

PUBLIC ADMINISTRATION REFORM STRATEGY
2022-2026

2023 ACTION PLAN REPORT



May 2024



ACRONYMS

AMM	Association of Managers of Montenegro
APDPFAI	Agency for Personal Data Protection and Free Access to Information
AURUM	Public Administration Reform Strategy 2011 – 2016
CAF	Common Assessment Framework
CCM	Chamber of Commerce of Montenegro
CEA	Commission for Economic Affairs
CPR	Central personnel records– Joint assessment framework
CPS	Commission for Political System
DEU	Delegation of the EU to Montenegro
DT	Digital transformation
EA	Employment Agency
EC	European Commission
ECDL	Standard ICT skills certification
Edms	Electronic document management system
EFQM	European Foundation for Quality Management
eID	Electronic identity
EU	European Union
EUPAN	European Public Administration Network
FAI	Free access to information
GDPR	The EU General Data Protection Regulation
GPD	Gross-domestic product
GSB	Single information system for electronic exchange of data between Public Authorities and state administration authorities
GSG	General Secretariat of the Government
GWP	Government Work Programme
HRMIS	Human resource information system
HRMA	Human Resources Management Authority
ILIAS	E-learning/training platform
IPA III	Instrument of Pre-Accession Assistance
IS	Information systems
ISO	International Organisation for Standardisation
ISPI	Reporting on mid-term work programmes of ministries
IT	Information technology

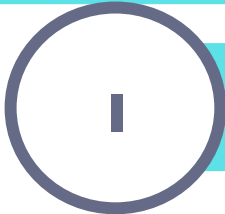
PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

KPMG	Consulting and audit company
LAP	Law on Administrative Procedure
LCSSE	Law on Civil Servants and State Employees
LFAI	Law on Free Access to Information
LSG	Local self-government
LSGU	Local self-government unit
MEA	Ministry of European Affairs
MED	Ministry of Economic Development
MESPH	Strategic planning portal in the EU integration IT system
MF	Ministry of Finance
MH	Ministry of Health
MJHMR	Ministry of Justice, Human and Minority Rights
MLSW	Ministry of Labour and Social Welfare
MoI	Ministry of the Interior
MONSTAT	Statistics Office of Montenegro
MPAEU	Montenegro's Programme of Accession to the EU
NGO	Non-governmental organisation
OGP	Open Government partnership
PAR AP	Public Administration Reform Action Plan
PAR	Public administration reform
PFRP	Public Finance Reform Programme
RCC	Regional Cooperation Council
ReSPA	Regional School of Public Administration
RIA	Regulatory Impact Assessment
SAI	State Audit Institution
SBS	Sector budget support
SIGMA	Joint OECD/EU Support for Improvement in Governance and Management
SISEDE	Single information system for the electronic data exchange
Standard Cost Model	Standard cost model
UN	United Nations
UNDP	UN Development Programme
UoM	Union of Municipalities of Montenegro
WB6	Six Western Balkans economies
WG	Working group

I	EXECUTIVE SUMMARY	5
II	INTRODUCTION	8
III	MONITORING AND ACHIEVEMENTS IN THE IMPLEMENTATION OF THE PAR STRATEGY	10
	3.1 DIALOGUE WITH EU	15
	3.2 ACHIEVEMENTS IN IMPLEMENTATION	16
IV	BUDGET	36
	4.1 EU SUPPORT FOR PUBLIC ADMINISTRATION REFORM - IPA III (SECTOR BUDGET SUPPORT)	36
	4.2 FINANCING OF NGO PROJECTS	39
V	RECOMMENDATIONS	40
VI	REPORTING TABLE	44

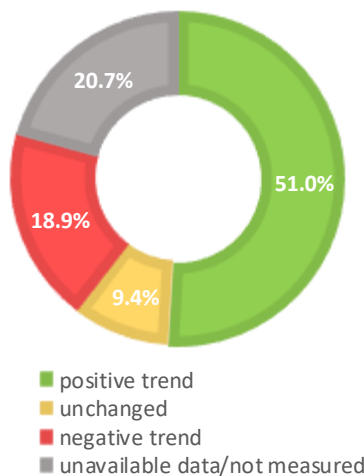


EXECUTIVE SUMMARY

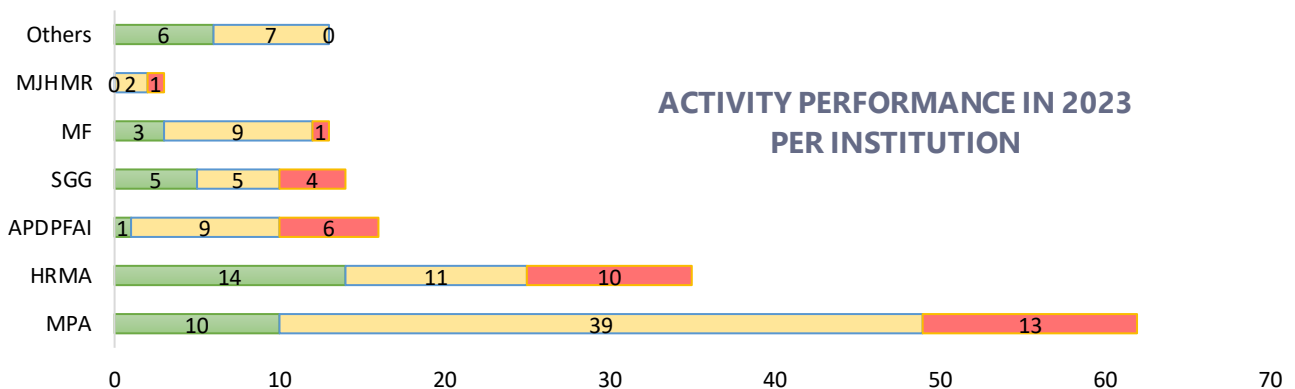
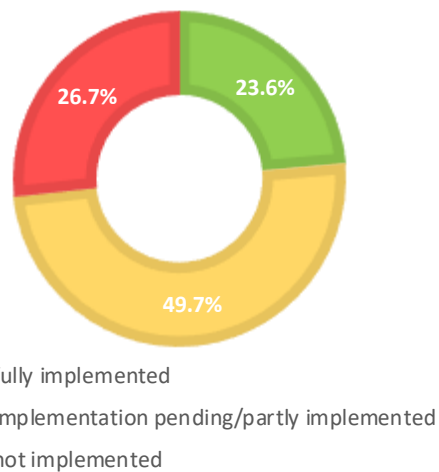
The Public Administration Reform Strategy 2022-2026, adopted in December 2021, aims to establish an effective and efficient public administration that promptly delivers services to both residents and the businesses. In accordance with the monitoring and reporting procedures outlined in this strategic document, the Ministry of Public Administration (MPA) is required to submit a Report on the implementation of the Action Plan 2022-2024 for the year 2023. This report should include data on the implementation of activities up until the end of Q1 2024.

The graphs below present the key results of the monitoring conducted in 2023 and Q1 2024. The monitoring covered 156 activities and 53 indicators. The data indicate that the activities were not implemented as per the schedule.

INDICATORS IN 2023.



ACTIVITIES IN 2023.



ACTIVITY PERFORMANCE IN 2023
PER INSTITUTION

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

The following is a presentation of the most successful results of the reform in 2023, as well as challenges encountered:

I CITIZEN-ORIENTED ORGANISATION AND OPERATION OF THE PUBLIC ADMINISTRATION

- ✓ The percentage of Ombudsman recommendations implemented by public administration bodies increased from the initial **19.8%** to **53.1%**
- ✓ Reduction of LGU debt in relation to total revenues from the initial **33.5%** to **22.2%**
- ✓ Adopted **Analysis of the functioning of local self-governments**
- ✓ **The Law on Amendments to the Law on Local Self-Government Financing** adopted
- ✓ Established portal www.organi.gov.me

II CITIZENS AND BUSINESSES USE HIGH-QUALITY PUBLIC SERVICES OF THE PUBLIC ADMINISTRATION

- ✓ **The CAF model of self-assessment** is being implemented in the **MPA**
- ✓ **86.14%** of the total number of filed requests for eStudent services were electronically submitted applications.
- ✓ **Increased the number of electronically paired registers** in the meta-registry, from **the initial 8 to 16 paired registers**
- ✓ **Digital signing of contracts between students and the University of Montenegro**
- ✓ Functional national system for electronic collection and control of collection of administrative fees and charges - NS NAT
- ✓ Raising awareness and promoting **the quality management system**

III PROFESSIONAL PUBLIC ADMINISTRATION

- ✓ **92%** of public authorities **adopted the HR Plan for 2023**
- ✓ Increased average number of applicants per job notice from **4.8 (baseline value) to 11.5 in 2023**
- ✓ Increased average number of applicants in the competitions **from 2.14 (baseline value) to 3.14 in 2023**
- ✓ **29.5%** of public authorities strategically plan trainings
- ✓ **68%** of LGUs strategically plan trainings
- ✓ Measurement of employee satisfaction (HRMA) was carried out in **40 institutions**.
- ✓ **Training for newly employed civil servants** is successfully implemented
- ✓ **The proportion of total employees** at the central and local level in Montenegro declined from an initial **26% to 21% of the total number of employees**.
- ✓ Published **data on the number of employees** in public administration, in accordance with the scope of the Public Administration Reform Strategy, as well as data on the amount of the **2,000 highest earnings**
- ✓ **100%** up-to-dateness of HRMIS
- ✓ **HRMIS** has been upgraded with new modules
- ✓ Established **Digital Academy**

IV TRANSPARENT AND OPEN PUBLIC ADMINISTRATION

- ✓ **Reduced** share of annulled decisions of the Agency (APDP) by the Administrative Court, as compared to the total number of judgments, **from the baseline value of 42.17% to 5.6% in 2023**.
- ✓ **Decreased** share of decisions of the Administrative Court in administrative disputes initiated due to non-provision of the Agency's decision, **from the baseline value of 82% to 29.9% in 2023**.
- ✓ **Reduced** share of annulled decisions of authorities by the Agency as compared to the total number of appeals, **from the baseline value of 53.19% to 26.36% in 2023**.
- ✓ The Government approved **the Bill on Amendments to the Law on Free Access to Information**
- ✓ In order to improve the application of the Law on Free Access to Information, **Guidelines were prepared** for those liable to apply the regulations



V POLICY PLANNING WITH AND FOR CITIZENS

- ✓ **70.58%** of new strategic documents that are fully aligned with the methodology
- ✓ **66.90%** of reports on the implementation of strategic documents that are fully aligned with the methodology
- ✓ An evaluation was prepared for **60%** of strategic documents
- ✓ **89.5%** of ministries have members of the Strategic Planning Network
- ✓ **Training for the 4th generation** of the Strategic Planning Training Program **is being implemented**
- ✓ The information system for strategic planning - **ISPI** - was revitalized
- ✓ Realized training for the application of **RIA for 238 officials**
- ✓ **Publicly available RIA** forms since 2012

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

CHALLENGES!

- ❖ Reconstruction and election of the new Government of Montenegro, which caused organizational and personnel changes in the public administration system
- ❖ Length of drafting and procedure of intersectoral and international harmonization of legal solutions that are important for the process of public administration reform
- ❖ Insufficiently established cross-sector coordination between relevant institutions in order to achieve the results planned by the PAR Strategy
- ❖ Slowed development of digital solutions due to the consequences of cyber attacks, which led to a change in dynamics in the implementation and prioritization of digital transformation
- ❖ Ambitiously set deadlines when creating the Action Plan

RECOMMENDATIONS

- Accelerate normative activities and communication with the EU on legislation in the area of improvement of the civil service system, salary system in the public sector and personnel planning
- Intensify activities in providing services to citizens through the development of new ones and improving the quality of the existing ones, with maximum use of projects from EU funds, especially through the Growth Plan for the Western Balkans
- Intensify activities for proactive publication of information
- Intensify the work of coordination teams established within the Council for Public Administration Reform concerning key objectives



BUDGET

- The funds for the “Public Administration Reform” subprogram for the period 2022-2026 amount to **€1,120,621.41**
- In 2023, € 587,000 were planned by MPA, of which € 573,717.09 were spent
- Other institutions have planned funds for implementation, in accordance with the planned activities



EU budget support

- The Sectoral Budget Support Program (SBs) funds amount to **€16.6 million**
- **€13.1 million** of which is direct financial support to the budget of Montenegro, while **€3.5 million** is complementary support, through three PAR and PFM support projects

EU

EUROPEAN COMMISSION REPORT FOR 2023

- Montenegro has made limited progress in the area of public administration reform
- Public administration reform continued
- The strategic framework for the reform of public finance management was adopted
- Attention is being drawn to the legal changes which significantly relax the conditions of employment in the public administration

The European Union enlargement plan acknowledges public administration reform as a crucial matter, receiving full attention from the Government of Montenegro. The reform process in Montenegro aims to establish a professional public administration that delivers high-quality services to its end users. This reform process is guided by a five-year strategic document and is closely monitored by decision-makers within the Montenegrin administration and international partners.

The Report prioritises transparency as a fundamental objective of the reform. It upholds *human centered* values and trends. To enhance efficiency and effectiveness, the Report minimises the burden on readers by providing links to existing sources of information, thereby promoting the reuse of data. The Report provides concise and accurate data regarding the extent to which the Action Plan has been implemented. It utilises a traffic light system to present the information in a straightforward and attention-grabbing manner. The implementation of the new approach to preparing the Report was supported by the experts from the Center of Excellence in Finance in Ljubljana - CEF. It was mandatory to adhere to the methodological approach for reporting strategic documents set by the General Secretariat of the Government of Montenegro.

[The Public Administration Reform Strategy 2022-2026 \(PAR Strategy\)](#), with the first three-year Action Plan for the period 2022-2024, **was adopted in December 2021**, and was prepared in a fully inclusive manner, within the broad framework of consultations with all relevant institutions¹. The structure of this Strategy followed the logic of the reform areas set out in the document *Principles of Public Administration*², and the wider strategic framework of **EU policies and the UN agenda**, which were recognized when defining objectives and activities, taking into account compliance with **national umbrella documents**.

The key **goal of the PAR Strategy** is to create an efficient and service-oriented public administration characterised by the growth of citizens' trust in its operation. The Strategy includes **five strategic objectives**, namely:

- I Citizen-oriented organisation and operation of the public administration;**
- II Citizens and businesses use high-quality services of the public administration;**
- III Professional public administration;**
- IV Transparent and open public administration;**
- V Policy planning with and for citizens.**

¹Public authorities, local self-government, donors, non-governmental sector, academic community and trade unions

²Developed by the European Commission and OECD/SIGMA

<https://www.gov.me/mju/reforma-javne-uprave>

These strategic objectives include operational goals, progress indicators, and a set of activities specifically designed to achieve the established goals. Regarding strategic and operational goals, it is important to highlight that the activities aimed at promoting public administration based on diversity, non-discriminatory policies, and equal opportunities were carried out in compliance with the legal decisions of the relevant institutions. These decisions specifically address topics such as gender equality and the prohibition of discrimination.

In accordance with the dynamics of monitoring and reporting, in May 2023 the Government adopted [the Report on the Realization of the Action Plan for the Implementation of the Public Administration Reform Strategy for 2022](#)³, which was prepared by the Ministry of Public Administration.⁴

In accordance with **the Methodology for policy development, drafting and monitoring the implementation of strategic documents**, which instructs that a report be drawn up for each year of implementation, the Ministry of Public Administration started drafting **Report on the implementation of the Action Plan 2022-2024 of the Public Administration Reform Strategy, for the year 2023**.

Additionally, in order to create an objective and comprehensive report, relying on relevant data sources, the production of which was planned in large numbers for **Q1 2024**, which was further supported by the experience in the preparation of the first report on the implementation of PAR Strategy 2022-2026, it was assessed that the inclusion of data from the first quarter of 2024 would give this Report additional value. Also, in this way, a greater degree of compliance with the reporting dynamics of the European Commission on the progress achieved in the field of public administration reform is achieved. It is especially important to point out that due to the slow dynamics of the implementation of activities during the first year of implementation (2022), the data on their implementation form an integral part of this Report. The findings and recommendations from this report will be the starting point for defining the Action Plan 2025-2026.

Different sources of data were used for the preparation of the Report - from data submitted by institutions, through meetings with contact persons in institutions responsible for the implementation of activities, data from materials discussed at the sessions of the Government of Montenegro, annual reports of authorities, reports of international and relevant non-governmental organisations, as well as data obtained at a workshop organised for members of the Operational Team with the support of CEF and UNDP.



³ <https://www.gov.me/dokumenta/d549cffb-73ce-4dfe-b255-7cbf41c63bb5>

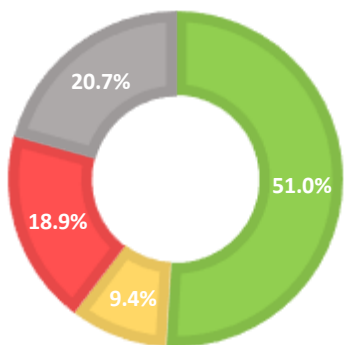
⁴ The main findings of the monitoring for the year 2022, with reference to 138 activities and 50 indicators that were monitored and measured, show that the activities were implemented at a slower pace.



MONITORING AND ACHIEVEMENTS IN THE IMPLEMENTATION OF THE PAR STRATEGY

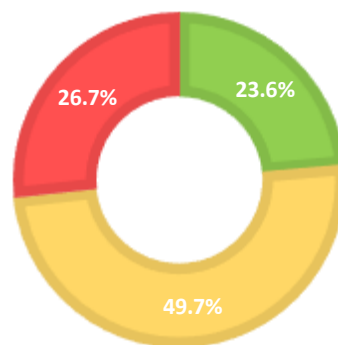
The graphs below present the key results of the monitoring conducted for the year 2023 and Q1 2024. The monitoring covered 156 activities and 53 indicators, revealing that the activities were not executed in accordance with the schedule.

INDICATORS IN 2023

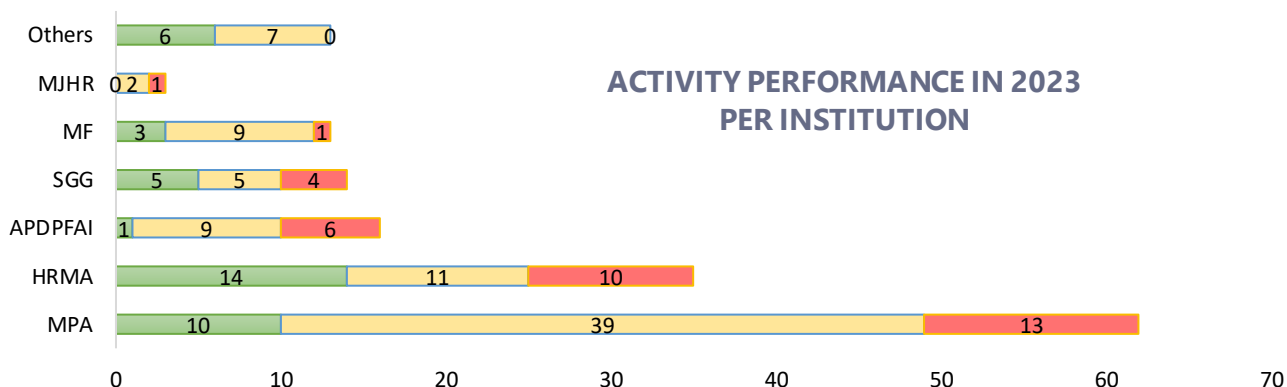


- positive trend
- unchanged
- negative trend
- unavailable data/not measured

ACTIVITIES IN 2023.



- fully implemented
- implementation pending/partly implemented
- not implemented

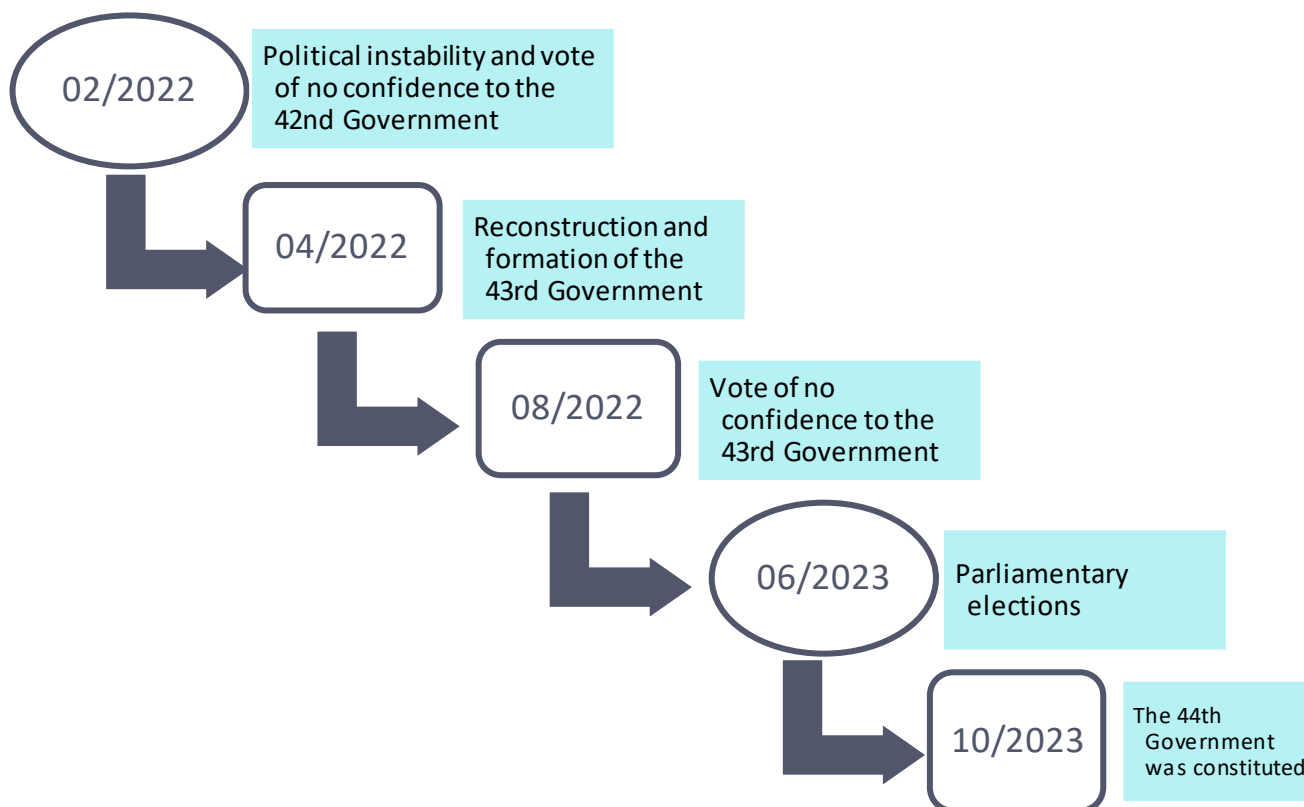


PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

The PAR Strategy was implemented during the reporting period, spanning from 2022 to Q1 2024, amidst a politically turbulent environment characterized by two government reorganisations. These reorganisations had a substantial impact on the overall structure of public administration.



These factors led to a significant amount of employee turnover, which affected the way tasks were carried out and **resulted in a low level of activity execution than originally intended during the reporting period.**

Nevertheless, despite the difficulties faced during the implementation and monitoring process, extra measures were taken to ensure that activities were carried out consistently towards achieving the goals outlined in the strategic plan. The data analysis reveals that there are **delays in implementing** a specific set of activities. These delays were influenced not only by the challenges mentioned earlier, but also by the ambitious deadlines that were set and the failure of certain institutions or organisational units to acknowledge their role in carrying out activities aligned with the strategic document. Ultimately, this had an impact on the insufficient advancement in specific domains, necessitating the revision of timelines and the identification of competencies for particular tasks. These factors must also be considered in the formulation of the forthcoming action plan.

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

The Ministry of Public Administration is responsible for **monitoring** the implementation of the **2022-2026 PAR Strategy**. The monitoring of strategy implementation occurs continuously, following a predetermined monitoring and reporting schedule for activities, indicator progress, and goal attainment. This is done through an established institutional structure that is responsible for carrying out a monitoring process based on quality and evidence. The Ministry of Public Administration, responsible for formulating the Public Administration Reform Strategy, is diligently working to implement the reform in Montenegro. It is ensuring effective coordination



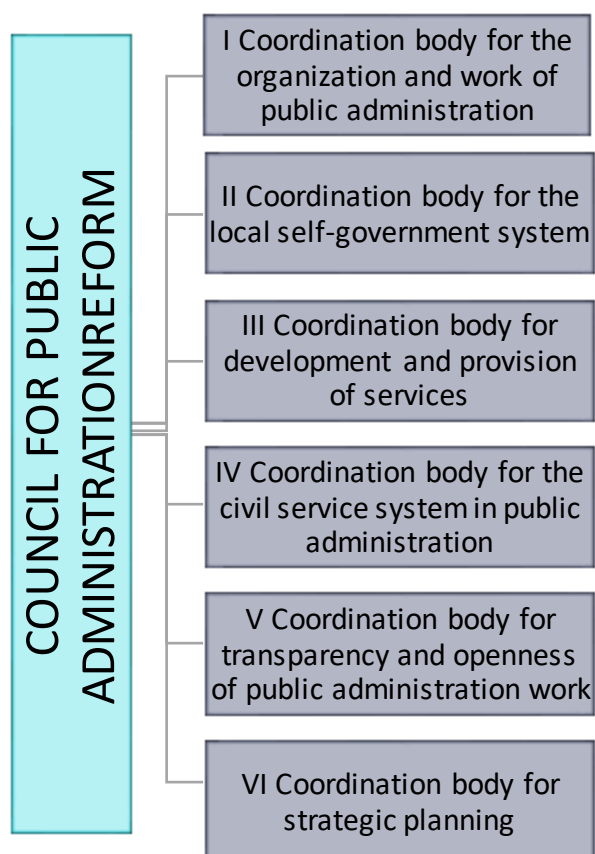
and cooperation with other departments, while also providing monitoring, reporting, and executing numerous activities. The **Directorate for Strategic Planning in Public Administration, International Cooperation, and IPA Funds**, which oversees the implementation of the Strategy, issued a Decision in March 2022 to establish the **Interdepartmental Operations Team** (Operations Team) for monitoring the implementation of the Action Plan 2022 - 2024. The Operations Team consists of representatives from institutions responsible for carrying out activities related to the Strategy. The Operations Team maintains regular connection with representatives from the Ministry of Public Administration in order to effectively monitor the situation in a timely manner.

[The Council for Public Administration Reform](#), an advisory body of the Government of Montenegro, oversees and guides the public administration reform process and the Public Finance Management Reform Programme (PFMP) at a political level. The Council serves as a forum for discussing the EC Report on Montenegro, as well as the operational conclusions of the Public Administration Reform Special Group, which was established by the European Commission and Montenegro - PAR Special Group. This offers supplementary assistance at the highest level for Montenegro's admission process to the European Union, specifically in the domains of public administration reform and public finance management. [The fourth session of the Council](#) took place in May 2023 under the 43rd Government's term. During this session, several important documents related to the reform process were debated. Following the establishment of the 44th Government this advisory body



<https://www.gov.me/mju/reforma-javne-uprave>

resumed its work in the new convocation⁵, commencing its [first session in December 2023](#). Aside from the Council, chaired by the Prime Minister, a **Coordination Team** was formed at the administrative level, with six coordination bodies, among which is the coordination body for the local self-government system. This decision was made considering the intricate nature of this matter and the need for multisectoral approach.



Coordination teams have coordinators in charge of each of the strategic goals, in order to make the process of implementation of identified activities, data collection and reporting more efficient. In this way, a completely new coordination structure for monitoring the Strategy was created. This innovative approach ensures enhanced communication, coordination and implementation of the initiated reform measures, as well as the engagement of all relevant subjects if case of delay in the implementation of strategic objectives and activities, with improved and timely collection of data on the implementation of strategic and operational objectives.

Figure 1. Schematic representation of the coordination structure

Greater transparency was achieved in the Council's work by publishing materials and conclusions from the sessions. **The Council also enhanced its structure by including two new members: the adviser to the Prime Minister for economic policy and the president of the Association of Managers of Montenegro. This addition ensures full support to the reform process from the highest decision-making level, together with the active involvement of corporate representatives.**

The Ministry of Public Administration provided administrative and technical support to the Council during the reporting period. Expert support was also provided through the project "Support for Coordination, Monitoring, and Reporting on the Public Administration Reform Strategy and the Public Finance Management Reform Programme," which was funded by the EU Delegation in Montenegro. The planned approach to public administration reform, supported by the project

⁵ Decision on the formation of the Council for Public Administration Reform "Official Gazette of Montenegro", No. 37/21, 73/22, 1/23, 104/23 and 14/24

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

implemented by the **Center of Excellence in Finance - CEF**, aims to enhance the capacity for implementing reform and expedite the reform process. It also seeks to address the needs of citizens by adopting a transparent and open approach, utilising various tools and channels of communication with both citizens, the economy, and international community. The purpose of this project, implemented by CEF starting from September 2023, is to support the Ministry of Public Administration and the Ministry of Finance, as well as the overall coordination structure responsible for managing public administration and public finance reforms. The project aims to enhance the effectiveness and influence of strategies by facilitating collaborative learning, knowledge sharing, and the adoption of best practices. This is achieved through various activities such as trainings, workshops, mentoring programmes, executive coaching, knowledge sharing among groups, and team building activities.

The project activities focus on enhancing the knowledge and skills of relevant entities and their members in the area of public administration reform. Specifically, the project aims to improve the functioning of the Council, the Special Group for Reform as a platform for dialogue between Montenegro and the EC, and other structures that have been or will be established to ensure more effective implementation of the Strategy.



The Ministry of Public Administration aims to prioritize inclusion and accessibility by implementing the actions outlined in the Public Administration Reform Strategy for the period 2022-2026:

- **creation of policies** (supplementation of the RIA form with issues of importance for assessing the impact of the proposed regulation on gender equality, improved strategic planning, reporting, and budgeting);
- **human resources management, education** (realisation of trainings in the Human Resources Management Authority, the Training Programme for strategic planning in public administration supplemented with modules on gender equality issues);
- **promotion of the principle of gender equality** (a [video created](#) in cooperation with UNDP on the occasion of March 8, an event organised in cooperation with the Ministry of Education and Science to mark [the Girls in ICT Day](#), as well as the participation of MPA representatives in panel discussions).



ministarstvovjavneuprave
javne uprave povodom
Međunarodnog dana djevojčica u ICT-
u organizovalo događaj pod motom
"Liderstvo".
Tom prilikom je Milica Pajović, šefica
Kabineta kazala:
"Drage djevojčice, bez ICT tehnologija,
budućnost je nezamisliva. Ovo je svijet
tajni, u kome možete znanjem,
kreativnošću i senzibilitetom, zauzeti
lidersku ulogu i biti vodeća snaga.
Uđite u trku od važnosti ne samo za
vas, nego i za generacije koje dolaze.
Do zvijezda može onaj ko vjeruje".
@ministarstvovprosvjetecg
@onecragora
Edited - 2w

<https://www.gov.me/mju/reforma-javne-uprave>

It is crucial to highlight that when formulating public policy, it is imperative to uphold the ideals of non-discrimination and inclusivity. By recognising and addressing the needs of all residents, regardless of their differences, it helps to establish an inclusive and transparent public administration that understands the requirements of everyone in Montenegro.

The Ministry of Public Administration prioritises the digital transformation process, with a specific focus on gender equality, anti-discrimination, and inclusivity, to ensure that everyone has equal access to public services.

3.1 DIALOGUE WITH THE EU

According to the Report of [the European Commission for 2023](#), Montenegro has made limited progress in the field of public administration reform. The Report states that the implementation of the public administration reform has continued, as well as that the strategic framework for the reform of public finance management has been adopted. The legal modifications that have been made to employment conditions in the public administration at both the central and local level are causing concern, as they greatly reduce the requirements for employment. This puts at risk the principle of hiring based on merit, competence, and political neutrality of civil employees. It is emphasized that the reform has been further slowed down by the outflow of professional staff, especially in the area of EU accession. The Report states that the necessary changes to the Law on Free Access to Information have not yet been adopted, as well as that the appropriate lines of responsibility within the public administration have not been established. Specific recommendations for the next period are as follows:

- Adoption and implementation of amendments to the Law on Free Access to Information and implementation of adequate measures to reduce the number of requests for free access to information and related complaints
- Amendments to the Law on Civil Servants and Employees and the Law on Local Self-Government to ensure employment based on merit, competence and transparency

The dialogue with the EU continued with the eleventh meeting of the **Public Administration Reform Special Group** on November 15, 2023 in Podgorica. At the meeting, the Montenegrin side presented the status of activities related to public administration reform. According to the work dynamics, on April 17, 2024, [the XI follow-up meeting and workshop for the improvement of the dialogue with the EU](#) was held. On the joint initiative of Montenegro and the European Commission,



<https://www.gov.me/mju/reforma-javne-uprave>

the Ministry of Public Administration is taking steps that will contribute to strengthening the dialogue on public administration reform. One of the significant steps taken will be the holding of the next regular meeting of the PAR SG in Brussels in November 2024. As an initial step towards the aforementioned improvements, a workshop was organised as part of the 11th follow-up meeting, where the special focus was on how to present the achieved results to the European Commission in the best way, as well as identifying the best practices and challenges. This workshop is also the preparation of the Montenegrin delegation for the upcoming, as efficient as possible, regular meeting in Brussels.

3.2 INFORMATION ON PROGRESS IN ACHIEVING OPERATIONAL OBJECTIVES



I CITIZEN-ORIENTED ORGANISATION AND OPERATION OF THE PUBLIC ADMINISTRATION

OPERATIONAL OBJECTIVE 1.1	Functional public administration with efficient oversight of its implementation and application of the managerial accountability concept				
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	TREND ⁶	TARGET VALUE UNTIL 2024
Amount collected by means of enforcement procedure in labour cases handled by the Protector of Property and Legal Interests	€10,412,089	€15,226,148.67	€ 14,143,973.4 ⁷		Unchanged from the baseline value
Percentage of institutions having established a reporting system at the level of outcome indicators and objectives which would enable monitoring of the achievement of results with indicators of the programme-based budget implementation	No system is in place	The indicator will be tracked through indicator 45	The indicator will be tracked through indicator 45		100% of ministries have outcome reporting in place
Average length of administrative disputes in Administrative Court	17 months	17.7 months	17.2 months		12 months
Percentage of recommendations implemented by public authorities based on the Ombudsman's annual work report	19.88 %	19.3%	53.1%		Over 40% of implemented recommendations


⁶ decrease in value compared to 2020 measured improvement compared to 2020 value same trend compared to 2020 data unavailable or not measured



⁷ <https://www.gov.me/en/documents/99785a7e-a9e9-4632-8489-b189c5eb66bb>


PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

Percentage of ministries which delegate financial management and internal control authority to senior management in accordance with the Decree	8.3%	The percentage of Ministries that delegated financial management and internal control authorities to senior management in accordance with the Decree ⁸ in 2022 was 28%.	N/A ⁹		50%
Number of administrative authorities having been subjected to administrative oversight by the line ministry	0	0	N/A		30%
Percentage of laws which are harmonised with the Law on State Administration	66.7%	83.3%	83.3%		95%

OPERATIONAL OBJECTIVE 1.2		Paperless administration			
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	TREND	TARGET VALUE UNTIL 2024
Percentage of public authorities which have established electronic document management system	38%	40%	38%		50%
Percentage of public authorities performing fully electronic exchange (externally) of documents via eDMS	0	1.29%	0		20%

OPERATIONAL OBJECTIVE 1.3		Strengthening functional and financially independent municipalities to ensure more balanced development of all LGUs			
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	TREND	TARGET VALUE UNTIL 2024
Number of tasks involving inter-municipal cooperation	20	N/A	N/A ¹⁰		24

⁹Decree on the transfer of jobs and tasks of financial management and internal controls in the public sector "Official Gazette of Montenegro", No. 79/2020


⁸In accordance with the Decree, this information will be provided in the Consolidated Report on Management and Internal Controls in the Public Sector for 2023, which will be submitted to the Government by the end of June of the current year.

¹⁰The data collection process is underway

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

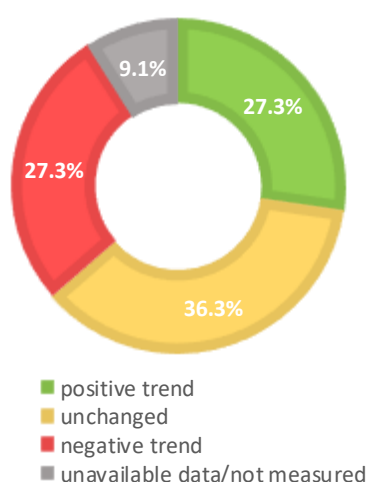
Ratio of debt to their total revenue (at the level of all municipalities)	33.5%	28.28%	22.2% ¹¹		32%
---	-------	--------	---------------------	---	-----

The first strategic objective focuses on enhancing the efficiency and effectiveness of public administration to meet the needs of citizens. This objective encompasses three operational goals: optimising the functionality of public administration, implementing effective oversight mechanisms, and promoting the adoption of managerial accountability principles, establishing a paperless or minimally paper-dependent administrative system to facilitate seamless communication among administrative units, bolster the functional and financial autonomy of municipalities to foster balanced development across all local government entities.

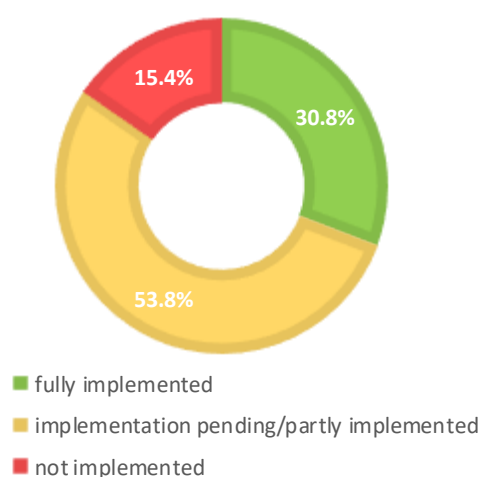
For this purpose, indicators have been developed that will serve as measures of the performance that has been achieved. The amount of funds collected in the cases represented by the Protector of Property and Legal Interests by means of enforcement procedure have **exceeded the baseline value from 2021 by four million euros**, indicating that the targeted indicator value has not been achieved. Furthermore, the indicator tracking the **mean time of an administrative dispute in the Administrative Court** is displaying a downward trend.

To achieve paperless administration, it is important to introduce **electronic office activities** in both public authorities and public administration bodies. Based on the existing data, the indicator value is not showing any significant change, and there are no administrative entities that engage in complete electronic exchange of documents through EDMS.

INDICATORS IN 2023 FOR SO I



ACTIVITIES IN 2023 FOR SO I



¹¹Public debt of all local self-government units as of December 31, 2023 (€107.78 million) in total receipts at the level of all local self-government units for 2023 (€486.26 million).



SUCCESSSES

- ✓ **The Annual Report of the Protector of Human Rights and Freedoms of Montenegro has been improved** in the segment regarding the implementation of recommendations on violations of human rights and freedoms by public administration bodies.
- ✓ **Reduction of debt** of local self-government units as compared to total revenues to 22.2%
- ✓ [The Law on Amendments to the Law on Local Self-Government Financing](#) was adopted. It is estimated that the application of this regulation will result in additional revenues for northern municipalities in **the amount of around €10 million**.
- ✓ **Strengthening the awareness of senior management personnel on the topic of managerial accountability was realised** through the organisation of trainings on the topic of managerial accountability for managers and employees, which were attended by **112 participants**. Also, at the end of November 2023, the Ministry of Finance organised a Conference on Managerial Accountability with the aim of strengthening the awareness of managers in the public administration, in which 8 managers took part.
- ✓ As part of the programme of continuous professional **development of authorised internal auditors in the public sector**, four trainings were held for internal auditors distributed in internal audit units at the central and local level on the topic “Managerial Accountability Audit and Internal Audit Soft Skills” for **104 participants**.
- ✓ Web portal www.organi.gov.me has been established, a platform that provides access to information about all bodies and institutions at the state level.
- ✓ [The analysis of the functioning of local self-government](#) was adopted.
- ✓ The promotion of public administration based on **diversity, non-discriminatory policies and equal opportunities** is continuously realised during all public appearances as well as through the participation of representatives of the Ministry of Education and Culture in working groups for the development of a strategic and normative framework in public administration.
- ✓ [The Law on Amendments to the Law on Financing of Local Self-Governments](#) was adopted by the Parliament on January 19, 2024. It is estimated that the application of this regulation will result in additional revenues for northern municipalities in the amount of around € 10 million.
- ✓ Through the activities of the Union of Municipalities of Montenegro and local self-government units, the mechanism [of inter-municipal cooperation is affirmed](#). Organised by the Capital City of Podgorica, a round table on [“Inter-municipal and international cooperation” was held](#).



IMPLEMENTATION IN PROGRESS

- ~ The draft **Law on the Government** is harmonised with the recommendations of the European Commission and the Venice Commission.
- ~ Intensified work on drafting **the Law on Local Self-Government**.
- ~ Drafted an analysis outlining the necessity of establishing a **normative framework for public institutions**, including a list of identified challenges and recommendations
- ~ The methodological content **of the Work Report of the Department of Administrative Inspectorate** has been upgraded. The 2023 Report is being developed based on the improved structure and will be an integral part of the Work Report of the Ministry of Public Administration.
- ~ Drafting of the Law on Management and Public Internal Financial Control System is in the phase of harmonisation with EC comments.
- ~ Web portal organi.gov.me has been established, a platform that provides access to information about all authorities and institutions at the state level, while data for the local level will also be updated in the next period.
- ~ The creation of the methodology for the development of the Gender Equality Plan in all ministries was initiated through the “United in Gender Equality” project implemented by UNDP.
- ~ **The redesign of eDMS** and connection to the eGovernment portal is being implemented in phases. An analysis of the pilot phase was made with the aim of developing a plan for the further introduction of other institutions into this system. System established in the test environment of MPA.



CHALLENGES

- ❖ Preparation of the Methodology for the development of the Work Programme of the public administration bodies with indicators of the bodies’ performance, as well as the methodology for the preparation of reports on the work of the body with reference to the realisation of objectives and performance indicators
- ❖ Introduction of eDMS at the local level in four selected LGUs where there is no system for electronic document management
- ❖ Capacity building of representatives of property and legal interests of local self-government units



II CITIZENS AND BUSINESSES USE HIGH-QUALITY SERVICES OF THE PUBLIC ADMINISTRATION

OPERATIONAL OBJECTIVE 2.1		Efficient service delivery and introduction of service delivery quality management			
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	TREND	TARGET VALUE UNTIL 2024
Number of institutions with introduced quality management system	0	1	1		5
Citizens' satisfaction with public services (Balkan barometer)	2.9	3	2.8 ¹²		3.5
Percentage of administrative acts cancelled by the Administrative Court	20.33%	28%	N/A		20%

OPERATIONAL OBJECTIVE 2.2		Full interoperability of information systems and increased number of electronic services with high level of sophistication			
INDICATOR	INITIAL VALUE	VALUE FOR 2022	VALUE FOR 2023	TREND	TARGET VALUE UNTIL 2024
Number of digitalised services in a single portal in a reas defined in line with methodology "eGovernment Benchmark EU" ¹² .	0 (2020)	0	0		10 digitised services on a single portal
Percentage of electronically submitted requests compared to the total number of requests submitted by users for pilot service use ¹³	0	1 ¹⁴	86.14%		15% per pilot service
Number of electronic exchanges from registries in metaregistry	8 (2021)	12	16		30

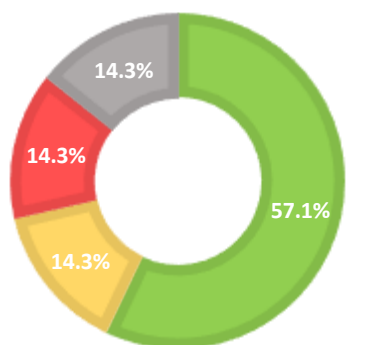
¹² <https://www.rcc.int/balkanbarometer/results/2/public>

¹³ eEmployment, eStudent, Engo and eProfessional exam

<https://www.gov.me/mju/reforma-javne-uprave>

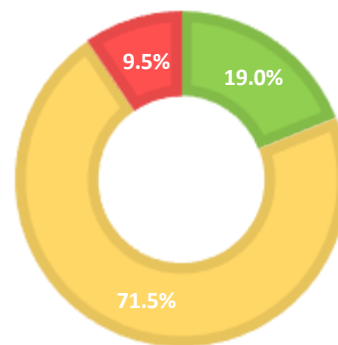
By executing the activities outlined in the second strategic objective, citizens and the economy will have access to high-quality public administration services. This will be achieved through the implementation of a quality management system for the services offered, ensuring seamless communication between information systems, and expanding the range of advanced electronic services available. Nevertheless, the annual survey - the **Balkan barometer** - revealed a decline in the index that measures citizens' satisfaction with public services. The statistic measuring the quantity of digital services on a single portal, as specified by the EU methodology **eGovernment benchmark**, did not indicate any improvement.

INDICATORS IN 2023 FOR II SO



■ positive trend
■ unchanged
■ negative trend
■ unavailable data/not measured

ACTIVITIES IN 2023 FOR II SO



■ fully implemented
■ implementation pending/partly implemented
■ not implemented



SUCCESSSES

- ✓ During 2023 **applications for the granting of student loans and scholarships** were implemented. For the first time, **digital signing of contracts between students and the University of Montenegro** with the new electronic identity card was provided. Enrollment services **at faculties** as well as **applying for school and student dormitories have been improved.**
- ✓ In order to provide efficient electronic services to citizens and businesses a **national system for electronic billing** and control of administrative fees and charges - **(NS NAT)¹⁴** was implemented.



¹⁴ [ePlacanje \(eplacanje.gov.me\)](https://eplacanje.gov.me)

<https://www.gov.me/mju/reforma-javne-uprave>

- ✓ Awareness raised on the quality management system through the conference on the topic: "Quality management in Montenegro - doing the right thing." [A page dedicated to the CAF method](#) was created within the MPA portal. A video about the CAF quality management method has been created and published. The European Institute of Public Administration (EIPA) also published an article on Montenegro's efforts to introduce quality management in public institutions.
- ✓ More than 30 MPA employees underwent training in strategic planning, quality management, communication and presentation, improvement of service delivery and others, with the **aim of strengthening capacity in terms of change management.**
- ✓ **SISEDE¹⁵** platform provides communication between existing information systems and registers and faster exchange of information between citizens and the administration. Currently, **18 institutions** have access to the platform, about **40 registries** are registered in the Metaregistry, and electronic data exchanges **between 17 paired registries** are currently active. **In 2023, there were over 2.5 million queries through this system.**



IMPLEMENTATION IN PROGRESS

- ~ **The quality management Road map** has been developed, it is expected to be adopted at the Government session.
- ~ By signing the Agreement with the European Commission and joining **the Digital Europe Programme**, interested parties are enabled to participate in projects financed from the programme itself in five key areas: cyber security, digital skills, super computing, artificial intelligence and ensuring the wide use of digital technologies by businesses and for citizens, including digital innovation hubs.
- ~ The creation of **a new unique eGovernment Portal** is underway.
- ~ The preparation **of the Guide to Administrative Procedures** is ongoing and aims to identify all services within the Ministry of Public Administration on the basis of which the catalogue of services will be further developed.
- ~ **The Capital City of Podgorica is connected to SISEDE and consumes CRS data** (register of the Ministry of Interior). Services are realised due to the exchange of data through SISEDE, so the citizens and businessmen do not have to collect the necessary documents themselves when exercising the right to following services: 1. Calculation and collection of local public revenues (Capital City of Podgorica) 2. Public competition for the allocation of one-time assistance to first-year students for the purchase of school supplies by the Capital City. **Connection of other LGUs to the SISEDE is underway.**
- ~ In order to streamline the work of the IS Audit Department, a project was launched that will be implemented in the period April 2023 - April 2024 with a focus on **compliance with**

¹⁵ <https://wapi.gov.me/download-preview/b4485f16-84c1-4081-b89b-e290093e3b4c?version=1.0>

<https://www.gov.me/mju/reforma-javne-uprave>

international good practices and standards. With the support of SIGMA, a consultant was hired who, during the project, will cooperate with the IS Audit Department team on **the development of an appropriate methodological framework** in relation to the needs and legal framework of Montenegro in this area.

- ~ At the end of 2023, for the needs of the Labour Force Survey (LFS) research in the Statistical Office (MONSTAT), a test application was developed for data collection in the field, using **the CAPI method**, which will be improved further on.



CHALLENGES

- ❖ Mapping work processes with the aim of optimising work and introducing a management system at the level of public administration in four pilot institutions: MPA, Sports Administration, Agency for Personal Data Protection and Free Access to Information, Center for Social Work Podgorica, Employment Agency.



III PROFESSIONAL PUBLIC ADMINISTRATION

OPERATIONAL GOAL	Efficient HR planning system based on identified needs, depoliticisation and improving human resources recruitment procedure and further digitalisation of civil service system					
3.1	INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	TREND	TARGET VALUE UNTIL 2024
	Percentage of authorities which developed their HR plan with improved quality through CPR	28.5% of public authorities (2021)	82% of public authorities	92% of public authorities have adopted the HR Plan for 2023		70% of public authorities
	Percentage of local self-government authorities and services at the local level ¹⁶ which developed their HR plans through CPR	0% of local government bodies and services (2021) ¹⁷	0%	0%		30% of local government bodies and services
	Percentage of public institutions with adopted HR plan	0	0	0		Establishment of the starting point







¹⁶ In line with the Law on Civil Servants and State Employees, the Law on Local Self-Government and the Law on eGovernment



¹⁷ The Law on Local Government sets out the MPA link with the IT system, in order to monitor this indicator

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

Percentage of HR Plans adopted by public authorities and local government bodies	63% of HR Plans of public authorities 37% of HR Plans of local government bodies (2020)	82% of HR Plans of public authorities 63% of local government bodies ¹⁸	92% of public authorities have adopted the HR Plans for 2023 % of local government bodies	 	100% of HR Plans of public authorities and local government bodies
Average number of applicants per job notice	Internal job notice 1.1 Public notice 4.8 (2020)	Internal job notice 2.1 Public notice 6.9 ¹⁹	Internal job notice - 1.92 Public notice - 11.51		Internal job notice 1.6 Public notice 5
Average number of applicants per competition	2.14 (2020)	2.46 ²⁰	3.14		4 applicants
Number of HR functions where records are kept through HRMIS alone	0 ²¹	3	3 ²²		3 records
Percentage of local self-governments with developed HRMIS	0	0	0		30%

OPERATIONAL OBJECTIVE 3.2		Public administration as an attractive employer – efficient system of assessment, promotion and rewarding based on merits and continuous development			
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	TREND	TARGET VALUE UNTIL 2024
Percentage of assessed civil servants in public authorities	63.38% (2019)	46.6% ²³	29% ²⁴		100%
Percentage of civil servants promoted or rewarded based on their performance assessment	0	0.01% ²⁵	N/A		10%

¹⁸Data was submitted by 19 municipalities. Of that number, 12 municipalities adopted HR plans within the legal deadline, four municipalities were on temporary funding, but adopted HR plans within one month of the adoption of the Budget, two municipalities adopted HR plans with delay, one municipality did not adopt HR plans at all for 2022. Six municipalities did not submit data

¹⁹Report on the work of the Human Resources Management Authority for 2022 (www.gov.me)

²⁰Internal job notices 2.1 public advertisements 6.9 public competitions for senior management personnel 2.46 public competitions for senior management bodies 3.86

²¹The list of HR functions planned to be fully digitized by 2026: HR Plan, Training, Assessment, Salary calculation, Annual vacation.

²²Training record, HR Plan and salary calculation

²³According to data from the Central Personnel Records, out of a total of 10,247 employees, for the year 2022, 4,774 were assessed, which represents 46.59% of those assessed.

²⁴For the year 2023, out of a total of 10,245 employees, 2,958 employees were assessed, which represents 29% of those assessed.

²⁵20 promotion decisions. The total with grade A is 3304, so this percentage is a little lower

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

Percentage of public authorities, public administration bodies and local self-government units with strategically training planning	State bodies, public authorities and local self-government units do not strategically plan training	29% of public authorities strategically plan trainings 16% of local self-government units strategically plan trainings	29.5% of public authorities strategically plan trainings 68% of local self-government units strategically plan trainings		50%
The percentage of newly employed civil servants who were trained during their first year of work at the initial positions of civil servant posts	Established training programme for new employees	2 training cycles completed	4.2% ²⁶		50%
Percentage of institutions that measure the satisfaction of state level and local level civil servants	0%	0%	40 public administration authorities included in the research ²⁷		50% of public administration bodies

OPERATIONAL GOAL Optimal administration

3.3

INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	TREND	TARGET VALUE UNTIL 2024
The number of institutions with amended organisational and functional structure based on functional analysis recommendations	0	0	0		The value will be established after functional analyses
Share of the total number of employees at the central and local level in the total number of employees in Montenegro	26%	23% ²⁸	21%		23.7%

The third pillar of the public administration reform is based on an efficient planning system, based on identifying needs, through the improvement of the recruitment process and further digitalisation in the field of the civil service system. Special attention is paid to the establishment of an efficient promotion and reward system based on the monitoring of work results, evaluation and

²⁶ During 2023, 622 employees were employed, of which 26 attended the training program for new employees

²⁷ The total number of respondents who responded to the survey is 1157, which represents 37.3% of the total number of employees in 40 bodies that were included in the Surveys on Measuring Satisfaction of Montenegro Public Administration Employees in accordance with [the methodology for conducting research on the satisfaction of Montenegro public administration employees](#)

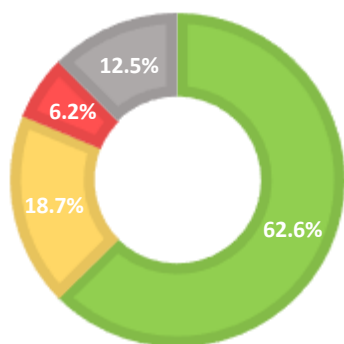
²⁸ Data taken for November 2022 from Monstat and the Ministry of Finance (a total of 227,500 employees, at the central and local level a total of 52,250 employees)

<https://www.gov.me/mju/reforma-javne-uprave>

continuous improvement with the aim of making the public administration an attractive employer and thereby making the public administration optimal and efficient.

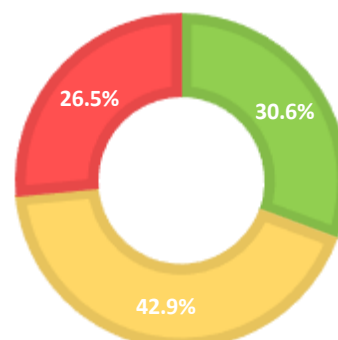
In order to monitor the level of goal achievement, a number of indicators have been defined, where it is particularly important to point out the indicators that highlight stagnation when it comes to **personnel planning at the local level**.

INDICATORS IN 2023 FOR III SO



- positive trend
- unchanged
- negative trend
- unavailable data/not measured

ACTIVITIES IN 2023 FOR III SO



- fully implemented
- implementation pending/partly implemented
- not implemented



SUCCESSES

- ✓ The number of employees in public administration is published, in accordance to the PAR strategy outlook, as well as data on the amount of the 2,000 highest earnings in the public administration.
- ✓ **According to the report of the SAI, almost 100% up-to-dateness of HRMIS** was achieved in 2023 (out of 111 public authorities, 110 achieved up-to-dateness). Only the MoI did not achieve up-to-dateness. HRMA informs the Department of Administrative Inspectorate once a month about the up-to-dateness of HRMIS.
- ✓ A number of activities were launched with the goal of creating a **public administration that is both an appealing employer** and provides equal opportunities to all employees. These included updating the Guidelines for preparing the Analysis of Training Needs, integrating the assessment system with the training that employees needed for professional growth, holding training sessions in line with this, and conducting various **promotional events**.

Broj zaposlenih u javnoj upravi

Misovratno: javne uprave su saopštile da Ministarstvo finansija u centralnoj grupi i analitičke broj zaposlenih u javnoj upravi, uključujući opštinu, kao i druge lokalne jedinice koje se u potpunosti ili pretežno finansiraju iz državnih sredstava. Brojke su izveštajne i ne uključuju podatke za period 2022-2023, godine (SRAG). U nastavku je dat opširni prikaz ključnih podataka, dok se u nastavku prilozi detaljni izveštaji.



Napomena: U ovaj obuhvat ne spadaju privredna društva u većinskom vlasništvu države i opština.

<https://www.gov.me/mju/reforma-javne-uprave>

- ✓ **Developed business process analysis** with recommendations on further development of HRMIS components.
- ✓ **HRMIS has been upgraded with the following modules:** HR Plan, Training process from application to assessment, Annual vacation record process, Training planning process for all public authorities and self-government bodies. HRMIS has also been upgraded with Decisions on labour-legal status (form of decision on appointment, establishment of employment, deployment, termination of employment, form of decision on annual leave and similar).
- ✓ In the reporting period, **the Human Resources Management Authority implemented numerous trainings, including:** “Free Access to Information”, “Right to Trial within a Reasonable Time in Administrative Proceedings, (European Convention on Human Rights)”, “Prohibition of Discrimination,” “Gender equality”, “Resolution 1325 - Women, Peace and Security”, “Gender-Based Hate Speech”, “Gender Responsible Communication in Public Administration”, “Gender Equality Training for Communication Trainers” and numerous others, according to the Work Plan.
- ✓ **[Methodology for measuring public administration employees satisfaction](#)** was prepared, based on which **a survey on employee satisfaction was conducted.**
- ✓ **[The Digital Academy](#)** was established - an online platform for training and connecting all relevant actors working on building digital and leadership skills of civil servants, students and other interested parties. In the course of 2023, 6 training programmes in different fields were successfully implemented, attended by 120 Academy participants via online platforms or live. Likewise, for certain trainings such as ChatGPT and Application of Artificial Intelligence, live streaming is provided through²⁹ MPA YouTube channel.
- ✓ Established **[training programme for newly employed](#)** civil servants. The first cycle of the programme has begun, attended by 26 participants.



IMPLEMENTATION IN PROGRESS

- ~ **Preparation of amendments [to the Law on Civil Servants and State Employees](#)** in progress.
- ~ **The improvement of the skills of the servants responsible for the development of the innovative HR plan** is implemented continuously.
- ~ **The connection between the preparation of HR Plans and the Budget** is established by the implementation of the Guidelines for HR Plan preparation. These guidelines specify that the Ministry of Finance must approve the Draft HR Plan to ensure compliance with the Law on the Budget, particularly in relation to allocated funds for employment. However, it is crucial to enhance supervision of the HR Plan preparation process.
- ~ The amendment of the Law on Wages in the Public Sector is in the initial phase.

²⁹ On December 6, 2023, there were more than 500 views

<https://www.gov.me/mju/reforma-javne-uprave>

- ~ With the WB expert support, **the first phase of the analysis of HR policy and the employment process in the health system of Montenegro was developed.** The collection of analytical materials for the preparation of the Second Phase of the analysis is in progress.
- ~ The Ministry of Health has started activities to **establish a control mechanism for remittances for temporary incapacity for work** by establishing the National Commission for the Control of Abuse of Temporary Incapacity for Work.



CHALLENGES

- ❖ **Adoption of the Competence Framework** - plan the implementation of activities for the next AP
- ❖ **A certain number of trainings were not implemented in accordance with the dynamics foreseen in the Action Plan** due to technical, organisational and staff shortages of the Human Resources Management Authority. Implementation will be planned in the next AP.
- ❖ **The platform “Take Advantage of Opportunities (“Iskoristi prilike”)** is not operational.
- ❖ Supervision over the application of contracts on temporary and casual jobs and service contracts.



IV TRANSPARENT AND OPEN PUBLIC ADMINISTRATION

OPERATIONAL OBJECTIVE 4.1

Improvement of the functioning of the system of legal protection in the FAI area and strengthening of the capacities of the Personal Data Protection and Free Access to Information Agency



INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	TREND	TARGET VALUE UNTIL 2024
Share of decisions of the Agency annulled by the Administrative Court, in relation to the total number of judgements in administrative disputes in relation to the decisions of the Agency	42.17% ³⁰	17.1 %	5.67%		- 10% compared to the baseline value



³⁰The total number of cases decided by the Administrative Court is 977, of which 167 were cases in which the court's decision was made due to the annulment of the Agency's decision.



PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

Share of Administrative Court decisions in administrative disputes instituted because of the failure of the Agency to issue decision	82.28%	10% ³¹	29.97%		55%
Share of authorities which register requests for access to information in the information system (in relation to the total number of authorities)	85.9% (1347)	(1365) ³²	1475 ³³		+ 10 compared to the baseline value

OPERATIONAL OBJECTIVE 4.2		Improvement of the application of the FAI Law by those obliged to apply the Law and strengthening of the capacities of the users of the Law with a view to ensuring adequate exercise of the right to access to information			
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	TREND	TARGET VALUE UNTIL 2024
Share of upheld appeals against administrative silence in relation to the total number of appeals	23.15% (2020)	23.5% ³⁴	29.5%		15%
Share of decisions of the authorities annulled by the Agency in relation to the total number of appeals	53.19% (2020)	38% ³⁵	26.36%		45%

OPERATIONAL OBJECTIVE 4.3		Improvement of information reuse and increasing the availability of Open Data			
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	TREND	TARGET VALUE UNTIL 2024
Number of datasets on the Open Data Portal www.data.gov.me	146 (2021)	197 ³⁶	0		500
Number of institutions publishing the data on the Open Data Portal	1.5% of FAI institutions	1.5% ³⁷	0		10% of FAI institutions

³¹The total number of decided cases of the Administrative Court is 977, of which 100 were cases in which the court's decision was made due to the non-provision of the Agency's decision.

³² The percentage cannot be delivered because the initial value from the passport indicator is lower compared to the current value. Due to the establishment of new municipalities and organizational changes, at the central and local level, there was an increase. In this regard, 1,365 obligors are currently the initial increased value in the APDP Information System.

³³The percentage cannot be delivered due to the establishment of new municipalities and organizational changes, at the central and local level.

³⁴The total number of decided appeals 3743, of which 882 appeals were upheld due to the administration silence

³⁵Total number of decided appeals 3743, annulled 1425 decisions of the first instance authorities



³⁶Last value, currently the portal is not functioning

³⁷20 institutions

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

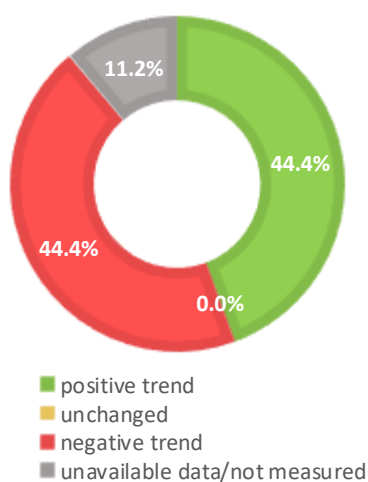
<https://www.gov.me/mju/reforma-javne-uprave>

Number of published high-value datasets with APIs on the Open Data Portal	0	0	0		At least 10
Share of authorities which publish proactively the information in line with the FAI Law	The baseline value will be determined based on the APDP Work Report in March 2021.	The baseline value will be determined in 2023 for all ministries, GSG, GG Podgorica, municipalities of NK and HN	47 inspections of 47 subjects of a plication ³⁸		65% of ministries and other (selected) administrative bodies 65% of local governments

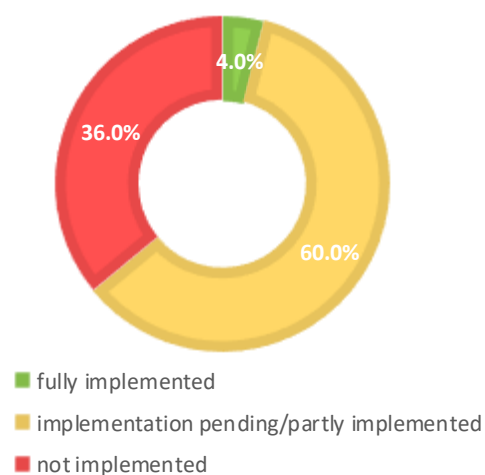
This strategic goal aims to strengthen the capacities of the Agency for the Personal Data Protection and Free Access to Information and to strengthen the functioning of this institution, as well as the general system of legal protection in the field of FAI. The operational goals are defined in such a way as to improve the implementation of the FAI Law by the authorities in order to ensure the adequate exercise of the right to access information and the granting of access to information in accordance with the legal framework. Special attention is paid to strengthening the awareness and developing the skills of users of the FAI Law and affirming the reuse of information and increasing the availability of open data.

In this sense, it is necessary to point out the negative trend of the indicator that refers to **the share of upheld appeals due to the administration silence as compared to the total number of appeals**. Also, the indicators that were defined with the aim of monitoring **the reuse of information and the availability of open data** have a negative trend.

INDICATORS IN 2023 FOR IV SO



ACTIVITIES IN 2023 FOR IV SO



³⁸Due to frequent reorganizations, it is not possible to show the value of the indicator in %



SUCCESSSES

- ✓ The Government adopted [Proposal Law on Amendments to the Law on Free Access to Information](#) on December 29, 2023. On March 29 2024, the proposal law was considered at a session of the parliamentary committee.
- ✓ In order to improve the application of the Law on Free Access to Information, the **Guidelines for those liable for the application of the regulations have been prepared**. They will be published after adoption at the APDP Council Session.



IMPLEMENTATION IN PROGRESS

- ~ According to the [Situation Report on Personal Data Protection and Access to Information for 2023](#) by APDP, which was submitted to the Parliament of Montenegro on March 25, 2024, of the total systematised 28 workplaces with 47 workers, at the end of 2023, 36 workers (76.60%) performed the defined jobs and tasks, while 8 persons were employed during 2023. **In order to strengthen the capacity of employees**, training is carried out continuously, and a round table was organised on how to overcome existing challenges in the field of access to public information.
- ~ In addition to strengthening the capacities of employees in APDP, in order to improve the application of regulations, **it is necessary to strengthen the capacities of employees who are obliged to apply regulations**, and in this regard, a training plan was developed as part of the General Training Programme of HRMA. In the previous period, 7 training sessions were held, which were attended by 186 participants from the central and local levels.
- ~ **Analysis of the appeal procedure and other procedures carried out by the Agency** for the Protection of Personal Data and Free Access to Information has begun. As part of the Analysis, the analysis of the APDP information system is in progress. The activity is implemented with the support of SIGMA.
- ~ **APDP provides continuous support to users**, and to this end, citizens' information have been improved through [the APDP website](#), and a **Manual for proactive publication of data on the websites of entities subject to the Law and a Questionnaire for self-assessment of the compliance of authorities in fulfilling the obligations prescribed by the FAI Law** have been prepared and will be published on the APDP website after adoption at the session of the Council of the Agency. Also, in December 2023, in cooperation with SIGMA, a workshop was organised with school secretaries and principals (schools were identified as authorities that had an increased number of requests) and training was held for managers on FAI, while training for the

<https://www.gov.me/mju/reforma-javne-uprave>

identified key public authorities that have the largest number of requests for access to information (energy sector) is ongoing.

~ Due to the cyber attack, the technical improvement of the data on the portal **www.data.gov.me** was disabled, and the new portal will be created. Tender procedure is in progress.



CHALLENGES

- ❖ Establishment of the FAI Council
- ❖ The improvement of the methodology for the annual report that the Agency regularly submits to the Parliament is to be planned for the next period.
- ❖ Developing a search engine for Agency and court decisions on FAI is necessary for the next period of the Strategy implementation.
- ❖ Creation of a network of authorised persons for FAI
- ❖ Enabling high-quality fiscal transparency of the authorities, through the preparation of a plan to strengthen budget transparency in accordance with the international and European standards
- ❖ Due to the cyber attack, the technical improvement of the data on the portal www.data.gov.me was disabled, and a new portal is being worked on. This resulted in postponing several activities, such as the identification of high value open data sets - a pilot initiative for key areas such as public finance, geo-location, healthcare, transport, as well as the organisation of a campaign to raise awareness of the importance of open data. Implementation of these activities will be planned in the next action document.



V POLICY PLANNING WITH AND FOR CITIZENS






OPERATIONAL OBJECTIVE 5.1	Strengthening the data-based planning system that leads to sustainable policies and achievement of Government priorities				
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	TREND	TARGET VALUE UNTIL 2024
Percentage of new strategic documents fully aligned with the methodological criteria	69% (2020)	50%	70.58% ³⁹		75%

³⁹Statistics of the Sector for Strategic Planning and Coordination of Government Policies, General Secretariat of the Government, based on the total of opinions issued in 2023 on drafts and proposals of valid strategies and programmes. According to the new forms for the assessment of strategic documents, effective from March 2023.

PUBLIC ADMINISTRATION REFORM 2023


MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

Percentage of reports on implementation of strategic documents that are fully aligned with the Methodology	52% (2020)	38%	66.90% ⁴⁰		65%
Percentage of ministries with Annual Work Programmes that contain clear objectives and indicators	18% (2019)	0% ⁴¹	0% ⁴²		80%
Percentage of ministries with annual performance reports that present the result as per the set objectives and indicators	0%	0%	0% ⁴³		80%
Percentage of strategic documents followed up by evaluation	The baseline value will be determined after the analysis (2022)	31%	60% ⁴⁴		40%
Percentage of policy consultations conducted in line with the legal framework and SIGMA principles in relation to the number of Government acts subject to public consultation	0	23.1 ⁴⁵	N/A ⁴⁶		100%

OPERATIONAL OBJECTIVE 5.2

Enhanced institutional coordination for stronger policy impacts

INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	TREND	TARGET VALUE UNTIL 2024
% of ministries that set up the strategic planning units	30% (2021)	22.2% ⁴⁷	26.3 ⁴⁸		70%

⁴⁰Statistics of the Sector for Strategic Planning and Policy Coordination of the Government, General Secretariat of the Government, based on the total of opinions issued in 2023 on reports on the implementation of strategic documents, according to the new forms for the assessment of annual and final reports, effective from March 2023.

⁴¹The process of adopting the new Methodology for medium-term planning of the work of the Government and ministries is ongoing. Its adoption will enable the creation of medium-term plans based on clear criteria

⁴²The process of adopting the new Methodology for medium-term planning of the work of the Government and ministries is ongoing. Its adoption will enable the creation of medium-term plans based on clear criteria.

⁴³The revised medium-term planning methodology will be adopted by the end of 2024, which defines new criteria for the preparation of annual programmes, after which training for relevant ministries will be implemented.

⁴⁴Statistics of the Sector for Strategic Planning and Coordination of Government Policies, General Secretariat of the Government, based on the total of opinions issued in 2023 on current strategies and programmes

⁴⁵<https://wapi.gov.me/download-preview/4fcf1033-42cc-47fc-85b9-07238dd8534d?version=1.0>

⁴⁶The data collection process is underway


⁴⁷During 2022, the public administration was reorganised and the number of ministries was increased compared to 2021 from 12 to 18 ministries.



⁴⁸On April 29, 2024 the Government of Montenegro adopted acts on systematisation and organisation for 16 ministries out of a total of 19 ministries. Out of 16 adopted acts on the systematisation and organisation of the work of ministries, only 5 ministries provided for the establishment of central

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

% of ministries that have civil servants who are members of the Strategic Planning Network	50% (2021)	87.5%	89.5%		70%
--	------------	-------	-------	---	-----

OPERATIONAL OBJECTIVE 5.3		Expand the scope of RIA and strengthen the capacities for its implementation			
INDICATOR	BASELINE VALUE	VALUE FOR 2022	VALUE FOR 2023	TREND	TARGET VALUE UNTIL 2024
Percentage of laws with RIAs that implement the Standard Cost Model	18% (2020)	18.5%	18.75 %		20%
Percentage of high-quality RIAs against the total number of RIAs delivered to the MF for its opinion	68.72% (2020)	82.49%	83.15 %		77%

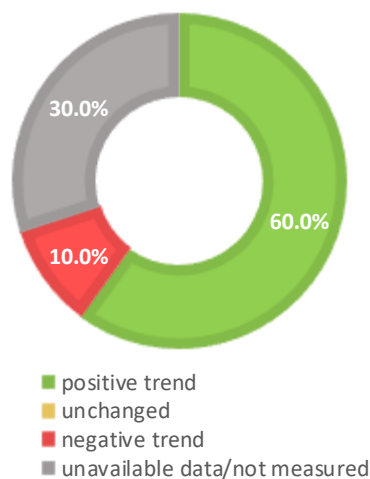
The fifth goal defined by the Strategy is dedicated to policy planning *with* citizens and *for* citizens through three areas: strengthening the data-based planning system that leads to the creation of sustainable policies and to the achievement of the Government's priorities; improvement of institutional coordination for stronger effects of public policies and increase of scope and capacity for implementation of RIA.

Within the first goal, which refers to the strengthening of the planning system, the focus is on the creation, implementation and monitoring of medium-term work programmes of the Government and ministries and orientation on effects and results, the implementation of which was significantly affected by the cyber attack from 2022, due to which IT services used for medium-term planning of the ministries' work have been decommissioned. In addition, the connection of that system with the appropriate system used for the needs of the programme budget, which is a prerequisite for coordination of compliance on the line medium-term work plans - budget, is not ensured. During 2023, the process of developing the Methodology for medium-term planning of the Government's work continued, the adoption of which is expected at the end of 2024, which will create the conditions for monitoring the defined indicators.

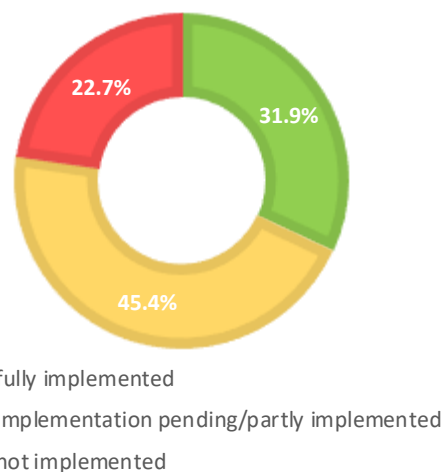
As of April 29, 2024 the Government of Montenegro adopted acts on systematisation and organisation for 16 ministries out of a total of 19 ministries. Out of 16 adopted acts on the systematisation and organisation of the work of ministries, only **5 ministries provided for the establishment of central units for strategic planning**. Bearing in mind the above, **it is necessary to wait for the Government to adopt acts on systematisation and organisation for the remaining 3 ministries**, in order to collect the necessary information and process the value of performance indicators in a valid manner.

units for strategic planning. Bearing in mind the above, **it is necessary to wait for the Government to adopt acts on systematisation and organisation for the remaining 3 ministries**, in order to collect the necessary information and process the value of performance indicators in a valid manner.

INDICATORS IN 2023 FOR V SO



ACTIVITIES IN 2023 FOR V SO



SUCCESSSES

- ✓ **The training programme for strategic planning** is successfully implemented. During 2022, the Programme was revised in terms of topics and scope, while 30 participants of one cycle that was realised in 2023 successfully completed training in accordance with the innovative Programme.
- ✓ [The Information on the establishment of the coordination system of strategic partners](#) was adopted, and in September 2023 **the information system for strategic planning - ISPI - was revitalised**. ISPI provides the possibility of connecting to IT systems used for programme budgeting, which creates a technical basis for coordinating the policy planning process.
- ✓ The preparation of **the Guidelines for harmonising the planning of national policies with the programming of IPA support** was carried out with the support of ReSPA.
- ✓ The Ministry of Finance, in cooperation with the Human Resources Management Authority, **implemented trainings** for the application of techniques used to estimate costs, as well as other long-term implications of the regulation, which was attended by 238 officials.
- ✓ In order to ensure transparent creation of policies, the Ministry of Finance has published on its website all RIAs prepared since 2012. (<https://www.gov.me/mif/analiza-efekata-propisa-ria>)



IMPLEMENTATION IN PROGRESS

- ~ **Draft Methodology** for medium-term planning of the work of the Government and ministries **was developed.**
- ~ Development **of the Methodology for integrated strategic planning** is ongoing. The draft has been revised.
- ~ Activities have been started on **the analysis of the legislative framework for strategic planning.**
- ~ **The electronic platform for the participation of interested parties in the creation of public policies - [eGovernment Portal](#)**, enables all interested parties to participate in the preparation of laws or strategies, through the provision of initiatives, proposals, suggestions or comments, as well as the participation of NGO representatives in working groups. However, by analysing the number of submitted comments, it is concluded that more attention should be paid to this type of cooperation and communication, as well as to improve the promotion of the cooperation channels in order to create public policies with and for citizens.
- ~ After the constitution of the 44th Government, and in response to the preparation of the rulebook on the internal organisation and systematisation of workplaces the General Secretariat sent the ministries clarification/guidelines for the establishment of units for strategic planning in accordance with the Government's Conclusion by which the ministries are obliged to establish appropriate units for strategic planning and IPA programming.
- ~ Activities have been started on **the amendment of the Instructions on the preparation** of a report on the conducted analysis of the impact of RIA regulations, in the part of the assessment of the impact on the budgets of local self-governments and gender equality. In parallel with that, work is being done to improve the opinion form of the Ministry of Finance.
- ~ The adoption of laws in the Parliament without prior preparation of the impact assessment both from the aspect of fiscal sustainability and other implications is recognised as a possible cause of challenges in the application of those regulations. In this regard, the Ministry of Finance has initiated cooperation with the Parliament in order to consider possible forms of cooperation on this topic.

<https://www.gov.me/mju/reforma-javne-uprave>



CHALLENGES

- ❖ The website www.javnepolitike.me is not functional, because its maintenance is not provided.
- ❖ The establishment of a network of civil servants for strategic planning is conditioned by the establishment of units for strategic planning in all ministries, and for this activity it is necessary to redefine the dynamics of implementation.
- ❖ In order to harmonise strategic documents **at the national and local level**, and bearing in mind that it was not implemented within the planned period, it would be necessary to plan it in the next Action Plan.

IV

BUDGET

A programme budget, specifically designed for public administration reform, has been established in Montenegro. The allocated budget for the “Public Administration Reform” subprogram for the years 2022-2026 is **€1,120,621**. This fund is specifically designated for carrying out activities outlined in the Action Plan for the years 2022-2024.

The allocated budget for this subprogram in 2023 by the Ministry of Public Administration was **€587,000**, out of which **€573,717** has been utilised.

The budgets of all entities responsible for reform goals and operations include funds for the execution of the PAR Strategy 2022-2026, ensuring budgetary and fiscal sustainability.

4.1 EU SUPPORT FOR PUBLIC ADMINISTRATION REFORM - IPA III (SECTORAL BUDGET SUPPORT)

The EU provided substantial assistance for public administration reform through the IPA III financial perspective, namely through the Sector Budget Support Programme (SBS) with a funding of **€16.6 million**⁴⁹. **Out of the entire sum, €13.1 million was provided as direct financial assistance to Montenegro’s budget, while €3.5 million is additional help awarded for three initiatives aimed at**

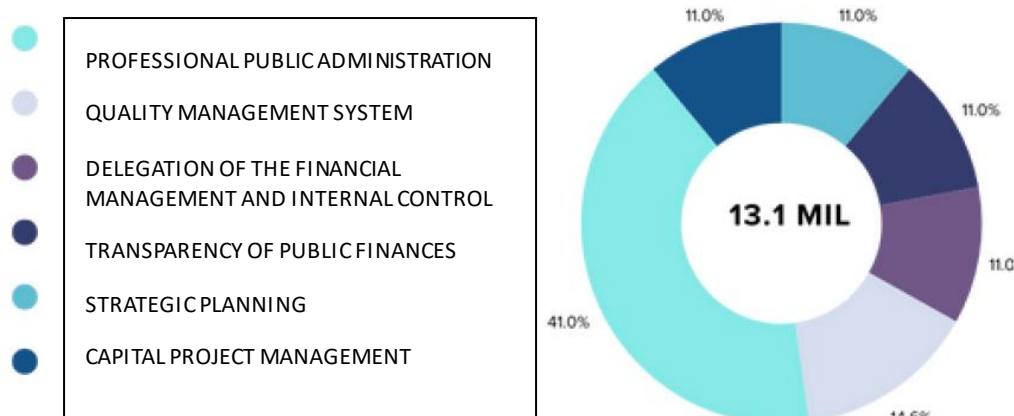
⁴⁹ In December 2023, an allocation of EUR 5.6 million is planned to address the issue of inadequate capabilities in public administration for the withdrawal of EU funds. These funds will be used to enhance human resources in two key areas: environmental protection and employment and social policies. This activity will be carried out by including it into the revised Action Document, with funding provided directly as budget support. Additionally, it will get supplemental assistance under the EUIF 2024 programme.

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

aiding the reform of public administration and public finance management. The use of SBS as a vehicle for assistance is predicated on performance, whereby the support is disbursed directly to the national budget in the form of one fixed and two variable tranches, contingent upon the achievement of specified indicators. The following diagram illustrates performance indicators categorised by area and their corresponding allocation within direct budget support.



A sum of €3.5 million was deposited into the national budget as the initial, non-negotiable tranche of SBS at the start of 2024. The payment for the first flexible tranche is anticipated to occur in 2025, subsequent to the submission of the payment request for the tranche. The Directorate for Strategic Planning in Public Administration, International Cooperation, and IPA Funds oversees the extent to which the target values of performance indicators are achieved and provides annual reports on them as part of the Report on Financial Support for Public Administration Reform.

Presented below is a table including performance indicators and target values for the years 2024 and 2026, together with their corresponding allocation within the direct budget support. The production of the Report on financial assistance for public administration reform is now under progress. This report will provide an overview of the current situation regarding the achievement of the indicated KPIs. It is expected to be completed by the end of Q2 2024.

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

1. The number of institutions with an introduced quality management system ready for the certification procedure

in 2024

- At least 5 institutions (in relation to the baseline value) with an introduced quality management system ready for the certification procedure
- EUR700,000

in 2026

- At least 15 institutions (compared to the baseline value) with an introduced quality management system ready for the certification procedure
- EUR700,000

2. Share of strategic documents linked to program budgets

in 2024

- At least 50% of the adopted strategies have an Action Plan, the budget of which is linked to the national program budget in accordance with the Methodological Guidelines for the Assessment of the Costs of Government Strategies (ReSPA)
- EUR525,000

in 2026

- At least 80% of adopted strategies have an Action Plan with budget linked to the national programme budget
- EUR525,000

3. Proportion of ministries that delegate financial management and internal control to senior management in accordance with the relevant Regulation

in 2024

- At least 50% of ministries
- EUR525,000

in 2026

- At least 80% of ministries
- EUR 525,000

4. Improved transparency of public finances

in 2024

- Prepared and published half-yearly and annual reports on budget performance, including gender indicators
- EUR525,000

in 2026

- Macro-fiscal guidelines (medium-term budgetary frameworks) include medium-term programme-based policy information, information on non-financial performance and expenditure plans
- EUR525,000

5. Average number of qualified applicants per job notice and competition

in 2024

- Public notices: 7
- Public competitions: 4
- EUR 700,000

in 2026

- Public notices: 9
- Public competitions: 6
- EUR700,000

6. Duration of the employment procedure in the two pilot sectors from the moment of the adoption of the Decision on the initiation of the procedure for filling the position by the head of the public administration body until the adoption of the decision on employment.

in 2024

- 6 months
- EUR300,000

in 2026

- 4 months
- EUR300,000

7. Employment of civil servants in two pilot sectors carried out on the basis of the adopted Employment and Competencies Plan

in 2024

- Established Employment Plan related to two pilot sectors defining at least (100) new/additional employment
- A Competency Framework for all civil servants has been established
- EUR1 000 000

in 2026

- 90% of the staff identified in the Employment Plan relating to the two pilot sectors have been employed, and all recruitments have been carried out using the Competency Framework
- EUR1 000 000

8. Share of capital projects for which cost-benefit analysis was prepared in accordance with the new methodology

in 2024

- A new methodology for cost-benefit analysis was approved in accordance with the best international standards
- EUR525,000

in 2026

- At least 50% of the total number of capital projects included in the annual national budget with cost-benefit analysis prepared according to the new methodology
- EUR525,000

TOTAL 9.6 mil EUR

<https://www.gov.me/mju/reforma-javne-uprave>

Mapping and coordination of financial support

A donor matrix, depicting all projects and other initiatives that contribute to public administration reform, is included in the document [Mapping Financial Support for Public Administration Reform in Montenegro](#), which was created in February 2024 by the Ministry of Public Administration as part of ongoing efforts to coordinate donor support for public administration reform. This document is being prepared in order to facilitate better project coordination, facilitate the discovery of missing financial support, and publicly present the overall support that Montenegro receives for the reform of its public administration from the European Union and other donors.



4.2 FINANCING OF NGO PROJECTS

In order to ensure long-term financial viability and participation from all stakeholders in the public administration reform, the Ministry of Public Administration launched two public tenders to fund [non-governmental organisation \(NGO\) projects and programmes](#) that advance this goal:



- **Eight projects** totaling **€147,419** were funded through the public competition **“Together through Reform”** in 2022, as per the [Decision on the allocation of funds](#).
- The public tender **“Public Administration Accessible to All”** received a total of **€197,865** in 2023 for **six** NGOs working on open public administration projects, based on [the Decision on the allocation of funds](#).

V

RECOMMENDATIONS

Considering the pace and structure of implemented activities, particularly in light of the observed challenges, recommendations have been formulated for the upcoming period to ensure more effective implementation of activities. The specified recommendations will serve as the foundation for the efforts of the coordination bodies established to enhance the execution of the activities outlined in the Strategy:

➤ **STRATEGIC OBJECTIVE I Citizen-oriented organisation and operation of the public administration**

MPA

- Accelerate efforts to promote the adoption and implementation of legal acts, including new and revised ones (Law on Government, Law on Administrative Inspection, Law on Inspection Supervision, Law on Civil Servants and State Employees, Law on Local Self-Government, etc.).

➤ **STRATEGIC OBJECTIVE II Citizens and businesses use high-quality services of the public administration**

MPA

- Enhance communication with all public administration institutions, as mandated by the Law on eGovernment, to facilitate the exchange of data via the Single information system for the electronic data exchange (SISEDE), **and to enable the electronic document management system (EDMS).**
- Streamline administrative procedures, with focus on enhancing the digitisation of public services and ensuring the interoperability of registries and e-services in collaboration with relevant organisations.

➤ **STRATEGIC OBJECTIVE III Professional public administration**

All departments

- Ensure the Central Personnel Records are kept updated, and that HR Plans and the unified HR Plan are prepared promptly and in accordance with the Budget.
- It is imperative to enhance the oversight of the development of HR Plans by providing more robust inter-institutional coordination of this process.
- It is essential to have increased involvement of top management staff in trainings, including their active engagement in designing trainings and launching targeted training programmes.
 - Develop and execute a strategy to provide ongoing education at every level and enhance user awareness.

➤ STRATEGIC OBJECTIVE IV Transparent and open public administration

MPA

- Accelerate efforts in the construction of the new portal www.data.gov.me.
- Support the domain of open data, data reuse, and the OGP project via the Public Administration Reform Council.

APDPFAI

- Enhance efforts to optimise the performance of the APDP information system and establish a connection between the appeals procedure and the relevant section of the IT system.
- Enhance the execution of training programmes for APDP staff, with the objective of bolstering their ability to execute the FAI Law.

All departments

- In order to prevent citizen complaints, it is important to promptly address all requests and ensure free access to information.

➤ STRATEGIC OBJECTIVE V Policy planning with and for citizens

GSG

- Perform a comprehensive examination of the GSG to determine its organisational structure and duties in the context of coordinating public policy. Based on this research, establish a contemporary institution that can effectively address the requirements for future EU membership.
- To enhance the department's capabilities (via the Network) in order to achieve more dependable reporting and assessment, with a focus on improving the quality of financial reporting and monitoring the effectiveness of key performance indicators. This will enable more responsible development of public policies based on trustworthy data.
- Strengthen efforts to revive the ISPI information system, which would facilitate the coordination and integration of strategic planning (including overarching and sector-specific strategic documents, medium-term work plans of the Government and ministries), programme budgeting, and donor assistance.

MF

- To enhance the participation of all proposers of regulations in the utilisation and implementation of the Regulatory Impact Analysis (RIA) tool.

MPA

- Ensure the enforcement of the compliance mechanism by adhering to the consultation requirements specified in the applicable legislation. This includes reviewing all proposed laws and strategies that are presented to the Government for approval.

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

HRMA

- When providing opinions on the proposals of the rules about the internal organisation and systematisation of ministries, it is important to focus on implementing the Government's conclusion to establish units for strategic planning that are connected with IPA programming.

All departments

- Establish robust connections between policy planning and budgeting processes through suitable regulatory frameworks and inter-institutional coordination and cooperation.

The Reporting Table provided below adheres completely to the Action Plan outlined in the strategic document for the years 2022 and 2023. The table presents comprehensive data on the successful implementation of activities and the achievement of indicators, shown in a visually impactful manner.

STRATEGIC OBJECTIVE I CITIZEN-ORIENTED ORGANISATION AND OPERATION OF THE PUBLIC ADMINISTRATION

OPERATIONAL OBJECTIVE 1.1 Functional public administration with efficient oversight of its implementation and application of the managerial accountability concept

INDICATOR	Baseline value	Value for 2022	Value for 2023	Trend ⁵⁰	Target value until 2024					
Amount collected by means of enforcement procedure in labour cases handled by the Protector of Property and Legal Interests	€10,412,089	€15,226,148.67	€ 14,143,973.4 ⁵¹		Unchanged from the baseline value					
Percentage of institutions having established a reporting system at the level of outcome indicators and objectives which would enable monitoring of the achievement of results with indicators of the programme-based budget implementation	No system is in place	The indicator will be tracked through indicator 45	The indicator will be tracked through indicator 45		100% of ministries have output reporting in place					
Average length of administrative disputes in Administrative Court	17 months	17.7 months	17.2 months		12 months					
Percentage of recommendations implemented by public authorities based on the Ombudsman's annual work report	19.88%	19.3%	53.1%		Over 40% of implemented recommendations					
Percentage of ministries which delegate financial management and internal control authority to senior management in accordance with the Decree	8.3%	28% ⁵²	N/A ⁵³		50%					
Number of administrative authorities having been subjected to administrative oversight by the line ministry	0	0	N/A		30%					
Percentage of laws which are harmonised with the Law on State Administration	66.7%	83.3%	83.3%		95%					
Activities	Output indicator	Competent institutions	Start	End	Indicator realisation status	New deadline	Funds planned	Funds realised	Source of funds	Recommendations for the next

⁵⁰ decrease in value compared to initial value improvement compared to initial value same trend compared to initial value data unavailable or not measured

⁵¹ <https://www.gov.me/en/documents/99785a7e-a9e9-4632-8489-b189c5eb66bb>

⁵² The percentage of Ministries that delegated financial management and internal control powers to senior management in accordance with the Decree in 2022 was

⁵³ In accordance with the Decree, this information will be provided in the Consolidated Report on Management and Internal Controls in the Public Sector for 2023, which will be submitted to the Government by the end of June of the current year.

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

										implementation period
1.1.1	Develop Proposal for the Law on the Government	The proposal of the Law has been approved by the Government	MPA	Q1 2022	Q1 2023	The working group formulated Draft Law on Government. The Law was presented to the EC and the Venice Commission to obtain their expert assessment. The VC has endorsed the Draft Law on the Government, providing a favorable evaluation along with observations and recommendations for further enhancement.	Q3 2024	€5,000	Budget of Montenegro	The changes in the Government (42nd and 43rd) caused a delay in the implementation of this activity.
1.1.2.	Adoption of the Law on Public Institutions	- Conducted analysis that identified challenges and provided recommendations regarding the necessity of establishing a normative framework for public institutions. -The Proposal Law on Public Institutions has been approved.	MPA	Q1 2023	Q4 2024	Analysis in progress		€18,000	Budget of Montenegro	
1.1.3	Establish Registry of Public Authorities and Institutions at the central and local level	- Upgraded Registry of Public Authorities is published on www.drzavniorгани.me - Registry of public services founded by the local self-government is established - Identification of contact persons in relevant institutions to enter data in the registries	MPA UoM LSGUs SIGMA	Q2 2022	Q4 2023	- Registry of Public Authorities at the central level developed - The establishment of part of the registries at the local level is ongoing	Q4 2024	€35,000	Budget of Montenegro	
1.1.4	Draft amendments to the Law on	Law on Inspectorial Oversight is amended to	MPA	Q2 2022	Q1 2023	Situational Information in the segment of inspectorial oversight	Q4 2024	€5,000	Budget of Montenegro	Government changes (42nd and

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

	Inspectorial Oversight	introduce a combined method of work and efficiency of inspectorial oversight				in Montenegro was adopted. In accordance with the implementation of the conclusions from this information, the Draft Law was prepared					43rd) caused a delay in the implementation of this activity.
1.1.5	Upgrade the Single Inspection Information System (SIIS) by developing a module enabling companies (inspected entities) to perform self-checks by filling in the check lists which are directly "sent" to the base	<ul style="list-style-type: none"> - ToR developed to include the necessary upgrade - SIIS upgrade tender is published - New SIIS modul is developed 	Inspection Affairs Administration	Q1 2023	Q1 2024	For the provision of technical conditions , the IPA funding was allocated to acquire state-of-the-art technology, ensuring that inspectors had access to the latest and highest quality computer equipment for their work. The ability for those under supervision to assess themselves by completing checklists has been implemented.		€60,000		Budget of Montenegro	
1.1.6	Strengthen personnel capacity of the Administrative Inspectorate	<ul style="list-style-type: none"> - At least 6 training events are implemented for the Administrative Inspectorate employees - Number of AI staff members increased 	HRMA MPA	Q2 2022	Q4 2023		Q4 2024	€16,000		Budget of Montenegro	
1.1.7	Improve transparency of Administrative Inspectorate	Fragmented oversight programme of Administrative Inspectorate is developed	Administrative Inspectorate	Q1 2022	Q4 2022			€5,000		Budget of Montenegro	
1.1.8	Improve the system of reporting on the work of the Administrative Inspectorate	Methodology for developing annual work reports of the Administrative Inspectorate is improved by information about repeated inspections and outcomes of inspection activities	Administrative Inspectorate	Q2 2022	Q4 2023	The methodological content of the Report of the Department of Administrative Inspectorate has been improved. The report for 2023 is being developed according to an improved structure		€15,000		Budget of Montenegro	
1.1.9	Develop analysis of the reasons/grounds for payment of additional enforcement costs in lost cases and	- comprehensive analysis of the reasons for paying enforcement costs in lost cases and concrete recommendations for	Protector of Property and Legal Interests MF	Q2 2022	Q2 2023		Q4 2024	€18,000		Budget of Montenegro Donor funds Direct aid from SIGMA	Activity started in cooperation with SIGMA experts

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

	implement recommendations in institutions identified as being involved in a higher number of disputes	improvement are developed - Dialogue and cooperation with the institutions identified as being involved in a higher number of disputes are improved	MJHMR Agency for Amicable Labour Dispute Resolution SIGMA							
1.1.10	Improve the structure of reporting of the Protector of Property and Legal Interests on the costs of enforced payment in lost court cases	Report is improved and includes situation assessment and recommendations for improvement of work of the authorities recognised as being involved in a higher number of court cases, case-law, overview of costs, legal opinions relevant to the public interest	Protector of Property and Legal Interests	Q3 2022	Q1 2023	Ongoing work on improving the reporting structure https://wapi.gov.me/download-preview/1b128665-b7ec-459b-8755-cb43630e8636?version=1.0	Q3 2024	€2,000		Budget of Montenegro
1.1.11	Improve the analysis of impact of the proposed organisational changes with the focus on justifiability of establishing new or merging/abolishing authorities	Regulatory impact assessment (RIA) is improved *activity related to 3.3.7 and 5.1.1	MPA MF SIGMA	Q1 2022	Q3 2022			€10,000		Budget of Montenegro Donor funds Direct aid from SIGMA
1.1.12	Harmonisation of special laws with the Law on State Administration	Information Brief on the level of harmonisation of special laws with LSA is developed and adopted	MPA	Q1 2023	Q4 2024	Implementation in progress, all ministries have harmonised their laws, except for the maritime law		€10,000		Budget of Montenegro
1.1.13	Produce methodology for developing the work programme of state administration authorities including performance indicators	-Methodology for state administration authorities is developed -Methodology is also promoted for public institutions	MPA SIGMA	Q2 2022	Q4 2022			€25,000		Budget of Montenegro Donor funds Direct aid from SIGMA

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

1.1.14	Develop methodology for developing the work programme of authorities including an overview of implementation of objectives and performance indicators	Methodology is adopted to encourage result oriented reporting	MPA – Directorate for Normative Affairs MF SIGMA	Q2 2022	Q3 2022			€12,000		Budget of Montenegro Donor funds Direct aid from SIGMA	
1.1.15	Analyse available data and upgrade necessary data and information in two pilot institutions	Analysis covering two pilot institutions, MPA and HRMA, is published	MPA HRMA	Q2 2022	Q3 2022	The preparation of the technical specification for the new portal is underway, the publication of which is expected by the end of March 2024	Q4 2024	€25,000		Budget of Montenegro	After the cyber attack, the open data portal was successfully restored to its original state with 97 data sets, but due to technical challenges, it is not possible to establish new data sets. This was an indication of the need to create a new open data portal.
1.1.16	Increase availability of data held by two pilot institutions	Number of datasets on the websites of two pilot institutions MPA and HRMA	MPA HRMA	Q3 2022	Q4 2022	The drafting of the technical specification for the new portal is underway, the publication of which is expected by the end of March 2024, after which the data sets will be published in two pilot institutions.	Q4 2024	€25,000		Budget of Montenegro	
1.1.17	Improve organisation of work and communication based on available data in two pilot institutions	Plan for improving communication in two pilot institutions MPA and HRMA is developed	MPA HRMA	Q1 2023	Q3 2023	The selection of experts for the development of the Communication Plan is ongoing	IV 2024	€45,000		Budget	
1.1.18	Organise training on application of methodology for developing work programmes and reporting on the work of authorities, including an overview of implementation of	At least 70 employees are trained in developing work programmes and reporting on the work of authorities, including an overview of implementation of objectives and performance indicators	HRMA GSG MPA	Q4 2022	Q2 2023		Q4 2024	€12,000		Budget of Montenegro	Plan the activity in the next AP

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

	objectives and performance indicators	37 employees in the first training event 37 employees in the second training event									
1.1.19	Improve the normative framework governing administrative disputes	- Law on Administrative Dispute is amended regarding costs of disputes and conduct of oral hearing to reduce the length of administrative disputes - Training for judges on implementation of the new law	MJHMR Judicial Training Centre Administrative Court	Q2 2022	Q4 2022		Q4 0204	€12,000		Budget of Montenegro	
1.1.20	Develop analysis with recommendations on the length of administrative disputes in administrative matters	- Analysis of ping-pong cases is developed - Identification of institutions with the highest % of annulled acts - Administrative procedure training for identified institutions is delivered	Administrative Court MPA HRMA SIGMA	Q3 2022	Q2 2024	- Report on handling administrative matters for 2022, with a view to 2021 - 5 trainings on the topic of administrative procedure conducted during 2022	Q4 2024	€25,000		Budget of Montenegro Donor funds Direct aid from SIGMA	
1.1.21	Improvement of the structure of annual reporting by including overview of the situation regarding implementation of recommendations given by Ombudsman	- Ombudsman's annual report is improved concerning implemented recommendations and violations of citizens' rights by public authorities - Proactive work of Ombudsman through promotion of human rights and freedoms in the context of	Protector of human rights and freedoms of Montenegro - Ombudsman	Q2 2022	Q1 2023	- The annual report has been upgraded - Field visits and thematic meetings with institutions are held on an annual basis		€7,000		Budget of Montenegro	

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

		recommendations given to public authorities									
1.1.22	Develop and present Information Brief on Ombudsman's recommendations given to public authorities from previous reporting periods that have not been implemented, in order to determine the way to improve the implementation rate	<ul style="list-style-type: none"> - Information Brief adopted and presented - Intensive dialogue with the institutions frequently violating citizens' rights and failing to follow Ombudsman's recommendations is established 	Ombudsman Parliament Committee SIGMA	Q2 2023	Q2 2024	<ul style="list-style-type: none"> - As part of the Ombudsman's annual work report, based on the improved structure of the report, information is developed on implemented, partially implemented and unimplemented recommendations. The report is presented to the Parliament and is publicly available - Field visits and thematic meetings with institutions identified as frequently violating citizens' rights are held on an annual basis 		€7,000		Budget of Montenegro Donor funds Direct aid from SIGMA	
1.1.24	Amend the legal framework on internal controls in the public sector	Law on Management and Internal Controls in the Public Sector is amended with respect to managerial accountability	MF – Directorate for Central Harmonisation	Q1 2022	Q2 2023	Comments on the Law have been received from the EC and changes to the articles of the law are underway in accordance with the received suggestions	Q2 2024	€5,000		Budget of Montenegro	
1.1.25	Raise senior management awareness of managerial accountability	<ul style="list-style-type: none"> - At least 50 managers and employees are trained on the importance of implementation of managerial accountability in the public administration - One roundtable meeting on senior management 	HRMA MF MF-AMM	Q3 2022	Q4 2023	<ul style="list-style-type: none"> - Training was held on the topic of managerial accountability for managers and employees at the local level. The invitation was sent to the institutions at the central level, but due to the insufficient number of applicants, the training was not implemented. - At the end of November 2023, the Ministry of Finance 		€16,000		Budget of Montenegro	

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

		awareness of managerial accountability is held In 2022 25 managers				organised a Conference on managerial accountability with the aim of strengthening the awareness of managers in the public administration.				
1.1.26	Organise training for internal auditors to improve their skills for evaluating the implementation of managerial accountability	At least 60 internal auditors are equipped with skills for evaluating the implementation of managerial accountability	HRMA MF	Q1 2023	Q4 2023	As part of the programme of continuous professional development of a authorised internal auditors in the public sector, four trainings were held for internal auditors distributed in internal audit units at the central and local levels on the topic "Managerial Accountability Audit and Internal Audit Soft Skills" for 104 ⁵⁴ participants.		€2,000		Budget
1.1.27	Review the quality of management and internal control to evaluate the situation	Reports including situation assessment, identified problems and recommendations for improvement are adopted	MF	Q4 2022	Q2 2023	Reports on the review of the quality of management and internal controls with an assessment of the situation, as well as recommendations for improvement, were prepared in February 2024.		€2,000		Budget of Montenegro
1.1.28	Promote public administration based on diversity, non-discrimination policies and equal opportunities	Regulatory framework governing and affirming diversity, equality, inclusion is promoted (Law on the Prohibition of Discrimination, Law on Gender Equality, Law on Same Sex Life Partnership)	MPA MJHMR Line ministries	Q2 2022	Q4 2022	The activity is continuously implemented during all public appearances as well as through the participation of representatives of the Ministry of Justice in working groups for the development of the strategic and normative	Q4 2024	€15,000		Budget of Montenegro

⁵⁴Trainings on the topics: Strategy, Managerial Accountability; Audit of Managerial Accountability and Internal Audit Soft Skills


PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

						framework of the Ministry of Justice.					
1.1.29	Develop public administration communications plan affirming diversity, equality, non-discrimination policies and equal opportunities, while considering sector-specific approach to these matters	Communication plan developed and adopted	MPA MJHMR Line ministries	Q1 2023	Q3 2023	The selection of experts for the preparation of the Communication Plan is ongoing	Q4 2024	€30,000		Budget of Montenegro	
1.1.31	Develop methodology for producing gender equality plans in all ministries	Methodology for developing gender equality plans in ministries is developed	MJHMR GSG	Q2 2022	Q4 2022	The realisation of the activity is ongoing through the project "United in Gender Equality" implemented by UNDP	Q4 2024	€7,000		Budget of Montenegro	
1.1.32	Develop gender equality plans in 3 pilot ministries	At least 3 ministries have developed individual gender equality plans	MJHMR MCI MER GSG	Q3 2022	Q4 2023	The realisation of the activity is ongoing through the project "United in Gender Equality" implemented by UNDP	Q4 2024	€18,000		Budget of Montenegro	

OPERATIONAL OBJECTIVE 1.2 Paperless administration

INDICATOR	Baseline value	Value for 2022	Value for 2023	Trend	Target value until 2024
Percentage of public authorities which have established electronic document management system	38%	40%	38%		50%

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

Percentage of public authorities performing fully electronic exchange (externally) of documents via eDMS		0		1.3%		0%		1.3%		20%	
Activities	Output indicator	Competent institutions	Start date	Planned completion date	Indicator realisation status	New deadline	Funds planned	Funds realised	Source of funding	Recommendations for the next implementation period	
1.2.1	Analyse challenges and advantages of eDMS	Analysis of technical eDM systems which are in place is carried out	MPA – Directorate for Digitalisation and e-Services SIGMA	Q1 2022	Q1 2023	An analysis of the pilot phase was made with the aim of developing a plan for the further introduction of other institutions into this system The World Bank prepared a draft Analysis of the technical eDMS systems that have been established	Information from the World Bank is awaited	€27,000	€79,999.92	Budget of Montenegro Donor funds Direct aid from SIGMA	
1.2.2.	Redesign eDMS and link it to e-government portal	- Development of technical specification for eDMS redesign - UX/UI system redesign based on user experience	MPA	Q4 2023	Q3 2024	The redesign of the system was done within the framework of activity 1.2.4 Information on the implementation of the platform for the Certification Authority (CA) and eDMS and management of the process of electronic sessions of the Government of Montenegro (www.gov.me)		€30,000		Budget of Montenegro	
1.2.4	Implement document management system in authorities with the highest volume	- Analysis identifying administrative and technical requirements for establishment of eDMS is developed	MPA Public authorities implementing the system	Q2 2023	Q4 2023	- Developed document, "Creation and Maintenance of eDMS and Management of the Process of Electronic Sessions of the Government."	Q4 2024	€430,000		Budget of Montenegro	In the course of 2024, work will be done on the implementation of the system in public

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

	of interaction with the citizens	- Document management system implemented in additional 16 public authorities	(pilot in selected agencies, administrations, fund)			- Established system on the test environment of the MPA					administration bodies.
1.2.5	Introduce eDMS at the local level in four selected LSGUs having no electronic document management system in place	- Situation analysis regarding current status to identify requirements for establishment of eDMS (technical and administrative requirements) - eDMS is introduced in two selected LSGUs - eDMS training is organised for a minimum of 60 LSGU employees	MPA LSGUs HRMA	Q1 2023	Q4 2023		Q4 2024	€250,000		Budget of Montenegro	
1.2.6	Strengthen the capacity of MPA IT Department staff members	Minimum 10 specialised training events for IT personnel	MPA - Directorate for Digitalisation and e-Services Specialised IT training providers	Q1 2023	Q4 2023		Q4 2024	€47,000		Budget of Montenegro	

OPERATIONAL OBJECTIVE 1.3 Strengthening functional and financially independent municipalities to ensure more equal development of all LSGUs

INDICATOR	Baseline value	Value for 2022	Value for 2023	Trend	Target value until 2024
-----------	----------------	----------------	----------------	-------	-------------------------

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

Number of tasks involving inter-municipal cooperation		20		N/A		N/A ⁵⁵		🚫		24	
Ratio of debt of all municipalities to their total revenue (at the level of all municipalities)		33.5%		28.3%		22.2% ⁵⁶		🔄		32%	
Activities	Output indicator	Competent institutions	Start date	Planned completion date	Indicator realisation status	New deadline	Funds planned	Funds realised	Source of funding	Recommendations for the next implementation period	
1.3.1	Analysis of the functioning of the local self-government	MPA UOM LSGUs	Q1 2022	Q3 2023	The Analysis is developed. The PAR Council, at the session held on December 26, 2023 considered the Analysis results; The Government of Montenegro at the Session held on January 24, 2024 adopted the Analysis of the functioning of the local self-government system		€30,000		Budget of Montenegro		

⁵⁵ The data collection process is underway

⁵⁶ Public debt of all local self-government units as of December 31, 2023 (€107.78 million) in total receipts at the level of all local self-government units for 2023 (€486.26 million).

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

		options for introducing soft poly-typic functioning system									
1.3.2	Adopt a plan with recommendations based on findings of the screening activity under 1.3.1	Plan with recommendations is adopted	MPA UOM LSGUs	Q4 2022	Q2 2023	This activity should be implemented in parallel with the preparation of the Law, and will be identified in the next AP		€9,000		Budget of Montenegro	MPA is in the process of preparing changes and amendments to the Law on Local Self-Government. The Action Plan for the implementation of the new legislative framework in this area will be prepared.
1.3.3	Amend the Law on Local Self-Government	Law on Local Self-Government Amendments regulating the following are adopted: - harmonisation with the Law on Civil Servants and State Employees - improvement of administrative oversight over the work of public services - elimination of challenges in implementing the current Law - inter-municipal cooperation	MPA MF UOM LSGUs	Q1 2023	Q3 2023	In December 2023, a working group was formed to draft the Law on Local Self-Government.	Q4 2024	€3,000		Budget of Montenegro	

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

		- use of electronic services of trust of LSGU performed by the state administration authority in charge of electronic administration affairs and electronic business operations - other amendments according to the screening results									
1.3.4	Promote the mechanism of inter-municipal cooperation	Two workshops on the importance of inter-municipal cooperation are held and attended by all LSGUs	MPA UOM LSGUs	Q1 2023	Q4 2023	The Union of Municipalities of Montenegro affirmed the mechanism of inter-municipal cooperation . Held a round table on " Inter-Municipal and International Cooperation "		€13,000		Budget of Montenegro	
1.3.5	Carry out analysis of challenges associated with the collection of local public revenues and fiscal capacity of LSGUs	Analysis with action plan for improving the collection of local public revenues is carried out	MPA UOM LSGUs SIGMA	Q2 2022	Q4 2023	This activity is included in the Analysis of the functioning of the Local Self-Government System		€13,000		Budget of Montenegro Donor funds Direct aid from SIGMA	Together with the information for the Government, which will include the implementation of public spending at the local level, this will be the starting point for changes to the Law on Local Self-Government Financing.
1.3.6	Strengthen oversight of LSGU financial operations by giving	- Outstanding debt of local self-governments	MF – Directorate for LSG and	Q3 2023	Q4 2024	According to the Situational Information in the Segment of		€15,000		Budget of Montenegro	

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

	opinions on the budget and periodic reports on the financial situation of LSGUs which will include specific recommendations	is reduced in absolute amounts - Number of issued opinions - Number of controls of budget inspectorate	companies majority owned by the state			Public Finances at the Local Level as of December 31, 2023: - 23 opinions were given on the Proposals for the Decision on Amendments to the Decision on the Municipal Budget for 2023, 25 opinions on the Proposals for the Decision on the Municipal Budget for 2024. - One control by the Budget Inspectorate was carried out				
1.3.7	Increase the share of own revenue in the current revenue of LSGUs	- Number of training events to strengthen the capacity of LSGs to collect own revenues - Normative framework for collection of own revenues is improved	MF LSGUs UOM	Q4 2022	Q4 2023	Three trainings were organised under the title "Subsidiary Application of the Law on Administrative Procedure in the Domain of Determination and Collection of Local Public Revenues" Two round tables were organised on the topic of real estate taxes The Law on Amendments to the Law on Financing of Local Self-Governments was adopted by the Parliament on January 19, 2024.	€5,000		Budget of Montenegro	
1.3.8	Strengthen the capacity of LSGUs legal representative concerning property and legal interests	- At least 20 persons completed training - Role of the LSGU legal representative is affirmed by means of training addressing amended decision on internal organisation and method of operation of local self-government bodies, workshops etc.	HRMA MPA UOM LSGUs	Q1 2023	Q4 2023		€18,000		Budget of Montenegro	

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

STRATEGIC OBJECTIVE II CITIZENS AND BUSINESSES USE HIGH-QUALITY SERVICES OF THE PUBLIC ADMINISTRATION

OPERATIONAL OBJECTIVE 2.1 Higher efficiency of service delivery and introduction of service delivery quality management

INDICATOR		Baseline value	Value for 2022		Value for 2023	Trend	Target value until 2024			
Number of institutions with introduced quality management system		0	1		1		5			
Citizens' satisfaction with public services (Balkan barometer)		2.9	3		2.8 ⁵⁷		3.5			
Percentage of administrative acts cancelled by the Administrative Court		20.33%	28%		N/A		20%			
Activities	Output indicator	Competent institutions	Start date	Planned completion date	Indicator realisation status	New deadline	Funds planned	Funds realised	Source of funding	Recommendations for the next implementation period
2.1.1	Defining Road Map for introducing service delivery quality management system	MPA	Q1 2022	Q3 2023	Roadmap developed. It is awaiting approval by the Government of Montenegro	Q2 2024	€27,000		Budget of Montenegro	
2.1.2	Development of methodology for introduction of quality management in the public administration system	MPA ReSPA	Q3 2022	Q2 2023			€10,000		Budget of Montenegro Donor funds Direct aid from SIGMA	
2.1.3	Implementation of quality management mechanism CAF and CAF evaluation of performance	MPA ReSPA	Q3 2022	Q2 2024	The CAF method is implemented in MPA	Q4 2024	€75,000		Budget of Montenegro Donor funds Direct aid from SIGMA	

⁵⁷ <https://www.rcc.int/balkanbarometer/results/2/public>

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

2.1.4	Establishing Network for Quality Management in Public Administration	<ul style="list-style-type: none"> - Institutions with the highest frequency of service provision to citizens and businesses in Montenegro identified - Focal points for establishing Network for Quality Management in Public Administration identified - Minimum three Network meetings held 	MPA Public administration authorities	Q2 2023	Q4 2023		Q4 2024	€18,000		Budget of Montenegro	
2.1.5	Raising awareness on quality management system (CAF as one of the methods) and its relevance for public administration	<ul style="list-style-type: none"> - Experience and best practice exchanged between public administration employees aiming at raising service quality and service users satisfaction (via training, study visits, round tables, regional initiatives) - Web page development designated to quality management - Promotion activities on social media and videos, presentation of good practice at two round tables implemented 	MPA Chamber of Economy ReSPA	Q3 2022	Q4 2024	<ul style="list-style-type: none"> - Organised conference on the topic: "Quality Management in Montenegro - Doing the Right Thing." - A page dedicated to the CAF method was created within the MPA portal - Video created and published on CAF Quality Management 		€53,000	€5,715.82	Budget of Montenegro	
2.1.6	Work processes mapping with a view to optimize operations and introduction of management system at the level of public administration	Analysis for improving work processes and services with specific recommendations for improving internal organisation developed in minimum four pilot institutions (MPA, Sports and Youth Administration,	MPA MF APDPFAI Social Welfare Center Podgorica	Q2 2022	Q2 2023			€370,000		Budget of Montenegro	

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

		Agency for Personal Data Protection and Free Access to Information, Social Welfare Center Podgorica, Employment Agency) - Improvement and digitalisation of internal procedures (including simplification) - Reorganisation and optimal work processes implemented in line with the Analysis	Employment Agency Sports and Youth Administration LSGUs (Nikšić, Pljevlja)							
2.1.7	Improving reporting on administrative decisions quality	Methodology improved with adjudication on the merits in the II instance, data exchange as official duty and authorised official, parties present their position on the results of the proceedings and ping pong effect, repeated proceedings, detailed statistics on deciding of the Administrative Court with emphasis on the number and content of final decisions on its own merits in respect to specific administrative matter, and the number of decisions when administrative matters have been returned for repeated proceedings	MPA - Directorate for Efficient Good Governance Implementation on SIGMA	Q3 2022	Q1 2023	The report on handling administrative matters for 2022 contains a new methodological approach		€6,000		Budget of Montenegro Donor funds Direct aid from SIGMA
2.1.8	Creation of Catalogue of services in pilot institutions	Catalogue of services and administrative procedures pilot project in five	MPA - Directorate for Efficient	Q1 2022	Q1 2024	The preparation of the Guide to administrative procedures is underway, which aims to identify all	Q4 2024			Budget of Montenegro

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

		institutions with cost estimate and possibility of digitalisation of specific services	Good Governance Implementation			services within the body and on the basis of which the catalogue will be further developed		€16,000		
2.1.9	Creation of Catalogue of all services at the central and local level	<i>Off-line and On-line Services Catalogue</i> with analysis of their condition/quality with the concept of "human centered design" with an overview of administrative procedures and recommendations for further aligning of bylaws with the Law on Administrative Procedure developed	MPA Public administration authorities SIGMA	Q1 2023	Q4 2024	After the Guide to administrative procedures is developed, which aims to identify all services within the body. In this way, a high-quality database will be provided in the form of a catalogue of services, which will be published on the e-government portal.	Q4 2024	€372,000		Budget of Montenegro Donor funds Direct aid from SIGMA
2.1.10	MPA management capacities improvement	Minimum 20 MPA civil servants attended specialised trainings related to work processes management, quality of delivered services and change of culture modeled after countries with the best practice	MPA	Q1 2023	Q4 2023	More than 30 employees underwent training in strategic planning, quality management, communication and presentation, improvement of service delivery and others		€16,000		Budget of Montenegro



OPERATIONAL OBJECTIVE 2.2 Full interoperability of information systems and increased number of electronic services with high level of sophistication

INDICATOR	Baseline value	Value for 2022	Value for 2023	Trend	Target value until 2024
Number of digitalised services in a single portal in areas defined in line with EU methodology "e Government Benchmark"	0 (2020)	0	0	↔	10 digitised services on a single portal

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

Percentage of electronically submitted requests compared to the total number of submitted requests by users for pilot service use ⁵⁸		0	1 ⁵⁹	86.14%		15% per pilot service					
Number of electronic exchanges from registries in meta registry		8 (2021)	12	16		30					
Activities	Output indicator	Competent institutions	Start	End	Indicator realisation status	New deadline	Funds planned	Funds realised	Source of funding	Recommendations for the next implementation period	
2.2.1	“Montenegro Digital” project implementation	- Project adopted by the Government - Report on annual project implementation	MPA	Q1 2022	Q3 2024	The activities of the Montenegro Digital project were redirected through the implementation of the Agreement concluded with the EU for access to the “Digital Europe” programme.		€1,900,000		Budget of Montenegro	
2.2.2	Designing new single public administration ePortal	- New public administration portal designed based on once-only principle in regards to integration of separated systems as a single point for all services of public administration: electronic payments, electronic authentication and electronic identification of users (availability of services delivered by LSGUs) - eGovernment portal improved to be accessible to people with disabilities	MPA – Directorate for Digitalisation and eServices	Q2 2022	Q4 2024	Realisation in progress - tender procedure prepared		€655,000		Budget of Montenegro Donor funds EU/UNDP project “E-services and digital infrastructure as a response measure to COVID-19”	

⁵⁸eJob, eStudent, eNGO and eProfessional exam

⁵⁹eStudent service pilot: 85.3% of students submitted their application for enrollment electronically

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

2.2.3	Development of new eServices in a single public administration portal in key life events	<ul style="list-style-type: none"> - 10 new eServices developed in line with <i>eGovernment Benchmark</i> minimum level of sophistication 3*/4* - Promotion activities- short videos on use of services, video instructions, information campaigns 	MPA Public administration authorities	Q1 2022	Q4 2024	<p>Improved services for applying for student loans and scholarships, digital signing of the Agreement between the students and the University of Montenegro with a new ID card, admission to faculties, online application for school and student dormitories, eServices payment of property tax in the jurisdiction of the capital, payment of fines from the register of criminal records.</p> <p>- Realised promotional activity for the service of online signing of the Agreement between students and the University of Montenegro for the service of admission to the faculty. Published information for the purpose of promotion on social networks.</p> <p>- A promotional video was published on the MPA YouTube channel</p>	€337,000	€23,000	Budget of Montenegro Donor funds EU/UNDP project "E-services and digital infrastructure as a response measure to COVID-19"	The ToR for the new e-government portal and the improvement of SISEDE has been finalised, so that the development of new e-services in accordance with the eGovernment Benchmark will be implemented on other portals.
2.2.4	Analysing method for keeping and managing public administration authorities and local self-government units registries	Analysis on the method for keeping and managing public administration authorities and local self-government units registries adopted with proposal of measures for improvement	Moi MPA MF	Q1 2023	Q4 2023	Analysis - Information on electronic data exchange between registers adopted on December 21, 2023	€7,000			Budget of Montenegro
2.2.5	Setting up electronic exchange of data between registries	<ul style="list-style-type: none"> - Development of new data exchange web services - Minimum 30 public administration civil servants attended 	MPA Moi MJHMR Tax Administration	Q1 2022	Q4 2023	<ul style="list-style-type: none"> - About 40 registries have been registered in the Metaregistry, and electronic data exchanges between 17 paired registries are currently active.⁶⁰ - During 2023, individual trainings were organised for administrators 	€378,000	€50,800	Budget of Montenegro Donor funds EU/UNDP project "E-services and digital	

⁶⁰Records in electronic form on electronic registers and information systems that are kept in the bodies, i.e. managed by the public administration bodies

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

		training for setting up electronic data exchange between registries and SISEDE use	UoM LSGUs Cadastre			from the authorities, 6 officials were trained				infrastructure as a response measure to COVID-19"	
2.2.6	Establishing Certification Authority (CA) for state administration authorities and local self-government authorities needs and provision of qualified trust electronic services (certificates for: qualified electronic signature, qualified electronic seal and service of qualified time stamp)	<ul style="list-style-type: none"> - Certification Authority (CA) established with the status of qualified provider of trust electronic services - Number of issued certificates for state administration authorities needs for: qualified electronic signature and qualified electronic seal - Number of state administration authorities using qualified time stamp service - Number of local self-government authorities and administration authorities using qualified time stamp service 	MPA LSGUs	Q1 2022	Q4 2023	<ul style="list-style-type: none"> - Successfully realised tender procedures for the Implementation of the platform for the Certification Authority (CA) - Implementation of the CA system is an extremely demanding undertaking and it must be realised in stages. 	Q4 2024	€49,000		Budget of Montenegro	
2.2.7	Connecting LSGUs to SISEDE aiming at data exchange	Technical requirements and safety standards for LSGUs access to this system aiming at data exchange established	MPA LSGUs	Q1 2022	Q4 2023	The capital is connected to SISEDE and consumes CRS data (registry of the Ministry of Interior). Services are realised thanks to the exchange of data through SISEDE, and citizens and businessmen do	Q4 2024	€270,000	€14,949.00	Budget of Montenegro	It is necessary to strengthen communication with all local governments and find the simplest model to achieve data

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

						<p>not have to collect the necessary documents themselves when exercising the right to the following services:</p> <ul style="list-style-type: none"> - Calculation and collection of local public revenues (Capital City of Podgorica) - Public tender for awarding a one-time grant to first-year students for the purchase of school supplies by the Capital City <p>Connection with other LGUs is underway</p>				exchange through SISEDE.
2.2.8	IT system upgrade with a view of data collection for statistical purpose	Increased use of CAPI, CAWI and introduction of CATI method for data collection	MONTSTAT	Q1 2023	Q4 2023	Increased application of the CAPI method	Q4 2024	€590,000	Budget of Montenegro	The CAPI method was not implemented due to lack of space and funds
2.2.9	Establishing efficient information systems (IS) and electronic services auditing within state administration authorities	<ul style="list-style-type: none"> - Guidelines for IS and electronic services auditing in state administration authorities developed - Two workshops for IT sector employees implemented aiming at training on key standards in managing IS 	MPA MF	Q3 2022	Q2 2023	Realisation in progress with the support of SIGMA experts in the segment of developing the appropriate methodological framework in relation to the needs and legal framework of Montenegro in this area.	Q4 2024	€27,000	Budget of Montenegro	
2.2.10	Risk identification system quality raising in the process of IS and electronic services management	- Framework for risk identification in the process of IS management and use by state administration authorities analysed,	MPA MF	Q2 2022	Q2 2023	<ul style="list-style-type: none"> - Preparation of Analysis in progress - Held 3 workshops for over 50 people, on the topic "IT Controls and Audit of Information Systems" for internal auditors in the public sector. The aim of the training was to introduce the process of audit of 	Q4 2024	€38,000	Budget of Montenegro	

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

		aiming at creating guidelines for raising IS quality level -Two workshops implemented for leaders on the role of IS auditing in raising the quality of risk management and controls in the area of IS and electronic services				information systems, its importance and key IT controls.				
2.2.11	Conducting analysis of needs and existing tools for IS auditing support with reference to use of CAAT software	Analysis on support tools for IS auditing conducted	MPA MF	Q2 2023	Q4 2023	In November 2023, with the support of SIGMA, a meeting of representatives of the Ministry of Finance, the Department for Auditing Information Systems and the Central Unit for Harmonisation from the Ministry of Finance of Bosnia and Herzegovina was held, where the information system for the management of the internal audit process in the public sector of Bosnia and Herzegovina was presented. The possibility of developing the same or similar application for internal audit purposes in Montenegro will be further considered.	Q4 2024	€8,000	Budget of Montenegro	

STRATEGIC GOAL III PROFESSIONAL PUBLIC ADMINISTRATION







OPERATIONAL OBJECTIVE 3.1 Efficient HR planning system based on identified needs, depoliticisation and improving human resources recruitment procedure and further digitalisation of civil service system

INDICATOR	Baseline value	Value for 2022	Value for 2023	Trend	Target value until 2024
-----------	----------------	----------------	----------------	-------	-------------------------

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

Percentage of authorities which developed their HR plan with improved quality through CPR Percentage of local self-government authorities and services at the local level ⁶¹ which developed their HR plans through CPR in line with LCSSE and in line with LLSG	28.5% of public authorities (2021) 0% of local government bodies and services (2021) ⁶²	82% of public authorities 0%	92% of public authorities have adopted the HR Plan for 2023 0%	 	70% of public authorities 30% of local administration bodies and services
Percentage of public institutions with adopted HR plan	0	0	0		Established starting point
Percentage of HR plans adopted by Public Authorities and local self-government authorities	63% HR Plans of public authorities 37% HR Plans of local government bodies (2020)	82% of HR plans of public authorities 63% of local government bodies ⁶³	92% of public authorities have adopted the KP for 2023 % of local government bodies	 	100% of HR plans of public authorities and local government bodies
Average number of applicants per advertisement	Internal notice 1.1 Public notice 4.8 (2020)	Internal notice 2.1 Public notice 6.9 ⁶⁴	Internal notice - 1.92 Public notice - 11.51		Internal notice 1.6 Public notice 5

⁶¹ In line with the Law on Civil Servants and State Employees, the Law on Local Self-Government and the Law on eGovernment

⁶² ⁶² Through the Law on Local Government, define the connection of MJU with the IT system, in order to monitor this indicator




⁶³ Data was submitted by 19 municipalities. Of that number, 12 municipalities adopted HR Plans within the legal deadline, four municipalities were on temporary funding, but adopted HR Plans within one month of the adoption of the Budget, two municipalities adopted HR Plans with delay, one municipality did not adopt HR Plan at all for 2022. Six municipalities did not submit data

⁶⁴ Work Report of the Human Resources Management Authority for 2022 (www.gov.me)

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

Average number of applicants per competition		2.14 (2020)	2.46 ⁶⁵	3.14		4 applicants				
Number of HR functions where records are kept through HRMIS alone		0 ⁶⁶	3	3 ⁶⁷		3 records				
Percentage of local self-governments with developed HRMIS		0	0	0		30%				
Activities	Output indicator	Competent institutions	Start date	Planned completion date	Indicator realisation status	New deadline	Funds planned	Funds realised	Source of funding	Recommendations for the next implementation period
3.1.1	Conducting analysis of civil service system within public administration	- Analysis of civil service system conducted with reference to further model of developing civil service system, scope and further recommendations for improving civil service system - Action Plan developed based on conducted analysis	MPA – Directorate for Normative Affairs SIGMA	Q3 2022	Q2 2023	Since after the adoption of the Amendments to the Law on Civil Servants and State Employees, the drafting of a new legal framework will also be carried out, the need for an analysis of the existing organisation of the Civil Service System will be considered.	€14,000		Budget of Montenegro Donor funds Direct aid from SIGMA	
3.1.2	Developing amendments to the	With the focus on strengthening internal	MPA	Q2 2023	Q4 2024	The first working version of the Draft Law has been	€7,000		Budget of Montenegro	

⁶⁵ Internal notices 2.1 public notices 6.9 public competitions for senior management personnel 2.46 public competitions for senior management bodies 3.86

⁶⁶ The list of HR functions planned to be fully digitized by 2026 is: HR Plan, Training, Assessment, Salary Calculation, Annual Vacation.

⁶⁷ Training record, HR Plan and Salary Calculation

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

	Law on Civil Servants and State Employees	labour market, mobility, amendments to assessing capacities and competences of civil servants, amendments to assessment procedure, internal labour market				prepared. At this moment, the focus of the changes was not to change the procedure of ability verification and assessment					
3.1.3	Adopting Framework of Competences	Framework of Competences for all categories of civil servants and applying the Framework of Competences within the recruitment and assessment procedures – developed and adopted	MPA HRMA	Q1 2022	Q4 2023	This activity will be identified in the next action plan		€9,000		Budget of Montenegro	This activity is recognised in the Technical Support ToR implemented by KPMG, a project financed by the EU
3.1.4	Innovation of Guidelines for HR Plan Development	HR Plan Development Guidelines amended in regards to alignment of HR plan development steps with the Law on Budget, previous analysis of employment needs, financial estimate for new employment with mid-term budget estimate, mandatory items and form for requests for budget funds allocation, termination of employment in the event that it includes	MPA HRMA UOM MF	Q1 2022	Q3 2022			€17,000		Budget of Montenegro	

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

		severance pay, with information on employment outside of HR plan and other									
3.1.5	Organising trainings for civil servants in charge of innovated HR plan development	Minimum 90 civil servants trained	HRMA	Q3 2022	Q4 2024	- 51 participants attended the training on the mentioned topic		€9,000		Budget of Montenegro	
3.1.6	Establishing working group of MF-MPA-HRMA for the purpose of preparing connection between HR plans and Budget draft	- Identified focal points from relevant institutions with the purpose of preparing -Improved coordination between identified institutions in regards to HR plan and Budget development coordination	MPA MF HRMA	Q2 2022	Q4 2022			€3,000		Budget of Montenegro	
3.1.7	HR plan connection to the Budget	- HR plans connected to Budget preparation, by means of improving HR Plans Development Guidelines, and development quality control and HR plans adoption and results monitoring - Analysis of quality of previous HR plans	MPA MF HRMA	Q3 2022	Q4 2022	The HR Plans Development Guidelines from 2019 were upgraded in such a way that they were supplemented with the instruction that drafts of the HR Plan should be prepared simultaneously with the preparation of the proposal of the Budget Law for the year for which the HR Plan is adopted. The Guidelines are published on the website of the Human Resources Management Authority	Q4 2024	€2,000		Budget of Montenegro	

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

3.1.8	Improving inspection supervision of HRMIS data	<ul style="list-style-type: none"> - Regular supervision plan publicly available - Inspection supervision of HRMIS conducted 	AIA HRMA	Q3 2022	Q4 2023	<ul style="list-style-type: none"> - Publicly announced plan - According to the SAI Report in 2023, almost 100% up-to-dateness was achieved - out of 111 public authorities, 110 achieved up-to-dateness. The MoI was the only one that did not achieve up-to-dateness in HRMIS. - HRMA informs AIA about the up-to-dateness of HRMIS once a month. - Supervision of HRMIS carried out 		€4,000		Budget of Montenegro
3.1.9	Improving applied candidates selection procedure	<ul style="list-style-type: none"> - Decree on Assessment of Knowledge, Skills and Competences improved - Developed system for e-application of candidates for HRMA positions (with electronic delivery note) 	MPA HRMA	Q1 2022	Q1 2023	<ul style="list-style-type: none"> - Concept of the Decree created - The technical concept of the e-application system has been developed, the tender procedure has been started 	Q4 2024	€60,000		Budget of Montenegro
3.1.10	Implementing promotion activities aiming at encouraging employment within public administration	<ul style="list-style-type: none"> - Developed videos on candidate selection process - Established HRMA communication via social media – FB, Instagram and YouTube channel 	HRMA	Q3 2022	Q4 2024	<ul style="list-style-type: none"> - Videos created - Communication established through FB, Instagram and Youtube channels 		€46,000		Budget of Montenegro

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

3.1.11	Establishing ILIAS platform for online learning with training programmes	- ILIAS platform for online training established at HRMA - Minimum three training programmes developed at online platform for training	HRMA	Q1 2022	Q4 2024	- ILIAS Platform established (currently not in operation) - 3 training programmes published on ILIAS		€195,000		Budget of Montenegro	
3.1.12	Establishing internal mobility of civil servants via digital platform "Use Opportunities"	Developed module on ILIAS platform with available profiles of all civil servants and the list of key projects to be implemented by the Government for the purpose of making a link between necessary and available civil servants skills	HRMA MPA	Q1 2023	Q3 2023			€54,000		Budget of Montenegro	
3.1.13	Establishing efficient functioning of Human Resources Information System	- Developed business processes analysis with recommendations on further HRMIS components development - HRMIS upgraded with the following modules: <ul style="list-style-type: none"> • HR plan • Training process from applying to evaluation • Annual leave recording process 	HRMA	Q3 2022	Q2 2024	- Developed business process analysis with recommendations on further development of HRMIS components - HRMIS has been upgraded with the following modules: <ul style="list-style-type: none"> o HR Plan o The training process from application to assessment o Annual leave registration process o The process of planning training for all public and LG authorities - linked to the budget 		€152,000		Budget of Montenegro	-

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION







<https://www.gov.me/mju/reforma-javne-uprave>

		<p>from applying to implementation</p> <ul style="list-style-type: none"> • Training planning process for all Public Authorities and local self-government authorities – connected to the budget <p>HRMIS improved with forms on legal employment status (decision on appointing form, decision on employment form, decision on job assignment form, decision on termination of employment form, annual leave decision form and the like)</p>				- HRMIS improved with Decisions on employment and legal status (form of decision on a appointment, establishment of employment, deployment, termination of employment, form of decision on annual leave and similar)				
B.1.15	HRMIS software upgrade related to HRMIS local level development	- Analysis on the State of Play in HR Management within HR units on local level developed	HRMA MPA LSGUs UoM	Q2 2022	Q2 2024	- Analysis of the state of human resource management in personnel units at the local level - Project prepared and tender published - Development of the HRMIS at the local level in progress		€62,000		Budget of Montenegro
OPERATIONAL OBJECTIVE 3.2 Public administration attractive employer – efficient system of assessment, promotion and rewarding based on merits and continuous development										
INDICATOR			Baseline value	Value for 2022		Value for 2023	Trend	Target value until 2024		

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

Percentage of assessed civil servants in Public Authorities	63.38% (2019)	46.6% ⁶⁸	29% ⁶⁹		100%
Percentage of civil servants promoted or rewarded based on their performance assessment	0	0.01% ⁷⁰	N/A		10%
Percentage of Public Authorities, state administration authorities and local self-government units with strategic training planning	Public Authorities, state bodies and local self-government units do not strategically plan training	29% of Public Authorities strategically plan trainings 16% of Local self-government units strategically plan trainings	29.5% of Public Authorities strategically plan trainings 68% of Local self-government units strategically plan trainings	 	50%
Percentage of new civil servants who were trained during their first year of work at initial positions of civil servant posts	Established training programme for new employees	2 training cycles completed	4.2% ⁷¹		50%
Percentage of institutions measuring satisfaction of state level civil servants and local level civil servants	0%	0%	40 bodies included in the research ⁷²		50% of public administration bodies

⁶⁸According to data from the Central Personnel Records, out of a total of 10,247 employees, for the year 2022, 4,774 were assessed, which represents 46.59% of those assessed.

⁶⁹ For the year 2023, out of a total of 10,245 employees, 2,958 employees were assessed, which represents 29% of those assessed.

⁷⁰20 promotion decisions. The total with grade A is 3304, so this percentage is a little lower

⁷¹ During 2023, 622 employees were employed, of which 26 attended the training program for new employees

⁷²The total number of respondents who responded to the survey is 1157, which represents 37.3% of the total number of employees in 40 bodies that were included in the Survey on the satisfaction of employees in the public administration in Montenegro in accordance with [the Methodology for conducting research on the public administration employee satisfaction in Montenegro](#)

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

Activities	Output indicator	Competent institutions	Start date	Planned completion date	Indicator realisation status	New deadline	Funds planned	Funds realised	Source of funding	Recommendations for the next implementation period	
3.2.1	Improving the quality of Internal Organisation Acts	-Amended criteria for systematisation acts development aiming at improving their quality using clear and precise job descriptions and description of competences necessary for good performance (mandatory development of analysis of existing jobs, job description of civil servant posts and requirements for duties concerned) and monitoring and evaluation of employees performance - Commission for Opinion Provision on Systematisation Acts comprised of HRMA, MPA, MF representatives established	MPA HRMA SIGMA	Q3 2022	Q2 2023	Activities on the creation of the Job Catalogue have been started with the formation of the Working Group	Q4 2024	€17,000		Budget of Montenegro	
3.2.2	Improving employees performance assessment system	- Manual amended regarding employees	HRMA LSGUs	Q2 2022	Q4 2022	- Preparation of the Manual with instructions for the implementation of e-	Q4 2024	€15,000		Budget of Montenegro	

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

		performance assessment Employees in Public Authorities assessed using HRMIS in pilot authorities	NGO			assessment of civil servants in progress - The assessment of employees in pilot institutions through the HRMIS of the MPA and HRMA was successfully implemented				
3.2.3	Connecting assessment system with professional development and training	- Performance based assessment system is connected to necessary trainings for further employees development - Employees attend professional development trainings on the basis of identified weaknesses within annual assessment process	HRMA	Q1 2023	Q3 2024	- Assessment system based on work performance linked with necessary trainings for further development of employees' capacities ⁷³ - Employees attend training for professional training and improvement based on identified deficiencies through an annual evaluation		€23,000		Budget of Montenegro
3.2.4	Improving rewarding system	System improved based on performance results (related to activity 3.3.2 – Law on Salaries in the Public Sector and Law on amendments to the Law on Civil Servants and State Employees amended in respect to	MF MPA HRMA	Q3 2022	Q4 2023	Amendments to the Law on Salaries in the Public Sector and the Law on Civil Servants and State Employees are underway	Q4 2024	€18,000	€5,167	Budget of Montenegro

⁷³Based on the data from HRMIS, the human resources units during the annual analysis of training needs identify the topics for which the employees were evaluated with a lower rating by the immediate supervisors. In this way, according to the instructions of HRMA, the monitoring and linking of the assessment system with professional training was ensured

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

		employees performance measuring and defining efficient mechanism between employees performance results and rewarding)									
3.2.5	Training implementation in line with authorities needs	- Guidelines for development of training needs analysis revised - Five trainings for employees competent for training needs analysis implementation at the central and the local level realised	HRMA MPA UOM	Q3 2022	Q1 2023	- Revised guidelines for the preparation of the Training Needs Analysis - Realised five trainings for the employees responsible for carrying out the training needs analysis at the central and local level		€127,000		Budget of Montenegro	
3.2.6	Improving of professional development and training system	Decree on Professional Development and Training amended in regards to programme type, training effect analysis, training cycle management	MPA HRMA	Q2 2022	Q3 2023	This activity will be identified in the next AP		€7,000		Budget of Montenegro	
3.2.7	Set up/revise new civil servants training programmes	- New civil servants training programme set up/revised - Two cycles of new civil servants training programmes realised	HRMA	Q3 2022	Q4 2023	- Established training programme for newly employed employees - The first cycle of the programme has begun, attended by 26 participants	Q4 2024	€62,000		Budget of Montenegro	
3.2.8	Improving platform for e-trainings – establishing Digital Academy	-Guidelines for e-trainings developed at HRMA	HRMA	Q3 2022	Q4 2023	The Digital Academy has been established		€72,000		Budget of Montenegro	

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

3.2.9	Existing units/focal points for human resources analysis	<ul style="list-style-type: none"> - Developed analysis with recommendations for further improvement of work of units /focal points for human resources - Minimum 50 HR civil servants successfully finished training for acquiring knowledge and skills for HR management 	HRMA MPA	Q2 2022	Q4 2022	<ul style="list-style-type: none"> - In 2022, two trainings were organised on the topic: Human Resource Management with the aim to provide adequate business organisation and fulfilment of specific IPA obligations, with 22 participants; and a training programme for managers with 29 participants. - In 2023, two trainings were conducted on the topic: Leadership/management of organisational units, attended by 55 participants 	Q4 2024	€66,000	Budget of Montenegro	The analysis of the existing units for human resources will be done in 2025 based on the innovative Methodology for the analysis in the field of human resources management. Activity to be planned for the next AP
3.2.10	Network for Human Resources Management at the central level agenda development	<ul style="list-style-type: none"> - Analysis related to application solution for Network activities information exchange developed - E-platform for the Network established 	HRMA	Q2 2022	Q3 2023	Activities started on the development of an application for the management of the Human Resources Network through HRMIS	Q4 2024	€39,000	Budget of Montenegro	
3.2.12	Implementing specialised trainings for HRMA employees	Minimum 20 employees at HRMA and MPA attended standardised trainings of HR management institute in the country with the best HR management practice	HRMA	Q2 2022	Q4 2023			€15,000	Budget of Montenegro	
3.2.13	Organising gender equality trainings for	200 participants attended gender equality trainings	HRMA	Q2 2022	Q4 2023	A total of 272 participants underwent training on gender		€45,000	Budget of Montenegro	

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

	public administration employees					equality on the following topics: "Gender Equality", "Resolution 1325 - Women, Peace and Security", "Gender-based Hate Speech", "Gender Responsible Communication in Public Administration", "Gender Equality Training for Communication Trainers".					
B.2.14	Organising training on inclusive public administration based on human rights principles	Two trainings on inclusive public administration based on human rights principles organised for: civil servants, managerial staff, Government Commissions members (Commission for Economic Affairs (CEA) and Commission for Political System (CPS)), HR Commission members and HRMA, integrity managers, PR civil servants	HRMA	Q1 2023	Q3 2024	Organised two trainings on the topics: Right to a Trial within a Reasonable Time in Administrative Proceedings, (European Convention on Human Rights - Article 6) for 12 participants and Prohibition of Discrimination with 16 participants.		€12,000		Budget of Montenegro	
B.2.15	Leader competences development programme preparation	- Leader competences training developed including principles of diversity, equality, inclusiveness and accessibility	HRMA MPA GSG Prime Minister Office	Q1 2023	Q4 2024	- Executive training programme developed - Conducting training in progress		€43,000		Budget of Montenegro	

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

		<ul style="list-style-type: none"> - 30 leaders attended leader competences training - Expert group for encouraging 21st century leadership within public administration aiming at improving organisational culture and motivating managerial styles in the public administration established 								
B.2.16	Mentorship modules for public administration leadership development	<ul style="list-style-type: none"> - Mentorship modules for public administration leadership with focus on integrating principles of equality and human rights respect developed - 100 public administration employees received mentoring through modules 	HRMA MPA GSG Prime Minister Office	Q3 2023	Q4 2024		€23,000		Budget of Montenegro	
B.2.17	Promotion of public administration based on principles of diversity, equality and non-discriminatory policy	<ul style="list-style-type: none"> - Organised round table with the topic of public administration based on principles of diversity, equality and anti-discrimination in the process of recruitment and work within public 	MPA	Q2 2022	Q4 2024	<ul style="list-style-type: none"> - Participation in 3 events on the topic of inclusiveness and gender equality - Organised 1 panel discussion on the topic of public administration - The Training Programme for Gender Equality in HRMA was created 	€56,000		Budget of Montenegro	

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

		administration authorities at leadership level - Videos for promotion of public administration based on principles of diversity and equality created				- In cooperation with UNDP Montenegro, a video clip was created with the aim of empowering women in public administration					
B.2.18	Public administration employees digital skills improvement	- Digital skills training programme designed - Training for minimum 80 civil servants implemented	HRMA MPA	Q2 2022	Q2 2024	- Training programme in preparation - In 2022, advanced computer training was implemented in 3 groups with 31 participants.		€49,500		Budget of Montenegro	
B.2.19	Public administration employees digital skills improvement – finance department employees	-Training programme for public administration financial services employees designed -20% of public administration financial services employees trained	HRMA MPA	Q2 2022	Q2 2024	Trainings were not organised due to technical, organisational issues and lack of employees. The implementation will be planned in the next AP		€49,500		Budget of Montenegro	
B.2.20	Public administration employees digital skills improvement – legal department employees	-Training programme for public administration legal services employees designed -20% of public administration legal services employees trained	HRMA MPA	Q2 2022	Q2 2024	Trainings were not organised due to technical, organisational issues and lack of employees. Implementation will be planned in the next AP		€49,500		Budget of Montenegro	
B.2.21	Implementing promotion campaign on relevance of improving public	- Promotion campaign on importance of improving public administration	MPA	Q1 2023	Q4 2024	- Conducted promotional campaigns on the benefits of digitalisation and the use		€49,500		Budget of Montenegro	

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

	administration employees digital skills	employees digital skills developed - Number of promotion activities				of ICT through social networks - Created educational (tutorials) and promotional material					
B.2.22	Improving of skill gaps in respect to digital skills for future IT engineers positions within public administration	- Accredited digital skills programme needed for IT engineer positions within public administration - Minimum 120 persons trained on digital skills	University of Montenegro Employment Agency MPA NGO	Q3 2023	Q4 2024			€307,000		Budget of Montenegro	
B.2.23	Improving capacities on e-accessibility concept	- 200 public administration employees trained on eAccessibility concept (document development) - 50 public administration website editors and 50 public administration website administrators trained on eAccessibility standards application in the process of public administration authorities websites planning and development	HRMA MPA LSGUs	Q2 2022	Q4 2023	Trainings were not organised due to technical and organisational issues and lack of employees. The realisation will be planned in the following period.		€98,000		Budget of Montenegro	

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

		- 5 MPA employees trained/certified in the area of eAccessibility standards for portal GOV.ME (WCAG 2.1) administrators.								
B.2.24	Administrators for applicative section of Single Information System for Electronic Data Exchange (SISEDE) capacities strengthening	40 administrators of SISEDE information system trained	HRMA MPA	Q1 2022	Q4 2023	Trainings were not organised due to technical, organisational issues and lack of employees. Implementation will be planned in the next AP		€12,000		Budget of Montenegro
B.2.25	Content administrators at portal data.gov.me training implementation	66 administrators of data.gov.me information system trained	HRMA MPA	Q1 2022	Q4 2023	Due to the development of the new website data.gov.me, training will be carried out after its development		€16,000		Budget of Montenegro
B.2.26	Promotion of data preparation in open data format	- Number of trainings held for public administration and local self-government units with the purpose of improving their skills and understanding when preparing data in open data format - Number of workshops held on the topic of open data for diverse stakeholders	MPA HRMA CCM	Q2 2022	Q4 2023	On the topic of "Free access to information", 4 trainings were organised with 119 participants at the state level; and 2 trainings with 48 participants at the local level.		€47,000		Budget of Montenegro
B.2.27	Raising awareness on eServices provision relevance	- Number of implemented promotion	MPA HRMA	Q3 2022	Q4 2024	- More than 10 promotional events were held on the importance of digital		€24,000		Budget of Montenegro

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

		events/workshops about public administration eServices provision relevance - Number of trained administrators and moderators of eGovernment portal				transformation overall. At these events, all systems managed by the Ministry of Education and Culture were presented, all with the aim of creating electronic services and using shared systems. - 10 trained moderators				
B.2.28	Raising capacities of civil servants at MPA on ICT project management	10 employees trained on ICT project management	MPA	Q1 2022	Q4 2023	It was not realised in the reporting period		€19,000		Budget of Montenegro
B.2.29	Training implementation in ISO standards and GDPR (for certificates for implementators and internal audits)	- 20 public administration employees trained/certified for one of ISO standards - 20 public administration employees trained for GDPR	MPA	Q1 2022	Q4 2023	It was not realised in the reporting period		€25,000		Budget of Montenegro
B.2.30	Improvement of system for measuring public administration employees satisfaction	- Methodology for public administration employees satisfaction measuring improved - Standardised guidelines for public administration employees satisfaction measuring developed	HRMA MPA	Q3 2022	Q3 2024	- Methodology for system for measuring public administration employees satisfaction has been prepared - Based on the Methodology, a satisfaction survey was conducted in Q3 2023 - Information on the results of survey was adopted by the Government in January 2024 - The guidelines are listed in the Methodology		€25,500		Budget of Montenegro



PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

3.2.31	Implementing training for focal points within HR management units on employees satisfaction measuring procedures	- Number of HR management focal points trained on employees satisfaction measuring procedure -Promotion activities on importance of measuring employees satisfaction	HRMA MPA	Q3 2022	Q3 2024	- 40 persons trained from public administration bodies - Conducted Satisfaction Survey in June 2023 - Organised workshops for members of the Human Resources Network		€25,500		Budget of Montenegro
--------	--	---	-------------	---------	---------	--	--	---------	--	----------------------

OPERATIONAL OBJECTIVE 3.3 Optimal administration

INDICATOR		Baseline value	Value for 2022.		Value for 2023.	Trend	Target value until 2024.			
Number of institutions with amended organisational and functional structure based on functional analyses recommendations		0	0		0		The value will be established after functional analyses			
Share of the total number of employees at the central and the local level in the total number of employees in Montenegro		26%	23% ⁷⁴		21% ⁷⁵		23.7%			
Activities	Output indicator	Competent institutions	Start date	Planned completion date	Indicator realisation status	New deadline	Funds planned	Funds realised	Source of funding	Recommendations for the next implementation period
3.3.1 Records/registry development for all employees at the central level financed	Records of employees at the central level developed at MF	MF LGU	Q1 2022	Q3 2022	Created records of employees at the central level in the Ministry of Finance		No funds are required		Budget of Montenegro	

⁷⁴Data taken for November 2022 from Monstat and the Ministry of Finance (a total of 227,500 employees, at the central and local level a total of 52,250 employees)

⁷⁵ Data taken for November 2023 from Monstat and the Ministry of Finance (a total of 247,003 employees, at the central and local level a total of 53,788 employees)

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

	from the budget of Montenegro									
3.3.2	Improvements to the normative framework regulating public sector salary system	<ul style="list-style-type: none"> Law on Salaries amended in respect to employees performance measuring and defining efficient mechanism between employees performance results and rewarding; establishing mandatory single records keeping on the number of employees financed from the budget, creation of legal basis for employment termination by mutual consent and redundant labour with severance pay and establishing mechanism for limiting employment of persons who received severance pay with establishing of adequate mechanism for limiting re-recruitment within public administration during defined period of time, after receiving severance pay Relevant bylaws amendment	MF MPA MED LSGUs	Q1 2022	Q4 2024	Drafting of laws in the initial phase		€7,000		Budget of Montenegro
3.3.3	Labour Law amendments	Labour Law amended in respect to establishing HR planning (HR plans) in institutions financed from the budget	MED MPA MF	Q2 2022	Q3 2024	The work of the working group on the drafting of the aforementioned draft law with a focus on harmonising the Labour Law with the		€3,000		Budget of Montenegro

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

						a forementioned Directives is ongoing.				
3.3.4	Establishing efficient mechanism for concluding temporary service contracts and temporary employment contracts	<ul style="list-style-type: none"> - Increased inspection supervision of concluding temporary service contracts and temporary employment contracts - Personal Income Tax Law amended in respect to temporary service contracts tax rate increase - Promotion of concept on recruitment from the list of those who passed capacities assessment up to six months, in line with LCSSE 	MF LGUs	Q1 2022	Q4 2024	<ul style="list-style-type: none"> - The Department of Administrative Inspectorate conducted inspections in all LGUs⁷⁶ in 2023. The findings are available in the Work Report of the Ministry of Public Administration. 		€17,000		Budget of Montenegro
3.3.5	Public administration functional analysis development in stages	Public administration functional analysis with stages developed with recommendations for improvements in education and health sector (internal work processes, public administration efficiency and accountability, HR policy, number of employees and the like)	MPA MF LSGUs World Bank	Q3 2022	Q3 2024	With the expert support of the WB, the First Phase of the analysis was developed. The collection of analytical materials for the preparation of the Second Phase of the analysis is in progress.	Q4 2024	€505,000		Budget of Montenegro

⁷⁶ It was determined that in 2023, the most employees on the basis of employment contracts, additional work, casual and temporary jobs were engaged in Budva - 114, followed by Nikšić 90, Berane - 74, Podgorica - 59, Pljevlja - 48, Kotor - 47, Rožaje - 43. The capital Cetinje and Tuzi employed 33 people each for the short term, Ulcinj - 31, Herceg Novi - 23, Plav - 18, Žabljak - 15, Bijelo Polje and Tivat - 14 each, Bar and Mojkovac - 13 each, and Gusinje - 10. Seven contracts were concluded by local governments in Andrijeвица and Zeta, six in Danilovgrad, five in Plužine and three each in Kolašin, Petnjica and Šavnik.

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

3.3.6	Coordination of implementation of public administration optimisation recommendations (including development of functional analyses)	<ul style="list-style-type: none"> - Teams established applying sectoral approach aiming at monitoring of recommended optimisation measures implementation and developed functional analyses - Recommendations implementation in respect to developed functional analyses (according to AP time frame) - Coordination teams reporting on developed functional analyses implemented recommendations 	MF MPA All ministries All PA authorities Public institutions	Q2 2023	Q3 2024	The activity is conditioned by the realisation of the previous activity 3.3.5		€407,000		Budget of Montenegro	
3.3.7	Development of <i>cost-benefit</i> analysis on introducing common services for key administration functions aiming at work processes optimisation	<ul style="list-style-type: none"> - Analyses with recommendations on introducing common functions developed (legal service, accounting, HR management, procurement, real-estate management and the like) and merging regional units of authorities merged at the central level based on the Decree on Public Administration Organisation - Action Plan with defined further activities developed based on analysis recommendations (*connected to activity 1.1.12) 	MF MPA MED MCI SIGMA	Q3 2022	Q4 2023			€108,000		Budget of Montenegro	

PUBLIC ADMINISTRATION REFORM 2023




MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

3.3.8	Creation of mechanism for controlling medical certificates for temporary inability to work (sick leave)	<ul style="list-style-type: none"> - Amended normative framework on health care adopted - Analytical material on the number of sick leaves and financial implications developed - Temporary inability to work monitoring mechanism created 	MH MF MPA	Q3 2022	Q4 2024	Established National Commission for the Control of Abuses of Temporary Incapacity for Work	€15,000	Budget of Montenegro
-------	---	---	-----------------	---------	---------	--	---------	----------------------

STRATEGIC OBJECTIVE IV TRANSPARENT AND OPEN PUBLIC ADMINISTRATION

OPERATIONAL OBJECTIVE 4.1 Improvement of the functioning of the system of legal protection in the FAI area and strengthening of the capacities of the Personal Data Protection and Free Access to Information Agency

INDICATOR	Baseline value	Value for 2022	Value for 2023	Trend	Target value until 2024
Share of decisions of the Agency annulled by the Administrative Court, in relation to the total number of judgements in administrative disputes in relation to the decisions of the Agency	42.17% ⁷⁷	17.1 %	5.67%		- 10 compared to the baseline value
Share of Administrative Court decisions in administrative disputes instituted because of the failure of the Agency to issue decision	82.28%	10% ⁷⁸	29.97%		55%
Share of authorities which register requests for access to information in the information system (in relation to the total number of authorities)	85.9% (1347)	(1365)	1475 ⁷⁹		+ 10 compared to the baseline value

⁷⁷The total number of cases decided by the Administrative Court is 977, of which 167 were cases in which the court's decision was made due to the annulment of the Agency's decision.

⁷⁸The total number of cases decided by the Administrative Court is 977, of which 100 were cases in which the court's decision was made due to failure to issue a decision by the Agency.

⁷⁹ The percentage cannot be delivered due to the establishment of new municipalities and organisational changes, at the central and local level.

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

Activities		Output indicator	Competent institutions	Start date	Planned completion date	Indicator realisation status	New deadline	Funds planned	Funds realised	Source of funding	Recommendations for the next implementation period
4.1.1	Improvement of the Free Access to Information Law	<ul style="list-style-type: none"> - FAI Law innovated in accordance with international and European standards - Amendments to the Law adopted 	MPA – Legislative Affairs Directorate APDP	Q1 2022	Q4 2022	Proposal for amendments to the Law on Free Access to Information adopted by the Government on 29 December 2023, and sent to parliamentary procedure. On March 29, 2024, the draft law was considered by the parliamentary committee.	Q4 2024	€3,000		Budget of Montenegro	
4.1.2	Improvement of the appeal and other procedures as well as of the formal organisational setup and practice of the Agency	<ul style="list-style-type: none"> - Analysis of the appeal procedure and other procedures conducted by the Agency developed - Analysis of internal organisational structure of the Agency and of the processes (relation between the Council and expert service) with recommendations for improvement conducted 	APDP	Q1 2022	Q2 2024	Realisation of activities in progress with the support of SIGMA SIGMA expert was on a working visit to the Agency in February for the purposes of preparing an analysis of the appeal procedure	Q4 2024	€5,000		Budget of Montenegro Donor funds	
4.1.3	Digitisation and improvement of	<ul style="list-style-type: none"> - Needs analysis conducted and ToR developed (with the 	APDP MPA	Q1 2022	Q2 2024			€60,000		Budget of Montenegro	It is necessary to find means for implementation

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

	work on the cases and record keeping	option of establishing links with the information system, with the Administrative Court and the Supreme Court) - Electronic document management system introduced in the Agency								
4.1.4	Improvement of the functioning of the Agency information system and data publishing	- Analysis developed of the functioning of the information system from Article 41/2 of FAI Law - categorisation revised, data input plan developed and the plan of basic statistical indicators (rulebook, plan) - Database on the authorities published in the open format - Appeals data entered (appeal linked to previously entered request)	APDP MPA	Q4 2022	Q3 2024	- As part of the analysis of the appeals procedure, the analysis of the information system is underway - The creation of a data entry plan in connection with the publication of government data in an open format will be implemented as part of the new AP - Conditions have not been met to link appeals procedure with IT system segment related to the appeals procedure due to the lack of funds.	Q4 2024	€87,000	Budget of Montenegro	It is necessary to find funds for implementation

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

4.1.5	Establishment of the FAI Council	<ul style="list-style-type: none"> - Legal framework for the establishment of the Council prepared - Two Council sessions held - Working parties established 	APDP MPA Authorities NGOs Media Academic institutions	Q1 2022	Q4 2022	The activity will be recognised through the next AP		€3,000		Budget of Montenegro	
4.1.6	Strengthening the capacities of the Agency	<ul style="list-style-type: none"> - Increase in the number of the employees of the Agency at the annual level - At least six training sessions conducted for the employees of the Agency 	APDP	Q2 2022	Q4 2024	<ul style="list-style-type: none"> - Employed 8 persons - Realisation of training in progress 		€40,000		Budget of Montenegro	It is necessary to determine the means for organising specialised training for new employees
4.1.7	Trainings of the employees of the Agency aimed at strengthening the capacity for the implementation of FAI Law	<ul style="list-style-type: none"> - Programme of training and support created according to different needs and areas (sanctions, enforcement, restrictions, etc.) - 5 workshops implemented, 1 round table discussion, 1 study visit to the institution with best practice in certain issues for 5 Agency employees 	HRMA APDP MPA MNE Courts SIGMA	Q1 2022	Q4 2023	<ul style="list-style-type: none"> - Organised a round table on how to overcome existing challenges in the field of access to public information, with the support of SIGMA - There were no study visits during 2023 	Q4 2024	€79,000		Budget of Montenegro	With the support of SIGMA

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>



4.1.8	Providing continuous support to beneficiaries	<ul style="list-style-type: none"> - Improved information via the website and social networks, including the review and analysis of the website and other ways of communication (FAQ), phone line to be used by the beneficiaries, e-mail address - Open-door day organised for beneficiaries 	APDP FAI Council	Q1 2022	Q4 2024	<ul style="list-style-type: none"> - The information provided to the citizens via the website has been improved - Prepared a Manual for proactive publication of data on the websites of those obliged to apply the Law and a questionnaire for self-assessment of the compliance of authorities in fulfilling the obligations prescribed by the FAI Law 	€26,000		Budget of Montenegro	Necessary funds for realisation of promotional events
4.1.9	Preparation and implementation of the Agency communication plan	<ul style="list-style-type: none"> - Development of the Agency communication strategy - Strategy implementation report 	APDP	Q1 2022	Q2 2024	The conditions for the implementation of the activity have not been met	€15,000		Budget of Montenegro	
4.1.10	Improvement of the methodology for the annual report of the Agency which is submitted to the Parliament	<ul style="list-style-type: none"> - Reporting methodology for the Parliament developed - Report published on the website and on networks 	APDP FAI Council	Q1 2022	Q1 2023	The activity will be recognised through the next AP	€17,000		Budget of Montenegro	

OPERATIONAL OBJECTIVE 4.2 Improvement of the application of the FAI Law by those obliged to apply the Law and strengthening of the capacities of the users of the Law with a view to ensuring adequate exercise of the access to information right

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

INDICATOR		Baseline value		Value for 2022		Value for 2023		Trend		Target value until 2024	
Share of upheld appeals against administrative silence in relation to the total number of appeals		23.15% (2020)		23.5% ⁸⁰		29.5%				15%	
Share of decisions of the authorities annulled by the Agency in relation to the total number of appeals		53.19% (2020)		38% ⁸¹		26.36%				45%	
Activities	Output indicator	Competent institutions	Start date	Planned completion date	Indicator realisation status	New deadline	Funds planned	Funds realised	Source of funding	Recommendations for the next implementation period	
4.2.1	Providing support to chosen authorities with a view to improving the application of the FAI Law	- Analysis developed and support plan prepared with recommendations for improvement for key identified authorities having most access to information requests and appeals (at least 10 authorities) - Number of requests reduced by 30%, quantity of information on the website increased by 30%	APDP FAI Council	Q4 2021	Q4 2024	- Training for the identified key authorities that have the largest number of requests for access to information (energy) ongoing - On December 6, 2023, in cooperation with SIGMA, a workshop was organised with school secretaries and principals (schools were identified as authorities that had an increased number of requests) and training was held for managers on FAI	Q4 2024	€13,000		Budget of Montenegro	Due to the large number of activities and challenges, other trainings will be organised in the following period, on a one-on-one basis.
4.2.2	Development of guidelines for the	- Guidelines for proactive publishing	APDP MPA	Q1 2022	Q4 2023	Guidelines prepared		€26,000		Budget of Montenegro	

⁸⁰The total number of decided appeals 3743, of which 882 appeals were accepted due to the administration silence

⁸¹Total number of decided appeals 3743, annulled 1425 decisions of the first instance authorities

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

	application of the provisions of the FAI Law	developed (by categories, as stated in the wording of the FAI Law article, individually or as a whole) for the application of exclusions and restrictions related to free access to information, for conducting the harm test or public interest test, for certain FAI Law related issues and the procedure	NGO FAI Council							
4.2.3	Development of browser of the decisions of the Agency and courts, with browsing option	<ul style="list-style-type: none"> - Needs analysis and the proposal of searchable base structure developed, including the proposals for linking judicial bases with the Agency eDMS - Applicative solution ordered and implemented with (at least) included option of browsing by the type of authority, restriction, key words and decision outcome 	APDP MPA Administrative Court / Supreme Court	Q1 2022	Q2 2023	The activity will be recognised in the next AP	€32,000		Budget of Montenegro	Necessary funds for implementation
4.2.4	Preparation of manuals, publications and training materials	- Manual for information officers in the authorities	APDP MPA	Q1 2022	Q4 2023	- The draft of the Manual prepared, after verification will be available on the Agency's website	€36,000		Budget of Montenegro	

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

		<p>developed and published</p> <ul style="list-style-type: none"> - Award established for the most proactive authority and manner of award presentation 	<p>Ministries</p> <p>NGOs</p> <p>Academic community</p> <p>FAI Council</p>			- The award has not been established				
4.2.5	<p>Continuous trainings ensured for authorised officers, managerial staff and other civil servants in the authorities</p>	<ul style="list-style-type: none"> - Training needs assessment performed - Training Plan developed containing target groups (authorised persons, information officers, other persons, managerial staff), contents by category, contents by type, as well as trade secret, data marked by a degree of confidentiality, protection of personal data and privacy) - At least 200 persons underwent training 	<p>APDP</p> <p>FAI Council</p> <p>HRMA</p> <p>MF</p> <p>NGOs</p> <p>Academic community</p>	Q1 2022	Q4 2023	<ul style="list-style-type: none"> - The training plan developed as part of the General Training Programme - 7 trainings on the subject of free access to information were completed by 186⁸² participants from the central and local levels 	Q4 2024	€27,000	Budget of Montenegro	

⁸² General training program for civil servants and employees - 5 trainings with a total of 138 employees General training program for local officials and employees - 2 trainings for 48 employees

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

4.2.6	Planning and implementation of continuous training and raising of awareness of the beneficiaries	<ul style="list-style-type: none"> - Strategic Plan developed for the identification of targeted beneficiaries and partnership - Advertising material developed (national TV and Radio) 	<ul style="list-style-type: none"> APDP FAI Council NGOs Media 	Q2 2022	Q4 2023			€42,000		Budget of Montenegro	
4.2.7	Training for lecturers for the application of the FAI Law	<ul style="list-style-type: none"> - Training of trainers plan developed - Training of trainers conducted, with at least 15 trainers attending 	<ul style="list-style-type: none"> HRMA APDP FAI Council NGOs Media Academic community 	Q2 2023	Q4 2024			€25,000		Budget	
4.2.8	Development of internal FAI management / working parties for the improvement of transparency	<ul style="list-style-type: none"> - Guidelines developed for the establishment of the working parties of the FAI Law at the level of the authorities - Establishment of the FAI Law Working Party at the level of the authorities – at least 50 authorities in the first year, 100 in the second etc. 	<ul style="list-style-type: none"> APDP FAI Council Authorities 	Q1 2022	Q3 2022			€2,000		Budget of Montenegro	

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

4.2.9	Improvement of quality in the area of free access to information (questionnaire on the quality of access to information for the purpose of assessment and improvement of observance of the FAI Law)	<ul style="list-style-type: none"> - Quality management model in the area of FAI developed with the purpose of application in the authorities, containing the following: -Self-assessment and action plan -Training of the employees 	<p>APDP</p> <p>MPA</p> <p>FAI Council</p> <p>Authorities</p>	Q1 2023	Q4 2023		€13,000		Budget of Montenegro	
4.2.10	Support to authorised persons in the authorities through the establishment of a network of authorised persons	<ul style="list-style-type: none"> - Special group of civil servants for information organised as a support to the Council (4.3.) - Communication channels secured (social network group, mailing list, online forum) 	<p>PDPFAIA</p> <p>MPA</p> <p>Authorities</p>	Q2 2022	Q1 2023	Organised information exchange meetings of authorised officials from the ministries	€2,000		Budget of Montenegro	
4.2.11	Establishment of high-quality fiscal transparency for the authorities	<ul style="list-style-type: none"> - Budget transparency strengthening plan prepared in accordance with international and European standards - Pilot plan prepared in at least 20 authorities of various groups 	<p>APDP</p> <p>MF</p> <p>MPA</p> <p>FAI Council</p> <p>Authorities</p> <p>NGOs</p> <p>Academic community</p>	Q1 2022	Q4 2023		€4,000		Budget of Montenegro	

OPERATIONAL OBJECTIVE 4.3 Improvement of information reuse and increasing the availability of open data

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

INDICATOR		Baseline value	Value for 2022	Value for 2023	Trend	Target value until 2024				
Number of datasets on the Open Data Portal www.data.gov.me		146 (2021)	197 ⁸³	0		500				
Number of institutions publishing the data on the Open Data Portal		1.5% of FAI payer institutions	1.5% ⁸⁴	0		10% of FAI payer institutions				
Number of published high-value datasets with APIs on the Open Data Portal		0	0	0		At least 10				
Share of authorities which publish proactively the information in line with the FAI Law		The baseline value will be determined based on the APDP Work Report in March 2021.	The baseline value will be determined in 2023 for all ministries, GSG, GG Podgorica, municipalities of NK and HN	47 inspections of 47 subjects of application ⁸⁵		65% of ministries and other (selected) administrative bodies 65% of local governments				
Activities	Output indicator	Competent institutions	Start date	Planned completion date	Indicator realisation status	New deadline	Funds planned	Funds realised	Source of funding	Recommendations for the next implementation period
4.3.1.	Development of the Draft amendment to the FAI Law in the part related to information reuse and open data	Analysis of alignment of the existing provisions of the FAI Law with European standards and Open data Directive with recommendations for improvement	MPA – Legislative Affairs Directorate Open Data Council	Q3 2023	Q2 2024	The activity will be identified through the following AP	€ 12,000		Budget of Montenegro	
4.3.2.	Improvement of www.data.gov.me portal	- Increased number of total datasets (50%) as portal	MPA MONSTAT	Q1 2022	Q4 2023	As a result of the cyber attack, the technical improvement of the data was disabled, and a	Q4 2024	€67,000	Budget of Montenegro	

⁸³Last value, currently the portal is not functioning

⁸⁴20 institutions

⁸⁵ Due to frequent reorganisations, it is not possible to show the value of the indicator in %

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

		well as of dynamic datasets (50%) - Analysis of the need for improving the functionality of the Portal	Union of Municipalities of Montenegro Local self-government units Authorities obliged to apply the FAI Law Open Data Council			new portal is being worked on. Tender procedure in progress.				
4.3.3	Identification and review of published datasets	Existing sets updated – at least 75% of datasets on the Portal - Pilot project in ministries, chosen authorities and chosen local self-governments for the publishing of data in open format (at least 30 authorities)	MPA Authorities obliged to apply the FAI Law	Q2 2022	Q4 2023	Due to the cyber attack, the technical improvement of the data was disabled, new portal is being worked on. Tender procedure in progress.	Q4 2024	€37,000		Budget of Montenegro
4.3.4	Identification of high value open datasets-pilot initiatives for key areas like public finance, geolocation, healthcare, transport	- Completed analysis of high value datasets developed, with recommendations - Increased number of high value open datasets (at least 10)	MPA MF MED MH MCI Open Data Council	Q3 2022	Q4 2023	After the establishment of the new portal, this activity will be identified in the next AP		€17,000		Budget of Montenegro

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

4.3.5	<p>Organisation of campaign with a view to raising awareness of the public and of public administration on the importance of open data and their value</p>	<ul style="list-style-type: none"> - at least 2 promotional events organised - at least 6 training events organised for civil servants tasked with entering datasets onto the data.gov.me Portal - at least 2 <i>Hackatons</i> on the occasion of Open Data Days (March every year) 	<p>MPA HRMA NGOs Association of Montenegrin Managers Academic community CCMNE Authorities obliged to apply the FAI Law Open data Council</p>	Q3 2022	Q4 2023	<p>After the establishment of the new portal, this activity will be identified in the next AP</p>	Q4 2023	€62,000		Budget of Montenegro	
4.3.6	<p>Improving the availability of gender equality data</p>	<ul style="list-style-type: none"> - Development of Manual for the application of GAP III European standards for publishing gender equality data - Raising the awareness of public administration bodies of the publishing of gender equality data on the Open Data Portal 	<p>MPA– Innovation Directorate All public administration bodies</p>	Q2 2023	Q4 2024	<p>The realisation of this activity will follow the establishment of the new portal</p>		€15,000		Budget of Montenegro UNDP donor funds	




STRATEGIC OBJECTIVE V PLANNING POLICIES WITH AND FOR CITIZENS

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

OPERATIONAL OBJECTIVE 5.1 Strengthening the data-based planning system that leads to sustainable policies and achievement of Government priorities

INDICATOR	Baseline value	Value for 2022.	Value for 2023.	Trend	Target value until 2024.
Strengthening the data-based planning system that leads to sustainable policies and achievement of Government priorities	69% (2020)	50% ⁸⁶	70.58% ⁸⁷		75%
Percentage of reports on implementation of strategic documents that are fully aligned with the methodology	52% (2020)	38%	66.90% ⁸⁸		65%
Percentage of ministries with Annual Work Programmes that contain clear objectives and indicators	18% (2019)	0% ⁸⁹	0% ⁹⁰		80%

⁸⁶ There is a decline in the alignment of strategic documents with the strategic framework, EU policies and with the Regulation on the method and procedure for drafting, harmonising and monitoring the implementation of strategic documents compared to 2020. The decline in alignment of strategic documents is a consequence of inconsistency in application, preparation of strategic documents in a short period of time, lack of regular reporting on the implementation of strategic documents, as well as frequent organisational changes (because of which part of the administration is not familiar with the Regulation and the Methodology). Also, cyber attacks during 2022 paralysed the work of the administration, slowing down the work process and the exchange of information important for strategic planning.

⁸⁷ Statistics of the Sector for Strategic Planning and Policy Coordination of the Government, General Secretariat of the Government, based on the total of opinions issued in 2023 on drafts and proposals of valid strategies and programs, according to the new forms for the assessment of strategic documents, effective from March 2023.

⁸⁸ Statistics of the Sector for Strategic Planning and Policy Coordination of the Government, General Secretariat of the Government, based on the total of opinions issued in 2023 on reports on the implementation of strategic documents, according to the new forms for the assessment of annual and final reports, effective from March 2023.




⁸⁹ The process of adopting the new Methodology for medium-term planning of the work of the Government and ministries is ongoing. Its adoption will enable the creation of medium-term plans based on clear criteria.

⁹⁰ The process of adopting the new Methodology for medium-term planning of the work of the Government and ministries is ongoing. Its adoption will enable the creation of medium-term plans based on clear criteria.

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

Percentage of ministries with annual performance reports that present the result as per the set objectives and indicators		0%	0%	0% ⁹¹		80%				
Percentage of strategic documents followed up by evaluation		The baseline value will be determined after the analysis (2022)		31%	60% ⁹²		40%			
Percentage of consultations on public policy carried out in accordance with the legal framework and SIGMA principles in relation to the number of acts adopted by the Government that are subject to public consultations		0	23.1% ⁹³	ON THE		100%				
Activities	Output indicator	Competent institutions	Start date	Planned completion date	The status of the realisation of the result indicators	New deadline	Funds planned	Funds realised	Source of funding	Recommendations for the next implementation period

⁹¹The revised medium-term planning methodology will be adopted by the end of 2024, which defines new criteria for the preparation of annual programmes, after which training for relevant ministries will be implemented.

⁹²Statistics of the Sector for Strategic Planning and Coordination of Government Policies, General Secretariat of the Government, based on the total of opinions issued in 2023 on current strategies and programs

⁹³<https://wapi.gov.me/download-preview/4fcf1033-42cc-47fc-85b9-07238dd8534d?version=1.0>

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

5.1.1	Development of a supplemented methodology for medium-term planning of the work of the Government and the ministries	<ul style="list-style-type: none"> - Developed and adopted Methodology which sets out the guidelines for the medium-term planning of the work of the Government and the ministries - Official promotion of the methodology held - Presentation of the methodology held (at least once in the line ministries) 	GSG SIGMA	Q1 2022	Q3 2022	A draft of the Methodology was developed and submitted to the Ministry of Finance	Q3 2024	€15,000	Consulting support from SIGMA	Donor funds, project "Strengthening capacities for faster accession of Montenegro to the European Union II", UNDP; MFA of the Kingdom of Norway, EU/SIGMA support
5.1.2	Delivery of training on the development of medium-term work programmes of the ministries and development for the 2023-2025 cycle	<ul style="list-style-type: none"> - Number of training events on developing MTWP for the civil servants responsible for these activities Developed 2023-2025 MTWP in all ministries	GSG MPA SIGMA	Q2 2022	Q1 2023	It is necessary to implement activity 5.1.1 beforehand. After which, the IT system for medium-term planning will be improved and support in the training of system users will be organised	Q4 2024	€6,850	0	Donor funds, EU/SIGMA support
5.1.3	Revision of the Training Programme for Strategic Planning in terms of the topics covered and pool of participants	Revised contents of the Training Programme for Strategic Planning to cover gender mainstreaming and environmental impact assessment, with the pool of participants expanded to the civil servants working in	GSG HRMA MJHMR MESPU LSGUs	Q1 2022	Q1 2022	Training programme for strategic planning revised		€5,200	€1,870	Donor funds

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

		other state institutions and local governments									
5.1.4	Organisation of training as per the revised Programme	- Number of delivered Programme cycles - Number of trained participants (central and local level) who completed the Programme	GSG HRMA	Q1 2022	Q1 2023	A total of 5 cycles of the programme have been implemented, of which the implementation of 1 cycle with an innovative programme is ongoing, with a total of 30 participants.		€15,000	€ 11,800	Human Resources Administration	
5.1.5	Development of the analysis on the mechanisms for cooperation with researchers and producers of official statistics	Developed analysis and identified mechanisms for establishing systemic cooperation between researchers and state administration	GSG	Q1 2022	Q1 2022			€3,600	€ 7,250	Donor funds, project "Strengthening capacities for faster accession of Montenegro to the European Union II", UNDP; MFA of the Kingdom of Norway, support	
5.1.6	Piloting of selected mechanisms for cooperation with researchers for joint policy design and use of data for policy making	Number of strategic documents that integrated the findings of scientific research	GSG	Q1 2022	Q2 2022			€5,940	€ 53,700	Donor funds, project "Strengthening capacities for faster accession of Montenegro to the European Union II", UNDP; MFA	Propose the same principle of cooperation for other strategic documents as well.

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

										of the Kingdom of Norway, support	
5.1.7	Development of guidelines for integrating research findings and official statistics in the next policy planning cycle	Developed guidelines for using research findings in policy design	GSG in cooperation with MONSTAT (innovation hub)	Q1 2022	Q2 2022			€1,620	€9,540	Donor funds, project "Strengthening capacities for faster accession of Montenegro to the European Union II", UNDP; MFA of the Kingdom of Norway, support	Refer departments to <i>the Guidelines</i> when planning the creation of new strategic documents and use them as one of the textbooks in the Education Programme for Strategic Planning.
5.1.8	Development of an analysis on the implementation of strategic document evaluation	Developed analysis with information on the implementation of evaluations of strategic documents and recommendations for improvement	GSG	Q1 2022	Q1 2022	Manual for evaluation of strategic documents		€2,420	€2,250	Donor funds, project "Strengthening capacities for faster accession of Montenegro to the European Union II", UNDP; MFA of the Kingdom of Norway, support	

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

5.1.9	Development of a Manual on evaluation and incorporation of evaluation and reporting findings in the new policy planning cycle	Developed Manual	GSG	Q1 2022	Q3 2022	A manual for the evaluation of strategic documents was created and published		€7,000	€6,210	Donor funds, project "Strengthening capacities for faster accession of Montenegro to the European Union II", UNDP; MFA of the Kingdom of Norway, support	Acquaint officials with the manual and use it as one of the textbooks for the Strategic Planning Education Programme.
5.1.10	Development of digital contents (video material, short reports) on the policy planning process	Developed digital contents available at www.javnepolitike.me	GSG	Q1 2022	Q4 2023	The site is not in operation, because its maintenance is not provided.	Q4 2024	€ 6,150	€3,000	Donor funds, project "Strengthening capacities for faster accession of Montenegro to the European Union II", UNDP; MFA of the Kingdom of Norway, support	Funding was requested to renew its maintenance.

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

5.1.11	Development of a list of standard costs in drafting strategies	Developed list of standard costs	GSG MF	Q2 2022	Q3 2022	List of standard costs for drafting strategies in preparation, in cooperation with the Ministry of Finance.	Q4 2024	€ 2,400		Donor funds, project "Strengthening capacities for faster accession of Montenegro to the European Union II", UNDP; MFA of the Kingdom of Norway, support	
5.1.12	Defining the list of national performance indicators per sector of policies, to be regularly produced and monitored	- Defined list of national performance indicators, linked with IPA - Number of performance indicators being regularly produced and monitored - Number of performance indicators aligned with IPA indicators	GSG MF EIO MONSTAT	Q2 2022	Q4 2022	A list of national sustainable development indicators that are monitored has been defined. An overview of the indicators is available at the link: Indicators for Sustainable Development Goals (sdgmontenegro.me)		€ 1,000	0	Budget of Montenegro	
5.1.13	Development of a methodology for integrated strategic planning	Developed methodology for integrated strategic planning which links the policy planning process with the budget planning process	GSG MF MPA EIO SIGMA	Q2 2022	Q4 2023	A draft methodology was created. Realisation of activities in progress.	Q4 2024	€ 12,500		Donor funds, EU support	Closer cooperation with the MoF is necessary

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

5.1.14	Upgrade of the methodology for policy planning, drafting and monitoring of implementation of strategic documents related to gender mainstreaming	Methodology upgraded in terms of the impact of strategic documents on gender equality	GSG	Q3 2022	Q3 2023	Methodology The application of the innovative Methodology and opinion forms began in Q2 2023		7.500 €	€ 8,452	Donor funds, UNDP support	
5.1.15	Development of an analysis of the IT system for strategic planning (MESPH), monitoring and reporting (ISPI), programme-based and medium-term budget	Developed analysis of the existing IT systems with options for connecting them	GSG MPA MF	Q1 2023	Q4 2023	The Information was adopted on the establishment of a system of coordination of strategic partners, and in September 2023 ISPI was revitalised, after a cyber attack. ISPI provides the possibility of linking with IT systems used for programme budgeting, which creates a technical prerequisite for the coordination of policy planning and budgeting processes.		€ 5,400		Donor funds, EU support	The MESPH portal is under the jurisdiction of the MEP.
5.1.16	Development of an analysis of the legislative framework on strategic planning	Developed analysis of the possibilities for improvement of the regulatory framework on strategic planning	GSG	Q1 2023	Q3 2023	A focus group was organised with relevant institutions where the current situation in the strategic planning system was analysed.	Q4 2024	€ 4,600		Donor funds, EU support	
5.1.17	Delivery of training for the civil servants involved in drafting legislation and strategies on the standards related to stakeholder consultations in the	At least 80 civil servants trained	HRMA MPA	Q3 2022	Q2 2024	Trainings were not organised due to technical and organisational issues and lack of employees. Implementation will be planned in the next AP.		€17,000		Budget of Montenegro	

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

	course of development of laws and strategies										
5.1.18	Upgrade of the report on the implementation of the Decree on the election of NGO representatives and conduct of public consultations in the process of drafting laws and strategies	<ul style="list-style-type: none"> - Revised structure of the report, with upgraded statistics and additional information on the satisfaction of the working group members, annual evaluation of the conducted public consultation processes - Number of working bodies involving LSGU representatives 	MPA GSG	Q2 2022	Q3 2022	Report on the application of the Decree on the election of representatives of non-governmental organisations in working bodies of public administration bodies and conduct of public consultations in the process of drafting laws and strategies improved, for 2022.		€5,000		Budget of Montenegro	In the following report, clearly highlight the satisfaction of the participants in the working groups, as well as the number of working bodies in which representatives of LGUs are included
5.1.19	Efficient use of e-platforms for public participation in policy design	<ul style="list-style-type: none"> - Developed analysis of the reasons behind poor utilisation of the e-petition and e-participation portals, with relevant recommendations - Overcoming of the already identified challenges on the basis of user experience and implementation of the recommendations generated by the analysis (e-petition validation deadline, 	MPA	Q3 2022	Q3 2024			€87,000		Budget of Montenegro	



PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

access from tablets and mobile phones etc.)
 - Promoted good practices of public participation in the policy design process, with particular focus on the consultations during the initial stages of document development
 - The e-petition and e-participation portals promoted

OPERATIONAL OBJECTIVE 5.2 Enhanced institutional coordination for stronger policy impacts

INDICATOR		Baseline value	Value for 2022			Value for 2023		Trend	Target value until 2024	
% of ministries that set up the strategic planning units		30% (2021)	22.2% ⁹⁴			26.3% ⁹⁵			70%	
% of ministries that have civil servants who are members of the Strategic Planning Network		50% (2021)	87.5%			89.5%			70%	
Activities	Output indicator	Competent institutions	Start date	Planned completion date	Indicator realisation status	New deadline	Funds planned	Funds realised	Source of funding	Recommendations for the next implementation period

⁹⁴During 2022, the public administration was reorganised and the number of ministries was increased compared to 2021 from 12 to 18 ministries

⁹⁵ From April 29, 2024, the Government of Montenegro adopted acts on systematisation and organisation for 16 ministries out of a total of 19 ministries. Out of 16 adopted acts on the systematisation and organisation of the work of ministries, only **5 ministries provided for the establishment of central units for strategic planning**. Bearing in mind the above, **it is necessary to wait for the Government to adopt acts on systematisation and organisation for the remaining 3 ministries**, in order to collect the necessary information and process the value of performance indicators in a valid manner.

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

5.2.1	Development of the Briefing Note on the need for setting up the strategic planning units merged with IPA programming	The Briefing Note adopted by the Government, with recommendations and conclusions concerning further activities	GSG EIO	Q1 2022	Q1 2022	Information on the work of the Sector for Strategic Planning in 2022, adopted on February 24, 2023, and Information on the establishment of a strategic partner coordination system ⁹⁶ adopted on August 3, 2023.		No funds are required	No cost	Budget of Montenegro	
5.2.2	Amendment to the ministries' Rulebooks on job systematisation (classification) to identify the units for strategic planning and IPA programming	Number of ministries with Rulebooks on job systematisation that include merger of the strategic planning unit and IPA unit	Ministries, with GSG as a coordinator	Q1 2022	Q2 2022	GSG sent the ministries clarification/guidelines for the establishment of units for strategic planning in accordance with the Government's Conclusion by which the ministries are obliged to establish the appropriate units	Q42024	No funds are required	No cost	Budget of Montenegro	It is necessary to consider the possibility of redefining this activity within the new AP in the terms of "supervision of the development of new rulebooks on systematisation and the fulfillment of conditions in the segment of the formation of SP units
5.2.3	Establishment of strategic planning units merged with IPA programming	Number of ministries with strategic planning units set up and merged with IPA units	Ministries, with GSG as a coordinator	Q1 2022	Q2 2022	5 ministries	Q4 2024	No funds are required	No cost	Budget of Montenegro	The activity will be transferred to the next AP.
5.2.4	Development of a Briefing Note on the formalisation of the	The Briefing Note adopted by the Government, with recommendations and	GSG	Q2 2022	Q2 2022	It is necessary to implement activity 5.2.3 previously-employees employed in		€1,600	€18,260	Budget of Montenegro Donor funds, project	

⁹⁶ **Conclusion:** All ministries are obliged to harmonise the regulations on the internal organisation and systematisation of workplaces with the need to form organizational units that, according to their internal structure, will perform strategic planning tasks in one place in accordance with the principles of sustainable development, EU accession, IPA programming and international cooperation

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

	Strategic Planning Network	conclusions concerning further activities				strategic planning units should be members of the Network				“Strengthening capacities for faster accession of Montenegro to the European Union II”, UNDP, MFA of the Kingdom of Norway
5.2.5	Formalisation of the Strategic Planning Network	Number of civil servants included in the Network/Number of ministries that have two representatives in the Network	GSG	Q2 2022	Q3 2022	It is necessary to implement activity 5.2.3 previously-employees employed in strategic planning units should be members of the Network		No funds are required	There was no cost	Budget of Montenegro
5.2.6	Develop the agenda and work plan of the Strategic Planning Network for the period 2022-2024	Network Agenda for 2022-2024 designed and adopted	GSG Network (to line ministries)	Q2 2022	Q4 2022	Details of the current status, recognised challenges, but also the benefits of formalisation have been elaborated through a special Information on the formalisation of the work of the Network . In addition, the method of selecting the members of the Network was set out, as well as the position		€5,000	€7,700 was provided by UNDP for the purpose of hiring a local consultant	Donor funds, project “Strengthening capacity for faster accession of Montenegro to the European Union II”, UNDP



PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

						of the Network in relation to the line ministries and GSG.					
5.2.7	Develop guidelines for ministries on the coordination mechanisms and internal policy planning procedures	Developed guidelines that explain the mechanisms and procedures for policy design and coordination in the ministries	GSG Network (line ministries)	Q1 2023	Q1 2024	It is necessary to implement activities 5.2.1-5.2.5. in order to prepare guidelines according to the current institutional organisation, which includes identified members and members of the Network.		€4,700		Donor funds, EU support	
5.2.8	Develop guidelines for aligning national policy planning with IPA programming	Developed guidelines	GSG EIO MF	Q2 2023	Q4 2023	The guidelines were prepared in May 2022		€3,800		Donor funds, EU support	
5.2.9	Develop an analysis of the relations between national-level and local-level strategic documents	Developed analysis on the relations between the national-level and strategic-level documents, with recommendations for improvement	GSG UOM LGU	Q1 2023	Q4 2023			€4,600		Donor funds, EU support	The activity will be recognised in the next AP

OPERATIONAL OBJECTIVE 5.3 Expand the scope of RIA and strengthen the capacities for its implementation

INDICATOR		Baseline value	Value for 2022.		Value for 2023.		Trend	Target value until 2024.		
Percentage of laws with RIAs that implement the Standard Cost Model		18% (2020)	18.5%		18.75 %			20%		
Percentage of high-quality RIAs against the total number of RIAs delivered to the MF for its opinion		68.72% (2020)	82.49%		83.15 %			77%		
Activities	Output indicator	Competent institutions	Start date	Planned completion date	Indicator realisation status	New deadline	Funds planned	Funds realised	Source of funding	Recommendations for the next implementation period

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

5.3.1	Revision of the Guide on development of RIA Reports and RIA Manual	Revised Guidance section on the budgetary impact on LSGUs and gender equality, revised RIA Manual	MF	Q2 2022	Q4 2022	Activities were started in cooperation with SIGMA.	Q4 2024	No funds are required	There was no cost	Budget of Montenegro
5.3.2	Delivery of training on the implementation of the techniques used to estimate costs of regulations and consideration of long-term fiscal impact of regulations	140 civil servants trained	HRMA MF	Q1 2022	Q4 2023	238 employees attended the training on the topics: Introduction to RIA, Economic Analysis, Fiscal Analysis and Practical Work.		€12,500		Budget of Montenegro
5.3.3	Upgrade of the annual reports on the quality of preparation of RIA, by ensuring involvement of external evaluators in the quality assessment exercise	2 upgraded annual reports on the state of play concerning RIA	MF	Q4 2022	Q4 2023	The report for 2023 is planned to be adopted at the Government session (Sunday from April 15 to 19, 2024).	Q4 2024	€2,400		Budget of Montenegro
5.3.4	Make all RIAs publicly available on the consolidated new e-government portal	Number of RIAs on the new e-government portal	MPA MF	Q3 2022	Q4 2023	All RIAs since 2012 have been published on the MoF website: https://www.gov.me/mif/analiza-efekata-propisa-ria		€3,000		Budget of Montenegro
5.3.5	Upgrade of the template for the MFSW opinion on RIA	Adopted upgraded template for the mandatory opinion and feedback on the quality of RIA	MF	Q1 2022	Q4 2023	Activities were started in cooperation with SIGMA.	Q4 2024	No funds are required	There was no cost	Budget of Montenegro

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

5.3.6	Establish cooperation with the Parliament to ensure better RIA implementation	Number of consultations and trainings held	MF	Q1 2022	Q4 2023	During 2024, cooperation with the Parliament is planned through the re-referral of the initiative	Q4 2024	No funds are required	There was no cost	Budget of Montenegro	
-------	---	--	----	---------	---------	---	---------	-----------------------	-------------------	----------------------	--

PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

Strategy implementation, monitoring and reporting activities

Activities	Output indicator	Competent institutions	Start date	Planned completion date	Indicator realisation status	New deadline	Funds planned	Funds realised	Source of funding	Comments
1. Increase the capacity of employees of the Directorate for Strategic Planning, International Cooperation and IPA funds	- At least 4 employees have completed accredited strategic management training - At least 4 employees have completed specialised training	HRMA Specialised training providers	Q2 2022	Q2 2024	- 4 employees received strategic planning training - 6 employees have undergone specialised CEF training		€49,000		Budget of Montenegro	
2. Improved coordination of the identified implementing institutions and MPADSM	- Four two-day monitoring and reporting workshops are organised for the contact persons of the institutions identified in the Strategy - Study visit of MPADSM to a country with the best strategic monitoring system is organised	MPA Relevant institutions listed in the Strategy	Q3 2022	Q4 2024	- At least one two-day workshop was organised annually - MPA organised 4 study visits		€86,000		Budget of Montenegro	
3. Development of additional mechanisms for better monitoring and reporting on the results of the Strategy 2022-2026	- Analysis of the best regional practice concerning the monitoring system for the Strategy implementation is developed - Tender dossier is developed for developing an IT system for monitoring purposes - Creation of IT solutions for monitoring the strategy implementation	MPA	Q1 2022	Q4 2024	- Development of the analysis in progress through the technical support project - Activities related to the IT system are under the competence of GSG and MEP		€105,000		Budget of Montenegro	
4. Promotion of the PAR Strategy, achieved results and activities	Plan for implementing the PAR communications strategy is adopted, covering 2022 – 2024	MPA	Q2 2022	Q4 2024	- The communication plan of the PAR Strategy is being developed		€120,000	€1,942.05	Budget of Montenegro	



PUBLIC ADMINISTRATION REFORM 2023

MINISTRY OF PUBLIC ADMINISTRATION

<https://www.gov.me/mju/reforma-javne-uprave>

					Prepared bilingual abbreviated version of the PAR Strategy					
--	--	--	--	--	--	--	--	--	--	--



USEFUL LINKS / RESOURCES

- Government of Montenegro <https://www.gov.me>
- Ministry of Public Administration <https://www.gov.me/mju>
- Council for Public Administration Reform <https://www.gov.me/vlada-crne-gore/savjet-za-reformu-javne-uprave>