



Crna Gora  
Ministarstvo javne uprave

April  
**2019.**

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**PUBLIC ADMINISTRATION  
OPTIMISATION PLAN  
PROGRESS REPORT  
2018-2020.**

01. September - 31. December  
**2018.**

# PUBLIC ADMINISTRATION OPTIMISATION PLAN PROGRESS REPORT 2018–2020.

1. september – 31. december  
2018.

## **2018-2020.** **Public Administration Optimisation Plan Progress Report** **01 September - 31 December 2018**

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Crna Gora  
Ministarstvo javne uprave



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# Introduction

Following the adoption of the First Progress Report for the 2018-2020 Public Administration Optimisation Plan (PAOP) covering the period from 01 July to 01 September 2018, the Ministry for Public Administration (MPA) continued with the intensive coordination of the PAOP implementation process from September through to end of December 2018.

The current report aims to provide an overview of the actions undertaken and short-term goals met through the PAOP implementation over the last four months of 2018, highlighting the challenges that marked the beginning of the PAOP implementation process. Over the reporting period, the sector-based approach was reinforced, where line ministries and local self-governments continued with the optimisation of their areas of responsibility.

By way of reminder, the 2016–2020 Public Administration Reform (PAR) Strategy, that the PAOP is aligned with, envisages the downsizing of the public administration workforce by 3% at the central level, and 5% at the local level by the end of 2018, or in absolute terms 1,179, and 609 staff, respectively.

Compared to the first reporting period with the downsizing of 96 staff at the central and 243 staff at the local level between July and September, the downsizing over this reporting period was more pronounced with 575 and 574 staff, respectively.

However, there was some new recruitment over the same period, or specifically 511 at the central, and 283 at the local level. The total net downsizing effect between 01 July and 31 December was 56 staff at the central, and 475 at the local level.

The MPA, in coordination with the Ministry of Finance (MF), the Human Resources Management Administration (HRMA) and the National Employment Office (NEO) scrutinized recruitment at both the central and the local levels. In line with a Government Conclusion, the Narrow Cabinet was tasked with giving approvals for new recruitment both for fixed-term and open-ended contracts, including also special service agreements. Each of the applications was carefully considered to see how justified new recruitment was. According to the information provided to the MPA by public administration authorities, the Narrow Cabinet considered 209 applications for recruitment at the central level, and 114 at the local.

## Staff downsize

Central level

575

Local level

574

Over the reporting period there were 11 expired service agreements more than the new ones, while at the central level there was in total 1309 new service agreements, while 1110 expired over the same period.

Vague responses to the questionnaires for the local level remained a challenge for the MPA over this reporting period. Aiming to remove the deficiencies, through intensive daily interactions the MPA endeavoured to collect precise and verified data from the relevant staff in local public authorities.

In this quarter, the reporting from the central level was accurate and precise. For this quarterly report, the MPA improved the data collection methodology, i.e. the staffing questionnaires, to make them more user-friendly and readily understandable to all responding authorities. The improvements followed after intensive interactions with central level administration authorities and local self-governments with all respondents approving the new questionnaire.

Having extended the deadline (originally set at 15 January 2019), the total of 17 ministries with their subordinated authorities, public institutions and the authorities they supervise, 38 independent bodies, 24 courts, educational institutions and prosecution offices (which provided aggregate data) returned completed questionnaires. As for the local level, all local self-government authorities and 194 public local services returned completed questionnaires.

43

Positive opinion

23

Suggestions

No of Draft Job  
Systematisation enactments  
scrutinised by the Team

The team for giving opinions to Draft Job Systematisation enactments at the central level gave 66 such opinions: for 11 line ministries, 2 administrations, 4 bureaus, 2 secretariats, 20 courts, 15 prosecution offices, and 12 other bodies. Out of these, 43 were positive, while in 23 cases some suggestions and recommendations were provided. The team for the local level received no job systematisation proposals for scrutiny.

The communication with local self-governments (LSGs) and PAOP monitoring at the local level was particularly strengthened. To that end, two workshops on the "Application of New Public Service Legislation at the Local Level" were delivered in collaboration with the UNDP Montenegro, the HRMA and the Union of Municipalities (UoM), one in September and the other in October. The workshops, intended primarily for local administrators and HR officers, aim at responding, through partnerships of all stakeholders, to the challenges faced by the local self-governments in applying the Local Self-Government Law, the Law on Civil Servants and State Employees, and ultimately the PAOP. In addition to that, the MPA received 27 queries in total on the same issues. The MPA responds to all queries timely.

For the sake of transparency, the MPA continued intensive communication of the optimisation process both within the central government and with LSGs, and externally, through various media presentations, press statements, interviews, and in daily communication with the members of the press it responded to all questions and ambiguities. Comprehensive information about the optimisation process is available at the MPA webpages and social media platforms. To that effect, there is a subsection at the MPA webpages on the activities undertaken so far and the progress in the PAOP implementation. Moreover, with a view of better communicating the process, two persons have been designated to serve as contact points for LSGs and central level institutions. Below is the overview of the progress attained as per short-term PAOP measures, both at the central and at the local levels.

Data collection for assessing progress attained in the PAOP implementation started on 26 November 2018, when the questionnaires were sent out to all relevant secretaries to be returned by 15 January 2019 and cover the period 01 September to 31 December 2018. The same questionnaires were sent to independent central-level institutions.

Thanks to the effective communication established at the central level of government over the previous reporting period, the largest share of respondents provided the information accurately and completely within the timeframe envisaged. For some of the respondents, however, the deadline had to be extended to the end of January 2019. The respondent institutions for the second reporting period included: 17 ministries with their subordinated authorities, public institutions and the authorities they supervise, 38 independent bodies, 24 courts, educational institutions and prosecution offices (which provided aggregate data).

The only missing information was from educational institutions, which failed to comply with the reporting format used by all other respondents. The missing data referred to service agreements concluded and expired over the reporting period, the number of fixed-term contracts, the number of consensual employment terminations and resignations from public service.

## Monitoring the implementation of short-term actions

### Action 1

**Limit employment per open-ended and fixed-term contracts in state administration bodies and public institutions set up by the central government until 1 July 2019**

Between 01 September and 31 December, the total workforce was downsized by 575 staff with the breakdown shown in the chart below. Ultimately, the net downsizing effect attained over the reporting period is 64.

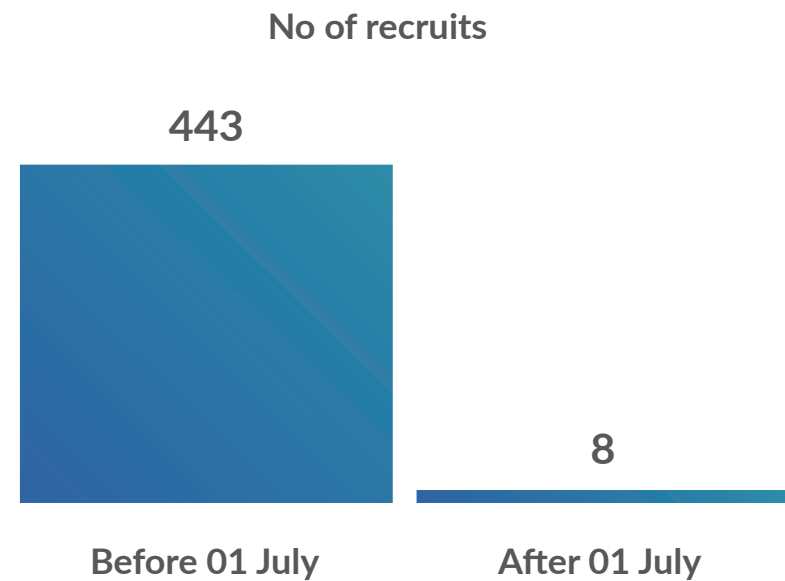
Since the PAOP adoption, this action has been implemented fully. The HRMA immediately suspended the announcement of all competitions which were not aligned with the PAOP.

The HRMA data show that there were in total 12 internal announcements, 16 public announcements, 5 public competitions for senior management staff and 2 public competitions for agency heads (these cases did not fall under the Limiting Employment action) from September until the end of December 2018.

According to the HRMA data, the total of 443 recruits were hired for central level

administration authorities subject to the Law on Civil Servants and State Employees where vacancies were announced before 01 July, i.e. before the Law and the PAOP entered into force, while after 01 July the total of 8 recruits were hired on the above grounds. That is indicative of the positive overall impact of the PAOP.

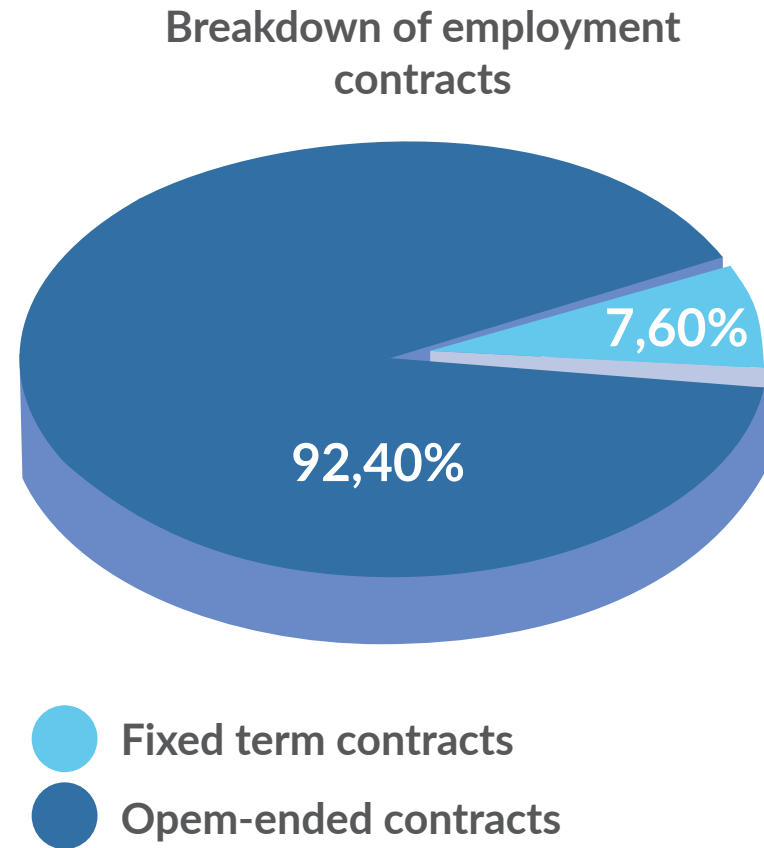
The Inter-sectoral Team for monitoring the PAOP implementation, coordinated by the Prime Minister’s Office (PM Office), analyses in due time and in detail all the requests for PAOP clarification received from different institutions, and recruitment requests, at both the central and the local levels. According to the information received, over the reporting period, the Inter-sectoral Team approved 209 new recruitments. The greatest share of the new recruitment involved the State Property Administration (98) and the Bureau for Medical Emergency Services (23).



Action 2

Termination of employment as per fixed-term contracts with the expiry of their term without the possibility of extension until 01 July 2019,

and termination of employment on other grounds (e.g. temporary and occasional work contacts, service agreements) upon the expiry of their terms. This limitation excludes the service agreements for the tasks indispensable for the work of administration authorities (under the Law on Contracts), having previously obtained the approval of the MoF and the MPA. Comparative data show that there are on average 7.6% fixed-term contracts in reference to the total workforce. Employment was terminated for 203 persons on fixed-term contracts, 188 of them from state administration authorities and 15 from independent bodies. There were in total 1309 new service agreements over the reporting period, while 1110 expired over the same period.



Action 3

Put in place the assumptions for consensual termination of employment.

Survey the staff on their willingness for termination of employment by mutual consent with severance payment. As a prior step, the head of an authority or a service is to establish the list of staff not to be surveyed as being essential to the relevant institution (expert staff in short supply, staff with particular expert knowledge, abilities and skills). The assumptions for consensual employment termination are being put in place in direct communication between the MPA and MoF; in this regard, the institutions have commenced surveying their staff for consensual termination of employment, where severance payment amount will be defined in the upcoming period.

By 31 December, 71 institutions altogether surveyed staff on their willingness for consensual termination of employment.

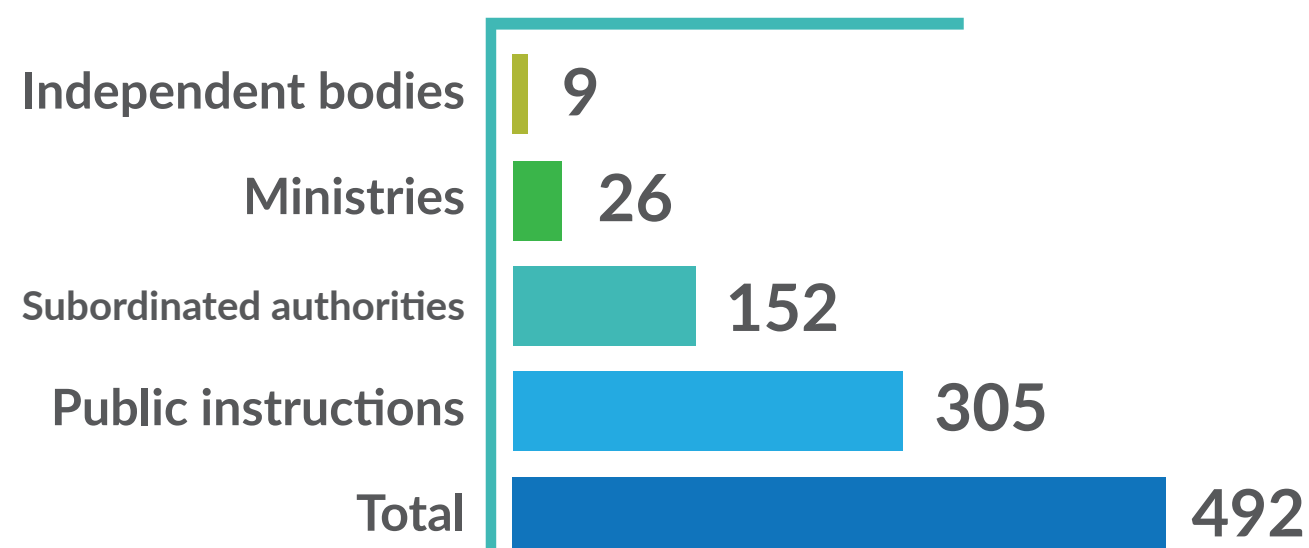
Based on the information gathered, the total of 492 persons expressed their interest in consensual termination of employment, out of which the highest share are employed with public healthcare institutions – 256.

The MPA called upon the state administration authorities that still had not surveyed their staff regarding their interest in consensual employment termination to do so as soon as possible.

In cooperation with the World Bank, the option of credit support for PAOP implementation is being considered.



## Interest in consensual termination of employment



### Action 4

#### Declaring redundancies with severance payment for staff bound by general labour legislation

Over the reporting period, the total of 42 persons were declared redundant (the Tax Administration – 4, the Ministry of Transport and Maritime Affairs – 1, the Natural History Museum – 1, education establishments – 35, the Institute for Standardisation – 1).

#### Making internal labour market functional in line with the legislation governing the rights and responsibilities of civil servants and state employees (making persons available + severance payment).

The data for the last four months of 2018 show that the internal labour market has not been used towards implementing the PAOP.

### Action 5

### Action 6

#### Design a special programme of active labour market measures for persons made redundant and the ones who voluntarily left receiving severance payment, with the Investment and Development Fund (IDF) or some other body

It is one of the Government's priorities for the coming period to establish incentives for people made redundant and the ones who consensually terminated their employment. Such incentives may include severance payment and/or a certain package of active labour market measures, such as credits under favourable terms, etc. The aim here is, obviously, not to reduce total employment, but rather divert employment from the public to the private sector.

Given that the Government of Montenegro, alone or in conjunction with other bodies, national and international institutions, is already conducting employment and business development support programmes, the above action may just involve the modification of the existing programmes, but also the development of new ones with the budget support ensured.

In this regard, following the consultations with the Ministry of Economy, the IDF and the Secretariat for Development Projects, the MPA reviewed existing employment and business development support programmes and identified the relevant measures already in place. The Brief on Options for Modifying Existing Employment and Business Development Support Programmes has been prepared and sent for suggestions and opinions to relevant institutions. In addition, the IDF expressed its readiness to extend the existing credit programme for people made redundant, involving the amenities such as 0% interest, up to 4 years of grace period and the repayment term of 12 years, to cover the ones who consensually terminated their employment.

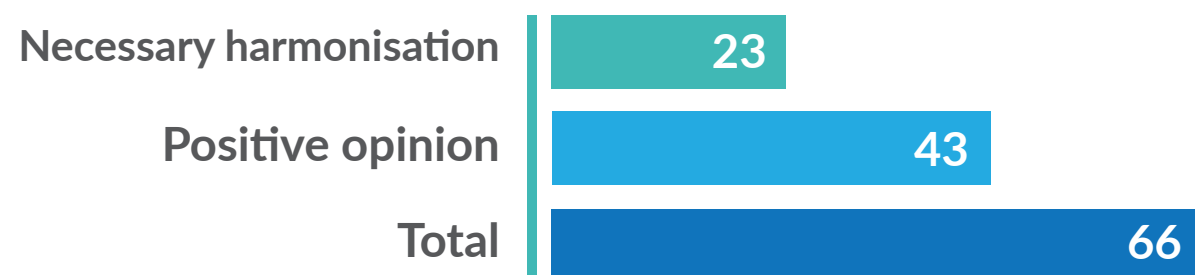
The financial framework will be defined together with the MoF, considering at the same time the options for more favourable arrangements with international financial institutions for funding the incentives package, with the sector budget support to be used for the purpose as well.

### Action 7

#### Changes in job systematisation in line with the actual needs by considering budgetary and strategic orientations of the Government, with mandated reduction in the number of staff by 10-30% compared to the existing workforce plan in the authorities were such discrepancies have been recorded, and the general limitation that support services may not account for more than 15% of the total workforce

In order to monitor this action, a Commission composed of the representatives of the MPA, MoF and the HRMA was set up to provide opinions on Draft Job Systematisations at the central level. The Commission considers such drafts against the rules set in this action.

## HRMA opinions on Job Systematisation Acts



From 01 September to 31 December 2018, the HRMA has given 66 opinions to draft job systematisation rulebooks, as follows: for 11 ministries, 2 administrations, 4 bureaux, 2 secretariats, 20 courts, 15 prosecution offices, and 12 other bodies.

Out of these, 43 were positive, while in 23 cases suggestions and recommendations were given.

When it comes to the ratio between the total number of posts and the number of posts in support services, the data show that the average across the central level government is 19%.

## Action 8

**When defining new functions in Job Systematisations, such new tasks are to be assigned to existing staff**

When giving their opinion, the HRMA takes particularly into account that the introduction of new functions should not amount to the increase in the number of posts that would require new recruitment; rather, accommodations are to be made for the new tasks to be performed by existing staff.

## Action 9

Set up a Commission to be composed of the MPA, MoF and HRMA high-level representatives tasked with giving opinions to Job Systematisations, by considering budgetary and strategic orientations of the GoM and set limitations, with prior opinions of the HRMA and the MoF. This is a temporary Commission, to be operational only during the PAOP implementation.

As noted under Action 7, the Commission was set up and performs its functions regularly.

## Action 10

**Develop the methodology for horizontal and vertical (cross-sectoral) functional reviews**

The MPA submitted to all sectors the World Bank methodology for functional reviews, together with the MPA's functional review as a sample, to start developing own functional reviews.

## Action 11

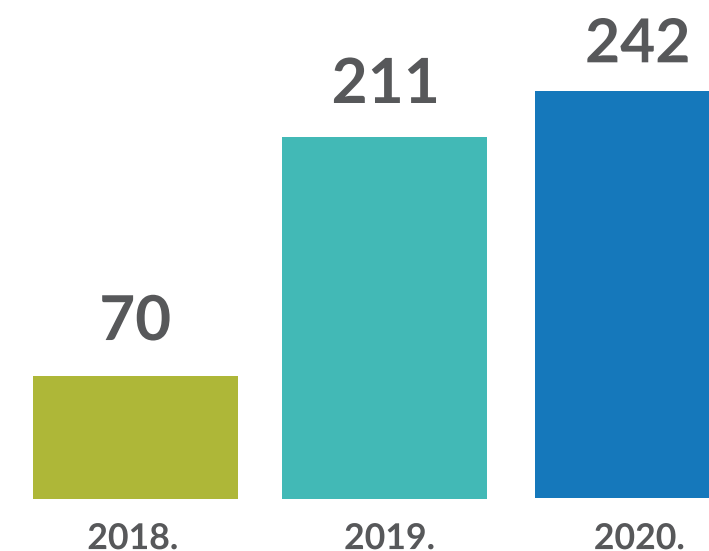
**Reinforced inspection supervision in reference to the application of legislation on employment termination ex lege (meeting statutory requirements of 67 years of age and at least 15 years of service).**

The Administrative Inspection requested information in reference to the number of persons meeting the requirements for termination of employment by virtue of law to all state authorities and state administration authorities bound by the Law on Civil Servants and State Employees.

According to the data available to the Administrative Inspection, between 01 September and 31 December 2018 the total of 15 staff from 106 state authorities and state administration authorities met the retirement conditions and exercised their entitlements under the Law.

The information provided in the questionnaires show that in 2019 the total of 211 staff will meet the retirement conditions; hence, the Administrative Inspection will monitor the implementation of this action with reinforced controls.

**No of staff meeting statutory retirement conditions (40 years in service and 67 years of age)**



## Action 12

### The Ministry of Education (MoEd) and the HRMA will define a model for student apprenticeship in civil service

The HRMA had meetings together with the MoEd focusing on the models for student apprenticeship in the civil service. Consequently, the model and the mentorship for students on apprenticeship in the state administration bodies is now being developed.

In the upcoming period, the apprenticeship needs will be identified together with higher education establishments. The HRMA and the MoEd plan to issue a public call for civil service apprenticeship in March 2019.

In line with the recommendations from the First POAP Progress Report, in November 2018 the MPA updated the staffing questionnaire and disseminated it to LSGs for comments and suggestions. Following internal consultations with local public services, the LSGs gave their comments in the course of the same month. Such promptness was needed to be able to respond in due time to possible questions and dilemmas the LSGs as respondents might have had.

Over the reporting period, the MPA received, and responded to, 27 queries from LSGs and municipal services for PAOP interpretation.

The MPA set 15 January 2018 as the deadline for providing the requested information. However, most LSGs failed to observe the deadline, and completed questionnaires continued to arrive to the MPA until the end of February.

Unclear and incomplete data remained an issue for the MPA over this reporting period. With a view of removing any deficiencies, the MPA had daily interactions with the aim of collecting accurate and verified data from the responsible officers in local administration authorities and municipal services.

A particular challenge for respondents seemed to be reporting on the number of posts envisaged for general and support staff; hence, there was a need to explain to a large number of municipal public services what categories of staff are involved here, notwithstanding the fact that the questionnaire contains the pertinent definition.

Out of the total of 23 LSGs, completed questionnaires were received for all local administration authorities and almost all municipal public services. The MPA gathered data for the total of 194 local public services. The public utilities company from Plav is the only one which failed to provide staffing data either for the first or the second round of reporting.

By responding to questionnaires, LSGs provided information on the implementation of the short-term actions envisaged by the PAOP, sharing the number of new recruits, employment contracts, staff that resigned public service, current job systematisation in place and adoption of any new pertinent enactments, the interest expressed for consensual employment termination and inter-municipal cooperation in place.

Below is the overview of the implementation of relevant actions for local authorities and public services set up by LSGs.

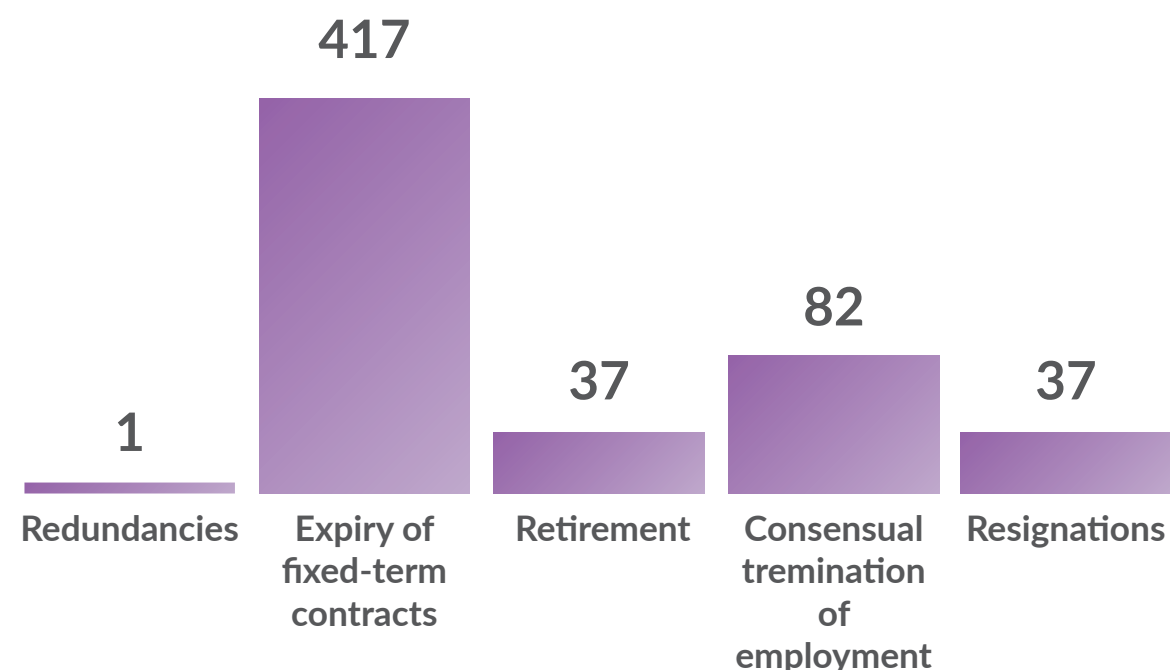


## Action 1

**Limit employment as per open-ended and fixed-term contracts in local administration authorities and public services set up by the central government until 1 July 2019.**

Over the reporting period (01 September – 31 December 2018), the total workforce in LSGs and local public services was downsized by 574 staff members, with the breakdown shown in the chart below, but at the same time there were 283 new recruits, with 117 staff hired as per the public announcements issued before 01 July 2018, then 114 staff hired as per the approval by the Narrow Cabinet, and the remaining 52 in the absence of such approval. Ultimately, the net downsizing effect over the reporting period was 291.

**Staff downsize breakdown**



The Narrow Cabinet gave its approval for recruiting 114 local staff, while 52 staff were hired without such approval, as the data provided show. Among all LSGs, the Municipality of Kotor takes the lead in recruitment without the Narrow Cabinet approval – 21 staff in total, followed by the Municipality of Ulcinj (6), Tivat (4) and Kolašin (1). In the Municipality of Kotor, 11 staff members were hired pursuant to a decision on fixed-

term employment up to 30 days, and 10 more based on temporary and occasional work contracts. In the Municipality of Tivat, one of the above 4 staff was hired for the Chief Administrator's Office as per a public competition issued on 27 December 2018, while the remaining three were hired based on temporary and occasional work contracts. In the Municipality of Kolašin one person was hired for the needs of the Civil Protection Services due to the increased scope of work, with Mayor's approval, not the Narrow Cabinet's.

In the same manner, the following local public services hired new recruits: the Centre for Culture "Mihailo Lalić", recruiting two staff as per open-ended contracts, the Parking Services Tivat hired seven staff as per fixed-term contracts, the Public Utilities of Herceg Novi seven staff as per fixed-term contracts, with Mayor's approval, the Water Supply and Sanitation Ulcinj four staff as per fixed-term contracts.

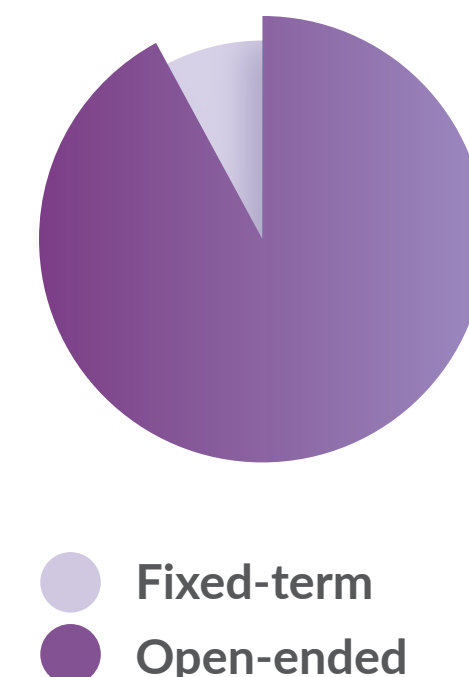
## Action 2

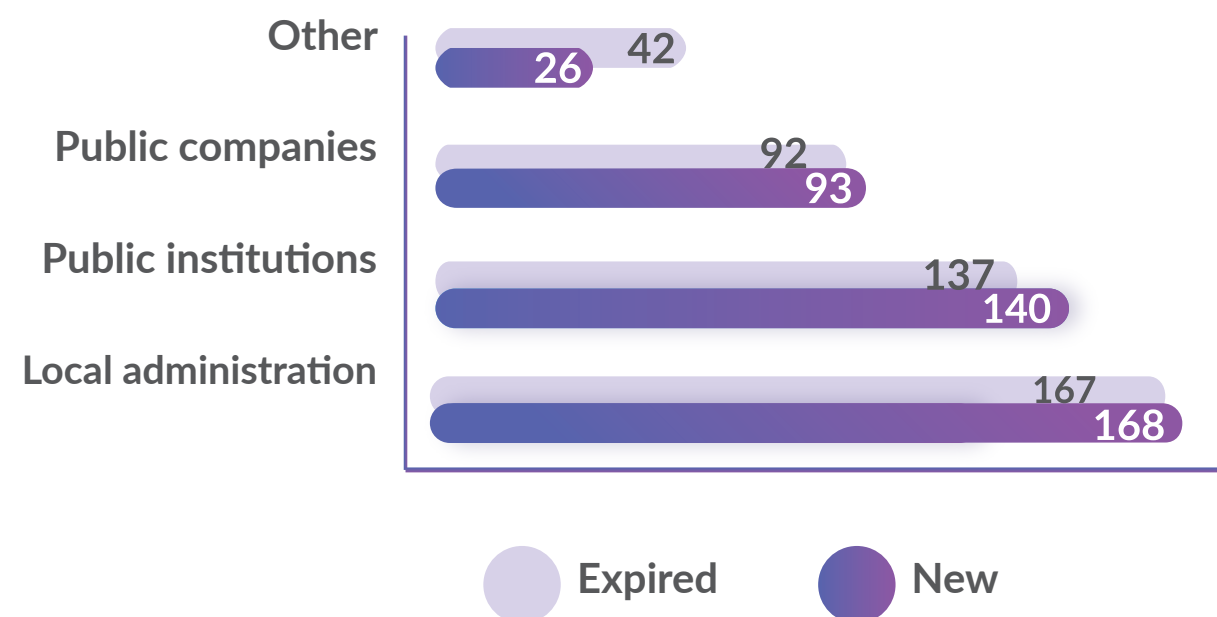
**Cessation of fixed-term contracts with expiry of their term**

Over the reporting period, the total of 417 fixed-term contracts expired. The persons hired as per fixed-term contracts account for 12% of the total workforce.

The total number of service agreements entered into under the Law on Contracts was 427, while over the same period 438 such agreements expired, meaning that in total there were 11 service agreements less over the reporting period.

**Fixed-term vs. open-ended contracts**

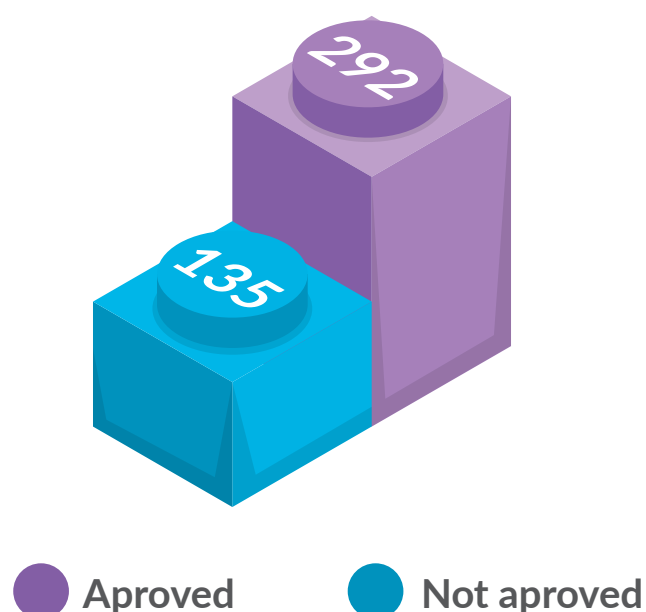




The Municipality of Pljevlja accounts for the highest number of service agreements, 8 in total, followed by the Municipality of Kotor, with 58. These agreements expired during the reporting period. The Municipality of Berane entered into three service agreements not approved by either the Mayor or the Narrow Cabinet.

Public institutions entered into 83 service agreements not approved by either the Mayor or the Narrow Cabinet, with 57 service agreements actually approved. The highest share of unapproved service agreements were concluded in the Municipalities of Kotor with 58, and Herceg Novi – 23. These refer to the following institutions: the Culture Centre “Nikola Đurković” in Kotor with 40 such agreements, which informed the MPA they were not bound by their Articles of Association to seek any such approval, followed by the Museums of Kotor with 18 service agreements for short-term, support, technical and similar tasks, the Town Museum “Mirko Komnenović” and the Gallery “Josip Bepo Benković” in Herceg Novi with 20 and the Town Reading Hall and Library Herceg Novi with three service agreements. The public companies entered in total into 93 service agreements, with 92 of them that expired over the reporting period. The total of 57 such agreements received approval, while 36 did not. The largest share is accounted for by the agreements entered into by the Construction and Development Agency Herceg Novi – 21. As for the remaining organisations, the total of 26 new agreements were signed, while 42 expired, where 13 agreements were entered into without the approval by the Mayor or the Narrow Cabinet.

New service agreements

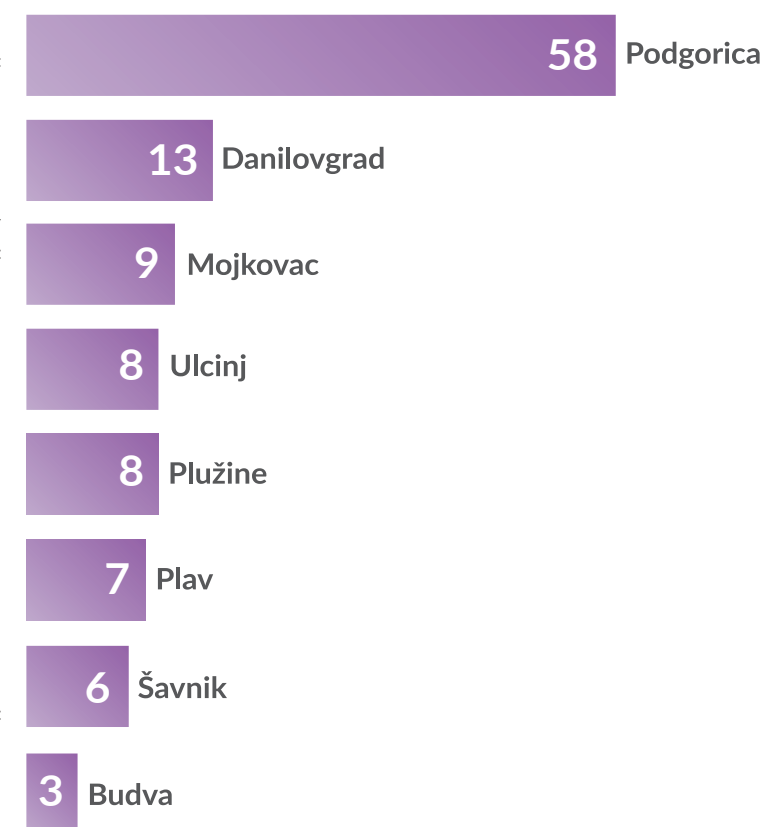


## Action 3

### Put in place the assumptions for consensual termination of employment

The total of 421 staff members expressed their interest in consensual termination of employment. As for local administration authorities, the total of 129 staff are interested in consensual termination of employment. Over the reporting period, the Capital City of Podgorica had the highest number of staff interested in consensual termination of employment, the total of 58.

According to the survey data, 292 staff of local public services are interested in consensual termination of their employment, with the bulk of them, 267, being staff of public companies. The leaders in this respect are the public companies in Ulcinj with 74 staff, followed by the ones in Pljevlja with 46 interested staff, then Bijelo Polje with 45, Berane 33, Herceg Novi 20 and the Capital City 11 staff interested in consensual termination. Most, or 35 out of 74 staff in public companies in Ulcinj interested in consensual termination are from the utilities companies.



### Local administration

The leader among all LSGs by the number of staff that expressed their interest in consensual termination of employment in local administration and public services from the beginning of the PAOP implementation until 31 December 2018 is the Municipality of Pljevlja with 253 interested staff.

Staff surveys have not been done in four local administrations and 97 local public services. The MPA invited relevant Mayors to urge their subordinate services and do the staff surveys as soon as possible.



### Staff interested in consensual termination of employment

## Action 4

### Declaring redundancies with severance payment for staff bound by general labour legislation (making use of internal labour market)

According to the data available, over the reporting period only one staff member was made redundant, in the Public Utilities company in Kolašin. Two staff were hired through the internal labour market, while 12 decisions were made to make staff available for the internal labour market.

### Definition of a targeted programme of active labour market measures

This is an action applied equally both at the central and the local levels (see Action 6 for the central level).

## Action 6

Changes in job systematisation in line with the actual needs by considering budgetary and strategic orientations of LSGs, with recommended reduction in the number of staff by 10-30% compared to the existing workforce plan, and the general recommendation that support services may not account for more than 15% of the total workforce

With their new systematisation decisions, the local administration authorities in Herceg Novi and Podgorica reduced the number of posts envisaged by 5.54%, and 15%, respectively. According to the information provided, over the reporting period the local administrations in Andrijevica, Mojkovac, Tivat, Žabljak and Cetinje adopted new systematisation decisions. According to the information provided to the MPA during the workshops on new civil service legislation, the Municipalities of Bijelo Polje and Danilovgrad also enacted new systematisations.

According to the questionnaire responses, the public services that adopted new job systematisations and downsized their workforce include the following: the Children's Association of the Capital City by 10% and the Centre for Children and Young with Disabilities TISA by 53.78%, the Markets of Podgorica by 1.88%, the Public Utility company in Herceg Novi by 9.3%, the Water Supply and Sanitation in Cetinje by 10% and the RTV Rožaje by 17%.

## Action 5

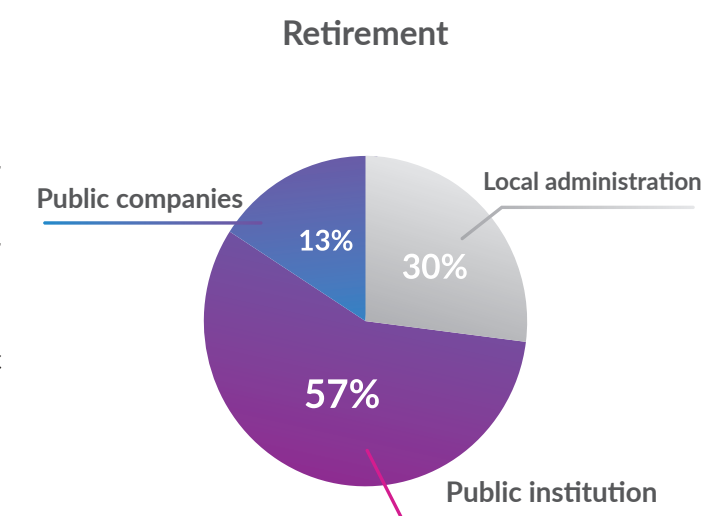
## Action 7

### Reinforced inspection supervision in reference to the application of legislation on employment termination ex lege

According to the data available, 37 persons retired after 01 September, while 32 more met all the legal requirements for retirement on 31 December 2018.

The highest number of retirees are from public companies, 21 in total.

In the current year, the total of 119 persons will meet the statutory requirements for retirement, with additional 92 staff in 2020.



## Action 8

### Introduce personnel planning in LSGs

This action will be monitored in the coming quarterly report, as a medium-term action, since the assumptions are yet not in place for adopting workforce plans in line with the Law on Civil Servants and State Employees, applied mutatis mutandi to the local level.

## Action 9

### Ensure joint delivery of municipal functions through inter-municipal cooperation

Over the reporting period the total of 11 inter-municipal cooperation agreements were concluded, four of them regarding the internal audit function, the tasks of the Chief Urban Planner and the Municipal Police. These agreements were made by the municipalities of Petnjica, Plužine and Šavnik.

The remaining seven agreements were signed by local public services as follows: three agreements on conservation and tapping into cultural resources and hosting Culture Day events was entered into by the Culture Centre of Šavnik, two agreements on provision of expert assistance in the areas of archaeology and conservation concluded by the Museum of the Polimlje Area Berane, an agreement on sheltering stray animals signed between the Public Utilities company Lim Bijelo Polje and the one in Berane, while the Tourism Organisation of Herceg Novi entered into one agreement to take over staff.

# Challenges and recommendations

The second PAOP reporting period was marked by the downward trend as regards both the number of staff and new recruitments, at the central and local levels alike, efficient communication between the MPA, on one hand, and state authorities and LSGs on the other, and strengthened coordination among the bodies responsible for PAOP monitoring. Compared to the previous reporting period, the data collection at the central level has improved greatly in terms of timeliness, accuracy and completeness. As a result of the good communication established over the previous period, most central level respondents provided their completed questionnaires in due time.

Only the data in reference to education institutions are incomplete, since they failed to comply with the reporting format. The missing data refer to new and expired service agreements over the reporting period, the number of expired fixed-term contracts, the number of consensual terminations of employment or the number of resignations.

Given the increasing queries by LSGs and local public services in reference to the PAOP, the MPA deems it necessary to provide additional interpretation and explanations regarding the exemptions to the recruitment limitation. Between 01 September and 31 December the MPA received 27 queries for clarifying specific PAOP actions and certain questions from the questionnaire. The MPA responded to all in less than 24 hours, except the ones that referred to employment.

Failure to provide the responses in due time, provision of incomplete, inaccurate or false data, misunderstanding of some of the questions are some of the challenges the MPA continued to face in interactions with LSGs and local public services.

Hence, a large share of local public services provided inaccurate data on the number of systematised posts for general and support tasks and the fixed-term contracts as a share of the total workforce. There was a need for further interactions and clarifications before receiving corrected figures.

In order to overcome the reporting difficulties, there is a need to ensure better communication and coordination among local administrations and pertinent public services. On the other hand, the good communication established between the MPA's Local Self-Government Directorate and the LSGs marked this reporting period. This is best testified by the fact that the MPA managed to establish direct contact with all LSGs, i.e. with all local government authorities and almost all local public services in the course of the data collection process. The fact that only one local public service failed to respond to the questionnaire illustrates the readiness of local governments to do their share in the public administration transformation process.

## Draft conclusions:

1. The Government adopted the PAOP Progress Report covering the period 01 September to 31 December 2018.
2. State administration authorities are tasked with doing, and local self-governments are recommended to do staff surveys regarding their interest in consensual termination of employment, if not done already, by 15 April 2019, and notify the MPA of the findings
3. Line ministries are tasked with informing the MPA of the progress made in performing the functional review in the areas within their remit.
4. The MPA is tasked with updating the current questionnaire to reflect the suggestions and comments received and disseminate it to all respondents by 05 April 2019.

ANNEX 1	NEW RECRUITMENT BASED ON									SERVICE AGREEMENTS			STAFF LEAVING THE PUBLIC SERVICE ON THE FOLLOWING GROUNDS:					CONSENSUAL TERMINATION OF EMPLOYMENT
Institution	an internal announcement	replacement of a temporarily absent employee	appointments and designations in terms with the law	employment of the unemployed through active labour market measures	employment on EU or other donor-funded project	seasonal employment	announcements published before 01 July 2	recruitment approved by the Narrow Cabinet	any recruitment without the approval of the Narrow Cabinet	approved new agreements for recruitment needed for seamless operation	any new agreements not approved by the MoF and the MPA (the Narrow Cabinet	how many service agreements expired during the reporting period?	expiry of fixed-term contracts	retirement since 01 Sep 2018	redundancies with severance payment	consensual termination of employment over the reporting period	dismissal or resignation	No. of staff expressing their interest in consensual termination of employment
Ministry of Finance	0	0	0	0	0	0	7	6	ne	6	0	8	0	1	0	3	0	5
Subordinated authorities	0	5	2	0	0	0	31	102	ne	183	0	270	4	7	4	6	6	57
TOTAL	0	5	2	0	0	0	38	108	0	189	0	278	4	8	4	9	6	62
Ministry for Public Administration	0	0	0	0	0	0	0	0	ne	1	0	7	2	1	0	1	0	4
Subordinated authorities	0	1	3	0	4	0	4	0		0	0	0	0	0	0	1	0	1
TOTAL	0	1	3	0	4	0	4	0	0	1	0	7	2	1	0	2	0	5
Ministry of Justice	1	0	0	0	4	0	1	0	ne	0	0	0	0	0	0	0	0	3
Subordinated authorities	0	0	0	0	0	0	1	0	0	1	0	23	0	0	0	0	1	0
TOTAL	1	0	0	0	4	0	2	0	0	1	0	23	0	0	0	0	1	3
Ministry of Health	0	0	0	0	0	0	1	0	ne	0	2	4	0	0	0	0	0	1
Public institutions	3	64	2	4	0	4	66	44	1	12	49	28	58	51	0	47	55	256
TOTAL	3	64	2	4	0	4	67	44	1	12	51	32	58	51	0	47	55	257
Ministry of Trnasport and Maritime Affairs with subordinated authorities	0	0	1	0	0	30	2	0	ne	0	0	0	0	0	1	2	0	0
TOTAL	0	0	1	0	0	30	2	0	0	0	0	0	0	0	1	2	0	0
Ministry of Sustainable Development and Tourism	0	0	1	0	0	0	0	0	ne	38	0	35	0	0	0	1	0	0
Subordinated authorities	0	0	3	0	0	0	2	0	0	0	22	34	0	1	0	0	0	0
Public institutions	0	0	1	0	0	0	0	0	ne	0	0	0	0	0	0	2	0	0
TOTAL	0	0	5	0	0	0	2	0	0	38	22	69	0	1	0	3	0	0
Ministry of Defense	0	0	1	0	0	0	1	0	ne	0	0	0	0	1	0	0	0	0
Subordinated authorities	0	0	1	0	0	0	0	0	ne	0	0	0	0	0	0	0	0	0
TOTAL	0	0	2	0	0	0	1	0	0	0	0	0	0	1	0	0	0	0
Ministry of Economy	0	0	0	0	0	0	6	0	ne	0	0	7	0	1	0	1	0	6
Subordinated authorities	1	0	1	0	0	0	9	0	0	1	0	7	0	2	0	2	0	15
Supervised authorities	0	0	0	0	0	0	3	0	0	0	0	0	0	0	0	1	0	0
Public institutions	0	0	0	0	0	0	0	0	0	2	0	0	0	1	0	0	0	3
TOTAL	1	0	1	0	0	0	18	0	0	3	0	14	0	4	0	4	0	24



ANNEX 1	NEW RECRUITMENT BASED ON									SERVICE AGREEMENTS			STAFF LEAVING THE PUBLIC SERVICE ON THE FOLLOWING GROUNDS:					CONSENSUAL TERMINATION OF EMPLOYMENT
Institution	an internal announcement	replacement of a temporarily absent employee	appointments and designations in terms with the law	employment of the unemployed through active labour market measures	employment on EU or other donor-funded project	seasonal employment	announcements published before 01 July 2	recruitment approved by the Narrow Cabinet	any recruitment without the approval of the Narrow Cabinet	approved new agreements for recruitment needed for seamless operation	any new agreements not approved by the MoF and the MPA (the Narrow Cabinet	how many service agreements expired during the reporting period?	expiry of fixed-term contracts	retirement since 01 Sep 2018	redundancies with severance payment	consensual termination of employment over the reporting period	dismissal or resignation	No. of staff expressing their interest in consensual termination of employment
Ministry of Labour and Social Welfare	0	0	0	0	0	0	0	2	ne	2	0	0	0	0	0	1	0	6
Subordinated authorities	0	1	4	0	0	0	5	0	0	0	0	0	0	0	0	1	0	79
Supervised authorities	1	0	1	0	0	0	3	0	0	0	0	0	0	0	0	0	0	0
Public institutions	0	1	0	2	4	50	46	19	3	0	10	23	16	3	0	36	8	37
TOTAL	1	2	5	2	4	50	54	21	3	2	10	23	16	3	0	38	8	122
Ministry of Agriculture and Rural Development	0	0	0	0	0	0	3	0	ne	0	0	0	0	0	0	0	0	0
Subordinated authorities	0	0	1	0	0	0	0	0	0	44	0	20	2	4	0	0	1	0
TOTAL	0	0	1	0	0	0	3	0	0	44	0	20	2	4	0	0	1	0
Ministry of Culture	2	1	0	0	0	0	0	0	ne	0	0	9	1	0	0	0	0	0
Subordinated authorities	0	2	0	0	0	0	2	1	0	1	0	4	0	1	0	0	0	0
Public institutions	0	1	1	0	0	8	0	7	0	139	221	365	3	4	1	0	3	3
TOTAL	2	4	1	0	0	8	2	8	0	140	221	378	4	5	1	0	3	3
Ministry of Internal Affairs	0	0	0	0	0	0	0	0	ne	0	0	0	0	4	0	4	0	0
Subordinated authorities	0	0	0	0	0	0	38	0	0	0	0	0	100	1	0	7	2	0
TOTAL	0	0	0	0	0	0	38	0	0	0	0	0	100	5	0	11	2	0
Ministry of Education	0	0	0	0	6	0	0	0	ne	0	0	7	0	0	0	0	0	0
Subordinated authorities	0	742	4	0	0	0	3	0	0	273	0	31	1	21	35	0	0	6
TOTAL	0	742	4	0	6	0	3	0	0	273	0	38	1	21	35	0	0	6
Ministry of Foreign Affairs with the Diaspora Administration	0	0	1	0	0	0	7	0	ne	8	0	8	1	0	0	2	0	0
TOTAL	0	0	1	0	0	0	7	0	0	8	0	8	1	0	0	2	0	0
Ministry od Sport	0	1	0	0	0	0	6	0	ne	0	0	0	0	0	0	1	0	0
TOTAL	0	1	0	0	0	0	6	0	0	0	0	0	0	0	0	1	0	0
Ministry of Human and Minority Rights	0	1	1	0	0	0	5	3	ne	0	0	0	0	0	0	0	0	
TOTAL	0	1	1	0	0	0	5	3	0	0	0	0	0	0	0	0	0	0
Ministry of Science	0	0	1	0	0	0	2	1	ne	42	4	46	0	0	0	1	0	1
TOTAL	0	0	1	0	0	0	2	1	0	42	4	46	0	0	0	1	0	1

ANNEX 1	NEW RECRUITMENT BASED ON									SERVICE AGREEMENTS			STAFF LEAVING THE PUBLIC SERVICE ON THE FOLLOWING GROUNDS:					CONSENSUAL TERMINATION OF EMPLOYMENT
	an internal announcement	replacement of a temporarily absent employee	appointments and designations in terms with the law	employment of the unemployed through active labour market measures	employment on EU or other donor-funded project	seasonal employment	announcements published before 01 July 2	recruitment approved by the Narrow Cabinet	any recruitment without the approval of the Narrow Cabinet	approved new agreements for recruitment needed for seamless operation	any new agreements not approved by the MoF and the MPA (the Narrow Cabinet	how many service agreements expired during the reporting period?	expiry of fixed-term contracts	retirement since 01 Sep 2018	redundancies with severance payment	consensual termination of employment over the reporting period	dismissal or resignation	No. of staff expressing their interest in consensual termination of employment
Institution																		
Ministries	3	3	6	0	10	30	41	12	0	97	6	131	4	8	1	17	0	26
Subordinated authorities	1	9	15	0	4	0	92	103	0	230	22	358	106	16	4	17	10	152
Public institutions	3	808	8	6	4	62	115	70	4	426	280	447	78	80	36	85	66	305
Other authorities and independent bodies	5	14	23	8	4	2	50	24	0	124	75	174	15	19	1	6	6	9
TOTAL	12	834	52	14	22	94	298	209	4	877	383	1110	203	123	42	125	82	492

ANNEX 2	NEW RECRUITMENT BASED ON									SERVICE AGREEMENTS			STAFF LEAVING THE PUBLIC SERVICE ON THE FOLLOWING GROUNDS:					CONSENSUAL TERMINATION
Municipality	an internal announcement	relacement of a temporarily absent employee	appointment and designation in line with the law	employment as a part of active labour market measures in line with employment legislation	employment on EU or donor-funded projects	seasonal employees	announcements issued before 01 July 2018	employment based on the approval by the Narrow Cabinet	any new recruitment not approved by the Narrow Cabinet (excluding PAOP exemptions); if yes, give the number	new service agreements needed for seamless operation (in terms with the Law on Contracts) approved by the MoF and the MPA	any new agreements not approved by the MoF and the MPA (Narrow Cabinet), if yes, give the number	how many service agreements expired during the reporting period?	expiry of fixed-term contracts	retirement since 01 Sep 2018	redundancies with severance payment (in the narrative part describe the profile of the staff made redundant broken down as follows u: service years, age, gender, qualifications, job, English language proficiency)	Consensual terminations from employment over the reporting period	Dismissals and resignations	Number of surveyed staff expressing their interest in consensual termination of employment (in the narrative part describe the profile of the staff made redundant broken down as follows u: service years, age, gender, qualifications, job, English language proficiency)
Capital City Podgorica																		
Local administration authorities	0	0	4	0	0	0	3	0	0	0	0	4	33	4	0	1	0	58
Public instructions		1	2	6	0	0	2	1	0	4	0	4	0	1	0	2	1	1
Public companies		29	3	74	0	16	2	5	0	7	0	4	66	3	0	5	15	11
Other organisations		0	0	0	1	2	0	0	0	10	0	10	2	0	0	0	0	0
TOTAL	0	30	9	80	1	18	7	6	0	21	0	22	101	8	0	8	16	70
Andrijevica																		
Local administration authorities	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Public instructions		0	0	2	0	0	0	0	2	0	0	0	0	0	0	0	0	0
Public companies		0	0	12	0	10	2	1	0	0	0	0	23	0	0	2	0	1
Other organisations		0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0
TOTAL	0	0	0	14	0	10	2	2	2	0	0	0	23	0	0	2	0	1
Bar																		
Local administration authorities	0	0	1	0	0	0	1	0	0	8	0	3	0	1	0	12	0	0
Public instructions		0	0	2	0	2	16	26	0	1	2	1	1	3	0	0	0	1
Public companies		0	0	0	0	0	0	0	0	0	4	4	2	0	0	1	0	0
TOTAL	0	0	1	2	0	2	17	26	0	9	6	8	3	4	0	13	0	1
Berane																		
Local administration authorities	0	0	10	0	1	0	4	0	0	3	3	0	3	0	0	0	1	14
Public instructions		1	3	0	9	0	0	0	0	11	0	9	0	1	0	0	0	2
Public companies		1	1	1	0	5	0	3	0	2	0	2	0	0	0	0	0	33
Other organisations		0	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	0	2	14	3	10	5	4	3	0	16	3	11	3	1	0	0	1	49
Bijelo Polje																		
Local administration authorities	0	0	1	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0
Public instructions		2	1	2	12	0	1	0	0	0	1	0	3	0	0	13	1	3
Public companies		0	3	19	0	0	4	1	0	0	1	1	0	1	0	3	0	45
TOTAL	0	2	5	21	12	0	5	1	0	0	2	1	3	2	0	16	1	48
Budva																		
Local administration authorities	3	0	3	0	0	0	0	0	0	10	0	2	0	0	0	3	0	3
Public instructions		0	3	0	0	8	0	0	0	5	0	6	0	0	0	1	0	6
Public companies		2	1	1	0	26	4	9	0	3	8	9	30	1	0	16	2	12
Other organisations		0	1	0	0	0	0	0	0	0	0	0	26	0	0	1	0	1
TOTAL	3	2	8	1	0	34	4	9	0	18	8	17	56	1	0	21	2	22

Cetinje																		
Local administration authorities	0	0	6	0	0	0	4	0	0	0	0	2	0	0	0	3	0	0
Public instructions		0	0	0	0	0	0	0	0	0	1	1	0	1	0	0	0	0
Public companies		0	2	0	0	2	17	3	0	5	7	13	11	0	0	0	3	8
Other organisations		0	0	0	0	1	0	0	0	0	0	1	1	0	0	0	0	0
TOTAL	0	0	8	0	0	3	21	3	0	5	8	17	12	1	0	3	3	8
Danilovgrad																		
Local administration authorities	0	0	2	0	0	0	0	0	0	0	0	0	3	0	0	0	0	13
Public instructions		0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0
Public companies		0	1	0	0	0	3	0	0	0	0	1	1	1	0	0	1	0
Other organisations		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	0	0	3	0	0	0	3	0	0	0	0	1	4	1	0	1	1	13
Gusinje																		
Local administration authorities	0	0	0	0	0	0	0	2	0	2	0	0	0	0	0	0	0	0
Public instructions		0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Public companies		0	1	0	0	0	1	0	0	0	0	0	1	0	0	0	0	0
Other organisations		0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	0	0	3	0	0	0	1	2	0	2	0	0	1	0	0	0	0	0
Herceg Novi																		
Local administration authorities	0	0	0	0	3	9	18	0	0	0	0	15	17	1	0	5	0	0
Public instructions		1	0	0	0	0	0	0	0	3	23	31	0	0	0	0	0	0
Public companies		5	1	0	0	18	5	21	7	26	1	33	32	3	0	3	0	20
Other organisations		0	0	0	0	7	0	0	0	0	0	6	21	0	0	0	0	0
TOTAL	0	6	1	0	3	34	23	21	7	29	24	85	70	4	0	8	0	20
Kolašin																		
Local administration authorities	0	0	6	0	0	0	0	3	1	0	0	0	0	0	0	0	2	0
Public instructions		0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0
Public companies		0	2	6	0	0	0	0	0	0	0	0	2	0	1	0	0	1
TOTAL	0	0	9	6	0	0	0	3	1	0	0	0	2	0	1	0	3	1
Kotor																		
Local administration authorities	0	0	0	0	1	0	1	0	21	58	0	58	3	0	0	0	0	0
Public instructions		0	1	0	0	5	0	0	0	0	58	56	2	1	0	0	0	1
Public companies		1	1	0	0	5	1	0	0	0	0	0	3	4	0	1	0	0
Other organisations		0	0	0	0	24	0	0	0	0	6	14	16	0	0	1	0	0
TOTAL	0	1	2	0	1	34	2	0	21	58	64	128	24	5	0	2	0	1
Mojkovac																		
Local administration authorities	0	1	1	0	0	0	0	0	0	2	0	0	0	1	0	0	1	9
Public instructions		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Public companies		1	0	7	0	0	0	0	0	0	0	0	0	0	0	0	1	0
Other organisations		0	0	0	0	0	0	0	0	0	0	0	5	0	0	0	0	0
TOTAL	0	2	1	7	0	0	0	0	0	2	0	0	5	1	0	0	2	9
Nikšić																		
Local administration authorities	0	0	3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Public instructions		0	1	7	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Public companies		1	0	0	0	0	1	0	0	0	0	0	0	1	0	1	0	0
Other organisations		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	0	1	4	7	0	0	1	0	0	0	0	0	0	1	0	1	0	0

Petnjica																		
Local administration authorities	0	0	1	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0
Public instructions		0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0
Public companies		2	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0
Other organisations		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	0	2	1	0	0	0	1	0	0	0	0	0	1	0	0	1	0	0

Plav																		
Local administration authorities	0	0	2	0	0	0	0	0	0	0	0	0	0	2	0	0	0	7
Public instructions		1	3	0	0	0	0	0	0	25	0	25	1	1	0	0	0	3
Public companies																		
TOTAL	0	1	5	0	0	0	0	0	0	25	0	25	1	3	0	0	0	10

Pljevlja																		
Local administration authorities	0	0	3	0	0	0	0	0	0	80	0	80	0	0	0	0	0	0
Public instructions		0	0	0	0	0	1	0	0	1	0	1	1	0	0	0	0	4
Public companies		4	0	10	10	1	4	1	0	11	2	13	18	0	0	0	3	46
Other organisations		0	0	0	0	0	0	0	0	0	0	0	5	0	0	0	0	0
TOTAL	0	4	3	10	10	1	5	1	0	92	2	94	24	0	0	0	3	50

Plužine																		
Local administration authorities	0	2	0	0	0	0	0	0	0	0	0	0	3	0	0	0	3	8
Public instructions		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Public companies		1	0	0	0	0	0	0	0	0	4	4	0	1	0	1	0	0
TOTAL	0	3	0	0	0	0	0	0	0	0	4	4	3	1	0	1	3	8

Rožaje																		
Local administration authorities	0	0	2	0	0	1	0	0	0	0	0	1	1	0	0	0	0	3
Public instructions		0	0	10	0	0	2	0	0	0	0	0	5	0	0	0	1	4
Public companies		1	3	13	1	0	1	0	0	1	1	0	13	0	0	1	1	9
Other organisations		0	1	0	0	0	0	0	0	3	0	3	3	0	0	0	0	0
TOTAL	0	1	6	23	1	1	3	0	0	4	1	4	22	0	0	1	2	16

Šavnik																		
Local administration authorities	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	6
Public instructions		0	0	0	0	0	0	0	0	2	0	0	0	0	0	0	0	0
Public companies		0	0	0	0	2	0	0	0	1	0	0	0	0	0	0	0	0
Other organisations		0	0	0	0	0	0	0	0	0	0	1	1	0	0	0	0	0
TOTAL	0	0	0	0	0	2	1	0	0	3	0	1	1	0	0	0	0	6

Tivat																		
Local administration authorities	4	1	10	0	0	0	0	0	4	0	0	0	6	0	0	0	0	0
Public instructions		0	0	0	0	0	4	0	0	6	0	2	4	0	0	0	0	0
Public companies		0	0	0	0	0	0	0	7	0	2	9	2	0	0	1	0	6
Other organisations		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	4	1	10	0	0	0	4	0	11	6	2	11	12	0	0	1	0	6



Ulcinj																		
Local administration authorities	1	0	3	0	0	0	0	37	6	0	0	0	22	1	0	1	0	8
Public instructions		0	0	0	0	0	0	0	0	0	0	2	0	0	0	0	0	0
Public companies		0	0	0	0	2	12	0	4	0	7	1	21	2	0	1	0	74
Other organisations		0	0	0	0	25	0	0	0	0	3	3	0	0	0	0	0	0
TOTAL	1	0	3	0	0	27	12	37	10	0	10	6	43	3	0	2	0	82
Žabljak																		
Local administration authorities	0	1	0	0	0	0	0	0	0	2	0	2	0	0	0	0	0	0
Public instructions		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Public companies		0	0	0	0	0	1	0	0	0	1	1	3	1	0	1	0	0
Other organisations		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	0	1	0	0	0	0	1	0	0	2	1	3	3	1	0	1	0	0
TOTAL	8	59	96	174	38	171	117	114	52	292	135	438	417	37	1	82	37	421

