



Montenegro
Ministry of Public Administration




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ADMINISTRATION SERVING CITIZENS

KEY RESULTS 2016 - 2019.

This project is implemented
by a consortium led by 

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Ministry of Public Administration

Administration serving citizens

CONTENTS

1. ADMINISTRATION SERVING CITIZENS
2. OPTIMIZATION - TOWARD EFFICIENT AND ECONOMIC ADMINISTRATION
3. LAW ON STATE ADMINISTRATION - REORGANIZATION FOR EFFICIENT ADMINISTRATION
4. SERVICE DELIVERY - GROWTH OF SATISFACTION WITH SERVICES PROVIDED
5. DIGITAL ADMINISTRATION - PROMPTLY AND SIMPLY TOWARD GOOD SERVICE QUALITY
6. LAW ON CIVIL SERVANTS AND STATE EMPLOYEES FOR PROFESSIONAL AND EFFICIENT ADMINISTRATION



7. LAW ON LOCAL SELF-GOVERNMENT FOR MODERN MUNICIPALITIES

8. IMPROVED FRAMEWORK FOR NGO OPERATIONS

9. SECTORAL BUDGET SUPPORT - 15 MILLIONS FOR ADMINISTRATION BY EU STANDARDS

10. FOR TRANSPARENT PUBLIC ADMINISTRATION

11. MONITORING OF PUBLIC ADMINISTRATION REFORM

12. RESULTS OF ADMINISTRATIVE INSPECTION



1. ADMINISTRATION SERVING CITIZENS

Public Administration Reform Strategy 2016-2020 which Government adopted in July 2016 defined seven reform goals relating to: strengthening the legality of the work of state administration authorities, better organization of state administration, improvement of provision of services and establishment of a system of regular measurement of citizens' satisfaction, strengthening the civil service system with the establishment of merit-based employment systems, better planning mechanisms and coordination of public policies and the development of local self-governments.

In the same year, the Ministry of Public Administration which coordinates the process of public administration reform was established for the first time. The establishment of the ministry created the conditions for intensifying the public administration reform process in Montenegro. In the previous period, we established institutional and political coordination of the reform – with the establishment of the Council for Public Administration Reform while within the Ministry was established the Department for monitoring of public administration reform.

The strategic approach in the area of public administration reform has resulted in significant progress in all segments of public administration reform. Strategic management of the reform process has been established through several levels of coordination. It is a quality mechanism that has shown efficiency and effectiveness in practice, and has been rated with the highest marks by the European Commission.

As of July 1, 2017, all preconditions for the implementation of the new Law on Administrative Procedure have been created. The “One Stop Shop” concept was introduced and new legal provisions save our citizens and businesses time and eliminate unnecessary costs.

In the area of the civil service system, a new Law on Civil Servants and State Employees was adopted, which significantly improved the normative framework for establishing a merit-based system for employment and career advancement, especially when it comes to heads of state authorities and personnel from expert-management category. In this way, a major step towards the professionalization of public administration was made and the principle of depolitization has been strengthened.

For the first time, a system of electronic verification of the qualifications of candidates who are beginning to work in public administration has been established as well as a competency framework for the selection of heads of state authorities and personnel from expert-management category.

Since July 2018, implementation of the Public Administration Optimization Plan has begun with the aim of establishing an administration that responds more efficiently to the needs of citizens and the economy. The effects of the implementation of the Plan had a positive effect on slowing down the trend of employment growth in public administration, but did not have a negative impact on the overall employment growth. Generally speaking, the implementation of the Optimization Plan was characterized by clear political support,

the establishment and strengthening of new hiring procedures, the strengthening of staffing planning concept and all institutions involved. It is also important to emphasize that in the trend of total employment growth, the relative share of employment in public administration is decreasing.

Normative regulation of the local self-government system, both functionally and financially, has been given special attention. To this end, a new Law on Local Self-Government was adopted, which, among other things, regulates the official clerical system at the local level.

Mechanisms for public participation in public policy-making process through the Internet and specifically through eParticipation and ePetition portals have been established and improved. Montenegro has joined ISA², the IT program of the Commission for Interoperability of Public Administration, Businesses and Citizens and the Law on Electronic Signature and Identification has been adopted as well. An open data portal www.data.gov.me has been established and 97 data sets are currently available. This data is available for use and publication without restriction.

Positive results were also achieved regarding the number of lawsuits filed with the Administrative Court. Also, of the total number of lawsuits filed, only 15.17% were annulled by the Administrative Court. The number of complaints with regard to “administrative silence” in the decision-making process on requests for free access to information has been reduced by more than 50%. A new Law on Governance and Internal Controls was also adopted.

WITH PUBLIC ADMINISTRATION REFORM STRATEGY FOR PERIOD 2016-2020, GOVERNMENT OF MONTENEGRO DEFINED SEVENT REFORM GOALS

Efficient work and good results in the previous period have created the preconditions for the European Commission to primarily recognize and then provide financial support to this process. The first fixed tranche of EU support for sectoral budget support of EUR 4 million, disbursed in early December 2018, is an additional stimulus for the implementation of reform activities in the coming period and is a key source of financing for activities defined in the Reform Strategy and accompanying action plan. For the first time, the costing of the Action Plan was prepared following the methodology recommended by the European Commission.

The publication in front of you provides an overview of key results in the area of public administration reform for the period 2016-2019.

Suzana Pribilović,
Minister of Public Administration

2.OPTIMIZATION - TOWARD EFFICIENT AND ECONOMIC ADMINISTRATION



At the beginning of July 2018, the Government adopted the Public Administration Optimization Plan 2018-2020, prepared in collaboration with the Regional School of Public Administration (ReSPA) with the support of the European Commission. The optimization goals are:

- More efficient administration;
- Better quality services for citizens;
- Budget savings and stable public finances;
- Optimal number of employees;
- A more competitive economy;
- Decrease in employment by 5% by 2020 at the central level;
- Decrease in employment by 10% by 2020 at the local level.

The key guideline of the Plan is the establishment of an administration that responds in a better way to the needs of citizens and the private sector, while at the same time unburdening the state and municipal budgets.

Optimization does not mean reducing the number of employees at the expense of the quality of public service delivery, but on the contrary - creating simpler, faster, more understandable and efficient procedures while saving time and money for users. For this reason, the Optimization Plan is conceived as a set of horizontal but also tailored sectoral measures to overcome the challenges that public administration faces. The measures are divided into short and medium term and are implemented in accordance with the specifics at central and local level.

A well-established monitoring mechanism provided desired results, but also indicated the need to make certain changes during implementation in order to improve the performance of the implementation. For the purpose of measuring the achieved performance, an Analysis of the impact of short-term measures of the Optimization Plan in 2018 was made, which showed that there was a slowdown in the trend of employment growth in public administration, especially at the local level.

The Impact analysis also showed that in the trend of total employment growth the relative share of employment in public administration is decreasing. Thus, in December 2017, public administration employment accounted for 28.2% of total employment, while in December 2018 it decreased to 26.8% that is for 1.4%, respectively. This kind of optimization model also influenced the increase in employment in the private sector, what was the goal.

As one of the measures in accordance with the Optimization Plan, the Decision on Severance Payment in the event of a consensual termination of employment was adopted by the Government of Montenegro, thus creating a legal basis for the severance payment to employees interested in a consensual termination of employment. According to the Ministry of Public Administration about 1,900 public sector employees have done so.



OPTIMIZATION MEASURES

SLOW DOWN EMPLOYMENT TREND IN PUBLIC ADMINISTRATION

3. LAW ON STATE ADMINISTRATION - REORGANIZATION FOR EFFICIENT ADMINISTRATION

The new Law on State Administration, which came into force on January 1, 2019, created the conditions for complete reorganization of state administration. The aim of the new legal solutions is to improve the organizational structure and to bring the state administration organization in line with European standards by establishing a clear typology of state administration authorities and clear lines of accountability in the system and to reduce public administration costs.



Key novelties

- 1 In addition to ministries and administrative authorities, state agencies and funds performing public administration tasks are introduced into the state administration system, for the first time, so this way the organizational structure is getting harmonized with EU standards;
- 2 The position of all administrative authorities in relation to line ministries is equalized and communication between administrative authorities and ministries is improving;
- 3 In relation to the previous law, this law does not distinguish between constituent authorities and independent authorities, yet administrative authorities are established as independent authorities for the implementation of laws and other regulations or for the performance of predominantly professional and related administrative tasks in certain areas if certain conditions are fulfilled;
- 4 A new state administration organization has been identified, administrative areas for which state administration authorities are being established and other issues relevant to the work of state administration, while the specific laws establishing state agencies and funds will be harmonized with this systemic law;
- 5 The reporting system of ministries and administrative authorities towards ministries is being improved;
- 6 Clear lines of responsibility at all levels have been established, in order to contribute to the efficiency of the work and operation of the state administration and to ensure a high level of quality in service delivery.

New Decree on Organization and Operation of Public Administration reduces the number of administrative authorities

At the proposal of the Ministry of Public Administration, and in accordance with this law, the Government adopted a new Decree on the Organization and Operations of Public Administration. The new organization consists of 29 administrative authorities and 17 ministries, instead of the previous 35 administrative authorities and 17 ministries, thus reducing the number of administrative authorities by six.



New working hours

The Decree amending the Decree on the Organization and Operations of Public Administration, adopted by the Government of Montenegro on the proposal of the Ministry of Public Administration on March 23, 2017, introduces new working hours in the state administration authorities from 7:00h to 15:00h during weekdays with break from 11am to 11:30am.

4. SERVICE DELIVERY - GROWTH OF SATISFACTION WITH SERVICES PROVIDED

In the area of service delivery, in the period 2016-2019, the focus was on improving eGovernment and creating e-services.

A unified information system for electronic data exchange between state authorities and state administration authorities has been established – 6 key registers have been established between which data is being exchanged.

Electronic Document Management – eDMS is established in all ministries. The number of institutions providing electronic services has increased and now there are 580 eServices available in the jurisdiction of 50 institutions.



In accordance with the new Law on Administrative Procedure, administrative procedure has been simplified and expedited, costs of proceedings for all participants have been reduced, legal preconditions for obtaining and exchanging information ex officio have been created, and electronic communication between authorities and citizens has been enabled.

In the authorities/institutions at central and local level, from July 1, 2017 to December 31, 2018 the Report on Administrative Proceedings has shown that 3,080,165 administrative procedures were initiated.

According to European Commission Report 2019, the level of citizens' satisfaction with the services provided at the central level increased significantly from 42% in 2017 to 66% in 2019.

5. DIGITAL ADMINISTRATION -

PROMPTLY AND SIMPLY TOWARD GOOD SERVICE QUALITY

The Government of Montenegro is committed to the digital development and modernization of public administration. Application of information technologies, interoperability, e-government, open data represent the basis for improving the work of public administration, further modernization and transparency of its work, as well as increasing the efficiency and quality of its services.

Several activities are currently underway in Montenegro with the aim of consolidating all systems and enabling citizens and businesses to receive quality and prompt service from the public administration, thereby reducing business barriers. In this sense, new legal solutions in the area of eGovernment (Law on Electronic Document, Law on Information Security and Law on Electronic Commerce) regulate eGovernment and will regulate the issue of electronic services at the level of public administration, which will certainly affect the quality of services for citizens. New legal solutions, such as: Law on Administrative Fees, Law on Identity Card, Proposal for the Law on Fiscalization, Proposal for the Law on Electronic Government and Proposal for the Law on Electronic Identification and Electronic Signature, will contribute to a more precise standardization of public administration obligations in order to create preconditions for the development of a complete and functional eGovernment. First of all, the new legal solutions are aimed at saving citizens and businesses time and eliminating unnecessary costs.

The development of e-government in Montenegro entails the transformation of the present business operations, not only of business processes in which interaction with citizens and business entities is achieved, but also of transformation of processes within public administration. Proposal for the Law on Electronic Government is one of the basic pillars of the development of a complete and functional eGovernment. The application of the provisions of this law should be felt by citizens and the economy, as well as by employees in the administration. The aim is to improve the environment in which public administration will serve citizens and businesses in a way that citizens and businesses interact with public administration at any time and from any place. By doing so, we are allowing citizens and businesses to replace traditional method of current filing practices with a simpler and faster filing model. This will help reduce costs and as a result will allow citizens and businesses to complete their public administration tasks promptly.



eGovernment portal - 582 services, 49 services for legal entities

Currently, the eGovernment Portal provides 582 services under the jurisdiction of 50 institutions, of which 176 are electronic and 406 are informative. The total number of services for individuals is 201, while for legal entities it is 356.

The Ministry of Public Administration, in cooperation with UNDP and IPSOS Strategic Marketing company and with the financial support of the European Union, conducted a Survey with citizens and businesses on the use and attitudes towards e-services in Montenegro. The survey showed that the users who used / use e-services are mostly satisfied with the service - 85% of users are satisfied, that is completely satisfied with e-services.

Also, the eGovernment portal enables electronic transactions between the administration and legal entities, reduces bureaucracy and simplifies procedures, thus helping businesses to be more competitive. In the previous period, 49 new services for legal entities were developed.

Opinion polls show that most businesses are satisfied with the existing e-services of public administration and therefore the satisfaction with using given service is 96%.



Register of licences on the eGovernment portal - **370 licences available**

In cooperation with the Ministry of Finance on the e-Government portal www.euprava.me an electronic registry of licenses of different state authorities has been established www.euprava.me/elicence which currently has 370 licenses under the jurisdiction of 23 institutions. The goal is to increase transparency and simplify the licensing process and therefore obtain information in one place.

eDMS - Administration without paper - 933.326 documents

Electronic Document Management System (eDMS) is a modern electronic document management and archiving system that reduces costs, speeds up procedures, shortens processing time and increases the ability to provide information contributing to the efficiency of public administration and improving the quality of services for citizens.

In numbers eDMS (Electronic Document Management System) for the period 2011-2019:

- Total number of institutions – 23;
- Total number of users – 2.319;
- 557.516 cases and 933.326 documents in total have been recorded.

National identification document

Ministry of Public Administration has initiated activities to establish a National Identification Document in Montenegro.

The establishment of a National Identity Scheme will provide a reliable citizen identification system using the National Identification Document which will increase its usability and reliability.



GSB linked 6 of 7 registers

Unified Information System for Electronic Data Interchange between state authorities – Government Service Bus (GSB) started to operate in full capacity at the end of 2018 and data exchange was established between several key registers (Central Population Register, Central Register of Taxpayers and Insured Persons, Social Benefits Register, Education Register, Criminal Records Register, etc.).

Establishment of a unique information system for electronic exchange of data between state authorities and state administration authorities has been legally standardized in order to create better conditions for efficient public administration and elimination of barriers for further development of eGovernment in Montenegro.



MONTENEGRO THE FIRST WESTERN BALKANS COUNTRY IN ISA²

In order to use the developed software solutions in the EU and fulfill the obligations of the Digital Agenda related to interoperability, the Ministry of Public Administration signed in Brussels a Memorandum of Understanding between the European Union and Montenegro on participation in the ISA² program (Interoperability solutions for public administrations, businesses and citizens), making us the first Western Balkans country that joined this program.

With this membership, Montenegro was given the opportunity to use solutions developed by other countries, as well as to apply and propose new projects within the objectives recognized in the ISA² program.

Improved regional cooperation in the area of digitalization

Cooperation between Montenegro and Serbia has been started by signing the Agreement on mutual recognition of certification services for electronic transactions provided in Montenegro and qualified trust services provided in the Republic of Serbia. The Agreement was signed for the purpose of cross-border provision of services, eliminating obstacles in e-commerce, facilitating the use and equal legal effect of qualified certification services for electronic transactions, that is qualified trusted services in both countries. Montenegro has concluded the same agreements with the Republic of North Macedonia.



Cyber security

In the previous period, Montenegro has, through legislation and strategic documents, followed the standards, guidelines and recommendations of the EU and NATO on capacity building in the area of cyber security. Legislation in the area of information security is substantially aligned with the acquis. In 2016 the Law on Amendments to the Law on Information Security was adopted, which envisages two key activities: the establishment of the Information Security Council and the protection of critical IT infrastructure.

Implementation of Montenegro's Cyber Security Strategy for the period 2018-2021 will positively impact state institutions and society as a whole by further enhancing cyber defense capabilities in institutions that are recognized as cyber security carriers in Montenegro, thereby creating a safer cyber space. The Strategy defines the need for professional development of public sector employees. Accordingly, CIRT (Department for Information Security and Computer Incident Response) in cooperation with the Human Resources Management Authority has organized cyber security trainings for civil servants and employees. CIRT also acted preventively, through educations, by raising awareness, providing useful information and advice on how to protect ourselves in cyber space. With the support of the British Embassy in Montenegro, several activities have been carried out in the past to improve the capacity of the CIRT.



6. LAW ON CIVIL SERVANTS AND STATE EMPLOYEES AND CIVIL SERVANTS FOR PROFESSIONAL AND EFFICIENT ADMINISTRATION

New Law on Civil Servants and State Employees entered into force on 1 July 2018.

Key novelties

- Introducing so-called competence in line with positive European practices, while the heads of administrative authorities are recognized as a new and special category of civil servants;
- The Law now, instead of an internal announcement within a state authority and an internal announcement between state authorities, recognizes only the internal announcement, and the concept of reassignment of civil servants within the authorities has been introduced, which will contribute to stronger competition in employment and greater mobility of employees, thus resulting in shortening of recruitment procedures as it will take less time for the vacancy to be filled;
- The procedure of electronic selection for work in state authorities involves the examination of knowledge, skills, abilities and competences, depending on the category, which should result in the selection of the most competent candidates;
- Now the decision on election in the ministries is made by a person from the expert-management category, that is, heads of the organizational unit in which the position is being filled. In this way, one of the key recommendations of the European Commission, in addition to a transparent procedure, is met and thus ensuring professionalization in the public administration;
- The mechanism of the Human Resources Plan has been strengthened. In accordance with the law, the number of employees, changes in the personnel structure and other strategic personnel management issues are planned in accordance with the budgetary and strategic planning of the Government. As the Human Resources Plan has to be harmonized with the budget planning, the by-law recognizes the role of the Ministry of Finance, Ministry of Public Administration and Human Resources Management Authority in its preparation;
- The composition of the Commission, which performs the assessment of the competences of civil servants and state employees, has been changed, so that, in addition to the representatives of the Human Resources Management Authority, it includes the representative of the state authority, which, as a rule, must be the head of the organizational unit in which the vacancy is being filled as well as an expert in the relevant area of education;
- The Appeal Commission and the Disciplinary Commission are professionalized and within their respective areas of competence decide at central and local level.

Introduced electronic **testing for work in Administration**

Electronic candidate testing was introduced, expert selection committees were appointed with independent experts, as well as structured interviews for expert-management category. The novelty is that the written test, which consists of a theoretical and practical part, is completed electronically by the candidates under the code. It is also a novelty that, in the case of a head of administrative body and expert-management category, competency testing is done through written testing and through a structured interview.



Office operations **by modern standards**

At the proposal of the Ministry of Public Administration, after 26 years, the Government adopted new regulations on office operations. The Decree and the Guidelines on Office Operations stipulate that office operations may be carried out electronically, that is through an appropriate information system. In this way, immeasurable effects are achieved for both authorities and citizens, such as: saving time and materials, easier cooperation and communication with citizens, time saving in searching, finding data or a specific document, sharing, managing, etc.

New code of ethics - **faster complaint procedures**

In relation to the earlier arrangements, citizens and civil servants and state employees may file a complaint with the head of state authority. The head of the state authority, or the person he/she authorizes, is obliged to examine the allegations from the complaint and respond in writing to the complainant within 15 days from the day the complaint is filed, if requested by the party.

7. LAW ON LOCAL SELF-GOVERNMENT - FOR MODERN MUNICIPALITIES

The new Law on Local Self-Government which came into force at the beginning of 2018, retains the existing concept of local self-government (one-stage, monotypic form of local self-government and equal competencies) while the new legal solutions create the conditions for a more responsible, more professional, more efficient and more economic local self-government capable of providing better public services for citizens and create conditions for the better quality of life for its citizens.

Key novelties

- Considerable attention has been paid to the work of the Municipal Assembly and the new solutions eliminate the identified shortcomings in the area of functioning of this body;
- An important novelty in relation to the concept of the Secretary of the Assembly is that the election of the Secretary of the Assembly is made on the basis of a public announcement;
- The introduction of new concepts into the local self-government system has influenced the extension of competencies of the executive authority of the municipality, that is, the President of the municipality, such as adoption of the Human Resources Plan, integrity plan, annual training plan for local servants and employees, as well as the appointment and dismissal of the chief city architect;
- In order to manage human resources in the municipality, it is stipulated as a novelty that the President of the municipality shall adopt the Human Resources Plan within 30 days from the day of the budget adoption;
- It is stipulated that the municipality has a human resources management unit that will deal with all those issues that are relevant to human resources policy with the obligation of submitting an annual report to the President of the municipality;
- The novelty is that local self-government authorities, among other things, prepare and evaluate the regulatory impact analysis of decisions and other regulations (RIA) issued by the municipal assembly and the president of the municipality, in accordance with the act of the Ministry of Finance;
- Significant improvement of this law is reflected in the regulation of servant relationships of local servants and employees. In practice, it has been shown that it is not possible to apply the Law on Civil Servants and State Employees to certain relationships of local servants and employees, and, given their specificities, it was necessary to separately identify and regulate certain relations or issues, while separating issues on which may accordingly be applied a law governing the rights, obligations and responsibilities of civil servants and state employees;
- The civil servant system and the categorization of jobs and titles of local servants and employees were elaborated, and new titles were recognized - the chief city architect, as well as the head of the department performing joint and professional tasks.

The Decree on the Criteria and Closer Manner of Conducting the Assessment of Knowledge, Abilities, Competences and Skills for Working in Government Authorities is also applicable at the local level. The novelty is that the written test candidates complete electronically under the code and that it consists of a theoretical and practical part.

Earlier legal decisions on the basis of which each unit of local self-government had a disciplinary commission and an appeal commission proved to be inadequate and inappropriate, so that new legal solutions are oriented toward their professionalization, for the purpose of saving, more economic and more efficient management of these procedures.



8. IMPROVED FRAMEWORK FOR NGO OPERATIONS

Institutional and legislative framework for NGO operations

The non-governmental sector for the Government of Montenegro is an important and key partner in the implementation of challenging reforms on the road to the EU. Through the dialogue with representatives of the non-governmental sector, in the previous period, an institutional and normative framework was established for NGO operations and cross-sectoral cooperation. In 2017, the Law on Non-Governmental Organizations was amended to define a new way of financing from the state budget.

Also, in the previous period, the Strategy for Improving Enabling Environment for Functioning of NGOs 2018-2020 was adopted.

A Council for Cooperation with NGOs was established and is chaired by the Minister of Public Administration and composed of representatives of the NGO sector and representatives of the Government, while a Directorate for Good Public Administration and Activities of Non-governmental Organizations was established in the Ministry of Public Administration.

At the same time, the participation of non-governmental organizations in the creation of public policy acts prescribed by the Law on Public Administration is more closely regulated by the new Decree on the election of representatives of non-governmental organizations into the working bodies of the state administration bodies and conducting public consultation in preparation of laws and strategies. Also, a new methodology for reporting on the implementation of this act has been developed.



Financing of NGO

By establishing a combined system of financing projects and programs of NGOs in areas of public interest, it is the legal obligation of the authorities to consult NGOs on draft sectoral analysis, which identify priority areas and the amount of funding for NGO projects. This model represents the commitment of the authorities to achieve the set strategic goals in partnership with non-governmental organizations.

In 2018, EUR 3,689,344.91 has been committed from the current budget, of which EUR 2,838,439.9 was for projects in the area of public interest and EUR 850,904.97 for the area of protection of persons with disabilities.

In 2019, EUR 3,642,949.72 was allocated, of which EUR 2,732,212.29 was in the area of public interest and EUR 910,737.43 in the area of protection of persons with disabilities and the implementation of competitions programmed for 2019 by 15 ministries is underway.

For 2020, programming has been completed and the Decision on Identifying Priority Areas of Public Interest and the Amount of Funding for Projects and Programs of NGOs in 2020 was adopted on August 1, 2019 in 20 areas of public interest and will be allocated to 11 ministries and one administrative authority.

During 2018, several trainings were conducted for officials responsible for the implementation of the Law on NGOs regarding the standards of financing NGO projects from public sources.

One of the implemented activities is the creation of an online database www.finansiranje.nvo.me. The aim of this platform is to make available to the general public, through the affirmation and advancement of transparency principles, information on NGO projects and programs funded by the state budget through an institutional framework at the national level since 2009.



2018.

EUR 3.689.344 for projects in the area of public interest and the area of protection of persons with disabilities

2019.

EUR 3.642.949 or projects in the area of public interest and the area of protection of persons with disabilities

Co-financing of NGO

In the previous period, the partnership between the state and the civil sector was strengthened, first of all, by creating normative preconditions for providing financial support from the state budget. In that sense, the Law on Non-Governmental Organizations was amended, which in a new way defined the model of financing projects and programs of non-governmental organizations from the budget of Montenegro. This created the legal basis for the implementation of the co-financing of projects and programs of NGOs contracted through calls for proposals and programs supported by EU funds. By co-financing NGO projects / programs, NGOs receive significant support in the implementation of EU-funded programs / projects, and with the support of the Ministry of Public Administration ensure a mandatory part of project contributions of up to 100%.

The Ministry of Public Administration, on the basis of a public call, in accordance with the Regulation on the procedure and manner of co-financing projects and programs of non-governmental organizations supported by EU funds for the allocation of funds for co-financing projects and programs of non-governmental organizations supported by EU funds for 2018 supported 48 projects/programs. The supported programs refer to different areas of public interest, with total committed funds amounting to EUR 852,273.04 and constituting up to 100% of the contractual mandatory participation of NGOs in the above mentioned projects and programs, which are supported by the European Union.

The public call for co-financing in 2019 was announced in March and will last until 1 December. So far, three decisions have been made allocating EUR 326,215.79, out of a total of EUR 910,737.43 allocated.



2019.

Total allocated funds

EUR

910.737,43

9. SECTORAL BUDGET SUPPORT

15 MILLIONS FOR ADMINISTRATION BY EU STANDARDS

The European Union is continuously investing in Montenegro and is the largest donor and one of the key areas in addition to the rule of law and economic reforms is public administration reform.

An additional impetus and support in the area of public administration reform is the financing agreement between the Government of Montenegro and the European Commission on the Annual Action Program for Montenegro for 2017, part 2 - Sectoral Budget Support. This program involves direct support of EUR 15 million, of which EUR 12 million of direct budget support and EUR 3 million of technical support aims to enhance the capacity of the state to achieve the results and specific objectives of the program, in coordination with the activities of other donors. At the beginning of December 2018, the first fixed tranche for sector budget support of EUR 4 million was disbursed which represent an additional impetus for the implementation of reform activities in the coming period.

By providing support to the implementation of the Public Administration Reform Strategy 2016-2020, it contributes to the achievement of the objective of establishing a more transparent, efficient and service-oriented public administration in Montenegro. The implementation of 10 projects supported by technical support is ongoing. The largest amount of technical support funds will be allocated for reorganization within the public administration and support for the implementation of the Optimization Plan will also be provided by experts from SIGMA and the World Bank.



Implementation of projects implemented through Technical support within the WE Sectoral budget support

Technical budget support
2.8 *milions EUR*

1. Support to the creation of a more transparent, efficient and service-oriented public administration: A. Support to the elaboration and implementation of a National Rightsizing Plan at local level B. Support to upgrade the Single information system for the exchange of data among state registers (SISEDE)
2. Optimization: Improvement of the organizational set-up of public administration in Montenegro at central level
3. Support to the Ministry of Public Administration for the preparation and implementation of the Optimisation Plan at central level
4. Support to update and upgrade the Central personnel record (HRMIS) and connection with the salaries records of the Ministry of Finance
5. Capacity development for Human Resources Planning, Professional Development and Training, including capacity development for the Administrative Inspection Service
6. Capacity development and awareness for the Agency for the Protection of Personal Data and Free Access to Information
7. Support to further develop Montenegro's legislative framework on free access to information
8. Capacity development for MONSTAT
9. Effective internal and external communication on the PAR Strategy
10. Support to civil society oversight of 4 key areas of public administration reform in Montenegro
11. Support to civil society oversight of 2 key areas of public administration reform in Montenegro
12. Interim evaluation of the PAR Strategy

10. FOR TRANSPARENT PUBLIC ADMINISTRATION

In the area of improving transparency of public administration, several activities have been implemented, of which several activities have been singled out:

MONTENEGRO REGAINS ACTIVE STATUS IN OGP



Montenegro regained its active status in the Open Government Partnership (OGP) on November 20, 2018, after the Government of Montenegro adopted a new National Action Plan (NAP) for the implementation of the Open Government Partnership initiative, under the coordination of the Ministry of Public Administration.

The new Operational Team comprised of high-level government officials and advisers to the Prime Minister and the Deputy Prime Minister, as well as five NGO representatives, had an operational and leading role in the development of the Action Plan, while UNDP in Montenegro provided expert support in the preparation of the NAP.

By participating in the OGP initiative, Montenegro has focused on five key commitments: improving public services, citizen participation, access to information - openness of state administration bodies, more efficient management of public resources and increasing public integrity. Within these areas, the Action Plan will implement a total of 23 activities.

The Open Government Partnership Portal of Montenegro <https://www.otvorenauprava.me> has all the information on the implementation of this initiative.

ePARTICIPATION

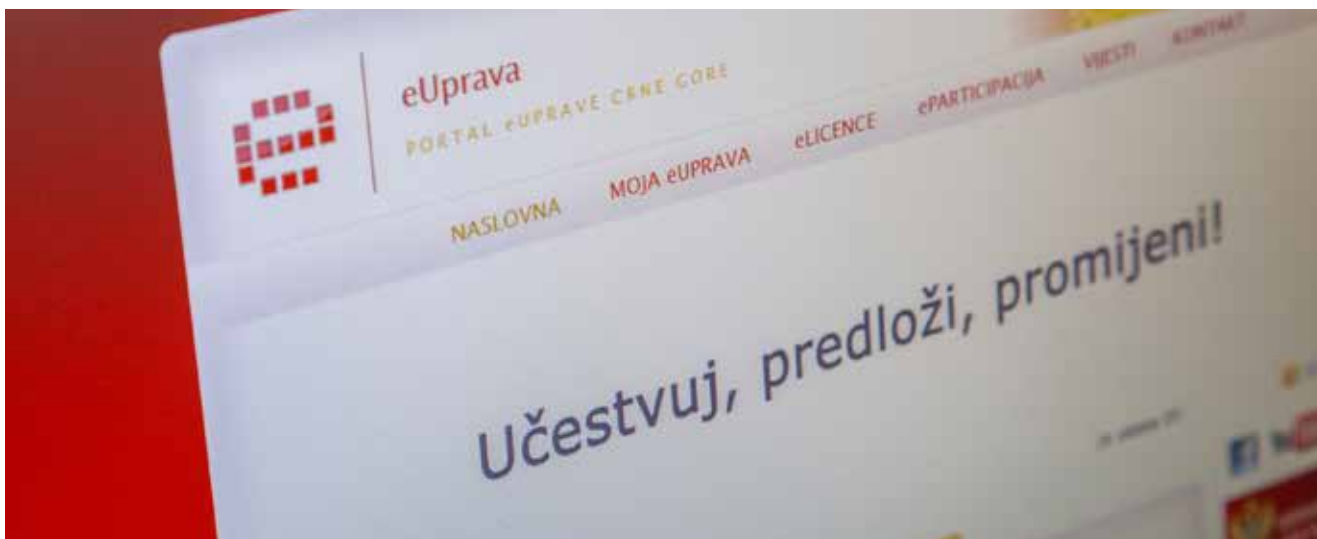
Improved eParticipation system - an electronic service for public discussions on strategic documents and laws adopted by the Government of Montenegro on the eGovernment Portal (<http://www.euprava.me/eparticipacije>), has been in operation since 18 March 2019.

Through this service citizens can actively participate in the creation of laws and other strategic documents and they can also express opinions and positions in public hearings. This system ensures the proactive participation of citizens in social processes and decision-making that are essential to their lives and the life of the social community.

ePETITIONS - CITIZENS VOICE

The portal „Voice of Citizens e-Petitions” www.epeticije.gov.me has been active again since April 2, 2019. Citizens of Montenegro can submit petitions for initiatives under the jurisdiction of the Government of Montenegro with 3 000 signatures collected instead of 6 000 signatures previously required.

At the end of December 2018, the Ministry of Public Administration recognizing the importance of citizen electronic initiatives at the state level initiated the necessary activities to create the technical conditions for activating the portal. Taking into account the proposals of NGOs to reduce the number of votes in favor of the petition, the Government had previously adopted the decision and reduced the number of votes needed from 6 000 to 3 000. Citizens can submit a petition very easily in three steps.



OPEN DATA

Adoption of new legislation in the area of free access to information has created conditions for the establishment of a national open data portal, which is established and located on the web site www.data.gov.me and represents a place where public administration authorities have the opportunity to publish data in an open format, within its jurisdiction, respecting the basic principles for the disclosure of data for reuse. This portal is a central point for access to public sector data, as well as a place of interaction with data users, the business and civilian sectors, IT and academia, citizens, etc. Currently, the portal has published 97 datasets by 18 institutions.

The establishment of the Open Data Portal created the conditions for opening data of public administration authorities, which significantly contributes to the improvement of transparency, accessibility, efficiency in the work of the Government and public administration authorities.



11. MONITORING OF PUBLIC ADMINISTRATION REFORM

The Ministry of Public Administration coordinates the process of monitoring the implementation of the Public Administration Reform Strategy 2016-2020. Monitoring and reporting is one of the important cycles of development and implementation of public policies, and in particular of the strategic document in the area of public administration reform, whose implementation is essential for the European path of Montenegro.

Montenegro has established an efficient system of coordination of monitoring public administration reform at several levels, namely: political, administrative and operational.

At the political level, public administration reform is monitored by the Public Administration Reform Council, which coordinates and directs the public administration reform process. The Council is chaired by the Deputy Prime Minister for Political System, Internal and Foreign Policy, and the members are ministers in the Government of Montenegro - Minister of Public Administration and Minister of Finance, President of the Managing Board of the Union of Municipalities of Montenegro, Chief Negotiator for EU accession, as well as representatives of non-governmental organizations involved in the public administration reform process.

At the administrative level, the Ministry of Public Administration prepares regular annual and semi-annual reports on the degree of implementation of the Strategy and provides administrative and technical support to the work of the Public Administration Reform Council. To this end, the Ministry of Public Administration has ensured a high degree of transparency of this process through the establishment of a portal for the Public Administration Reform Council (www.srju.gov.me), which updates information on the Council's activities and work, and publishes all materials discussed at the sessions of the Council, reports from the sessions and Council conclusions.

The entire process is coordinated by the Ministry of Public Administration, while at the operational level was formed an Inter-Ministerial Operational Team to coordinate and implement activities from the Action Plan for the Implementation of the Public Administration Reform Strategy 2016-2020. The core task of the operational team is to coordinate the activities of the institutions responsible for implementing the reform activities and to consider and address issues that are impediments to the implementation of the activities, objectives and achievement of indicators.

Montenegro is a leader in the region in monitoring public administration reform

In the previous period, the Ministry of Public Administration has been dedicated to establishing a quality coordination system for monitoring the implementation of the Public Administration Reform Strategy and all efforts have resulted in the assessment of international partners that Montenegro is a leader in the region when it comes to monitoring public administration reform.

In Montenegro, there is monitoring based on regular monitoring of data and information related to the implementation of policies while in the monitoring process, reports of external factors are reviewed and therefore there is good coordination between the institutions on which results depends the success of the reform.

The Ministry of Public Administration, as the leading institution for the coordination of reform, prepares regular annual and semi-annual reports on the implementation of the Strategy within its obligations under the Strategy and Action Plans and prepared and compiled Reports are in line with the methodology recommended by the European Commission, SIGMA/OECD and are agreed with the Government Decree on the manner and procedure for drafting, harmonizing and monitoring the implementation of strategic documents.

Since the beginning of the implementation of the Public Administration Reform Strategy 2016-2020, two annual Reports on the implementation of the Reform Action Plan for 2017 and 2018 have been prepared while the process of finalization of the semi-annual Report on the Implementation of the Action Plan for 2019 is underway which shows that there is a regular process of monitoring implementation in Montenegro.



12. RESULTS OF ADMINISTRATIVE INSPECTION

The total number of inspections carried out in the period from 1 January 2016 to 30 June 2019 is 1 355 inspections, as follows:

- 237 regular inspections;
- 868 extraordinary inspections;
- 107 controls;
- 143 extraordinary inspections regarding the Optimization Plan

Administrative inspectors acted upon 1 737 initiatives between January 1, 2016 and June 30, 2019.

Inspection carried out ex officio on the initiatives submitted were carried out in 449 cases.

Inspection under the Inspection Plan of the Department of Administrative Inspection for the period 2016-2019, carried out a total of 190 controls, of which: 140 inspections at the local government authorities, special and professional services, and 46 inspections at the central government authorities. Inspections have been carried out several times in a number of cases.

Inspections carried out in all cases resulted in preparation of 1 371 reports on performed inspections.



1355
inspections
carried out in the
period
2016-2019

1737
acts of
administrative
inspectors
in the period
2016-2019

Ministry of Public Administration

Rimski trg No 45

81000 Podgorica

Montenegro

E-mail: kabinet@mju.gov.me

Tel. (+382) 20 241 412