

GOVERNMENT OF THE REPUBLIC OF CROATIA

ACTION PLAN FOR IMPLEMENTATION OF THE INITIATIVE

OPEN GOVERNMENT PARTNERSHIP

IN THE REPUBLIC OF CROATIA

FOR THE PERIOD 2014 TO 2016

July 2014

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INTRODUCTION

As a member of the global initiative *Open Government Partnership*, the Republic of Croatia has expressed its readiness to support the principles of transparency, combating corruption, empowering citizens and taking advantage of new technologies to allow public government bodies at all levels to become more efficient and responsible, and to create the preconditions for more the more efficient and innovative provision of public services, and the management of public resources.

The values system upon which the efforts of the participating countries of the Open Government Partnership are fully complementary values to the values the Republic of Croatia committed to abide by during the procedure of rapprochement to the European Union, through many years of effort invested in fulfilling the requirements for reform and adaptation in all areas of social, political and economic activity.

Furthermore, the values of the initiative Open Government Partnership have also been recognised in the Programme of the Government of the Republic of Croatia for 2011–2015, which forms the foundation for the development of the Republic of Croatia into a contemporary state in service to its citizens. Certain steps towards achieving this goal have already been taken pursuant to the Action Plan for the Implementation of the initiative Open Government Partnership in the period from 2012 to 2013 (hereinafter: Action Plan OGP 2012–2013), which was assessed to be one of the five best action plans among the initiative participating countries. Additional steps have been achieved through complementary activities that were described in the report on implementation of that Action Plan, adopted at the session of the Government on 26 September 2013. The Croatian Parliament also participated alongside the Government in the implementation of the Action Plan OGP 2012–2013, by giving an active contribution and support to greater transparency and openness of the work of all state bodies, and the participation of citizens in all phases of legislative procedures. The representatives of the civil society actively participated not only in the drafting, but also in the implementation and monitoring of implementation of the Action Plan OGP 2012–2013.

On the basis of the Report on the implementation of the Action Plan OGP 2012–2013, and based on the findings of the *Independent Report* prepared by an independent expert selected at the level of the international initiative, it is evident that despite the significant results achieved, it is necessary to continuously invest efforts towards achieving full transparency and openness as the leading principles of open government and good governance.

Good governance must also encompass reforms to public administration, raising the level of efficiency of provision of public services, with comprehensive use of information technology. A proactive release of information in the possession of public administration bodies and the

opening of data is an area in which special attention will be focused in the forthcoming period of implementation of the Open Government Partnership in the Republic of Croatia.

One of the most important tasks in the continuing implementation of the initiative Open Government Partnership is to ensure the sustainability of the implemented measures, in which it is particularly important to make new generations aware of the fundamental values of the Partnership. Support to the education system and stronger inclusion of youth for the purpose of creating a transparent and open digital age society is of critical importance for the long-term achievement of the Partnership goals.

In following the fundamental principle of the Partnership upon which this Initiative is based, all the measures and activities of this Action Plan are formulated in direct dialogue with the representatives of civil society organisations. In all phases of document development, civil society organisations are entitled to equal participation. This approach is also aligned with the Government programme and the set objective that the new concept of cooperation between state authorities and citizens and civil society open space for joint activities in the creation, implementation and supervision of policies that are of direct interest for citizens.

Bearing in mind the discussions held with representatives of the interested public and civil society organisations active in the areas covered by the Open Government Partnership, though regarding the goals set in the Government programme for the period 2011–2015, the priority challenges on which the measures and activities of the Action Plan will be focused are: access to information, openness of data, transparency of public policy, decision-making processes of the legislative authorities, work of public administration, elections and referendums, media, and the participation of the interested public in shaping and monitoring the implementation of public policy.

In the area of access to information, a portion of the activities have been directed towards improving the implementation of the existing Act, and further improvements of the normative framework for achieving the right of access to information. Furthermore, the Action Plan envisages additional activities to inform and educate the expert and general public on the right of access to information.

The proactive release and openness of data is one of the most important new areas of activities of the initiative Open Government Partnership in the Republic of Croatia. In that sense, one of the main activities in that area, ensuing from the activities already undertaken during the implementation of the Action Plan OGP 2012–2013, will be to establish the Central state portal, and the activities ensuing from its establishment. In this area, it is particularly necessary to emphasize that plans are in place for the continuous defining of the list of priorities for data publication and their posting on the Central state portal, within the framework of its elements, currently with the working name data.gov.hr.

In the area of fiscal transparency, activities will largely continue and build on the activities from the Action Plan OGP 2012–2013. Special mention should be given to the activities whose implementation has been made possible based on the preconditions established during the implementation of the previous Action Plan, i.e. the drafting and development of databases on executed payments from the single state budget account, pursuant to budget classifications. Furthermore, activities have been envisaged which will further ensure transparency in the area of financing political activities and election campaigns (both election and referendum campaigns). Additional areas in which activities are envisaged are improving the transparency of the Croatian Parliament website and transparency in the area of policies for youth, anticorruption strategies and the media.

In the area of the participation of citizens and the civil society, further work is planned to improve the advisory services, where significant results have already been achieved during the first years of implementation of the initiative Open Government Partnership. Particular attention has been focused on the inclusion of youth through the Youth Council, and in including citizens in the work of civil society organisations, to ensure more active participation in problem-solving in the local community.

The Action Plan also considers the fact that information technologies promote and support good management by increasing transparency, facilitating decision-making processes and citizens' participation, and improving efficacy in the provision of public goods and services. Therefore, information technology is envisaged as an instrument for achieving the goals in the said priority areas in a large number of activities, i.e. they are horizontally present throughout the entire document.

Pursuant to the instructions of the initiative steering committee, the Action Plan has been drafted for a two-year period. However, this is a "living" document, that will be amended as necessary in line with the new circumstances in the work of public authorities and the contributions of civil society organisations and the general public, and the continuous application in the daily work of public authorities at all levels, in the interests of improving the quality of life for Croatian citizens.

OPEN GOVERNMENT EFFORTS TO DATE

In recent years, the Republic of Croatia has achieved visible progress in the areas covered by the initiative Open Government Partnership, particularly in the context of the demanding EU accession process. The strategic framework for combating corruption and strengthening openness and transparency of public authorities is comprehensively defined in the Strategy for combating corruption and its accompanying Action Plan, which encompasses 173 measures with concrete implementation deadlines, defined measure leaders and the necessary resources for implementation. Furthermore, important steps were taken in the first year of the implementation of the initiative Open Government Partnership, which included the implementation of nine measures in four priority areas: fiscal transparency, access to information, use of information technology, and participation of citizens and the civil society. Despite ongoing challenges in the area of strengthening the openness and transparency of government, it is worthwhile stressing some of the more prominent achievements in the preceding period:

1. Access to information

Significant progress was achieved with the Amendments to the Constitution of the Republic of Croatia (OG 76/2010 and 85/2010 – consolidated text), whereby the right to access information became a constitutionally guaranteed right. Furthermore, the new Act on the Right of Access to Information (OG 25/13) prescribes in 15 points which information public authorities are required to release in an easily searchable manner on their websites. The Act transposes Directive 2003/98/EC on the re-use of public sector information, and is aligned with the Croatian Constitution in order to achieve the principle of transparency and free access to information. Instead of the Agency for the Protection of Personal Data, it is envisaged that the tasks of the independent state body for protecting the right to access information be performed by an **Information Commissioner**, as a state official appointed by the Croatian Parliament for a term of 5 years. In addition to strengthening the function of the right of access to information, the authorities of that post are regulated in detail, particularly from the aspect of possible insight into classified information, and implementing **tests of proportionality and public interest**.

2. Public participation in shaping public policy

With the adoption of the Code of Practice of Consultation with the Interested Public in procedures of adopting new laws, other regulations and acts (OG 140/2009), in November 2009, the preconditions were secured for strengthening the transparency of the work of public authorities in this area. At the level of the central government and government offices, advisory coordinators were appointed and entrusted with consistent monitoring and coordination of advisory procedures in the framework of their bodies and offices. According to the Act on the Right of Access to

Information, public authorities are obliged to publish on their websites all draft acts and other regulations subject to public consultation with the interested public, as a rule for a 30 days period, which extended the 15-day deadline envisaged by the Code. The Amendments to the Rules of Procedure of the Government of the Republic of Croatia (OG 121/12) prescribes that during forwarding to government procedure, it is necessary to append a report on the conducted consultation with the interested public to the draft proposal of an act or other regulation. The Office for Societies of the Croatian Government continually monitors the implementation of consultations with the interested public. According to the Report drafted by the Office for Societies and accepted by the Croatian Government on 27 February 2014, in 2013 there were 348 consultations on draft acts and other regulations, and 26 consultations on the statements of effects of regulations, for a total of 374 public consultations. That is almost 160% more consultations than in 2012, when 144 consultations were conducted, and 675% more than in 2011 when 48 consultations were conducted. A proactive approach of state bodies to public consultations has resulted in greater interest of citizens and the interested public for participation in processes of shaping public policy, which is evident in the fact that 8299 legal and natural persons submitted their comments on draft acts, other regulations or acts to the competent authorities in 2013. That is 73% more than in 2012 and 4697% more than in 2011.

On the other hand, over the past decade, much has been accomplished in creating a stimulating environment for the development of the civil society. Croatia is among the first countries in this part of Europe to take significant steps forward in building a legal, institutional and financial framework for participation with societies and other civil society organisations, in building a democratic and socially sensitive society.

3. Information technology – administration serving citizens

During the first year of implementation of the initiative Open Government Partnership, the preconditions were put in place and work started to establish the Central state portal (gov.hr), which will unify information and the content of all websites of the state administration bodies. Via the components of this portal, it will be possible to have secure and confidential access to the personal information of citizens, and electronic services in various information systems of the public administration (e-Citizen project). Work began to unite and link all information pertaining to the status of natural and legal persons, for which records are kept by individual public administration bodies, and instructions and guidelines were drawn up for the further development of user-based electronic services and their linkage with the e-Citizen system. A pilot project of a system for personal user access to public administration was launched, in which it will be possible for every citizen to have personal access to their personal information via the internet system, which will also be a part of the gov.hr system. Additionally, a pilot project was launched for releasing public sector information, aimed at improving the accessibility of public sector data in one place.

4. Publicity of data on the assets of officials and civil servants in management positions

The system for official assets records was improved. The list of officials subject to submission of asset information was expanded in 2011 to include civil servants in management positions, and public release of the asset records was made possible on the website <u>www.sukobinteresa.hr</u>. In January 2013, a new Commission for Conflict of Interest was appointed.

5. Increased transparency of the financing of political parties

With the Act on Financing Political Activities and Election Campaigns (OG 24/2011, 61/2011, 27/13, 02/14), a single framework has been established for the transparent financing of political parties, with an independent supervision system and sanctions in cases of violations of the Act. Amendments to the Act in 2013 established that the annual financial reports and financial reports on the financing of election campaigns are permanently listed on the websites of the Digital Information Documentation Office. Pursuant to the Act, financial reports also contain specific data on donors (name and address), date of payment, amount and type of donation. The permanent publication of financial reports ensures lasting access to those data and searching of the database on different grounds. Reports on donations and expenditures of election campaigns are also publicly released on the websites of political parties, independent members of parliament, and independent members of representative bodies of local and regional self-government, i.e. on the website of the election participant. Furthermore, they are all obliged to submit the webpage address where the data are published to the State Electoral Commission.

6. Progress towards fiscal transparency

On the website of the Ministry of Finance, it is possible to find information on the state budget and state treasury, EU pre-accession programmes and funds, treasury bill auctions, publications, statistics and reports issued by the Ministry of Finance, and the many useful data on public finances. In early 2011, the new Act on Fiscal Responsibility (OG 139/10, 19/14) came into effect, and is aimed at securing and maintaining fiscal responsibility, transparency and mid- and long-term sustainability of public finances. Though the competent state bodies publish all key documents of the state budget (strategy of government programmes for a three-year period, guidelines for economic and fiscal policy for a threeyear period, state budget with projections, monthly reports on execution of the state budget, bi-annual and annual reports on execution of the state budget and extrabudgetary funds, report on conducted audits of annual reports of the execution of the state budget by the State Audit Office). During the first year of implementation of the initiative Open Government Partnership, specific steps forward were made in the sense of improving their content, and in drafting accompanying documents as an example of a guide for citizens. There is still room for improvement, in order to contribute to fiscal transparency as an important component of the effective management of public resources and strengthening economic growth.

PROCESS OF DRAFTING THE ACTION PLAN

The process of drafting the Action Plan began in October 2013. At the session of the national OGP Council, the members of the Council concluded that the new Action Plan would continue with the implementation of activities that were not implemented or were only partially implemented during the first year, and stressed the implementation priorities for the forthcoming period. An initial internet consultation on the priorities of the new Action Plan was held in the period from 28 October to 11 November 2013.

Following this, in the period from 15 December 2013 when the first meeting was held until the finalisation of the draft Action Plan in June 2014, a series of working meetings were held to discuss the proposals received during the public consultation period and additional proposals. All proposals were discussed so as to define concrete measures and activities of the new Action Plan. Representatives of the OGP Council, competent state authorities and civil society organisations participated in the meetings.

A public internet consultation on the draft Action Plan was held in the period from 19 March to 18 April 2014.

Additionally, on 26 March 2014, the conference Open Croatia was held to discuss the state of transparency in the Republic of Croatia, the progress to date on implementation of the initiative Open Government Partnership, and the measures and activities for the implementation of the initiative to 2016.

A report was drafted on the process of consultation with the interested public, and was submitted together with the draft Action Plan to the Croatian Government for consideration in June 2014. The report outlines which of the received proposals were accepted, and explanations why individuals proposals were rejected. The report has been published on the website of the Office for Societies.

COMMITMENTS TAKEN ON WITH THE ACTION PLAN

Following the results of the initial public consultations on the priorities for the forthcoming period of implementation of the initiative Open Government Partnership in the Republic of Croatia, consultations with civil society organisations, intersectoral consultation working meetings and implemented public consultations held on the draft Action Plan, the main priority areas were determined for the next two years. These were: access to information, openness of data, transparency of public policy, elections and referendums, media, and participation of citizens in shaping public policy. For each of these areas, measures and implementing activities have been defined for the purpose of achieving the set goals, with a total of 16 measures and 46 activities.

The implementation of measures and activities from the Action Plan will be monitored and coordinated by the national OGP Council, with the expert support of the Office for Societies of the Croatian Government. The Office for Societies will draw up instructions for reporting on the implementation of each measure/activity, and tabular monitoring of the state of implementation of measures/activities by the leaders and co-leaders of measures/activities, as a foundation for drafting the annual report on implementation of the Action Plan.

The written report on implementation of the Action Plan is submitted to the Croatian government following the end of each calendar year, and more often if necessary. For the purpose of improving the implementation of the Action Plan and at the proposal of the OGP Council, the Office for Societies may propose a revision of an individual measure/activity, its leader/co-leader or participant in implementation, deadlines for implementation, necessary resources and implementation indicators in the forthcoming period.

All state administration bodies that are leaders and co-leaders of implementations of Action Plan activities are obliged to plan for resources in their budget line items for the implementation of those activities in the forthcoming budget period.

Furthermore, the implementation of the Action Plan will be monitored and evaluated by the Independent Reporting Mechanism (IRM), which acts in cooperation with the Steering Committee of the initiative Open Government Partnership.

Additionally, the interested public will have the opportunity to comment on the implementation of the Action Plan through public debates that will be organised during the course of its implementation.

A. ACCESS TO INFORMATION

Despite the significant progress achieved in this area, in order to further ensure the achievement of the principles of transparency and free access to information in the possession of public authority bodies and their re-use, certain amendments to the Act on the Right of Access to Information are necessary, particularly certain improvements within the legislative framework. These envisaged amendments will ensure the accessibility of data for re-use, thus expanding the possibility of use of open data by citizens, the private sector and civil society. The legal regulation of records of exclusive rights for re-use will achieve the monitoring and supervision over the establishment of special (exclusive) rights for the use of data, thereby reducing the possibilities of abuse and establishing good practices. Amendments to the Data Confidentiality Act which, though planned, were not carried out during the first year of implementation of the initiative, will ensure further progress that will facilitate the implementation of the Act on the Right of Access to Information, clearer definitions and developing categories of classified data, defining cases in which the tests of proportionality and public interest, etc. will be carried out. The development of the database on public administration bodies that are subject to apply the Act on the Right of Access to Information improves the quality of protection and monitoring the implementation of the Act, and further eases access to information for users. Along with the quality of information, the quality of protection and monitoring the implementation of the Act will also be strengthened, facilitating access to information for users. The application of the Act will be improved through professional training for information officials in public administration bodies. Educational online programs will be developed to more easily reach out to information officials at the local and regional levels. This will further contribute to raising awareness on the importance of ensuring free access to information among officials. In order to raise citizens' awareness of the significance of the right to access of information, and to acquaint citizens with the constitutionally guaranteed right of every citizen and how to achieve this right, educational campaigns will be held for citizens on the right of access to information and the importance of transparent government operations. In order to further promote and build a transparent and open society through stimulating public authorities to ensure maximum transparency and openness in their work, competitions will be organised, and awards granted for transparency and openness of public authorities at the local and regional levels.

No.	Activity	Leader	Co-leader	Implementation deadline	Necessary resources	Implementation indicators
1.1.	Amendments to the Act on the Right of Access to Information	Ministry of Administration	Information Commissioner	July 2015	1	Adoption at the Government session of the Proposal of the Act on Amendments to the Act on the Right of Access to Information, in line with Directive 2013/37/EU of the European Parliament and of the Council of 26 June 2013 amending Directive 2003/98/EC on the re-use of public sector

MEASURE 1. IMPROVING THE LEGISLATIVE FRAMEWORK FOR ACHIEVING THE RIGHT OF ACCESS TO INFORMATION

						information.
1.2.	Legal regulation of records of exclusive rights to reuse	Ministry of Administration, Information Commissioner		December 2015	/	 adoption of implementing regulations (Ministry of Administration) drafted and publically available records of exclusive rights for re-use (Information Commissioner)
1.3.	Amendments to the Act on Data Confidentiality	Ministry of Internal Affairs	Ministry of Justice, Office of the National Security Council	December 2015	/	 Adoption at the Government session of the Proposal of Amendments of the Act on Data Confidentiality which: outlines in detail the persons subject to application of the Act; further emphasises the importance of differentiating classified data from other types of confidentiality (business secrets, professional secrets, etc.); introduces centralised access to the manner of determining the criteria for data classification; clearly defines the definitions from this area, particularly in relation to unclassified data and declassification procedures; clearly defines cases in which the test of proportionality and public interest are carried out; introduction of revised rules for procedures of periodical assessments of degrees of confidentiality for classified data.
1.4.	Draft the analysis of the legislative framework in the area of protecting whistleblowers	Ministry of Justice	Ministry of Labour and the Pension System	December 2014	/	Drafted analysis of the legislative framework for the protection of whistleblowers and pursuant to this, procedures initiated to amend existing acts or draft new acts.

MEASURE 2. IMPROVING THE IMPLEMENTATION OF THE ACT ON THE RIGHT OF ACCESS TO INFORMATION

No.	Activity	Leader	Co-leader	Implementation deadline	Necessary resources	Implementation indicators
2.1	Develop a publically accessible database on public authorities that are subject to apply the Act on the Right of Access to Information	Information Commissioner	Ministry of Administration, Digital Information Documentation	December 2014	/	Drafted and publically accessible database on public authorities in excel format.

			Office			
	Conduct education in the area of the right of access to information: a) education of officials and civil servants on the right of access to information	Information Commissioner	State Public Administration School, Digital Information Documentation Office	ongoing	1	 8 training sessions held (4 workshops per year) 200 attendees per year at education sessions
2.2	b) developing and implementing train-the-trainer programmes for the implementation of the Act on the Right of Access to Information	Information Commissioner	State Public Administration School, Digital Information Documentation Office	December 2015	HRK 70,000	 train-the-trainer programme developed and implemented 20 educated trainers
	c) online educational programs regarding achieving the right to access of information via the portal of the Digital Information Documentation Office for attendees from public authorities and the interested public	Information Commissioner	Digital Information Documentation Office	ongoing	1	 execution of a webinar and other online programs number of programs held number of attendees
2.3	Conceive and implement a citizens' campaign on the right of access to information	Information Commissioner		December 2016	HRK 300,000	 promotional materials developed (publications, audio, video) their dissemination and publication in the media
2.4	Execute a competition and grant awards for transparency and openness of public administration bodies at the local and regional level	Information Commissioner	Ministry of Administration, Office for Societies of the Government of Croatia	March 2016	/	 drafted methodology of the competition competition conducted granting of awards to public administration bodies at the local level – local and regional self-government units, companies under ownership of the local and regional self- government and public institutions and other legal persons founded by the local and regional self-government units.

B. OPEN DATA

In validating the fact that open data contribute to increasing democratic controls and participation, innovations in developing products and services and strengthening the implementation of laws, particularly in today's digital age, opening data has been recognised as one of the priorities for the forthcoming two-year period. The foundation for achieving this goal is the establishment of the Central state portal (gov.hr) and its component data.gov.hr, which will enable searching, linking, downloading and re-use of public sector data for commercial and non-commercial purposes via a metadata catalogue. This is an activity that was planned in the first year of implementation of the initiative, but for objective reasons was not implemented. Furthermore, instructions will be issued for the release and use of open data, i.e. the established standards in managing public data. In order to respond to user demands, a public debate will be held every six months for the purpose of defining priorities for publication in the said period, and the national OGP Council will regularly monitor the progress in implementation of accivities to open data. Also, in following the efforts that will be invested in further strengthening of the mechanisms to ensure the right of access to information, the emphasis will be further placed on a proactive release of information. For the purpose of assistance, i.e. better information of public authorities on their obligations and facilitating the implementation of provisions on the proactive release of information, instructions will be issued and a manual prepared for that purpose.

No.	Activity	Leader	Co-leader	Implementation deadline	Necessary resources	Implementation indicators
3.1	Establish the Central state portal, www.gov.hr	Office of the President of the Government of the Republic of Croatia	Ministry of Administration, Croatian Regulatory Authority for Network Industries	December 2014	HRK 200,000	Establishment of the Central state portal, with services My Administration and e-Citizen; Croatian Government and at least three-quarters of ministries and government offices keeping their websites in line with the standardised Central state portal.
3.2	Issue instructions for the release and use of open data	Information Commissioner	Ministry of Administration, Working group for the application of open code and open standards, Digital	December 2014	/	 Instructions issued on the release of open data which, in accordance with Article 10 of the Act on the Right of Access to Information, interpret the "easily searchable manner" outlining the responsibility of public authorities and public servants for information, the manner of release and technical specifications, in relation to the type of datasets that will be released, and

MEASURE 3. PROACTIVE RELEASE OF INFORMATION AND OPENING DATA

			Information Documentation Office			the processes of updating and controlling compliance, including legal notes
3.3	Open the central state repository for data and release data for re-use on the portal data.gov.hr*	Office of the President of the Government of the Republic of Croatia	Ministry of Administration, Working group for the application of open code and open standards, Digital Information Documentation Office, national OGP Council, Information Commissioner	December 2014; ongoing	/	 on the portal data.gov.hr, databases are released in accordance with the issued instructions for the publication and use of open data the number of published databases on the portal data.gov.hr reports submitted by the Ministry of Administration and Digital Information Documentation Office to the OGP Council.
	Hold a public debate with the interested public on the priorities of publishing open data in regular six-month intervals Align the priorities and draft a list of priorities for the publication of open data	OGP Council		Every 6 months from the start of implementation of the Action Plan		 number of public debates held (3) drafting a list of priorities (3) number of published databases with lists of priorities
3.4	Prepare an education module on open data	Information Commissionner, Digital Information Documentation Office	State Public Administration School, Ministry for Foreign and European Affairs	March 2015; ongoing	/	 development of an education module on open data preparation of education materials holding education for the first group of public servants responsible for information in public authorities drafted education plan for public servants responsible for information
3.5	Develop instructions and a manual for the proactive publication of information	Information Commissioner	Ministry of Administration	July 2015	HRK 20,000	 instructions for the proactive publication of information drafted and published manual for the proactive publication of information drafted and published
* List	of datasets published within the first six	months of adoption of	the Action Plan is for	und in the document	appendix (Appen	

C. TRANSPARENCY OF PUBLIC POLICY, DECISION MAKING PROCESS OF LEGISLATIVE GOVERNMENT, WORK OF PUBLIC ADMINISTRATION, ELECTIONS AND REFERENDUMS AND THE MEDIA

Though the emphasis throughout the entire Action Plan is on transparency as a general principle of operation of public authorities, during the public consultation process and the consultation meetings held, other key areas in which it is necessary to implement activities to achieve transparency were also determined: fiscal policy, youth policy, public administration work, elections and referendums, and the media. Furthermore, improvements to the website of the Croatian Parliament are envisaged in order to increase the transparency of the work of representatives and decision-making in Parliament.

In the area of fiscal transparency, part of the activities from the first Action Plan are repeated, considering that they were only partially implemented, while activities associated with the operation of companies under majority state ownership, local and regional units, and drafting searchable databases on executed payments from the single state budget account tie into the activities conducted during the first year of implementation of the initiative. By publishing additional elements of the state budget, a more complete overview of the elements that influence both the revenue and expenditure sides of the state budget will be publicly available. The timely publication of monthly reports on the execution of the state budget enable the interested public, particularly analysts, to have insight into monitoring the execution of the state budget, and represents a foundation for further analysis. The publication of the Report on the execution of the budget, monthly statistical overview of the Ministry of Finance, and annual reports of the Ministry of Finance and their unification in one place will facilitate rapid searches of documents in the sphere of public finance. The publication and supplements of the Annual Report on execution of the state budget in the manner envisaged by the Action Plan is important in the context of public understanding of the trends of macroeconomic variables, while the drafting and publication of citizens' guides, i.e. simple and easy to understand summaries of key budget documents, ensures the access of citizens to reliable, comprehensive, timely, understandable and comparable information, and implies the possibility that citizens may obtain budget data that are complete, important, accurate and easy to understand. The development and publishing of publically searchable databases on executed payments from the single state budget account is a new IT solution that will enable broader public access to information on payments executed from the state budget, and represents one of the key anti-corruption elements that is an example of good practice of countries which already have publically searchable databases. As such, this is one of the most significant activities in this Action Plan.

In the area of youth policy, activities are envisaged to ensure transparency of the initiative Guarantees for Youth, directed at resolving the issues of youth unemployment and the work of the Youth Council of the Government of the Republic of Croatia, youth councils and advisory bodies that includes youth representatives at the national, regional and local levels. For the purpose of great transparency of the work of representatives of the Croatian Parliament, steps will be taken to improve the website of the Croatian Parliament. A significant step forward will be the publication of information of how representatives voted in plenary sessions (as individuals).

Furthermore, steps will also be taken towards achieving greater efficiency and transparency in the work of public administration, the publication of key documents (strategic documents of the Government of the Republic of Croatia, annual work plans, annual reports on the work of state administration bodies, comprehensive environmental impact studies), and improvements to the system of employment and advancement in public services, and in the area of transparency in the operations of agencies, institutes, funds and other legal persons founded by the Republic of Croatia.

In continuing on the previously achieved progress in the area of transparency in financing election campaigns, this Action Plan envisages amendments to the current legislation in the areas that have proven to be insufficiently regulated during implementation, both in the cases of elections and referendums. Added value will come from activities that envisage the drafting of publically available and searchable databases on the financing of regular positive activities and election campaigns. In order to raise the quality of the implementation of the election process, activities will be carried out to improve the process of appointing members of voter committees for elections and referendums.

The media, as one of the key actors in preserving democracy and its values, has also been identified as an area that requires activities be taken to ensure greater transparency and independence of its work, which primarily implies certain changes in the legislative framework for the work of the media.

N	lo.	Activity	Leader	Co-leader	Implementation	Necessary	Implementation indicators
		•			deadline	resources	•
4	.1.	Timely publication of the proposal of the State Budget	Ministry of Finance	Competent ministry	November 2014, 2015 and 2016	/	 In 2014, publication of the proposal of the State Budget and substantiation of the proposal of the State Budget for 2015, with projections for 2016 and 2017, in the following periods for the appropriate forthcoming time periods, supplemented with the listed elements such that it contains the following: information that outlines how the proposals of new legislative solutions impact the revenues and

MEASURE 4. FISCAL TRANSPARENCY

						 expenditures of the budget year in comparison to existing solutions; functional classification of expenditures for the budget year and the year preceding the budget year; state of the public debt for the preceding budget year and projections of public debt for the mid-term period; structure of the public debt for the budget and previous year; information on the conditional obligations for the budget year (guarantees); information on where to find data on the impacts of macroeconomic assumptions on the budget revenues, expenditures and the public debt (sensitivity analysis).
4.2.	Timely publication of the monthly reports on execution of the State Budget according to the national methodology of the calculation plan and according to the GFS 2001 methodology	Ministry of Finance	Competent ministry	ongoing	/	 Published months reports on the execution of the state budget, which include the most important categories of revenues and expenditures of the state budget according to the national methodology of the calculation plan, and the monthly reports by the organisation classifications of the state budget and accounts 3 and 4 economic classifications, no later than one month after the expiry of the period to which they pertain, except the report for December which may be published with preliminary data in late February at the earliest. Monthly report on the execution of the state budget and financial plans of extrabudgetary users expressed according to the GFS 2001 methodology published no later than two months after the expiry of the period to which they pertain, except for December which may be published in March at the earliest.
4.3	Publication of the report on the execution of the budget, monthly statistical overviews of the Ministry of Finance and the annual report of the Ministry of Finance	Ministry of Finance		ongoing	/	 published reports, statistical overviews and annual reports on the website of the Ministry of Finance under the category "Statistics and Reporting" reports according to the national methodology of the calculation plan supplemented by data on achieved

						 revenues and published no later than one month after the completion of the period to which it pertains, except the report for December, which may be published with preliminary data at the end of February at the earliest unification of all reports on the execution of the budget under the category "Statistics and Reporting" on the website of the Ministry of Finance
4.4	Publication of the Annual Report on execution of the state budget, with supplements	Ministry of Finance		ongoing	/	Annual report on the execution of the state budget published within the legal deadlines, with supplements explaining the differences between the original macroeconomic projections for the budget year and the actual macroeconomic indicators.
4.5	Draft and publish a guide for citizens for key budget documents	Ministry of Finance		ongoing	/	Guide for citizens, drafted and published in due time, with simple and easy to understand summaries for the key budget documents: guidelines of economic and fiscal policy, proposal of the state budget and projections, state budget and projections adopted by Croatian Parliament, semi-annual and annual reports on the execution of the state budget.
4.6.	Draft and publish instructions for publication of annual reports on operations of companies in majority ownership of the state, or local or regional government units	Information Commissioner	State Asset Management Office	September 2014	/	 drafted instructions on the manner, form and deadlines for publication of the annual report on the operations of companies in majority ownership of the state, or local or regional government units deadline for publication of reports is 30 October instructions drafted, sent to companies and published on the website of the Information Commissioner, Ministry of Finance and State Asset Management Office
4.7.	Monitor the regularity and compete publication of annual reports on the operations of companies under majority ownership of the state, or local or regional government units	Information Commissioner	State Asset Management Office	To the end of the calendar year; ongoing	1	 develop the monitoring methodology publish the results of monitoring on the website of the Information Commissioner
4.8.	Draft and publically release a searchable database on the execution of payments from the single state budget account	Ministry of Finance		September 2014	/	 developed and released publically searchable database on executed payments from the single state budget account in line with the prescribed budget classifications publically accessible data on direct payments to suppliers

			from the single state budget account (A portion of the budgetary users in the state treasury system (17 users) that have a large number of accounts and requests for payment execute liabilities via the 632 special purpose account in the deposit of the Croatian National Bank. These users issues payment requests in the state treasury system and transfer funds from the state budget account to the 632 account from which they execute payments of liabilities towards suppliers. For all payments executed via the special
			towards suppliers. For all payments executed via the special purpose account, the budgetary users in the state treasury system, it is not possible to search by supplier).

MEASURE 5. IMPROVEMENTS OF TRANSPARENCY AND EFFICACY IN THE WORK OF PUBLIC ADMINISTRATION

No.	Activity	Leader	Co-leader	Implementation deadline	Necessary resources	Implementation indicators
5.1	Develop the e-Citizen system in components that will enable secure and advanced communication between citizens and the public sector	Ministry of Administration	State administration bodies	ongoing, from June 2014	/	 establishment of technological solutions for the publication of information on public services for citizens (My administration, in the framework of the Central state portal) all state administration bodies have educated persons and use the components of My Administration for the release of public information establishment of an organisation system within the state administration for regulating the components of My Administration establishment of a basic system for electronic exchange of data in the possession of public sector bodies in one place establishment of a user box in the framework of the Central state portal for personal access to information of that person kept by state administration bodies number of e-services available to citizens
5.2	Publish strategic documents of the	Government of the	State	Ongoing from	/	 list of strategic documents adopted by the Government, with links to active documents, multipled on the Control
	Government of the Republic of	Republic of Croatia,	administration	September 2014		with links to entire documents, published on the Central

	Croatia in one place	Public Relations Service	bodies			state portal
5.3	Publish annual work plans and annual reports on the work of state administration bodies	Government of the Republic of Croatia, Public Relations Service	State administration bodies	Ongoing from December 2014	/	 published annual work plans for all state administration bodies, with clearly listed specific goals and activities associated with public policies and strategic goals in their competent, and planned resources for their implementation published annual reports on the work of all state administration bodies based on the monitoring of implementation of strategic plans through the process of (self-)evaluation
5.4	Increase transparency in the area of employment and advancement in the civil service	Ministry of Administration	State administration bodies	June 2015	/	 establish clear criteria and procedures for admittance and advancement in the civil service, based on competences and real needs of institutions establishment of a well-conceived work evaluation system for civil servants that will have a direct impact on advancement, an individual professional development plan, and salaries for individual civil servants drafted analysis of application of institutes of the right of privilege during recruitment in public administration
5.5	Increase the transparency of activity of agencies, institutes, funds and other legal persons founded by the Republic of Croatia	Agencies, institutes, funds and other legal persons founded by the Republic of Croatia	Ministries having competence over such legal persons	Ongoing, from December 2014	/	 On the websites of agencies, institutes, funds and other legal persons founded by the Republic of Croatia, the following are regularly published: information on their work reports which those bodies are required to submit to the line ministries pursuant to special regulations
5.6.	Publish comprehensive versions of environmental impact studies on the websites of the competent bodies	Ministry of Environmental and Nature Protection	Regional self- government units, county administrative bodies/administra tive bodies of the City of Zagreb competent for environmental	December 2014	/	 proposal of amendments of relevant acts that commit public authorities to publish comprehensive versions of all conducted strategic and environmental impact studies in their area of competence on their website in a timely manner

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MEASURE 6. IMPROVEMENT OF TRANSPARENCY OF ELECTION AND REFERENDUM CAMPAIGNS

No.	Activity	Leader	Co-leader	Implementation deadline	Necessary resources	Implementation indicators
6.1	Regulate the legislative and institutional framework of transparent financing of election campaigns	Ministry of Administration	State Electoral Commission	December 2014	/	Proposal of amendments to the Act on Financing Political Activities and Election Campaign on issues that proved to be insufficient during implementation of the Act drafted and adopted at the Government session.
6.2	Regulate the legislative and institutional framework of transparent financing of referendum campaigns	Ministry of Administration	State Electoral Commission	December 2014	/	Proposal of amendments to the Act on Financing Political Activities and Election Campaign which would regulate the transparent financing of referendum campaigns drafted and adopted at the Government session.
6.3	Improve the manner of collecting and publishing data on financing political activities and election campaigns	Ministry of Administration	Digital Information Documentation Office, State Electoral Commission	December 2016	/	 develop an application solution for a single manner of collecting data from participants of election campaigns and from participants of regular financing of political activities development of permanently accessible and searchable databases of Annual financial reports of political parties, independent representatives and bodies of representative bodies of local and regional self-government elected from the voter group ballot, and financial reports on the financing of election campaigns of political parties, independent ballot leaders, or leaders of the voter group ballot and candidates, which enables simple searching on various grounds.
6.4	Improve the process of election of members of voter committees at elections and referendums	State Electoral Commission		September 2015	HRK 2 million	 online available application for conducting education of persons for work in voter committees upon completion of the executed modules of the application for the education of persons for work in voter committees, the creation of an automatic database with the results of the e-exam and other relevant data on education participants (experience, party affiliations, etc.)

			• priority appointment of the chairperson and deputy of
			voter committees based on their rank in the database

No.	Activity	Leader	Co-leader	Implementation	Necessary	Implementation indicators
140.	Activity	Leader	Coneduci	deadline	resources	
7.1	Improve the content of the website of the initiative Guarantee for Youth	Ministry of Labour and the Pension System		October 2014	/	 review of contracted projects and funds granted and spent for the implementation of initiatives conducted Annual implementation report published statistical overview of site hits section containing information on the work and conclusions of the expert bodies responsible for monitoring the implementation of the Guarantee for Youth created and regularly updated (Intersectoral working group for monitoring the implementation of the Guarantee for Youth; Intersectoral supervisory board for monitoring the Guarantee for Youth) information on the scope, manner of work and division of authority between the abovestated two bodies, published to the set deadline number of published conclusions/session meetings in relation to the number of sessions held
7.2	Improve the transparency of the work of the Council for Youth of the Government of the Republic of Croatia	Ministry of Social Policy and Youth		ongoing	/	 announcements and minutes from the sessions of the Youth Council of the Government of the Republic of Croatia regularly posted on the official website of the MSPY number of published announcements and session minutes in relation to the number of held sessions of the Youth Council of the Government of the Republic of Croatia
7.3	Improve the transparency of the work of the Youth Council	Ministry of Social Policy and Youth		2014 and ongoing	/	 instructions drafted for local and regional self- government units to develop separate columns on their official websites that will contain all the relevant information in the work of the Youth Council

MEASURE 7. TRANSPARENCY IN THE AREA OF YOUTH POLICY

		 list of established Youth Councils published and
		regularly updated on the official MSPY website

MEASURE 8. MEDIA TRANSPARENCY

				Implantation	Necessary	
No.	Activity	Leader	Co-leader	Implementation deadline	Necessary	Implementation indicators
8.1	Improve the legislative framework for transparency and independent work of the media	Ministry of Culture	Information Commissioner	June 2015	/	 Proposal of amendments to the Media Act drafted and adopted at the Government session which enables: strengthening of the implementation mechanisms for Article 6 (accessibility of public information in a "reasonable" timeframe) regulation of the status of journalists in the sense of their protection if they speak out about censure within their editorial offices defining the terms on the networking of concession holders and publishers transparency of data on the owners of all media to the level of the natural person (register in reusable and easily searchable open code format) transparency of annual financial reports of media data on publishers that are easily accessible on the publisher's website (impressum), including: ownership structure with shares/associations in other publishers and other types of companies (e.g. co-ownership/close persons/familial relations) and official functions and/or holding functions in a political party by an owner of media; revenue from media activities; editorial office. The proposed amendments of the relevant legislative framework will enable decision-making on state subsidies and breaks for individual publishers (Media Act, Electronic Media Act, Value Added Tax Act, etc.).
8.2	Improving the legislative framework for the transparency of electronic	Ministry of Culture	Information Commissioner,	December 2014	1	Establishment of legal obligations for the timely release of complete and accurate information on the website
	media		Council and			(impressum) of the electronic media publisher that

			Agency for Electronic Media			 includes: programme basis, included concession obligations, concession area and broadcast area programme scheme, including daily and weekly broadcasting schedule contract on the networking of concession holders, including data on responsible editors and network programme schemes contact information and/or viewer/listener feedback form
8.3	Increasing transparency and improvement of managing conflicts of interest in the work of Cultural councils	Ministry of Culture	Information Commissioner, Digital Information Documentation Office, Conflict of Interest Commission	December 2014		 published records of Cultural councils at the level of the Ministry and local government bodies ensuring the application of mechanisms to manage conflicts of interest (e.g. obligation to declare a conflict of interest in records, instrument of self-exclusion from the decision-making process, drafting of a code of ethics, amended decision-making procedures in the case of a declared conflict of interest, etc.)
8.4	Publish concession contracts for the provision of television and radio media services, with tender documentation	Agency for Electronic Media	Ministry of Culture	ongoing	/	 published concession contracts on the provision of television and radio media services, with tender documentation

MEASURE 9. IMPROVING TRANSPARENCY OF INFORMATION ON MEMBERS OF PARLIAMENT AND THEIR WORK

No.	Activity	Leader	Co-leader	Implementation deadline	Necessary resources	Implementation indicators
9.1	Improvement of the content of the website of the Croatian Parliament	Croatian Parliament	Conflict of Interest Commission (pertains to the last implementation indicator)	December 2016	HRK 2 million	 Established technological solution for the website of the Croatian Parliament, such that it includes: regular and timely release of complete data on the voting by members of parliament overview of voting on laws and acts with total votes and display for each member of parliament with their vote – for plenary sessions

	 record for the sessions of boards which should contain alphabetical lists of board member names and indications of how they voted, with information on who attending voting and in the case of voting in the manner that one member deposits his vote with the board chairperson, instead of voting during the time of concluding the discussion at the board, it is necessary to state that person's name, if such a case is stated in the record information on the budget and expenditures of the Croatian Parliament under information on individual members of parliament, provide insight into the asset record and decision of the Conflict of Interest Commission via a link to the website of the Conflict of Interest commission (www.sukobinteresa.hr) where the asset records are provided, together with the Commission decision, with the obligatory note that the Parliament is not accountable for the content of that website.
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MEASURE 10. IMPROVING TRANSPARENCY OF DATA ON THE ASSETS OF OFFICIALS

No.	Activity	Leader	Co-leader	Implementation deadline	Necessary resources	Implementation indicators
10.1	Computerisation of the work of the Conflict of Interest Commission	Conflict of Interest Commission		June 2015	HRK 300,000	Through the computerisation of the work of the Commission, tools will be developed allowing the interested public to more easily access information on the assets of officials

D. PARTICIPATION OF THE INTERESTED PUBLIC IN SHAPING AND MONITORING THE IMPLEMENTATION OF PUBLIC POLICY

In the area of participation of the interested public in shaping public policy, significant progress was already achieved in the first year of implementation of the initiative Open Government Partnership. The activities envisaged under this Action Plan will continue on the previous activities in the part pertaining to the improvement of the consultation process with the interested public in the procedures of adopting laws, other regulations and acts. Also, several activities are envisaged that will further contribute in specific areas to improving the participation of the interested public in shaping and monitoring the implementation of public policy. Primarily, continuing from the obligations of the preceding Action Plan, the establishment of a single internet system is planned for public consultations in procedures to adopt new laws, other regulations and acts that should further strengthen the implementation of the Code of Consultation, and the provisions of the Act on the Right of Access to Information, which pertains to the implementation of public consultations. The system will enable citizens to monitor the course of drafting an individual document - from the working group to its adoption and publication in the Official Gazette, and the possibility of becoming directly involved during the public consultation procedure by providing their comments to the proposed text. Work on educating state officials and civil servants will continue, as will the preparation of the report on the implementation of the Code so as to further ensure the efficient and transparent implementation of consultation with the interested public. Further, for the purpose of greater transparency of the entire decisionmaking procedure, the composition of working groups and committees for the drafting of laws, other regulations and documents will be publicly released. The inclusion of the interested public is also envisaged in the drafting of new anti-corruption strategies, and the drafting of analyses that would serve as a basis for regulating lobbying. For the purpose of strengthening civil supervision over the work of the police, activities are planned that would ensure greater efficacy of the Complaints Commission of the Ministry of the Interior. Furthermore, in order to allow citizens to become better information on the possibilities of becoming involved in civil society organisations, mobile telephone applications will be developed that will allow citizens to quickly and easily obtain information on the operation of societies in their local community.

MEASURE 11. IMPROVING THE PROCESS OF CONSULTATION WITH THE INTERESTED PUBLIC IN PROCEDURES OF ADOPTING LAWS, OTHER REGULATIONS AND ACTS

1	No.	Activity	Leader	Co-leader	Implementation deadline	Necessary resources	Implementation indicators
	11 1	Establishment of a single	Office for Societies of	Ministry of	December 2014	1	establishment of a single internet system for public
	11.1	interactive internet system for	the Government of	Administration,		/	consultations

	consultations with the public in procedures of adopting new laws, other regulations and acts	the Republic of Croatia	Information Commissioner, Digital Information Documentation Office, Government of the Republic of Croatia – public relations office			 draft acts, other regulations and documents for which consultation procedures are held are published in a timely manner on the internet system for consultations prior to forwarding to the Government adoption procedure publication of reports on conducted consultations on the internet system for consultations publication of annual reports on the implementation of Code of Consultations on the internet system for consultations
11.2	Conduct education of state officials and civil servants in state administration bodies and civil servants in local and regional self- government units on the efficient reporting on consultation results	Office for Societies of the Government of the Republic of Croatia	State Public Administration School	ongoing	HRK 20,000	 annually at least two workshops/seminars on conducting consultations held number of state officials and civil servants attending workshops/seminars
11.3	Draw up and publish annual reports on efficiency of application of the Code of Consultation with the interested public in the adoption of new laws, other regulations and acts	Office for Societies of the Government of the Republic of Croatia	State administration bodies	February 2015 February 2016	/	Drafted and publicly released annual report on the application of the Code of consultation.
11.4	Publish the composition of working groups and committees for drafting laws, other regulations and acts on the Central state portal	Government of Croatia – public relations office	Office for Societies of the Government of the Republic of Croatia, state administration bodies responsible for the drafting of laws, other regulations and acts	Ongoing from December 2014	/	Regularly updated list and composition of all working groups on the Central state portal (on the internet system for consultation).

MEASURE 12. ENSURING THE SUSTAINABILITY OF VALUES AND CONTENT OF THE INITIATIVE OPEN GOVERNMENT PARTNERSHIP

No.	Activity	Leader	Co-leader	Implementation deadline	Necessary resources	Implementation indicators
12.1	Inclusion of the values and content upon which the initiative Open Government Partnership is based in the Curriculum programme for civil education	Ministry of Science, Education and Sport	Education Agency, national OGP Council	December 2014; ongoing	/	The values and content upon which the initiative Open Government Partnership is based included in the curriculum for civil education, particularly in the area of anti-corruption, achieving the right of access to information, and the inclusion and participation of citizens in decision-making processes.

MEASURE 13. PARTICIPATION IN DRAFTING OF A NEW ANTI-CORRUPTION STRATEGY

No.	Activity	Leader	Co-leader	Implementation deadline	Necessary resources	Implementation indicators
13.1	Develop a new anti-corruption strategy	Ministry of Justice	Information Commissioner, Conflict of Interest Commission, ministries	December 2014	HRK 50,000	 decision of the Government/Ministry of Justice on the establishment of a working group/coordination body for managing the process of drawing up the Draft strategy detecting corruption risks in all sectoral areas encompassed by the Draft of the strategy formation of sectoral teams for drawing up the draft strategy public consultation conducted on the draft strategy number of staff of public authorities included in the process of drawing up the draft strategy number of civil society organisations included in the process of drawing up the draft strategy draft strategy drawn up to 30 September 2014 strategy adopted by the Government to 30 December 2014

MEASURE 14. REGULATION OF LOBBYING

No	Activity	Leader	Co-leader	Implementation deadline	Necessary resources	Implementation indicators
14.	Draft an analysis of the legislative framework in the area of lobbying	Ministry of Justice	Information Commissioner	December 2014	/	Drafted analysis of the legislative framework in the area of lobbying and accordingly, procedure of amending the existing act or drafting of a new one initiated.

MEASURE 15. IMPROVING EFFICACY OF THE COMPLAINTS COMMISSION OF THE MINISTRY OF INTERIOR

No.	Activity	Leader	Co-leader	Implementation deadline	Necessary resources	Implementation indicators
15.1	Amend the Police Act	Government of Croatia, Ministry of		June 2015	/	Drafted proposal of amendments to the Police Act in the part of provisions of the Act regulating the work of the
		the Interior				Complaints Commission of the Ministry of the Interior.

MEASURE 16. PROMOTING CIVIL PARTICIPATION IN THE WORK OF CIVIL SOCIETY ORGANISATIONS

No.	Activity	Leader	Co-leader	Implementatio n deadline	Necessary resources	Implementation indicators
16.1	Develop a mobile telephone application for the purpose of information citizens of the possibility of participating in the work of civil society organisations in the local community	Office for Societies of the Government of the Republic of Croatia		March 2015	HRK 40,000	 development of a mobile telephone application that enables citizens to search which societies are in their vicinity and provides information on their work and activities, and the possibilities of inclusion, and their contact information, and how to get involved in their work number of application users

Appendix 1 – Aligned list of data to be published within six months of adoption of the Action Plan

Data	Leaders	Co-leader
Register of state assets	State Asset Management Office	State Asset Management Agency, Ministry of Finance
Register of persons subject to the provisions of the Conflict of Interest Act	Conflict of Interest Commission	
Register of institutions and extrabudgetary funds of special interest to the Republic of Croatia or of special interest for local or regional self-government units	Conflict of Interest Commission	Digital Information Documentation Office, Information Commissioner, State Electoral Commission
Register of companies in which the Republic of Croatia has stocks or ownership shares (company capital)	Conflict of Interest Commission	
Register of entities subject to restrictions	Conflict of Interest Commission	
Central catalogue of official documents of the Republic of Croatia	Digital Information Documentation Office	Information Commissioner