Office for Cooperation  
with NGOs of the Government of RC



Duration of the project: 05 May 2011. – 04 May 2013.

Total budget of the project: 213,597.70 EUR, out of which 196,616.68 EU funds

Project partners:



The views expressed herein are those of the authors and can therefore in no way be taken to reflect the official opinion of the European Union, Office for Cooperation with NGO's of the Government of Republic of Croatia, nor of the National Foundation for Civil Society Development.

## Table of Contents

<b>Key findings</b> .....	<b>4</b>
<b>1. Introduction</b> .....	<b>6</b>
<b>2. Methodology</b> .....	<b>7</b>
<b>3. Results of the study</b> .....	<b>12</b>
3.1. Overall results .....	12
3.2. Results of the Government of Republic of Croatia .....	15
3.3. Results of the Croatian Parliament .....	17
3.4. Results of Ministries .....	18
3.5. Results of the Offices of the Government of Republic of Croatia .....	20
<b>4. Conclusion</b> .....	<b>23</b>
<b>5. Recommendations</b> .....	<b>26</b>
<b>References</b> .....	<b>28</b>
<b>Appendix 1 – Number and Type of Indicators per Institution and Dimension</b> .....	<b>31</b>
<b>Appendix 2 – List of indicators per dimension and body, including maximum number of point per indicator, category and body</b> .....	<b>34</b>

## Key findings

The latest public opinion surveys in Croatia reveal the decline of trust of Croatian citizens in intentions and capabilities of any political option to deal with numerous problems successfully. In parallel, citizens' support for direct democracy movements has been on the rise, not simply as a correction but rather an alternative to parliamentary democracy. Growing support to movements and initiatives questioning the very model of representative democracy is an indicator of an extremely negative valuation of personal experience with democratic government and activities of political elites in the past two decades. In the climate of low citizens' trust in public bodies and political actors in general, the inadequate implementation of citizen participation mechanisms in decision-making processes and policy development can only increase the risks within the Croatian political system, and contribute to its instability in the long run. Therefore, the intention of this research is to identify good practices, but also omissions of the governmental bodies, with the aim to encourage them to enhance the quality of governance, especially in regard to openness and accountability thus contributing to the decline of distrust between the government and the citizens.

We defined good governance widely, as honest and competent conduct of public service and created eight dimensions of good governance relevant for the current Croatian political and social moment. Those eight dimensions were operationalized through 142 indicators in total - 106 scored and 36 interpretative ones. The sample consisted of 29 national government bodies - Government of the Republic of Croatia, its 20 Ministries, 7 Offices of the Government and the Croatian parliament. Sources of data included official websites and questionnaires, as well as validation of certain answers by competent authorities. The research was conducted in the period from January to March 2013, while data collected referred to the work of the bodies in 2012.

**The average scores achieved in this research indicate that the quality of governance in state government bodies is far from satisfactory, with large discrepancies between different dimensions, as well as within individual institutions. This raises a serious concern and indicates a necessity of systematic and focused enhancements.**

On average, all bodies achieved 49% in eight researched dimensions, which is also the scope of average results for the Government and the Ministries, whereas Government Offices lag behind considerably, with an average of 41%. Only the Croatian Parliament achieved the result somewhat above average with 56%.

**The highest result of 67% was achieved in the Ministry of Administration and the lowest of 18% in the Government Office for Internal Audit. Among the ministries, the lowest ranked is the Ministry of Regional Development and EU Funds, with 40%, while the result of the Government itself is on average 49%, thus, not satisfactory. The highest ranked Government Office is the Office for Cooperation with NGO's with the score of 64%.** The difference of only 3% between the highest ranked Ministry of Administration and the second in line, the Government's Office for Cooperation with NGO's indicates that the quality of governance does not depend on the type of the body, but on the commitment to the principles of good governance.

The range of the achieved score between the worst and the best dimension varies between 9% in the *Fiscal accountability and transparency* dimension and 84% in the *Readiness for regulatory impact assessment* dimension. Apart from regulatory impact assessment, dimensions relating to openness - *Informing the public and ensuring access to information* and *Parliamentary openness* reach a satisfactory level with two thirds of achieved points. These are followed by *Public participation in political decision*

*making* with a score of 44%, leading to conclusion that **the best results were achieved in the area of readiness of institutions to provide information and communicate with the public. Therefore, we can conclude that in the 2012 Index, the principle in focus of the Government was openness - transparency of policies and public participation in the process of their development.**

**Dimensions that fell far behind the satisfactory level were *Managing conflict of interest* (score of 26%), *Monitoring and reporting on policy implementation* (score of 29%) and finally, almost completely lacking *Fiscal transparency and accountability* (score of 9% points). Those dimensions, in fact, represent the sore points of the Croatian public administration system, rooted in the administrative culture, which has not yet systematically embraced strategic management tools either at the level of fiscal planning or at the level of policy planning and implementation monitoring.** The poor results of the Croatian parliament in the Parliamentary oversight dimension can be explained by the same reasons. As for managing conflict of interest, on one hand the results are a reflection of the political culture of a society characterized by clientelism, and on the other hand, a result of the lack of understanding of the term itself, which consequently leads to confusion when it comes to the modalities of efficient control.

Significant discrepancies between the results in certain dimensions brought us to a conclusion that the openness of the government does not simultaneously imply its accountability. In fact, the results in some dimensions indicate that the principle of accountability lags considerably behind the openness of institutions, with a distinct discrepancy between a relatively high transparency of publishing programme documents and almost absolute non-transparency of information on budgets for the very same programmes. Since this is in essence the same principle of governance, the issue of lack of coherence in the approach to the modernisation of the state administration inevitably arises.

**Differences in results of individual bodies within same dimensions indicate a lack of a systematic approach to management, while the differences within same bodies in individual dimensions indicate a strong dependence on personal preferences or attitudes of top level officials and civil servants and the importance they place on individual elements of good governance. Until the approach to governance is systematized and minimum standards set at the level of all bodies of government we can continue to expect diverse results.**

## 1. Introduction

Considering the relationship between the government and governance in the context of the democratic order, some authors (Riley, 2003: 3) claim that the terms government and governance in reality deal with issues of consent and cooperation of the ones who are being governed - the citizens. The term "government" implies the state apparatus used to get consent and cooperation, while "governance" refers to processes of participation in decision making, processes of consultation on public policies and their implementation, and experiences of citizens with both government and governance. Due to the expansion of liberal democracy, but, also the technological progress in past 30 years, citizens' expectations of the government and the administrative apparatus have significantly increased, and the future of the relationship between the governments and their citizens depends on the way how the authorities will deal with these changed expectations (Riley, 2003:5)

Global trends show that trust of the public in political elites and political parties is declining, and in the case of Croatia this trend is additionally strengthened by experience of widespread corruption and clientelism, which are in essence a direct negation of the principles of the rule of law and good governance. The latest public opinion surveys in Croatia indicate that less and less Croatian citizens have trust in intentions or capabilities of any political option to efficiently deal with numerous problems<sup>1</sup>, while in parallel citizens' support for direct democracy movements is on the rise <sup>2</sup>, and not as a mere corrective but as an alternative to parliamentary democracy. Growing support to movements and initiatives which put in question the very model of representative democracy is an indicator of an extremely negative perception of personal experience with democratic government and activities of political elites in past two decades. If these experiences do not improve rapidly, and at least a part of expectations are fulfilled, the relationship between the government and the citizens in Croatia does not face a bright future. Conditions of low citizens' trust in public bodies and political actors in general, deficient implementation of citizen participation mechanisms in the decision-making processes and

---

<sup>1</sup>According to the latest CRO Barometer from March 2013, less than 18% of Croatian citizens found that the country was going in the right direction, and only 27% of citizens supported the actions of the current Government. At the same time, the rating for the strongest opposition party, HDZ, also dropped and in March reached its all-time low of 17% of support. (see<http://www.tportal.hr/vijesti/hrvatska/251198/Karamarko-nezaustavljivo-tone-najnepopularniji-je-politicar.html>)

<sup>2</sup>During the first trimester of 2013 we witnessed two referendum petitions: one successful case of Dubrovnik local referendum, caused by broken political promises of elected representatives to announce the referendum on the Srđ golf resort project. The second attempt, known as, "the referendum uprising", in spite of its failure, still managed to collect a respectable number of signatures - approximately 400.000 for a total of four referendum questions.

development of public policies, can only increase the risks within the Croatian political system, and contribute to its instability in the long run. Finally, as numerous studies on human capital showed (Šalaj, 2007), trust is the key element of success of any kind of developmental effort, especially at the level of the entire society; without it there is no way out of the perpetual state of economic and social crisis.

Therefore, this research, by showcasing good practices, but also the omissions of the government bodies, attempts to encourage them to enhance the quality of governance, especially in the area of openness and accountability and thus contribute to the decline of distrust between the government and the citizens.

Guided by GONG's analytical and advocacy experiences as well as interest for the concept and practices of open and accountable citizen-oriented government, we designed a series of indicators in different dimensions of governance that we applied to some government bodies at the national level in Croatia. We intend to conduct this research every two years and create a data base on the quality of public, truly democratic governance in Croatia that will serve the government authorities as a tool for identification of areas which need improvement. In addition, a publicly available electronic data base will create a possibility for citizens to monitor overall progress of individual government bodies or progress in regard to individual dimensions in which they expect the greatest improvements. This will provide a possibility for citizens to improve their perception of the quality of government and governance. It is expected that the second round of the research will undergo certain methodological changes based on experiences of the first round, feedback from the government bodies involved, interested citizens and the changes in the legislative, institutional and even political framework (EU accession). Regardless of that fact, the main purpose of the research will remain the same - decreasing the gap between the government and the ones who are, by their own will and with their cooperation, governed.

This excerpt brings results of the first round of research. Following the description of the methodology, we bring an overview of results - overall and by types of bodies covered by the study. The results and analysis within each of eight research dimensions follow and finally we bring conclusions and recommendations.

## **2. Methodology**

Good governance is defined as honest and competent conduct of public office, expected by citizens from any government, regardless whether their preferred political option won in the free and fair elections. Honesty is reflected in the commitment of the government to the rule of law and the realization of democratically defined goals and public interest, its openness and transparency. This, on one hand leads

to political accountability and on the other hand enables meaningful citizens' participation in political processes. Its competence is expressed through efficient, effective and economically sustainable provision of public services (Miošić-Lisjak, 2005: 7).

Starting from such a definition of good governance, but with full understanding that the perception of what is considered as "good" depends on values, heritage and culture (including institutional) of each polity, GONG defined dimensions of good governance we found relevant for the current political and social moment in Croatia. Dimensions, as well as indicators within each dimension were defined based on the review of relevant global literature on measuring quality of public governance, existing domestic research as well as experiences of researchers included in this study. We found especially helpful the experiences of developing The Open Society Index by a team gathered around Open Society Institute Croatia in 2004, as well as LOTUS Index, successfully implemented on two occasions already in 2009 and 2012 in cooperation with the Association of Cities in Croatia. In addition, during the development of the methodology we cooperated with the Montenegrin Centre for Democratic Transition from Podgorica which developed their own Index of good governance DURBIN. Part of the research relating to fiscal transparency and accountability was developed in cooperation with Mihaela Bronić Ph.D from the Institute of Public Finance, whom we thank warmly for her readiness to cooperate on this project. . The remaining part of the study was designed and implemented by GONG's Research Centre.

The study was conducted on a sample of 29 government bodies at the national level: The Government of Republic of Croatia, 20 Ministries, 7 Offices of the Government of Republic of Croatia<sup>3</sup> and the Croatian Parliament. The selection of bodies into the sample was governed by a belief that these bodies of the central government structure have the strongest influence on the total quality of decisions reflected in public policies as well as patterns of governance at all levels of government, in all areas of society, and consequently on the experience and the perception of governance among citizens.

Taking into account the spectrum of interconnected principles of good governance in the European administrative area (EC, 2001) - openness, participation, accountability, effectiveness and coherence - our Index of good governance in its initial form emphasizes the principles of openness and accountability which we consider as a basis of democratic governance, and from which other principles and practices

---

<sup>3</sup>According to internal organisation, the Government of the Republic of Croatia has 11 offices, but the sample does not include the following ones: Office for protocol, General administration office, Central public procurement office and the Office of representatives of the Government before the European Court for Human Rights, since they were not held relevant given their scope of work and the lack of competence for adopting and/or implementation of public policies or the function of internal audit.



are developed and derived. Namely, the openness of state institutions is a precondition for participation of stakeholders and different institutions of the government, both in political decision-making and design of public policies. Without it, external control of institutions is impossible. Accountability permeates the entire process of design and implementation of public policies - from defining goals in accordance with the public rather than particular interests, through planning and implementation of policies which take into account potential effects and proper and sustainable use of resources, to accountability for results and integrity towards various institutional actors and citizens. In such a way the participation principle relies directly on the principle of openness, while the principle of effectiveness is based on responsible use of resources for the purpose of achieving results. Finally, the principle of coherence relies on the openness of institutions for cooperation and their accountability for the achievement of broadly set goals.

A total of eight dimensions of good governance were defined for the purpose of the research, taking into account the specific competences and modalities of work of Croatian state institutions. Thus, some dimensions refer to all institutions in the sample, whilst others do not cover certain institutions due to lack of relevant competence. Two dimensions - openness to the public and oversight over implementation of policies - are specific for the Croatian Parliament, but are, by the principles they cover rather than the indicators, equivalent to dimensions public participation in political decision making and oversight of policy implementation for executive government institutions. Although it is impossible to distinctly separate dimensions according to the principle they operationalize, the principle of openness is present in following dimensions:

- (1) Informing the public and ensuring access to information;
- (2) Fiscal transparency and accountability;
- (3) Public participation in political decision making and
- (5) Parliamentary openness, whereas in the last two dimensions it intertwines with the principle of participation.

The principle of accountability is present in dimensions:

- (2) Fiscal transparency and accountability (in the part referring to meeting deadlines, complying with procedures of public procurement and proper expenditure of budgetary funds),
- (4) Readiness for regulatory impact assessment, as a tool for risk management in policy implementation and achieving results;

(6) Managing conflict of interest, where the emphasis was put on personal and institutional accountability for suppression of damaging the public interest in the context of existence of private and particular interests ;

(5) Monitoring and reporting on policy implementation and

(8) Parliamentary oversight, where the focus was on the accountability for the quality of implementation and results of policies.

Table 1 connects researched dimensions and government bodies:

**Table 1**

<b>DIMENSION</b>	<b>Government</b>	<b>Ministries</b>	<b>Offices of the Government</b>	<b>Parliament</b>
1. Informing the public and ensuring access to information	YES	YES	YES	YES
2. Fiscal transparency and accountability	YES	YES	YES	YES
3. Public participation in political decision making	NO	YES	YES	NO
4. Readiness for regulatory impact assessment	NO	YES	NO <sup>4</sup>	NO
5. Monitoring and reporting on policy implementation	YES	YES	YES	NO
6. Managing conflict of interest	YES	YES	YES	NO
7. Parliamentary openness	NO	NO	NO	YES
8. Parliamentary oversight	NO <sup>5</sup>	NO <sup>6</sup>	NO	YES

Each of the dimensions contains a certain number of indicators, which, according to the authority and competence of individual bodies differ throughout the sample. Since the differences are significant, a detailed insight into the number of indicators per state body is available in Annex 1. In addition, although the majority of indicators (75%) are scored, some were used by researchers for better understanding and assessment of governance processes. Such interpretative indicators were not scored. The list of indicators per dimensions and bodies, as well as the scoring system is presented in Annex 2.<sup>7</sup>

---

<sup>4</sup>Except for the Legislation Office - only one indicator within dimension is applicable.

<sup>5</sup>Except one indicator - speed of Government responses to the questions of the Members of Parliament

<sup>6</sup>Except one indicator - speed of responses from ministries to the questions of the Members of Parliament

<sup>7</sup>On aggregate, a total of 142 indicators were defined, out of which 60 on the internet. Furthermore, out of 142 indicators, 106 were scored and 36 were non-scored, interpretative indicators.

Given the different number of scored indicators in each dimension, results of individual bodies in the sample are presented as a percentage of achieved points in relation to the maximum which a body could have achieved in a certain dimension. This was necessary in order to make the results comparable between different (types) of bodies.

All data collected refer to the work of state bodies during 2012. Data sources were official websites of the state bodies in the sample, responses to questionnaires sent to all bodies in the sample, and the Rules of Procedure of the Croatian Parliament. Additionally, related to the implementation of the provisions of the Freedom of Information Act (FOIA), we asked for data from the competent body - Croatian Personal Data Protection Agency (CPDPA), while for the validation of responses in the dimension "Readiness for regulatory impact assessment" we asked for additional information from the Legislation Office of the Government. Finally, data regarding possible irregularities in public procurement procedures was collected by searching the public on line data base of the State Commission for Supervision of Public Procurement ([www.dkom.hr](http://www.dkom.hr)).

We wish to emphasize that some indicators refer strictly to respecting specific legal norms, while others, although not a legal obligation, represent, in our view, good practices which can be expected in given institutional circumstances and are therefore included in the Index. We consider this important to emphasise, taking into account the traditionally present normative optimism of the Croatian administration, which very rarely decides to implement mechanisms that are not normatively regulated, but undoubtedly contribute to increased transparency, and to the quality of public policies.

Questionnaires were sent to the Government of Republic of Croatia, the Ministries and Government Offices through the Public Relations Office of the Government, while the questionnaire to the Croatian Parliament was sent directly by GONG. Questionnaires were sent on the January 10, 2013, with a due date set for of January 31 2013. Although the majority of bodies in the sample responded within the set deadline, the last questionnaire arrived as late as February 20, 2013. We contacted some of the bodies additionally on March 25, 2013 with a supplement of questions regarding the public procurement procedures. These responses arrived by 3 April 2013.

Official websites were browsed during February and March 2013. Responses to the questionnaires, as well as the ones related to available data on official internet pages were entered into the data base. After data entry, preliminary results were delivered to the bodies for review, in order to validate the answers, or to indicate possible omissions on the part of researchers during the official internet pages review. The deadline for corrigendum delivery was 05 April 2013 at 5 pm. This opportunity was used by

11 bodies from the sample (38%), and all of them received an explanation for disregards of some of their remarks. It should be mentioned that in some cases it was clear that the bodies started to upload some of the required indicators on their websites after receipt of the notice on preliminary results. Since our goal was to enhance transparency and proactive data publishing by the public bodies, we have accepted such changes, except in cases when they occurred after we sent explanations on disregards of some of their remarks. .

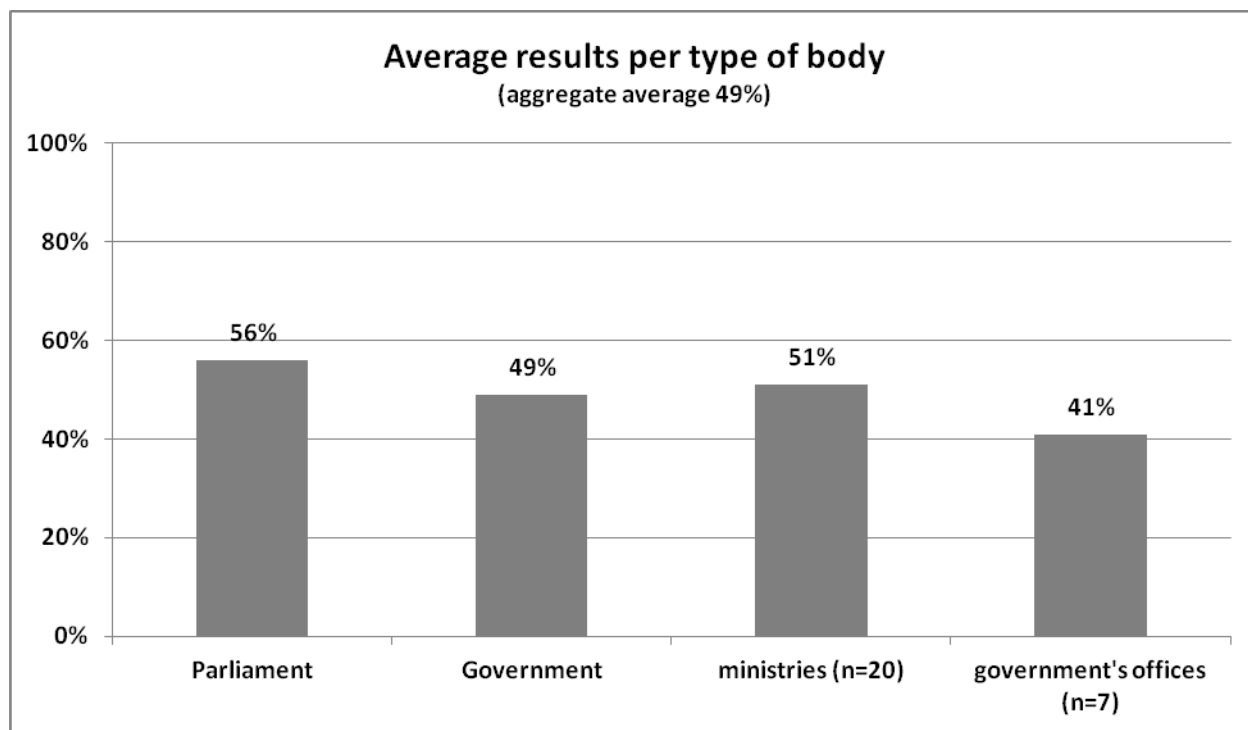
Finally, we wish to emphasize that this Index was designed as a developmental tool that will be updated, upgraded and changed in the future along with the changes of the legal or institutional framework, and international trends of public governance. Therefore, this study should be treated as a pilot study, by which, among other things, we test the methodology itself. The Index was, therefore, designed as a modular type, in order to allow not only changes of indicators, but also adding new modules if necessary. . All remarks which arrived during the research will be carefully considered during the methodology improvement for the second round of research.

We use this opportunity to thank the Public Relations Office of the Government for encouraging institutions to participate in the Index and for their logistical support in the distribution of questionnaires to the Ministries and Government Offices. We also thank all government bodies that participated in the study, in hope that the results will encourage them to reflect on necessary and possible improvements of their governance practices, and consequently the trust citizens have in their work.

### **3. Results of the study**

#### **3.1. Overall results**

**The average result achieved in this research indicates that the quality of governance in state government bodies is far from satisfactory, with large discrepancies between different dimensions, as well as within individual institutions. This raises serious concerns and indicates the necessity of systematic, focused enhancement.** On average, all bodies achieved a score of 49% in eight researched dimensions, which is equal to the average results for the Government and the ministries, while on average Government offices lag behind (41%). Only the Croatian Parliament achieved a result somewhat above average with 56%.

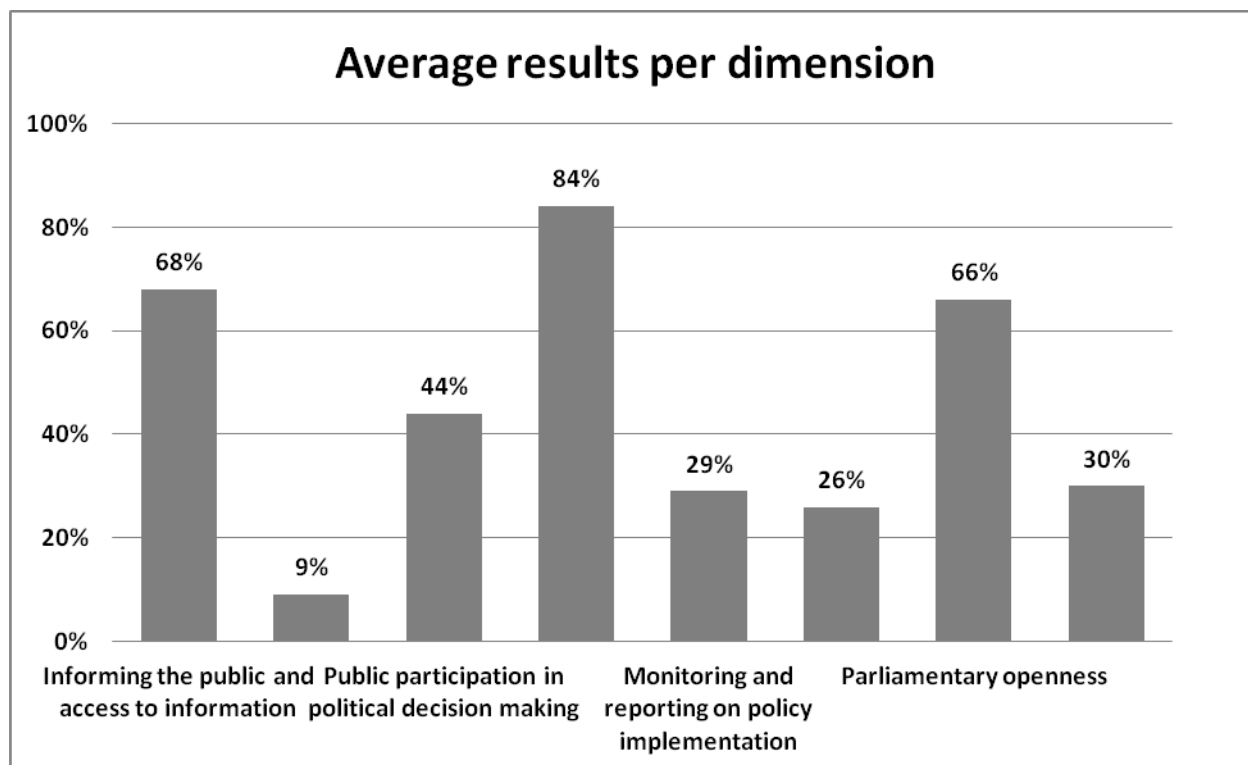


Graph 1

If we speak of average results in individual dimensions, the variations are enormous. The range of achieved points between the worst and the best dimension vary between 9% in the dimension *Fiscal accountability and transparency* and 84% in the dimension *Readiness for regulatory impact assessment*. However, we should emphasize that the majority of indicators in the latter dimension refer to formal adherence to legal provisions, and such a high level of achieved points is not unexpected. Given the fact that the Regulation impact assessment act <sup>8</sup> will start implementation in 2013, only the second rounds of research will enable a more detailed insight in the true quality of implementation of all provisions of this Act.

---

<sup>8</sup>Official Gazette 90/11



**Graph 2**

Apart from the regulatory impact assessment, dimensions related to openness - "Informing the public and ensuring access to information" and "Parliamentary openness" reach a satisfactory level with two thirds of achieved points. They are followed by "Public participation in political decision making" with 44% of achieved points, making it possible to conclude that **the best results refer to the readiness of institutions to provide information and communicate with the public**. This is, let us not forget, also the main aspect of the impact assessment methodology which includes publishing of normative activity plans and public consultations as a necessary source of information for the analysis of possible impacts. Additional important instruments for public participation are the Freedom of Information Act<sup>9</sup> (which has recently been improved)<sup>10</sup> and the Code on Consultations with the Interested Public in Policy Making, whose implementation has been additionally encouraged by amendments to the Rules of Procedure of the Government in December 2012<sup>11</sup>. The latter order the bodies to submit reports on public consultations as a supplement to the drafts of regulations to be discussed by the Government.

<sup>9</sup>Official Gazette 25/13

<sup>10</sup>Official Gazette 14/09

<sup>11</sup>Official Gazette 121/2012

Strengthening of the standards of openness should be attributed to long-term efforts of civil society organisations, and the active engagement of the Office for cooperation with NGO's, but also, to the declared readiness of this Government to increase transparency, so as to differentiate itself from its predecessors. Results in these three dimensions suggest that relatively satisfactory results are achieved when representatives of the government (independently or as a result of external pressure) recognise and encourage implementation of certain principles and good governance practices. In the 2012 Index, the principle to which the Government paid most attention was openness - transparency of policies and public participation in processes of their development.

Dimensions which are far from satisfactory are managing conflict of interest (26%), monitoring and reporting on policy implementation (29%), and finally, almost entirely lacking, fiscal transparency and accountability (9%). It is evident that the principle of accountability lags far behind openness of institutions, while a distinct gap exists between relatively high transparency of "letters" and non-transparency of "numbers" behind those policies. Since this is essentially the same principle of governance, the results raise the question of lack of coherence in the approach to modernization of state administration .

### ***3.2. Results of the Government of Republic of Croatia***

Since the Government could realise the majority of its maximum score (98%) in dimensions "informing the public" and "fiscal transparency and accountability", this part of the paper will analyse in more detail the results on scored indicators within these two dimensions. As a reminder, we note that the Government achieved barely half of possible points (49%).

**In the dimension "informing the public and implementation of FoIA" the Government achieved a high score (74%).** It updates its website on daily basis, which contains, apart from information on daily activities of the Government or the Prime Minister, all other information on its competences, organisational structure, and even reports on its performance. In addition, contacts of competent officials are available, as well as the list of frequently asked questions.

In order to achieve an even higher level, publishing of data on public procurement for the Government needs is required on the internet portal [www.vlada.hr](http://www.vlada.hr), or to be more specific, publishing the procurement plan for 2013, which during review of the page was not available. In addition, for higher transparency of public procurement and increasing trust of citizens in these procedures, it would be useful to publish not only information on signed contracts and information on execution of contracts but

the contracts themselves. This can be achieved either by direct publishing of contracts with individual contractors/service providers or with links to concrete contracts at the page of the electronic bulletin board for public procurement. **This recommendation is even more meaningful, if we take into account the fact that in 2012 the Government of RC spent almost 80% of funds for public procurement procedures through contracts signed without prior publication of a contract notice.** This is an option proscribed by the Law, among others, for cases when the contract can be executed only by a specific entity operating on the market, due to exclusive rights protection, as was implemented in the case of the Government of RC. However, given the collective trauma caused by malfeasance in public procurement in the past, led by the Fimi-Media case, for increasing levels of citizens trust in public procurement procedures in Croatia, publishing contents of contracts seems to be an appropriate solution, even if the extreme solution, present in Slovakia is avoided - there contracts become valid only after they are published on official websites.

Apart from that, the Government of RC should update contact information for the Information Officer (two different names were found at two different places on the Government's portal) and ensure that the search engine at [www.vlada.hr](http://www.vlada.hr) becomes truly functional. Since, recently plans were announced for the redesign of the Government's portal, we believe that these deficiencies will be solved.

Given the relatively high result in the previous dimension, it is evident that the Government lost the majority of possible points in the dimension "Fiscal transparency and accountability". Out of maximum of 17 points, the Government achieved only 2 thanks to the fact that Minister Linić responded to citizens' requests on several occasions on the topic of budget and expenditure of public funds during 2012, and that, in spite of significant delays in the budget process, the budget was passed in the Parliament within the legal timeframe.

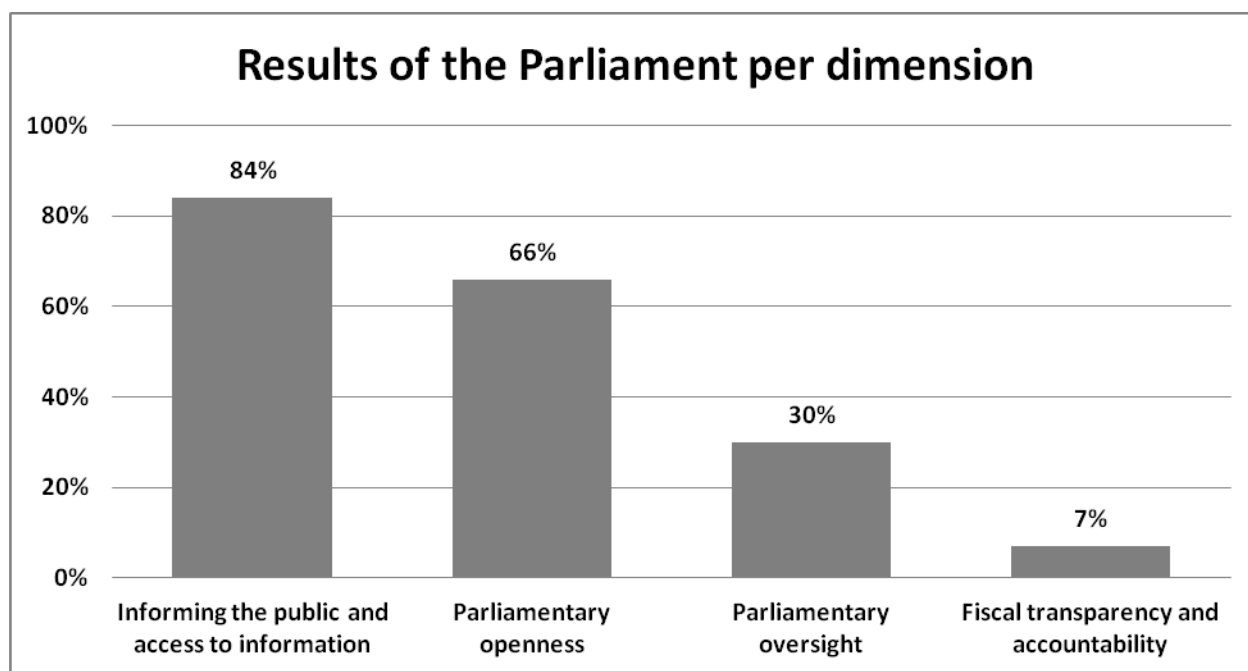
Some indicators in this category refer to respecting legal deadlines in budget planning that were breached during 2012. The remaining indicators refer to the publishing of budget drafts and financial plans, publishing financial reports and publishing the Government's part of the budget in a format suitable for wider citizen use. **The comprehensive documents, published on the Ministry of Finance's website are too extensive, and hard for citizens to comprehend. Therefore citizens cannot participate or at least try to follow the budget process or access "user friendly" information on expenditure of budgetary funds of specific institutions, and the Government itself. Finally, the Government made no attempt whatsoever to determine the public opinion on what the budgetary priorities should be and which budget lines should be submit to cuts.**



Since fiscal transparency is one of key areas defined by the Government within the Open Government Partnership<sup>12</sup>, we hope that the results in this dimension will improve rapidly in order for Croatia to maintain its “star performer” status in the distinguished international company of this global initiative. Therefore, we expect stronger efforts both from the Government and the Ministry of Finance in order to reach the objectives of OGP in the area of fiscal transparency.

### **3.3. Results of the Croatian Parliament**

The Croatian Parliament achieved an average of 56% of possible points, but as presented in Graph 3 significant variations exist among researched dimensions, varying between as much as 84% of achieved points in the most successful to the minimum of 7% in the least successful dimension.



**Graph 3**

A distinct difference exists between the educational-informative function of the Parliament towards citizens, where the Parliament achieved a high score and its oversight function over the executive, where

---

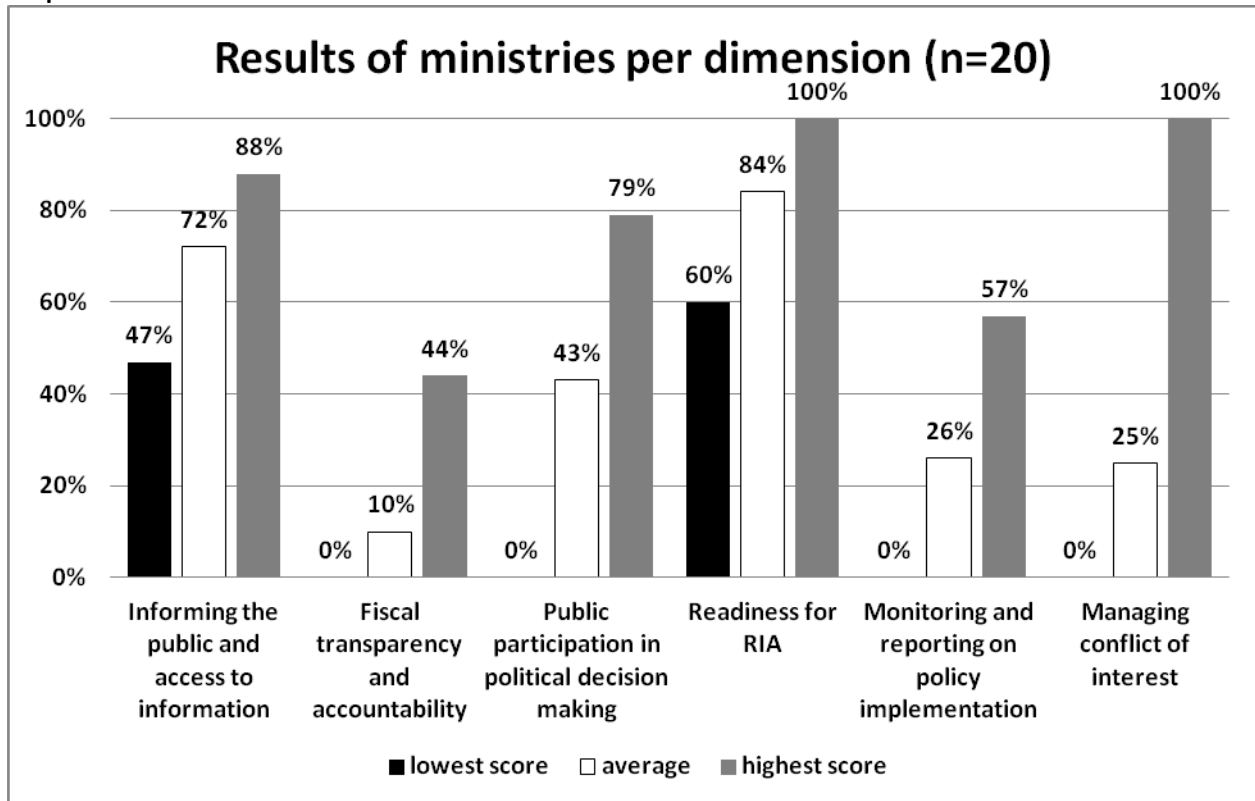
<sup>12</sup> For details on commitments see: Action plan for the implementation of the Open Government Partnership Initiative in the Republic of Croatia for the period 2012-2013. Available at: <http://www.uzuvrh.hr/userfiles/file/Akcijski%20plan-Partnerstvo%20za%20otvorenost%20vladnih%20institucija%20i%20gra%20djanstva%20za%202012%20i%202013%20godinu.pdf>

it achieved only 30% of possible points. In total, the Parliament has satisfactory results in the area of participatory democracy, but its fiscal transparency is in fact non-existent.

### 3.4. Results of Ministries

As mentioned in the introduction the ministries achieved an average of 51% of possible points. But, in order to get a more detailed insight, it is necessary to analyse average results per dimension. Graph 4 presents average, highest and lowest score of the ministries in each dimension, where, already at first glance, significant variations can be noticed between individual dimensions but also within same dimensions.

Graph 4



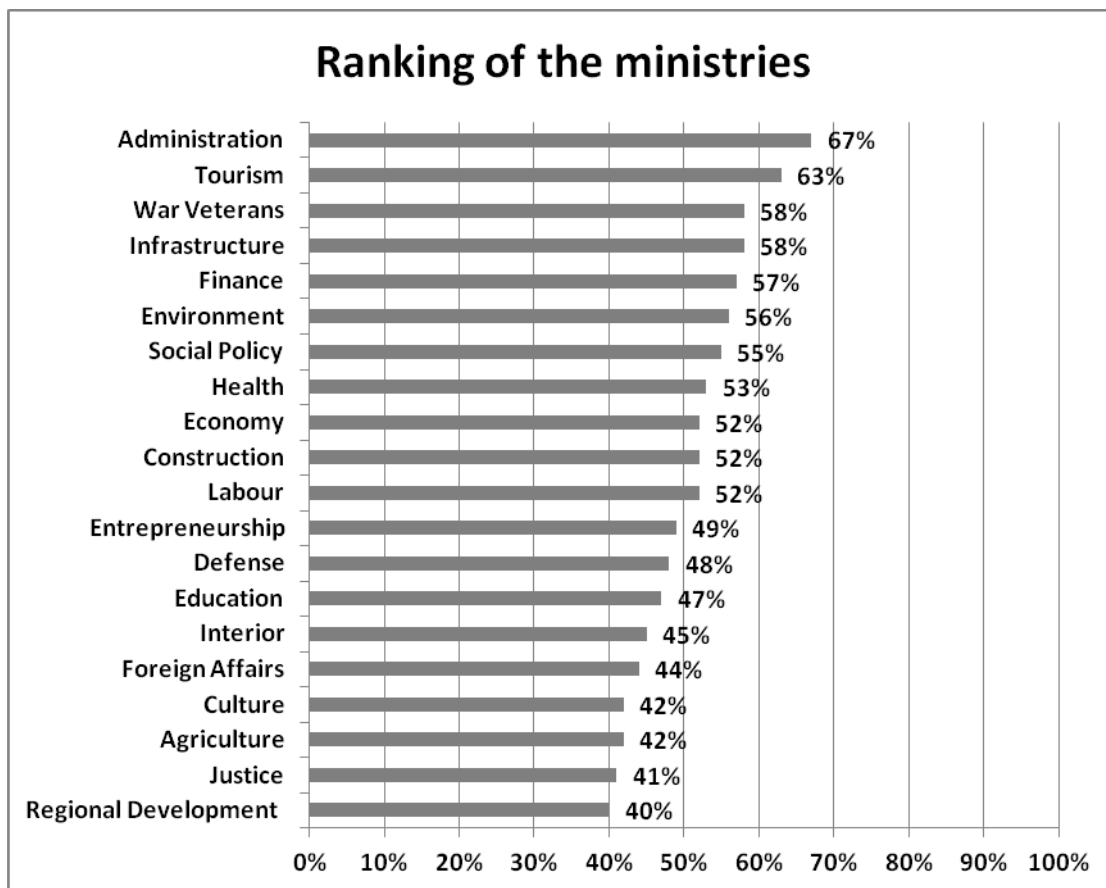
Graph 5

While in the dimensions of informing the public and readiness for regulatory impact assessment relatively satisfactory results are noticed, in fiscal transparency and accountability, monitoring and reporting on policy implementation and finally in managing conflict of interest the range of results indicates significant variations and the lack of a systematic approach to these issues. It seems that they depend heavily on individual practices of heads of individual bodies. Result analysis per individual

ministry indicates that the same heads pay significant or sufficient attention to one dimension, whereas completely neglect the other. This is clearly visible on examples of the Ministry of Economy and the Ministry of Agriculture. Namely, the Ministry of Economy achieved the highest score in the dimension of *informing the public*, but the lowest in the dimension *monitoring and reporting on policies*, while the Ministry of Agriculture achieved the exact opposite. On the other hand, some of the ministries have lowest scores in several dimensions, as the Ministry of Regional Development and EU Funds, with the lowest score in both *public participation in decision making* and *managing conflict of interest*. Similarly, the Ministry of Foreign and European Affairs has lowest scores in both *public participation in decision making* and *readiness for regulatory impact assessment*.

Ministry of Finance scored the highest in the *fiscal transparency* and *managing conflict of interest* dimensions, while the Ministry of Administration had the highest score in the dimension *public participation in political decision making*.

The ranking of ministries is presented in Graph 5:



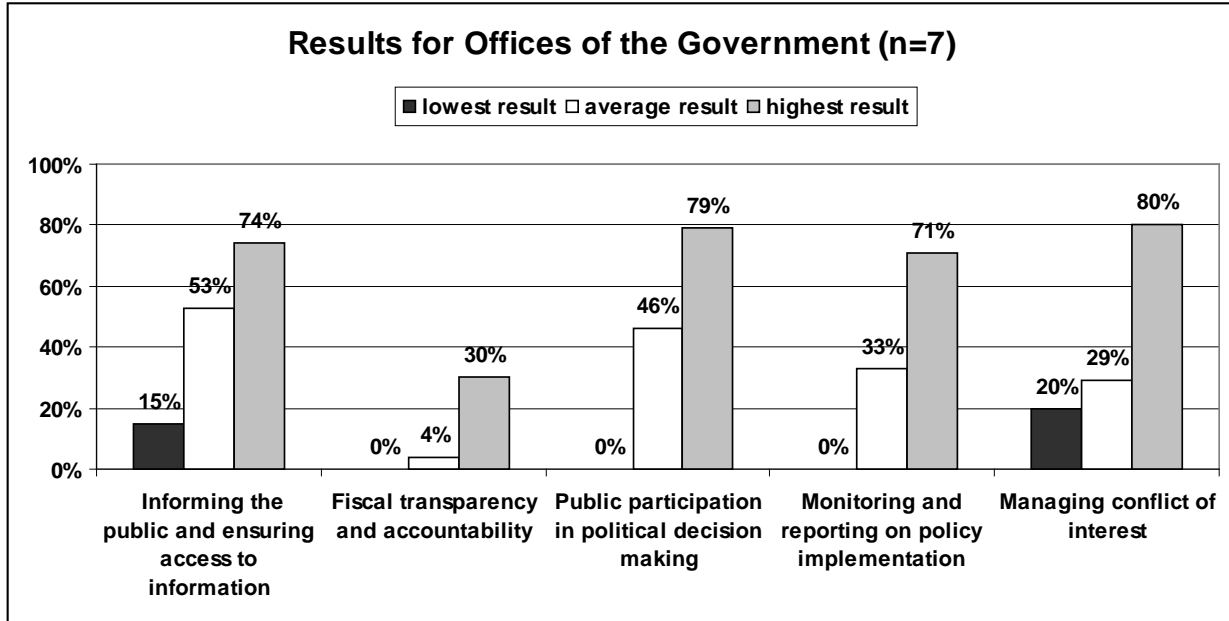
Graph 6

Although it is evident that there is enough space for improvement in all ministries, the broad range of scores with the best result being 37% better than the worst indicates that the bureaucratic cultures differ, probably due to several factors, including leadership, tradition of governance and the presence or lack of standards, instructions and encouragement from the central level. A gap between results is evident in two groups - 9 below average ministries - with results ranging from 40% to 50% and 11 above average with results ranging from 51% to 67%, with the Ministry of Administration standing out with a result above two thirds of possible points (67%).

### ***3.5. Results of the Offices of the Government of Republic of Croatia***

The selected seven Offices of the Government achieved an average score of 41% of possible points, which is significantly below the average for all Ministries (51%) and the total sample (49%). The multiple variations among dimensions are even larger than in the case of Ministries, the same is true for individual Offices of the Government. For example, the best individual score (Office for cooperation with NGO's with 64%) is as much as three and a half times higher than the worst (Office for internal audit with 18%). The highest average score per dimension is achieved in *Informing the public and access to information* (53%) which is as much as 13 times higher than the average for the lowest ranked dimension *Fiscal transparency* (4%), while within individual dimensions the highest and the lowest scores of individual Offices vary up to sevenfold. **According to these results, the Offices of the Government can hardly be considered as a coherent category of organisational units since their governance practices differ to such an extent.**

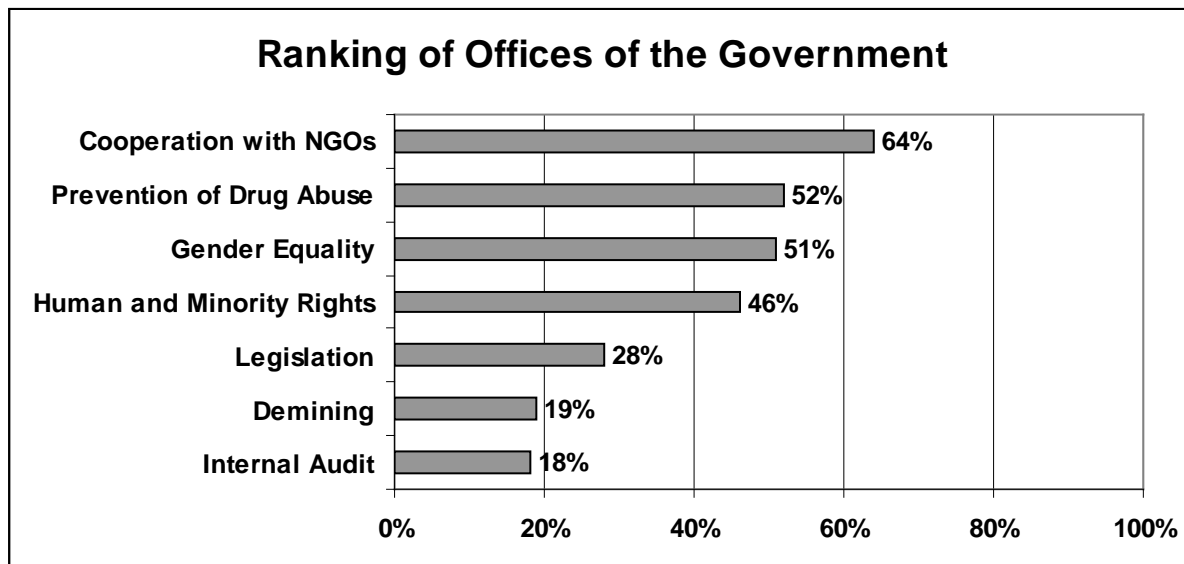
Results per dimensions are presented in Graph 6:



**Graph 7**

Interestingly enough, out of 5 dimensions, the Office for cooperation with NGO's scored the highest in 4 of them. The first place in the dimension *Monitoring and reporting on policy implementation* is shared by the Office for Gender Equality and Office for cooperation with NGO's. Expectedly, the Office for Internal Audit, achieved the highest score in the *Managing conflict of interest dimension*, while all other government offices in this dimension scored 20% or merely one out of possible 5 points. The latter, as well as the area of *Fiscal transparency* are priority areas for improvement for Offices of the Government.

Average results achieved by Offices of the Government of RC are presented in Graph 7.



**Graph 8**

The Office for Demining, as well as the Office for Internal Audit have the lowest score among government offices. While for the Office for Demining this can be somewhat understood, since it is a newly established Office in this Government's mandate, with very limited human and financial resources, the Office for Internal Audit should urgently revise their understanding of their position in regards to the public, which was their main reason for losing points in this Index.

Namely, the results of internal audit in state government bodies are very interesting to the public, and publishing reports on results of internal audits would certainly contribute to increasing trust of the public in the quality of internal mechanisms for quality management and control in state bodies. Therefore, the Office for internal supervision should revise its understanding of whom they are accountable to. Namely, the position of the Office is that "the beneficiary of services of the Office is not the public, but offices and government services and budgetary users with signed contracts for performing internal audit services"<sup>13</sup>. Our position is that the final beneficiaries are the tax payers of the Republic of Croatia who have a right to expect a minimum of transparency related to procedures and findings of internal audits of budgetary users, at least on aggregated results, recommendations for improvement and readiness of individual bodies to execute them.

---

<sup>13</sup>E-mail communication of the head of the Office for Internal Audit with the research team, 05 April 2013

#### 4. Conclusion

At the end of the formal phase of Europeanization, GONG's Research Centre started seeking new analytical approaches for monitoring government institution activities in regards to the contextualised criteria of openness, accountability and effectiveness of governance. We are convinced that the time finally came for truly reflecting on public governance instead of "going through the motions" of legislative amendments under pressure of harmonization with the *Acquis*.. On the verge of EU accession, with harmonised legislation, we believe that state institutions should start dealing with the issues of quality of public policies, their efficiency and responsiveness to citizens needs. Equally so, and due to the extremely low level of public trust in political institutions and elites, we find it crucial to open political processes to the widest group of the interested public in all phases of the policy cycle, allowing their arguments and proposals for improvement of individual solutions to be considered and accepted with utmost thoughtfulness.

Our new tool, the Index of Good Governance in Croatia - DUH, and the results we presented create a basis for comparison, long-term recording of changes and most importantly, learning and voluntary enhancement of governance practices in state institutions. Our intention is to use the Index to identify negative patterns, but also affirm positive steps towards good governance in the environment burdened by a resistant culture of secrecy and clientelism, numerous incoherencies in regulations and lack of civil servants with adequate knowledge and skills.

In order to develop an analytical tool sensitive to the specificities of the Croatian context, in this initial year, we decided to start applying the Index from the centre of government towards the periphery. Accordingly, we started with the development of indicators for the Ministries, Government and its Offices and the Parliament. We by no means claim that they are perfect or immune to our values and thus objective. On the contrary, they are strongly "flavoured" by our own understanding of the term "good governance", our experiences of being governed and the experiences of participating in some political decision making processes. However, this "subjectivity" does not make them any less relevant for research. Rather, these experiences enabled us to create an Index adjusted to Croatian circumstances, but still to a large extent based on similar global examples. As mentioned in the introduction, indicators and possibly the dimensions of the research will most likely change in the following rounds of research, whether because of expected legislative and/or institutional framework changes, or under the influence of the deficiencies identified by this research, changed citizens' experiences as well as our own interactions with government representatives.

This research identified significant differences of results in certain dimensions, which brought us to a conclusion that the openness of the government does not automatically mean it is accountable. In fact, results in some dimensions indicate that the principle of accountability lags considerably behind the openness of institutions, whereby there is a distinct difference between a relatively high transparency of publishing programme documents and almost absolute non-transparency of information on budgets for those very same programmes. Therefore, it is certain that an imposing issue of incoherence in approach to the modernisation of state administration exists.

The most developed dimension in this research was *Readiness for regulatory impact assessment*. This result, however, should be observed in the context of the fact that RIA still did not reach full systematic implementation, so the real state of play will be known only after the experience of the consultative processes implementation within RIA, as well as results of assessments of policy goals and their effects on target groups. The high levels of abiding with the formal norm in this and other dimensions (e.g. *Informing the public or Managing conflict of interest*) is in contradiction with low results achieved on indicators that are not regulated, but represent "good practice" at the global level (e.g. public consultations on the Plan of normative activities or fiscal transparency).

Furthermore, the difference between results in dimensions of informing the public on key decisions of the executive and legislative branches of the government (budget omitted) and the openness of the Parliament with results in other dimensions led us to a conclusion that progress occurs when political elites, after being pressured by the public for years, finally either recognize the importance of such publications or "succumb" to requests that do not require significant efforts or investments on their behalf, and are not perceived as "politically dangerous" for publication. The worst results (expectedly) were achieved in the dimensions that represent a sore point of the Croatian system of public administration - fiscal planning and fiscal transparency, monitoring of policy implementation and managing conflict of interest. Reasons for such results lie in the administrative culture, which still has not embraced tools of strategic management, both at the level of fiscal, as well as at the level of planning and monitoring policy implementation. The same reason can explain weak results of the Croatian Parliament in the dimension Parliamentary oversight additionally supported by the fact that in contemporary parliamentary democracies, and in Croatia accordingly, the role of the Parliament is limited to the legitimising and, to a certain extent, its deliberative function. As for managing conflict of interest, on one hand, results are a reflection of the political culture of a society characterized by



clientelism, and on the other, a result of lack of understanding of the term itself, which consequently leads to confusion when it comes to the modalities of its efficient control.

**Different results of individual bodies within same dimensions indicate a lack of a systematic approach to management, while the differences within same bodies between individual dimensions indicate a strong dependence on personal preferences or attitudes of top level officials and civil servants and the importance they place on individual elements of good governance.** Until the approach to governance is systematized and minimum standards set at the level of all bodies of government, we can continue to expect diverse results.

Finally, the average score of 49% ranging from minimum of 18% to maximum of 67% indicate a significant area of progress. At the same time, the maximum score of 67% shows that "good enough" governance is possible even in Croatian circumstances. The difference of only 3% between the highest ranked Ministry of Administration and the second in line – the Office of the Government for Cooperation with NGO's indicates that quality of governance does not depend on the type of body, but on the commitment to the principles of good governance. Therefore, the result of the Government, equal to the overall average result (49%) cannot be considered satisfactory, since the Government is expected to be the one to systematize the approach to governance, set the model and guide other government bodies.

Finally, the highest score, which still leaves sufficient room for improvement speaks in favour of the conclusion that the index is "developmental" enough. Therefore, we hope that its results, as well as the study itself will serve as an encouragement to all state bodies from the sample to improve their practice of public governance. We hope that the government bodies will find the database that will be available at GONG's website until the next round of the research, useful for recognising concrete steps they can take, and to citizens, journalists, researchers and all other interested persons as an interesting tool for monitoring progress or decline of public governance quality in Croatia.

## 5. Recommendations

1. In order for proactive publishing of public data to take root systematically and consistently in accordance with the provisions of the Freedom of Information Act, practical guidelines on minimum volume and on adequate technical parameters and formats for publishing are necessary. Additionally, there is a need for encouragement for institutions to go over the minimum, to be innovative and develop good practices. Incentives for institutions should be ensured in the form of targeted counselling and technical support, additional funding and access to project funding, collecting feedback from citizens and beneficiary groups as a basis for the development of the system and acknowledgement to the most successful ones.
2. Proactive data publishing, as a novelty in the system, should be in focus of attention of the new Information Commissioner with efficient coordination with the Public Relations Office of the Government, Parliamentary service for media and informing, and the Directorate for e- Croatia of the Ministry of Administration and Ministry of Finance regarding fiscal transparency.
3. Content-wise, it is necessary to close the gap between proactive publishing of "letters" and "numbers" by publishing of data and documents regarding financial activities - budget drafts, plans and complete public procurement documentation as well as granting, other forms of financial incentives and monthly, semi-annual and annual reports on budget execution. This calls for a more energetic implementation of the Action plan of the Open Government Partnership in the segment of fiscal transparency.
4. A big step forward is required towards ensuring accessibility of web pages to persons with disabilities and other difficulties in using ICT. The contents of web pages with basic information on institutions and their competence should be accommodated to special target groups - children, youth, less educated citizens, persons with physical disabilities or intellectual difficulties, etc.
5. Due to a high level of malfeasance with public procurement in the past, proactive publishing of public procurement contracts seems to be a good approach for increasing the level of citizens' trust, with adequate data protection for the purpose of intellectual ownership protection. Discussion of the relevance of the Slovakian legal provision, by which public procurement contracts become valid only after publication, is suggested.
6. Cross-sectoral membership of committees for allocation of public funds or other resources, with external experts and representatives of the interested public selected through public calls for appointments, and a developed mechanism for controlling conflict of interest, contribute to the quality of decisions and is a welcome measure for prevention of prevailing influence of highly positioned officials. It also acts as an additional public supervision mechanism of public resources' allocation.
7. A more detailed analysis of the problem of lacking capacities and budget preparation processes at the level of budget users is required. Coordination issues at the level of the Ministry of Finance and the Government should also be discussed, in order for the deadlines laid in the law to be met.
8. The Parliament should have a reasonable period of at least one month to discuss the State Budget and budget revision proposals, instead of the current 14 or 8 days. This one month period would still be twice shorter than the international average of two months in OECD countries. Strengthening the role of the Parliament requires adequate professional capacities for analysis of the budget and organisation of deliberative activities with the interested public and citizens.

9. *The Budget for Citizens* should become a visible priority project of the Government and an integral component of budgetary planning. The basis for this already exists – the Action plan of the Open Government Partnership. However, the initiative of the Public Relations Office of the Government and the Ministry of Finance is required in cooperation with the Croatian Parliament in order to develop currently deficient practices: (1) public preference surveys on budgetary priorities and savings possibilities, (2) public consultations on the budget draft at the level of individual budgetary programmes, (3) public presentation of the budget comprehensible to citizens, with clarifications of its logic, structure, savings and investment strategy, as well as priorities and main changes compared to the previous year and (4) reporting on budget execution with clarifications on success rate regarding the planned programme goals.
10. Development of the new legal and institutional framework is required for comprehensive management of conflict of interest at the level of individual authorities, encompassing all participants in the political decision-making and public governance. Institutions should commit to the establishment of self-regulatory mechanisms for the detection of corruption risks, interest declaration and procedures in case of identified and confirmed conflict of interest. This new system should be based on the notion that conflict of interest is unavoidable, but not an unmanageable occurrence, typical for small societies with a culture of clientelism that should gradually be diminished.
11. In order to boost effectiveness, transparency and participation in drafting regulation, we recommend that the Office for legislation develops instructions for drafting regulation that should include analytical, nomotechnical and organisational issues. Civil servants should receive additional training by the State School for Public Administration. This will further gain importance in the context of multi-level decision making in the EU. The drafters of the laws should be encouraged to consider establishing working groups as the first option, and if not, they should justify it in their report on the consultation process to the Government, submitted with the draft of the law. In addition, to increase the transparency of the entire process and the number of external actors influencing public policies, it would be useful to open public calls for fulfilling positions in these working groups.
12. In order to prevent that the Plan of normative activities becomes declarative, instead an operative document, the drafters of regulations should be committed to its quarterly revision, with a condition that the adopting of the regulation cannot be planned in the same quarter when it is announced in the supplement of the Plan.
13. An obligation of annual reporting to the Government and the Croatian Parliament on the work of individual state administration bodies should be imposed and harmonised practice introduced, even if it means amending relevant regulation on Government procedures. This is necessary in order to establish a comparative basis for assessing efficiency and accountability of ministers and the entire management of individual institutions for the fulfilment of goals and the quality of governance in their areas of competence and authority.
14. The leadership of the Croatian Parliament, in cooperation with the Secretariat and the chairpersons of working bodies should determine methods for strengthening the oversight role of the Parliament in relation to the executive government. A small, but important step could be taken towards establishing a practice of specifying conclusions and recommendations of committees and the plenary as a basis for voting on reports of institutions.

## References:

**Bratić, V.** (2004). Uloga parlamenta u proračunskom procesu: primjer Hrvatskog sabora. [The role of the Parliament in the budget process: Croatian Parliament example.] *Financijska teorija i praksa* 28 (1), p. 7-23.

**Bronić, M., Ott, K., Urban, I.,** (2012). "Local budget transparency: the case of 33 Croatian cities", *Financial Theory and Practice*, Vol.36 No.4. December 2012.

**Commission for Prevention of Corruption.** (2013). Supervisor. Ljubljana: Commission for Prevention of Corruption. Available at: <https://www.kpk-rs.si/upload/datoteke/Supervisor%281%29.pdf>

**European Commission.** (2001). "European Governance – A White Paper". Available at: [http://eur-lex.europa.eu/LexUriServ/site/en/com/2001/com2001\\_0428en01.pdf](http://eur-lex.europa.eu/LexUriServ/site/en/com/2001/com2001_0428en01.pdf)

**Civil Servants' Code of Ethics** Official Gazette 40/11, NN 13/12

**GONG** (2012). Annual report for 2011  
[http://www.gong.hr/media/uploads/godisnji\\_izvjestaji/gonggi2011hrv.pdf](http://www.gong.hr/media/uploads/godisnji_izvjestaji/gonggi2011hrv.pdf)

**GONG** (2013). Annual report for 2012  
[http://www.gong.hr/media/uploads/godisnji\\_izvjestaji/gong\\_izvjestaj\\_2012.pdf](http://www.gong.hr/media/uploads/godisnji_izvjestaji/gong_izvjestaj_2012.pdf)

**Government of the Republic of Croatia (2012).** "Akcijski plan Partnerstva za otvorenu Vlast Vlade Republike Hrvatske za razdoblje 2012.-2013"[Action plan of the Open Government Partnership of the Government of Republic of Croatia for period 2012-2013].[http://www.uzuvrh.hr/userfiles/file/Akcijski%20plan-Partnerstvo%20za%20otvorenu%20vlast-5\\_4\\_2012.pdf](http://www.uzuvrh.hr/userfiles/file/Akcijski%20plan-Partnerstvo%20za%20otvorenu%20vlast-5_4_2012.pdf)

**IBP.** (2013). **Open Budget Survey 2012** Available at: <http://internationalbudget.org/wp-content/uploads/OBI2012-Report-English.pdf>

**IMF.** (2011). Fiscal Transparency Code. Washington D.C.: IMF. <http://www.ijf.hr/newsletter/53.pdf>

**Ministry of Finance.**(1998-2011). State Budget - archives. Zagreb: Ministry of Finance  
<http://www.mfin.hr/hr/drzavni-proracun-arhiva>

**Ministry of Finance**(2006-2008). Fiscal publications. Zagreb: **Ministry of Finance**  
<http://www.mfin.hr/hr/proracunske-publikacije>

**Ministry of Finance** (2010). Internal Auditor's Manual - version 4.0. Zagreb: Ministry of Finance.<http://www.samobor.hr/web/datoteke/2010/04/Priru%C4%8Dnik-za-unutarnje-revizore-v-4-0-30-11-2010.pdf>

**Ministry of Finance.** (2011). State budget in 2011 Zagreb: Ministry of Finance  
<http://www.mfin.hr/hr/drzavni-proracun-2011-godina>

**Ministry of Finance** (2012). State budget in 2012 Zagreb: Ministry of Finance  
<http://www.mfin.hr/hr/drzavni-proracun-2012-godina>

**Ministry of Finance** (2013). State budget 2013 Zagreb: Ministry of Finance  
<http://www.mfin.hr/hr/drzavni-proracun-2013-godina>

**Ministry of Finance** (2013). Fiscal Policy Committee Zagreb: Ministry of Finance  
<http://www.mfin.hr/hr/odbor-za-fiskalnu-politiku>

**Miošić-Lisjak, N. (2005.)**, *Searching for Godot: A study into good governance practices in Croatia's e-governance*, M. Sc. paper.

<http://www.map.hr/dokumenti/searching%20for%20godot.pdf>

**Miošić, N. i Škrabalo M., (2013.)**. "Pretpostavke uspješne provedbe reforme državne uprave u Hrvatskoj – Analiza stajališta ključnih dionika reforme"[Preconditions for successful reform of state administration in Croatia - Analysis of positions of key stakeholders of the reform]" available at:

[http://www.gong.hr/media/uploads/q\\_izvjestaj\\_final\\_04-03-2013.pdf](http://www.gong.hr/media/uploads/q_izvjestaj_final_04-03-2013.pdf)

**NDI.** (2003). Legislature and Budget Process – International Survey. Washington D.C.: NDI.

[http://www.ndi.org/files/1651\\_gov\\_budget\\_093103.pdf](http://www.ndi.org/files/1651_gov_budget_093103.pdf)

**Odošić, D., et al.** (2012). *Kartografska vizualizacija Registra javne nabave. [Public Procurement Registry - map visualisation]* <http://nabava.geoinfo.geof.hr/#>

**OECD.** (2002). *OECD Best Practices for Budget Transparency*. Paris: OECD

<http://www.oecd.org/dataoecd/33/13/1905258.pdf>

**OECD.** (2011). *Legislative capacity to ensure transparency in the budget process*. Paris: OECD

[http://www.oecd-ilibrary.org/sites/gov\\_glance-2011-en/08/01/index.html;jsessionid=us2ijljdwu7x.delta?contentType=&itemId=/content/chapter/gov\\_glance-2011-41-en&containerItemId=/content/serial/22214399&accessItemIds=/content/book/gov\\_glance-2011-en&mimeType=text/html](http://www.oecd-ilibrary.org/sites/gov_glance-2011-en/08/01/index.html;jsessionid=us2ijljdwu7x.delta?contentType=&itemId=/content/chapter/gov_glance-2011-41-en&containerItemId=/content/serial/22214399&accessItemIds=/content/book/gov_glance-2011-en&mimeType=text/html)

**Open.data.gov.** (2013). "UK Departmental Spend Reporting as of April 03, 2013". London: Open.data.gov

<http://data.gov.uk/data/openspending-report/index>

**Ott, K. et al.** (2009). *Proračunski vodič za građane [Budget guide for citizens]*, Zagreb: Institute of Public Finance and Friedrich Ebert Stiftung

**Petak, Z. (2011.)**, "Oblikovanje javnih politika u Hrvatskoj"[Designing public policies in Croatia]. U Zakošek, N. (ed.). *Prvi zagrebački ekonomski forum 2011. [The First Zagreb Economic Forum, 2011]* Friedrich Ebert Foundation: Zagreb. p. 23-37

**Pušić, M.** (2012). Minister Zmajlović forbids the head of NP Politico to buy a terrain vehicle costing 600 thousand; The Head: We behaved hastily. Split: Slobodan Dalmatia

<http://www.slobodnadalmacija.hr/Hrvatska/tabid/66/articleType/ArticleView/articleId/193551/Default.aspx>

**Riley, T. B. (2003)**, *E-government vs. E-governance: Examining the Differences in a Changing Public Sector Climate* [online]

[www.electronicgov.net/pubs/research\\_papers/tracking03/IntlTrackRptMay03no4.pdf](http://www.electronicgov.net/pubs/research_papers/tracking03/IntlTrackRptMay03no4.pdf)

**Šalaj, B. (2007)**, *Socijalni kapital – Hrvatska u komparativnoj perspektivi*. [Social capital - Croatia in a comparative perspective] Zagreb: Faculty of Political Sciences, University of Zagreb

**Škrabalo M. i Miošić-Lisjak N. (2010)**, "Ključni nalazi i preporuke istraživanja o kompetencijama državnih službenika u RH u kontekstu pristupanja i članstva" [Key findings and recommendations of the study on competences of civil servants in Croatia in the context of EU accession and membership]. in Vlašić-

Feketija, M. i Goran, P. *Hrvatska nadomak cilja – kako uspješno djelovati u Europskoj uniji* [Croatia on the verge of reaching the goal - how to be successful in the European Union], British Council: Zagreb. p. 82-95 <http://www.mvep.hr/files/file/publikacije/croatia-projects-ntc-brosura.pdf>

**Udruga Vjetrenjača [Windmil Association]**. (2011). Registry of public procurement <http://nabava.vjetrenjaca.org/>

**UN**. (2012). Global Centre for ICT in Parliament - World e-Parliament Report <http://www.ictparliament.org/attachements/WePR2012/WePR2012.zip>

#### **Legislative Acts:**

**Amended Rules of procedure of the Government of Republic of Croatia**. Official Gazette 121/12  
**Professional code of ethics of the Ministry of Finance Customs Office employees** NN 133/06

**Civil Servants Act**, Official Gazette 92/05, 142/06, 77/07, 127/07, 27/08, 34/11, 49/11, 150/11, 34/12, 49/12, 37/13, 38/13

**Code of Practice on Consultation with the interested public in procedures of adopting laws, other regulations and acts**. Zagreb: Official Gazette 14/2009

**Cultural councils Act**. Official Gazette 48/04, 44/09

**Freedom of Information Act**, Official Gazette 25/13

**Rules of Procedure of the Croatian Parliament**, Zagreb: Official Gazette 71/00, 129/00, 117/01, 6/02. revised text 41/02, 91/03, 58/04, 39/08, 86/08 i 81/12.

**Professional code of ethics of internal auditors in the public sector**, NN 18/2008

**Professional code of ethics of the Ministry of Finance, Customs Office employees** NN 133/06

**Professional code of ethics of the Ministry of Finance, Tax administration**, Official Gazette 76/2009

**Regulatory Impact Assessment Act**, Official Gazette 90/11

## Appendix 1 – Number and Type of Indicators per Institution and Dimension

Institution	Relevant dimensions	Total no. of indicators	No. of Internet indicators	No. of scored indicators	No. of interpretative indicators (non-scored)
Government of the Republic of Croatia	1. Informing the public	28	23	26	2
	2. Fiscal transparency	20	6	11	9
	5. Policy Monitoring and Reporting	1	0	1	0
	6. Managing Conflict of Interest	2	0	0	2
	8. Parliamentary Oversight	1	0	0	1
	<b>Total:</b>	<b>52</b>	<b>29</b>	<b>38</b>	<b>14</b>
Croatian Parliament	1. Informing the public	26	19	24	2
	2. Fiscal transparency	21	6	10	11
	7. Parliamentary Openness	28	14	23	5
	8. Parliamentary Oversight	12	2	9	3
	<b>Total:</b>	<b>87</b>	<b>41</b>	<b>66</b>	<b>21</b>
Ministry of Finance	1. Informing the public	33	25	31	2
	2. Fiscal Transparency	16	8	10	6
	3. Participation in Policy-making	13	7	10	3
	4. Regulatory Impact Assessment	6	0	5	1
	5. Policy monitoring and reporting	7	3	7	0
	6. Managing Conflict of Interest	9	0	5	4
	<b>Total:</b>	<b>84</b>	<b>41</b>	<b>67</b>	<b>17</b>
Ministry of Administration	1. Informing the public	29	24	27	2
	2. Fiscal Transparency	14	5	7	7
	3. Participation in Policy-making	13	7	10	3
	4. Regulatory Impact Assessment	6	0	5	1
	5. Policy monitoring and reporting	7	3	7	0
	6. Managing Conflict of Interest	9	0	5	4
	<b>Total:</b>	<b>78</b>	<b>39</b>	<b>61</b>	<b>17</b>
Other ministries	1. Informing the public	33	25	31	2
	2. Fiscal Transparency	14	5	7	7
	3. Participation in Policy-making	13	7	10	3
	4. Regulatory Impact Assessment	6	0	5	1
	5. Policy monitoring and reporting	7	3	7	0
	6. Managing Conflict of Interest	9	0	5	4
	<b>Total:</b>	<b>82</b>	<b>40</b>	<b>65</b>	<b>17</b>
Office for Internal Audit	1. Informing the public	27	21	26	1
	2. Fiscal Transparency	8	5	7	1
	3. Participation in Policy-making	5	2	3	2
	5. Policy monitoring and reporting	2	0	2	0
	6. Managing Conflict of Interest	7	0	5	0
	<b>Total:</b>	<b>49</b>	<b>28</b>	<b>43</b>	<b>4</b>

Institution	Relevant dimensions	Total no. of indicators	No. of Internet indicators	No. of scored indicators	No. of interpretative indicators (non-scored)
Office for Legislation	1. Informing the public	26	22	25	1
	2. Fiscal Transparency	8	5	7	1
	3. Participation in Policy-making	13	7	10	3
	4. Regulatory Impact Assessment	1	0	1	0
	5. Policy monitoring and reporting	7	3	7	0
	6. Managing Conflict of Interest	9	0	5	4
	<b>Total:</b>	<b>64</b>	<b>37</b>	<b>55</b>	<b>9</b>
Office for Prevention of Drug Abuse	1. Informing the public	32	24	30	2
	2. Fiscal Transparency	8	5	7	1
	3. Participation in Policy-making	13	7	10	3
	5. Policy monitoring and reporting	7	3	7	0
	6. Managing Conflict of Interest	9	0	5	4
	<b>Total:</b>	<b>69</b>	<b>39</b>	<b>59</b>	<b>10</b>
Other offices of the Government	1. Informing the public	31	24	30	1
	2. Fiscal Transparency	8	5	7	1
	3. Participation in Policy-making	13	7	10	3
	5. Policy monitoring and reporting	7	3	7	0
	6. Managing Conflict of Interest	9	0	5	4
	<b>Total:</b>	<b>68</b>	<b>39</b>	<b>59</b>	<b>9</b>













No.	CATEGORY / INDICATOR	Scoring	The Gov't	The Parliament	Min. of Finance	Min. of Admin.	Other ministries	Government Office for:						
								Legislation	internal audit	NGOs	drug prev.	demining	gender equality	human rights
<b>1</b>	<b>INFORMING THE PUBLIC AND ACCESS TO INFORMATION</b>													
<b>1.28</b>	Percentage of public procurement for 2012 agreed without prior notice	interpretative indicator - not scored	0	0	0	0	0	n/a	n/a	n/a	0	n/a	n/a	n/a
<b>1.29</b>	No. of valid complaints to public procurement procedures during 2012	interpretative indicator - not scored	0	0	0	0	0	0	0	0	0	0	0	0
<b>1.30</b>	At least 1 public notice for grants, donations or stipends on webpage	YES = 1; NO= 0	n/a	n/a	1	n/a	1	n/a	n/a	1	1	1	1	1
<b>1.31</b>	List of recipients of grants, donations and stipends on webpage	YES = 1; NO= 0	n/a	n/a	1	n/a	1	n/a	n/a	1	1	1	1	1
<b>1.32</b>	Amount per recipient on webpage	YES = 1; NO= 0	n/a	n/a	1	n/a	1	n/a	n/a	1	1	1	1	1
<b>1.33</b>	Awards committee includes NGO and/or expert representatives	YES = 1; NO= 0	n/a	n/a	1	n/a	1	n/a	n/a	1	1	1	1	1
<b>MAXIMUM POSSIBLE POINTS IN CATEGORY:</b>			<b>27</b>	<b>25</b>	<b>32</b>	<b>28</b>	<b>32</b>	<b>28</b>	<b>27</b>	<b>31</b>	<b>31</b>	<b>31</b>	<b>31</b>	<b>31</b>





















No.	CATEGORY / INDICATOR	Scoring	Ministries	Office of the Government for:						
				Legis-lation	internal audit	NGOs	drug prev.	demining	gender equality	human rights
<b>3</b>	<b>PUBLIC PARTICIPATION IN POLITICAL DECISION-MAKING (only ministries and Offices of the Government)</b>									
3.5	The public call (3.4) was published on the institutional website	YES = 1; NO= 0	1	1	1	1	1	1	1	1
3.6	Plan of public consultations for 2012 published on institutional website	YES = 1; NO= 0	1	1	n/a	1	1	1	1	1
3.7	Draft legislation on webpage	YES = 1; NO= 0	1	1	n/a	1	1	1	1	1
3.8	Information on consultation processes on webpage	YES = 1; NO= 0	1	1	n/a	1	1	1	1	1
3.9	Additional forms of consultations carried out	YES = 1; NO= 0	1	1	n/a	1	1	1	1	1
3.10	Report on consultations on webpage	YES = 1; NO= 0	1	1	n/a	1	1	1	1	1
3.11	Integrated inputs and explanations for refusals on webpage	YES = 1; NO= 0	1	1	n/a	1	1	1	1	1
3.12	Percentage of draft legislation that underwent consultations in relation to the total number of proposals submitted to and accepted by the Gov't	interpretative indicator - not scored	0	0	n/a	0	0	0	0	0
3.13	Average length of consultations: a) no consultations b) less than 15 days c) 15+ days	a) -1 b) 1 c) 2	2	2	n/a	2	2	2	2	2
<b>MAXIMUM POSSIBLE POINTS IN CATEGORY:</b>			<b>14</b>	<b>14</b>	<b>6</b>	<b>14</b>	<b>14</b>	<b>14</b>	<b>14</b>	<b>14</b>



No.	CATEGORY / INDICATOR	Scoring	ministries	Government's Office for Legislation
<b>4</b>	<b>READINESS FOR REGULATORY IMPACT ASSESSMENT (only ministries and the Government's Office for Legislation)</b>			
4.1	Institution has appointed the RIA coordinator	YES = 1; NO= 0	1	n/a
4.2	RIA coordinators were trained for RIA implementation	YES = 1; NO= 0	1	n/a
4.3	No. of civil servants, other than RIA coordinators, trained for RIA implementation	YES = 1; NO= 0	1	n/a
4.4	Institution passed its Plan of Normative Activities for 2013	YES = 1; NO= 0	1	1
4.5	The Plan of Normative Activities for 2013 was submitted to consultations with the public	YES = 1; NO= 0	1	n/a
4.6	Percentage of legislative proposals envisaged to undergo a RIA in relation to the total number of legislative proposals planned	interpretative indicator - not scored	n/a	n/a
<b>MAXIMUM POSSIBLE POINTS IN CATEGORY:</b>			<b>5</b>	<b>1</b>

No.	CATEGORY / INDICATOR	Scoring	The Government	ministries	Gov'ts Office for Internal Audit	Other office of the Gov't
<b>5</b>	<b>MONITORING AND REPORTING ON POLICY IMPLEMENTATION</b>					
5.1	During 2012, the institution submitted at least one report to the Government on implementation of a policy, program or legislation	YES = 1; NO= 0	n/a	1	n/a	1
5.2	The report (5.1) is published on institution's webpage	YES = 1; NO= 0	n/a	1	n/a	1
5.3	During 2012, the institution submitted its annual performance report for 2011 to the Government	YES = 1; NO= 0	n/a	1	1	1
5.4	The annual performance report for 2011 is on institution's webpage	YES = 1; NO= 0	n/a	1	n/a	1
5.5	During 2012, the institution commissioned at least one external evaluation of a program/policy	YES = 1; NO= 0	n/a	1	n/a	1
5.6	The evaluation report (5.4) published on institution's webpage	YES = 1; NO= 0	n/a	1	n/a	1
5.7	The Gov't has guidelines or some other document specifying monitoring and reporting procedures of ministries	YES = 1; NO= 0	1	n/a	n/a	n/a
5.8	The institution has guidelines or some other document specifying monitoring and reporting on the performance of individual organizational units or program teams	YES = 1; NO= 0	n/a	1	1	1
<b>MAXIMUM POSSIBLE POINTS IN CATEGORY:</b>			<b>1</b>	<b>7</b>	<b>2</b>	<b>7</b>

No.	CATEGORY / INDICATOR	Scoring	The Government	ministries	Gov'ts Office for Internal Audit	Other offices of the Gov't
<b>6</b>	<b>MANAGING CONFLICT OF INTEREST</b>					
6.1	The institution has appointed the Ethics commissioner	YES = 1; NO= 0	n/a	1	1	1
6.2	There is a by-law regulating conflict of interest	YES = 1; NO= 0	n/a	1	1	1
6.3	The by-law defines what a conflict of interest situation is	YES = 1; NO= 0	n/a	1	1	1
6.4	The by-law defines declaration of conflict of interest procedure	YES = 1; NO= 0	n/a	1	1	1
6.5	The by-law envisions sanctions for employee in case of not declaring conflict of interest	YES = 1; NO= 0	n/a	1	1	1
6.6	No. of declared conflicts of interest by civil servants and officials during 2012	interpretative indicator - not scored	0	0	0	0
6.7	No. of valid complaints on resource allocation on account of non-declared conflict of interest	interpretative indicator - not scored	n/a	0	n/a	0
6.8	No. of such complaints resulting in the annulment of the resource allocation decision during 2012)	interpretative indicator - not scored	n/a	0	n/a	0
6.9	No. of disciplinary procedures initiated against employees for not declaring conflict of interest in 2012	interpretative indicator - not scored	0	0	0	0
<b>MAXIMUM POSSIBLE POINTS IN CATEGORY:</b>			<b>0</b>	<b>5</b>	<b>5</b>	<b>5</b>

No.	CATEGORY / INDICATOR	Scoring	Croatian Parliament
<b>7</b>	<b>OPENNESS OF THE PARLAIMENT TOWARDS THE PUBLIC</b>		
7.1	Committees dealing with public policies have a right to nominate external members (appointments' committee excluded): a) all b) most c) a minority d) none	a) 3 points b) 2 points c) 1 point d) 0 points	3
7.2	Parliamentary Rules of Procedure define the appointment procedure of external committee members	YES = 1; NO= 0	1
7.3	Parliamentary Rules of Procedure define rights and obligations of external committee members enabling their full participation in the work of the committee	YES = 1; NO= 0	1
7.4	Current external committee members have been appointed by means of public call for nominations and in line with the criteria set by the public call	YES = 1; NO= 0	1
7.5	CVs of candidates for external committee members published on parliamentary website	YES = 1; NO= 0	1
7.6	The selection procedure included consultations with relevant committees	YES = 1; NO= 0	1
7.7	Information on the composition, competence and committee members is available online	YES = 1; NO= 0	1
7.8	Aggregate voting results on agenda items since the beginning of the current seating	YES = 1; NO= 0	1
7.9	Individual results of public voting of MPs since the beginning of the current seating on the website	YES = 1; NO= 0	1
7.10	Searchable, updated database of Parliament-reviewed acts on the website	YES = 1; NO= 0	1
7.11	Database contains audio/video recordings of plenary discussions of the current seating	YES = 1; NO= 0	1
7.12	Immediately accessible current agenda of the parliamentary session, accompanied by materials to be discussed	YES = 1; NO= 0	1

<b>7.13</b>	The website contains a database of documents relevant for the Parliament's oversight function (hearings, inquiries, MPs questions, interpolations)	YES = 1; NO= 0	1
<b>7.14</b>	There is a audio/video livestream of plenary sessions on the parliament's website	YES = 1; NO= 0	1
<b>7.15</b>	The Parliament's website contains individual profiles of all MPS: a) yes, detailed CVs b) yes, short bios c) no	a) 2 points b) 1 point c) 0 points	2
<b>7.16</b>	The Parliament's website contains information on upcoming events and reports of individual party caucuses: a) yes, detailed information b) yes, basic information c) no	a) 2 points b) 1 point c) 0 points	2
<b>7.17</b>	The Parliament's website contains an overview of individual MPs' activities: a) yes, detailed information b) yes, basic information c) no	a) 2 points b) 1 point c) 0 points	2
<b>7.18</b>	The Parliament's website contains information on responsibilities and activities of the Parliament in EU affairs and EU legislative process	YES = 1; NO= 0	1
<b>7.19</b>	The Parliament's website contains information on activities of parliamentary officials: a) yes, detailed information b) yes, basic information c) no	a) 2 points b) 1 point c) 0 points	2
<b>7.20</b>	The Parliament's website contains specialized contents targeting different social groups (youth, people with lower education, elderly, people with mental disabilities...)	YES = 1; NO= 0	1
<b>7.21</b>	The Parliament has a defined procedure of coordinated responses to FoIA queries in different parliamentary bodies and offices	YES = 1; NO= 0	1
<b>7.22</b>	The Parliament has a single register of FoIA queries which integrates all queries sent to different bodies and offices of the Parliament	YES = 1; NO= 0	1

<b>7.23</b>	No. of round tables held in the Parliament (co)organized by civil society actors/external actors	interpretative indicator - not scored	0
<b>7.24</b>	No. of working bodies that organized thematic discussions and other forms of public consultations on their own in the past year	interpretative indicator - not scored	0
<b>7.25</b>	No. of (parts of) working bodies' sessions held without the presence of the public (Art. 258 of the Rules of Procedure)	interpretative indicator - not scored	0
<b>7.26</b>	No. of (parts of) working bodies' sessions held with limited or specified conditions for media reporting (Art. 259 of the Rules of Procedure)	interpretative indicator - not scored	0
<b>7.27</b>	No. of citizens who visited the Parliament during 2012	interpretative indicator - not scored	0
<b>7.28</b>	The Parliament has an internship program	YES = 1; NO= 0	1
<b>MAXIMUM POSSIBLE POINTS IN CATEGORY:</b>			<b>29</b>

No.	CATEGORY / INDICATOR	Scoring	Hrvatski sabor	The Government	Ministries
<b>8</b>	<b>PARLAMENTARY OVERSIGHT</b>				
<b>8.1</b>	Reports are generally discussed within a reasonable timeframe (reasonable timeframe = within one month of submission; sample: 12 reports discussed in the Parliament during 2012) a) no b) partially c) mostly	a) 0 b) 1 c) 2	2	n/a	n/a
<b>8.2</b>	There is indication in committee minutes that a discussion on the contents and recommendations are part of the committees' review of reports	interpretative indicator - not scored	0	n/a	n/a
<b>8.3</b>	After the plenary, the Parliament defines obligatory conclusions on reports submitted by the executive (SAMPLE: SAME 12 REPORTS FORM INDIACOR 8.1)	YES = 1; NO= 0	1	n/a	n/a
<b>8.4</b>	Interpellations were held during 2012	YES = 1; NO= 0	1	n/a	n/a
<b>8.5</b>	During 2012, at least one interpellation was submitted by MPs form different parties	YES = 1; NO= 0	1	n/a	n/a
<b>8.6</b>	Interpellations held during 2012 were in line with the Rules of Procedure (timely response by the Government, voting without distractions on part of the ruling parties)	YES = 1; NO= 0	1	n/a	n/a
<b>8.7</b>	During 2012 at least one parliamentary investigation commission was active	YES = 1; NO= 0	1	n/a	n/a
<b>8.8</b>	No. of written questions posed by MPs of the ruling coalition	interpretative indicator - not scored	0	n/a	n/a

No.	CATEGORY / INDICATOR	Scoring	Hrvatski sabor	The Government	Ministries
<b>8</b>	<b>PARLAMENTARY OVERSIGHT</b>				
<b>8.9</b>	No. of written questions posed by MPs of the opposition	interpretative indicator - not scored	0	n/a	n/a
<b>8.10</b>	Speed of responses to written questions by Government and ministries	interpretative indicator - not scored	n/a	0	0
<b>8.11</b>	Question time is regularly broadcasted on public TV and radio	YES = 1; NO= 0	1	n/a	n/a
<b>8.12</b>	Recordings of question period are available on the parliamentary website	YES = 1; NO= 0	1	n/a	n/a
<b>8.13</b>	Written MPs questions and answers to those questions are available on the parliamentary website	YES = 1; NO= 0	1	n/a	n/a
<b>8.13</b>	<b>MAXIMUM POSSIBLE POINTS IN CATEGORY:</b>		10	0	0



